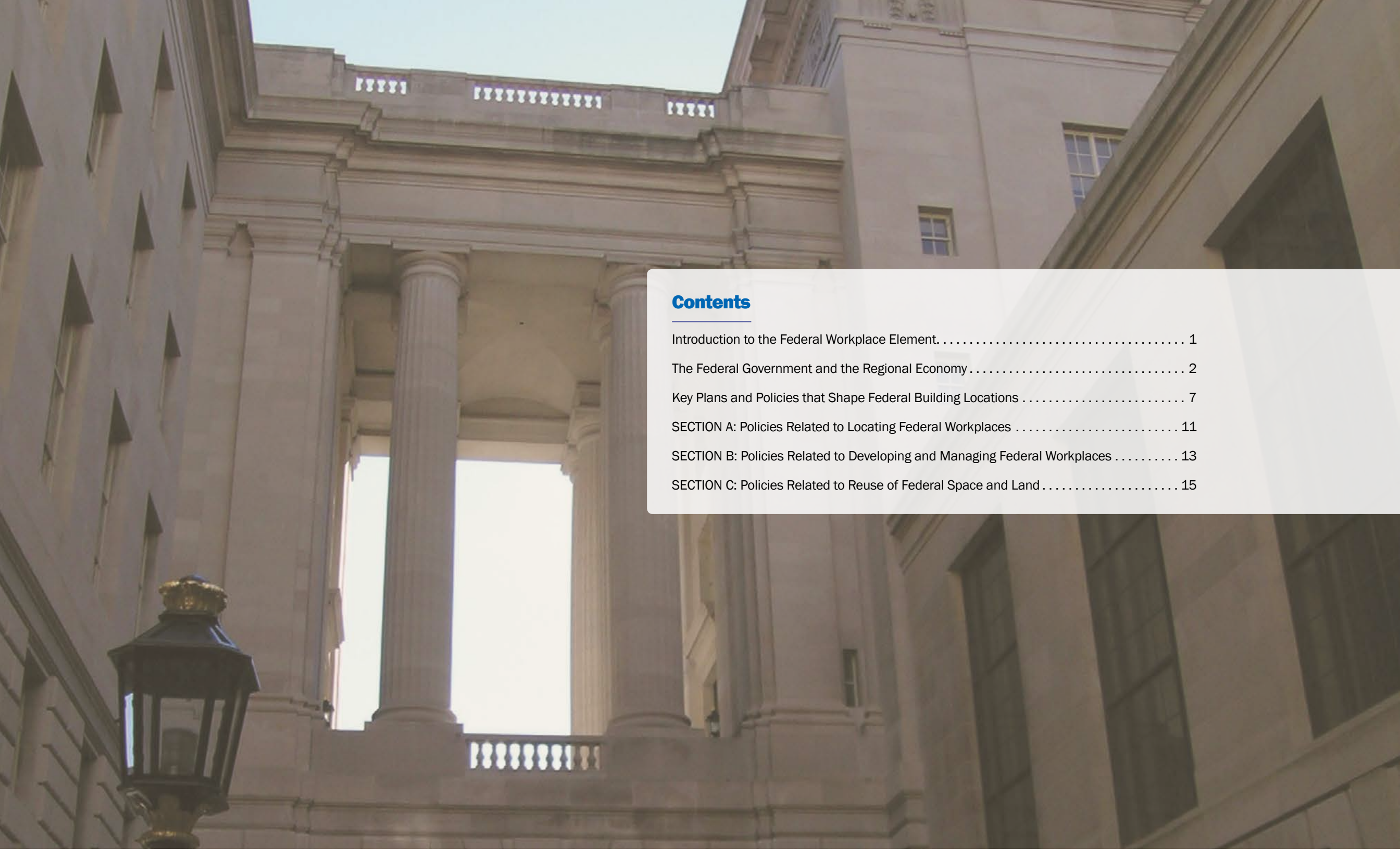




2016





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## Introduction to the Federal Workplace Element

*The federal government’s goal is to locate the federal workforce in a way that enhances the efficiency, productivity, value, and public image of the federal government; strengthens the National Capital Region’s economic well-being; and emphasizes the District of Columbia as the seat of the federal government.*

The nation’s founders planned Washington to serve a special purpose as the seat of the federal government. Throughout the city’s history, the federal government constructed buildings to house important governmental functions. Over time, decisions about the location, design, and function of federal buildings have greatly influenced the National Capital Region’s (NCR) physical development and economy. Today, the federal presence remains concentrated in the region, distinguishing it from other metropolitan areas in the nation.

Some of the best-known federal workplaces in the region are also some of the nation’s most iconic structures. Examples include the U.S. Capitol, White House, Supreme Court, Pentagon, and numerous government headquarters. In addition to administrative space, there is a broad diversity of governmental functions and workplaces throughout the region including laboratories and research facilities; military bases and airfields; agricultural land and stables; industrial and manufacturing sites; and warehouses. Many federal buildings and resources are a source of national pride, providing testimony to the dignity, enterprise, vigor, and stability of the American system of government.

This element addresses the core policy issues and goals that shape decisions related to federal workplaces. One policy dimension is broad and external-facing: understanding the complex relationship between federal workplaces and the surrounding community and region. Today, the federal government is a primary contributor to the region’s economic health and a significant player in trends related to transportation, environmental stewardship, real estate, workforce development, and employment. For example, through the purchases of goods and services, the federal government is the region’s chief customer for private-sector contracts. In 2010, federal procurement made up of 19 percent of the region’s economy.<sup>1</sup> With vast owned and leased real estate, and federal employment and contractor wages, the federal workplace significantly affects all sectors of the region’s economy. The federal workplace continues to evolve. Current trends show the federal government moving from leased spaced to federally owned space. The federal government equally depends on a strong and economically vibrant region to maintain and enhance its operational efficiency and productivity. This symbiotic relationship results in many common economic interests between the federal government and regional jurisdictions in the District of Columbia, Virginia, and Maryland.



Catalina Calachen



U.S. Navy

Clockwise from top left:  
U.S. Capitol, U.S. Supreme  
Court, and the Pentagon

A second policy dimension is internal-facing and principally concerned with planning issues related to facilities, operations, and the everyday workplace experiences of federal employees. Today, the federal workplace is evolving in response to interrelated goals for operational efficiency, fiscal responsibility, and environmental stewardship. Simultaneously, new technologies are driving a more flexible, mobile work environment. Each of these external drivers affects the federal government’s overall demand for office space and the design and function of offices and individual workstations.

The Federal Workplace Element encourages federal agencies and communities to work together to improve the operational efficiency and productivity of federally owned and leased workplaces, as well as the economic health and livability of communities within the region. The element works in tandem with the other Federal Elements, particularly the Urban Design and Transportation Elements, to guide federal workplaces in a manner which benefits local communities’ urban design, development, and transportation goals.

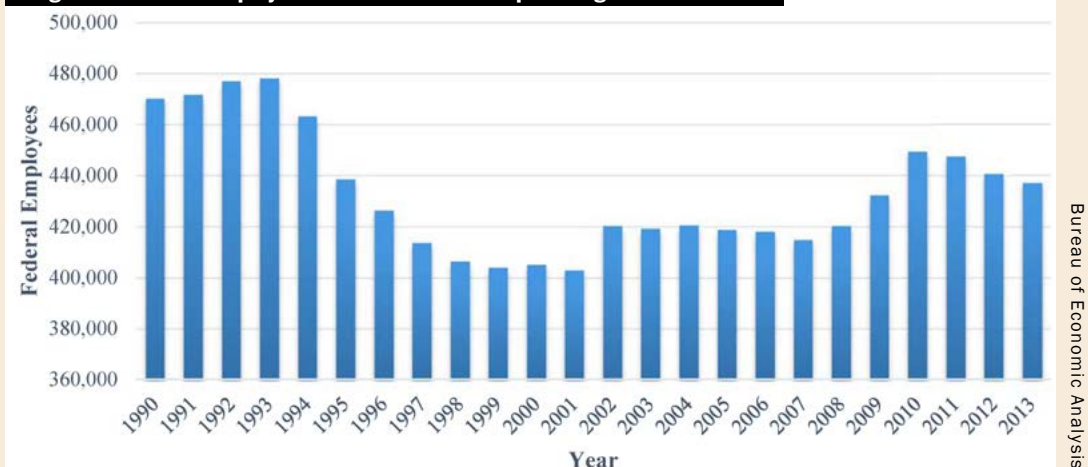
## The Federal Government and the Regional Economy

Historically, economists measured the federal government's role in the region's economy by the size of its workforce. Today, workforce size is only one aspect of the scope and complexity of the federal government's influence on the region. The following data includes key trends and figures with implications for both federal workplace policy and its influence on the region's economy.

