

STAFF RECOMMENDATION



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FEDERAL CAPITAL IMPROVEMENTS PROGRAM For the National Capital Region Fiscal Years 2012-2017

Submitted by the National Capital Planning Commission (NCPC)

October 27, 2011

Abstract

The National Capital Planning Act requires that the National Capital Planning Commission recommend a six-year program of public works projects for the Federal Government which the Commission shall review annually with the agencies involved. This document is known as the *Federal Capital Improvements Program for the National Capital Region (FCIP)*. The program document is intended to provide the Office of Management and Budget (OMB) with the Commission's funding recommendations, and to provide federal agencies, regional planning agencies, and state and local governments with information that will allow them to anticipate the impact that proposed federal public works will have on their own activities.

To support the development of the program document, the Planning Act also states that each agency shall submit to the Commission a copy of its advance program of capital improvements within the National Capital and Environs. Given current budget uncertainties, however, some agencies have been unable to provide information broken out by fiscal year and others have been unable to provide any information at all. Thus the current document, *FCIP, Fiscal Years 2012-2017* does not include a year-by-year breakdown of agency public works programs, and includes no information from the General Services Administration (GSA). Staff is working to resolve these issues for the *FCIP, Fiscal Years 2013-2018*.

The *FCIP, Fiscal Years 2012-2017* contains 142 projects, including 113 projects submitted by federal agencies totaling \$5.3 billion and 29 projects submitted by NCPC for future programming.

Commission Action Requested by Applicant

Adoption of *Federal Capital Improvements Program for the National Capital Region, Fiscal Years 2012-2017*, pursuant to Section 7 of the National Capital Planning Act (40 U.S.C. § 8723(a)).

Executive Director's Recommendation

The Commission:

Adopt the *Federal Capital Improvements Program for the National Capital Region, Fiscal Years 2012-2017*.

Direct staff to provide the adopted document to the Office of Management and Budget and to regional jurisdictions and interested parties.

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PROJECT DESCRIPTION

Site

National Capital Region: the District of Columbia, the states of Maryland and Virginia, and the counties of Montgomery and Prince George's in Maryland, and Arlington, Fairfax, and Loudon in Virginia, and their independent cities.

Background

The preparation of the *Federal Capital Improvements Program for the National Capital Region, Fiscal Years 2012-2017 (FCIP)* began in January 2011, 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. At its July 2011 meeting the Commission authorized circulation of the draft program to federal departments and agencies, regional planning agencies, state and local governments, and the general public for review and comment. As a result of this referral, changes were made to the proposed final FCIP which reflect new projects, revised budget estimates, format modifications and project schedules, and responses to submitted public comments.

Staff has evaluated agencies' capital projects within these programs and makes recommendations in the six-year Federal Capital Improvements Program (FCIP) on project conformity with established planning policies using the following categories: *Recommended and Strongly Endorsed*; *Recommended*; *Recommended for Future Programming*; and *Projects Requiring Additional Planning Coordination*.

The first year of the FCIP represents funding requests contained in the President's fiscal year 2012 budget (the capital budget), transmitted to the Congress in early 2011. 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.

Proposal

The FCIP contains 43 new agency-submitted projects, and NCPC has submitted 29 projects which are recommended for future programming but do not include estimated budgets. Recommendations are provided on all projects listed in the FCIP, using four categories. Of the projects submitted by agencies, 9 are categorized as *Recommended and Strongly Endorsed*; 55 are *Recommended*; and 49 are noted as *Projects Requiring Additional Planning Coordination*. Of the 29 NCPC-submitted projects, 14 are *Recommended and Strongly Endorsed*, and the remaining 15 are *Recommended for Future Programming*.

Following Commission authorization in July, the draft FCIP was distributed to participating federal departments and agencies, regional planning agencies, local and state governments, and the general public for their review and comment. The proposed final FCIP reflects updated information provided by federal agencies and responses to comments provided by the public.

