

STAFF RECOMMENDATION

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NCPC File No. 1485



PROPOSED FEDERAL CAPITAL IMPROVEMENTS PROGRAM FOR THE NATIONAL CAPITAL REGION FISCAL YEARS 2009-2014

May 29, 2008

Abstract

The preparation of the *Federal Capital Improvements Program for the National Capital Region, Fiscal Years 2009-2014*, has been underway since January 2008, when the National Capital Planning Commission asked federal departments and agencies to provide information on proposed projects. Staff has reviewed the submitted project information for conformity with the *Comprehensive Plan for the National Capital*, federal agency master plans, and other adopted plans and policies and has prepared the *Proposed Federal Capital Improvements Program for the National Capital Region, Fiscal Years 2009-2014* for public review and comment.

Commission Action Requested

Authorization to circulate the proposed program for a 45-day review and comment period. Adoption of the *Federal Capital Improvements Program for the National Capital Region, Fiscal Years 2009-2014* pursuant to Section 7 of the National Capital Planning Act (40 U.S.C. § 8723(a)) is tentatively scheduled for the Thursday, September 4, 2008 Commission meeting.

Executive Director's Recommendation

The Commission:

Authorize circulation of the *Proposed Federal Capital Improvements Program for the National Capital Region, Fiscal Years 2009-2014*, for review and comment by federal departments and agencies, regional agencies, state and local governments, and interested organizations and individuals.

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BACKGROUND

In accordance with the National Capital Planning Act and the Office of Management and Budget's (OMB) circular No. A-11, *Preparation, Submission and Execution of the Budget*, agencies are required to submit their planned capital improvement programs within the National Capital Region (NCR) to NCPC. The Commission evaluates agencies' capital projects within these programs and makes recommendations in the six-year Federal Capital Improvements Program (FCIP). OMB uses NCPC's recommendations as guidance while reaching budgetary decisions on these projects. The Commission also uses the information it receives for the FCIP to coordinate federal projects with state and local governments at the earliest possible time.

The Commission's recommendations are based on the extent proposed projects conform to general planning and development policies in the region as described in plans and programs adopted by the Commission, regional planning bodies, and local and state governments. In particular, the Commission reviews projects for their conformity with Commission-approved site and building plans, Commission-approved installation master plans, and Commission-released plans and programs. The first year of this proposed FCIP represents funding requests contained in the President's fiscal year 2009 budget (the capital budget), transmitted to the Congress in early 2007. Projects scheduled in the second to sixth year (the capital program) involve extended funding, or are new projects that will be scheduled year-by-year until they are ready for funding consideration.

The Commission's recommendations and comments within the FCIP do not represent approval or denial of proposed projects. Inclusion of projects within the FCIP are not to be construed or represented to constitute Commission review of development or project plans pursuant to Section 5 of the National Capital Planning Act, or any other applicable statute.

PROGRAM ANALYSIS

The federal government is active in constructing a number of major projects throughout the National Capital Region, and this activity is expected to continue. The project and budget information in the Draft FCIP is anticipated to change as agencies continue to review project priorities and budget costs. NCPC typically works closely with agencies through the end of the comment period to provide project and capital budget information that will closely reflect the actual budget information agencies provide to OMB in September. As Fiscal Year 2009 will be a transition year, executive agencies are not submitting formal budget requests to OMB this September, but will instead continue to operate under the budget parameters established for FY 2008. It is anticipated that budget estimates for executive branch agencies, including capital projects, will be prepared for the new Administration's transition team in the winter. NCPC typically collects and summarizes the final capital budget values provided by federal agencies to OMB in late September; this will not be done this year but will resume next year.

The draft *FCIP, FYs 2009-2014* contains 195 proposed projects. 163 projects are recommended for funding and 32 are recommended for future programming. The estimated total cost of proposed projects for fiscal years 2009-2014 is \$8,599,071,000. This does not include the 32 projects recommended for future programming since they do not contain estimated budgets.

