



Executive Director's Recommendation

Commission Meeting: July 9, 2015

PROJECT
FY 2016 – FY 2021 D.C. Capital Improvements Plan
Washington, DC

NCPC FILE NUMBER
0348

NCPC MAP FILE NUMBER
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SUBMITTED BY
Mayor of the District of Columbia

APPLICANT'S REQUEST
Approval of comments to the Mayor and Council of the District of Columbia

REVIEW AUTHORITY
Advisory
per 40 U.S.C. § 8723(b)

PROPOSED ACTION
Approve as requested

ACTION ITEM TYPE
Consent Calendar

PROJECT SUMMARY

The Mayor and Council of the District of Columbia have provided the District's Fiscal Years (FY) 2016 – 2021 Capital Improvements Plan (CIP) for review and comment. The CIP is part of the *District of Columbia's FY 2016 Proposed Budget and Financial Plan*. The District of Columbia is proposing 163 ongoing projects and 9 new projects from agencies throughout the District government. The total six-year proposed project spending—not including the Highway Trust Fund and DC Water projects, which are accounted for separately—is \$1.215 billion. The FY 2016 – FY 2021 Highway Trust Fund Budget is \$1.134 billion and DC Water's FY 2015 – FY 2024 capital improvement program is \$3.8 billion.

KEY INFORMATION

- Consistent with the *Comprehensive Plan for the National Capital* and other NCPC plans including the *Monumental Core Framework Plan* and *CapitalSpace*.
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RECOMMENDATION

The Commission:

Commends the District of Columbia on the inclusion of projects that support federal interests set forth in the *Comprehensive Plan for the National Capital and other planning documents*, such as:

- Investments in the transportation system, including transit improvements, vehicular rehabilitation and other modal system enhancements.
- Projects that will develop new parks and recreation centers and enhance existing parks and open spaces throughout the city.

- Projects that rehabilitate and/or reuse historic buildings, thereby preserving and enhancing the historic identity of the National Capital.
- Funding of long-term planning efforts linked to important capital projects of federal interest.

Requests that the District of Columbia coordinate projects as appropriate with the Commission and with federal agencies whose property or operations may be affected, pursuant to Section 5 of the National Capital Planning Act (40 U.S.C. § 8722 (b) (1) and/or § 8722 (e)) and with regional agencies, as follows:

- The following general areas and topics are of special interest to the Commission, and should be coordinated with NCPC on an ongoing basis:
 - Streetcar Development
 - District Plans and Studies
 - Park and Open Space improvements
 - Washington Metropolitan Area Transit Authority
 - DC Water

Notes that the following list of major projects and studies have the potential to affect federal interests and therefore **requests** District of Columbia Government agencies to coordinate these projects with NCPC, and other federal agencies as appropriate, to determine submission requirements and schedules and resolve any potential planning issues prior to formal review.

- Martin Luther King Jr. Memorial Central Library (CE0-MCL03)
- McMillan Site Redevelopment (EBO-AMS11)
- New Communities (EBO-EBO08)
- St. Elizabeths E Campus Infrastructure (EB0-AWR01)
- Walter Reed Redevelopment (EBO-AWT01)
- WASA New Facility (EBO-EB409)
- Renovation of University Facilities (GFO-UG706)
- Fort DuPont Ice Arena Replacement (AM0-QD738)
- Circulator Buses (KA0-CIR14)
- Circulator Bus Garage (KA0-CIRBG-DBOM)
- H St/Benning/K St. Line (KA0-SA306)
- S Capitol St/Frederick Douglass Bridge (KA0-AW031)
- South Capitol Street Corridor (KA0-AW000)
- Streetcars (KA0-STC00)
- Travel Demand Management (KA0-ZU000)
- Stormwater Management (KA0-CA303)
- Stormwater Management (KA0-SR310)
- Trails (KA0-TRL50)
- Pedestrian & Bicycle Safety Enhancements (AD306)
- Hazardous Material Remediation (Anacostia River)–DDOE (KGO-HMRHM)
- Stormwater Restoration (KG0-BAG04)

- Stormwater Retrofit Implementation-DDOT (KG0-SWM05)
- 11th Street Bridge (KA0-HTF00)
- H Street Bridge (KA0-BR005C)

Notes the statutory requirement mandating the District's submission for Commission review of a number of CIP projects, such as:

- Acquisition or disposition of land or buildings by the District of Columbia government (40 U.S.C. § 8722 (b) (1) and § 8734 (a)).
- Development projects undertaken by the District of Columbia government that affect District of Columbia public buildings and grounds, including parks (40 U.S.C. §8722 (b) (1) and § 8722(e)).

PROJECT REVIEW TIMELINE

Previous actions	None
Remaining actions (anticipated)	None

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5/21/15

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I. PROJECT DESCRIPTION

Background

The CIP is part of the Mayor's FY 2016 Proposed Budget and Financial Plan that is sent to the Council of the District of Columbia for review and adoption, and then to Congress for review and approval. NCPC reviews the District CIP pursuant to 40 U.S.C. § 8723(b), which specifies: "Submission of Multiyear Capital Improvement Plan.—By February 1 of each year, the Mayor of the District of Columbia shall submit to the Commission a copy of the multiyear capital improvements plan for the District of Columbia that the Mayor develops" under [a provision of the Home Rule Act]. The Commission has 30 days in which to comment on the plan but may not change or disapprove it.