### Federal Employment

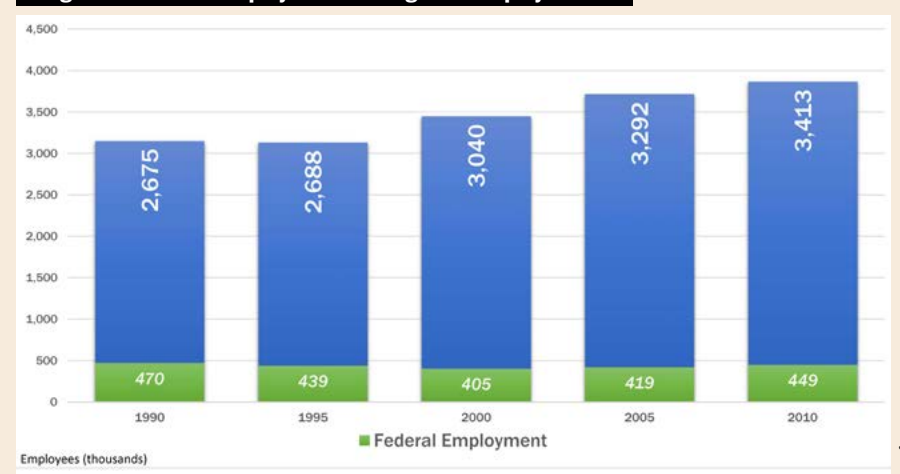
Understanding the federal government's size and its impact on the regional economy is an important component of planning for the federal workplace. The U.S. Bureau of Economic Analysis is the primary source for federal employment figures contained in the Federal Workplace Element. It collects data based on the zip code from which employees' paychecks originate. This is a new source of data not used in previous *Comprehensive Plan for the National Capital: Federal Elements* (Comprehensive Plan). Data from security-sensitive agencies is estimated and it does not include Postal Service employees. While accurately estimating federal employment on a regional basis remains a challenge, this new data source provides a more consistent picture of the volume and distribution of federal employment over time.

Figure 1: Federal Employment in the National Capital Region 1990-2013



The National Capital Region's (NCR) federal employment declined and then slightly rebounded between 1990 and 2013. In 1990, there were approximately 470,000 federal employees with a peak in 1993 of approximately 478,000. By 2001, the number of federal employees declined to approximately 403,000. The region's federal employment rebounded with an estimated 437,000 employees in 2013.

Figure 2: Federal Employment vs. Regional Employment



Direct federal employment is relatively steady and remains an economic driver in the regional economy. However, the federal workforce as a percentage of the overall regional workforce has decreased from 17.6 percent in 1990 to 12.3 percent in 2013. This trend reflects strong growth in the regional economy, which has added more than 850,000 jobs since 1990. The federal presence anchored some of this growth.

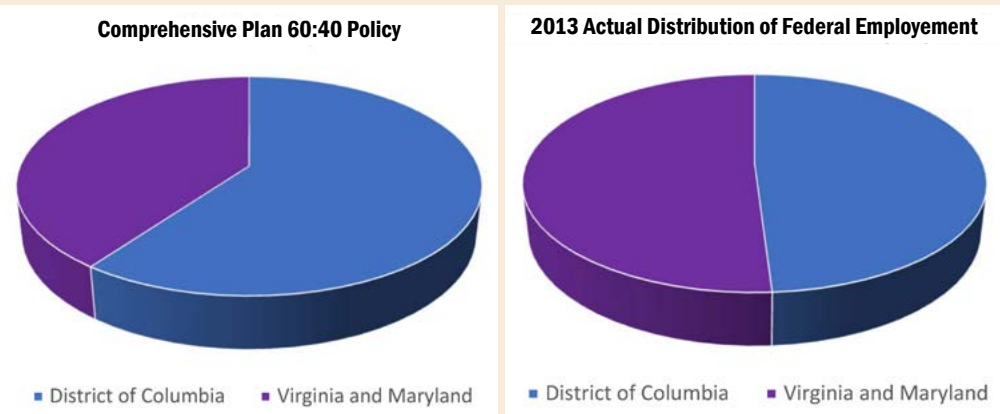
# Federal Employment: City and Regional Distribution

By law, the District of Columbia is the seat of the federal government<sup>2</sup> and all “offices attached to the seat of government shall be exercised in the District of Columbia, and not elsewhere, except as otherwise expressly provided by law.”<sup>3</sup> The law does not define “offices,” but the rule general applies to the main offices for executive agencies or departments, unless granted a statutory waiver.<sup>4</sup>

Because federal employment is such an important part of the regional economy, a vital goal is to strike a balance between centralized and regional locations. A 1968 Comprehensive Plan policy stated that 60 percent of the region’s federal employees should work in the District of Columbia with 40 percent located elsewhere in the region. This “60:40” policy remains in effect today.

Federal employment has always been concentrated in the District of Columbia. In 1960, 63 percent of federal employment (civilian and military) in the NCR was located in the District of Columbia, 14 percent in Maryland, and 23 percent in Virginia. Since then, the District of Columbia’s total percentage has declined. By 1990, the District of Columbia’s share of the region’s federal employment was reduced to approximately 52 percent. It has remained at this general level through 2013.<sup>5</sup> This shift in the distribution could have occurred due to the increase in federal employment at military installations and biotechnology research facilities, both predominately located outside of Washington.

Figure 3: Distribution of Federal Employment in the National Capital Region

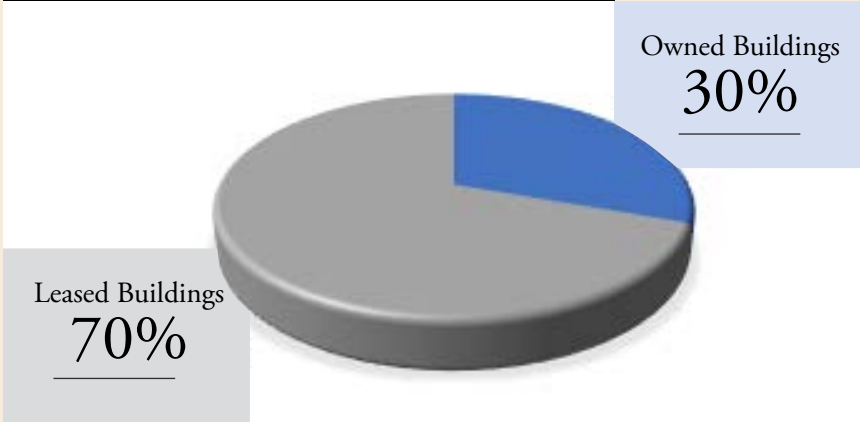


Department of Commerce, Bureau of Economic Analysis, Regional Income Division, November 2014.