The number of projects, the total costs of these projects, and the allocation of the total program costs among major jurisdictions are listed in the following table (the table does not include projects recommended for future programming):

TABLE 1, PROGRAM SUMMARY

| | Number of Projects | Total Cost \$(000,000) | Percent of Total Program Costs |
|--------------------------------|-----------------------|---------------------------|-----------------------------------|
| District of Columbia | 77 | 4,223 | 49.1 |
| Maryland | | | |
| Montgomery County | 17 | 1,260 | 14.6 |
| Prince George's County | 33 | 859 | 10.0 |
| Subtotal | 50 | 2,119 | 24.6 |
| Virginia | | | |
| Arlington County | 17 | 327 | 3.8 |
| Fairfax County | 19 | 1,931 | 22.5 |
| Prince William County | 0 | 0 | 0.0 |
| Subtotal | 36 | 2,258 | 26.3 |
| National Capital Region | 0 | 0 | 0.0 |
| <hr/> | | | |
| Total Region | 163 | 8,599 | 100.0 |

TABLE 2, TOTAL NUMBER OF PROJECT AND BUDGET ESTIMATES, BY FEDERAL AGENCY

Budget Estimates \$(000's)

| Department/Agency | Number of Projects | Total FYs 2009-2014 |
|---------------------------|---------------------------|----------------------------|
| Agriculture | 22 | 438,173 |
| Air Force | 4 | 149,900 |
| Army | 40 | 2,336,144 |
| GSA | 40 | 3,323,450 |
| Health and Human Services | 12 | 573,700 |
| Homeland Security | 7 | 18,000 |
| Interior | 3 | 14,099 |
| NASA | 12 | 446,400 |
| Navy | 7 | 402,811 |
| Smithsonian Institution | 14 | 843,775 |
| State | 2 | 52,619 |
| Total | 163 | \$ 8,599,071 |

The Commission makes recommendations for projects proposed within the FCIP. The FCIP categorizes each federal capital project based on its conformity with established planning policies. The current categories are: *Recommended and Strongly Endorsed*; *Recommended*; *Recommended for Future Programming*; *Projects Requiring Additional Planning Coordination*.

Of the 163 projects recommended for funding, NCPC *strongly endorses* funding for 27. These projects are critical to strategically advancing and implementing significant Commission and local planning policies and key planning initiatives, as well as other important federal interests. NCPC further *Recommends* funding for 98 projects that are considered in conformance with Commission and local plans and planning policies. NCPC further identifies 38 projects as *Requiring Additional Planning Coordination*, where NCPC requests that a particular planning issue of a project be further addressed.

Of the 32 projects that have been submitted by NCPC and recommended for future programming, NCPC strongly endorses 14 that are critical to strategically advancing significant Commission and local planning policies and initiatives, as well as other important federal interests. NCPC further recommends that the appropriate agencies program the remaining 18 projects into their budgets as soon as fiscal and budgetary conditions permit.

Projects that are *Recommended and Strongly Endorsed* receive the highest priority for the allocation of federal capital investment funds. Not only do these projects comply with all relevant laws, policies, and guidelines, but they also are critical to advancing key NCPC planning policies or other important federal interests within the region. Projects may include those submitted by other federal departments and agencies, or those that arise from NCPC initiatives such as the Legacy Plan, the *National Capital Urban Design and Security Plan*, the *Memorials and Museums Master Plan*, and the *Comprehensive Plan for the National Capital: Federal Elements*. None of the new projects submitted by agencies this year are categorized as *Recommended and Strongly Endorsed*. Two NCPC-submitted projects are included in this category:

Improvements to the National Mall

While the NPS' National Mall Plan is still underway, both NPS and non-profit organizations have already identified the need for over \$500 million in major capital investments to improve the existing conditions of the National Mall.

In-Depth Sewer Study for the Federal Triangle Area

Sections of the monumental core are prone to flooding from a variety of sources. To address interior flooding, a multi-agency group has proposed a study of the storm sewer system's ability to respond to various storms and flood conditions. This study would enable informed decisions about capital and operational strategies to effectively reduce flooding risks.