The Commission's review of the CIP may provide the District with valuable feedback about proposed developments and projects well before they move forward. This is intended to facilitate effective cooperation between the District and NCPC and smooth Commission review of specified projects under the Commission's normal project-by-project review procedures.

As the District describes in its CIP document, "(t)he CIP consists of the appropriated budget authority request for the upcoming fiscal year and expenditure plan for projected funding over the next five years...The CIP is used as the basis for formulating the District's annual capital budget." The range of CIP projects for the coming six years includes renovation, major repair, and maintenance of existing facilities; new construction and equipment; building and land purchases; long-range planning studies; transportation projects; and various technology and database projects.

Proposal

The District of Columbia is proposing 163 ongoing projects and 9 new projects from agencies throughout the District government. The total six-year proposed project spending—not including the Highway Trust fund and DC Water projects, which are accounted for separately—is \$1.215 billion. The FY 2016 – FY 2021 Highway Trust Fund Budget is \$1.134 billion and DC Water's FY 2015 – FY 2024 Capital Improvement Program is \$3.8 billion.

The District's proposed CIP highlights several major capital efforts including \$335 million for school modernization, \$34 million for improvements to the South Capitol Street corridor and a new H Street bridge, \$610 million for Circulator and streetcars, giving priority to the H Street – Benning Road NE streetcar segment and replacement of the H Street Bridge \$168 million for the Deputy Mayor for Planning and Economic Development, to include \$30 million for McMillan Site Redevelopment, and \$47 million to improve parks and recreation facilities. Additional major investments proposed for FY 2016 that affect federal interests include \$129 million for Washington Metropolitan Area Transit Authority (WMATA) as the District's contributions to its capital program.

II. PROJECT ANALYSIS/CONFORMANCE

Executive Summary

Many of the CIP projects outlined in the District's proposal support federal interests as outlined in the Comprehensive Plan and other NCPC planning documents. None of the proposed projects appear to have any adverse impact on the federal interest. **Therefore staff recommends that the Commission commend the District of Columbia on the inclusion of projects that support federal interests set forth in the *Comprehensive Plan for the National Capital and other planning documents*, request that the District of Columbia coordinate projects as appropriate with the Commission and federal agencies and regional agencies, and notes the District is required to submit for Commission review of a number of CIP projects, such as acquisition or disposition of land or buildings by the District of Columbia and development projects undertaken by the District of Columbia government that affect District of Columbia public buildings and grounds, including parks.**

Analysis

Staff has analyzed proposed projects in the District's CIP and determined that many support federal interests as outlined in the Comprehensive Plan and other NCPC planning documents. Additionally, staff did not find that any of the proposed projects appear to have adverse impacts on the federal interest.

A large number of the CIP projects involve the rehabilitation and improvement of District public buildings and public spaces throughout the District of Columbia. Many of these projects are in prominent locations, where such improvements—in addition to their local impact—will, if designed well, enhance the overall image of the National Capital. In fact, many of these facilities were originally constructed by the federal government and thereby extend the legacy of federal involvement in the development of the District of Columbia. Examples (noted by the relevant District agencies) include buildings within networks of facilities that define the civic character of the Capital City:

- Schools (District of Columbia Public Schools (DCPS))
- Libraries (District of Columbia Public Library (DCPL))
- Transportation facilities (DDOT)
- Firehouses (Fire and Emergency Medical Services Department (Fire and EMS))

The CIP submission includes proposals for new and rehabilitated facilities that are designed to meet sustainability standards. NCPC supports these efforts, noting that they are consistent with Executive Order 13693 “Planning for Federal Sustainability in the Next Decade”, and Executive Order 13653, “Preparing the United States for the Impacts of Climate Change” (E.O. 13653) which call for integrated planning that promotes environmental sustainability, energy security and reductions in greenhouse gas emissions.

The CIP includes enhancements to the capital's image through investments in public art (DC Commission on the Arts and Humanities) and the maintenance and planting of street trees (DDOT).

The District government's continued investment in these capital projects is consistent with many NCPC initiatives and helps to benefit the city's image, and thus support the federal interest.

Many of the rehabilitation projects outlined in the CIP involve historic structures. To further both District and federal interests, it is important that the District respect and enhance these historic buildings as these projects move forward. Projects for improving accessibility (in accordance with the Americans with Disabilities Act) in historic structures should be carefully designed to accommodate both ADA requirements and historic preservation goals.

Several projects relate to buildings and structures that are listed or eligible for listing in the National Register of Historic Places or are located within recognized Historic Districts. The continued investment in these properties helps to preserve and promote their recognized significance.

The CIP includes funding for plans and studies that the District proposes to undertake. NCPC and the District have coordinated planning initiatives that have resulted in capital projects that successfully address federal and local interests. NCPC therefore supports the inclusion of funds for planning in the CIP, and looks forward to continued cooperation and coordination with the District and other federal agencies on planning and zoning studies within the District.

