



## Executive Director's Recommendation

Commission Meeting: November 7, 2019

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<b>PROJECT</b> <b>Master Plan Amendment for the Department of Homeland Security Headquarters Consolidation at St. Elizabeths</b> 2700 Martin Luther King Jr., Avenue, SE Washington, DC	<b>NCPC FILE NUMBER</b> MP211
<b>SUBMITTED BY</b> United States General Services Administration	<b>NCPC MAP FILE NUMBER</b> 83.00(05.00)45009
<b>REVIEW AUTHORITY</b> Approval of Master Plans for use by the Commission per 40 U.S.C. § 8722(a) and (b)(1)	<b>APPLICANT'S REQUEST</b> Approval of comments on concept master plan
	<b>PROPOSED ACTION</b> Approve comments on concept master plan
	<b>ACTION ITEM TYPE</b> Staff Presentation

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### PROJECT SUMMARY

The U.S. General Services Administration (GSA) has submitted for Commission comment a concept for an amendment to the Master Plan for the Department of Homeland Security (DHS) Headquarters consolidation at St. Elizabeths Hospital West Campus. The 2008 Master Plan, approved by the Commission in 2009, for the Consolidated Headquarters of DHS (2008 DHS Master Plan) established the framework for a total development of 4.5 million gross square feet (GSF) on both the West and East Campuses, including administrative and operations space, and shared uses such as a cafeteria, child care center and other uses. The proposed current amendment is needed to address budget constraints and new programming requirements for DHS.

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

GSA's goal with the draft amendment is to update the Master Plan with a focus on the Plateau area on the West Campus to provide maximum flexibility for current and future department programming and optimize new development within the historic context of the campus. The amendment also addresses GSA's directive to maximize new construction and provide more square footage for less costs. Beginning in Spring of 2018, GSA engaged federal agencies and the Section 106 Consulting Parties to evaluate different height and massing options for the new construction on the West Campus. In order to achieve the square footage goals for the new programming, GSA and the Consulting Parties evaluated the merits of three to six buildings, of

varying mass and height configurations, targeting the western edge of the Lawn on the Plateau for location. The Plateau is located on the southeast corner of the West Campus, with Martin Luther King, Jr. Boulevard to the east. The preferred concept option under the amendment envisions two large-scale buildings, each approximately 650,000 square feet, on the Plateau but sited in such a manner as to retain the historic open space of the Lawn on the Plateau, and provide a new landscaped plaza within the ravine, behind the historic Power Plant buildings. This amendment also includes locating a new 175,000 square foot building (I & A Building) on top of the hill from the historic cemetery (Sweetgum Lane site), and near the Munro Building, housing the Coast Guard headquarters. GSA has indicated this building will be largely underground, with the above ground component to mimic the design of the Coast Guard building.

Under the proposed amendment, five historic buildings will be demolished on the Plateau area, while the historic buildings of Administration Row, and three additional historic buildings (including the Ice House, the Power Plant and the Smoke Stacks) will be retained.

## KEY INFORMATION

- The St. Elizabeths Hospital Campus was listed as a National Historic Landmark in 1990.
- The Department of Health and Human Services transferred the property to GSA in 2001.
- In January 2009, the Commission approved the campus master plan. One of the main goals of the master plan was to retain as much of the historic fabric of St. Elizabeths West Campus as possible.
- A Programmatic Agreement (PA) signed in 2008 outlined the process for historic preservation.
- Since the 2009 Master Plan approval, the Commission has seen two master plan amendments: one in 2010 to amend the area of the plan for the U.S. Coast Guard Headquarters and one in 2012 to relocate FEMA to the east campus.
- The 2009 Master Plan for St. Elizabeths established a framework for 4.5 million gross square feet of office/support space between existing and new development to house DHS. It also included an additional 1.5 million gross square feet of parking.
- Several components of the original 2009 Master Plan have been completed, including the construction of the Munro Building to serve as the Coast Guard Headquarters, an adjacent parking garage, the complete rehabilitation of the historic Center Building to house the offices of the Secretary of DHS, a western addition to the Center Building, and several rehabilitations of smaller historic buildings on the West Campus.
- Since the 2009 approval, GSA has determined that due to inefficient floorplates across the campus and current requirements, the ratio for Usable Square Footage (USF) to Gross Square Footage (GSF) is 2.0+ versus the original planned 1.3. Since 2009, the construction costs have also increased, partly due to funding delays, as well as the actual cost to rehabilitate the historic Center Building.
- GSA reinitiated Section 106 Consultation in 2018 and had held seven Consulting Party Meetings to date. A new Memorandum of Agreement (MOA) will be executed to document the mitigation measures agreed upon during the Consultation Process resulting from the

