

**STAFF RECOMMENDATION
REVISED**

S. Wood
NCPC File No. 1485



**FEDERAL CAPITAL IMPROVEMENTS PROGRAM
FOR THE NATIONAL CAPITAL REGION
FISCAL YEARS 2007-2012**

Report to the Office of Management and Budget

August 31, 2006

Abstract

The preparation of the *Federal Capital Improvements Program for the National Capital Region, Fiscal Years 2007-2012 (FCIP)*, has been underway since December 2005, when the National Capital Planning Commission asked federal departments and agencies to provide information on proposed projects. Staff has reviewed the submitted project information for conformity with the *Comprehensive Plan for the National Capital*, federal agency master plans, and other adopted plans and policies. At its June 8, 2006, meeting the Commission authorized circulation of the proposed program to federal departments and agencies, regional planning agencies, state and local governments, and the general public for review and comment. As a result of this referral, changes were made to the proposed FCIP that affected the status of certain projects as well as budget estimates and schedules.

The *FCIP, FYs 2007-2012*, contains 238 projects. The program contains 200 projects submitted by federal agencies totaling \$8.2 billion and 38 projects submitted by NCPC for future programming.

Commission Action Requested

Adopt the *Federal Capital Improvements Program for the National Capital Region, Fiscal Years 2007-2012* pursuant to Section 7 of the National Capital Planning Act (40 U.S.C. § 8723(a))

Executive Director's Recommendation

The Commission:

Adopt the *Federal Capital Improvements Program for the National Capital Region, Fiscal Years 2007-2012*.

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BACKGROUND

In accordance with the National Capital Planning Act and the Office of Management and Budget's (OMB) circular No. A-11, *Preparation, Submission and Execution of the Budget*, agencies are required to submit their planned capital improvement programs within the National Capital Region (NCR) to NCPC. The Commission evaluates agencies' capital projects within these programs and makes recommendations in the six-year Federal Capital Improvements Program (FCIP). OMB uses NCPC's recommendations as guidance while reaching budgetary decisions on these projects. The Commission also uses the information it receives for the FCIP to coordinate federal projects with state and local governments at the earliest possible time.

The Commission's recommendations are based on the extent proposed projects conform to general planning and development policies in the region as described in plans and programs adopted by the Commission, regional planning bodies, and local and state governments. In particular, the Commission reviews projects for their conformity with Commission-approved site and building plans, Commission-approved installation master plans, and Commission-released plans and programs. The first year of this proposed FCIP represents funding requests contained in the President's fiscal year 2007 budget (the capital budget), transmitted to the Congress in early 2006. Projects scheduled in the second to sixth year (the capital program) involve extended funding, or are new projects that will be scheduled year-by-year until they are ready for funding consideration.

The Commission's recommendations and comments within the FCIP do not represent approval or denial of proposed projects. Inclusion of projects within the FCIP are not to be construed or represented to constitute Commission review of development or project plans pursuant to Section 5 of the National Capital Planning Act, or any other applicable statute.

PROGRAM ANALYSIS

The federal government is active in constructing a number of major projects throughout the National Capital Region, and this activity is expected to continue. Because of this construction activity, many of the significant projects in previous FCIPs have had funds fully appropriated by Congress and are therefore no longer within the FCIP. Significant projects within last year's FCIP that have received full appropriations include the Department of Interior's *Stabilize Fort Washington Park*, *Rehabilitate Arlington House*, and *Repair Great Falls Visitors Center* projects.

"Recommended and Strongly Endorsed" Category

Section 4 of the National Capital Planning Act (40 U.S.C. § 8721(a)) requires that NCPC prepare and adopt a "comprehensive, consistent, and coordinated plan for the National Capital." The Comprehensive Plan is NCPC's blueprint for the long-term development of the National Capital Region and is the decision-making framework for Commission actions on plans and proposals submitted for its review.

