Appendix A

**FEDERAL WORKPLACE ELEMENT**

*(DRAFT RELEASE)*

**July 11, 2019**
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Introduction to the Federal Workplace Element

Goal Statement
The federal government’s goal is to emphasize Washington as the seat of the federal government; efficiently plan and locate federal workplaces so they contribute to the National Capital Region’s economic well-being; promote resource protection; and provide sustainable and healthy work environments for its workforce.

Washington was planned to serve as the seat of the federal government. Facilities were built to house the government’s permanent offices, and for workers to have places to conduct important government functions. These buildings serve as a source of national pride, providing testimony to the dignity, enterprise, vigor, and stability of the American system of government. Decisions about the location, design, and function of federal buildings greatly influence the National Capital Region’s1 (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 housed in the nation’s most iconic and symbolic 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.

This element addresses the core policy issues and goals that shape the federal workplace environment. It provides guidance that is broad and external facing by highlighting the complex relationship between federal workplaces and the surrounding community and region. The federal government is a significant contributor to the region’s economic health and an important contributor to trends related to transportation, environmental stewardship, real estate, workforce development, and employment. With a vast amount of owned and leased real estate, federal employment, and contractor procurement, the federal workplace significantly affects all sectors of the region’s economy. Conversely, the federal government depends on a strong and economically vibrant region to maintain and enhance its operational efficiency and productivity. This relationship promotes many common economic interests between the federal government and regional jurisdictions in Washington, DC, Virginia, and Maryland.

Additionally, the element provides guidance that is internal facing and focuses on planning issues related to facilities, operations, and federal employees’ everyday workplace experiences. 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. With workplace mobility, federal workers often no longer require a permanent office to conduct government functions. The element focuses on building workplaces that promote health and wellness.2 The Federal Workplace Element provides policy guidance on planning for federal workplaces in the region that considers core policy issues, existing trends, and future development patterns.

1 The National Capital Region includes Washington, DC; Montgomery and Prince George’s Counties in Maryland; Arlington, Fairfax, Loudoun, and Prince William Counties in Virginia; and all cities within the boundaries of those counties. Any references to NCR in this element will use this boundary unless otherwise noted.
2 https://www.ncbi.nlm.nih.gov/pmc/articles/PMC5081153/
The Role of the Federal Government and the Regional Economy

Historically, economists measured the region’s economy by the size of the federal workforce. However, this is only one aspect of the scope and complexity of the federal government’s influence. From the procurement of goods and services to the number of employees and buildings they occupy, the federal government’s workplaces and workforce have a large impact on the regional economy. The following data includes key trends 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 its future planning. The federal government also indirectly supports a significant number of employees under private contracts (contractors). Many services previously done by federal employees—ranging from project management support services to technology, professional services, and the research and development needed to run these programs—are now contracted to the private sector. This collective workforce of federal and private employees is often housed together within the same facilities.

The federal government is the largest single employer in the region, with more than 429,000 federal employees and more than 400,000 contractors in a region of 3.8 million workers. With this size of a workforce in the nation’s capital, employees at federal agencies are integral to the region and the communities in which they live and work. They contribute to the regional tax base, land and business development, and play a part in transportation, infrastructure, and public service-related issues.

Federal Employment in the National Capital Region

Federal civilian and military employment in the region reached a high of approximately 480,000 federal employees in 1993. By 2001, the government employed just over 400,000. Federal employment rebounded with more than 440,000 employees in 2010 but fallen since then.

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The federal workforce as a percentage of the overall regional workforce has decreased from 17 percent in 1990 to 11 percent in 2017. While the number of federal jobs has remained steady (as seen in the chart above), regional job growth means that the federal government is a smaller percentage of the total regional employment. This trend reflects strong growth and a diversifying regional economy, which has added more than a million jobs since 1990.

**Federal Employment: City and Regional Distribution**

By law, Congress established Washington as the seat of the federal government. Historically, federal employment has always been concentrated in Washington, DC. Because federal employment is such an important part of the regional economy, a vital goal is to strike a balance between central and regional locations. In 1960, 63 percent of federal employment (civilian and military) was in Washington. By 1990, that share was reduced to approximately 52 percent. Today, the federal employment distribution in Washington is below 49 percent.

**Federal Employment Distribution**

<table>
<thead>
<tr>
<th>Year</th>
<th>NCR Total</th>
<th>DC</th>
<th>MD</th>
<th>VA</th>
</tr>
</thead>
<tbody>
<tr>
<td>2011</td>
<td>447,534</td>
<td>225,996</td>
<td>90,986</td>
<td>130,552</td>
</tr>
<tr>
<td>2012</td>
<td>440,761</td>
<td>219,617</td>
<td>90,218</td>
<td>130,926</td>
</tr>
<tr>
<td>2013</td>
<td>437,008</td>
<td>215,892</td>
<td>89,771</td>
<td>131,345</td>
</tr>
<tr>
<td>2014</td>
<td>431,575</td>
<td>212,883</td>
<td>89,030</td>
<td>129,662</td>
</tr>
<tr>
<td>2015</td>
<td>427,704</td>
<td>208,390</td>
<td>89,350</td>
<td>129,964</td>
</tr>
<tr>
<td>2016</td>
<td>429,943</td>
<td>210,318</td>
<td>90,248</td>
<td>129,377</td>
</tr>
<tr>
<td>2017</td>
<td>429,787</td>
<td>208,993</td>
<td>91,613</td>
<td>129,181</td>
</tr>
</tbody>
</table>

4 An act of Congress on July 16, 1790 (1 Stat. 130) established Washington, DC as the seat of the federal government. In 1947, Public Law 80-279 (4 U.S.C. § 72 et seq.) reconfirmed the importance of a cohesive national government for government efficiency by requiring that "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."

5 As noted in the 2004 Federal Workplace Element.

6 The federal employment and regional data for the National Capital Region comes from the Local Area Personal Income Accounts in the regional data sets (CAEMP25N: Total Full-Time and Part Time Employment by NAICS...
Since 1968, the Comprehensive Plan for the National Capital’s Federal Elements have included a policy to maintain 60 percent of the region’s total federal employment in Washington. This ratio reflected the existing employment distribution of Washington at that time. This policy was developed by a task force to maintain the existing employment distribution and reverse the trend of federal agencies leaving Washington.

Over time, the federal employment distribution has evolved. Currently, under 50 percent of the region’s federal employment is in Washington. This element acknowledges the current employment distribution and highlights major drivers that are changing the federal workplace. Additionally, it continues to emphasize Washington as the seat of the federal government and provides policies to retain a majority of the regional federal employment in the capital city.

Areas Where Federal Employees Live
While many federal employees work in Washington, DC, a larger percentage of them live in suburban Maryland and Northern Virginia. Understanding employee commuting patterns is helpful when planning for federal workplaces as well as incentivizing employees to live closer to their workplace.

Where Federal Employees Live in the Region

<table>
<thead>
<tr>
<th>Jurisdiction</th>
<th>% of Regional Federal Workforce</th>
</tr>
</thead>
<tbody>
<tr>
<td>District of Columbia</td>
<td>15.4%</td>
</tr>
<tr>
<td>District of Columbia</td>
<td>15.4%</td>
</tr>
<tr>
<td>Suburban Maryland</td>
<td>41.9%</td>
</tr>
<tr>
<td>Charles County, MD</td>
<td>3.8%</td>
</tr>
<tr>
<td>Frederick County MD</td>
<td>2.8%</td>
</tr>
<tr>
<td>Montgomery County, MD</td>
<td>18.2%</td>
</tr>
<tr>
<td>Prince George’s County, MD</td>
<td>17.1%</td>
</tr>
<tr>
<td>Northern Virginia</td>
<td>42.7%</td>
</tr>
<tr>
<td>Alexandria, VA</td>
<td>4.3%</td>
</tr>
<tr>
<td>Arlington County, VA</td>
<td>6.4%</td>
</tr>
<tr>
<td>City of Fairfax, VA</td>
<td>0.3%</td>
</tr>
<tr>
<td>Fairfax County, VA</td>
<td>19.5%</td>
</tr>
<tr>
<td>City of Falls Church, VA</td>
<td>0.4%</td>
</tr>
<tr>
<td>Loudoun County, VA</td>
<td>4.1%</td>
</tr>
<tr>
<td>City of Manassas, VA</td>
<td>0.3%</td>
</tr>
<tr>
<td>Manassas Park, VA</td>
<td>0.2%</td>
</tr>
<tr>
<td>Prince William County, VA</td>
<td>7.2%</td>
</tr>
<tr>
<td>Total in Region</td>
<td>100%</td>
</tr>
</tbody>
</table>


Industry) available from the U.S. Department of Commerce, Bureau of Economic Analysis, Regional Income Division.