Several projects in the CIP are of special interest for federal planning efforts. NCPC requests that the District coordinate with NCPC and other federal agencies, and notes that some projects may be subject to NCPC review. These projects that are special federal interest include:

- Streetcar Development, including the H St./Benning/K St. corridor project (DDOT): NCPC supports the expansion of transportation options that will benefit residents, workers, and visitors. However, the potential visual impact of streetcars using technology that requires overhead wires on defining features of the L'Enfant Plan represents a significant federal interest. The Commission has noted its concern with DDOT plans to use overhead wire technology in its comments regarding the installation of streetcar infrastructure on H Street NE, the 11th Street Bridge, and in Anacostia; and staff has informed DDOT that protected historic resources are more extensive than those that have been identified by DDOT. Staff welcomed the DC City Council's requirement in its 2010 Transportation Infrastructure Act, that prior to the construction of streetcar transit beyond the H Street/Benning Road segment, that an evaluation be completed on the impact of aerial wires on federal property and the requirement that the Mayor develop a plan for each phase or extension of the streetcar transit system for Council's review and approval. Staff has appreciated participating in planning studies for streetcar segments including a K Street NW segment, an eastward extension along Benning Road, a segment in Anacostia and a north-south segment in the western portion of the city. We look forward to reviewing detailed streetcar plans with particular attention to federal interests. The District is also encouraged to coordinate with other federal agencies that may be served by this system or manage land that may be affected by these projects, including the General Services Administration, National Park Service and Department of Defense.
- District Plans and Studies (Office of Municipal Planning (DCOP): The CIP includes funding for public plans and studies that the District proposes to undertake. NCPC and the District have

coordinated planning initiatives that have resulted in capital projects that successfully address federal and local interests. NCPC therefore supports the inclusion of funds for planning in the CIP, and looks forward to continued cooperation and coordination with the District and other federal agencies on planning and zoning studies within the District.

- Park and Open Space Projects (DPR and DCPS): NCPC, in coordination with National Park Service (NPS), Department of Recreation (DPR), DCOP, and other D.C. agencies, recently released the CapitalSpace Plan, a study of federal and local parks and open spaces in the District. The study documents the need for improvements to existing parkland and facilities, notes the importance of the District's public schools in providing outdoor recreational facilities, and calls for steps to address park demands created by growth. Staff is encouraged by the District's proposal to include schoolyard improvements as a component of school modernization projects and notes the capital funding identified for District parks and park facilities. Staff looks forward to continued coordination with District agencies as we identify and implement strategies to improve Washington's park system.
- WMATA Projects: The CIP includes several projects that support WMATA's capital program (operating funds are included in separate volume of the District's Proposed Budget and Financial Plan). This funding will support acquisition of new buses and rail cars; rehabilitation of the Metrorail system and bus facilities; and new construction projects such as those being developed in *Momentum*, WMATA's strategic plan. These ongoing investments in transit are consistent with the federal interest in using transit to help fulfill the region's mobility demands, in particular the needs of the federal workforce and visitors and for special events.

Finally, staff notes that many of the projects outlined in the CIP must, by law, be reviewed by NCPC. Staff urges District agencies to work early and cooperatively with NCPC staff to facilitate that review, which serves the interests of both the District and the federal government. The projects should be submitted to the Commission at the appropriate stage of siting and design work. NCPC's authority for review of District government projects includes review of: acquisition or disposition of land or buildings; land and building development projects (including park projects); and projects that affect District of Columbia public buildings and grounds, including parks. District agencies should consult with Commission staff to determine the submission requirements for particular projects.

Comprehensive Plan for the National Capital

Overall, the CIP is consistent with the Comprehensive Plan for the National Capital. The CIP focuses on a few major capital efforts centered on Sustainability and Livability, Job Creation and Economic Development, and Transportation Infrastructure. These focal areas address major goals of the Federal Workplace, Transportation, Parks and Open Space, Environment, Preservation and Historic Features, and Visitors Elements.

Monumental Core Framework Plan

The CIP includes a number of capital projects critical to implementing the Monumental Core Framework Plan (MCFP) goals. The Streetcars and South Capitol Street Corridor projects will improve connections between key MCFP destinations. Two projects, Circulator Buses, and Economic Development will particularly help transform the monumental core into a vibrant and sustainable place to visit, work, and live.

CapitalSpace

The CIP includes a number of projects that support CapitalSpace's six Big Ideas. Fort DuPont Ice Arena Replacement will increase the utilization of this park. The McMillan Site Redevelopment, St. Elizabeths East Campus Infrastructure, and Trails projects will help link the Fort Circle Parks. Many of the CIP's school modernization projects will improve school yards to help relieve pressure on nearby parks and better connect children with the environment.

National Environmental Policy Act (NEPA)

The National Environmental Policy Act is not applicable to NCPC's review of this submission, because the Commission does not approve the District CIP.

National Historic Preservation Act (NHPA)

The National Environmental Policy Act is not applicable to NCPC's review of this submission, because the Commission does not approve the District CIP.