Projects *Recommended and Strongly Endorsed* highlight capital projects that are critical to strategically advancing and implementing key Commission planning policies and initiatives, or

important federal interests within the region. A federal department or agency submits these projects to the FCIP, or they are future projects recommended by the Commission. Projects submitted by the Commission for this recommendation typically are within Commission plans including *Extending the Legacy: Planning America's Capital for the 21st Century*, the *Comprehensive Plan for the National Capital: Federal Elements*, the *National Capital Urban Design and Security Plan*, and the *Memorials and Museums Master Plan*.

Criteria for proposed projects *Recommended and Strongly Endorsed* may change based on current critical planning objectives; however, the criteria for this year's FCIP remain the same as last year's. For the proposed *FCIP, FYs 2007-2012, Recommended and Strongly Endorsed* is defined as follows:

This category includes projects submitted by federal agencies or recommended by the Commission that are critical to strategically advancing and implementing specific Commission and/or local planning policies and development initiatives; clearly defined federal interests and objectives; federal agency system plans; master plans for individual installations; or Commission-approved site and building plans. These projects are major or significant new construction projects, rehabilitation and modernization projects, or land acquisition projects that may do one or more of the following:

- Contribute to the operational efficiency and productivity of the federal government by promoting opportunities to take advantage of existing public infrastructure and/or adapting and reusing existing historic and underutilized facilities.
- Improve the security of federal workers, federal activities, and visitors to the National Capital in a manner that complements and enhances the character of an area without impeding commerce and economic vitality.
- Protect and unify the historic and symbolic infrastructure of the Monumental Core and the District. These projects include new, rehabilitated and/or modernized memorials, museums, historic parks, federal agency and department headquarters facilities, historic streets, and other infrastructure.
- Restore the quality of the Anacostia and Potomac Rivers, associated waterways, and improve public access to waterfront areas.
- Advance regional public transportation and other infrastructure that promotes the orientation of new development towards public transit and into compact land use patterns. Promote the use of non-automobile transportation alternatives including walking and biking.
- Contribute significantly to the protection of environmental and natural resources.
- Anchor or promote community development and substantially contribute to the physical and economic improvement of surrounding areas, and contribute to the protection of environmental and natural resources.

The *FCIP, FYs 2007-2012*, proposes that the Commission recommend and strongly endorse the following two **new** projects, submitted by the General Services Administration (GSA) and the Department of Transportation, Federal Highway Administration, respectively:

Southeast Federal Center Remediation: This project will allow GSA to perform environmental mitigation efforts on 44 acres to prepare for future development of this portion of the 55-acre site. The SEFC site is a 55.3-acre parcel located within the District of Columbia's southeast boundary along the Anacostia River. The site consists of two projects configured for development. The first site of 11 acres will provided a headquarters for the Department of Transportation. The second site, approximately 44 acres, is the subject of a request for proposals (RFP) for mixed-use development. This land may be privately purchased and developed via a ground lease arrangement scenario.

Streetscape Improvements at Juarez Circle: This project will provide for design and construction improvements to Juarez Circle, located at Rock Creek Parkway and New Hampshire Avenue, NW adjacent to the Kennedy Center for the Performing Arts. The improvements will provide better pedestrian and vehicular traffic safety and promote intermodal transportation access to Metro.

Thirty-eight new projects were submitted to the proposed *FCIP, FYs 2007-2012*, which are included as Attachment A in this report. In addition to these new projects, two agency submitted projects, GSA's *Food and Drug Administration Consolidation at White Oak*, and Arlington National Cemetery's *Total Cemetery Management* were included in prior FCIPs as "*Recommended*" and are now listed as "*Recommended and Strongly Endorsed*" based on additional information provided by their submitting agencies. One new Commission-submitted project, *Kennedy Center Plaza*, is also "*Recommended and Strongly Endorsed*". The Commission considers this project as critical to meeting the goals of the Legacy Plan and the *Memorials and Museums Master Plan*. This project did not receive funding last year as part of the transportation bill passed by Congress. The Commission is submitting this project for agency consideration as soon as fiscal and budgetary conditions permit.

The FCIP also includes projects occurring on federal properties but funded by non-federal sources. These projects are the Department of the Army, Armed Forces Retirement Home, *Construct Long-Term Care Building*; Department of Defense *Pentagon Memorial*; and the Smithsonian Institution *Patent Office Building Courtyard Landscaping, South Stair Reconstruction, and Perimeter Landscaping*.