# Federal Real Estate Inventory

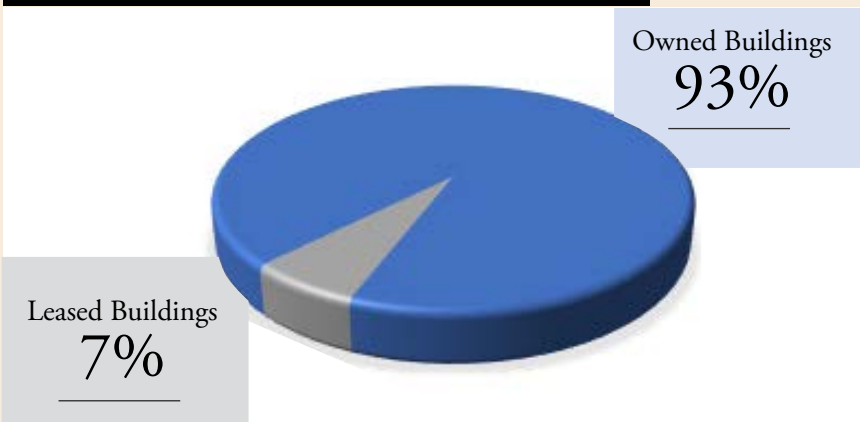
The federal government is the single largest owner and occupant of real property in the region. The U.S. General Services Administration (GSA) manages, builds, constructs, and leases 100.5 million rentable square feet of federal office space in the NCR, comprised of 44.2 million rentable square feet in 212 federal buildings and 56.3 million rentable square feet in 485 leased buildings.<sup>6</sup> The U.S. Department of Defense (DoD) controls approximately 75 million square feet in more than 3,204 buildings in the NCR, comprised of approximately 73 million square feet in 2,993 owned buildings and two million square feet in 211 leased buildings.<sup>7</sup>

Figure 4: U.S. General Services Administration NCR



GSA, NCR's Public Buildings Service, Data Received February 24, 2015.

Figure 5: U.S. Department of Defense NCR Building Portfolio



DoD, Base Structure Report - Fiscal Year 2014 Baseline, A Summary of the Real Property Inventory

## Federal Procurement

According to the U.S. Census Bureau's [Consolidated Federal Funds Reports for Fiscal Years 2001 and 2010](#),<sup>8</sup> NCR federal procurement spending grew from approximately \$32.3 billion in 2001 to more than \$80 billion in 2010. Most of the growth was due to unusually large procurements for homeland security and defense. A portion of the growth is also attributed to the [American Recovery and Reinvestment Act of 2009](#).<sup>9</sup> Federal procurement can create spin-off industries and employment in other sectors of the economy. Local and federal agencies continue to explore how to encourage private sector opportunities and workforce development in industry sectors anchored by federal activities. Federal Procurement declined \$11 billion (14 percent) between Fiscal Year 2010 and Fiscal Year 2013.<sup>10</sup> The current fiscal outlook suggests increased budget constraints in the near future, pushing agencies to achieve their missions with greater efficiencies and limited budgets, and reduced spending on federal contracts.

## Contracting and the Federal Work Program

The nature of federal government work has changed over time, and the role of the federal employee has evolved from office clerks and support services to technical and professional staff, managers, and administrators overseeing specialized programs. Many services previously done by federal employees are contracted to the private sector, ranging from project management support services to technology, professional services, and the research and development needed to run these programs. These private contractors contribute to regional property tax, sales tax, and other revenues. The federal government indirectly supports a significant number of regional private sector workers.

## Major Drivers Shaping Workplace Policy

The manner by which the federal government manages its assets and operations is fundamentally changing in response to new laws, policies, and technologies. Therefore, the federal workplace is evolving with implications at a variety of scales, from the consolidated real estate portfolio level to the individual building and workstation level.

Executive Orders promote interrelated goals for fiscal and environmental stewardship, and the Office of Management and Budget's aggressive goals to use federal real estate assets more efficiently are reshaping the federal government's physical footprint.

These federal Executive Orders and policies will continue to impact the region's development, resulting in agencies considering plans to consolidate, co-locate, dispose of real property, and move out of leased space and into greener, smaller, workspaces in federal ownership.

The changing federal workplace poses important implications for the future of local communities and the region. The potential impacts of federal consolidation and mobile workplaces on development patterns and the regional economy are not fully understood and should be carefully examined using scenario-based planning analysis or other methods.

## “Reduce the Footprint”

To stay operationally efficient, the federal government continually evaluates its facility requirements and adjusts its portfolio. One challenge is how to meet tightening budgets and use real estate more efficiently. [Executive Order 13589: Promoting Efficient Spending](#)<sup>11</sup> (2011) requires that agencies not increase the size of their civilian real estate inventory, subject to certain exceptions and requires agencies to offset increases in square footage through consolidations, co-locations, or disposal of space from its inventory.

In 2013, the Office of Management and Budget’s “Freeze the Footprint” policy expanded these goals for federal real estate.<sup>12</sup> This guidance prohibits agencies from increasing their total domestic office and warehouse inventory square footage compared to the FY 2012 baseline. Agencies are required to develop plans, internal controls, performance criteria, and strategies to reduce the federal footprint. Strategies may include developing off-sets to address growth, co-locating with other agencies, and consolidating offices. These requirements are leading many agencies to use assets more efficiently and eliminate underutilized space.

## Environmental Stewardship

In addition to operational efficiencies, another factor that strongly influences workplace policies, including federal building location decisions, is environmental stewardship. In 2011, the Council of Environmental Quality issued [Sustainable Locations for Federal Facilities](#),<sup>13</sup> which guides federal agencies to locate near transit and in areas that are pedestrian and bicycle friendly. In 2015, the U.S. Health and Human Services Surgeon General released a call to action on walking and walkable communities. There are many opportunities to increase walking and improve pedestrian experiences through the planning and design of federal properties and support of worksite programs and benefits that improve the health of employees. [Executive Order 11988: Floodplain Management](#)<sup>14</sup> (1977) and [Executive Order 13690: Establishing a Federal Flood Risk Management Standard and a Process for Further Soliciting and Considering Stakeholder Input](#)<sup>15</sup> (2015) direct federal agencies to consider practicable alternatives before locating in a floodplain to avoid impacts and floodplain development.

[Executive Order 13693: Planning for Federal Sustainability in the Next Decade](#)<sup>16</sup> (2015) maintains federal leadership in sustainability and reduction of greenhouse gas emissions. Federal agencies are required to increase energy efficiency, reduce greenhouse gas emissions, conserve and protect water resources, reduce waste, incorporate sustainable high performance green buildings, promote environmentally

responsible products and technology, and strengthen sustainable communities. The federal governments role in environmental stewardship is further discussed in the Federal Environment Element.

The Federal Workplace Element provides policies for siting and managing federal facilities in a manner that supports a more sustainable federal workplace. For example, federal agencies are required to create an updated sustainability plan that reflects how their operations will lower greenhouse gas emissions and meet energy efficiency targets, as required in Executive Orders. The plan requires that federal facilities meet the energy goals established in the [Energy Independence and Security Act](#),<sup>17</sup> (2007) which established the goal of net zero energy usage for federal facilities by 2030.



GSA require at a minimum, new construction and substantial renovations of federally owned facilities to be LEED Gold.

The Federal Workplace Element policies reflect guidance enacted at national and local levels since the 2004 Comprehensive Plan update, including:

- Executive Order 13690: Establishing Federal Flood Risk Management Standards
- Executive Order 13693: Planning for Federal Sustainability in the Next Decade
- Energy Independence and Security Act of 2007
- Telework Enhancement Act of 2010 (H.R. 1722)
- Executive Order 13589: Promoting Efficient Spending
- Presidential Memorandum Disposing of Unneeded Federal Real Estate
- Council of Environmental Quality Recommendations for Sustainable Locations for Federal Facilities
- Plans and goals for Washington, DC and the region, including the Metropolitan Washington Council of Government’s Region Forward Initiative.

## The Mobile Workplace

The federal workplace is also moving towards a mobile work environment to create a more effective and efficient government, meet sustainability and performance measures, and address tightened budgets. New technologies and work practices are advancing goals for environmental stewardship and redefining the workplace, allowing employees to work anywhere and any time. The [Telework Enhancement Act of 2010](#)<sup>18</sup> allows flexibility in work arrangements whereby employees can perform their duties and responsibilities from an approved worksite other than their designated workplace. The choice to telework can help agencies improve productivity, assure continuity of operations, and respond to the workforce's changing needs. These trends, broadly captured by the term "mobility," help agencies achieve their missions and also support transportation goals, such as traffic reduction.