Criteria for the recommended and strongly endorsed ranking may change somewhat from year to year as critical planning objectives evolve. For the *Proposed FCIP, FYs 2009-2014*, *Recommended and Strongly Endorsed* is defined as follows: To obtain the highest funding

priority, a project—including major new construction, rehabilitation and modernization, or land acquisition projects—must do one or more of the following:

- Contribute to the operational efficiency and productivity of the federal government by promoting opportunities to take advantage of existing public infrastructure and/or adapting and reusing existing historic and underutilized facilities.
- Improve the security of federal workers, federal activities, and visitors to the national capital in a manner that complements and enhances the character of an area without impeding commerce and economic vitality.
- Protect and unify the historic and symbolic infrastructure of the monumental core and the District. These projects include new, rehabilitated, and/or modernized memorials, museums, historic parks, federal agency and department headquarters, historic streets, and other infrastructure.
- Restore the quality of the Anacostia and Potomac Rivers, associated waterways, and improve public access to waterfront areas.
- Advance regional public transportation and other infrastructure that promote the orientation of new development toward public transit and into compact land-use patterns and that encourage the use of non-automobile transportation alternatives, including walking and biking.
- Contribute significantly to the protection of environmental and natural resources.
- Anchor or promote community development and substantially contribute to the physical and economic improvement of surrounding areas.

NCPC strongly endorses a comprehensive program for the timely modernization of federal properties. Many agency-submitted project proposals listed in this FCIP are new or modernizing buildings that include perimeter security components, and are currently listed as *Recommended* or *Recommended and Strongly Endorsed*. These projects are called out in the draft FCIP through the comment sections. Modernization projects that include permanent physical security measures must conform to NCPC urban design and security policies and submission guidelines. Further, where area-wide perimeter security strategies are contemplated, federal agencies are encouraged to ensure that individual proposals are fully coordinated with those initiatives.

NCPC is working with District and federal agencies to further examine the costs and issues related to site-specific perimeter security projects, including:

- The relative benefits of area-wide security solutions compared to site-specific solutions;
- Efforts to ensure that limited resources be directed to our most sensitive assets first; and
- Ensuring that perimeter security proposals effectively weigh the competing demands of public space and access.

Project review and recommendations in future FCIP documents will likely consider these issues.

Of the 24 new agency-submitted projects, 14 are proposed as *Recommended*. Recommended projects are those submitted by federal agencies other than NCPC and are in conformance with all applicable laws; with the submitting agency's master plan and policies; and with the policies and plans of the relevant federal, regional, and local authorities. These projects, though

meritorious and worthy of funding, are not deemed critical to the implementation of federal strategic planning objectives.

Department of the Army

- Armed Forces Retirement Home: *Scott Building Renovation*

Department of the Interior

- National Park Service: *Emergency Repairs for Settlement at the Jefferson Memorial; TR Memorial Site Rehabilitation; Preserve Historic Peirce Mill Complex*

National Aeronautics and Space Administration

- *Construct System Development Facility; Restoration of Building 26; Restore Building 16 - 16W; Replace Load Center Building 13*

Smithsonian Institution

- National Zoological Park: *Renew Bird House Hill Facilities; Repair Structural Systems*
- Suitland: *Renovate Museum Support Center Labs*
- *Restore Smithsonian Castle*
- *Restore Renwick Gallery*
- *Replace NASM Mechanical Systems*

Ten agency-submitted **new** projects are listed as *Projects Requiring Additional Planning Coordination*:

Department of the Air Force

- Andrews Air Force Base: *Construct Private Occupancy Vehicle (POV) Lane at Pearl Harbor Gate; NCR Relocation, Administrative Facility; BRAC Administrative Facility; Administration Facility Addition*

Department of the Army

- Armed Forces Retirement Home: *Master Plan*
- Fort Belvoir: *Warrior in Transition Complex*
- Fort Myer: *Construct New Parking Garage Phase II, Construct 3rd 210 Barracks Building*
- *Army National Guard Readiness Center Addition*

Department of the Navy

- Walter Reed Army-Navy National Medical Center at Bethesda: *Medical Center Addition*

In addition, 2 projects listed in last year's FCIP as recommended or recommended and strongly endorsed are now proposed to be included in the category of *Projects Requiring Additional Planning Coordination*. Appendix A lists all projects in this category and summarizes key planning issues to be addressed.