7 The jurisdictions within MWCOG’s defined NCR includes Frederick and Charles Counties, which is outside of NCPC’s defined NCR.
Federal Procurement

Federal procurement is one of the most important forces shaping the region’s economy. It includes federal spending on acquiring goods and services like design and construction of buildings, building rents and utilities, contracting services, and all other essential workplace items needed for federal agencies to efficiently accomplish their missions. Federal procurement can create spin-off industries and employment in other sectors of the economy. In Fiscal Year 2017, the federal government accounted for 29.9 percent of the Washington region’s economy as measured by gross regional product (GRP). This included $78 billion for federal procurement, $41 billion in civilian wages and salaries, and about $6 billion in military salaries and benefits. In 2016, contractors in Northern Virginia accounted for 51.4 percent of the total procurement spending in the region, contractors in the District of Columbia secured 27.9 percent, and contractors in suburban Maryland captured 20.2 percent.

<<Callout Box Start>>

2017 Structure of the Washington Region’s Economy

- **Total Federal** (29.90%)
- **Non-Local Service Business** (15.20%)
- **Local Serving Activities** (38.00%)
- **International** (3.90%)
- **Hospitality** (2.60%)
- **Associations** (1.90%)
- **Health/ED** (7.00%)
- **Other Federal** (8.9%)
- **Federal Procurement** (13.5%)
- **Federal Wages & Salaries** (7.5%)

<<Callout Box End>>


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9 U.S. Census Bureau, Class of Worker by Sex for the Civilian Employed Population 16 years and Over 2017 American Community Survey 1-Year Estimates.
10 The Washington region’s economy consists of the U.S. Office of Management and Budget defined Washington-Arlington-Alexandria, DC-VA-MD-WV metropolitan statistical area. This area is larger than the NCPC defined NCR.
Thirty years of annual increase in federal procurement spending had been the main driver of the Washington region’s economic growth from 1980-2010. Following the peak in 2010, federal procurement spending declined until 2014. There has been a gradual increase since then. The region continues to strengthen and diversify the economy to reduce impacts from reduced federal spending.

Federal Real Estate Inventory

Changes to the federal real estate inventory can have a significant impact on the region. The federal government is the single largest owner and occupant of real property in the region. The U.S. General Services Administration (GSA) owns, manages, constructs, and leases a total of approximately 96.5 million rentable square feet of federal office space in the NCR (190 federal buildings and 500 leased buildings). The Department of Defense (DoD) controls more than 71 million square feet in more than 5,380 buildings.

DoD and GSA are improving the utilization of federally owned buildings by consolidating and moving agencies from leased space into federally owned space. Agencies are reducing their combined real estate footprint costs and improving workplace efficiencies in response to policy goals that strengthen anti-terrorism measures and promote efficient spending.

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There have been five rounds of the Base Realignment and Closure Act (BRAC) (1988, 1991, 1993, 1994, and 2005), which increased DoD efficiency by planning for the realignment and closure of military installations. With the 2005 BRAC, DoD moved many civilian and active duty personnel in the region from leased to federally owned space and co-located different branches of the military to shared ‘joint base’ installations. Section A of this element further discusses installations that gained or lost personnel or were closed.

DoD continues to plan for the optimal use of installations and the reduction of footprint costs by moving activities into owned locations. By Fiscal Year 2019, the DoD Washington Headquarters Services estimates a net reduction of 1.1 million square feet and a net annual savings of over $43 million from eliminating leases.

Similarly, GSA worked with agencies to develop cost savings and space reduction goals and strategies. For example, GSA is modernizing their Washington headquarters facility by adding approximately 119,517 usable square feet to the existing historic building. The rehabilitation includes flexible workstations coupled with workplace mobility (as discussed below) to accommodate an additional 1,100 employees, allowing GSA to eliminate $24.4 million in annual regional lease payments.

There are currently 49,208,922 rentable square feet of leased space in GSA’s regional portfolio. Approximately 564 GSA leases will expire between 2019 and 2033. With several leases set to expire, there may be more future agency consolidation from leased to federally owned space.
**DoD NCR Building Portfolio**

**Washington, DC**

<table>
<thead>
<tr>
<th>Federal Agency / Campus</th>
<th>Owned</th>
<th>Leased</th>
<th>Other</th>
</tr>
</thead>
<tbody>
<tr>
<td>Name</td>
<td>Building Count</td>
<td>Square Feet</td>
<td>Building Count</td>
</tr>
<tr>
<td>Fort Lesley J McNair</td>
<td>66</td>
<td>1,449,971</td>
<td>0</td>
</tr>
<tr>
<td>Marine Barracks Washington</td>
<td>20</td>
<td>607,971</td>
<td>0</td>
</tr>
<tr>
<td>Naval Observatory</td>
<td>37</td>
<td>177,739</td>
<td>0</td>
</tr>
<tr>
<td>Naval Research Lab</td>
<td>96</td>
<td>3,085,465</td>
<td>0</td>
</tr>
<tr>
<td>Joint Base Anacostia Bolling</td>
<td>205</td>
<td>4,708,524</td>
<td>0</td>
</tr>
<tr>
<td>NSA Washington</td>
<td>68</td>
<td>3,329,444</td>
<td>0</td>
</tr>
<tr>
<td>*Other Site(s): 13</td>
<td>22</td>
<td>307,932</td>
<td>7</td>
</tr>
</tbody>
</table>

* U.S. locations that do not meet criteria of at least ten (10) acres AND at least $10M Plant Replacement Value (the cost to replace the facility using today’s construction costs and standards).

**Maryland**

<table>
<thead>
<tr>
<th>Federal Agency / Campus</th>
<th>Owned</th>
<th>Leased</th>
<th>Other</th>
</tr>
</thead>
<tbody>
<tr>
<td>Name</td>
<td>Building Count</td>
<td>Square Feet</td>
<td>Building Count</td>
</tr>
<tr>
<td>Joint Base Andrews</td>
<td>382</td>
<td>6,693,573</td>
<td>0</td>
</tr>
<tr>
<td>National Naval Medical Center</td>
<td>86</td>
<td>4,866,178</td>
<td>0</td>
</tr>
<tr>
<td>National Guard Pvt Henry Costin</td>
<td>3</td>
<td>56,225</td>
<td>0</td>
</tr>
<tr>
<td>NMIC Suitland</td>
<td>8</td>
<td>822,021</td>
<td>0</td>
</tr>
<tr>
<td>NSWC Carderock</td>
<td>79</td>
<td>1,890,780</td>
<td>0</td>
</tr>
<tr>
<td>Summerfield FH Site 1</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>USA Adelphi Laboratory Center</td>
<td>39</td>
<td>1,134,913</td>
<td>0</td>
</tr>
<tr>
<td>Walter Reed AMC Forest Glen</td>
<td>42</td>
<td>1,060,072</td>
<td>0</td>
</tr>
<tr>
<td>Walter Reed AMC Glen Haven</td>
<td>1</td>
<td>6,541</td>
<td>0</td>
</tr>
</tbody>
</table>

**Virginia**

<table>
<thead>
<tr>
<th>Federal Agency / Campus</th>
<th>Owned</th>
<th>Leased</th>
<th>Other</th>
</tr>
</thead>
<tbody>
<tr>
<td>Name</td>
<td>Building Count</td>
<td>Square Feet</td>
<td>Building Count</td>
</tr>
<tr>
<td>Arlington National Cemetery</td>
<td>28</td>
<td>151,796</td>
<td>0</td>
</tr>
<tr>
<td>Arlington Service Center</td>
<td>10</td>
<td>260,428</td>
<td>0</td>
</tr>
<tr>
<td>Fort Belvoir</td>
<td>432</td>
<td>10,607,368</td>
<td>0</td>
</tr>
<tr>
<td>Fort Myer</td>
<td>172</td>
<td>2,413,337</td>
<td>0</td>
</tr>
<tr>
<td>Mark Center</td>
<td>5</td>
<td>4,959</td>
<td>0</td>
</tr>
<tr>
<td>Marine Corp Base Quantico</td>
<td>573</td>
<td>8,233,964</td>
<td>0</td>
</tr>
<tr>
<td>National Guard Army Guard Readiness Center</td>
<td>3</td>
<td>436,710</td>
<td>0</td>
</tr>
<tr>
<td>Pentagon Reservation</td>
<td>31</td>
<td>6,539,610</td>
<td>0</td>
</tr>
</tbody>
</table>

Source: DoD, Base Structure Report - Fiscal Year 2018 Baseline, A Summary of the Real Property Inventory

Major Drivers Shaping Workplace Policy

The way the federal government manages its assets and operations is fundamentally evolving in response to new laws, policies, and technologies that allow for workplace mobility. These major drivers are reshaping the federal government’s physical footprint and influencing development in the region. Federal agencies are planning property more efficiently by consolidating and/or, co-locating facilities, disposing of excess property, and moving out of leased space into more compact and efficient workspaces under federal ownership. The changing federal workplace poses important implications for the future of local communities and the region—specifically to development patterns and the regional economy.

