



## Executive Director's Recommendation

Commission Meeting: June 7, 2012

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**PROJECT**

**Master Plan Amendment – Federal  
Emergency Management Agency  
Headquarters and Transportation  
Improvements**

Saint Elizabeths West Campus, United States  
Department of Homeland Security  
1407 Martin Luther King, Jr. Avenue, SE  
Washington, DC

**SUBMITTED BY**

United States General Services Administration

**REVIEW AUTHORITY**

Approval

per 40 U.S.C. § 8722 (b)(1) and (d)

**NCPC FILE NUMBER**

MP211

**NCPC MAP FILE NUMBER**

1.33(38.40)43566

**APPLICANT'S REQUEST**

Approval of final master plan

**PROPOSED ACTION**

Approve with comments

**ACTION ITEM TYPE**

Staff Presentation

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### PROJECT SUMMARY

The Final Master Plan for the Department of Homeland Security (DHS) Consolidation at Saint Elizabeths West Campus was approved by the Commission in January 2009. At the time GSA had analyzed 5 alternatives for development of the campus and chosen the option that would place most of the DHS employees on the West Campus and the Federal Emergency Management Agency (FEMA) Headquarters on the East Campus. In addition, GSA proposed roadway improvements for Martin Luther King, Jr. Avenue and creating an access road parallel to I-295 that would connect Firth Sterling Avenue to the north with Malcolm X Avenue and South Capitol Street, both south of the campus. This new access road will connect to I-295 via a new interchange to be built within Shepherd Parkway, a federal property under the purview of NPS. Because of this, GSA needed the Department of Transportation to undertake a review, also known as a Section 4(f) review, for the use of parkland and an historic resource for a roadway.

In the three years since the master plan was approved, GSA has conducted further analysis for relocating the FEMA Headquarters (3,100 seats) to the East Campus, on a parcel referred to as the Federal Use Parcel. It has gathered additional data concerning the District of Columbia's East Campus Development and other nearby development plans, the transportation system, historic preservation, views, and natural resources in and around the site. Using this further study, GSA has developed a better understanding of what it is proposing for the construction of 750,000 gross square feet (GSF) of development for the FEMA Headquarters and a parking garage for 775 spaces, as well as the reduction of impacts resulting from transportation improvements at Martin Luther King, Jr. Avenue, Malcolm X Avenue, South Capitol Street and the new access road and interchange through the property referred to as Shepherd Parkway.

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## KEY INFORMATION

- Phased development proposed over the next 8 years
- Completion of FHWA Section 4(f) review of Shepherd Parkway
- NEPA and Section 106 processes have concluded

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## RECOMMENDATION

**Commends** GSA and DHS for developing a well thought out, thorough master plan modification and DHS, GSA, and FHWA for working with NPS to find a solution to the site access issue through Shepherd Parkway.

**Approves** the master plan modification for the DHS Consolidation at Saint Elizabeths Master Plan: Federal Emergency Management Agency Headquarters and Transportation Improvements which includes construction of a 750,000 gross-square-foot building and a 775 space parking garage for 3,100 employees on the East Campus and widening of Martin Luther King, Jr. Avenue and constructing an access road and interchange on Shepherd Parkway, a National Park Service property, for improved connection with I-295.

**Notes** that the designs for the FEMA Headquarters building and associate parking garage, Martin Luther King, Jr. Avenue widening and new access road through Shepherd Parkway would need to be submitted to the Commission for approval.

**Finds** that GSA has met the Commission's requirement that "Shepherd Parkway be available for use," as stipulated in the 2009 approval of the 2008 Department of Homeland Security Consolidation at Saint Elizabeths Master Plan.

**Encourages** GSA and DHS to continue coordination with the District of Columbia government on the planning process for the East Campus development to ensure strong connections and a cohesive design between the Federal Use Parcel and the rest of the campus.

**Notes** GSA and DHS commitment to continue working with WMATA on a plan to provide shuttle service between the nearby Metrorail Stations and the DHS Headquarters at Saint Elizabeths Campus and identifying other transit opportunities.

**Requires** GSA and DHS to conduct employee surveys on a semi-annual basis in the first year of operation for the U.S. Coast Guard building, to understand the effectiveness of the Transportation Management Plan and to make adjustments accordingly.

**PROJECT REVIEW TIMELINE**

<b>Previous actions</b>	<p><b>January 2009</b> – Approval of final DHS Consolidated Master Plan</p> <p><b>July 2010</b> – Approval of US Coast Guard Headquarters and master plan modification.</p> <p>Various approvals of components and buildings at the West Campus</p>
<b>Remaining actions</b> (anticipated)	<p>– submittal of preliminary and final designs for FEMA building</p> <p>– submittal of preliminary and final designs for transportation improvements</p>

Prepared by Carlton Hart  
 6/1/12

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## I. PROJECT DESCRIPTION

### Site

The Saint Elizabeths West Campus is a 176-acre site on the western side of Martin Luther King, Jr. (MLK) Avenue in Southeast Washington, DC. After determining that it no longer had a need for the property, the United States Department of Health and Human Services, which had operated the Saint Elizabeths Psychiatric Hospital, declared the Saint Elizabeths West Campus as excess in January 2001. The General Services Administration (GSA) took control of the property for redevelopment in December 2004. The East Campus is owned by the District of Columbia.



Figure 1: Saint Elizabeths Campus (East and West)

This master plan amendment is a program to accommodate 3,100 seats, in 750,000 GSF and 775 parking spaces on an approximately 10-acre portion of the Saint Elizabeths East Campus that will be linked to the West Campus via a tunnel under MLK Avenue. The Saint Elizabeths East Campus is currently being planned by the District of Columbia for a mixed-use, phased development. In addition, roadway improvements for MLK Avenue and a new road and

interchange through the existing Shepherd Parkway connecting the West Campus to Malcolm X Avenue and South Capitol Street are also being proposed.

The entire Saint Elizabeths Campus is a National Historic Landmark (NHL). The 2008 Master Plan for the Consolidated Headquarters of DHS (2008 DHS Master Plan) establishes the framework for a total development of 4.5 million gross square feet (GSF) on both the West and East Campuses, including administrative and operations space, and shared uses such as a cafeteria, child care center and other uses.

### **Background**

Since the completion of the 2008 DHS Master Plan, design and construction has taken place on the West Campus, primarily in relation to the new headquarters for the U.S. Coast Guard. These developments and others related to the implementation of the West Campus Master Plan, documented in Memoranda of Agreements (MOA) and design submissions, have been taken into account for the Amended Master Plan for the consolidated DHS Campus. Also taken into account has been the on-going master planning of the East Campus by the District of Columbia. The Preferred Concept for the Federal Use Parcel of the East Campus is shown with the existing context of the West Campus and with DC's Master Plan for the East Campus, which is current as of December 2011.

The East Campus land is unzoned as it is former Federal property; however, portions of it have been designated as Planned Unit Developments (PUDs) by DC's Zoning Commission. Currently there are four PUDs on the East Campus: the Veterans Shelter, Water Tower, Saint Elizabeths Psychiatric Hospital, and the North PUD. Land use planning on the Saint Elizabeths East Campus is guided by the District of Columbia Elements of the Comprehensive Plan, which is refined by more detailed small area planning done for Saint Elizabeths, specifically the ongoing work on DC's Saint

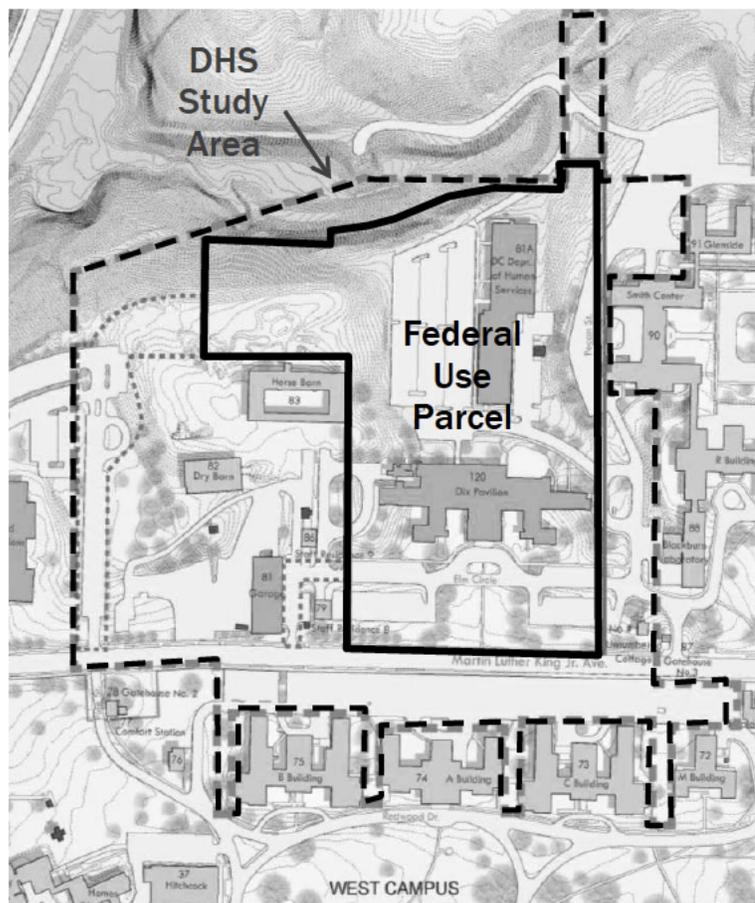


Figure 2: Federal Use Parcel

Elizabeths East Campus Master Plan. Future land uses on the Saint Elizabeths East Campus, according to the *District Elements of the Comprehensive Plan*, will be for local public facilities and mixed use. The East Campus Master Plan, see Figures 3 and 4, being developed by the District of Columbia is consistent with this, adding greater specificity to the land uses and their locations.

