

STAFF RECOMMENDATION

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NCPC File No. 0348



**DISTRICT OF COLUMBIA
CAPITAL IMPROVEMENTS PLAN:
HIGHWAY TRUST FUND
FISCAL YEARS 2006-2011**

Submitted by the Mayor of the District of Columbia

June 30, 2005

Abstract

The Commission is providing comments to the Mayor and Council of the District of Columbia on the Highway Trust Fund component of the District's Capital Improvements Plan (CIP) for Fiscal Years (FY) 2006-2011. The Commission's federal-interest recommendations note that the overall program supports federal interests; and many projects require further coordination with NCPC and other federal agencies. The Highway Trust Fund program supplements the remainder of the DC CIP that the Commission reviewed in May 2005.

Commission Action Requested

Approval of comments to the Mayor and the Council of the District of Columbia pursuant to 40 U.S.C. § 8723 (b).

Executive Director's Recommendation

The Commission:

Commends the inclusion of many projects that support federal interests such as:

- Contributing to the image of the nation's capital.
- Improving the efficiency, safety, and reliability of the transportation system.
- Promoting improved air quality for the region.
- Respecting and enhancing the historic character of the nation's capital, including streets and streetscapes.

Notes the requirement for Commission review of several categories of projects, including:

- Acquisition or disposition of land or buildings by the DC government (40 U.S.C. § 8722)

- (b) (1) and § 8734 (a)).
- Land and building development projects by the DC government, including master plans (such as corridor and neighborhood studies), that affect the exterior of a structure or its grounds (40 U.S.C. §8722 (b) (1) and § 8722(e)).
- District Elements of the Comprehensive Plan for the National Capital (40 U.S.C. § 8721).

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)), along with regional agencies, as follows:

- In general, many projects and studies will require coordination with the Federal Highway Administration, the Metropolitan Washington Council of Governments, and the Washington Metropolitan Area Transit Authority, as well as review by the Commission of Fine Arts. DDOT should coordinate with these agencies to determine additional requirements.
- The following transportation-related general areas and topics are of special interest to the Commission, and should be coordinated with NCPC on an ongoing basis:
 - The Anacostia Waterfront Initiative area, and particularly the South Capitol Street Corridor.
 - The Monumental Core.
 - Signage systems, particularly those that affect major gateways to the District of Columbia and the Monumental Core.
- The following specific projects should be coordinated with the Commission and other federal agencies, as noted:

Agencies, with abbreviations and relevant facilities:

U.S. Department of Agriculture (USDA) - National Arboretum

Department of the Air Force (DAF) - Bolling Air Force Base

Bureau of Alcohol, Tobacco and Firearms (ATF) - future headquarters
(Florida/New York Aves. NE)

Architect of the Capitol (AOC) - Capitol Grounds, including power plant

Armed Forces Retirement Home (AFRH) - facility on North Capitol Street

Department of the Army (DOA) -- Corps of Engineers (rivers and reservoirs);
Ft. McNair

Department of Energy (DOE) -- headquarters (L'Enfant Plaza)

General Services Administration (GSA) -- Southeast Federal Center, St. Elizabeths
Hospital, and other facilities

Kennedy Center for the Performing Arts (KC)

National Capital Planning Commission (NCPC)
 National Gallery of Art (NGA) -- Mall museums, sculpture garden
 National Park Service (NPS) -- various parks throughout DC
 Department of the Navy (DON) -- Washington Navy Yard, Anacostia Annex,
 Potomac Annex
 U.S. Postal Service (USPS) -- headquarters (L'Enfant Plaza)
 U.S. Secret Service (USSS) -- White House vicinity
 Smithsonian Institution (SI) -- various Mall museums, National Zoo
 Department of State (DOS) -- headquarters
 Department of Transportation (DOT) - future headquarters (Southeast Fed. Ctr.)
 Department of Veterans Affairs (VA) - Veterans Hospital