anticipated adverse effects resulting from the components of the amendment to the Master Plan.

- GSA is preparing a Supplemental Environmental Statement (SEIS) for NEPA purposes to evaluate potential changes resulting from the amendment to the Master Plan.

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## RECOMMENDATION

The Commission:

**Comments** favorably on the overall preferred approach presented in the concept Master Plan Amendment.

**Commends** GSA for fully engaging partner federal agencies and the Section 106 Consulting Parties through the evolution of the design process for the Master Plan Amendment.

**Finds** that GSA evaluated a range of design options with the federal agencies and Section 106 Consulting Parties, to address the needed square footage requirements for the new programming, with options ranging from two to six buildings, of varying heights and masses, located on the Plateau, while balancing historic preservation considerations.

**Notes** that based on the discussion and evaluation during the on-going Section 106 Consultation Process in 2018 and 2019, GSA arrived at a preferred massing option for the new construction of two, 650,000 square foot buildings on the western edge of the Plateau, and along the slope of the Ravine, and a 175,000 building (I & A Building) located near the Munroe building, and on top of the hill from the historic cemetery.

**Finds** that GSA's preferred massing concept best balances DHS's programmatic needs to consolidate its workforce at the St. Elizabeths West Campus with historic preservation considerations in the context of a National Historic Landmark district. The concept:

- Retains the historic Administration Row buildings on the Plateau and open character of the Lawn.
- Retains the panoramic views and porosity of buildings across the Lawn towards the River, from the Administration Row buildings
- Locates two of the large new buildings on the Plateau near locations previously approved for new construction.
- Locates one of the new buildings along the slope of the Ravine, allowing for the historic Power Plant and Smoke Towers to be retained, and integrated into the new building, while addressing the issues of slope stability.
- Minimizes the impact of views towards the West Campus, particularly on the ridgeline of the topographic bowl.

**Finds** that while the proposed concept best balances program needs with historic preservation considerations, it has a greater impact on historic resources than the 2009 plan in that it requires the demolition of a greater number of historic buildings.

**Notes** that the concept plan indicates that three historic buildings (15, 66, and 69) are now proposed to be demolished that would have been retained under the current Master Plan.

**Request** the applicant explore whether a small shift in the proposed building footprint of the new development could allow Building 66 to be retained, while maintaining a cohesive and sensible site plan.

**Requests** that the applicant provide additional information on the rationale for demolishing Building 15 (near the Sweetgum Lane site) and Building 69 (on the Plateau), as the concept site plan does not show the footprints of the proposed new buildings directly impacting these buildings.

**Requests** that the applicant follow National Park Service guidance found in Preservation Brief 31: Mothballing Historic Buildings, for the stabilization of the remaining historic buildings while demonstrating the commitment to identify future new uses for the building to encourage rehabilitation.

**Requests** that the applicant ensure that historic buildings will not be demolished prior to the need to facilitate the construction of new buildings.

**Requests** the following additional information with the draft submission:

- Project phasing
- Proposed total heights for the new Plateau Buildings, from grade
- Additional massing and options for the Sweetgum Lane Site building (I & A Building), including renderings to minimize viewshed impacts
- Updated renderings of new development impacts on the topographic bowl and tree line.
- Proposed parking ratio and draft Transportation Management Plan.
- Tree removal and replacement plan
- Stormwater management plan

Other

**Notes** that a new Memorandum of Agreement will be executed to address agreed-upon mitigation measures commensurate with adverse effects resulting from the Master Plan Amendment.