PROGRAM SUMMARY

Following Commission authorization at their June 2006 meeting, the proposed *FCIP* was distributed to participating federal departments and agencies, regional planning agencies, local and state governments, and the general public for their review and comment.

The *FCIP, FYs 2007-2012* contains 238 proposed projects. 200 projects submitted by federal agencies are recommended for funding and 38 are recommended for future programming submitted by NCPC. The estimated total cost of proposed projects for fiscal years 2007-2012 is \$8,217,683,000. This does not include the 38 projects recommended for future programming by NCPC since they do not contain estimated budgets.

The number of projects, the total costs of these projects, and the allocation of the total program costs among major jurisdictions is listed in the following table (the table does not include projects recommended for future programming):

Table 1, Program Summary

	Number of Projects	Total Cost \$(000,000)	Percent of Total Program Costs
District of Columbia	86	4,607	56.1
Maryland			
Montgomery County	16	1,024	12.5
Prince George's County	42	418	5.1
Subtotal	58	1,442	17.5
Virginia			
Arlington County	31	1,110	13.5
Fairfax County	21	405	4.9
Prince William County	1	140	1.7
Subtotal	53	1,655	20.1
National Capital Region	3	514	6.3
Total Region	200	8,218	100.00

The Commission makes recommendations for projects proposed within the FCIP. The FCIP categorizes each federal capital project based on its conformity with established planning policies. The categories are: *Recommended and Strongly Endorsed*; *Recommended*; *Recommended for Program Purposes Only*; *Recommended for Deferral*; and *Not Recommended*.

Of the 200 projects recommended for funding, NCPC strongly endorses funding for 30. These projects are critical to strategically advancing and implementing significant Commission and local planning policies and key planning initiatives, as well as other important federal interests. NCPC further recommends funding for 152 projects that are considered in conformance with Commission and local plans and planning policies. NCPC further recommends for programming purposes only 18 projects where funding should be programmed, but NCPC requests that a particular planning issue of a project be further addressed prior to submission of the project for Commission review and approval.

Of the 38 projects that have been submitted by NCPC and recommended for future programming, NCPC strongly endorses 17 that are critical to strategically advancing significant Commission and local planning policies and initiatives, as well as other important federal interests. NCPC further recommends that the appropriate agencies program the remaining 21 projects into their budgets as soon as fiscal and budgetary conditions permit.

On May 10, 2005, the Secretary of Defense released his proposed Base Realignment and Closure (BRAC) recommendations for defense facilities. Upon approval by the President in September 2005, the BRAC recommendations for restructuring a significant portion of the infrastructure of the Department of Defense (DoD) officially went into effect. In accordance with the BRAC statute, DoD now has to begin closing and realigning DoD installations and facilities. The process must be completed by September 15, 2011.

The BRAC recommendations impact previously proposed and new capital improvement project proposals at many facilities within the National Capital Region. Although the final decision on the BRAC recommendations is now known, the specific impacts to facilities and particular projects may not be known for several years, and this continues to impact the specific proposals and cost estimates in this FCIP. In the proposed *FCIP, FYs 2007-2012*, a table identifies the various BRAC actions in the National Capital Region. In particular, Walter Reed Army Medical Center in Washington, DC and Fort Belvoir in Virginia are anticipated to experience substantial changes to their capital improvement program as a result of BRAC actions some of which are already identified.

PROGRAM INITIATIVES

With the passage of the Government Performance and Results Act of 1993, OMB is placing increased emphasis on linking federal agency program resources with performance. Having identified the FCIP as an important management reform initiative, OMB consults the Commission's recommendations when making capital budget decisions.

Over the last three years, NCPC initiated changes to the FCIP to reflect a new effort on the part of the Commission to improve the usefulness and effectiveness of federal programming activities in the region. In particular, the Commission worked with OMB to strengthen its requirement for

agencies to provide capital project information to the Commission in advance of making commitments for new development projects within the NCR. As a result, OMB strengthened its language within its Circular A-11, a guide to agencies for their annual submission of budget estimates, and agreed to cosign an annual letter from NCPC requesting agencies to submit their capital programs to the Commission for review.