Workplace mobility trends are redefining employee space requirements, leasing policies, and building design. At the building level, these trends impact interior space configurations including smaller workstations and more advanced mobile devices; reduced individual space per employee; increased density within office environments; adaptable community environments such as eating areas and collaborative work zones; and more flexible workstations to accommodate multiple users.

GSA helps agencies develop customized strategies to forecast how mobility can help them achieve cost savings and meet space reduction goals. Each scenario characterizes how an agency might structure a mobility program based on varying levels of desk sharing, mobility, and telework, with the consideration of desksharing, mobility, and telework. Scenarios are also weighed against transportation cost savings and broader environmental benefits, such as reductions in greenhouse gas emissions.

Another approach is the concept of "right sizing" office environments. "Right sizing" identifies the actual amount of workspace needed to perform the agency's mission. As an example, GSA advises its client agencies on information technology innovations and investments as the key component to enabling workplace mobility and reducing required space. When coupled with a flexible and open office design and mobility, "right-sizing," desk sharing or hoteling, and alternate work schedules<sup>19</sup> can significantly reduce space requirements and increase utilization rates.

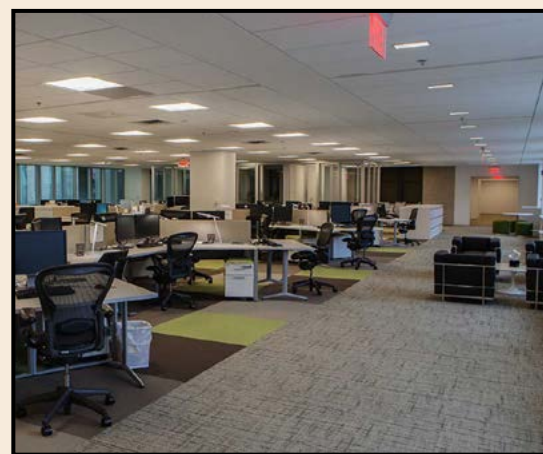
## The Evolving Workplace Approach

In 2013, the U.S. General Services Administration (GSA) launched the [Total Workplace Initiative](#)<sup>20</sup> to create a 21st century workplace throughout the federal government. This initiative would provide services to help agencies create strategies to reduce their office space, drive down costs, foster collaboration, better manage IT spending, and increase energy efficiency.

GSA modernized their own Washington, DC (Central Office) building, adding approximately 119,517 usable square feet to the existing historic building. Mobility strategies such as hoteling (an arrangement where employees reserve non-dedicated, non-permanent workspaces assigned on an as-needed basis) and desk-sharing, are included in the modernization, allowing an additional 2,300 occupants to be assigned to the building. The original building program was approximately 460,000 usable square feet, housing 2,200 occupants with a utilization rate of 208 square feet per person.

The modernized building contains approximately 579,000 usable square feet, houses approximately 4,500 occupants at 2,300 seats for a utilization rate of 129 usable square feet per person. These strategies are based on GSA's research on regional real estate use, employee leave use, alternate work schedules, and telework schedules.

The U.S. Department of Agriculture Forest Service is another example of how federal agencies are consolidating real estate. The agency houses 762 workers in 206,000 square feet across three buildings, including the federally-owned Sidney Yates Building and two leased locations in Rosslyn. The agency plans to consolidate the three buildings and relocate all employees to the Yates Building, using a total of 108,000 square feet. The 762 employees would utilize 550 seats, effectively improving utilization rates from 270 usable square feet/employee to 195 usable square feet/employee.



Office space at GSA's Central Office Building.

## Security

Security is an important consideration when deciding on the siting of a federal facility. Federal agencies that require greater setback requirements and security needs may decide to locate on federal campuses or areas located outside of Washington, DC. Federal campuses like St. Elizabeths, FDA White Oak, and the Suitland Federal Center are desirable locations for agencies that want to provide a security buffer for one larger area vs. providing perimeter security for individual buildings. The U.S. Department of Defense’s Unified Facilities Criteria established minimum anti-terrorism and force protection standards for all U.S. Department of Defense buildings, which play’s an important role in siting decisions.



The Suitland Federal Center is a secure campus located just outside of Washington, DC in Suitland, MD.

## Key Plans and Policies that Shape Federal Building Locations

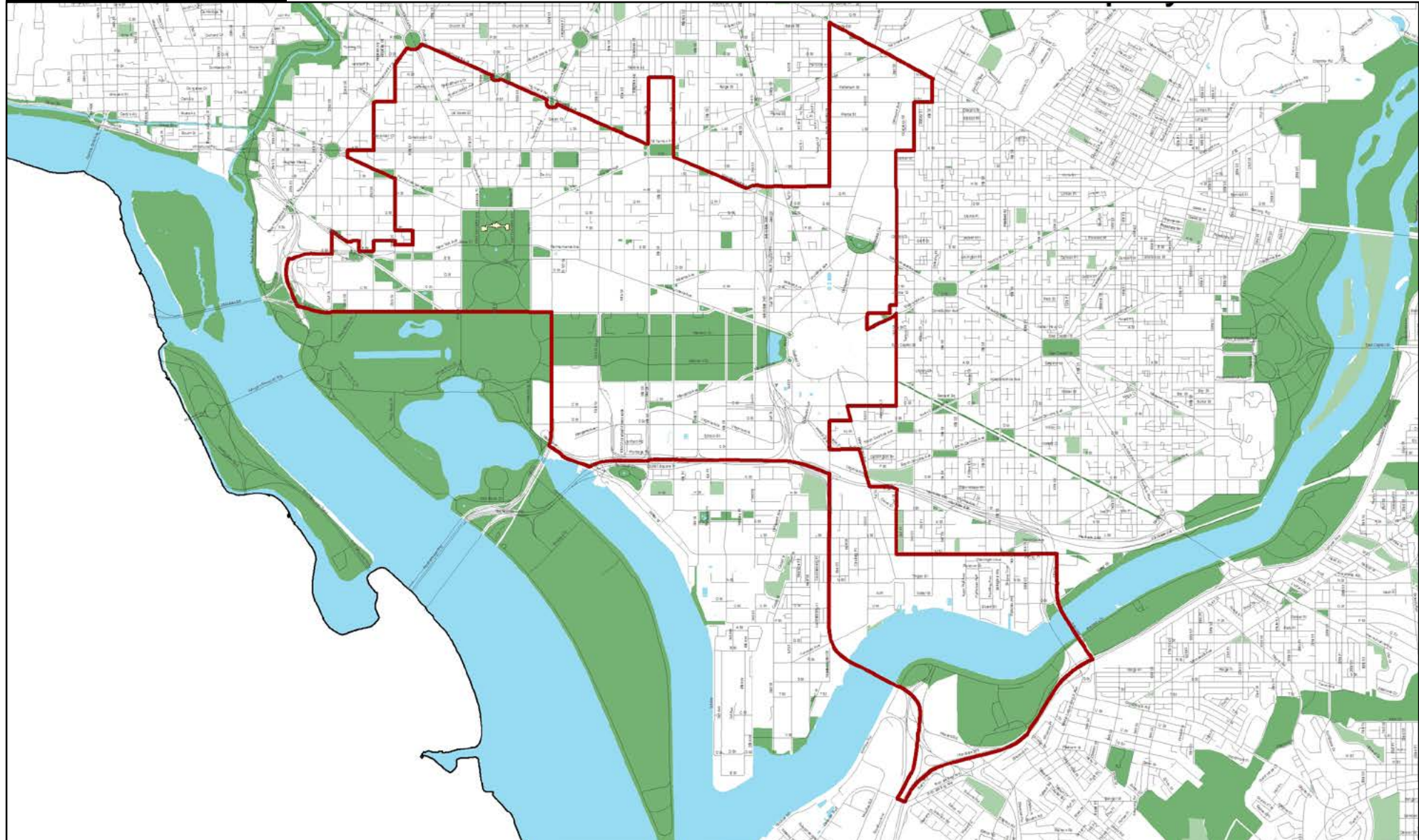
One of the most important workplace policy issues is the location of federal buildings, which impacts the region’s growth, agency missions, and federal workers’ experiences. Federal facilities can bring new employment and economic opportunities to local communities, spurring development and activity. The location of federal facilities can affect the local and regional transportation network and their design can impact a community’s character. A wide range of plans and policies guide location decisions. The Federal Workplace Element focuses on planning priorities for agencies located within the NCR.

