

STAFF RECOMMENDATION

NCPC File No. 0348



DISTRICT OF COLUMBIA CAPITAL IMPROVEMENTS PLAN: HIGHWAY TRUST FUND FISCAL YEARS 2005-2010

Submitted by the Mayor of the District of Columbia

July 29, 2004

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) 2005-2010. 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 June, 2004.

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 overall image of the nation's capital.
- Improving the efficiency, safety, and reliability of the transportation system.
- Providing suitable gateways to the nation's capital.
- Providing appropriate settings for features of national interest such as museums and memorials.
- Respecting 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 with the Commission and with appropriate 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, particularly the vicinity of the National Mall.
 - Geographic information systems (GIS) for the District of Columbia.
 - 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
 Architect of the Capitol (AOC) - Capitol Grounds, including power plant
 Armed Forces Retirement Home (AFRH)
 Department of the Army (DOA) -- Corps of Engineers (rivers and reservoirs)
 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 Park Service (NPS) -- various parks throughout DC
 Department of the Navy (DON) -- Washington Navy Yard, Anacostia Annex,
 Potomac Annex, Naval Research Laboratory, Marine Barracks
 U.S. Postal Service (USPS) -- headquarters
 Smithsonian Institution (SI) -- various Mall museums
 Department of State (DOS) -- headquarters, foreign missions
 Department of Transportation (DOT) - planned headquarters (Southeast Fed. Ctr.)
 Department of Veterans Affairs (VA) - Veterans Hospital

<u>Page #</u>	<u>Project site/name</u>	<u>Coordinating Agency</u>
68	Commemorative pavers in downtown sidewalks	NCPC, NPS
87	Signage: "Welcome to Washington"	NCPC, NPS
100	Recreational trails	NCPC, NPS
107	South Capitol St. gateway study	NCPC, NPS
128	Historic lights on streets/bridges	NCPC, NPS
129	National Mall sidewalks	AOC, NCPC, NPS, SI
132	Modular signs on bridges	NCPC, NPS
140	Pennsylvania Ave. NW traffic mitigation	NCPC, NPS
144	Anacostia Waterfront Initiative -- NEPA	GSA, NCPC, NPS, DON, USDA
145, 177	South Capitol St. - studies for bridge and tunnel at Anacostia River	DOA, NCPC, NPS, DON
147	St. Elizabeths Hospital access study	GSA, NCPC
148, 595, 598	Anacostia River trail	DOA, GSA, NCPC, NPS, DON, USDA
149	Southeast Federal Center access	GSA, NCPC, DOT
162	"Amber Alert" signage	NCPC, NPS
203, 255	South Capitol Street -- bridge repairs	DOA, NCPC, NPS, DON
220	Mall tunnels -- 9th and 12th Streets	NCPC, NPS, SI
231	South Capitol St. ramps at SE/SW Freeway	AOC, NCPC
259	Wilson Bridge	NCPC, NPS
260	Anacostia waterfront -- transportation study	GSA, NCPC, NPS, DON
278, 531	Anacostia River crossings -- study	NCPC, NPS
279	L'Enfant Plaza and Banneker Circle (including future Banneker Memorial)	GSA, NCPC, NPS, USPS
337, 338	Wayfinding signage	NCPC, NPS
480	Judiciary Square study	NCPC, NPS
497	Light rail corridors -- feasibility studies	NCPC
501	M Street SE -- streetscape improvements	GSA, DON, NCPC
532	Tour bus facility -- feasibility analysis	NCPC, NPS
542	Kennedy Center -- access improvement	KC, NCPC, NPS
543 to 547, 552, 555 to 558	Geographic Information Systems	NCPC
553	Historic Heritage Trail, with signage	NCPC, NPS

584 K Street Transit-Way 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>
10, 12	Penn. Ave. SE streetscape	NPS
14	Relocation of Material Testing Laboratory from MacMillan Reservoir area	DOA
16, 18	Relocation of DPW facilities from 3300 Water Street	NPS
55	Elm Tree protection (city-wide)	NPS
64	Little Falls Rd. reconstruction (at Dalecarlia Reservoir)	DOA
82	L'Enfant Plaza lighting	GSA, NPS, USPS
98	Oxon Run Park trail improvements	NPS
99	Rock Creek Park trail improvements	NPS
115	Kingman Island trail	DOA, NPS
123	Canal Road	NPS
125	Military Road - median barrier/lights	NPS
126	Watts Branch Trail	NPS
137	Barney Circle archaeology report	NPS
172	K St. NW -- 21st to 25th Sts.	NPS
173	Southern Ave. -- bridge at Suitland Pkwy.	NPS
178	Key Bridge	NPS
179	Chain Bridge - repainting	NPS
186, 232, 250	14th Street Bridge	NPS
190, 227, 495	Theodore Roosevelt Bridge	KC, NPS, DON
193, 194	P and Q St. -- bridges over Rock Creek	NPS
195, 197, 249	New York Ave. - bridges at railroad and South Dakota Ave.	USDA
198, 199, 200, 273	C&O Canal -- pedestrian bridges in Georgetown	NPS
201	Douglas St. -- pedestrian bridge over Kenilworth Ave. (near Aquatic Garden)	NPS
205	Porter Street -- bridge over Rock Creek	NPS
207	Massachusetts Ave. -- bridge over Rock Cr.	NPS, DOS
209, 217, 224, 251, 275	11th Street -- bridge over Anacostia River	NPS, DON
210, 233	Benning Rd. -- bridge over Anacostia Riv.	NPS
212, 213	Southeast Freeway, 2nd to 7th Streets	GSA, DON
214	9th Street -- bridge over SW Freeway	NPS
215	Porter Street -- bridge over Klinger Rd.	NPS
218	M Street -- bridge over Rock Creek	NPS