This year, in an effort to improve agency budget submittals, federal agencies were encouraged to update previously submitted capital improvement project numbers in July. This provides up-to-date project information that more closely reflects the budget information agencies will provide to OMB in September.

Additionally, information requested by OMB relating to the funding status of projects NCPC has previously recommended and strongly endorsed are included as Appendix B. Of the 52 projects "*Recommended and Strongly Endorsed*" in last years FCIP, twenty-two received some funding in FY06 and one project, *Stabilize Fort Washington Park*, was fully funded in FY06.

PREVIOUS ACTION AND RESPONSES TO COMMENTS RECEIVED

At its June 8, 2006 meeting, the Commission authorized the circulation of the proposed *FCIP, FYs 2007-2012*, to participating federal departments and agencies, regional planning agencies, state and local governments, and the general public for review and comment. The comments that have been received are summarized below.

PROJECT INFORMATION ADDED TO FCIP PROGRAM SINCE JULY 2006

Department of Defense

The Department of Defense Pentagon Reservation Master Plan and Implementation project provided nine additional projects to the program at a total cost of \$198,254,000. These projects are located in the Arlington County, Virginia section of the program. All of these projects are *Recommended*.

- Electrical Upgrades to Reservation
- Hazardous Response Facility
- Heliport, Control Tower & Fire
- Pentagon Motor Pool
- Secure Perimeter/Pedestrian Plaza
- South Parking Road Network
- FB2--Columbia Pike Realign
- Route 27 HOV Access
- North Parking Garage

Department of the Air Force

The Andrews Air Force Base, Air Mobility Command has reviewed the FCIP and has deleted the project, for *Base Civil Engineers Complex*, for \$1,780,000 from the *FCIP, FYs 2007-2012*.

Department of the Army

Arlington National Cemetery has provided updated project cost estimates for four projects totaling \$21,435,000 for FYs 2007-2012.

The Department of the Army, Army Corp of Engineers has provided a response to previous Commission inquiries concerning flood control along the National Mall and the status of the *Washington, D.C. and Vicinity Flood Control* project, included as Attachment C. The Army Corp of Engineers may also provide an informational presentation on this topic at an upcoming Commission meeting. NCPC continues to list this project as “Recommended and Strongly Endorsed.”

Department of Homeland Security

The Department of Homeland Security has reviewed the FCIP and has no comments.

COMMENTS RECEIVED FROM LOCAL AND STATE GOVERNMENTS AND REGIONAL AGENCIES**Arlington County, Virginia**

Arlington County has reviewed the proposed *FCIP, FYs 2007-2012* and their comments are included as Attachment G. The following summarizes key points.

The County would like to urge the Commission to ensure that all federal projects comply with the County’s Chesapeake Bay Preservation Ordinance, and promote sustainable environmental standards.

The County supports the *Pentagon Renovation, Air Force Memorial*, and the *Pentagon Memorial* projects. The County also requests coordination with Fort Myer to improve traffic flow around Hatfield Gate.

Under the Land Expansion – Navy Annex project proposed by Arlington National Cemetery, the County notes that Congress has authorized a land exchange between the DOD and Arlington for a portion of the Navy Annex, to be used for an Arlington Heritage Center.

The County also suggests the Commission consider recommending a joint project with the County for the development of the North Tract for improvements to the Roaches Run Waterfowl Sanctuary and Gravelly Point.

Fairfax County, Virginia

Fairfax County has reviewed the proposed *FCIP, FY's 2007-2012* and their comments are included as Attachment D. The following summarizes key points.

The County supports the three new FCIP projects identified within Fairfax County, the *Mount Vernon Circle Parking*, the *Fort Belvoir Connector Road (Richmond Highway - Telegraph Road Connector)* and the *Rehabilitation of the Route 123 – CIA Interchange*. The County offers its full endorsement and supports these projects as identified.