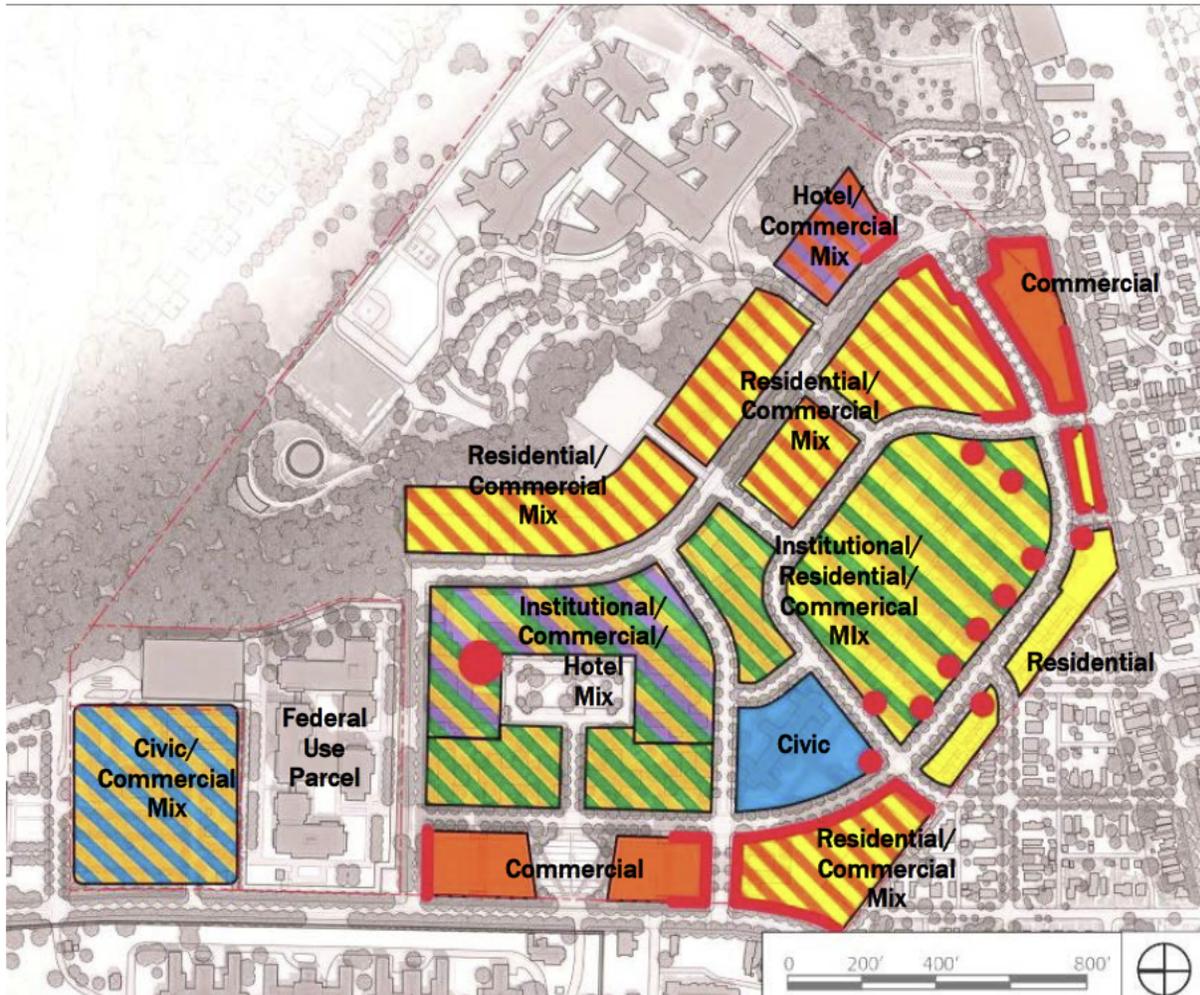


Figure 3: Saint Elizabeths East Campus Proposed Land Use Plan

GSA employed a tiered approach in the development of the 2008 DHS Master Plan. As a result, this document focuses in detail on the Master Plan for a Federal Use Parcel within a DHS Study Area in the northern portion of the East Campus and augments and amends the 2008 DHS Master Plan, which included land on both the East and West Campuses. It also addresses local transportation improvements within Transportation Study Areas which were identified during planning for those transportation improvements required by the DHS consolidation at Saint Elizabeths, and it proposes regional transit connections within an updated Transportation Management Plan (TMP). In order to provide operational efficiency and functionality for DHS, the two sides of the Campus will be connected by one or more tunnels to be located under MLK

Avenue, which will be within the unified Campus' secure perimeter and will allow convenient pedestrian movement between DHS's East and West Campuses.

This Master Plan Amendment is the result of a planning process that takes into consideration numerous site conditions, issues and constraints, as well as program and security requirements. The plan for the Federal Use Parcel of the East Campus addresses the location of major areas of new development and parking, respect for existing historic buildings, transportation access to and from the Parcel, pedestrian and vehicular circulation within the DHS Study Area of the East Campus, environmental issues including stormwater management, and infrastructure improvements required to support development.



Figure 4: Saint Elizabeths East Campus Development Proposal (December 2011)

### Previous NCPC Approvals

Since January 2009 when the master plan was approved, the Commission has reviewed and approved a number of projects at Saint Elizabeths West Campus. This list identifies the projects that Commission has approved and GSA has begun constructing on the campus. In an effort to save space in this report, only the major projects will be identified here, namely: the U.S. Coast Guard Headquarters and associated parking garage, the northern portion of the West Campus Access Road, the adaptive reuse of a number of existing structures, and installation utility upgrades. These projects are all part of the first phase of this multi-phased, multi-year endeavor.



Figure 5: Saint Elizabeths West Campus – NCPC Approved Design Modifications

## **Proposal**

GSA has submitted an amendment to the 2008 DHS Master Plan that analyses in greater detail the relocation of the Federal Emergency Management Agency (FEMA) Headquarters to the East Campus which was identified in that master plan and the transportation improvements associated with the development of both the Saint Elizabeths East and West Campuses. The following is a description of the modifications to and further analysis for the 2008 DHS Master Plan.

### ***Federal Use Parcel***

The proposed Federal Use Parcel is bounded by a reconstructed and realigned Pecan Street on the south, a widened and improved MLK Jr. Avenue on the west, a northern boundary that lies south and east of the existing Horse Barn and other historic structures to the north, and an irregular line in the undeveloped area to the east, adjacent to the Stickfoot Branch ravine. The DHS program for the East Campus is accommodated within this Federal Use Parcel, which will be connected to the West Campus of DHS by the underground Campus Connector proposed below MLK Jr. Avenue.



*Figure 6: Rendering of Proposed Saint Elizabeths Campus Development – Bird's Eye View*

While this parcel was identified in the 2008 DHS Master Plan, the building massing, height and bulk had not been fully determined. GSA is proposing that the Federal Use Parcel on the East Campus of Saint Elizabeths house FEMA, which will accommodate 3,100 seats in 750,000 GSF of operational and support spaces. In addition, GSA is proposing to construct a five-level structured parking garage containing 775 spaces in 270,000 GSF. The total amount of

development for the Federal Use Parcel is 1.02 million GSF. As part of this process GSA has evaluated several alternative layout and the associated impacts.