**Notes** that GSA plans to release a draft Supplemental Environmental Impact Statement in 2020.

**Notes** individual buildings and landscapes will be designed at the individual project stage and submitted for Commission review and approval.

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## PROJECT REVIEW TIMELINE

<b>Previous actions</b>	<p><b>January 2009</b> – Approval of final DHS Consolidated Master Plan</p> <p><b>July 2010</b> – Approval of US Coast Guard Headquarters and master plan modification.</p> <p><b>June 2012</b> – Approval of Master Plan Amendment – Federal Emergency Management Agency Headquarters and Transportation Improvements</p> <p>Various approvals of components and buildings at the West Campus</p>
<b>Remaining actions</b> (anticipated)	– Submittal of preliminary and final Master Plan Amendment

## PROJECT ANALYSIS

### Executive Summary

The U.S. General Services Administration (GSA) has submitted for Commission comments a concept for an amendment to the Master Plan for the Department of Homeland Security (DHS) Headquarters consolidation at St. Elizabeths Hospital West Campus. Staff analyzed this project using guidance in the Comprehensive Plan, particularly those related to five of the federal Elements of the Comprehensive Plan: the Federal Workplace, Transportation, Parks and Open Space, Federal Environment, and Preservation and Historic Features elements. In summary, staff finds it to be in conformance with the goals and policies associated with each Element.

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

Recognizing the need to amend the approved Master Plan, GSA reinitiated the Section 106 Consultation process, to engage the federal agencies and consulting parties, and the public in summer of 2018, and has held seven Consulting Party meetings to-date. As such, staff recommends that the Commission **commends GSA for fully engaging partner federal agencies and the Section 106 Consulting Parties through the evolution of the design process for the Master Plan Amendment.**

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GSA's goal with the draft amendment is to update the Master Plan with a focus on the Plateau area on the West Campus, to provide maximum flexibility for current and future department programming, and optimize new development within the historic context of the campus. The Plateau is located on the southeast corner of the West Campus, with Martin Luther King, Jr. Boulevard to the east. The amendment also addresses GSA's directive to maximize new construction and provide more square footage, for less costs. Beginning in Spring of 2018, GSA engaged federal agencies and the Section 106 Consulting Parties to evaluate different height and massing options for the new construction on the West Campus. In order to achieve the square footage goals for the new programming, GSA and the Consulting Parties evaluated the merits of three to six buildings, of varying mass and height configurations, targeting the western edge of the Lawn on the Plateau for location. The preferred concept option under the amendment envisions two large-scale buildings, each approximately 650,000 square feet, on the Plateau but sited in such a manner as to retain the historic open space of the Lawn on the Plateau, and provide a new landscaped plaza within the ravine, behind the historic Power Plant buildings. This amendment also includes locating a new 175,000 square foot building (I & A Building) on top of the hill from the historic cemetery (Sweetgum Lane site), and near the Coast Guard building. GSA has indicated this building will be largely underground, with the above ground component to mimic the design of the Coast Guard building.

Under the proposed amendment, five historic buildings will be demolished on the Plateau area, while the historic buildings of Administration Row, and three additional historic buildings (including the Ice House, the Power Plant and the Smoke Stacks) will be retained.

### **Background**

The 2008 Master Plan, approved by the Commission in 2009, for the Consolidated Headquarters of DHS (2008 DHS Master Plan) established the framework for a total development of 4.5 million gross square feet (GSF) on both the West and East Campuses, including administrative and operations space, and shared uses such as a cafeteria, child care center and other uses. The proposed current amendment is needed to address budget constraints and new programming requirements for DHS.

Under the original Master Plan, fifty-one of the sixty-two historic buildings on the campus were to be rehabilitated, and re-purposed for new DHS uses. In order to achieve this number of historic rehabilitations, new construction was envisioned to occur on both the East Campus, as well as on the West Campus. On the West Campus, new buildings were to be located on the Plateau, as well as off the Campus approach along Suitland Parkway, where the Munro Building for the Coast Guard was constructed.