The County remains concerned about the nature, location and extent of the eighteen projects at Fort Belvoir and believes that the potential impacts on the surrounding area must be carefully evaluated. The County strongly supports and endorses the NCPC comment that appears as a preface to the FCIP section on Fort Belvoir.

The County strongly supports and urges NCPC support of commitment to the completion of the Dulles Corridor Rapid Transit.

Loudon County, Virginia

Loudon County has reviewed the proposed *FCIP, FY's 2007-2012* and has no concerns or comments.

Prince George's County Planning Department

The Prince George's County Planning Department has reviewed the proposed *FCIP, FY's 2007-2012* and their comments are included as Attachment E. The following summarizes key points.

The County supports all of the investment proposed in the CIP for existing and new federal facilities including Andrews Air Force Base (AAFB), Beltsville Agricultural Research Center (BARC), National Agricultural Library, Southern Maryland Courthouse Annex, Federal Law Enforcement Training Center (FLETC), Goddard Space Flight Center, and the Smithsonian Institution Museum Support Center, which contributes to improving the quality of life in Prince George's County as well as supporting the federal mission in the region.

The County continues to recommend including funds in the CIP for completion of the Suitland Federal Center (SFC) campus.

City of Takoma Park, Maryland

The City of Takoma Park has reviewed the proposed *FCIP, FY's 2007-2012* and their comments are included as Attachment F. The following summarizes key points.

The City strongly recommends the following projects be recommended for “current programming” in the FCIP: Boundary Markers, the Inner Purple Line, and the Regional Visitor Center and Information Kiosks.

RESPONSE TO COMMENTS

NCPC will forward the comments received from local governments to the appropriate federal agencies for review. Staff will also work with the federal agencies and local jurisdictions to address the issues presented in the comments during future project review.

Attachment A

New projects submitted to the proposed *FCIP, FYs 2007-2012*

Department of the Army

Military District of Washington, Fort McNair, DC

- Joint Forces Headquarters, NCR
- Public Safety Building Expansion Building 415
- Modernize MP Barracks, Building 48

Military District of Washington, Fort Myer, Virginia

- Barracks Complex Phase II
- U.S. Army Band Facility
- Expand Physical Fitness Center.
- Modernize Horse Stables
- Modernize Inter-American Defense College
- Reconfigure Hatfield Gate

Department of Defense

Pentagon Reservation Master Plan and Implementation projects:

- Electrical Upgrades to Reservation
- Hazardous Response Facility
- Heliport, Control Tower and Fire
- Pentagon Motor Pool
- Secure Perimeter/Pedestrian Plaza
- South Parking Road Network
- FB2--Columbia Pike Realign
- Route 27 HOV Access
- North Parking Garage

Department of Interior

- Georgetown Waterfront Park Design and Construction
- Update the National Mall Master Plan project
- Provide Accessibility to Ford's Theatre

General Services Administration

- Nebraska Avenue Complex (NAC)
- Southeast Federal Center Remediation
- U.S. Coast Guard Headquarters (St. Elizabeths)
- Consumer Products Safety Commission

Department Of Homeland Security

U.S. Coast Guard

- Construct New Station Building at Bolling Air Force Base

James J. Rowley Training Center

- Loop Road Addition and Realignment
- Utilities and Infrastructure Upgrade
- Perimeter Security Upgrade

Department of the Navy

Washington Navy Yard

- Renovate Building W-111
- Build New NSM Warehouse

Smithsonian Institution

- Quadrangle/Roof Mechanical Systems

Department of Transportation

Federal Highway Administration

- Mount Vernon Circle Parking
- Fort Belvoir Connector Road
- Rehabilitate Virginia Route 123/CIA Interchange

United States Institute of Peace

- Headquarters And Public Education Center

Department of the Air Force

Air Force District of Washington, Andrews Air Force Base

- Strategic Planning and Development Facility
- Co-located Club
- Temporary Lodging Facility

Air Force District of Washington, Bolling Air Force Base

- Civil Engineering Maintenance and Readiness Facility
- Force Protection South Gate
- E-911 Communication Switch Facility
- Addition/Alteration to Child Development Center