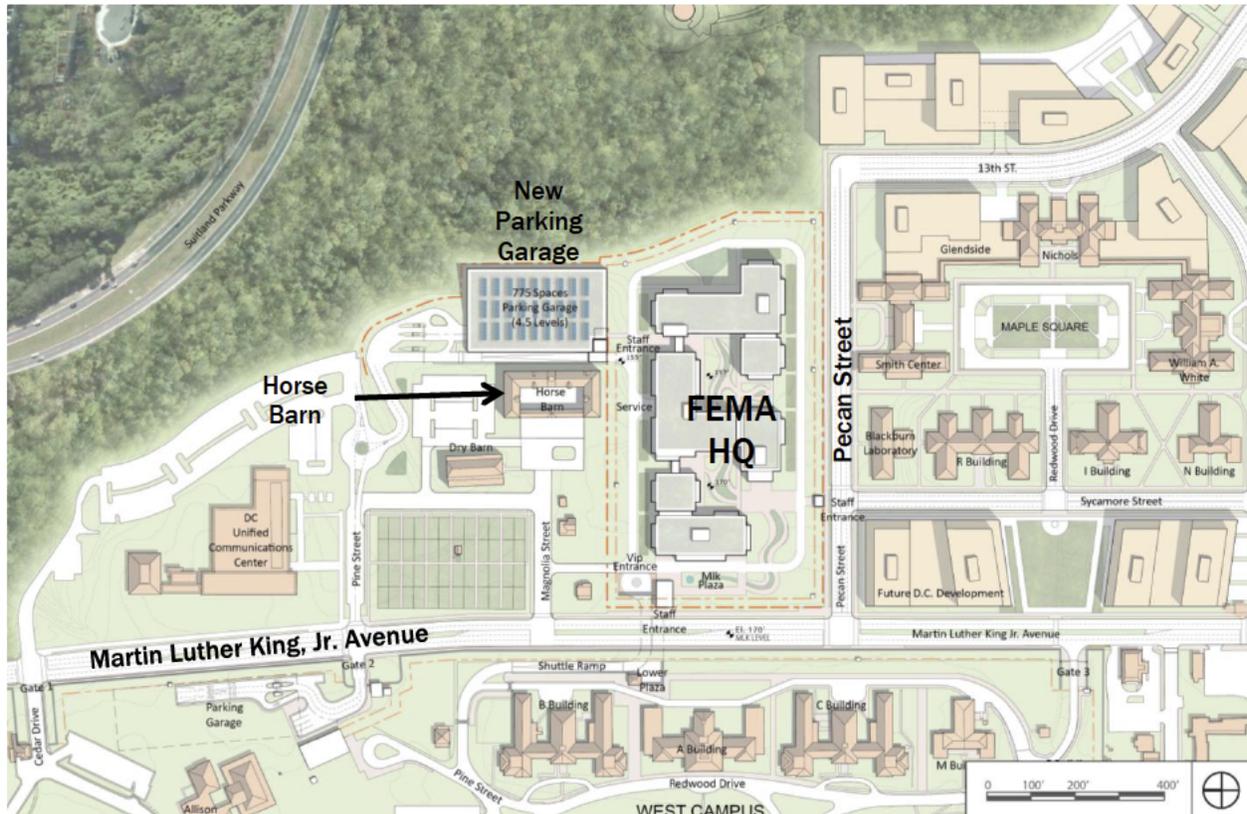


Figure 7: FEMA Headquarters Site Layout

GSA states that the facilities proposed for FEMA are comprised of an office building located north of realigned Pecan Street and south of the historic Horse Barn, and a parking building located to the east of the Horse Barn. It also notes that this 2012 Master Plan design “reflects” the organization of the buildings on the East Campus, which are configured around outdoor landscaped courts in a campus-like environment. GSA states that the heights and massing of the proposed FEMA Building wings are modulated to relate to the scale of the adjacent historic structures, to take advantage of the natural topography of the site, and make a strong presence for DHS along MLK Avenue.

The building wing closest to MLK Avenue, on the westernmost side of the Federal Use Parcel, will be the lowest building at four floors. Building heights for each of the wings will increase the farther they are from MLK Avenue, with the buildings stepping from 4 stories to 7 stories to 9 stories for the easternmost wing of the building. GSA has provided site sections to understand more fully the relationship between the FEMA building and the other buildings either planned for the future or currently existing on the East Campus. These sections are shown below:

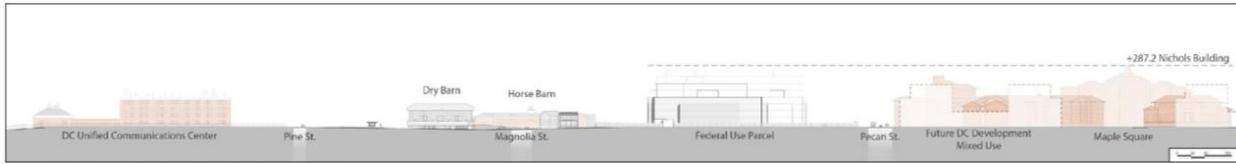


Figure 6.15 – Elevation Study 1 – View East Along MLK Avenue

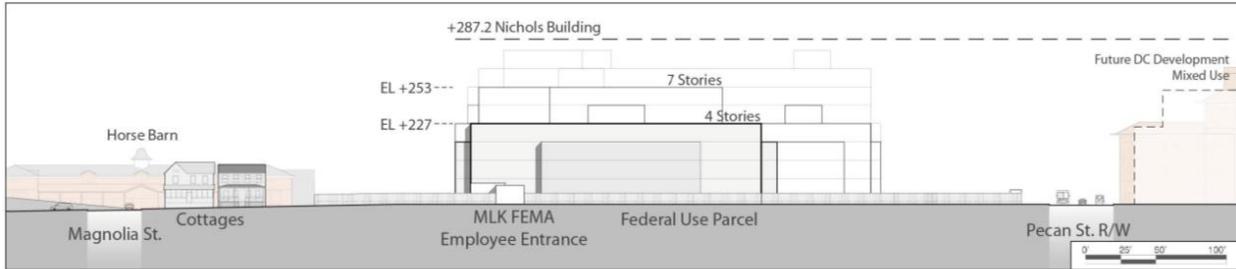


Figure 6.16 – Elevation Study 2 – View East Along MLK Avenue

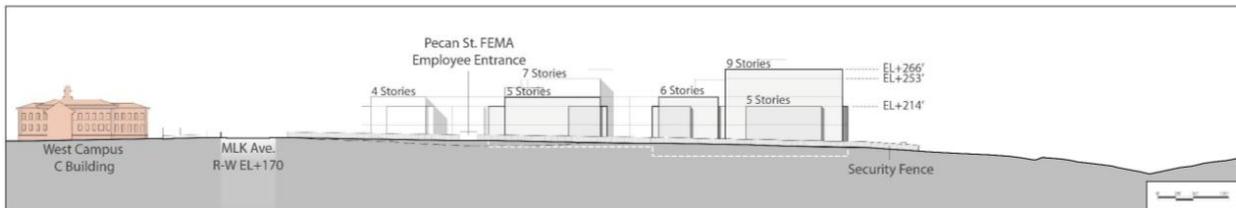


Figure 6.17 – Elevation Study 3 – View North Along Pecan Street



Figure 8: Site Sections

The proposed five-level FEMA parking garage will be located to the east of the historic Horse Barn and, by taking advantage of the change in topography, rises approximately twenty feet above existing grade on the west, adjacent to the Horse Barn. Access to the garage and for truck service for the FEMA Headquarters building will be from Pine Street, across MLK Avenue from Gate 2 of the West Campus. The garage will not be within the security perimeter of the campus.

Generally speaking, the FEMA Headquarters site will be accessible to pedestrians only. The exception is for VIPs who will be able to drive on the campus. The FEMA building will be secured with a double fence similar in configuration to the security perimeter around the West Campus. There will be a pedestrian gate on the southern side of the site for access from the East Campus development to the south, as well as from the buses/shuttles stop planned along Pecan Street. Finally, pedestrians will be able to access the site from the West Campus via a tunnel under MLK Avenue.

*Landscape Framework Plan*

GSA is proposing a landscape framework plan for the Federal Use Parcel is based on the concept of transition from the adjacent historic context of the East Campus to the interior courtyards of the new FEMA facility. The perimeter landscape is a security buffer that is intended to be complementary to the historic landscape context to the south and west of the parcel and begin this transition. The interior courtyards are secure environments serving dual roles as pedestrian amenities and stormwater rain gardens. GSA is also including green roofs for the buildings and a photovoltaic array on the top level of the proposed parking garage.