## The Central Employment Area in the Comprehensive Plan for the National Capital

The federal government should prioritize workplace locations within the official Central Employment Area<sup>21</sup> (CEA). The CEA incorporates the federal establishment’s symbolic and physical heart, encompasses the hub of the Metro system, and has transit stops served by both Virginia Railway Express and MARC. In accordance with [Executive Order 12072: Federal Space Management](#)<sup>22</sup> (1978), GSA uses the CEA boundary as the delineated area for federal leasing in the District of Columbia. While the Comprehensive Plan defines the CEA, it does not include a specific process to review or update its boundaries.

As the District of Columbia invests in new transportation systems such as streetcars, planners should assess the CEA as a tool to support infrastructure needs and other reinvestment efforts. This policy update continues to support the CEA as the first priority area for federal office space, but also proposes establishing an assessment process through which the CEA is reevaluated.

**Figure 6: Central Employment Area**



NCPC

## Recommendations for Sustainable Locations for Federal Facilities

In April 2010, the Council on Environmental Quality, in partnership with the U.S. Department of Transportation, GSA, DoD, and other agencies, developed [Recommendations for Sustainable Locations for Federal Facilities](#),<sup>23</sup> government-wide guidance for the location of federal facilities. This guidance directs federal location decisions around factors including affordable housing, development on infill sites, locating in central employment areas, and adaptive reuse of historic buildings. The recommendations prioritize locating federal offices near transit:

- When possible, site selection should give priority to areas with existing and/or planned transit service so that the building's primary entrance is within ½ mile of a well-served transit stop and is easily accessible by pedestrians.
- Transit should be available by regularly scheduled, fixed-route transit service at a level of convenience, speed, frequency, and overall level-of-service that connects employees and constituents to the federal facility.
- Locations where federal development would help anchor Transit Oriented Development should be prioritized.<sup>24</sup>

In 2011, *A Study of Workforce House, Transportation and Employment Decisions: Implications for Siting Future Federal Facilities* was prepared for GSA. This study recommended future siting considerations to meet the housing, transportation and lifestyle preferences of the current and emerging workforce, and direct growth and transportation patterns that meet regional goals.

The Federal Workplace Element location policies reflect the priority of locating near transit and define proximity to transit as ½ mile from a well-served transit stop. *Recommendations for Sustainable Locations for Federal Facilities* defines a well-served transit stop as one that provides at least 10-minute headways during peak hours and at least 15-minute headways during off-peak hours, with operations for at least 14 hours daily.<sup>25</sup> The connection of federal facilities to transit is critical to developing a sustainable federal footprint in the NCR.

## Base Realignment and Closure Act

While the Comprehensive Plan and Council on Environmental Quality guidance is general and applicable to location decisions for all agencies, there are examples of plans that address specific agency needs and requirements. The 2005 Base Realignment and Closure Act (BRAC) program significantly impacted civilian and active duty DoD facilities nationally and within the region. Affected installations gained and/or lost commands and related personnel, or were closed. BRAC was intended to enhance agency mission, support operational needs, and use resources more efficiently.

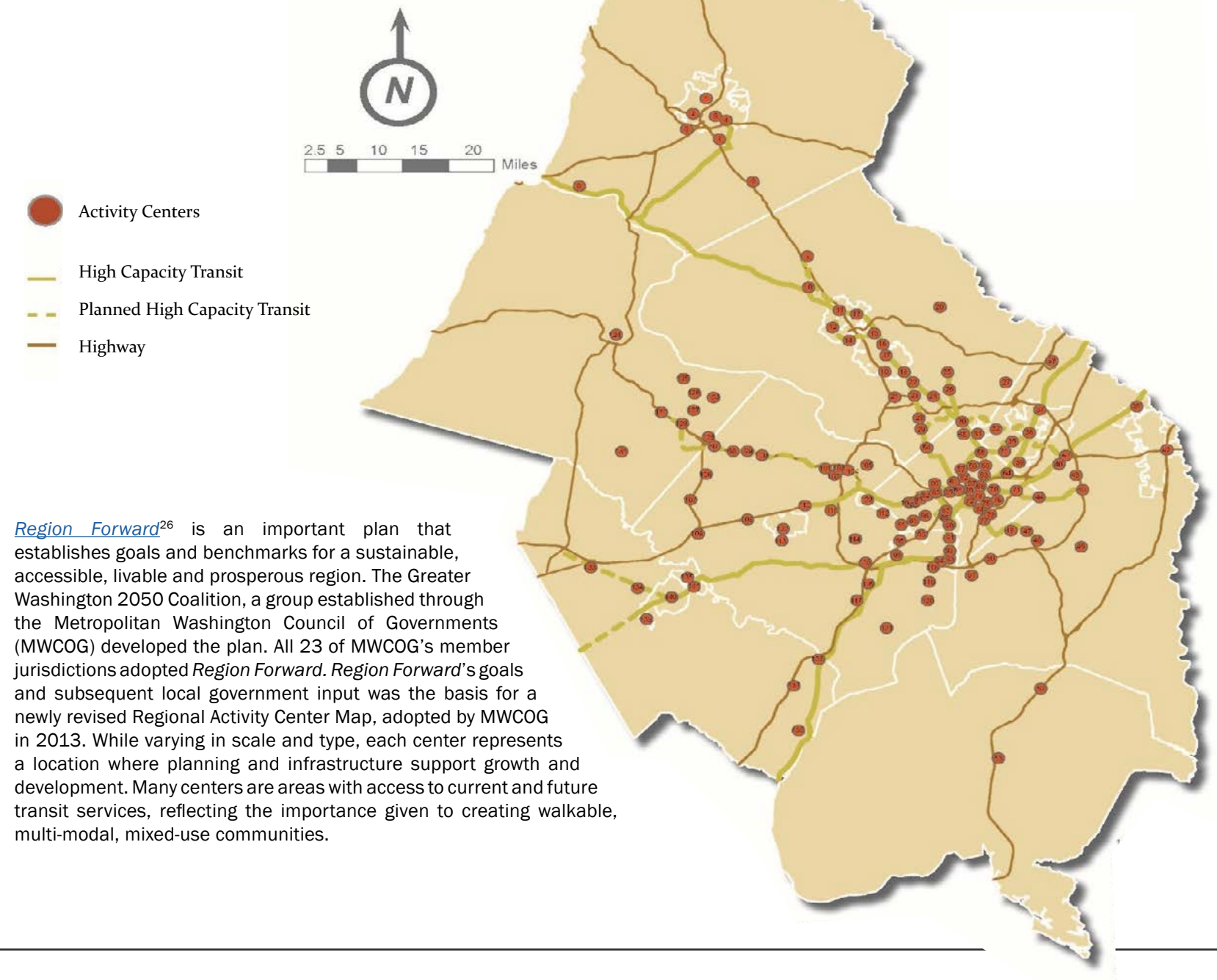
BRAC responded to specific policy goals, such as a desire to increase safety and strengthen anti-terrorism measures, which included moves from leased spaces to owned space. 'Joint base' proposals brought different branches of the military together at an installation, often supporting similar functions. For example, the military consolidated medical services at Joint Base Anacostia Bolling in Washington and the Walter Reed National Military Medical Center in Bethesda, Maryland.