Reduce the Federal Footprint
In 2015, the Office of Management and Budget (OMB) released the National Strategy for the Efficient Use of Real Property19 and the Reduce the Footprint20 policies to improve the utilization of federally owned buildings, lower the number of excess and underutilized properties, and improve the federal real property portfolio’s cost effectiveness and efficiency. As a result of OMB’s policies, federal agencies are now required to submit space management plans. These plans must include space standards, how utilization rates are calculated, targeted utilization rates,21 and how they intend to implement agency space reduction goals.

As a result of these policies, OMB and GSA have seen annual square foot (sf) reductions and annual cost savings through reduced rent, operations, and maintenance costs. At a national level, there was an approximate space reduction of 11.2 million gross square feet and $104 million in annual cost savings in Fiscal Year 2016.22

In 2016 Congress passed the Federal Assets Sale and Transfer Act (Public Law 114-287), which required OMB and GSA to identify opportunities for the federal government to reduce the inventory of civilian real property—namely through accelerated sales of properties, utilizing existing properties more efficiently, and reducing maintenance costs.23

Maximize Building Performance
In addition to reducing the footprint, another driver shaping the workplace is the need to plan for efficient operations. Federal agencies are required under Executive Order 13834: Efficient Federal Operations (2018) to meet energy and environmental performance requirements that increase efficiency, optimize performance, eliminate unnecessary use of resources, and protect the environment. Federal agencies are also required to prioritize actions that reduce waste, cut costs, enhance the resiliency of federal infrastructure and operations, and achieve mission goals.

21 Utilization rates vary from agency to agency.
**Improve Workplace Mobility**

The federal workplace continues to move towards a mobile work environment to create a more effective and efficient government, meet sustainability and performance measures, and achieve cost savings and meet space reduction goals. New technologies and work practices are advancing goals for environmental stewardship and redefining the workplace, allowing employees to work anywhere and anytime. The Telework Enhancement Act of 2010 allows flexibility in work arrangements where employees can perform their duties and responsibilities from an approved worksite other than their designated workplace.\(^24\)

Providing employees with telework options can help agencies improve productivity, assure continuity of operations, and respond to the workforce's changing needs. These trends, broadly captured by the term “workplace mobility,” help agencies achieve their missions and 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.

Many federal agencies are “right-sizing” their operations as they implement their individual *Reduce the Footprint* space management plans. “Right sizing” identifies the actual amount of workspace needed to perform the agency’s mission. Investments on information technology are key component to enable workplace mobility and reduce required space. When coupled with a flexible and open office design and mobility, “right-sizing,” desk sharing or hoteling, and alternate work schedules can significantly reduce space requirements and increase space use.

**Changes to the Federal Workforce**

The region’s federal workers are highly educated and consist of predominately professional and administrative occupations. In 2018, approximately 90 percent of federal workers in Washington, DC were professional and administrative positions. In addition, approximately 70 percent of federal workers in Washington, DC have at least a bachelor’s degree and approximately 35 percent have a master’s degree.\(^25\)

In 2017, OMB issued guidance on developing a *Comprehensive Plan for Reforming the Federal Government and Reducing the Federal Civilian Workforce*,\(^26\) which requires agencies to achieve near-term workforce reductions and cost savings, develop a plan to maximize employee performance, and submit an agency reform plan that includes long-term workforce reductions. In 2018, the Office of Personnel Management developed the *2018 Federal Workforce Priorities Report*, which identified government-wide human capital priorities and suggested strategies based upon current and emerging workforce challenges. Understanding changes to the workforce can help agencies plan for federal workplace future needs, maximize employee performance, and hire and retain a talented workforce.

\(^{24}\) The Telework Enhancement Act mandated that OPM provide an annual report to Congress addressing the telework programs of each Executive agency (5 U.S.C. § 6506).

\(^{25}\) Office of Personnel Management employment trends.

\(^{26}\) Provides guidance on fulfilling the requirements of the ‘Hiring Freeze’ Presidential and Memorandum and Executive Order 13781: Comprehensive Plan for Reorganizing the Executive Branch to stop the growth of the federal workforce until a long-term plan is in place to reduce the workforce size.
The report identified four major trends affecting the workforce:27

1. **Evolving Role of Workers among Automation**
   The role of federal workers and the type of jobs will evolve as the federal government integrates automation and new technology in their operations.

2. **The Digitally Connected Workforce**
   The Internet and social media will have an increasingly significant role in the way that employers recruit talent, encourage collaboration, and manage collective knowledge.

3. **Incorporating Employee Health into the Workplace**
   Helping employees be physically active can improve health and workplace productivity and have positive impacts on absenteeism, job stress and satisfaction, and healthcare utilization.

4. **Shifting Generational Demographics**
   The ‘millennial’ generation (individuals born between the early 1980s and early 2000s) will make up approximately 45 percent of the total U.S. workforce by 2024. Organizations can compete for millennial talent and increase retention rates through flexibility and work/life balance, inclusive and ethical leadership, and maximizing skill development—important values for this generation.

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Guiding Principles

The Federal Workplace Element provides policy guidance to improve the operational efficiency and productivity of the planning, location, design, and operation of federal workplaces. It also encourages agencies and communities to work together to improve the economic health and livability of communities within the region. The element provides workplace policy guidance at different scales: from long-term planning of federal workplaces in the region; to locational decisions and how sites and buildings are managed and designed; to how federal agencies can collaborate with the surrounding community at the neighborhood level. The following guiding principles serve as the element’s organizational framework. These principles reflect current issues, trends, challenges, and opportunities faced by federal workplaces in the region. The element works in tandem with the other federal elements—particularly the Environment, Urban Design, and Transportation Elements—to guide federal workplaces in a manner which benefits urban design, development, and transportation goals.

Section A: Adapt to the Changing Needs of the Federal Workplace

In order to adjust to new conditions and adapt to the changing needs of the federal workforce, federal workplaces need to improve the use of existing buildings and find opportunities to accommodate new uses. To meet the changing workplace’s current and future needs, federal agencies should continue to manage and reinvest for the efficient use of existing facilities and plan for future workplaces that minimize negative impacts on communities and the regional economy. This policy section provides long-range planning considerations as the federal government finds opportunities to improve use of federally owned property and reuse underutilized property. It also reinforces the seat of the federal government by retaining a majority of the regional federal employment in Washington.

Section B: Locate Federal Facilities Strategically

Location of federal facilities is an important issue that requires careful consideration as it can impact regional growth, individual agency mission, and the overall experience of federal workers. Federal facilities can bring new employment and economic opportunities to local communities and generate new development and activity. This policy section encourages federal agencies to select sites that utilize existing resources, are accessible to multiple transportation options, and protect natural resources while meeting agency security requirements. It also advocates for appropriate site selections that advance local and regional planning goals.

Section C: Design Sustainable and Healthy Work Environments

There is a close relationship between the design of the built environment and personal health. As the largest employer in the region, the federal government can significantly influence employee health by creating sustainable and healthy work environments. Healthy workplaces can meet regional goals for green, healthy buildings and communities as well as meet energy efficiency goals and building performance targets and improve the federal workforce’s productivity. This section focuses on designing healthy workspaces that meet agency space requirements, fulfill sustainability and performance goals, and consider health and well-being in the workplace.

Section D: Integrate Federal Facilities with Their Surrounding Communities

Federal facilities and installations are important parts of their neighborhoods and should accordingly seek to collaborate with those communities to share and leverage resources. There are opportunities for the federal government to be an active civic partner and help advance local planning objectives. This policy area focuses on opportunities for federal facilities to coordinate, engage, and partner with their communities to effectively meet shared goals, and contribute to the vitality of the community.
Section A: Adapt to the Changing Needs of the Federal Workplace

The federal government owns and occupies many buildings and facilities within the region. Many of these were developed through significant investment and planning, have important symbolic qualities, and are a source of national pride. As the workforce changes and buildings age, development and redevelopment of federal workplaces is expected to continue. The federal government should manage and reinvest for the efficient use of these facilities and plan for the long-term use and space needs of the federal workplace. This policy section provides planning considerations when improving the operational efficiency and productivity of federal workplaces to minimize impacts on development patterns and the regional economy.

A.1 Improve Utilization of Federally Owned Property

A.1.1 Evaluate Long-Term Space Needs
To maintain the seat of the federal government in the nation’s capital and to stay operationally efficient, it is important to periodically assess the long-term needs for space, ensure that adequate space is available to perform an agency’s mission, and adjust workplace portfolio. This assessment also includes evaluating existing land uses, minimizing inefficiencies, and integrating resilience into the long-term planning of federal workplaces. As the federal government plans future workplaces, they should resize office space to meet current standards, integrate workplace mobility and technology, and allow flexibility in design. These steps help reduce office space requirements, gain higher efficiencies, and improve employee productivity.