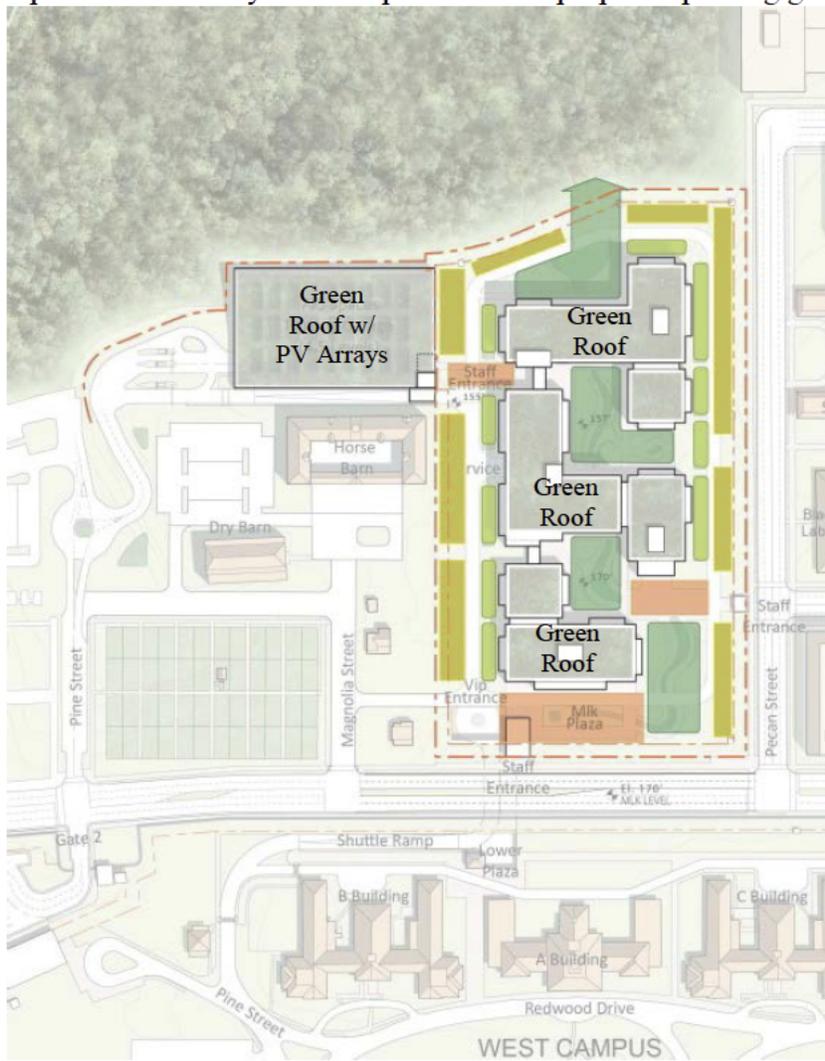


Figure 9: Landscape Framework Plan - FEMA Headquarters

GSA states that the perimeter landscapes and interior courtyards are integrated environments that are tied together by the thread of stormwater management. The proposed landscape framework plan submitted by GSA closely follows the existing topography and is designed to move the stormwater through the site from the west to the east riparian habitat along Suitland Parkway. The preservation and enhancement of water quality is an essential component of the stormwater management design. Best management practices (BMPs) will be used to capture and reuse as much stormwater as possible through low impact development (LID) techniques, employing sustainable technology. These BMPs will be applied throughout the site,

treating run-off close to its source, helping to mimic pre-developed conditions, and protecting the sensitive waters of the District of Columbia. These stormwater management designs for the Federal Use Parcel comply with the proposed amendments to the DC Stormwater Guidebook, as set forth by the Director of the District Department of the Environment (DDOE), and the Federal Stormwater Management Requirements, as set forth by the Environmental Protection Agency (EPA) and the Energy Independence and Security Act (EISA), Section 438.

*Site Circulation*

GSA notes that the only vehicles allowed to drive on campus will be service vehicles bringing supplies, VIPs arriving at the site and emergency vehicles. No other vehicles will be allowed on the Federal Use Parcel. A bus/shuttle stop that will service buses connecting the Congress Heights Metrorail Station with the FEMA Headquarters is proposed along the realigned Pecan Street, and this will operate outside the security perimeter.

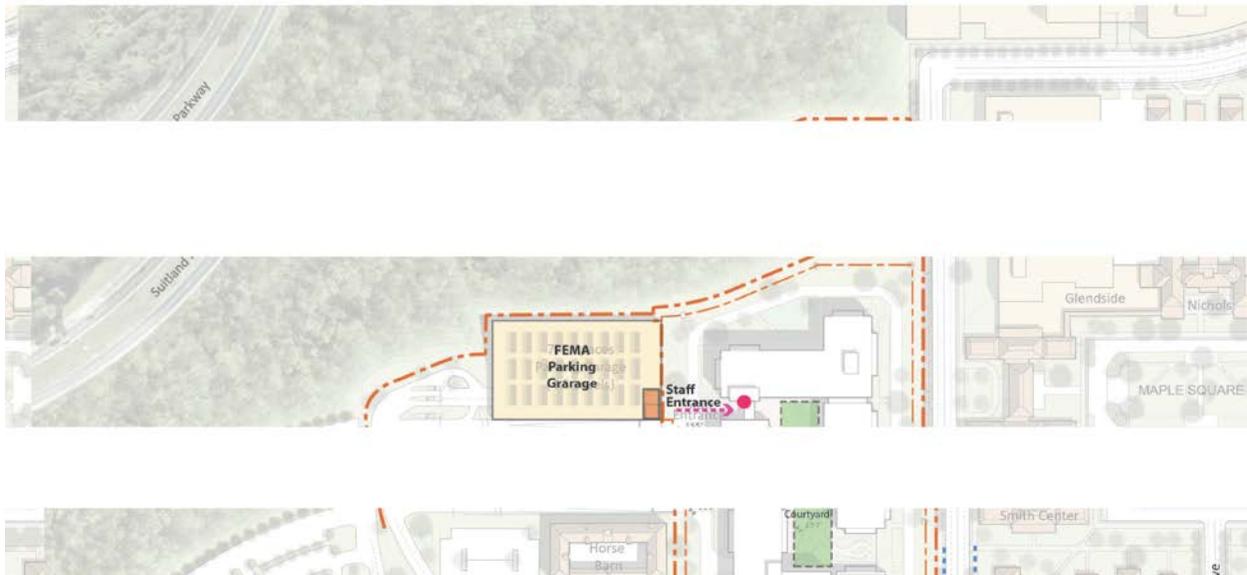


Figure 10: Pedestrian Movement – FEMA Headquarters

### **Transportation Improvements**

As part of the master plan modification and transportation planning process, District of Columbia Department of Transportation (DDOT), the Federal Highway Administration (FHWA), the Department of Homeland Security (DHS) and GSA collaborated on a transportation study that further evaluates transportation impacts from the DHS consolidation at Saint Elizabeths and other nearby area existing and proposed developments. These developments include but not limited to the District of Columbia's Saint Elizabeths East Campus Development, Poplar Point, Barry Farm, and Joint Base Anacostia-Bolling. GSA has put forward for evaluation several potential transportation and transit alternatives to support DHS, in addition to the planned growth in the area. GSA identified potential transportation alternatives for detailed analysis in this Master Plan Amendment EIS.

There are two main areas for transportation improvements associated with the 2008 DHS Master Plan and which are included in this master plan amendment: the widening of MLK, Jr. Avenue and the construction of a west campus access road which will improve the existing intersection with I-295 and connect Malcolm X Avenue, South Capitol Street and Firth Sterling Avenue using a portion of Shepherd Parkway, a National Park Service property.

Figure 11 shows generally what was being proposed in the 2008 DHS Master Plan. MLK Avenue improvements were only extending to the entrance to the Federal Use Parcel and the Malcolm X Avenue interchange with I-295 was configured differently that what is now proposed.



Figure 11: 2008 DHS Master Plan Transportation Improvements Overview

*MLK, Jr. Avenue Improvements*

GSA is proposing to widen MLK Avenue in order to accomplish two goals: providing a safe turning alternative into both campuses and providing a safe pedestrian experience along the East Campus side of the street at the direction of the District of Columbia. Because of the existing historic wall on the Saint Elizabeths West Campus, the proposed widening would have to occur on the East Campus portion and GSA will continue to work with DDOT in determining the exact alignment of the roadway.