An earlier amendment provided for locating the FEMA headquarters on the East Campus, however, that project has not moved forward, and all federal development will now occur on the West Campus, while the District of Columbia has ownership and will fully develop the East Campus.

Several components of the original 2009 Master Plan have been completed, including the construction of the Munro Building to serve as the Coast Guard Headquarters, an adjacent parking

garage, the complete rehabilitation of the historic Center Building to house the offices of the Secretary of DHS, a western addition to the Center Building, and several rehabilitations of smaller historic buildings on the West Campus.

### **Historic Preservation**

While the 2009 Master Plan attempted to balance the rehabilitation of historic buildings on the campus with new construction, and would have resulted in the rehabilitation of fifty-one of the sixty-two historic buildings, the Master Plan Amendment proposes that forty-five of the sixty-two historic buildings will be retained, rehabilitated, and re-purposed for DHS use, in future project phases. While the significant Center Building has been fully rehabilitated to serve as the Secretary of DHS offices, GSA discovered that many of the historic buildings were significantly structurally challenged and deteriorated than previously understood. The historic buildings were also challenging to work with in terms of adapting the floorplates for new uses. Thus, staff recommends that the Commission **finds that while the proposed concept best balances program needs with historic preservation considerations, it has a greater impact on historic resources than the 2009 plan.**

As GSA reinitiated the discussion with federal agencies and Section 106 Consulting Parties, the directives to GSA for the amendment to the Master Plan to address critical DHS program needs includes a focus on new construction only, and forgoing any additional historic rehabilitations in the next project phase. In considering locations for the new construction, on the Plateau, there was general agreement that the Administration Row buildings were more significant than the historic Pavilion buildings on the Plateau, and that they should be retained, and appropriately stabilized and mothballed, until GSA could identify future adaptive re-uses, and secure funding for rehabilitation. Staff recommends that the Commission **notes that the concept plan indicates that three historic buildings (15, 66, and 69) are now proposed to be demolished that would have been retained under the current Master Plan.** In addition, staff recommends that the Commission **request the applicant explore whether a small shift in the proposed building footprint of the new development could allow Building 66 to be retained, while maintaining a cohesive and sensible site plan, and requests that the applicant provide additional information on the rationale for demolishing Building 15 (near the Sweetgum Lane site) and Building 69 (on the Plateau), as the concept site plan does not show the footprints of the proposed new buildings directly impacting these buildings.**

In addition, staff recommends that the Commission **requests that the applicant follow National Park Service guidance found in Preservation Brief 31: Mothballing Historic Buildings, for the stabilization of the remaining historic buildings while demonstrating the commitment to identify future new uses for the building to encourage rehabilitation; and requests that the applicant ensure that historic buildings will not be demolished prior to the need to facilitate the construction of new buildings.** NPS publishes Preservation Briefs to provide guidance on preserving, rehabilitating, and restoring historic buildings, in a “best practices” framework. The briefs recommend methods and approaches for rehabilitating historic buildings that are consistent with their historic character.

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## New Construction

Since the 2009 approval, GSA has determined that due to inefficient floorplates across the campus and current requirements, the ratio for Usable Square Footage (USF) to Gross Square Footage (GSF) is 2.0+ versus the original planned 1.3. Since 2009, the construction costs have also increased, partly due to funding delays, as well as the actual cost to rehabilitate the historic Center Building. Under GSA's new directive for the draft amendment to the Master Plan, new construction is the only focus for continued work to consolidate DHS's headquarters to St. Elizabeths West Campus.

In discussion with the federal agencies and the Section 106 Consulting Parties, GSA explored different opportunities to site the new construction on the West Campus, while recognizing challenges from topography and grading issues, as well as fly-ash deposits on the Campus. The discussion evolved to a general agreement to locate the new buildings on the Plateau area of the campus on the western side of the Lawn, which would require the removal of existing historic buildings. A new 175,000 building (I & A Building) was identified by GSA to be needed under the proposed amendment, identifying a location to the north of the Coast Guard's Munro Building, and up the hill to the east of the historic cemetery.

