



Executive Director's Recommendation

Commission Meeting: May 3, 2018

PROJECT District of Columbia Capital Improvements Plan FY 2019-2024 Washington, DC	NCPC FILE NUMBER 0348
	NCPC MAP FILE NUMBER 00.00(00.00)44735
SUBMITTED BY Mayor of the District of Columbia	APPLICANT'S REQUEST Approval of comments to the 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 of the District of Columbia has submitted the District's Fiscal Year (FY) 2019 – FY 2024 Capital Improvements Plan (CIP) for the National Capital Planning Commission's review and comment. The CIP is part of the District of Columbia's FY 2019 Proposed Budget and Financial Plan. The CIP includes 65 new projects along with 191 ongoing projects carried forward from the previous CIP. The total six-year proposed project spending is \$8.09 billion; the FY 2019 appropriated budget authority request is \$2.66 billion. A portion of the District's capital projects are separately funded through the Highway Trust Fund (HTF). The total proposed FY 2019 – FY 2024 HTF is \$1.29 billion; the FY 2019 budget totals \$207 million. The CIP also includes information on the District's water distribution system and sanitary and combined sewage systems operated by the District of Columbia Water and Sewer Authority (DC Water), an independent agency. DC Water's board approved and adopted its FY 2018 – FY 2027 CIP with a Ten-Year disbursement of \$4.00 billion and the related lifetime budget of \$11.1 billion. DC Water's FY 2019 capital authority request is \$3.61 billion.

KEY INFORMATION

- The Commission has 30 days to comment on the District of Columbia's CIP.
 - The CIP is consistent with the *Comprehensive Plan for the National Capital* and other NCPC plans.
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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* (Comprehensive Plan) and other planning documents, that:

- Invests in the city's transportation system, including the South Capitol Street Corridor and Frederick Douglass Memorial Bridge, the H Street Bridge, and the Streetcar, and continues funding support for other modal system enhancements;
- Develops new parks and recreation centers and enhances existing parks and open spaces; and
- Funds long-term planning efforts linked to important capital projects of federal interest.

Notes that the following general areas and topics are of special interest to the Commission, and should be coordinated with NCPC on an on-going basis:

- Streetcar system, including consultation regarding the potential use of overhead wire systems within the historic L'Enfant City which conflicts with federal law;
- Park and open space improvements, including coordination of future projects with the Federal Parks & Open Space Element of the Comprehensive Plan;
- Multi-modal transportation projects that have regional impacts, such as Travel Demand Management and WMATA projects; and
- DC Water and Sewer Authority projects, which supply water to the federal government installations and support the federal Clean Water Act.

Requests that the District of Columbia government agencies coordinate with NCPC to identify submission requirements, schedules, and potential planning issues prior to formal review of the following projects and studies. The following projects and studies have the potential to significantly affect federal interest:

- South Capitol Street/Frederick Douglass [Memorial] Bridge (KA0-AW031), South Capitol Street Corridor (KA0-AW000) and South Capitol Street Bridge – GARVEE (KA0-SCG19) – These ongoing projects fund the replacement of the Frederick Douglass Memorial Bridge and improvements to South Capitol Street intersections with the Suitland Parkway and Anacostia Freeway. Future land use and design issues are critical to transforming this area into a prime gateway to the nation's capital.
- Streetcars (KA0-STC00) and Street Car (KA0-LMTCE) – These projects fund the planning and infrastructure for multiple phases of the streetcar system. They will improve connections between the Benning Road and Union Station Metrorail Stations. Continued coordination with the Commission as additional phases are developed is needed to address potential impacts to federal interests.
- H Street Bridge (KA0-BR005) – This project funds the full replacement of the H Street "Hopscotch" Bridge. The H Street Bridge spans over 1st Street NE and 2nd Street NE; WMATA tracks; and Amtrak tracks and platforms at Union Station. The redevelopment of the Union

Station area requires continued coordination with the Commission and other parties to resolve all planning, design, and land use concerns.

Notes the following additional projects that support the federal interests as established in the Comprehensive Plan and may require future coordination with NCPC:

- Franklin Square Park (AM0-QN751) – This project, which funds improvements to Franklin Park, a federally-owned park requires close collaboration between the National Park Service and the District. The Commission reviewed and approved preliminary plans for this project in December 2015.
- NOMA Parks & Rec Centers (AM0-QM802) – This project funds parkland acquisition and improvements to existing and building new park spaces near Union Station and the Alcohol Tobacco and Firearms Headquarters.
- Martin Luther King Jr. Memorial Central Library (CE0-MCL03) – Continuing efforts to fully modernize the Martin Luther King Jr. Memorial Library, this project renovates and reconfigures this historic landmark.
- McMillan Site Redevelopment (EB0-AMS11) – The Commission approved the master plan for this former federal property in 2016. The plan would redevelop the site into a mixed-use project, while retaining many of its historic features.
- St. Elizabeths East Campus Infrastructure (EB0-AWR01) – This project will fund necessary infrastructure improvements for future development on the east campus, including roadway, street lighting, and streetscapes. These improvements are needed to alleviate any impacts to the west campus.
- New Communities (EB0-EB008-MP) – This project's intent is the provision of new, mixed income neighborhoods that address the physical architecture and human capital needs for quality living. Of particular interest is redevelopment of communities adjacent to the St. Elizabeths Campus.
- Hill East (EB0-EB422) – Design and construction of Reservation 13 infrastructure, to include the following: Massachusetts Avenue, C Street NE, and 20th Street NE extensions; and possible WMATA entrance-related infrastructure.
- Walter Reed Redevelopment (EB0-AWT01C) and Walter Reed Pool (AM0-W4PLC) – These projects redevelop the former military facility as a mixed-use development. Continued ongoing coordination is anticipated, as this portion of the campus is adjacent to federal property being developed as a Foreign Mission Center.
- Renovation of University Facilities (GF0-UG706) - This project will renovate the Van Ness campus and facilities at other locations within the University of the District of Columbia.
- 11th Street Bridge (KA0-HTF00) and 11th Street Bridge Park (KA0-ED0D5) – These projects provide multi-modal transportation options for cars, pedestrians, bicycles, and the future DC Streetcar; creates an elevated park; replaces existing structures that are both functionally deficient and structurally obsolete; provides an additional alternate evacuation route from the nation's capital; and supports the overall mission of the Anacostia Waterfront Initiative.
- Power Line Undergrounding (KA0-LMGGR) – This focuses on undergrounding electrical feeders most vulnerable to outages during storm conditions. It may affect streetcar propulsion.

- Streetlight Management (KA0-LMLIG) – This master project supports the rehabilitation, replacement, and expansion of the District's streetlight portfolio.
- Travel Demand Management (KA0-ZU000) – This project funds any projects that employ strategies to reduce single occupancy driving in the city and seek to reduce roadway congestion.
- Kingman Island Education Center (KG0-KINGI) – The project lays out educational and recreational improvements at Kingman & Heritage Islands that include several outdoor classrooms, bathrooms, and accessible routes and pathways.
- Washington Aqueduct Authority – This capital-funded authority provides water to the federal government through federal legislation enacted and a memorandum of understanding executed in 1997.

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)); and
- 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.

Prepared by Kael Anderson
4/20/2018

PROJECT ANALYSIS

Executive Summary

Many of the CIP projects outlined in the District's proposal support federal interests as outlined in the Federal Elements of the *Comprehensive Plan for the National Capital* (Comprehensive Plan) and other NCPC planning documents. None of the proposed projects appears 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 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.**

Background

District of Columbia capital improvement projects are part of the Mayor's FY 2019 Proposed Budget and Financial Plan that is sent to the Council of the District of Columbia for review and adoption. NCPC reviews the District CIP pursuant to 40 U.S.C. § 8723(b), which specifies: "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 Section 444 of the District of Columbia Home Rule Act (Public Law 93-198, 87 Stat. 800). The Commission has 30 days in which to comment on the plan but may not change or disapprove of the plan."

The Commission's review of its capital improvements program 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 described in the District's CIP document, the CIP consists of the appropriated budget authority request for the upcoming six-year period and an expenditure plan with projected funding over the next six years. The CIP is used as the basis for formulating the District's annual capital budget. The program 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.

Approximately 199 of the District's bridges and 400 miles of District streets and highways are eligible for federal aid. The Federal Highway Administration (FHWA) administers the Federal-aid Highway Program, which provides funding for construction, reconstruction, and improvements on eligible routes and for other eligible programs and projects. The FHWA reimburses DDOT for eligible expenditures related to approved highway projects according to cost-sharing formulas that are established in authorizing statutes. In most cases, the federal share of the costs for approved projects

is about 83 percent. The District's share of eligible project costs is funded with the local Highway Trust Fund (HTF).

The District of Columbia Water and Sewer Authority ("DC Water") is an independent agency that maintains and operates the District of Columbia's water distribution system; its sanitary and combined sewage systems; and Blue Plains. DC Water is governed by a Board of Directors composed of six District of Columbia representatives, two each from Montgomery and Prince George's counties in Maryland, and one from Fairfax County in Virginia. The District of Columbia Mayor appoints, and the District of Columbia Council confirms, all six District Board members and alternates, including the Chairman. In addition, the District Mayor appoints the five principal and alternate members who represent the surrounding jurisdictions based on executive submissions from those jurisdictions.

Proposal

The District's CIP includes 191 ongoing projects and 65 new projects for District government agencies. The total six-year proposed project spending is \$8.09 billion. The FY 2019 appropriated budget authority request is \$2.66 billion.