Figure 12: MLK, Jr. Avenue Improvements

The roadway section below, Figure 10, is a typical configuration of this proposed roadway with two eastbound and westbound through lanes (each 11 feet wide), one alternating turn lane (also 11 feet wide), an 8-foot sidewalk on the West Campus side of the road and a 16-foot sidewalk on the East Campus side of the road. There is another option evaluated in the FEIS that would

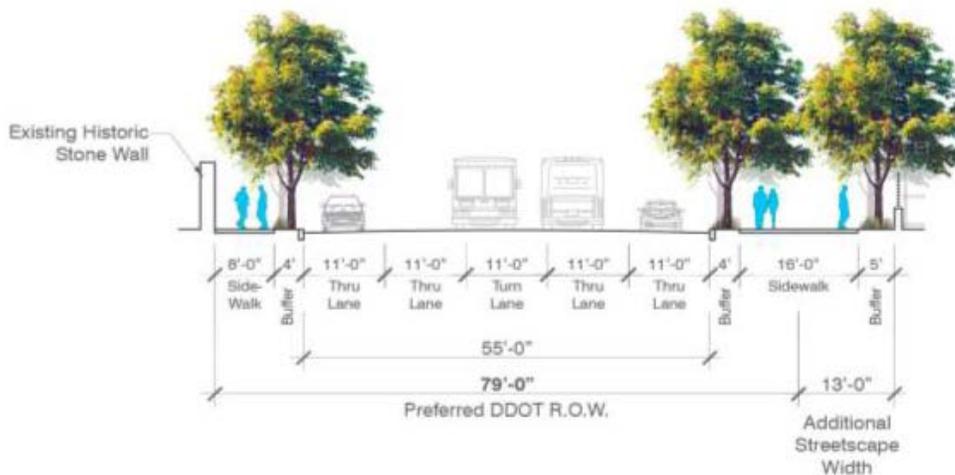


Figure 13: MLK, Jr. Avenue – Street Section

*Shepherd Parkway/West Campus Access Road Improvements*

GSA is proposing to add an access road paralleling I-295 that would utilize part of the existing Shepherd Parkway, federal property under the purview of NPS, in order to accommodate access to the consolidated DHS Headquarters at Saint Elizabeths. This roadway would necessitate modifications to the Malcolm X/I-295 interchange, a connection to Firth Sterling Avenue as well as the access ramps connecting South Capitol Street to I-295.

- Interchange modifications at I-295 interchange with Malcolm X Avenue – these improvements would provide direct ramps to the proposed West Campus Access Road and would help separate local traffic from traffic associated with the DHS Headquarters. The interchange modifications would also eliminate existing unsafe weaving conditions on I-295 and reduce the number of merge points onto I-295 northbound.
- West Campus Access Road – this three-lane road would run parallel to I-295 to its East between the Malcolm X Avenue interchange and Firth Sterling Avenue. This new road would connect to the proposed access modifications at Malcolm X Avenue and provide access to the West Campus portion of the DHS Headquarters consolidation.
- Firth Sterling Avenue / West Campus Access Road Intersection Improvements – these improvements will connect the West Campus Access Road with existing Firth Sterling Avenue and provide improvements and modifications to Firth Sterling Avenue and its side streets.

The West Campus Access Road from the Saint Elizabeths West Campus north to and including its intersection with Firth Sterling has been submitted and approved by the Commission at its November 2011 and March 2012 meetings. The portion of this new access road that has not been approved by the Commission is identified in Figures 14 and 15.



Figure 14: Shepherd Parkway – Proposed Access Road and Intersection Improvements

The alterations to the I-295 interchange with Malcolm X Avenue is shown in more detail in Figure 12. The west campus access road changes are follows:

- A new northbound off-ramp connecting I-295 to the West Access Road, with a slip-ramp connection from South Capitol Street to a collector-distributor road. The collector distributor road along the east side of I-295 will connect to new ramps to/from I-295 southbound (SB) and Malcolm X Avenue with an at-grade signalized intersection, while a flyover ramp will provide a direction connection to the West Access Road.
- The I-295/Malcolm X Avenue interchange is modified by replacing the northbound off-ramp with a ramp to a collector-distributor road with connections to Malcolm X Avenue westbound and West Access Road. New southbound on- and off-ramp connections will meet at a signalized intersection on the elevated ramp, where northbound traffic will continue to Malcolm X Avenue at grade or to the West Access Road flyover. The existing loop on-ramp that provides access to I-295 NB from Malcolm X Avenue eastbound will be redesigned, and will join I-295 NB as an add-lane. While the I-295 NB on-ramp from Malcolm X Avenue westbound and West Access Road will be a merge configuration, the I-295 NB on-ramp from South Capitol Street will be changed from the existing add-lane configuration to a merge configuration.

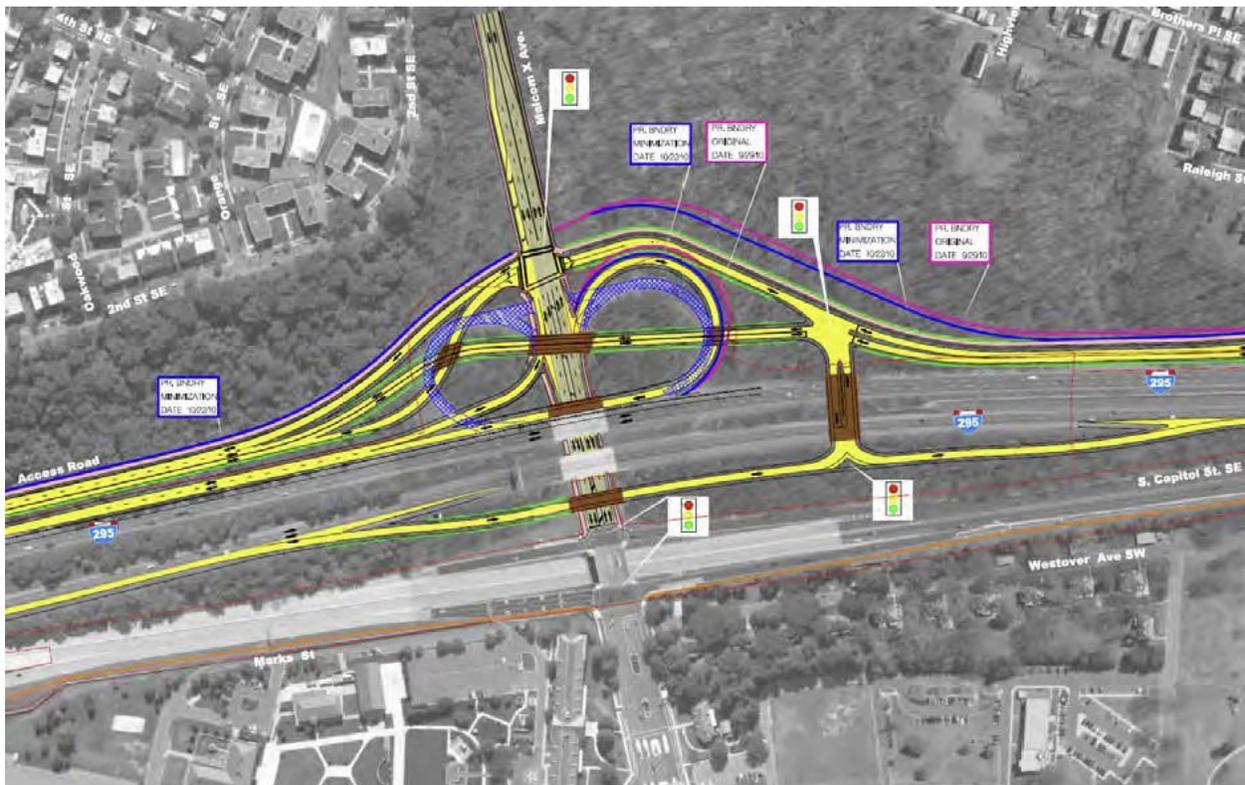


Figure 15: Shepherd Parkway – Detail of Malcolm X Avenue and Access Road Intersection

- Access between I-295 and South Capitol Street is modified by a new off-ramp on I-295 NB south of South Capitol Street (south end; two lanes bridging over South Capitol Street), which merges with a new slip ramp from existing South Capitol Street to the I-295 NB on-ramp and continues as the West Access Road. Also, a new connection from South Capitol Street (south end) to new I-295 NB off-ramp to the West Access Road. Bicycle accommodation (as outlined in the South Capitol Street improvements) includes a bike lane on South Capitol Street in both directions from Suitland Parkway to South Capitol Street (south end).
- The South Capitol Street/Malcolm X Avenue interchange will be improved to accommodate an exclusive westbound left-turn lane.
- A new north-south three-lane arterial called the West Access Road, which would provide vehicle and pedestrian connections between Gate 4 and Malcolm X Avenue. The West Access Road will include two lanes inbound and one lane outbound between the West Campus and the surrounding street network.

The descriptions above are for master planning purposes, and are provided only to identify a preferred general alignment. The actual design of this roadway will be refined and submitted for Commission approval in the future.