BRAC actions include some of the region's largest construction projects between 2005-2015, particularly at Fort Belvoir's Main Post and Engineer Proving Ground in Virginia, Alexandria's Mark Center, and Bethesda's Walter Reed National Military Medical Center. These actions changed major employment locations, affected infrastructure, particularly transportation, and impacted regional office space leases.

BRAC presented several implementation challenges for the NCR with lessons for the future. Short deadlines often resulted in major project implementation without the benefit of an overall master plan to coordinate different projects, evaluate approaches to minimize negative impacts, or realize potential site opportunities. Currently, planning efforts are catching up to the major new developments that have already occurred at different installations.

Many of the affected installations were located in urban or urbanizing areas and have well served by existing transit, infrastructure, and services. Unfortunately, some DoD facilities moved from areas well served by transit and amenities to locations with neither. The Mark Center project moved 6,400 employees from transit-served leased locations to a new site adjacent to an already congested road network. While state and federal funds were pooled together to provide some road improvements, intensive efforts were required to expand existing bus and shuttle services to accommodate demand. Negotiations and discussions among DoD, federal, local, and state officials, and service providers continue to address approaches to the land use, economic development and transportation impacts from these major relocations.

**Figure 7: Regional Activity Centers**





GSA

Thomas P. O'Neil, Jr. Federal Building was modernized and renovated to serve as a modern office building for the U.S. Government. Completed in 2013, the building includes several features to promote water efficiency and reuse, resulting in a 45 percent reduction in water usage as compared to similar commercial building standards.

## SECTION A: Policies Related to Locating Federal Workplaces

Where federal facilities locate can have major impacts on the agency mission, operations, and the surrounding community and region. Federal facilities can bring new employment and economic opportunities to local communities and can affect the local and regional transportation network. The policies within the Federal Workplace Element prioritize federal building locations with respect to key planning goals and priorities related to the environment, operations, and transportation.

The federal government should:

- FW.A.1** Consider the modernization, repair, and rehabilitation of existing federally owned facilities for federal workplaces before developing new facilities.
- FW.A.2** Use the following priorities when locating federal workplaces:
  1. In existing urban areas, give first consideration to the Central Employment Area within Washington, DC. The CEA should reflect the District of Columbia's priority areas for commercial or mixed-use development and transportation investment. The District of Columbia, NCPC, and other federal agencies should evaluate the CEA as needed, to ensure that it reflects current priorities.
  2. Beyond the CEA, give first consideration to sites in proximity to transit and compatible with local planning efforts. In rare exceptions, agencies that have specific operational or land use requirements associated with their missions should locate where these needs can be fulfilled, only if such needs cannot be fulfilled in the CEA or other sites in proximity to transit and compatible with local planning efforts.

**FW.A.3** Consider the following additional criteria when locating federal workplaces:

1. Locate federal facilities within walking distance of existing or planned fixed route transit services, such as Metrorail, MARC, VRE; light rail transit; streetcar; or bus rapid transit. Priority should be given to locations within walking distance to Metrorail.
2. Locate new federal facilities to support regional and local agency objectives that encourage compact forms of growth and development and support local and federal goals to increase local and regional transit system ridership.
3. Locate federal workplaces to support the creation of employment opportunities in economically distressed areas identified through federal, state, and local economic development programs. Federal agencies should work with community officials and local stakeholders to identify suitable sites for federal workplaces when these workplaces can contribute to local planning and economic development goals.
4. Use historic properties, or properties located within historic districts in central employment areas, for new federal workplaces. If no such property is suitable, consider other developed or undeveloped sites within historic districts. Finally, consider historic properties outside of historic districts if no suitable site within a district exists.
5. Locate employees near other federal agencies and departments with which they regularly interact.
6. Locate federal workplaces in areas where efficiencies are gained through proximity to a market of private suppliers of goods and services.
7. Locate federal workplaces near a variety of housing options to benefit employees.
8. Minimize development of natural spaces by selecting disturbed land or brownfields for new federal workplaces, or by reusing existing buildings or sites.

**FW.A.4** Engage the public throughout the location, planning, and construction process. Federal agencies should seek technical assistance for public planning processes if they do not have the expertise.

**FW.A.5** Achieve within Washington, DC a relative share of the region's federal employment (civilian and military) that is not less than 60 percent of the region's.

**FW.A.6** Reserve the most prominent development sites, particularly those with important symbolic visual connections to the U.S. Capitol and other landmarks in downtown Washington, for federal workplaces, particularly for headquarter facilities or preeminent commemorative works.

**FW.A.7** Protect the natural environment by preserving environmental resources and considering the impact of the siting of federal facilities on existing natural resources.



**Pennsylvania Avenue National Historic Site**

The Pennsylvania Avenue National Historic Site encompasses the avenue between the U.S. Capitol and the White House and is within the Central Employment Area. This site was listed on the National Register of Historic Places in 1966 and includes federal buildings in the Federal Triangle.

SECTION B: Policies Related to Developing and Managing Federal Workplaces

Once a federal facility is sited and built, it should be operated, managed, and maintained in a manner that supports federal goals related to sustainability, energy efficiency, resource management, and transportation. The Federal Workplace Element includes policies for the operation and management of federal workplaces throughout the region. The element supports development of—and access to—public transit and alternative means of transportation such as pedestrian and bicycle access.

The Federal Workplace Element complements the Transportation, Federal Environment, and Federal Urban Design Elements. These elements can help federal facilities become more sustainable in their operations. Providing a workplace that includes amenities for federal employees and the surrounding community is an important objective of this section’s policies.

The federal government should:

- FW.B.1** Locate, design, construct, and operate federal facilities to minimize total energy use.
- FW.B.2** Continue to provide and maintain safe and healthy working conditions at all federal facilities.
- FW.B.3** Create federal workplaces that engender a sense of pride, purpose, and dedication for employees and agency missions.
- FW.B.4** Encourage federal employees to use non-motorized modes and multi-occupant modes of travel including rideshare, carpools, vanpools, privately leased buses, and public transportation to get to/from work.
- FW.B.5** Permit and encourage telework and alternative work schedules for federal employees where it benefits the federal government and the public.
- FW.B.6** Support local agency efforts to create new housing options where federal workplaces exist or are planned.
- FW.B.7** Promote Live-Near-Your-Work initiatives for a variety of housing options close to public transit and/or federal facilities.
- FW.B.8** Develop master plans that guide the long-range development of installations where more than one principal building, structure, or activity is located or proposed.

- FW.B.9** Establish the characteristics of an installation and its surroundings through the master planning process, as required by the Commission. Characteristics include qualities and resources to be protected; building groupings, massing, and architectural character; streetscape and landscape elements; and access elements to buildings and from surrounding streets and transit facilities.
- FW.B.10** Encourage agencies to review master plans at least every five years to ensure that both inventory material and development proposals are current. Agencies should advise the Commission of the results of such reviews and provide NCPC with a proposed schedule for revising master plans when an update is needed. Revisions to master plans should reflect changed conditions and provide a current plan for the facility’s development.
- FW.B.11** Establish a level of employment that can be accommodated on installations where more than one principal building, structure, or activity is located or proposed through the master planning process established by the Commission.
- FW.B.12** Continue to monitor installation employment levels and revise master plans as necessary to reflect changed conditions. Provide an up to date plan for the installation’s development.
- FW.B.13** Provide, or work with local jurisdictions, to develop, a variety of service uses and amenities for employees within a reasonable travel time or walking distance. Services should include restaurants, retail outlets, financial and professional services, day-care centers, and health and fitness centers, as well as public open space.
- FW.B.14** When federal facilities are located near existing or planned business districts with amenities for federal employees, competing services should not be provided within the federal facility, installation, or campus.
- FW.B.15** Plan federal workplaces to be compatible with the character of the surrounding public space, properties, and community, and where feasible, advance local planning objectives such as neighborhood revitalization.
- FW.B.16** Consult with local agencies to ensure that federal workplaces enhance their communities’ urban design and vitality.