The proposed HTF Budget, FY 2019 – FY 2024 total is \$1.29 billion. The FY 2019 budget totals \$207 million. It is anticipated that FHWA will make \$173 million of federal aid available for HTF projects. The proposed local match HTF budget of \$34 million is based on estimates of local HTF revenues and anticipated local match requirements.

DC Water's board approved and adopted its FY 2018 - FY 2027 CIP with a Ten-Year Disbursement of \$4.00 billion and the related lifetime budget of \$11.1 billion. The lifetime budget is the full budgeted amount for projects, which are active within DC Water's ten-year CIP, including expended and anticipated amounts to complete the projects. The capital disbursement plan is mainly an estimate of cash flows or actual spending on projects. DC Water's FY 2019 Congressional capital authority request of \$3.61 billion includes projects that increased in the FY 2018 revised budget, as well as the FY 2019 - FY 2027 planning period.

The District's CIP includes hundreds of capital initiatives. Highlighted FY 2019 projects include:

- \$616 million for DDOT, to include \$214 million for improvements to the South Capitol Street corridor, \$25.0 million for the Circulator, and \$9 million for the streetcar;
- \$335 million for D.C. Public Schools (DCPS);
- \$87.1 million for the District of Columbia Public Library (DCPL), to include \$79 million for the Martin Luther King, Jr. Memorial central library;
- \$86.2 million for the Department of Parks and Recreation (DPR) to include \$48.9 million for recreation and community centers and \$29.5 million for parks and pools; and
- \$36.8 million for the Deputy Mayor for Planning and Economic Development, to include \$17.8 million for McMillan Site Redevelopment and \$14.0 million for St. Elizabeths infrastructure.

Additional major investments proposed for FY 2019 that affect federal interests include \$110 million for Washington Metropolitan Area Transit Authority (WMATA) as the District's contributions to its

capital program, to include \$59.7 million for the inter-jurisdictional Capital Funding Agreement and \$50.0 million for the Passenger Rail Investment and Improvement Act Funding Agreement.

Staff has analyzed the 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 have the opportunity to enhance the overall image of the National Capital. 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 (DCPS)
- Libraries (DCPL)
- Transportation facilities (DDOT)
- Firehouses (Fire and Emergency Medical Services Department)

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 (ADA) 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 and 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.

Analysis

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. Projects of special federal interest include:

- South Capitol Street and Frederick Douglass Memorial Bridge (DDOT): The Commission approved preliminary and final site plans for a new bridge last month. In its action, the Commission requested a lighting plan for the bridge and that DDOT consult with NCPC and other stakeholders in developing the plan. We look forward to continuing to coordinate these comments as the development of this significant project continues.
- Streetcars (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. Staff recognizes DDOT's continued efforts to explore propulsion alternatives to catenary wires. Staff welcomed the DC Council's requirement in its 2010 Transportation Infrastructure Act, that prior to the construction of streetcar transit beyond the H Street/Benning Road segment, an evaluation be completed on the impact of aerial wires on federal property and that 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 and an eastward extension along Benning Road.
- Park and Open Space Projects (DPR and DCPS): NCPC recently released an updated Comprehensive Plan Parks and Open Space Element for public comment. The proposed Element is structured around six new guiding principles that serve as the organizational framework. Together these principles, introduce new topics that reflect current issues and trends and create a cohesive vision for parks and open space in the region through improved stewardship, utilization, maintenance, planning, and design. The *CapitalSpace Plan*, a study of federal and local parks and open spaces in the District, 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 looks forward to continued coordination with District agencies to identify and implement strategies to improve the Washington's park system.
- Intermodal Transportation Projects: The CIP includes several projects that support intermodal transit facilities; including WMATA's capital program, (operating funds are included in separate volume of the District's Proposed Budget and Financial Plan). This area of funding supports acquisition of new buses and rail cars; rehabilitation of the Metrorail system and bus facilities; and new construction projects such as bike share, bike and pedestrian management program, and future multi-modal programs. These ongoing investments 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, 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 regarding 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 the Commission staff to determine the submission requirements for particular projects.

CONFORMANCE TO EXISTING PLANS, POLICIES AND RELATED GUIDANCE

Comprehensive Plan for the National Capital

Overall, the CIP is generally consistent with the goals outlined in the *Comprehensive Plan for the National Capital*. Many of the CIP capital projects focus on sustainability, livability, job creation, economic development, and transportation infrastructure. These focal areas are consistent with goals of the Federal Workplace, Transportation, Parks & Open Space, Federal Environment, Historic Preservation, and Visitors & Commemoration Elements.

National Historic Preservation Act

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

National Environmental Policy Act

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

CONSULTATION

Coordinating Committee

Without objection, the Committee forwarded the proposed comments to the Council of the District of Columbia to the Commission with the statement that the proposal has been coordinated with all participating agencies.

U.S. Commission of Fine Arts

The U.S. Commission of Fine Arts review is not applicable to NCPC's review of this submission, because the Commission does not approve the District CIP.