As agencies plan for future consolidations they should reinvest in existing federally owned facilities before developing new facilities or making investments in new leases or acquiring new sites. Existing federal facilities often require modernization or need to be substantially renovated to meet current building standards and space needs.

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The St. Elizabeths West Campus is a National Historic Landmark in Southeast Washington, DC, is planned as a high-security federal campus for the U.S. Department of Homeland Security (DHS) consolidation. As part of this consolidation, DHS plans to increase use on the campus, leverage workplace mobility to reduce overall space needs, and eliminate the need to occupy the St. Elizabeths East Campus. GSA constructed the 1.2 million square foot Douglas A. Munro Coast Guard Headquarters building, which houses approximately 3,700 military personnel and civilian employees. GSA rehabilitated and adaptively reused the Center Building to be the main DHS headquarters and house approximately 900 personnel.

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A.1.2 Integrate Resilience Planning
To meet current and future needs, it is critical to consider long-term resilience of the federal workplace in the early planning stages. Many federal facilities are at risk from a variety of hazards and threats, including aging or failing infrastructure, extreme weather conditions, cyberattacks, or evolving terrorism threats. Federal agencies need to understand the natural and manmade challenges that exist through the life cycle of buildings and infrastructure and consider strategies to minimize these risks. Such planning

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also informs decisions on where to locate buildings, helps find alternative locations that are not susceptible to flooding, and provides guidance for maintaining aging infrastructure, ensuring emergency preparedness, and incorporating security planning. Planning for long-term resilience is not limited to strengthening federal facilities, it includes a collective strategy for the region, that is informed by past efforts, analysis of current conditions, and input from multiple stakeholders.

A.1.3 Create a Positive Federal Presence in the Region

The changing federal workplace poses important implications for the future of local communities and the region. There are many lessons learned from past consolidations and relocations, which presented several implementation challenges for the region. Short deadlines often resulted in the implementation of relocations without the benefit of long-range planning. Such efforts also lacked proper evaluation of approaches to minimize negative impacts or consideration of potential site opportunities. This section highlights the importance of long-range planning to help address future planning implications early in the process, guide expected changes to the federal workplace, and create a positive presence in the region. During the planning efforts, agencies should consider the level of employment to be accommodated in a building or installation, potential impacts to the neighboring communities and transportation network, and the effect on the local and regional economies.

Strengthening the Regional Economy

Federal agencies bring long-term investment and improvement to a jurisdiction. Local jurisdictions benefit from taxes on employee wages. Private sector activities related to the federal presence also help generate property, sales, and income taxes. The location of federal facilities can be a catalyst for economic development in emerging neighborhoods. The Washington Navy Yard, and the headquarters for the U.S. Department of Transportation in Southeast Washington and the Bureau of Alcohol, Tobacco, Firearms and Explosives in Northeast Washington are examples where the federal government’s locating of office contributed to neighborhood redevelopment.

The federal presence can also create spinoff business in surrounding areas. Local and federal agencies continue to explore how to encourage private sector opportunities and workforce development in industry sectors anchored by federal activities. For example, over the past twenty years the U.S. Food and Drug Administration (FDA) has been consolidating its headquarters to its White Oak Campus in Montgomery County, Maryland. In 2018, the campus housed more than 10,900 employees in approximately 3.8 million gross square feet of offices, laboratories, and special uses. FDA will continue to consolidate to this location, increasing the total population to approximately 18,000 employees by 2035. White Oak, Maryland has evolved into a biotechnology and science hub with the location of the FDA Headquarters, Viva White Oak redevelopment, and Washington Adventist Hospital expansion.

Minimizing Impacts to Existing Infrastructure and Services

Future relocations could change the overall concentration and distribution of the federal workforce in the region. As federal agencies plan for these changes, they should determine if the new area is served by existing transit, infrastructure, businesses, and services, and whether the quality of those services can support future workplace needs. Changes to major employment locations can affect existing infrastructure (particularly transportation) and impact local businesses and services. Careful consideration should be given to location and design decisions for agencies with security and mission related constraints that are unable to provide walkable, mixed-use, transit friendly development.
The 2005 BRAC actions resulted in some of the region’s largest construction projects between 2005-2015, particularly at Fort Belvoir’s Main Post and Engineer Proving Ground, Alexandria’s Mark Center, and Bethesda’s Walter Reed National Military Medical Center. Many of the affected installations were in urban or urbanizing areas and were well served by existing transit, infrastructure, and services. Unfortunately, some DoD facilities moved from areas well served by transit to locations without easy access to transit. The Mark Center project moved 6,400 employees from transit-served leased locations to a new site adjacent to an already congested road network. As transportation mitigation, the project had to find ways to reduce single occupancy vehicle trip counts by 40 percent. 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.

It is important to understand the impact that large relocation efforts that move large numbers of federal workers from one location to another have on existing infrastructure and services. By working early in the planning process with federal, local, and state officials, federal agencies can address potential impacts and develop best approaches to land use, economic development, and transportation impacts for major relocations.

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The table below shows the 2005 BRAC’s impact on employment in the region. BRAC resulted in many changes to employment distribution, with large job changes occurring. This included the closure of Walter Reed Army Medical Center in Washington with operations moving to Fort Belvoir in Virginia and Bethesda Naval Hospital in Maryland.²⁹

<table>
<thead>
<tr>
<th>Economic Area / Region of Influence</th>
<th>Net Job Changes</th>
<th>Direct Job Changes</th>
<th>Indirect Job Changes</th>
<th>Total Job Changes</th>
<th>Changes as % of Area’s Employment</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Military</td>
<td>Civilian</td>
<td>Contractor</td>
<td>Military</td>
<td>Civilian</td>
</tr>
<tr>
<td>Washington-Arlington-Alexandria, DC-VA-MD-W Metropolitan Division (Area’s Total Employment = 2,771,791 jobs)</td>
<td>-3,314</td>
<td>-3,145</td>
<td>-948</td>
<td>-7,407</td>
<td>-5,873</td>
</tr>
<tr>
<td>Washington, DC</td>
<td>-1,313</td>
<td>-8,234</td>
<td>-2,532</td>
<td>-12,180</td>
<td>-9,683</td>
</tr>
<tr>
<td>Maryland</td>
<td>152</td>
<td>171</td>
<td>-91</td>
<td>232</td>
<td>134</td>
</tr>
</tbody>
</table>

²⁹ [https://www.brac.gov/docs/final/AppendixO.pdf](https://www.brac.gov/docs/final/AppendixO.pdf)
A.2 Plan for Reuse and Disposal

The federal government seeks opportunities to reuse or dispose of federally owned property to lower the number of excess and underutilized properties in its portfolio. This can include transferring ownership to other agencies or state/local government for public uses; or selling the property for private redevelopment. There are many examples of successfully disposed and reused federal property and lands in the region.

The St. Elizabeths Hospital was the first federally operated psychiatric hospital in the United States. The U.S. Department of Health and Human Services (HHS) controlled and operated the St. Elizabeths Hospital until 1987, when the federal government transferred the East Campus and hospital operations to the District of Columbia. In 2001, HHS determined that it no longer needed the West Campus. GSA took control of it in 2004 and stabilized the vacant buildings. GSA is transforming the West Campus into a new U.S. Department of Homeland Security headquarters, consolidating DHS from numerous other locations in the region. The District of Columbia will reuse the St. Elizabeths East Campus for private redevelopment.

One of the largest BRAC closures in the region occurred at the Walter Reed Army Medical Center in Washington when DoD moved many of its activities to installations in Maryland, Virginia, and beyond the region. A portion of the site will be reused by the U.S. Department of State as a new Foreign Missions Center and another portion was transferred to the District of Columbia for redevelopment, including a new Children’s National Research and Innovation Campus.

There are also opportunities for the federal government to use public-private partnerships and incorporate public uses to maximize the value of underutilized assets. In 2005, GSA entered into a development agreement with the private sector to redevelop a 42-acre portion of the Southeast Federal Center site (formerly the Washington Navy Yard annex and now known as The Yards) in Southeast Washington. Over the past decade, the site was transformed and redeveloped into a mixture of land uses, including residential, office, and commercial. In 2007, an 11-acre portion was redeveloped into a new U.S. Department of Transportation headquarters.

