### Executive Director’s Recommendation
Commission Meeting: July 1, 2021

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<tr>
<th>PROJECT</th>
<th>NCPC FILE NUMBER</th>
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<td>District of Columbia Capital Improvements Plan FY 2022-2027</td>
<td>0348</td>
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<tr>
<td>Washington, DC</td>
<td>NCPC MAP FILE NUMBER</td>
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<th>SUBMITTED BY</th>
<th>REVIEW AUTHORITY</th>
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<td>Mayor of the District of Columbia</td>
<td>Advisory per 40 U.S.C. § 8723(b)</td>
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<th>APPLICANT’S REQUEST</th>
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<td>Approval of comments to the Mayor of the District of Columbia</td>
<td>Approve comments to the Mayor of the District of Columbia</td>
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### PROJECT SUMMARY

The Mayor of the District of Columbia has submitted the District's Fiscal Year (FY) 2022 – FY 2027 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 2022 Proposed Budget and Financial Plan. The CIP includes 35 new projects along with 233 ongoing projects carried forward from the previous CIP. The total six-year proposed project spending is $8.8 billion; the FY 2022 appropriated budget authority request is $2.32 billion. A portion of the District’s capital projects is separately funded through the Highway Trust Fund (HTF). The total proposed FY 2022 – FY 2027 HTF is $1.35 billion; the FY 2022 budget totals $219 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 2021 – FY 2030 CIP with a Ten-Year disbursement of $5.43 billion and the related lifetime budget of $12.13 billion. DC Water’s FY 2022 capital authority request is $4.96 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.”

- Several projects are products of early joint NCPC-DC planning studies for South Capitol Street, K Street NW, and Long Bridge Pedestrian and Bicycle Connection. NCPC appreciates the Mayor’s inclusion of these projects.
- Consistent with the Comprehensive Plan for the National Capital and other NCPC plans including the Monumental Core Framework Plan and CapitalSpace.

RECOMMENDATION

The Commission:

Commends the District of Columbia on the inclusion of projects that support federal interests. Several projects identified in the Capital Improvements Plan help advance the goals and policies in the Federal Element of the Comprehensive Plan for the National Capital (Comprehensive Plan) and other NCPC plans and planning initiatives.

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 as well as for any ongoing collaboration projects between NCPC and DC.

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

- 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 District of Columbia’s Monumental Core.
- 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. To date, the Commission most recently heard an information presentation on the Expansion Project, specifically around parking, in July 2020. 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.
- K Street Transitway (KA0-LMC02), Street Car (KA0-LMTCE), Capital Bikeshare Expansion (KAO-CBS02C), 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 commuting options as well as 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.
- Long Bridge Pedestrian and Bicycle (KAO-LMXLB) – The Long Bridge Pedestrian and Bicycle Connection is an aspect of a larger capital improvement project to rebuild the Long Bridge which is a railroad bridge carrying both passenger and freight rail. The Long Bridge
Pedestrian and Bicycle Connection will be a new bridge running parallel to the existing Long Bridge that crosses over the Potomac River. NCPC staff recently participated in the Long Bridge Study as a cooperating agency. Continued coordination with the Commission as future required federal property transfers to accommodate new bridge infrastructure is needed.

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

**Economic Development**
- Hill East (EB0-EB422) – This project redevelops Hill East, also known as U.S. Government Reservation 13. Specifically, it would support multiple infrastructure investments on the site, including design and construction of new roads, utility infrastructure, green space, and rehabilitation of the historic building and easements.
- St. Elizabeths East Campus Infrastructure (EB0-AWR01) – This project will fund public infrastructure improvements needed to support all future real estate development at St. Elizabeths East, including roadways, water, gas, electric, telecommunications, streetscapes and street lighting, in addition to the demolition of certain non-contributing structures at the campus and stabilization of historic buildings. This site is now within the amended CEA boundary.
- McMillan Site Redevelopment (AM0-AMS11) – This project funds the redevelopment of the site into a mixed-use area that will include open space, community center, residential, retail, office, and healthcare uses, while retaining many of its historic features. The Commission reviewed the Master Plan for the redevelopment of this former federal property in 2014 and 2016.

**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, and bicycles; 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, preliminary design for the 11th Street Bridge Park in April 2020, and approval of the transfer of jurisdiction of approximately three acres from the National Park Service to the District Department of Transportation (DDOT) for the 11th Street Bridge Park.
- Transportation Mitigation (KA0-LMMIT), Travel Demand Management (KA0-ZU000), and Trails Master Project (KAO-TRL00) – 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 Pennsylvania Ave, NW corridor from 17th Street NW to Washington Circle and Black Lives Matter Plaza, which are important gateways to the National Capital.
- The Business Improvement District (BID) Capital Reimbursement Project (KAO-BIDCR) – This project funds work occurring under the Public Space Maintenance Contracting
Authorization Amendment Act of 2014, which allows the Mayor to pay or reimburse to a BID corporation or DC Surface Transit Inc. for reasonably incurred expenses in maintaining or improving the public space, such as sidewalks and signage, within the boundaries of the BID. Specifically supporting improvements in the Anacostia, Golden Triangle, and Southwest BIDs to promote placemaking and vibrancy.

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)** – This project funds rehabilitation and expansion of the District's streetlight portfolio. NCPC, on behalf of the National Mall Road Interagency Working Group released the concept Monumental Core Streetscape Project Urban Design Streetscape Framework and Lighting Policy in November 2019 to coordinate street light improvements with DDOT and the District of Columbia Office of Public-Private Partnerships (OP3).
- **Stormwater and Flood Mitigation (KA0-LMWWM), Integrated Flood Modeling (KG0-IFM20), Wetland & Stream Mitigation (KGO-WETMI), Hazardous Material Remediation (KGO-HMRHM)** – These projects support stormwater management; flood modeling and mitigation; stream, wetland, and waterway restoration, and Anacostia estuary cleanup remedy. 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 Commission has review authority of projects on District land in Washington, DC. 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**

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**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 2022 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, it 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 233 ongoing projects and 35 new projects for District government agencies. The total six-year proposed project spending is $8.8 billion. The FY 2022 appropriated budget authority request is $2.32 billion.