Projects listed in the *Requiring Additional Planning Coordination* category are generally included for the following reasons. Some proposals have outstanding planning issues that are

currently being reviewed with NCPC staff, or require consultation with NCPC to address and resolve concerns. Some proposals are in a very early stage of development, and so little information has been presented to NCPC that a more detailed recommendation is not possible at this time. Finally, many Base Realignment and Closure (BRAC)-related projects are now appearing in the FCIP, and a number are listed as Requiring Additional Planning Coordination. This reflects the challenges facing many of these installations to update their master plans while advancing projects to meet the BRAC-imposed schedules. Following approval by the President in September 2005, the BRAC recommendations for restructuring a significant portion of the infrastructure of the Department of Defense (DoD) officially went into effect, and must be completed by September 15, 2011. The BRAC decisions have impacted capital improvement project proposals at several DoD facilities within the National Capital Region, most notably Walter Reed Army Medical Center in the District of Columbia, Fort Belvoir in Virginia, and the National Naval Medical Center and Andrews Air Force Base in Maryland.

Projects in the *Recommended for Future Programming* category include NCPC-initiated projects; proposed plans and studies the Commission believes should be submitted by a federal agency for future programming to advance and implement NCPC and/or local planning policies, planning initiatives identified in the Comprehensive Plan, identified federal interests and objectives, federal agency system plans, master plans for individual installations, or NCPC-approved site and building plans. Projects in this category may or may not currently be recommended in NCPC plans and could be conceptual in nature. These projects may or may not have budget estimates, although the Commission recommends that estimates be prepared for these projects by the responsible federal agency.

Of the 32 projects that have been submitted by NCPC and are *Recommended for Future Programming*, NCPC strongly endorses 14 that are critical to strategically advancing significant Commission and local planning policies and initiatives, as well as other important federal interests. Several projects previously listed in this section have been removed. NCPC recommends that the appropriate agencies program these projects into their budgets as soon as fiscal and budgetary conditions permit.

Reflecting the Commission's most current planning work, this year the FCIP includes a section highlighting both agency-submitted and NCPC-submitted capital funding projects related to flood control. NCPC, together with other federal and District agencies, has been working to examine the risks and impacts of flooding caused by heavy rainfall, river overflow, and hurricanes in the monumental core. This section includes current proposals to provide short and long-term improvements to the National Mall levee, and supports planning and long-term, comprehensive measures to address interior flooding from stormwater.

PROGRAM INITIATIVES

With the passage of the Government Performance and Results Act of 1993, OMB is placing increased emphasis on linking federal agency program resources with performance. Having identified the FCIP as an important management reform initiative, OMB consults the Commission's recommendations when making capital budget decisions. As a result of last year's

meetings with OMB projects submissions continue to be grouped by submitting departments, agency and recommendation for ease in locating descriptions.

The FCIP has, in the past, identified privately-funded projects occurring on federal properties. This year the draft FCIP contains additional information on commemorative works projects. These projects are typically privately funded, but are located on NPS, GSA, DoD or other sites under federal control. As the majority of project proposals are located on NPS properties, this information is listed in the Department of Interior section. Project funding is not included as part of the capital improvement funding program.

REVIEW OF RECOMMENDATION PROPOSALS

It has been the Commission's practice to circulate the proposed FCIP prior to adoption of the program. During a 45-day period, federal departments and agencies, state and local governments, and interested organizations and citizens have the opportunity to review the program and submit their comments. This practice informs affected agencies, organizations, and citizens early in the planning process about federal projects proposed within the region during the next six years. A primary objective of this review is to promote intergovernmental coordination in the region regarding projected federal land acquisition and development proposals. Such coordination helps to address concerns regarding a project at the earliest possible time, avoid delays at the time of formal review, and results in overall improvements in the regional economy.

NCPC staff addresses all comments received during this period and presents them when the *Proposed FCIP, FYs 2009-2014* is before the Commission for adoption. The *Proposed FCIP, FYs 2009-2014* is tentatively scheduled to be presented to the Commission for adoption at its meeting on Thursday, September 4, 2008.