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The Public Buildings Cooperative Use Act of 1976 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 of federal buildings that incorporate public uses. The Ronald Reagan Building and International Trade Center include a public food court, special events and conference spaces, public outdoor piazza, and childcare facility. The National Building Museum offers many public uses like the museum’s exhibitions and art installations, bookstore, bakery, special events and conference space, public tours and programs, and programmed outdoor summer events. In Virginia, the Wolf Trap National Park for the Performing Arts includes public uses on federal land dedicated to performing arts, educational programs, and recreational uses.
<<Callout Box End>>

30 http://stelizabethsdevelopment.com/history.html
31 Forest City Washington entered into a development agreement pursuant to the authority of the Southeast Federal Center Public-Private Development Act of 2000 (Public Law 106-407; 114 Stat. 1758).
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 can help contribute to realizing existing community development opportunities. How federal agencies handle the reuse or redevelopment of underutilized property is an important factor in achieving facility reuse that is mutually beneficial for the federal government and local jurisdictions. When considering options to better utilize existing buildings and lands, federal agencies should evaluate potential future uses that minimize impacts on affected communities. Redevelopment should consider adjacent land uses and zoning.

**Policies**
The federal government should:

**FW.A.1** Maintain and reinforce Washington, DC as the seat of the federal government by retaining a majority of the regional federal employment in Washington.

**FW.A.2** Modernize, renovate, or rehabilitate existing federally owned buildings before developing new ones.

**FW.A.3** Utilize available federally owned land before acquiring or leasing new property or built space.

**FW.A.4** Ensure that master plans guide the long-range development of installations to reflect changing conditions and needs.

**FW.A.5** Determine if the surrounding infrastructure and services can adequately support the new workplace needs, when considering the relocation or consolidation of facilities.

**FW.A.6** Plan federal workplaces to advance agency mission and provide a sense of pride, purpose, and dedication for employees.

**FW.A.7** Consider development strategies that minimize risks, associated with natural and manmade disasters or aging buildings and infrastructure by enhancing the resilience of federal property in the nation’s capital.

**FW.A.8** Maintain and reinforce the preeminence of Washington, DC as a capital city by attracting and retaining federal employment through modernizing, repairing, or rehabilitating existing federal workplaces.

**FW.A.9** Develop strategies to minimize adverse economic impacts on a jurisdiction when facilities, or a large number of federal employees, relocate.

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FW.A.10 Evaluate facility space requirements and use assets more efficiently to reduce underutilized space.

FW.A.11 Dispose of excess federal property in a manner that ensures that its future use is coordinated with surrounding development patterns and land uses and effectively contributes to existing community development goals.

FW.A.12 Consider new federal activities for a property or facility before it is determined to be excess.

FW.A.13 Consider public uses such as commemoration or art for underutilized spaces in federal facilities.

FW.A.14 Consider opportunities that allow private developers to lease underutilized federal property.

FW.A.15 Ensure adequate space is available to meet the continuing long-term needs of the federal government in the nation’s capital.
Section B: Locate Federal Facilities Strategically

The location of federal facilities is an important issue that requires careful consideration as it can impact the region’s growth and economy and how federal workers experience their workplace. Federal facilities can bring new employment and economic opportunities to local communities, as well as generating new development and activities. The location of federal facilities can affect the local and regional transportation network and their design can impact a community’s character.

There are many factors that influence an agency’s decision on location. Factors such as agency’s mission, space requirements, costs, security needs, and federal workers’ transit availability. This section provides policy guidance on selecting location-efficient sites and prioritizing locations that advance local and regional planning goals.

B.1 Select Location-Efficient Sites
Federal workplaces should be located in areas that are well-connected to the larger region. These areas are well serviced by multiple transportation options that provide connections to the rest of the region, and are close to amenities such as employment centers, shops, restaurants, schools, and services. The following are key factors to consider when selecting location-efficient sites for federal facilities.

B.1.1 Utilize Existing Resources
Federal agencies should locate in areas that can support additional growth and consider maximizing the use of existing resources. This includes locating in areas well-served by water, sewer, and other public infrastructure; developing on infill sites; reusing historic buildings; and finding efficiencies through shared resources, co-location, or near proximity to goods and services. New construction in suburban areas often has limited public transportation options and requires significant infrastructure improvements such as utility lines, new streets, and pedestrian improvements. In urban areas, developing infill sites or selecting compact buildings and sites with smaller footprints can absorb new growth and development in a way that efficiently uses land, utilities, and services.

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The United States Institute of Peace rehabilitated two historic buildings in the Observatory Hill Historic District. The historic buildings are located adjacent to the headquarters, providing space for classrooms, office, and events in the immediate vicinity. In addition, GSA and the Department of State are rehabilitating historic buildings on the Potomac Hill Campus, adjacent to the Department of State Headquarters.
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B.1.2 Balance Perimeter Security
Security is an important consideration when deciding the location of federal facilities. The Department of Defense’s Unified Facilities Criteria established minimum anti-terrorism and force protection standards for all DoD buildings.33 Similarly, the Interagency Security Committee established standards for all nonmilitary federal facilities. Often federal agencies that require greater setbacks and have stringent perimeter security needs locate their facilities on federal campuses or in less urban areas. Federal campuses like St. Elizabeths, FDA White Oak, and the Suitland Federal Center are desirable locations for

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agencies that opt for a secure campus. In urban settings, there are opportunities to design security around multiple federal buildings that are clustered around one another, such as the Federal Triangle.

Security should be balanced with other locational considerations, including access to transportation. Some high-security facilities may not be ideal candidates for transit-oriented development, unless they are designed to ensure access to transportation and meet security needs.

B.1.3 Provide Access to Transportation
Planning for sustainable work environments begins with maximizing workplace accessibility and encouraging federal workers to use alternative modes of transportation for commuting to work. Federal facilities should be distributed throughout the region where the densest and most job intensive activities occur, such as proximity to central business activities and where multiple transportation options, such as the Metrorail, the Virginia Railway Express (VRE), or the Maryland Area Regional Commuter (MARC) train system, are most available. Access to a range of transportation alternatives, encourages workers and visitors to use public transit, walk, and/or bike to federal workplaces.

Federal agencies should consider sustainable siting of federal facilities that prioritize their location near transit, when security permits. This includes sites that give priority to areas with existing and/or planned transit service that are both high-capacity and high-frequency, so that the building’s primary entrance is within a quarter 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. Sustainable siting also includes locations where federal development would help anchor transit-oriented development.

Locating in areas that have access to transit can help reduce energy use, lower greenhouse gas emissions, and decrease traffic on the region’s roadways. In particular, the Transportation Element supports the development and maintenance of a multimodal regional transportation system that meets the travel needs of workers, residents, and visitors while improving regional mobility, accessibility, and environmental quality through an expanded transit network, enhanced transportation access, and reduced reliance on single-occupancy vehicles.

Additionally, it is also important to locate facilities in areas that offer a variety of affordable housing options to all employees. Federal agencies should find opportunities to partner with local jurisdictions and support initiatives that encourage employees to live close to their jobs and near transit. Such initiatives can help reduce impacts from federal commuting and help meet sustainability goals.

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34 *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, at least 15-minute headways during off-peak hours, with daily operations for at least 14 hours.
B.1.4 Protect Natural Resources

Another factor that strongly influences the location of federal buildings is environmental stewardship. This includes the responsible use and protection of the natural environment and cleanup of contaminated sites. Federal agencies can promote sustainable development practices through redevelopment and adaptive reuse of existing development and by recycling land designated as brownfields or grey fields.\(^{35}\) Some advantages of using such sites include conservation of natural areas or greenfields, environmental protection by cleaning hazardous sites, revitalization of vacant or underused sites, efficient use of existing utilities, sprawl reduction, and economic growth in urban areas.

B.2 Advance Local and Regional Planning Goals

Appropriately locating federal workplaces can encourage efficiencies in federal operations and promote development that can advance regional and local goals such as economic development, mixed-use development, increased transit ridership, reduced road congestion, improved air and water quality, efficient use of existing infrastructure, and preservation of open spaces.

Both the District and Federal Elements include a joint federal/District designation of a Central Employment Area (CEA) within Washington, DC. This area includes the existing core of federal facilities, including legislative, judicial, and executive branch facilities. This area is highly accessible to the public, employees, and groups requiring consistent contact with these agencies, fostering efficient interactions among federal policy-making branches. As the seat of the federal government, federal headquarters, major federal facilities, and buildings with symbolic functions should remain centralized in this area of Washington. When locating outside of the CEA, federal agencies should consider areas identified by local jurisdictions as priority places for federal facilities; and areas where the region’s jurisdictions have collectively identified for job and housing growth. Locating federal facilities in these planning areas can help support local economic development and planning goals and objectives.

B.2.1 Central Employment Area

Since the 1969 Comprehensive Plan, NCPC has prioritized workplace locations within the Washington’s official CEA. The CEA reflects the region’s primary commercial center and concentration of federal employment. The area incorporates the federal establishment’s symbolic and physical heart, encompasses the hub of the Metrorail and Metrobus system, and has both VRE and MARC stations. Most of the CEA’s federal facilities are within a quarter mile of a Metrorail station and connected to the station by a network of walkable streets.