The proposed FY 2022 – FY 2027 HTF budget total is $1.34 billion. The FY 2022 budget totals $219 million. It is anticipated that FHWA will make $192.5 million of federal aid available for HTF projects. The proposed local match HTF budget of $26.7 million is based on estimates of local HTF revenues and anticipated local match requirements.

DC Water’s board approved and adopted its FY 2021 - FY 2030 CIP with a Ten-Year Disbursement of $5.43 billion and the related lifetime budget of $12.13 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 2022 Congressional capital authority request of $4.96 billion.

The District’s CIP includes hundreds of capital initiatives. The District’s proposed capital budget for FY 2022 – FY 2027 calls for financing $2.009 million of capital expenditures in FY 2022. Highlighted FY 2022 projects that are of federal interest include:
• $327.7 million for WMATA, to include $278.2 million for the inter-jurisdictional Capital Funding Agreement and $49.5 million for the Passenger Rail Investment and Improvement Act (PRIIA) Funding Agreement;
• $146.8 million for the Office of the Deputy Mayor for Planning and Economic Development, to include $45.0 million for the St. Elizabeths East Campus development and $11.1 million for Infrastructure at Hill East;
• $616.8 million for the District Department of Transportation, to include $48.6 million for Streetscapes and Beautification, $47.1 million for PEPCO Utility Lines Undergrounding, and $31.5 million for the 11th Street Bridge Park; and
• $90.0 million for the Department of Parks and Recreation, to include $4.5 million for small parks improvements.

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 studies within the District.

**Analysis**

Staff has analyzed the proposed projects in the District’s CIP and determined that many advance the goals and policies in the Federal Elements of the Comprehensive Plan and other NCPC plans and planning initiatives. Additionally, staff did not find that any of the proposed projects appear to have adverse impacts on the federal interest.

NCPC and the District of Columbia share a joint stewardship to prepare the Comprehensive Plan and plan for the character, development and growth, and livability of Washington in a manner that reflects both local and federal interests. Several projects in the CIP help advance the goals in the Comprehensive Plan, are of special interest for federal planning efforts, and should be coordinated with NCPC and other federal agencies, and may be subject to NCPC review. Projects of special federal interest include:

- **Public space improvements that respect the historic character and importance of the L’Enfant and McMillan Plans while accommodating a range of uses and programming:** NCPC recently updated its Comprehensive Plan’s Parks & Open Space Element. Building on the Small Parks Management Strategies report, CapitalSpace Plan, the National Park Service's Paved Trail Study, and an internal review of adapting designed landscapes and sensitive lighting of the region’s parks, the Element protects and enhances the National Capital Region’s parks and open space system: for recreation; for commemorative social, civic, and celebratory space; and for environmental and educational benefits. While protection of the park and open space system is an overarching goal, the Element recognizes that improvements and change are required to maintain high levels of use. Staff looks forward to continued coordination with District agencies to identify and implement strategies to improve the park and open space system.

- **Advance an interconnected transportation systems that meets regional planning goals and objectives:** NCPC recently updated the Comprehensive Plan’s Transportation Element. The element is structured around four new guiding principles. The principles support the development and maintenance of a multimodal transportation system that meets the needs of federal workers, residents, and visitors, while improving regional mobility, transportation access, and environmental quality. The CIP includes several projects that support intermodal transit facilities; including WMATA’s capital program. This area of funding supports the rehabilitation of the Metrorail system and bus facilities; and new construction initiatives such as Capital Bikeshare expansion, pedestrian improvements, and other multi-modal improvements like the streetcar extension. 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 and positive infrastructure impacts to the public realm.

- **Enhance the resiliency of existing infrastructure:** 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 continues to develop the Monumental Core Streetscape Project Urban Design Streetscape Framework and Lighting Policy 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.

- Development that protects the environment and balances accessibility and security needs: The Federal Environment Element identifies planning policies related to the maintenance, protection, and enhancement of the region’s natural and physical environment. In January 2018, NCPC and District of Columbia Silver Jackets Team jointly released the Flood Risk Management Planning Resources for Washington, DC. The guide includes a summary of the region's flood risk, an overview of 11 studies and tools that address current and future flood risks in the region, and brief descriptions on how these studies can be used. NCPC is a member of the DC Silver Jackets, an interagency group that works to reduce flood risk in Washington, DC. NCPC staff supports the environmental infrastructure and investments and looks forward to continued coordination with other federal and District agencies around protecting the environment and to plan for a more secure and resilient capital.

- Infrastructure improvements that support the location of federal facilities: NCPC recently amended the 2016 Federal Workplace Element with changes to the Central Employment Area (CEA). This amendment reflects NCPC and District’s joint effort to make the CEA boundary and definition consistent in the Federal and District Elements. The CEA reflects the region’s primary commercial center and concentration of federal employment. The element prioritizes the location of federal workplaces within the designated CEA in Washington, DC and in areas that can support economic development in emerging neighborhoods. The St. Elizabeths East Campus was recently added to the CEA boundary and is adjacent to the U.S. Department of Homeland Security Headquarters at the St. Elizabeths West Campus. NCPC staff supports the infrastructure improvements and investments at the St. Elizabeths East Campus, as it will support the location of federal facilities in the CEA.

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.

Prepared by Melissa Lindsjo
06/24/2021