**FW.B.17** Make primary pedestrian entrances at federal workplaces readily ADA accessible to public transportation options, particularly Metrorail, where available. Facility entrances should be situated as close as possible to transit stops and stations where possible.

**FW.B.18** Provide and maintain space for activities that encourage public access to, and stimulate public traffic around, into, and through federal facilities, including pedestrian or bicycle traffic where possible.

**FW.B.19** Include a mix of uses, particularly on the ground floor where possible, at federal workplaces located in urban areas.

**FW.B.20** Include publicly accessible amenities such as retail or public art, particularly at the street level where possible when modernizing, rehabilitating or developing new federally owned facilities. Also, explore opportunities to provide publicly accessible and actively programmed open space outside of the building envelope.

**FW.B.21** Incorporate publicly accessible civic art, including memorials, plazas, public gardens, fountains, sculpture, and murals, into federal workplaces. Proposals for civic art should be coordinated with local agencies.

**FW.B.22** Use appropriate commemoration and exhibits at federal workplaces. Buildings, auditoriums, plazas, courtyards, and other features can be named and embellished with plaques and sculptures. Exhibits are encouraged in widely used areas such as lobbies and corridors.

**FW.B.23** Encourage the use of federal workplaces for occasional cultural, educational, and/or recreational activities, providing suitable space and infrastructure for such activities.

**FW.B.24** Support an economically vibrant region that meets the government's procurement needs for goods and services through program collaborations with local, state, and regional economic development organizations. Support business development initiatives to create jobs and economic growth in disadvantaged communities throughout the region, in particular within Washington, DC.

**FW.B.25** Lease or share space in federal workplaces for publicly accessible commercial, cultural, educational, civic, recreational, residential, and other high-traffic use activities where these uses will fulfill a local need, provide amenities for federal workers and residents, and support local development objectives.

**FW.B.26** Explore public-private partnerships in adjacent communities that can create job training opportunities for the local community at all educational levels and help meet federal workforce needs.

**FW.B.27** Support local agency and community efforts to use economic development incentives and infrastructure development to capture new commercial activities that can provide goods and services for federal workplaces. Federal procurement of goods and services should be focused in these areas.

**FW.B.28** Foster the growth of socially and economically disadvantaged firms in areas around federal facilities through the use of existing federal programs and targeted resources to support existing and emerging industry clusters.

**FW.B.29** Explore opportunities for federal laboratories to co-locate with related private and university research institutions and business incubators to encourage development, transfer, and commercialization of new technologies where such an arrangement will benefit the federal government, private sector, and general public.

**FW.B.30** Maintain and reinforce the preeminence of the L'Enfant City by attracting and retaining federal employment through modernizing, repairing, and rehabilitating existing federal workplaces in the monumental core. Provide amenities for federal workers and the surrounding community on, and around, federal sites to enhance and activate the public realm.

**FW.B.31** Support local and regional efforts to coordinate land use with the availability or development of transportation alternatives to the private automobile, including walking, bicycle riding, and public transit (Metrorail, VRE, MARC, or other type of transit service such as streetcar or bus rapid transit) systems when locating federal workplaces.



### Walter Reed Army Medical Center

The largest BRAC closure in the region occurred at Walter Reed Army Medical Center in Washington, DC. As part of the 2005 Base Realignment and Closure Act, the DoD closed the Walter Reed Army Medical Center and moved many of its activities to installations in Maryland, Virginia, and elsewhere. The U.S. Department of State proposes to acquire approximately 43.5 acres of the northwest portion of the site and redevelop it as a Foreign Missions Center for the construction of new chancery facilities assigned to foreign governments. See the Foreign Missions & International Organizations Element. The federal government declared 67.5 acres on the main post, located on the site's northeast portion, as surplus property. This portion was transferred to the District of Columbia for redevelopment.<sup>27</sup>

## SECTION C: Policies Related to Reuse of Federal Space and Land

New policies regarding mobility and federal space consolidation may lead to a smaller federal footprint in the NCR. DoD and GSA are leading agencies out of leased space and into federally owned space, generally concentrated in the region's core. As a result, vacant space may be created in localities around the region. How federal agencies handle the redevelopment or reuse of excess properties is an important factor in the regional economy's health. The policies in this section apply to the reuse of federal space and land and provide a framework that can guide federal agencies to provide opportunities for local communities to benefit from the shrinking federal footprint.

### Utilizing Existing Properties

The [Public Buildings Cooperative Use Act of 1976](#)<sup>28</sup> encourages the public use of federal buildings and permits the inclusion of mixed uses in portions of federal buildings and the co-location of federal offices with other cultural institutions or services. The act encourages the location of commercial, cultural, education, and recreation facilities and activities within public buildings. In Washington, there are many examples where the federal government has utilized existing federal properties to incorporate public uses like the Ronald Reagan Building and International Trade Center, the Old Post Office Building, and the National Building Museum.

The federal government has opportunities to consider public-private partnerships and incorporate public uses as federal agencies reevaluate underutilized assets.

### Excess Properties

GSA has considered other methods of disposing excess land, including the acquisition of construction services for the exchange of federal property. This allows agencies to exchange title to federal property for constructed asset or construction services of other federal properties that are utilized by the federal government.

When disposing of excess land, federal agencies should work with the community to undertake plans for economic development and/or use the property or facilities for other public (including open space) and private uses. The disposal of excess federally owned property should result in minimal adverse economic impacts on affected communities. Its future use should contribute to solving existing community development problems.

Guidance on the disposal of federally owned property can be found in the following:

- [Defense Authorization Amendments and Base Closure and Realignment Act, as amended](#),<sup>29</sup> (P.L. 100-526 and P.L. 101-510, 10 U.S.C. § 2687)
- [Base Closure Community Development and Homeless Assistance Act of 1994](#)<sup>30</sup> (P.L. 103-421, 10 U.S.C. § 2687)
- [Federal Property and Administrative Services Act of 1949](#),<sup>31</sup> as amended, (40 U.S.C. § 471 et seq.)
- Other laws and regulations.

The federal government should:

- FW.C.1** Utilize available federally owned land or space before purchasing or leasing additional land or building space. Agencies should continuously monitor land and building space utilization rates to ensure their efficient use.
- FW.C.2** Develop strategies to minimize adverse economic impacts on a jurisdiction when a facility, or a large number of federal employees relocates (federal facilities of 200 or more employees or more than 100,000 more square feet).
- FW.C.3** Ensure, in the relocation of federal employees, that similar or improved availability of public transportation, employee services, and affordable housing are within a convenient commuting distance.
- FW.C.4** Dispose of excess federal property in a manner that ensures that its future use is coordinated with surrounding development patterns and land uses and contributes effectively to existing community development goals.
- FW.C.5** Explore new federal activities and civilian public activities before a property or facility is determined to be excess.
- FW.C.6** Make better use of underutilized space within a federal facility for a public use such as commemoration, art, or retail where possible.
- FW.C.7** Evaluate facility requirements and use assets more efficiently to reduce underutilized space.



**West Heating Plant**

The U.S. General Services Administration disposed of the former West Heating Plant and removed the property from federal ownership. The West Heating Plant was sold for \$19.5 million to a team of developers that plan to convert the site into luxury condominiums with a public park that will tie into the existing Georgetown Waterfront Park. The decommissioned historic heating plant, previously used to provide steam to government facilities, sits on a two-acre site near the Georgetown waterfront. The building and adjacent land was identified as excess and the disposal of the parcel was needed to eliminate the costs associated with maintenance. This is consistent with [Disposing of Unneeded Federal Real Estate, a Presidential Memorandum](#)<sup>32</sup> issued June 10, 2010.