While the Comprehensive Plan defines the CEA, it does not include a specific process to review or update its boundaries. NCPC and the District of Columbia should assess the CEA as a tool to support infrastructure needs and other reinvestment efforts. And as the District and Federal Elements are updated, the CEA should be reevaluated to ensure that it reflects the District of Columbia’s priority areas for commercial, mixed use development, and transportation investments. NCPC, the District of Columbia, and federal agencies should work together to update the CEA, as needed.

\(^{35}\) Brownfields are abandoned or under-used industrial and commercial sites that have, or may have, some environmental contamination. Grey fields include previously developed and underutilized lands which are economically outdated and no longer attract adequate investment or tenants. They are typically not environmentally contaminated but may contain older infrastructure that may need to be replaced.
B.2.2 Central Business Areas

Many federal facilities continue to be located within the CEA, while other federal activities that must be located outside it are situated where local land use conditions support the efficiency and productivity of those activities. With the changing needs of the federal workplace, many federal agencies may relocate to accommodate space needs and consolidation efforts.

When locating outside of the CEA, it is important to consider areas that help improve social, economic, environmental, and cultural conditions. And in urban areas, federal facilities should locate in central business areas that are recommended by local officials.

In 2016, GSA worked with the Metropolitan Washington Council of Governments (MWCOG) and local jurisdictions to establish designated central business areas as priority places for locating federal facilities in the region. In June 2017, MWCOG adopted Resolution R38-2017, endorsing the proposed central business areas for location federal facilities in Metropolitan Washington (Resolution R38-2017). The locally defined central business areas will assist GSA with locating future federal facilities in the region.
B.2.3 Regional Activity Centers

In 2013, MWCOG adopted the revised Regional Activity Center Map, which represents locations where planning and infrastructure can support growth and development. Many of the activity centers are in areas with access to current and future transit services, reflecting the importance given to creating walkable, multi-modal, mixed-use communities.

In 2018, the NCR Transportation Planning Board (TPB)\(^\text{36}\) endorsed seven initiatives to be included in the aspirational element of the Visualize 2045 plan. This long-range transportation plan for the region includes initiatives that would bring jobs and housing closer together, provide more telecommuting and other options for commuting, and improve accessibility and the regional transportation network. The initiatives focus on more housing and jobs in central locations, with opportunities for people to live or work in activity centers, places where jobs and housing are concentrated and is easy to walk, bike, or take public transit.

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The TPB adopted Equity Emphasis Areas in 2017, which identify small geographic areas that have significant concentrations of low-income, minority populations, or both. This will be used as an analytical tool to identify accessibility and travel times to jobs, educational institutions, and hospitals for the Equity Emphasis Areas as compared to the rest of the region between today and 2045.
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\(^{36}\) The National Capital Region Transportation Planning Board considers a larger area than the NCPC defined NCR.
Region Forward is an important plan that establishes goals and benchmarks for a sustainable, accessible, livable and prosperous region. Region Forward’s goals and subsequent local government input was the basis for a newly revised Regional Activity Center Map.
Policies
The federal government should:

FW.B.1 Prioritize the location of federal workplaces within the designated Central Employment Area (CEA) in Washington, DC. Beyond the CEA, consider sites in proximity to transit and identified by local jurisdictions as priority places for federal facilities. The District of Columbia, NCPC, and other federal agencies should evaluate the CEA as needed to ensure that it reflects current priorities.

FW.B.2 Reserve the most prominent development sites for federal headquarters, particularly those sites with important symbolic visual connections to the U.S. Capitol and other landmarks in downtown Washington.

FW.B.3 Locate federal facilities within walking distance of existing or planned route transit services, such as Metrorail, MARC, VRE, light rail, streetcar, and bus rapid transit. Priority should be given to locations within walking distance to Metrorail.

FW.B.4 Ensure that public transportation, amenities, and services are available to employees within a convenient commuting distance when evaluating facility relocation.

FW.B.5 Use federally owned historic properties, or properties located within historic districts, for new federal workplaces. If no such property is suitable, consider other developed or undeveloped sites within historic districts.

FW.B.6 Locate near, or co-locate with, agencies and departments with related missions or which an agency or department regularly interact with, to maximize productivity.

FW.B.7 Locate federal workplaces in areas that provide a variety of housing options that are affordable for all federal employees.

FW.B.8 Minimize development of natural areas for new federal workplaces. Instead, promote sustainable development practices through the redevelopment and reuse of previously disturbed land, existing development, or by recycling land designated as either brownfields or greyfields.

FW.B.9 Locate federal workplaces in areas that can support growth and development, including Metropolitan Washington Council of Governments adopted regional activity centers.

FW.B.10 Locate new federal facilities that encourage compact forms of growth and development and support goals to increase transit system ridership.

FW.B.11 Locate new federal facilities in places that support regional and local agency objectives and are integrated within their urban or regional context when feasible.

FW.B.12 Consider locating federal workplaces in distressed areas identified through federal, state, and local programs in order to support economic development.
FW.B.13 Locate federal research facilities and laboratories close to other research institutions to encourage resource sharing.

FW.B.14 Support state and local government efforts to create new housing options near existing or planned federal workplaces, or within easy access via public transportation.

FW.B.15 Support local and regional land use and transportation coordination by siting federal workplaces in locations supported by multiple transportation options.

FW.B.16 Create partnerships with federal agencies and local governments that support Live-Near-Your-Work initiatives to provide a variety of housing options close to public transit and/or federal facilities.
Section C: Design Sustainable and Healthy Work Environments

There is a close relationship between the design of the built environment and human health. As an employer of the largest workforce in the region, the federal government can significantly promote employee health by creating sustainable and healthy work environments. Healthy workplaces can also help meet energy efficiency goals, build performance targets, and improve the federal workforce’s productivity. This section works closely with the Urban Design and Federal Environment Elements and focuses on designing healthy workspaces that meet agency space requirements, fulfill sustainability and performances measures, and incorporate health and well-being in the workplace.

C.1 Plan for Sustainable Work Environments

Planning for sustainable work environments can be applied to different project types, including master planning of campuses or installations, site improvements, and building construction or renovations. Sustainable workplaces employ strategies for employees to be more productive, reduce operational costs by saving energy, minimize waste by using renewable and recyclable materials, and allow for flexibility to adapt to change. The following sustainable strategies should be considered throughout the different planning stages of a project.

C.1.1 Improve Pedestrian and Bicycle Circulation

Planning for sustainable work environments begins with maximizing workplace accessibility and encouraging federal workers to use alternative modes of transportation to commute to work. However, along with providing alternative modes, it is equally important to include improvements and infrastructure that make the use of multimodal transportation more convenient and desirable for the federal workforce. On campuses and in facilities, site improvements conducive to pedestrian and bicycle circulation, accessible entrances, designated pedestrian and bicycle paths, bike rack locations, and wayfinding signs support ease and convenience of circulation.

Additionally, design interventions can further encourage and emphasize the health of employees, such as wayfinding signs that indicates walking distances and informational signs that promote the use of stairs. Prioritizing parking locations for those who carpool, offering shuttles, subsidizing use of alternative forms of transportation, or permitting working remotely are other ways to incentivize employees to change travel behavior. Providing bike racks, lockers, and showers at the workplace helps support pedestrian and bicycle activity.

C.1.2 Consider Site Sustainability

When federal agencies are at concept and design development stages of planning, they should consider the suitability of a site by understanding the existing site conditions. This includes assessing the site’s ecological characteristics, determining if it is appropriate for its proposed use, and designing ways to sensitively integrate the building with the site. Preservation of site resources and conservation of energy and materials in construction and building operations are important components to sustainable development.

Site selection can have a significant impact on environmental resources. For instance, floodplains by definition accommodate changing water levels. They are hydrologically important, environmentally sensitive, and ecologically productive areas that perform many natural functions. Flood resilient planning starts from the premise that new construction on a floodplain should be avoided where possible. However, where buildings are permitted in the floodplain or where redevelopment is being considered,
flood risk management strategy should consider resilient and adaptable designs that reduce damage to federal assets and speed up the recovery process.

For campuses and large facilities, other measures that promote site sustainability include cleanup of Superfund sites limiting the environmental impact of developing on previously undeveloped areas, using areas with existing infrastructure, and orientating building entrances to support pedestrian circulation and transit use.

C.1.3 Consider Building Orientation
Planning for the appropriate placement of a building requires understanding the site’s existing topography, climate, landform, and vegetation. Optimal building orientation can promote energy efficiency and help lower its total energy usage. These results are achieved primarily through passive and active solar strategies. Passive solar heating systems provide an advantage as they do not have a high initial cost or long-term payback period. They provide increased user comfort and when designed appropriately, passive solar buildings provide a higher degree of temperature stability and thermal comfort. Another advantage of passive solar design is that it does not generate greenhouse gases and slows fossil fuel depletion.

