

STAFF RECOMMENDATION

NCPC File No. 1485



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

May 25, 2006

Abstract

The preparation of the *Federal Capital Improvements Program for the National Capital Region, Fiscal Years 2007-2012*, 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 and has prepared the *Proposed Federal Capital Improvements Program for the National Capital Region, Fiscal Years 2007-2012* for public review and comment.

Commission Action Requested

Authorization to circulate the proposed program for a 45-day review and comment period. Adoption of 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)) is tentatively scheduled for the Thursday, September 7, 2006 Commission meeting.

Executive Director's Recommendation

The Commission:

Authorize circulation of the *Proposed Federal Capital Improvements Program for the National Capital Region, Fiscal Years 2007-2012*, for review and comment by federal departments and agencies, regional agencies, state and local governments, and interested organizations and individuals.

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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.

The draft *FCIP, FYs 2007-2012* contains 230 proposed projects. 189 projects are recommended for funding and 41 are recommended for future programming. The estimated total cost of proposed projects for fiscal years 2007-2012 is \$7,463,178,000. This does not include the 41 projects recommended for future programming since they do not contain estimated budgets.

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 a two-year window to begin closing and realigning affected DoD installations and facilities. The process must be completed by September 15, 2011. The BRAC decisions impacted previously proposed and new capital improvement project proposals at several DoD facilities within the National Capital Region, most notably Walter Reed Army Medical Center and Fort Belvoir. The specific impacts to facilities and particular projects may

not be known for several years, and this continues to impact the capital project proposals and cost estimates in this FCIP.

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	83	4,096	54.8
Maryland			
Montgomery County	16	1,024	13.7
Prince George’s County	41	374	5.0
Subtotal	57	1,398	18.7
Virginia			
Arlington County	24	910	12.2
Fairfax County	21	408	5.5
Prince William County	1	140	1.9
Subtotal	46	1,458	19.6
National Capital Region	3	513	6.9
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Total Region	189	7,463	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 Future Programming*; *Recommended for Deferral*; and *Not Recommended*.

Of the 189 projects recommended for funding, NCPC strongly endorses funding for 32. 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 139 projects that are considered in conformance with Commission and local plans and planning policies. NCPC further recommends for programming purposes only 17 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 41 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 24 projects into their budgets as soon as fiscal and budgetary conditions permit.

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. 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 and 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 *Proposed FCIP, FYs 2007-2012*, proposes that the Commission recommend and strongly endorse the following three **new** projects, submitted by the General Services Administration, the Department of Transportation, Federal Highway Administration, and Arlington National Cemetery, 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.

Total Cemetery Management: This project will provide Arlington National Cemetery with an automated Internment Scheduling System (ISS), a Geographic Information System (GIS), and an electronic data and document management system to track and manage all internment sites, utilities, and the natural objects within its 624 acres.

On August 1, 2005, the Kennedy Center announced that it was postponing plans for the Kennedy Center Plaza indefinitely, after funding for the project was not included in transportation bill passed by Congress in July 2005. This project, previously submitted by the Federal Highway Administration, is included in the *Proposed FCIP, FYs 2007-2012*, but is now submitted by NCPC as a project recommended for future programming. It remains "recommended and strongly endorsed."

Finally, other new projects submitted to the *Proposed FCIP, FYs 2007-2012*, all proposed as recommended, include the following:

- Department of the Air Force, Bolling Air Force Base: Construct Band Annex; Force Protection South Gate; E-911 Communication Switch Facility
- Military District of Washington, Fort McNair: Joint Forces Headquarters, NCR; Modernize Inter-American Defense College; Modernize MP Barracks, Building 48
- General Services Administration: Nebraska Avenue Complex; U.S. Coast Guard Station at St. Elizabeths; Consumer Products Safety Commission
- Department of Homeland Security, U.S. Coast Guard: Construct New Station Building at Bolling Air Force Base

- Department of the Interior, National Park Service: Provide Universal Accessibility and Improve Ford's Theatre National Historic Site
- Department of the Navy, Washington Navy Yard: Renovate Building W-111
- Department of the Navy, Anacostia Annex: Construct New Warehouse
- Smithsonian Institution: Replace National Air and Space Museum Electrical and Mechanical Systems
- Department of the Air Force, Andrews Air Force Base: Strategic Planning and Development Facility; Co-Located Club
- U.S. Secret Service, James J. Rowley Training Center: Loop Road Addition and Realignment; Utilities and Infrastructure Upgrades; Perimeter Security Upgrade
- Fort Myer Military Community: Barracks Complex Phase II; U.S. Army Band Facility; Expand Physical Fitness Center; Modernize Horse Stables; Pubic Safety Building Expansion, Bldg 415; Reconfigure Hatfield Gate
- Department of Transportation: Mount Vernon Circle Parking; Fort Belvoir Connector Road; Rehabilitate VA Route 123/CIA Interchange

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.

This year, NCPC staff met individually with a number of agencies submitting FCIP projects. As a result of these meetings, staff learned that our submission schedule needs to be modified to better meet the budget cycle of most agencies. Previously, staff has requested information on capital programming in December; however, most agencies are still awaiting confirmation of the FY2007 President's Capital Budget and are developing projects and budget estimates for the subsequent five years. By March, projects descriptions are relatively clear; however, the requested budget information continues to vary until budgets are submitted in August to OMB. To address this, agencies have submitted approximate budget estimates that are contained in the *Proposed FCIP, FYs 2007-2012*. NCPC will continue to work with submitting agencies through July to provide capital budget numbers that will closely reflect the actual budget information agencies will provide to OMB in September. NCPC will continue to collect and summarize the final capital budget values provided by federal agencies to OMB in late September.

OMB also expressed interest in identifying the funding status of the projects NCPC has identified as "recommended and strongly endorsed." A list of the status of projects NCPC has previously recommended and strongly endorsed in last year's *FCIP, FYs 2006-2011* are provided for tracking purposes (see attachment).

REVIEW OF RECOMMENDATION PROPOSALS

It has been the Commission's practice to circulate the proposed FCIP prior to adoption of the program. During a 45-day period, federal departments and agencies, state and local governments, and interested organizations and citizens have the opportunity to review the program and submit their comments. This practice informs affected agencies, organizations, and citizens early in the planning process about federal projects proposed within the region during the next six years. A primary objective of this review is to promote intergovernmental coordination in the region regarding projected federal land acquisition and development proposals. Such coordination helps to address concerns regarding a project at the earliest possible time, avoid delays at the time of formal review, and results in overall improvements in the regional economy.

NCPC staff addresses all comments received during this period and presents them when the *Proposed FCIP, FYs 2007-2012* is before the Commission for adoption. The *Proposed FCIP, FYs 2007-2012* is tentatively scheduled to be presented to the Commission for adoption at its meeting on Thursday, September 7, 2006.

**Funding Status of Projects Listed as Recommended and Strongly Endorsed
In Last Year's FCIP FY's 2006-2011**

<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

**Funding Status of Projects Listed as Recommended and Strongly Endorsed
In Last Years FCIP FY's 2006-2011**

<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>
25. J. Edgar Hoover Building Modernization			●	4
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

* Note: This project is receiving private funds.

**Funding Status of Projects Listed as Recommended and Strongly Endorsed
In Last Years FCIP FY's 2006-2011**

* Note: This project is receiving private funds.