## Endnotes

1. GMU Center for Regional Analysis, The U.S. and Washington Area Economic Performance Outlook, Presentation, April 23, 2015.
2. 4 USC § 71- <https://www.law.cornell.edu/uscode/text/4/71>
3. 4 USC § 72- <https://www.law.cornell.edu/uscode/text/4/72>
4. Report of the Congressional Research Service, “Location of Federal Government Offices,” L. Elaine Halchin, January 28, 2003. <http://www.au.af.mil/au/awc/awcgate/crs/rs21390.pdf>
5. U.S. Department of Commerce, Bureau of Economic Analysis, Regional Income Division, November 2014.
6. U.S. Department of General Services, NCR’s Public Buildings Service, Data Received February 24, 2015.
7. U.S. Department of Defense, Base Structure Report-Fiscal Year 2014 Baseline, A Summary of the Real Property Inventory, <http://www.acq.osd.mil/eie/Downloads/Reports/Base%20Structure%20Report%20FY14.pdf>
8. **U.S. Census Bureau Consolidated Federal Funds Reports for Fiscal Year 2010:** <https://www.census.gov/prod/2011pubs/cffr-10.pdf>
9. **American Recovery and Reinvestment Act of 2009:** <https://www.gpo.gov/fdsys/pkg/BILLS-111hr1enr/pdf/BILLS-111hr1enr.pdf>
10. GMU Center for Regional Analysis, The U.S. and Washington Area Economic Performance and Outlook, Presentation, April 23, 2015.
11. **Executive Order 13589: Promoting Efficient Spending, November 9, 2011:** <https://www.whitehouse.gov/the-press-office/2011/11/09/executive-order-13589-promoting-efficient-spending>
12. “Management Procedures Memorandum No. 2013-02. Implementation of OMB Memorandum M-12-12 Section 3: Freeze the Footprint,” March 14, 2012.
13. **Sustainable Locations for Federal Facilities:** Council on Environmental Quality, 76 FR 68170-Instructions for Implementing Sustainable Locations for Federal Facilities, November 3, 2011. [https://www.whitehouse.gov/sites/default/files/microsites/ceq/implementing\\_instructions\\_-\\_sustainable\\_locations\\_for\\_federal\\_facilities\\_9152011.pdf](https://www.whitehouse.gov/sites/default/files/microsites/ceq/implementing_instructions_-_sustainable_locations_for_federal_facilities_9152011.pdf)
14. **Executive Order 11988:** Floodplain Management, 42 FR 26951, 3 CFR 121 (Supp. 1977) and Executive Order 13690, Establishing a Federal Flood Risk Management Standard and a Process for Further Soliciting and Considering Stakeholder Input, January 2015. <http://www.fema.gov/executive-order-11988-floodplain-management>
15. **Executive Order 13690:** <https://www.whitehouse.gov/the-press-office/2015/01/30/executive-order-establishing-federal-flood-risk-management-standard-and->
16. **Executive Order 13693:** Planning for Federal Sustainability in the Next Decade, March 19, 2015. <https://www.whitehouse.gov/the-press-office/2015/03/19/executive-order-planning-federal-sustainability-next-decade>
17. **2007 Energy Independence and Security Act:** <http://www.epa.gov/laws-regulations/summary-energy-independence-and-security-act>
18. **Telework Enhancement Act of 2010** (H.R. 1722), December 9, 2010. <http://www.gsa.gov/graphics/ogp/PLAW111pub292.pdf>
19. **Alternate Work Schedule:** Flexible work schedules and compressed work schedules.
20. **Total Workplace Initiative:** <http://www.gsa.gov/portal/content/178259>
21. **Central Employment Area:** The CEA is defined within the District of Columbia’s Elements and the Federal Elements of the Comprehensive Plan. The CEA boundaries within the District of Columbia’s Elements are amended through actions by the Council of the District of Columbia. Historically, the Commission has adopted those amendments and changed the boundary of CEA within the Federal Elements to correspond. The Council of the District of Columbia last amended the CEA boundaries within the District of Columbia’s Elements on December 31, 1998. During its review of these amendments to the CEA boundaries, the Commission, through a tie vote on March 4, 1999, found that the amendments did not have a negative impact on the interests or functions of the Federal Establishment in the National Capital. The Commission, however, did not amend the CEA boundaries within the Federal Elements of the Comprehensive Plan to correspond to those adopted by the Council of the District of Columbia. The CEA boundaries within the Federal Elements of the Comprehensive Plan were last amended by the Commission on July 27, 1995.  
  
Current CEA boundary: An area in the District of Columbia, generally bounded on the north by Massachusetts Avenue, NW, Ninth Street, NW, N Street, NW, Seventh Street, NW, H Street, NW and NE, North Capitol Street, and Florida Avenue, NE; on the east by Fourth Street, NE, M Street, NE; Third Street, NE, K Street, NE, Second Street, NE, and C Street, NE, Constitution Avenue, First Street, NE, Maryland Avenue, NE, Second Street, SE, C Street, SE, New Jersey Avenue, SE, D Street, SE, South Capitol Street, E Street, SE, Southwest Freeway, M Street, SE, and 11th Street, SE; on the south by the Anacostia Freeway, Sterling Avenue, SE, South Capitol Street, Southwest Freeway, 14th Street, SW, Constitution Avenue, NW; and on the west by the Expressway to 23rd Street, NW, north along Virginia Avenue, NW, east along the northern lot line of 2121 Virginia Avenue, NW, to the eastern lot line of 2121 Virginia Avenue, NW, to E Street, NW, east along E Street, NW, to 21st Street, NW north along 21st Street, NW, to the northern edge of the rear lot line of the American Red Cross Building on Lot 834 in Square 104, east along the rear lot line of the American Red Cross Building to 20th Street, NW, south along 20th Street, NW, to the northern edge of the rear lot line of the Associated General Contractors of America (AGC) Building on Lot 835 in Square 122, east along the rear lot line of the AGC Building to 19th Street, NW, north along 19th Street, NW, to F Street, west on F Street, NW, to 20th Street, NW, north along Pennsylvania Avenue, NW, to 22nd Street, NW, north along 22nd Street, NW, to K Street, NW, east along K Street, NW, to 21st Street, NW, to M Street, NW, and New Hampshire Avenue, NW.

## Endnotes

22. **Executive Order 12072: Federal Space Management:** <http://www.gsa.gov/portal/content/101580>
23. **Recommendations for Sustainable Locations for Federal Facilities:** [https://www.whitehouse.gov/sites/default/files/microsites/ceq/implementing\\_instructions\\_-\\_sustainable\\_locations\\_for\\_federal\\_facilities\\_9152011.pdf](https://www.whitehouse.gov/sites/default/files/microsites/ceq/implementing_instructions_-_sustainable_locations_for_federal_facilities_9152011.pdf)
24. This includes locations already served by transit as well as locations planned for future TOD where local officials are able to provide the federal agency with sufficient confidence that it will provide such service.
25. Council on Environmental Quality, 76 FR 68170 - "Instructions for Implementing Sustainable Locations for Federal Facilities," November 3, 2011.
26. **Region Forward:** <http://www.mwcog.org/planning/regionforward/>
27. **Walter Reed Army Medical Center Local Redevelopment Authority:** [www.walterreedlra.com](http://www.walterreedlra.com)
28. **Public Buildings Cooperative Use Act of 1976:** [http://www.gsa.gov/graphics/pbs/Coop\\_Use\\_Act\\_of\\_1976.pdf](http://www.gsa.gov/graphics/pbs/Coop_Use_Act_of_1976.pdf)
29. **Defense Authorization Amendments and Base Closure and Realignment Act, as amended:** <https://www.govtrack.us/congress/bills/100/s2749/text/enr>
30. **Base Closure Community Development and Homeless Assistance Act of 1994.** <https://www.govtrack.us/congress/bills/103/s2534/text>
31. **Federal Property and Administrative Services Act of 1949:** <http://www.epw.senate.gov/fpasa49.pdf>
32. **Disposing of Unneeded Federal Real Estate, a Presidential Memorandum:** <https://www.whitehouse.gov/the-press-office/presidential-memorandum-disposing-unneeded-federal-real-estate>