



Executive Director's Recommendation

Commission Meeting: May 2, 2019

PROJECT District of Columbia Capital Improvements Plan FY 2020-2025 Washington, DC	NCPC FILE NUMBER 0348
SUBMITTED BY Mayor of the District of Columbia	NCPC MAP FILE NUMBER 00.00(00.00)44735
REVIEW AUTHORITY Advisory per 40 U.S.C. § 8723(b)	APPLICANT'S REQUEST Approval of comments to the Council of the District of Columbia
	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) 2020 – FY 2025 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 2020 Proposed Budget and Financial Plan. The CIP includes 38 new projects along with 212 ongoing projects carried forward from the previous CIP. The total six-year proposed project spending is \$8.45 billion; the FY 2020 appropriated budget authority request is \$1.89 billion. A portion of the District's capital projects is separately funded through the Highway Trust Fund (HTF). The total proposed FY 2020 – FY 2025 HTF is \$1.31 billion; the FY 2020 budget totals \$204 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 2019 – FY 2028 CIP with a Ten-Year disbursement of \$4.96 billion and the related lifetime budget of \$12.1 billion. DC Water's FY 2020 capital authority request is \$4.52 billion.

KEY INFORMATION

- Pursuant to 40 U.S.C. § 8723(b): "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 CIP is consistent with the *Comprehensive Plan for the National Capital* and other NCPC plans.
- Several of the projects are products of early joint NCPC-DC planning studies, including for South Capitol Street, K Street NW, and the New York Avenue/Florida Avenue intersection. NCPC appreciates the Mayor's inclusion of these projects.

RECOMMENDATION

The Commission:

Commends the District of Columbia on the inclusion of projects that support federal interests. As set forth in the *Comprehensive Plan for the National Capital* (Comprehensive Plan), federal interests are characterized by one of the following general types:

- Public space improvements that respect the historic character and importance of the L'Enfant and McMillan Plans;
- Transportation systems that provide safe, reliable, and sustainable mobility options for the region;
- Infrastructure improvements of the highest design quality;
- Preservation, enhancement, and development of parks and open space that can accommodate a range of uses and programming;
- Development that protects the environment and balances accessibility and security needs; and
- Construction and rehabilitation of public buildings that reflect the image of the nation's capital.

Requests that the District of Columbia government agencies coordinate with NCPC and affected federal agencies to identify submission requirements, schedules, and potential planning issues prior to formal review of projects and studies.

Finds that the following projects and studies may significantly affect federal interest and require coordination with NCPC and affected federal agencies:

- S. 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. NCPC approved the final landscaping design in February 2019. Future land use and design issues are critical to transforming this area into a prime gateway to the nation's capital.
- Streetcars (KA0-STC00), Street Car (KA0-LMTCE), K Street Transitway (KA0-LMC02) and Project Development (KE0-TOP02) – These projects fund the planning and infrastructure for mass transit systems. NCPC welcomes these projects, which are expected to improve east-west connections between Washington Circle, Union Station and the Benning Road Metrorail station. Continued coordination with the Commission as additional phases are developed is needed to address potential impacts to federal interests, including federal properties and important viewsheds within the L'Enfant City.
- H Street Bridge (KA0-BR005) – This project funds the full replacement of the H Street “Hopscotch” Bridge. The bridge spans over 1st Street NE and 2nd Street NE; Washington Metropolitan Area Transit Authority (WMATA) tracks; and Amtrak tracks and platforms at Union Station. NCPC is coordinating with the Federal Railroad Administration on the

Washington Union Station Expansion Project, which the Commission will review in the near future. As such, replacement of infrastructure and the redevelopment of the Union Station area requires continued coordination with the Commission and other parties to resolve these complex planning, design, and land use concerns.

- Streetscapes and Beautification (KA0-LMBSS) – This project funds streetscape improvements and beautification efforts. It includes the Florida Avenue/New York Avenue/1st Street intersection, which was the focus of earlier NCPC mobility planning efforts and is adjacent to the Alcohol, Tobacco, Firearms and Explosives (ATF) headquarters. This project presents opportunities to improve connectivity and the pedestrian environment; we particularly encourage construction and design efforts to be coordinated with this agency.