Attachment B

<i>Projects Recommended and Strongly Endorsed In FY06</i>	<i>Received Funding FY06</i>	<i>Fully Funded in FY06</i>	<i>Project Not Funded</i>	<i>Number of Years in FCIP</i>
(PROJECTS SUBMITTED BY AGENCIES)				
DEPARTMENT OF AGRICULTURE				
U.S. National Arboretum				
1. Storm Water Management	•			1
USDA Headquarters				
2. Agriculture South Building Modernization	•			11
3. Perimeter Security	•			5
DEPARTMENT OF THE ARMY				
U.S. Army Corps of Engineers				
4. Washington, D.C. and Vicinity Flood Control Project			•	7
DEPARTMENT OF DEFENSE				
The Pentagon				
5. Air Force Memorial Site Preparation	•			3
6. Pentagon Renovation	•			18
7. Pentagon Memorial	•			3
GENERAL SERVICES ADMINISTRATION				
8. Internal Revenue Service Building Modernization				13
9. Eisenhower Executive Office Building Modernization	•			13
10. GSA, National Office Building Modernization			•	6
11. Federal Office Building 8 Modernization	•			12
12. Federal Office Building 10A Modernization	•			12
13. GSA, Regional Office Building Modernization	•			14
14. Department of State, Harry S Truman Building Modernization			•	14
15. Department of Commerce, Herbert C. Hoover Building Modernization	•			14
16. Mary E. Switzer Building Modernization			•	8
17. Department of the Interior Building Modernization	•			14
18. Lafayette Building Modernization				14
19. Wilbur J. Cohen Building Modernization			•	14
20. Department of Health and Human Services, Humphrey Building Modernization			•	6
21. New Executive Office Building Systems Replacement			•	5
22. Department of Labor, Frances Perkins Building Modernization			•	4
23. Federal Trade Commission Building Modernization			•	14
24. E. Barrett Prettyman U.S. Courthouse Modernization			•	4
25. J. Edgar Hoover Building Modernization			•	4

<i>Projects Recommended and Strongly Endorsed In FY06</i>	<i>Received Funding FY06</i>	<i>Fully Funded in FY06</i>	<i>Project Not Funded</i>	<i>Number of Years in FCIP</i>
DEPARTMENT OF THE INTERIOR				
National Park Service				
26. Structural Rehabilitation for the Executive Residence	•			3
27. Preserve and Protect Meridian Hill Park			•	2
28. Stabilize Fort Washington Park	•	•		14
SMITHSONIAN INSTITUTION				
29. Construct/Install Anti-Terrorism Protection (not mapped)	•			14
30. Restore Arts and Industries Building	•			14
31. Restore Renwick Gallery			•	4
DEPARTMENT OF STATE				
32. Security Upgrades for Harry S Truman Building	•			3
33. Blast-Resistant Windows	•			3
DEPARTMENT OF TRANSPORTATION				
Federal Highway Administration				
34. Kennedy Center Plaza Project			•	3
35. National Mall Road Improvements	•			12
<i>Recommended and Strongly Endorsed (PROJECTS SUBMITTED BY NCPC)</i>				
SMITHSONIAN INSTITUTION				
36. Patent Office Building Courtyard *	•			1
ALL DEPARTMENTS				
37. Federal Triangle and Pennsylvania Avenue Perimeter Security			•	3
38. Constitution Avenue Perimeter Security			•	3
39. Independence Avenue Perimeter Security			•	3
40. 10th Street, SW Perimeter Security			•	3
41. Maryland Avenue, SW Perimeter Security			•	3
42. West End Perimeter Security			•	3
43. Southwest Federal Center Perimeter Security			•	3
44. Downtown Perimeter Security			•	3
45. Federal Bureau of Investigation Perimeter Security			•	3
46. Mobility and Parking Impact Studies			•	3
47. Circulator	•			3
48. South Capitol Street Reconstruction			•	4
49. South Capitol Street Waterfront Park			•	1
50. New Frederick Douglass Memorial Bridge			•	2
51. Railroad Relocation Feasibility Study	•			2
52. RFK Stadium Site Redevelopment Study			•	1