PROJECT ANALYSIS

The number and total costs of projects, by agency, are listed in the following table (projects recommended for futures programming by NCPC are not included). The two agencies with the greatest number of projects and largest budget requests are the Department of Agriculture and the Department of the Army.

Table 1: Projects and Budget Estimates, by Federal Agency

Table 1

| Department | Number of Projects | Total \$ (000) FYs 2012-2017 |
|---|--------------------|---------------------------------|
| Department of Agriculture | 13 | 502,821 |
| Department of Commerce | 1 | 500,000 |
| Department of Defense | 6 | 176,686 |
| Department of Health and Human Services | 4 | 472,100 |
| Department of Homeland Security | 4 | 0 |
| Department of State | 1 | 49,000 |
| Department of the Air Force | 6 | 334,693 |
| Department of the Army | 44 | 1,622,343 |
| Department of the Interior | 5 | 28,233 |
| Department of the Navy | 7 | 174,611 |
| Department of Transportation | 4 | 59,965 |
| National Aeronautics and Space Administration | 6 | 279,732 |
| National Archives and Records Administration | 1 | 6,000 |
| Smithsonian Institution | 11 | 1,125,250 |
| TOTAL | 113 | 5,331,434 |

The estimated total cost of agency-submitted projects in this year's FCIP is \$5.3 billion or 38.2 percent less than last year's FCIP total project cost. This majority of this difference reflects

impacts on agencies of the current budget environment and the status of the 2005 Base Realignment and Closure (BRAC) process.

Base Realignment and Closure

The 2005 Base Realignment and Closure (BRAC) action by Congress required actions authorized under the action to be implemented by September 15, 2011. While many capital projects related to the 2005 Base Realignment and Closure (BRAC) process have received full funding and have been or are being implemented, thereby removing them from the FCIP request list, there are BRAC-related projects that remain in the FCIP and a number of these are listed as “Projects Requiring Additional Planning Coordination.” This reflects challenges facing installations to update their master plans while continuing to meet the BRAC-imposed schedules. Facilities impacted by BRAC are working closely with local, state, regional and federal organizations, to address many complex issues, including transportation needs, and are working on an updated master plan, but many issues are still being resolved.

NCPC-Submitted Projects

NCPC has submitted 29 projects for future programming consideration. These projects are derived from 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. Of the 29 NCPC-submitted projects, NCPC *recommends and strongly endorses* 13 that are critical to strategically advancing significant Commission and local planning policies and initiatives, as well as other important federal interests. NCPC, together with the Commission of Fine Arts, released the *Monumental Core Framework Plan*, which aims to revitalize federal precincts near the National Mall and better connect them to the center city and the waterfront. This new plan is the source for twelve new NCPC-submitted proposals. Several other previously-submitted NCPC projects in the FCIP have been redefined as a result of the *Monumental Core Framework Plan*. NCPC has revised the recommendation for the *Federal Railroad Realignment NEPA Studies* from recommended and strongly endorsed to recommended. This change reflects the current efforts to deck segments of the existing rail lines and replace the Virginia Avenue tunnel. NCPC continues to recommend the need for this study should renewed security concerns or an alternative solution arise to improve the existing alignment.

Agency Updates to the FCIP

Several federal agencies have updated their project submission information during the public comment period. Projects submitted or deleted by agencies during the comment period are noted below.

The Department of the Army, Arlington National Cemetery, submitted four additional existing projects *Columbarium Court 9, Millennium Site, Navy Annex Planning and Development, New Administration Building*, totaling \$42,654,000.

The Smithsonian Institution submitted updated funding request for ten existing projects *National Museum of American History (NMAH)-Kenneth E. Behring Center Public Space Revitalization*,

National Museum Of Natural History (NMNH) Revitalization, Arts and Industries Building Renovation, Renovate Smithsonian Castle, Renwick Gallery Restoration, National Museum Of African American History and Culture (NMAAHC) Constriction, Bird House Facilities and Site Renovation, Museum Support Center (MSC) Labs Renovation and Upgrade to Mechanical/Electrical Systems In Pods, Repairs to Structural Systems, National Zoological Park, General Services Building, Replace National Air and Space Museum Mechanical System, and Restore Hirshhorn Facade totaling \$1,125,250.