Building orientation can help take advantage of prevailing winds by blocking the harsh winter winds, whereas allowing summer breeze to enter outdoor gathering spaces and provide passive cooling. Implementing daylighting measures, which control natural light, direct sunlight, and diffused skylight into a building, also reduce electric lighting and save energy.

C.1.4 Consider Site Improvements
Sustainable work environments serve more than a building’s immediate functions; they include planning for the entire site, including streetscape elements. Many components of a site, such as vegetated areas, trails, sidewalks, and outdoor plazas, have the potential to promote healthy lifestyles, support ecosystems, and create a sense of place. Site improvements that promote sustainable environments are listed below.

Minimize Impervious Surfaces
Impervious surfaces, or surfaces that do not permit water to infiltrate, have a direct impact on water quality and quantity. These surfaces limit groundwater recharge, increase pollutant runoff and often result in increased flooding and stream bank erosion. Strategies at the master plan stage or during small scale modifications at a site level, can minimize impervious surfaces and encourage runoff to soak into the ground, so pollutants are filtered by soil and vegetation. During the master plan stage, clustering buildings can reduce the area of impervious surfaces. Similarly limiting surface parking sprawl can lead to preservation of forested and wooded areas for their ecological importance and existing wetlands and their ability to filter and store water. At the site level providing green roofs; pervious surfaces for parking, sidewalks, and driveways; and bio-retention facilities allow rainwater to infiltrate the ground.

37 https://www.epa.gov/superfund/superfund-cleanup-process
39 https://www.wbdg.org/resources/passive-solar-heating
40 https://www.wbdg.org/resources/daylighting
The 2013 SW Ecodistrict Plan is a long range, comprehensive approach to transform a disconnected and aging federal precinct into a highly sustainable workplace, cultural destination, and livable neighborhood. As buildings and infrastructure are rehabilitated or redeveloped, the plan provides carefully phased, fiscally achievable strategies that leverage assets to attain significant energy, water, waste, and stormwater reductions, which will lower federal operating and maintenance expenses and result in better environmental outcomes.

Consider Green Stormwater Infrastructure
Stormwater runoff is one of the most significant environmental impacts of a developed site and provides one of the greatest opportunities for sustainable design. Sustainable or stormwater management focuses on reducing runoff and improving water quality. It incorporates low impact development or green infrastructure practices that help maintain natural hydrologic cycles through site grading, vegetation, and through soil systems that absorb and filter stormwater onsite. Stormwater management practices also help treat pollutants, minimize erosion, and mitigate risk of flooding and water pollution downstream.

Consider Landscape Design
Sustainable landscapes thrive in local temperature, rainfall, and weather conditions. These landscapes help minimize excessive potable water use, decrease runoff, and prevent erosion. They incorporate strategies that capture rainwater for reuse and plan for vegetated areas to receive runoff. They rely on strategic location of trees to shaded large hardscape areas, raingardens to treat stormwater in parking areas, and use of bioretention, rather than regular retention ponds. Lastly, using plant species that need less water, are drought tolerant, and are disease resistant ensure landscapes’ longevity.

C.2 Design for Healthy Workplaces
Given that we spend one third of our lives at work, the workplace environment can have a significant impact on our health and wellbeing. Healthier conditions in the workplace can promote productivity; enhance employee health and wellness; and help retain, recruit, and motivate the workforce. In addition, such environments reinforce collaboration, creativity, innovation, and even mentorship. Considering stress reduction, and mental health in design, construction, and operations can have measurable benefits on employee health, demonstrate a commitment to human well-being, and promote a more productive work environment. This makes it critical that the workplace environments are planned and designed for human health at the outset.

This policy area focuses on designing healthy work environments that not just meet employee needs but considers the human impact of design and encompasses ways to plan, design, and operate for the individuals that work in these environments.

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C.2.1 Provide Access to Nature & Views
Access to the outdoors and proximity to nature are becoming higher priorities for modern workplaces. Incorporating natural light, vegetation, views, and access to outdoor areas can positively impact mood and wellbeing. Studies show that views to outdoor areas can have major positive benefits for employees and their organizations.\(^{42}\) Providing workplaces with access to walking trails and recreation areas gives employees opportunities to take breaks outside and promotes healthy lifestyles. Outdoor spaces are an integral part of the building, and can be used as places to eat, walk, socialize; and programmed as active spaces. Incorporating nature into the workplace can exist both indoors and outdoors, and can include living green walls, indoor trees and plants, and green space and vegetation in building yards and courtyards.

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The Fort Belvoir installation includes multi-purpose and regional trails on-site, such as the Potomac Heritage National Scenic Trail. Fort Belvoir’s employees and residents have access to green spaces (golf courses, parade fields, recreation areas, and local parks) and preservation areas (important wildlife areas). Portions of Fort Belvoir’s trail network are publicly accessible, while other trails may be used by the public on special occasions.
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The renovated and restored federally leased Constitution Center building, in Southwest Washington, provides prominent views and allows natural light into the workspace. Among the many improvements, the redesign converted a non-permeable courtyard to a lush, landscaped green space, which was enhanced by a fountain and new artwork.
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C.2.2 Incorporate Daylight
Even though we spend much of our time indoors, natural light helps to synchronize circadian rhythms, improves alertness and sleep quality, and decreases stress levels and risk for depression.\(^{43}\) Many federal buildings that are modernized are redesigned to maximize natural lighting. Access to natural light contributes to workplace satisfaction, performance, and productivity gains, and can contribute to decreased absenteeism in the workplace.

Overall light levels within a workplace also impact employee health and wellness. Insufficient indoor light levels can contribute to physical problems (eyestrain, headaches), decreased productivity, and job frustration. Light level requirements vary by worker as well as by task – paper-based tasks require a different amount and type of lighting than do computer-based tasks, and workers of different ages may have different contrast requirements.


C.2.3 Improve Indoor Air Quality
Indoor air quality is closely connected to respiratory health and cognition capabilities. Pollutants and unwanted contaminants can make it difficult to breathe, let alone think and work effectively. Airborne germs and materials off-gassing can irritate asthma and allergies, or cause illness, posing a threat to physical health. Building design combined with the selection of easy-to-clean and low-emitting building materials, and construction methods can improve indoor air quality. Increasing air exchange rates and decreasing concentrations of carbon dioxide and other volatile organic compounds can benefit preparation, strategizing, and decision-making—as well as other abilities associated with work productivity. Temperature can also influence work effectiveness—an environment that is too hot or too cold can measurably decrease productivity. Providing flexible environments wherever possible can enhance employee comfort and promote engagement.

C.2.4 Promote Active Work Environments
When workplace infrastructure is shaped to encourage more movement and interaction, it makes it easier for employees to increase activity and improve their physical fitness. Offering a variety of non-sedentary options helps employees alter their daily routines and increase energy levels. A healthier workforce can benefit from reduced direct costs associated with health care expenses. Worksite physical activity interventions can range from the building design and site improvements, access and visibility to stairs, signage, wellness programs, and social support programs.

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The Fitwel rating system is a tool used to assess performance on occupant health and wellness at the building level. In 2014, Fitwel was piloted in many public sector buildings. There are 12 GSA-owned buildings in the region that are currently Fitwel certified.
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C.2.5 Consider Flexibility in the Workplace
The design of federal workplaces continues to evolve. It is important to plan for federal workplaces to be flexible and adaptable, since federal agencies often change priorities, reorganize, add or move workers, or develop new services. Employees in this changing environment work independently, in groups and sometimes remotely. These changes are much easier to accommodate when the workplace design supports flexibility.

New technologies and work practices are advancing goals for environmental stewardship and redefining the workplace, allowing employees to work anywhere and anytime. For many agencies, telework helped improve productivity, was a positive effect on employee job attitudes, improved morale and quality of work, reduced turnover, maintained continuity of operations, and responded to the workforce’s changing needs. Additionally, there were lower relocation costs and an overall reduction in the environmental and economic costs of commuting. However, not all federal workers are eligible to telework. Eligibility is dependent upon position and agency.

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44 https://www.cdc.gov/physicalactivity/worksite-pa/index.htm
45 https://sftool.gov/learn/about/243/flexible-workplace-design
Policies
The federal government should:

FW.C.1 Promote safe and walkable campuses and facilities by designating pedestrian and bicycle circulation routes that connect buildings, allow assessible building entrances, provide adequate lighting along trails and shared paths, and through wayfinding signs.

FW.C.2 Encourage sustainable commuting by incorporating bike racks, bike lockers, and showers at workplaces.

FW.C.3 Provide and maintain public pedestrian and bicycle routes to, though, or, if necessary, around federal facilities, consistent with security requirements.

FW.C.4 Ensure that primary pedestrian entrances at federal workplaces are located as close as possible to transit stops and stations and are readily American with Disabilities Act/Architectural Barriers Act accessible.