APPENDIX A:
Projects Requiring Additional Planning Coordination

| AGENCY/ PROJECTS | New Project | FY 08-13 Recommendation | FY 09-14 Recommendation | Comment |
|---|-------------|----------------------------|---|---|
| Department of the Air Force | | | | |
| Andrews Air Force Base | | | | |
| Administrative Facility Addition | yes | n/a | <i>Project Requiring Additional Planning Coordination</i> | This project is not included in Andrew's existing master plan. The master plan is in the process of being updated. |
| BRAC Administrative Facility | yes | n/a | <i>Project Requiring Additional Planning Coordination</i> | See above |
| Construct POV Lanes, Pearl Harbor Gate | yes | n/a | <i>Project Requiring Additional Planning Coordination</i> | See above |
| NCR Relocation, Administrative Facility | yes | n/a | <i>Project Requiring Additional Planning Coordination</i> | See above |
| Department of the Army | | | | |
| Arlington National Cemetery | | | | |
| Land Expansion Ft. Myer Parking Area | | Recommended | <i>Project Requiring Additional Planning Coordination</i> | This project is not identified in the existing master plan. ANC needs to initiate coordination with NCPC. |
| Millennium Land Expansion Project | | Recommended | <i>Project Requiring Additional Planning Coordination</i> | See above |
| Armed Forces Retirement Home | | | | |
| Master Plan | new | | <i>Project Requiring Additional Planning Coordination</i> | The southeast quadrant of the Armed Forces Retirement Home (AFRH) is currently proposed for major redevelopment. The AFRH is currently working with NCPC as well as other federal, local and community groups to identify and address the issues related to the proposed development, including traffic, historic preservation and open space, and preparing various studies, environmental and historic preservation documentation, and a master plan. In recognition of outstanding development issues and pending completion of a master plan and supporting information, this project is categorized as "Requiring Additional Planning Coordination." |

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|---|-------------|---|---|--|
| Army National Guard | | | | |
| Readiness Center Addition | yes | n/a | <i>Project Requiring Additional Planning Coordination</i> | This project is not identified in the existing master plan and NCPC has little information on this project. |
| Fort Belvoir | | | | |
| Child Development Center (Main Post) | | <i>Project Requiring Additional Planning Coordination</i> | <i>Project Requiring Additional Planning Coordination</i> | This project is not identified in the existing master plan. Fort Belvoir is currently updating their Master Plan to reflect many new projects, many of which are BRAC-related. |
| Construct New Barracks | | <i>Project Requiring Additional Planning Coordination</i> | <i>Project Requiring Additional Planning Coordination</i> | See above |
| Construct New Physical Fitness Center at EPG | | <i>Project Requiring Additional Planning Coordination</i> | <i>Project Requiring Additional Planning Coordination</i> | See above |
| Dental Clinic | | <i>Project Requiring Additional Planning Coordination</i> | <i>Project Requiring Additional Planning Coordination</i> | See above |
| Emergency Services Center | | <i>Project Requiring Additional Planning Coordination</i> | <i>Project Requiring Additional Planning Coordination</i> | See above |
| Flight Control Tower | | <i>Project Requiring Additional Planning Coordination</i> | <i>Project Requiring Additional Planning Coordination</i> | See above |
| Fort Belvoir Infrastructure | | <i>Project Requiring Additional Planning Coordination</i> | <i>Project Requiring Additional Planning Coordination</i> | See above |
| Information Dominance Center | | <i>Project Requiring Additional Planning Coordination</i> | <i>Project Requiring Additional Planning Coordination</i> | See above |
| Joint Personnel Recovery Agency Addition | | <i>Project Requiring Additional Planning Coordination</i> | <i>Project Requiring Additional Planning Coordination</i> | See above |
| Network Operations Center | | <i>Project Requiring Additional Planning Coordination</i> | <i>Project Requiring Additional Planning Coordination</i> | See above |
| North Atlantic Region Medical Command (NARMC) Medical Command Headquarters Bldg. | | <i>Project Requiring Additional Planning Coordination</i> | <i>Project Requiring Additional Planning Coordination</i> | See above |