<u>Page #</u>	<u>Project site/name</u>	<u>Coordinating Agency</u>
72, 120, 140, 153, 168, 219	South Capitol Street improvements/studies	AOC, NCPC, NPS
73, 131, 139	Theodore Roosevelt Bridge projects	DOA, KC, NCPC, NPS , DON
85, 257	Whitehurst Freeway and lower K St.	NCPC, NPS
87	Anacostia Waterfront Initiative EIS	USDA, DOA, GSA, NCPC, NPS, DON
88	St. Elizabeths transportation access	GSA, NCPC
89	Anacostia River trail	USDA, DOA, GSA, NCPC, NPS, DON
90	Southeast Federal Center waterfront access	GSA, NCPC, NPS, DON
94	Anacostia River crossings	NCPC, NPS, DON
115	9th St. NW/SW Mall tunnel rehabilitation	NCPC, NGA, NPS, SI
135, 138, 141, 149, 150	11th St. Bridge projects	NCPC, NPS, DON
156	Wilson Bridge replacement	DOA, NCPC, NPS
170	L'Enfant Plaza / Banneker Overlook	DOE, NCPC, NPS, USPS
184, 185	Way-finding signage	NCPC
204	Downtown streetscape improvements	NCPC, USSS
233	East Capitol St. reconstr., 19th to 22nd Sts.	NCPC, NPS
237	Downtown Circulator bus	NCPC
259	North Capitol St. study, NY to Mich. Aves.	DOA, NCPC, NPS
263	Capitol Hill transportation study	AOC, NCPC, NPS
265	Judiciary Square transportation study	NCPC, NPS
266	Lower West End transportation study	GSA, KC, NCPC, NPS, DON, DOS
327	K St. NW rehabilitation and transitway	NCPC, NPS
336	Massachusetts Ave. SE bicycle trail	NCPC, NPS

- The following specific projects should be coordinated with other federal agencies, as noted:

<u>Page #</u>	<u>Project site/name</u>	<u>Coordinating Agency</u>
33	Little Falls Rd. reconstruction	DOA
59	Palisades Transportation improvements	DOA, NPS

60	Rock Creek trail improvements	NPS, SI
63	Foxhall Road improvements	NPS
79	Canal Road projects	NPS
81	Watts Branch trail improvements	NPS
82	Rose Pk. trail improvements (Georgetown)	NPS
83	Barney Circle archaeology	NPS
112	22nd at K St. NW bridge repair	NPS
113	K St. repair, 21st to 25th Sts. NW	NPS
114, 220, 271	Southern Ave. at Suitland Pkwy.	NPS
121	Key Bridge repair	NPS
122	Chain Bridge re-painting	NPS
127, 148	14th Street Bridge projects	DOA, NPS
132, 133, 165	C&O Canal bridges (Georgetown)	NPS
136	9th St. SW bridge at SW Freeway	NPS
142, 211	Dupont Circle projects	NPS
144	11th St. SW bridge at D St./railroad	DOE, USPS
154	Thomas Circle reconfiguration	NPS
159, 175, 232, 235, 335	Klinge Rd. near Connecticut Ave. projects	NPS
160	Rail bridge at K St. to Florida Ave. NE	ATF
161	Scott Circle work	NPS
163, 178, 252	Military Rd. / upper 16th St. NW projects	NPS
198	1st St. NE near Florida Ave. reconstruction	ATF
207	4th St. SW reconstruction	NPS
210	Florida Ave. NW/NE reconstruction	ATF, NPS
213	South Capitol Street at Overlook Ave.	DAF
215	2nd St. SE reconstruc., at Independence Ave.	AOC, NPS
217	18th St. NW reconstruction, P to S Sts.	NPS
218	F St. NW reconstruction, 17th to 23rd Sts.	GSA, USSS
221, 224, 228	Reno Rd. and Nebraska Ave. projects	NPS
225	Park Rd. NW reconstruc., 14th to 16th Sts.	NPS
229	North Capitol Street reconstruction	AFRH, VA
230, 231	Benning Rd. NE reconstruction	NPS
248	Metropolitan Branch Trail	NPS
251, 255	Mt. Vernon Square area projects	NPS
253	Pennsylvania Ave. SE - Sousa Bridge	NPS
258	14th St. NW corridor study	NPS
273	Eastern Market metro plaza study	NPS
276	Dalecarlia Parkway trail design	DOA
329	8th St. NE/SE rehabilitation	NPS
332	Eastern Ave. rehabilitation	NPS