#### ***Transportation Management Plan***

This Master Plan should follow the prescribed parking ratios contained in the NCPC *Comprehensive Plan for the National Capital*. The goal of the parking ratios is to reduce the overall traffic in the region, and thereby improve air quality. This is accomplished by limiting the number of parking spaces that will be available for federal employee vehicles at federal installations. In order to understand the parking needs and determine the parking ratio, each federal agency needs to analyze employee commuting patterns and transportation networks and develop a plan. The Master Plan Amendment Transportation Management Program (TMP) is the result of this analysis.

This TMP is to recommend and implement Transportation Demand Management (TDM) strategies that effectively allow DHS to meet the planned employee parking ratios. As part of the TMP process, DHS employees were surveyed to describe their current travel patterns and “expected” travel mode to the new Saint Elizabeths Campus. The data were used to develop the mode share goals required to meet the NCPC parking ratios. Some of the alternative transportation options such as direct commuter/express bus service and alternative work schedule programs, may not be fully developed in time for the first occupancy phase was recognized.

GSA states that DHS will use various TDM measures to reduce trips by DHS employees and visitors. DHS is committed to strategies that promote the use of public transportation and will continue to work with transit and transportation agencies to identify and implement additional modal opportunities. Proposed strategies take an incentive-based approach without introducing punitive measures. The proposed measures will expand and strengthen the existing programs offered by the GSA and District of Columbia and introduce new programs not currently offered. While these measures can stand alone, they make a more significant impact when used together to create a package of options for those travelling to and from the campus. DHS will work to

implement the following measures/strategies and attempt to identify external funding to address anticipated need:

- ETC
- Commuter coordination
- Web-based transportation services information system
- Federal transit–Metrorail subsidies management
- Coordination of route planning with commuter transit agencies
- Internal and external agency shuttles
- Vanpooling/carpool incentives
- Modified employee parking policy
- Bicycle storage/racks
- Bicycle-rider and walker media
- Alternative work schedule (AWS) policy
- Telework policy
- Flex-time policy
- Programs: Incentives and reward, employee health and safety, community partners

As was identified in the 2008 DHS Master Plan, GSA is proposing a parking ratio of 1 parking space for every 4 employees for the FEMA Headquarters as well as the West Campus installation and a modal split as show in the table below:

2012 Employee Mode Share (Percent)

Mode	Transition	Full Build
SOV	15	15
Carpool with non-DHS (arrive SOV)	4	4
Carpool/vanpool (HOV)	18	18
Drop off/kiss-and-ride	1	1
Commuter/express bus	2	8
Shuttle from Metrorail station	45	30
Metrobus	4	6
Walk from home or Metrorail station	2	5
Bicycle	1	1
Motorcycle	1	1
Work from home/telework	5	9
Did not work (vacation/sick)	2	2
<b>Total</b>	<b>100</b>	<b>100</b>

SOV, single-occupant vehicle; HOV, high-occupancy vehicle.

Mode share goals were established for two possible occupancy scenarios: transition phase (partial to complete occupancy with only priority transportation demand management services)

and full build (any level of occupancy with access to the full range of proposed transportation demand management services). The above table summarizes the travel mode shares required to reach prescribed parking ratios for both conditions. These mode share goals will be one of the means by which the TMP can be evaluated for effectiveness and success.

The TMP states that DHS is committed to monitoring and anticipates conducting a statistically valid employee survey within six months of reaching the full 14,000 employee population upon completion of full build-out and then every two years thereafter. It also states that since the full build-out completion date is unclear, DHS will conduct employee surveys as necessary, possibly after each phase is completed. In addition, DHS has also committed to random vehicle counts, shuttle use capacity surveys, transit use surveys and neighborhood parking counts. Finally, DHS will conduct an annual TMP status review for senior management following each phase and a bi-annual TMP review to be used in developing an action plan if the parking ratios are not being met.

### Master Plan Phasing

GSA states that the full build-out of the DHS Consolidated Campus at St Elizabeths is anticipated to occur in three phases over eight years.



Figure 16: DHS Master Plan Phasing Plan(2012)

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*Phase 1* - Consists of construction on the West Campus, West Campus Access Road and Firth Sterling as shown in the Phasing Plan. The primary components of this phase are the Coast Guard Headquarters, part of the DHS Operations Center (DOC), a parking structure, renovation of several existing buildings, and part of the security perimeter. Construction of these elements has begun and this phase is expected to be completed and occupancy of the building by the end of 2013.

*Phase 2* - Construction on the West Campus consists of the Center Building, the remainder of the DOC, rehabilitation of most of the historic buildings, additional perimeter security work, parking structures, and the Malcolm X/I-295 Interchange and MLK Jr. Avenue street improvements. The Federal Use Parcel of the East Campus will be developed during Phase 2. The Federal Use Parcel will be constructed in one phase.

*Phase 3* - The primary components of Phase 3 on the West Campus consist of additional security perimeter work, a warehouse and delivery screening facility, landscape work, and an addition to the cogeneration facility. Each of these phases includes demolition work as well as new utility infrastructure.

## II. PROJECT ANALYSIS/CONFORMANCE

### Executive Summary

Staff has participated in the Saint Elizabeths Master Planning process for several years and the Commission has reviewed a number of projects since both the 2008 DHS Master Plan and the 2010 master plan modification for the U.S. Coast Guard building were approved. This master plan amendment submittal is the culmination of years of coordination and discussion lead by GSA as part of the Consulting Party meetings stipulated in the 2008 Programmatic Agreement and National Environmental Policy Act requirement. Staff would like to **commend GSA and DHS for developing a well thought out, thorough master plan modification and DHS, GSA, and FHWA for working with NPS to find a solution to the site access issue through Shepherd Parkway.** The meetings over the past few years have been difficult at times, but the overall master plan has improved as a result of these discussions. While the master plan establishes the framework for the future development, staff **notes that the designs for the FEMA Headquarters building and associate parking garage, MLK, Jr. Avenue widening and new access road through Shepherd Parkway would need to be submitted to the Commission for approval.**

Important issues analyzed by GSA as part of the 2012 Final Environmental Impact Statement (FEIS) process include but are not limited to viewsheds, transportation, environmental, historic resource and other impacts associated with the new FEMA Headquarters, the use of Shepherd Parkway for a new access road an interchange as well as widening MLK, Jr. Avenue. Staff finds that the of the concerns raised during this process have been addressed and therefore recommend that the Commission **approve the master plan modification for the DHS Consolidation at Saint Elizabeths Master Plan: Federal Emergency Management Agency Headquarters and Transportation Improvements which includes construction of a 750,000 gross-square-foot building and a 775 space parking garage for 3,100 employees on the East Campus and widening of Martin Luther King, Jr. Avenue and constructing an access road and interchange on Shepherd Parkway, a National Park Service property, for improved connection with I-295.**

### Analysis

#### *East Campus Development*

The Saint Elizabeths East Campus is currently owned and operated by the District of Columbia. East Campus land is unzoned as it is a former Federal property; however, portions of it have been designated as Planned Unit Developments (PUDs) by DC's Zoning Commission. Currently there are four PUDs on the East Campus: the Veterans Shelter, Water Tower, Saint Elizabeths Psychiatric Hospital, and the North PUD. Land use planning on the Saint Elizabeths East Campus is guided by the District of Columbia Elements of the Comprehensive Plan, which is refined by more detailed small area planning done for Saint Elizabeths, specifically the ongoing work on DC's Saint Elizabeths East Campus Master Plan. Although the East Campus is currently unzoned, future land uses on the Saint Elizabeths East Campus, according to the Comprehensive Plan, will be for local public facilities and mixed use. The East Campus Master Plan being

developed by DC is consistent with this, adding greater specificity to the land uses and their locations.

DC recently completed a new replacement psychiatric hospital in the southeastern corner of the East Campus, within the Saint Elizabeths Psychiatric Hospital PUD. The District of Columbia's Unified Communications Center (UCC) opened in 2006 on the northern portion of the East Campus, within the North PUD. It receives and processes calls to 911 and DC's customer service line, 311. During major emergencies the center becomes DC's Emergency Operations Center (Mayor's Command Center) and provides a central location for multiple agencies to address a wide variety of situations.