The National Aeronautics and Space Administration deleted one project *Repair Domestic Water/Sewer*.

The Department of Transportation, Federal Highway Administration deleted one project the *Baltimore-Washington Parkway Widening Feasibility Study*.

The number of projects and the total costs of all proposed projects, by jurisdiction in the National Capital Region, are listed in the following table (the table does not include projects recommended for future programming).

Table 2: Number of Projects and Estimated Project Costs, by State/County

| | Number of Projects | Total Cost \$(000,000) | Percent of Total Program Costs |
|-----------------------------|-----------------------|---------------------------|-----------------------------------|
| District of Columbia | 40 | 1,552 | 29.1 |
| Maryland | | | |
| Montgomery County | 8 | 1,001 | 18.7 |
| Prince George's County | 25 | 786 | 14.7 |
| Subtotal | 33 | 1,787 | 33.5 |
| Virginia | | | |
| Arlington County | 21 | 450 | 8.4 |
| Fairfax County | 19 | 1,385 | 25.9 |
| Prince William County | 1 | 157 | |
| Subtotal | 40 | 1,992 | 37.3 |
| Total | 113 | 5,331 | 100.0 |

This year an equal number of projects, 40, are located in the District of Columbia and Virginia. Maryland has 33 projects; representing 33.5 percent of the total proposed projects by cost. FCIP project costs attributed to new construction are \$1.3 billion and are primarily for projects in Maryland, and Virginia, while proposed costs related to rehabilitation projects total \$2.3 billion, and these projects are primarily located in the District.

CONFORMANCE

The Commission's recommendations in the FCIP 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 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.

CONSULTATION

At its July 2011 meeting, the Commission authorized the circulation of the draft *FCIP, FYs 2012-2017* to participating federal departments and agencies, regional planning agencies, state and local governments, and the general public for review and comment. NCPC distributed the proposed draft FCIP to these groups via our website, email, and mail for review and comment, and provided notice of the document's availability on our website and in NCPC's electronic newsletter. During the 45 day public comment period, updated information was provided by several federal agencies. The additional project submission information received from federal agencies during the comment period was posted on the NCPC website and distributed by email to local government agencies in the National Capital Region for review during the public comment period.

In addition, comment letters were received from three jurisdictions in the surrounding region. These letters are summarized below. The letters are included in the FCIP in an appendix, and as appropriate, project comments have been updated to reflect issues identified in these comment letters. Comment letters are shared with the appropriate submitting agency, and NCPC encourages agency coordination with commenting parties.

The City of Bowie, Maryland's comments are included as Attachment B and are summarized below.

The City of Bowie remains strongly opposed to the NCPC-submitted *Freight Railroad Realignment NEPA Study* project, and requests its deletion from the proposed FCIP.

Fairfax County, Virginia's comments are included as Attachment D and are summarized below.

The County continues its requests for identification and evaluation of the impacts from the projects proposed at Fort Belvoir, specifically those requiring transportation and infrastructure improvements, and seeks commitments from the Army for on- and off-post transportation and infrastructure improvements. The County requests that no additional projects from Fort Belvoir be

included in the FCIP until the master planning effort and associated environmental work is completed. The County strongly supports transportation projects identified in the FCIP related to Fort Belvoir, including Phase III and IV of the Fairfax County Parkway; the I-95 HOV Access at Fort Belvoir; and the Pedestrian Bridge over the Dulles Access and Toll Road. The County also supports NCPC's efforts in developing a Regional Park System presented in the FCIP.

Loudoun County, Virginia's comments are included as Attachment E and are summarized below.

The County does not have any comments to provide on the FY's 2011-2016 FCIP since the plan does not propose any capital facilities in Loudoun County. The County welcomes dialogue with federal agencies to consider Loudoun County as a location for future federal capital projects. The County supports NCPC's efforts in developing the Dulles Corridor Rapid Transit Project.