PREVIOUS COMMISSION ACTION

At its meeting on May 5, 2005, the Commission approved comments to the District of Columbia on the components of the Capital Improvements Program (CIP) that were available to date, and noted the requirement for "Commission review of the Highway Trust Fund Program component of the CIP, when it becomes available...."

PROJECT DESCRIPTION

The District of Columbia's Highway Trust Fund (HTF) program is a part of the Capital Improvements Program that was prepared as part of the Mayor's FY 2006 Proposed Budget and Financial Plan (FYs 2006-2011). The Budget and Financial Plan is sent to the Council of the District of Columbia for review and adoption, and then to Congress for review and enactment through federal legislation. The Commission's review is pursuant to 40 U.S.C. § 8723 (b), which specifies that "...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.... The Commission has 30 days in which to comment on the plan but may not change or disapprove of the plan." The Commission reviewed most of the CIP at its meeting of May 5, 2005, but the HTF component was not available for review at that time.

The HTF program (dated June 6, 2005) includes transportation projects that are funded through a cost-sharing arrangement with the federal government, under a program administered by the Federal Highway Administration. The HTF program also includes projects funded through the District's Local Maintenance Trust Fund, which is funded through local fees and taxes. The HTF program includes capital expenses anticipated for the next six budget years, including near-term expenses for FY 2006 that are part of the currently proposed FY 2006 budget. The six-year HTF budget includes \$1.4 billion in expenditures. For reference purposes, the HTF also reports budget allocations from prior years for ongoing projects. The HTF includes a wide range of transportation projects, such as planning studies, maintenance and repair, beautification, safety improvements, new construction, training and education programs, signage, mapping, databases, support facilities, signals and operations, and emergency funds

The HTF projects are administered through the D.C. Department of Transportation (DDOT). The HTF program notes that DDOT "is responsible for the implementation of all capital improvements to streets, highways, and bridges (except those under the jurisdiction of the National Park Service ... and the Architect of the Capitol)."

PROJECT ANALYSIS

Most of the projects contained in the District's proposed HTF program are rehabilitation projects; or projects to address deficiencies in, or improve the safety of, existing infrastructure; to improve the aesthetics, safety, convenience, and efficiency of the transportation system; and to undertake studies

for major long-range transportation improvements. These projects do not appear to have any adverse impacts on the federal establishment, provided that the planning, construction process and detailed designs are coordinated with federal agencies that are responsible for nearby properties. As described below, many projects will serve to promote a variety of federal interests; and a large number of projects will require coordination with the Commission and the appropriate federal department or agency, to prevent or minimize any adverse impact on federal property, access of federal employees and the public to federal facilities, or other operational needs of the federal government.

Many of the HTF projects will promote broad federal interests:

- Image of the nation's capital.

A large portion of the HTF projects involve prominent locations, where the proposed improvements -- in addition to their transportation benefits -- will also enhance the overall image of the nation's capital.

Examples include improvements to major gateways -- such as New York Avenue NE, 16th Street NW, Pennsylvania Avenue SE, and the 14th Street Bridge -- as well as improvements in the vicinity of the Monumental Core. Additional enhancements to the capital's image include the investment in signage, streetscape elements, and the maintenance and planting of street trees.

- Efficiency, safety, and reliability of the transportation system.

The successful operation of the federal government is dependent on the success of the transportation system, for the movement of employees and visitors, and for emergency needs. The full range of HTF projects, ranging from bridge repairs to signal timing to workforce training, are critical to achieving this federal interest.