Notes the following additional projects and studies are potentially of federal interest and may require future coordination with NCPC:

Revitalization

- McMillan Site Redevelopment (EB0-AMS11) – This project funds the redevelopment of the site into a mixed-use area, while retaining many of its historic features. The Commission reviewed the redevelopment of this former federal property in 2014 and 2016.
- Walter Reed Pool (AM0-W4PLC) and Children's National (EB0-CHN19) – These projects are part of the redevelopment of the former military facility into 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.
- New Communities (EB0-EB008-MP) – This project provides funding for new, mixed-income neighborhoods. Of particular interest is the plan to redevelop communities adjacent to the St. Elizabeths East Campus.
- Hill East (EB0-EB422) – This project redevelops Hill East, also known as U.S. Government Reservation 13. Specifically, it funds the design and construction of infrastructure for the following: Massachusetts Avenue, C Street SE, and 20th Street SE extensions; and possible WMATA entrance-related infrastructure.

Transportation and Mobility

- 11th Street Bridge (KA0-HTF00) and 11th Street Bridge Park (KA0-ED0D5) – These projects fund an enhanced transportation corridor for cars, pedestrians, bicycles, and the DC Streetcar; create an elevated park; replace existing structures that are both functionally deficient and structurally obsolete; provide an additional alternate evacuation route from the nation's capital; and support the overall mission of the Anacostia Waterfront Initiative. The Commission approved a final design for the 11th Street Bridges project in 2011 and concept for the 11th Street Bridge Park in November 2017.
- Transportation Mitigation (KA0-LMMIT) and Travel Demand Management (KA0-ZU000) – These projects will support transportation management and mitigation such as pedestrian area improvements, bicycling infrastructure and intermodal facilities. Such improvements help federal facilities meet NCPC's automobile parking ratio policies.
- Streetscapes and Beautification (KA0-LMBSS) – This project funds streetscape improvements and beautification efforts. It includes the Florida Avenue/New York Avenue/1st

Street intersection, which was the focus of earlier NCPC mobility planning efforts and is adjacent to the ATF headquarters.

Building Enhancement and Modernization

- Archives (AM0-AB102) – This project funds the construction of a purpose-built facility for the District of Columbia Archives that would improve the preservation of and public access to archival records of federal interest.
- Daly Building Rehabilitation (AM0-DLY19) – This project funds the design and modernization of the Daly Building, which is adjacent to John Marshall Memorial Park, U.S. Department of Labor Headquarters, and the District of Columbia Court of Appeals.
- General Renovation (AM0-CGN02-CTF) – This project funds upgrades to the current DC Jail, which has been a primary use of Hill East/Reservation 13. The project also funds the initial design of a new correctional facility.
- Martin Luther King Jr. Memorial Central Library (CE0-MCL03) – This project fully modernizes the Martin Luther King Jr. Memorial Library. The Commission approved the modernization of this historic landmark in October 2016 and signed a Section 106 memorandum of agreement.
- Renovation of University Facilities (GF0-UG706) – This project will renovate the University of the District of Columbia Van Ness campus and other facilities. In December 2011 the Commission approved plans for the project and requested the applicant to closely coordinate with NCPC staff and the Department of State due to potential impacts of the proposed student housing adjacent to the International Chancery Center.

Parks and Open Space

- Eastern Market Metro Park (AM0-EST01) – This project funds modifications to the public space surrounding the Eastern Market Metro Station and along the Pennsylvania Avenue SE corridor, both federal reservations. The Commission will review this project at their May 2019 meeting.
- Small Park Improvements (AM0-QE384) – This project funds capital improvements for triangle, pocket, and circle parks. These parks may be under National Park Service (NPS) jurisdiction and the subject of NCPC's April 2017 Small Parks Study.
- Franklin Square Park (AM0-QN751) – This project funds improvements to Franklin Park, a federally-owned park. The Commission reviewed and approved final plans for this project in April 2019.
- NOMA [North of Massachusetts Avenue] Parks & Rec Centers (AM0-QM802) – This project funds parkland acquisition and improvements to existing and new park spaces near Union Station and the Alcohol Tobacco and Firearms Headquarters.
- Kingman Island Education Center (KG0-KINGI) – This project provides funds for educational and recreational improvements at Kingman & Heritage Islands, including outdoor classrooms, bathrooms, accessible routes, and pathways. The Commission approved an improved entrance in November 2007.