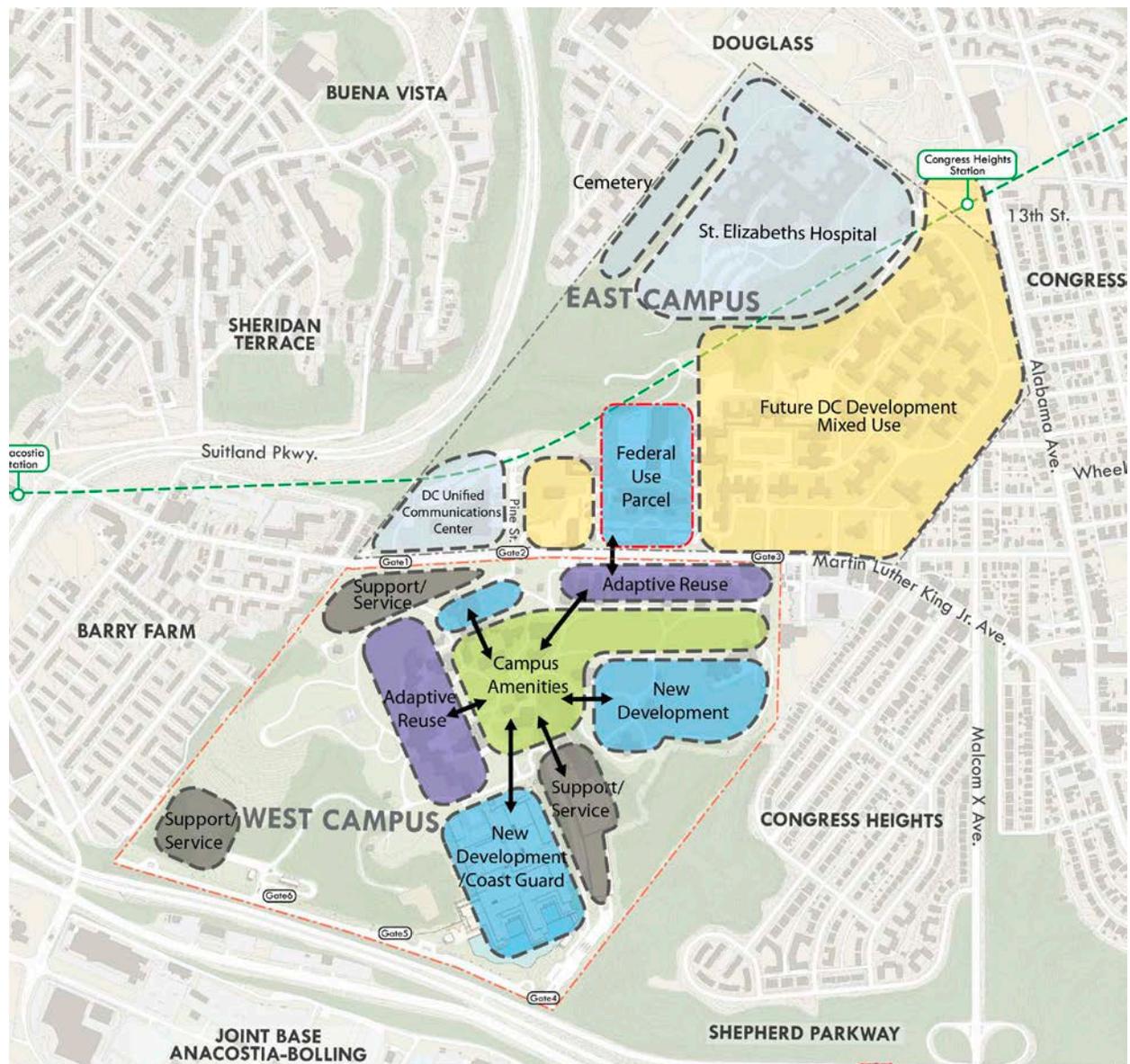


Figure 17: Functional Relationships Diagram – East and West Campuses

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Due to this planning effort currently underway, staff **encourages GSA and DHS to continue coordination with the District of Columbia government on the planning process for the East Campus development to ensure strong connections and a cohesive design between the Federal Use Parcel and the rest of the campus.**

*Transportation Management Plan*

In trying to meet the NCPC parking ratio for federal installations in the District of Columbia, GSA is proposing an aggressive TMP that will allow for only 25% of the DHS employees to drive to the new DHS Consolidated Campus at Saint Elizabeths.

This TMP will need to be closely monitored by DHS because this project will introduce federal employees into a new part of the District. Because of this staff recommends that the Commission **require GSA and DHS to conduct employee surveys on a semi-annual basis in the first year of operation for the U.S. Coast Guard building to understand the effectiveness of the Transportation Management Plan and to make adjustments accordingly.**

In addition, DHS will need the close cooperation of the Washington Metropolitan Area Transit Authority (WMATA) in order to for the TMP for the campus to be a success. DHS and WMATA have been meeting over the past year to develop an understanding of the operation of the shuttles servicing the Saint Elizabeths Campuses. Staff **notes GSA and DHS commitment to continue working with WMATA on a plan to provide shuttle service between the nearby Metrorail Stations and the DHS Headquarters at Saint Elizabeths Campus and identifying other transit opportunities.**

*Previous Commission Action: Shepherd Parkway*

Approval of the DHS Master Plan is contingent upon GSA's ability to construct an access road connecting Firth Sterling to an improved interchange at the intersection of Malcolm X Avenue SE and I-295 through Shepherd parkway. Previously, the Commission approved the U.S. Coast Guard Headquarters noting that its action also requires that GSA document that a portion of Shepherd Parkway is available for use for highway purposes, and that Section 106 for the roadway design be initiated before GSA commences construction to implement Phase I.

The process for determining the availability of land for a roadway project funded through the U.S. Department of Transportation (DOT) that requires the use of an historic property or public parkland is regulated by Section 4(f) of the Department of Transportation Act of 1966. The construction of the Access Road and Interchange projects will require the use of both a historic property (Saint Elizabeths Campus) and parkland (Shepherd Parkway). The 4(f) process includes two phases. The first phase is a determination by the Federal Highway Administration (FHWA) that there is "no feasible and prudent alternative to the use of protected 4(f) properties." The second phase requires FHWA to conclude that "all possible planning has been done to minimize harm" to the 4(f) properties. FHWA has concluded its 4(f) review of the project after receiving a letter from the Department of the Interior (DOI) dated January 31, 2011 concurring that there is no feasible and prudent alternative to the proposed use of Section 4(f) property. DOI also sent a

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subsequent letter to FHWA, dated April 19, 2012, stating that while it still concurred with its earlier decision, this concurrence was conditioned on DHS's full build-out of the Saint Elizabeths West Campus and DOI wanted further mitigation to occur as well as be compensated for the use of parkland under the jurisdiction of the National Park Service. Since this letter was issued, GSA and DHS have met with NPS and suggested further mitigation as well including a process in the Section 106 Memorandum of Agreement (MOA) for Shepherd Parkway to determine compensation for the land to be used for the roadway. The Shepherd Parkway MOA was signed by NPS and the FHWA issued a Final Section 4(f) Evaluation on May 11, 2012.

**Staff therefore finds that GSA has met the Commission's requirement that "Shepherd Parkway be available for use," as stipulated in the 2009 approval of the Master Plan.**

*Previous Commission Action: Additional Requirements*

In addition to the requirements regarding Shepherd Parkway, the Commission action approving the Master Plan requires that GSA take the following actions:

The Commission action approving the 2008 Master Plan also requires that GSA submit for review and approval an amendment to the Master Plan for the Interchange/Access Road Improvements that includes an environmental document that complies with the National Environmental Policy Act (NEPA), including a Record of Decision (ROD) by FHWA for the Access Road/Malcolm X Avenue SE/I-295 interchange, and with the National Historic Preservation Act.

In response to this requirement, GSA submitted the 2012 Final Environmental Impact Statement (FEIS) that looked at transportation alternatives required for the DHS Headquarters consolidation. In fall 2009, in collaboration with the District of Columbia Department of Transportation (DDOT) and the Federal Highway Administration (FHWA), GSA initiated the Ward 8 Transportation Study. During the course of the study, GSA and its partners coordinated with Joint Base Anacostia Bolling (JBAB) and the WMATA. GSA also frequently met and coordinated with the NPS, the local community and the Ward 8 Transportation Task Force. The purpose of the study was to evaluate the travel demand characteristics of the DHS Consolidation and the surrounding neighborhood. An influx of residential and commercial development is anticipated in the neighborhood.

This influx combined with the employees and visitors traveling to the DHS Headquarters will create significant strain on the existing transportation network. The Ward 8 Transportation Study expanded both the analysis and study area from the 2008 FEIS in order to provide a comprehensive transportation impact analysis to determine the effects of the additional trips associated with this action, assess the impacts of various network and operational changes, and suggest mitigation strategies that would lessen the impacts. The study looked at the project more regionally and included not only the DHS development but also all the proposed transportation improvements for the entire Ward 8 area. All the analysis was documented in a Transportation Technical Report (TTR), which is an appendix to the 2012 FEIS. The TTR provides detailed technical information and analysis for reference in the St. Elizabeths EIS for the Amended Master Plan (EIS) and the Interchange Justification Report (IJR). The TTR was also used for the

District of Columbia's Environment Assessment for the transportation network related to the future East Campus development.