- Air quality.

Many projects support the reduction of transportation-related air pollution, such as by promoting bicycle and pedestrian amenities, supporting transit, and reducing congestion. These efforts are important at both the local and regional levels for improving the air quality of the nation's capital.

- Historic districts.

Several projects relate to historic districts that are listed on the National Register of Historic Places. The continued investment in these areas, with design that is appropriate to the historic settings, helps to preserve and promote their recognized federal significance. In all streetscape work in historic districts, and in the immediate vicinity of individual historic properties, appropriate standards for design and review should be followed.

Many projects in the HTF relate to areas of special federal planning interest and specific federal

properties and operations. These include:

- The Anacostia Waterfront Initiative area, and particularly the South Capitol Street corridor.
The Commission has been cooperating with the DC government in the planning of this area, and projects in this vicinity should be coordinated with the Commission to assure the continued success of these planning efforts. Examples include studies of the South Capitol Street corridor and future replacement of the Douglass Bridge, and a study of other Anacostia River crossings. Several federal agencies control property that may be affected by projects in this area, including DOAF, DOA, GSA, NPS, and DON.

- Projects involving signage.
The Commission has joined with other agencies in an effort to coordinate the many types of signage in the city, including signage for traffic, pedestrian wayfinding, identification of buildings and installations, and special national and regional attractions (such as memorials, stadiums, and the Convention Center). Signage proposed as part of the HTF should be coordinated with the Commission to assure the continued success of this multi-agency effort.

- Projects affecting federal workplaces or other federal operations.
Many projects are in the immediate vicinity of federal facilities that are in active use. Examples include the National Arboretum; the Armed Forces Retirement Home; military facilities such as Bolling Air Force Base and the Washington Navy Yard; various reservoirs operated by the Army Corps of Engineers, as well as rivers; the U.S. Capitol grounds; the Kennedy Center for the Performing Arts; Smithsonian museums; the Veterans Hospital; and headquarters for the U.S. Postal Service and the Departments of Energy and State. Additionally, some federal property is planned for future development that will generate transportation needs that should be taken into account in current planning, such as the Bureau of Alcohol, Tobacco, and Firearms and Southeast Federal Center (including the Department of Transportation headquarters).

Improvements to the transportation system will benefit these federal operations in the long run. However, DDOT should coordinate with the appropriate agencies to ensure that any construction work maintains adequate access (for vehicles, transit, and pedestrians), and avoids damage to federal property; that streetscape and landscape work is coordinated with the design plans of the federal installations; and that transportation planning takes into account the near- and long-term needs of the federal installations.

- Projects affecting federal parkland.
NPS controls many park areas throughout the District of Columbia, ranging from large areas such as Rock Creek Park to circles and small triangular parks. Many of

these are in the immediate vicinity of proposed HTF projects and studies, and have the potential to affect parkland, either inadvertently or through necessary access for construction and staging. These projects should be coordinated with NPS to assure that parkland is appropriately protected during construction and, where feasible, enhanced as a result of these projects. Signage-related projects should also be coordinated with NPS, which provides several types of signage in many parts of the District of Columbia.

The Commission's review authority may be applicable to some components of the HTF projects, and DDOT should submit these projects to the Commission at the appropriate stage of detailed siting and design work. NCPC's authority for DC government projects covers: acquisition or disposition of land or buildings; land and building development projects (including master plans, such as neighborhood and corridor studies); and alterations affecting parks or the exterior of buildings or their grounds. DDOT should consult with Commission staff to determine the submission requirements for particular projects.

PROJECT CONFORMANCE

National Environmental Policy Act

The National Environmental Policy Act is not applicable to this submission, due to the Commission's advisory role in providing comments, and the general nature of the HTF proposals.

National Historic Preservation Act

The National Historic Preservation Act is not applicable to this submission, due to the Commission's advisory role in providing comments, and the general nature of the HTF proposals.