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|--|-------------|---|---|---|
| North Post Access Road Control Point | | <i>Project Requiring Additional Planning Coordination</i> | <i>Project Requiring Additional Planning Coordination</i> | See above |
| Renovate Buildings 211, 214, 215, & 220 | | <i>Project Requiring Additional Planning Coordination</i> | <i>Project Requiring Additional Planning Coordination</i> | See above |
| Structured Parking, 200 Area | | <i>Project Requiring Additional Planning Coordination</i> | <i>Project Requiring Additional Planning Coordination</i> | See above |
| Warrior in Transition (WIT) Complex | yes | n/a | <i>Project Requiring Additional Planning Coordination</i> | See above |
| Washington Headquarters Services | | <i>Project Requiring Additional Planning Coordination</i> | <i>Project Requiring Additional Planning Coordination</i> | See above |
| Fort Myer | | | | |
| Construct the 3rd 210 Barracks Building | yes | n/a | <i>Project Requiring Additional Planning Coordination</i> | This project is not identified in the existing master plan. |
| Construct New Parking Garage (Phase I) | | Recommended | <i>Project Requiring Additional planning coordination</i> | This project is not identified in the existing master plan. |
| Construct New Parking Garage (Phase II) | yes | n/a | <i>Project Requiring Additional Planning Coordination</i> | This project is not identified in the existing master plan. |
| General Services Administration | | | | |
| Saint Elizabeths – US Coast Guard Headquarters | | <i>Project Requiring Additional Planning Coordination</i> | <i>Project Requiring Additional Planning Coordination</i> | The west campus of Saint Elizabeths Hospital is proposed for major redevelopment. GSA is currently working with NCPC as well as other federal, local and community groups to identify and address the issues related to the proposed development, including traffic, historic preservation and security, and is preparing various studies, environmental and historic preservation documentation, and a master plan. In recognition of outstanding development issues and pending completion of a master plan and supporting information, the following projects are categorized as |

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|---|-------------|---|---|---|
| | | | | "Requiring Additional Planning Coordination." |
| Saint Elizabeths – West Campus Infrastructure | | <i>Project Requiring Additional Planning Coordination</i> | <i>Project Requiring Additional Planning Coordination</i> | See above |
| Saint Elizabeths – W.C. Extension/Acquisition | | <i>Project Requiring Additional Planning Coordination</i> | <i>Project Requiring Additional Planning Coordination</i> | See above |
| Department of Homeland Security | | | | |
| James T. Rowley Training Center | | | | |
| Merletti Classroom Building Auditorium Annex | | <i>Project Requiring Additional Planning Coordination</i> | <i>Project Requiring Additional Planning Coordination</i> | This project is not identified in the existing master plan and NCPC has little information on this project. |
| White House Mock-up North/South Grounds | | <i>Project Requiring Additional Planning Coordination</i> | <i>Project Requiring Additional Planning Coordination</i> | See above. |
| U.S. Coast Guard | | | | |
| Construct Addition to Mid-South Laboratory Alexandria Va. Station | | <i>Project Requiring Additional Planning Coordination</i> | <i>Project Requiring Additional Planning Coordination</i> | This project is not identified in the existing master plan and NCPC has little information on this project. |
| Department of the Navy | | | | |
| Arlington Service Center | | | | |
| Crystal Park 5 Renovation | | <i>Project Requiring Additional Planning Coordination</i> | <i>Project Requiring Additional Planning Coordination</i> | This project is not identified in the existing master plan and NCPC has little information on this project. |
| Naval Research Laboratory | | | | |
| Autonomous Research Laboratory | | <i>Project Requiring Additional Planning Coordination</i> | <i>Project Requiring Additional Planning Coordination</i> | This project is not identified in the existing master plan and NCPC has little information on this project. |
| Washington Navy Yard | | | | |
| Navy Systems Management Activity Relocation | | <i>Project Requiring Additional Planning Coordination</i> | <i>Project Requiring Additional Planning Coordination</i> | This project is not identified in the existing master plan and NCPC has little information on this project. |
| Construct New NSM Warehouse | | <i>Project Requiring Additional Planning Coordination</i> | <i>Project Requiring Additional Planning Coordination</i> | This project is not identified in the existing master plan and NCPC has little information on this project. |

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|---|-------------|----------------------------|---|--|
| Walter Reed Army-Navy National Medical Center | | | | |
| Walter Reed Army Navy National Medical Center Addition | Yes | n/a | <i>Project Requiring Additional Planning Coordination</i> | This facility, previously named the National Naval Medical Center, is anticipating growth resulting from the 2005 BRAC actions. They are currently updating their master program for future submission to NCPC, and are coordinating with NCPC and other local agencies to address a variety of impacts. . |
| Smithsonian Institution | | | | |
| National Museum of African American History and Culture | | Recommended | <i>Project Requiring Additional Planning Coordination</i> | This project, located on the National Mall, is just initiating detailed project planning. Coordination will continue to be needed to address the many complex issues at this site. |