The TTR identified existing travel patterns, peak periods, deficiencies and congestion issues. The report forecasts future conditions, growth and travel patterns based on network improvements independent of those undertaken by GSA (such as the 11st Street Bridge, South Capitol Street and Suitland Parkway) that are scheduled to occur within the study time frame, 2020 and 2035. These inputs informed the network and operational adjustments needed to accommodate anticipated traffic volumes. A number of alternatives were developed and eliminated. The FEIS identified Alternative 2 Modified as the preferred. Alternative 2 Modified provides the best balance between providing additional access to the St. Elizabeths Campus while minimizing impacts to adjacent parkland and less right-of-way requirements.

The Commission action from the 2008 Master Plan also included a requirement that viewshed analyses be conducted showing the impacts of East Campus development, including road widening, on views to the East Campus from MLK Avenue and from the Suitland Parkway.

In the Existing Conditions Analysis section of the 2012 Master Plan, GSA provides existing regional, neighborhood and views from within the DHS Study Area and in the Master Plan: Initial Concepts section GSA includes views with the proposed Campus Reflection concept. GSA analyzed views from a widened MLK Avenue looking east, Suitland Parkway looking southwest, and Pecan Street looking east.



Figure 18: Perspective Rendering of FEMA Headquarters Building – MLK, Jr. Avenue view

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## **Comprehensive Plan for the National Capital**

Staff has evaluated this Master Plan Amendment for conformance with five of the seven Federal Elements of the Comprehensive Plan: the Federal Workplace, Transportation, Parks and Open Space, Federal Environment, and Preservation and Historic Features elements. In summary, staff finds it to be in conformance with the goals and policies associated with each Element.

*Federal Workforce Element:* The Federal Workplace Element encourages the federal workforce to be located within the District of Columbia to enhance the efficiency, productivity, and public image of the federal government; to strengthen the economic well-being and expand employment opportunities of the region and the localities therein; and to encourage federal agencies and communities to work together to improve operational efficiency and productivity of federally owned and leased workplaces and the economic health and livability of communities within the region. This project will retain approximately 3,100 federal employees currently working in the District of Columbia by relocating them from leased to federally owned space. This project is therefore in conformance with this Element.

*Transportation Element:* The Transportation Element promotes a balanced, multi-pronged strategy to maximize federal employees' and facilities' access to the region's extensive transit system. The policies of this element address parking at federal facilities, impacts to the local and regional traffic/transit networks, and transportation management. The Final Master Plan submission conformed to the *Parking*, *TMP*, and *TDM* policies of the Comprehensive Plan by including a fully developed Transportation Management Plan, including commitments for extensive use of public transportation (36% Metro to 8% commuter bus – Metro combination). The FEMA HQ will conform to the Comprehensive Plan parking ration of 1:4 by providing approximately 775 parking spaces for approximately 3100 employees.

*Parks and Open Space Element:* The Parks and Open Space Element establishes policies to protect, enhance, and expand the region's parks and open space system, and to protect the forested ridgelines of the topographic bowl that surrounds the District. By reducing the above-ground development and limiting building heights, the 2012 Final Master Plan strives to reduce the impacts to important green spaces and the visual qualities they provide. The Design Guidelines included with the Final Master Plan were written to improve conformance with this element. Concept designs for the FEMA headquarters building exhibit GSA's commitment to preserve open space as much as possible by reducing the monolithic appearance of the building from MLK Avenue.

*Federal Environment Element:* The Federal Environment Element promotes the federal government as an environmental steward and identifies the Commission's planning policies related to the maintenance, protection, and enhancement of the region's natural environment. This includes measures for stormwater management techniques to reduce or eliminate runoff into the local rivers. This proposal for the FEMA headquarters would incorporate green roofs, local materials, and other sustainable materials and methods to achieve at least a LEED gold certification.

*Preservation and Historic Features Element:* The Preservation and Historic Features Element helps to strengthen the significant architectural and planning character that makes the national capital a unique place, including protection of the topographic bowl (see Parks and Open Space Element above). There are several measures identified in the Programmatic Agreement, which concluded Section 106 consultation for the Master Planning phase of the project, that are consistent with the objectives of the Preservation and Historic Features Element of the Comprehensive Plan as well as with Section 110 (f) of the National Historic Preservation Act.

### **Federal Capital Improvements Program**

GSA did not submit any projects for the FCIP for FY 2012-17, however this project was included in the previous FCIP. The Federal Capital Improvements Program for FY 2011-2016, adopted by the Commission on September 2, 2010, shows the Saint Elizabeths Hospital West Campus DHS Consolidation project as Recommended and Strongly Endorsed. The transportation improvements were included in the Projects Requiring Further Planning Coordination recommendation mainly due to the impacts to NPS land and impacts to MLK, Jr. Avenue had not been appropriately analyzed at the time. Since September 2010, GSA has conducted further analysis and identified the impacts more precisely and suggested mitigation to address them.

### **Relevant Federal Facility Master Plan**

With the incorporation of the currently proposed modifications to the Master Plan, staff finds that the current submission has been thoroughly analyzed. Building heights and density conform to the standards for new construction included in the *Preservation, Design and Development Guidelines*, and the programmatic requirements regarding gross square footage and number of employees conform to the 2008 DHS Master Plan. The landscape design conforms to the goals identified in the previous master plan of removing non-native invasive plants and reestablishing biodiversity. In addition, GSA notes in this master plan that stormwater will be managed in conformance with the Master Plan's principles as well as according to EISA and Executive Order 13514.

### **National Environmental Policy Act (NEPA)**

Pursuant to the requirements of NEPA, GSA, in cooperation with DHS, NCPC, FHWA, and the District Department of Transportation, prepared an Environmental Impact Statement (EIS) for the 2008 Department of Homeland Security Consolidation at Saint Elizabeths Final Master Plan. The Final EIS (FEIS) was issued by GSA on November 7, 2008 and, following receipt of public comments that were due on December 8, 2008, GSA issued its Record of Decision (ROD) on December 16, 2008.

Additional analysis was conducted using a Final EIS for the Master Plan Amendment which was tiered off the 2008 FEIS in compliance with NEPA regulations under Council on Environmental Quality (CEQ). This FEIS for the amended Master Plan included consideration of three alternatives for the FEMA Headquarters and two alternatives for each of the transportation improvements and their impacts on Saint Elizabeths East and West Campuses as well as the

surrounding area. The FEIS analyzed cultural resources, natural resources, social and economic resources, air quality, noise, transportation, utilities, and environmental contamination.

GSA made the draft EIS available to the public for a 90-day public comment period and circulated the FEIS for a 30-day review period starting March 2, 2012. GSA completed a review of comments and concluded its NEPA requirement on May 18, 2012 with the issuance of a ROD.

NCPC is a federal agency with its own NEPA obligations set forth in its *Environmental and Historic Preservation Policies and Procedures*. NCPC participated as a Cooperating Agency in GSA's development of its EIS, and NCPC provided comments on the draft document. NCPC's Executive Director adopted GSA's FEIS under NCPC and Council on Environmental Policy procedures, and in conjunction with this report, has satisfied NCPC's independent NEPA obligations.

### **National Historic Preservation Act (NHPA)**

NCPC designated GSA as lead federal agency for Section 106 compliance throughout the investigation and development of the undertaking on the Saint Elizabeths campus. In December 2008, prior to the Commission's January 2009 action on the Saint Elizabeths Master Plan, a Programmatic Agreement (PA) was executed. The PA addressed the effects of the overall development proposed for the site, a National Historic Landmark, and established the process for further consultation on individual projects to come. It was anticipated that each subsequent development project or phase would be the subject of a Memorandum of Agreement (MOA).

Pursuant to this PA, GSA has developed two MOAs for the 2012 Master Plan Amendment: one covering the FEMA Headquarters and MLK Avenue improvements and another one for the use of Shepherd Parkway. The first MOA was executed on April 19, 2012 while the second one was executed on May 11, 2012.

## **III. CONSULTATION**

### **Coordinating Committee**

The Committee reviewed the proposal at its May 16, 2012 meeting, and forwarded the master plan amendment to the Commission with the statement that it has been coordinated with all participating agencies. The participating agencies were NCPC; the District Department of Transportation; the General Services Administration; the National Park Service and the Washington Metropolitan Area Transit Authority.

### **U.S. Commission of Fine Arts**

At its May 17, 2012 meeting the Commission of Fine Arts (CFA) approved this master plan amendment. The CFA members noted that the preferred FEMA Headquarters scheme, campus reflection, was the best alternative of the three alternatives studied and also noted the complexity of the Malcolm X Avenue interchange with the new access road and the eventual need for clear signage to guide drivers using it.