Environment and Infrastructure

- Powerline Undergrounding (KA0-LMGGR) – This focuses on undergrounding electrical feeders most vulnerable to outages during storm conditions. It may enable reduced reliance on overhead propulsion infrastructure for the streetcar.
- Streetlight Management (KA0-LMLIG), Core Infrast[tructure] Network Upgrade (TO0-CNU00-MP), and Infrastructure and Security – DPR (TO0-NPR15-IT) – These projects fund rehabilitation and expansion of the District's streetlight portfolio and the addition of Wi-Fi in public spaces. NCPC, on behalf of the National Mall Road Interagency Working Group, is preparing lighting policy and criteria to coordinate street light improvements with DDOT and the District of Columbia Office of Public-Private Partnerships (OP3).
- Stormwater and Flood Mitigation (KA0-LMWWM), Waterway Restoration (KG0-BAG04), Stream and Wetland Restoration (KG0-SAWRN) and Integrated Flood Modeling (KG0-IFM20) – These projects support stormwater management; flood modeling and mitigation; and stream, wetland, and waterway restoration. NCPC coordinates with other federal and local agencies to improve water management; recently approving multiple components of the DC Clean Rivers Project, and in partnership with the DC Silver Jackets, released the Flood Risk Resource Guide.
- Combined Sewer Overflow Service Area – This DC Water project funds large-scale green infrastructure installations and a series of deep diversion facilities to capture combined sewer overflow and route it to the Blue Plains Wastewater Treatment Facility. NCPC has reviewed several portions of this project and will continue to coordinate with partner agencies such as NPS when federal lands may be impacted.
- Washington Aqueduct Authority – This DC Water project supports water distribution 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.

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 appear to have any adverse impact on federal interests. **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 2020 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 long 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 the District Department of Transportation (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 84 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 Wastewater Treatment Facility. 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 212 ongoing projects and 38 new projects for District government agencies. The total six-year proposed project spending is \$8.45 billion. The FY 2020 appropriated budget authority request is \$1.89 billion.

The proposed FY 2020 – FY 2025 HTF Budget total is \$1.31 billion. The FY 2020 budget totals \$204 million. It is anticipated that FHWA will make \$176 million of federal aid available for HTF projects. The proposed local match HTF budget of \$28 million is based on estimates of local HTF revenues and anticipated local match requirements.

DC Water's board approved and adopted its FY 2019 - FY 2028 CIP with a Ten-Year Disbursement of \$4.96 billion and the related lifetime budget of \$12.1 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 2020 Congressional capital authority request of \$4.52 billion includes projects that increased in the FY 2019 revised budget, as well as the FY 2020 - FY 2028 planning period.

The District's CIP includes hundreds of capital initiatives. Highlighted FY 2020 projects include:

- \$647 million for DDOT, to include \$83.4 million for improvements to the South Capitol Street corridor, \$61.8 million for Streetscapes and Beautification, \$51.3 million for the expansion of the Streetcar line, and \$42.0 million for the Circulator;
- \$361 million for D.C. Public Schools (DCPS);
- \$37.8 million for the District of Columbia Public Library (DCPL), to include \$18 million for the Martin Luther King, Jr. Memorial central library;
- \$85.7 million for the Department of Parks and Recreation (DPR), to include \$67.5 million for recreation and community centers and \$18.2 million for parks and pools; and
- \$59.4 million for the Deputy Mayor for Planning and Economic Development, to include \$20 million for St. Elizabeths infrastructure, \$20 million for New Communities and \$20 million for McMillan Site Redevelopment.

Additional major investments proposed for FY 2020 that affect federal interests include \$320 million for WMATA as the District's contributions to its capital program, to include \$269 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 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 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. Therefore, NCPC 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:

- Park and Open Space Projects (DPR and DCPS): NCPC recently updated its Comprehensive Plan Parks and Open Space Element. The 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 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 a separate volume of the District's Proposed Budget and Financial Plan). This area of funding supports the rehabilitation of the Metrorail system and bus facilities; and new construction initiatives such as bike share, pedestrian improvements, and other multi-modal improvements. 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.
- 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. NCPC applauds the 2017 Assessment of Propulsion Technology Study, completed by DDOT to meet the first triennial report requirement on wireless propulsion technology mandated by the District of Columbia Transportation Infrastructure Amendment Act of 2010. Staff has appreciated participating in planning studies for streetcar segments including the Union Station to Georgetown segment and an eastward extension along Benning Road.
- Smart Street Lighting (DDOT and OP3): NCPC supports the District's conversion to energy-saving light-emitting-diode (LED) technology. However, LED street lighting will change the city's nighttime visual character and light quality, which will affect federal streets and properties, particularly in and around the National Mall. NCPC, on behalf of the National Mall Roads Interagency Working Group (including the Architect of the Capitol, U.S. Commission of Fine Arts, General Services Administration, National Gallery of Art, Smithsonian Institution DDOT, FHWA, and NPS) is developing a Lighting Policy and Framework to guide future lighting enhancements and LED performance criteria addressing streetlight color temperatures, brightness, and light distribution. Staff looks forward to continued collaboration with District agencies to coordinate federal and local streetlight guidance and standards.

Finally, staff notes that certain projects outlined in the CIP must, by law, be reviewed by NCPC. In these instances, 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.