219	Park Rd. -- bridge over Piney Branch Pkwy.	NPS
225, 236, 253, 274	Anacostia Freeway, south of Firth Stirling	DAF, GSA, NPS, DON
234, 267	Scott Circle -- underpass and area streets	NPS
237, 238, 239, 399	23rd St. -- D to F Streets NW	KC, NPS, DON, DOS
240	Dupont Cir. -- Connecticut Ave. underpass	NPS
242	Soldier's Home Rd. -- bridge at N. Cap. St.	AFRH
243	11th Street SW	USPS
256, 286	Thomas Cir. -- reconfiguration and repair	NPS
257, 268	Eastern Ave. -- bridge at Kenilworth Ave.	NPS
258	North Capitol Street -- bridge at Irving St.	AFRH, VA
261	S. Capitol St. -- bridge at Suitland Pkwy.	NPS
265, 285	Connecticut Ave. -- bridge over Klinge Rd.	NPS
271	16th Street -- bridge over Military Road	NPS
276	E. Capitol St. -- bridge over Anacostia Riv.	NPS
277, 288	New Hampshire Ave. -- bridge at railroad	NPS
307	16th St. NW, Rittenhouse to Whittier Sts.	NPS
367	1st Street NE, K Street to New York Ave.	NPS
374	10th Street NW -- streetscape	NPS
375	4th Street SW -- reconstruction, I to M Sts.	NPS
376	Florida Ave. NW, 9th to North Capitol Sts.	NPS
377	11th St. NW, E to L Streets	NPS
382	Broad Br. Rd., Linnaean Ave. to Beach Dr.	NPS
394, 424	16th St. NW, Alaska to Eastern Ave.	NPS
395	18th St. NW, P to S Streets	NPS
397	P Street NW, 23rd to 26th Streets	NPS
403	Reno Road, Nebraska Ave. to Military Rd.	NPS
405	Suitland Parkway, Pomeroy Rd. to DC line	NPS
425	East-West Travel Study -- Klinge Road	NPS
474	North Capitol Street -- Truxton Cir. / Q St.	NPS
502, 586	8th Street NE/SE -- streetscape	DON, NPS
594	Massachusetts Ave. SE -- bike trail	NPS

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PREVIOUS COMMISSION ACTION

At its meeting on June 3, 2004, 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 2005 Proposed Budget and Financial Plan (FYs 2005-2010). 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 June 3, 2004, but the HTF component was not available for review at that time.

The HTF program (dated June 21, 2004) 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 covers capital expenses anticipated for the next six budget years, including near-term expenses for FY 2005 that are part of the currently proposed FY 2005 budget. The HTF also reports prior budget allocations for included projects. The HTF includes a wide range of transportation projects, such as planning studies, maintenance, 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)." The HTF budget includes \$582 million in projects, a 120% increase from the approved FY 2004 program. Most of these funds are for Infrastructure Development and Maintenance.

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 within the Monumental Core, such as the roads around the National Mall.

Additional enhancements to the capital's image include the investment in signage, streetscape elements, and the maintenance and planting of street trees. 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.

- 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, visitors, and 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.

- Historic districts.

Several projects relate to historic districts that are listed as federal landmarks 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. Examples include the LeDroit Park streetscape improvements, and Cady's Alley (Georgetown). In all streetscape work in historic districts, appropriate standards for design and review should be followed.

- Geographic Information Systems.

The HTF includes projects to improve the geographic databases for the District of Columbia, as part of DC's Geographic Information System (GIS). This effort should be coordinated with NCPC to assure compatibility with federal GIS systems and efficiency of data collection.

- 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 tunnel, bridge replacement at South Capitol Street, 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.

Many projects in the HTF relate to specific federal properties and operations. These include:

- 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 U.S. Postal Service headquarters; the Department of State, as well as foreign missions whose interests are handled by the Department of State; and the Veterans Hospital. 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; Southeast Federal Center (including the Department of Transportation Headquarters); and St. Elizabeths Hospital (West Campus).

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.