FW.C.5 Plan and design buildings that incorporate passive and active solar strategies, such as building orientation and daylighting measures to help minimize energy use and reach sustainability goals.

FW.C.6 Consider the existing site conditions, including topography, climate, vegetation, flora, fauna, and soils, when planning and designing buildings.

FW.C.7 Protect the natural environment by preserving and avoiding environmentally sensitive areas, such as wetlands, floodplains, and forested areas.

FW.C.8 Consider building design, materials, and construction methods that improve indoor air quality and provide healthy working conditions for federal employees.

FW.C.9 Provide convenient access to outdoor areas including green spaces, courtyards, terraces, and campus walking trails.

FW.C.10 Provide outdoor spaces that allow opportunities for social interaction and physical activities for federal employees.

FW.C.11 Permit and encourage telework, compressed, and alternative work schedules for federal employees where it benefits the federal government and the public.
Section D: Integrate Federal Facilities with Their Surrounding Communities

Federal facilities and installations are important members of the local jurisdiction and neighborhood where they are located. For these facilities to integrate better within the surrounding community, they need to collaborate and share resources with local partners and stakeholders. There are many opportunities where the federal government can foster positive community development, advance local planning objectives, and be a good neighbor to the surrounding community. This section highlights areas where coordination, engagement, and partnerships can be used to help federal facilities be a part of their community, effectively meet shared goals, and contribute to the well-being of the community.

D.1 Coordinate with the Local Jurisdiction and Surrounding Communities

Where federal facilities are located, how they are designed and oriented, and how these federal workplaces are managed and operated, can have a significant impact on the surrounding community. These factors impact the existing street and sidewalk network, and access to community parks and open spaces. When federal facilities are being planned in existing communities, they should be sensitive to the surrounding context and consider the character of the public space, properties, and community. Agencies should coordinate and engage with the community, adjacent federal agencies, and local jurisdictions during project planning and master planning. Public engagement, agency coordination, and understanding of interrelated issues are essential to the planning process and strengthen community integration. Coordination can often result in refinements in projects and plans that can help address important issues such as parking, security, building design, and stormwater management.

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In the early 2000s, the Albert V. Bryan U.S. Courthouse, situated within a residential and commercial community in Alexandria, Virginia, installed temporary perimeter security measures that closed the public street in front of the courthouse. A decade later, the courthouse worked closely with the city to develop appropriate permanent solutions to replace temporary security measures installed around the courthouse. By coordinating efforts, they were able to address physical perimeter security needs, improve the public realm, and reopen the public right-of-way for the existing neighborhood.
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D.2 Advance Shared Goals and Interests

D.2.1 Address Collective Transportation Needs

Most federal facilities or installations bring in additional workers which directly leads to new or modified transportation and infrastructure needs. Planning transportation needs with the community can reduce duplication of services and improve efficiency. Providing alternative modes of transportation and coordinating infrastructure improvements to accommodate the federal workforce can benefit residents, visitors, and workers. In these situations, collaborating with local and regional agencies, promoting transportation options that minimize impacts to the existing transportation network, developing pedestrian network routes, and providing convenient access to public transit can advance shared transportation and sustainability goals.
There are many federal campuses and installations that include existing trails and open spaces for federal workers. When security permits, these trails and pedestrian networks should be improved to help link communities and provide recreational opportunities for nearby residents.

The Pentagon Transit Center is on the east side of the Pentagon and includes a Metrorail station and bus bay that accommodates many commercially and privately-owned buses used by Pentagon employees and area residents and workers. As a transit hub the center meets federal, regional, and local transportation needs.

D.2.2 Support the Surrounding Amenities and Services
Federal workplaces have a large impact on the regional economy, which drives many infrastructure investments and public service-related decisions. Similarly, on a local level, there is often a concentrated positive financial impact on surrounding communities. Federal employees contribute to local communities where they live and work. They support the local economy by shopping at stores, dining at restaurants, sending their children to schools, enjoying the region’s numerous entertainment and recreational venues, and buying or renting real estate. They also have a social impact, or the benefits accrued from stable employment. In addition to direct economic impacts, federal workplaces provide contractual employment opportunities to local and regional residents.

Federal agencies should not provide competing services within their facility, installation, or campus when they are located in an area served by existing amenities. An assessment of amenities, such as existing retail, food and beverage options, fitness and recreation facilities, inform which ones already exist, and which additional ones might benefit the community. This assessment can guide agencies to help fill the gaps, further the community goals, and help facilities better integrate into their regional location. Such an arrangement and sharing of resources can benefit the federal government, private sector, and general public. Coordination and collaboration with local planning agencies and economic development organizations can add vitality, create jobs and lead to economic growth. Additionally, agencies can explore public-private partnerships that create job training opportunities for the local community and help meet federal workforce needs.

D.2.3 Balance Security and Public Uses
Over the past several years, while federal facilities have devoted substantial resources to security, protection often impedes the public realm and comes at the expense of community vitality and access. At times, security concerns have driven agencies to leave urban locations altogether. While planning for security is an inherent requirement for all federal facilities, well-designed site security solutions complement and respect the community context. Agencies should strive to create safe and welcoming places that improve the quality of the public realm. In addition to meeting the need for security, federal buildings and facilities can incorporate thoughtful security designs that encourage citizen participation.

In addition to meeting their individual mission and fulfilling necessary security needs, federal agencies can benefit from creative solutions that incorporate active uses and develop exciting public space destinations in and around their buildings. Amenities such as ground-floor retail and dining facilities in urban areas, public art, and programmed events such as farmers' markets further increase employee satisfaction, public interest in an agency's mission, and the value of federal property.46 When security permits, federal

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46 Activating Federal Places, NCPC.
facilities should find opportunities to open some of these areas for public access to share with the local community.

The outdoor areas around and between federal buildings and facilities including public spaces, plazas and courtyards provide opportunities for cultural, educational, and recreational activities and attractions that draw people throughout the day and evening hours. Supported by publicly accessible civic art, memorials, public gardens, fountains, sculptures, and murals, these public spaces can become destinations for employees, residents, community stakeholders, and visitors. By balancing security needs, public access, and use, these spaces can enhance the civic realm, engage the public, and provides a forum for public activities. Such spaces should be encouraged as part of the modernization, rehabilitation or development of new facilities.47

Policies
The federal government should:

FW.D.1 Consult with local jurisdictions to ensure that federal workplaces are compatible with the surrounding urban fabric’s character and enhance the community.

FW.D.2 Engage the public during site selection, planning, design, and construction of federal projects. Additionally, work with surrounding jurisdictions to address local issues.

FW.D.3 Partner with external stakeholders to advance local planning objectives, such as neighborhood revitalization, where possible.

FW.D.4 Coordinate with federal and local jurisdictions, and the public, on interrelated issues such as traffic congestion, parking, security, stormwater management, and natural resource protection.

FW.D.5 Collaborate with regional partners to advance Metropolitan Washington Council of Government’s Region Forward Goals48 including land use, transportation, climate and energy, environment, housing, and economy.

FW.D.6 Coordinate with local jurisdictions to provide a variety of services and amenities that benefit federal employees and residents such as restaurants, retail outlets, financial and professional services, day-care centers, health and fitness centers, and public open spaces. Ensure that they are within reasonable travel time or walking distance.

FW.D.7 Encourage the use of existing services in the surrounding area before planning for duplicate services within the federal facility, installation, or campus. Plan and provide amenities that fill the gaps and complement the existing services in the surrounding community.

48 https://www.mwcog.org/community/planning-areas/regional-planning/region-forward/goals/
FW.D.8 Support an economically vibrant region through collaboration with local, state, and regional economic development organizations. Encourage initiatives that create jobs and training opportunities that help meet federal workforce needs and promote economic growth in disadvantaged communities.

FW.D.9 Support economic development incentives that create jobs, invest in communities, strengthen local businesses, and provide goods and services for federal workplaces. Additionally, promote federal procurement of local goods and services where possible.

FW.D.10 Provide well-designed site security solutions that complement existing uses and activities in the public realm, ensure visual and physical connectivity, enhance streetscape aesthetics, and protect historic and environmental resources.

FW.D.11 Foster the growth of socially and economically disadvantaged businesses in areas around federal facilities through the use of existing federal programs and targeted resources that support existing and emerging industries.

FW.D.12 Consider incorporating a mix of public uses and amenities in urban areas, particularly at the ground floor that are consistent with security requirements.

FW.D.13 Lease or share space in federal workplaces for publicly accessible commercial, cultural, educational, civic, and recreational uses and activities when they fulfill local needs.

FW.D.14 Incorporate programmed activities and amenities to enhance and activate federal public spaces for federal workers and the surrounding community.

FW.D.15 Incorporate, raise awareness, and provide public access, where feasible, to civic art, including memorials, plazas, public gardens, fountains, sculpture, and murals in federal workplaces.