Recognizing that planning and historic preservation concerns related to open space, historic views to and from the Campus, and impacts to the topographic bowl would need to be minimized and addressed, GSA looked at different models for the height and massing of the new buildings on the Plateau. Concurrently, GSA explored designs that would help address the slope challenges adjacent to the historic Power Plant buildings. For the Plateau location, GSA explored a number of options, ranging from two to six buildings, of different masses and heights. The consensus was that a fewer number of tall buildings had a significant impact on views of the topographic bowl while several shorter buildings had significant impacts on the campus. As such, GSA, with input from the agencies and Consulting Parties, developed a preferred option for the Master Plan amendment of two buildings, approximately 650,000 square feet each, with one building embracing the slope of the Ravine location, to address the stabilization issue, and looking at a design to incorporate the historic Power Plant buildings. Also, the Ravine is envisioned to be transformed into a plaza space, allowing for a new pedestrian connection from this part of the West Campus, up to the Plateau area, via a pathway up the hill, while retaining as much of the natural landscape feel as possible.

Therefore, staff recommends that the Commission **comments favorably on the overall approach presented in the concept Master Plan Amendment, and the range of options explored by GSA for the new construction.**

**Staff recommends that the Commission finds that GSA evaluated a range of design options with the federal agencies and Section 106 Consulting Parties, to address the needed square footage requirements for the new programming, with options ranging from two to six buildings, of varying heights and masses, located on the Plateau, while balancing historic preservation considerations, and notes that based on the discussion and evaluation during the on-going Section 106 Consultation Process in 2018 and 2019, GSA arrived at a preferred massing option for the new construction of two, 650,000 square foot buildings on the western**

**edge of the Plateau, and along the slope of the Ravine, and a 175,000 building (I & A Building) located near the Munroe building, and on top of the hill from the historic cemetery.**

In addition, staff recommends that the **Commission finds that GSA's preferred massing concept best balances DHS's programmatic needs to consolidate its workforce at the St. Elizabeths West Campus with historic preservation considerations in the context of a National Historic Landmark district. The concept:**

- **Retains the historic Administrative Row buildings on the Plateau and open character of the Lawn.**
- **Retains the panoramic views and porosity of buildings across the Lawn towards the Anacostia River, from the Administrative Row buildings**
- **Locates two of the large new buildings on the Plateau near locations previously approved for new construction.**
- **Locates one of the new buildings along the slope of the Ravine, allowing for the historic Power Plant and Smoke Towers to be retained, and integrated into the new building, while addressing the issues of slope stability.**
- **Minimizes the impact of views towards the West Campus, particularly on the ridgeline of the topographic bowl.**

### **Other Planning Considerations**

Under this application for comments on the concept for the draft amendment to the Master Plan for the St. Elizabeths West Campus, GSA has provided high level components of the amendment, focusing on the approach for siting the new buildings on the West Campus, with strategies to minimize or mitigate height and mass. Staff expects GSA to work on other components of the plan as the amendment is more fully developed. As such staff recommends that **the Commission requests the following additional information with the draft submission for Commission review:**

- **Project phasing**
- **Proposed total heights for the new Plateau Buildings, from grade**
- **Additional massing and options for the Sweetgum Site building (I & A Building), including renderings to minimize viewshed impacts**
- **Updated renderings of new development impacts on the topographic bowl and tree line**
- **Proposed parking ratio and draft Transportation Management Plan.**
- **Tree removal and replacement plan**
- **Stormwater management plan**

Staff also recommends that the **Commission notes that a new Memorandum of Agreement will be executed to address agreed-upon mitigation measures commensurate with adverse effects resulting from the Master Plan Amendment; notes that GSA plans to release a draft supplemental Environmental Impact Statement in 2020; and notes individual buildings and landscapes will be designed at the individual project stage and submitted for Commission review and approval.**

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## **CONFORMANCE TO EXISTING PLANS, POLICIES AND RELATED GUIDANCE**

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

Staff analyzed this project using guidance in the Comprehensive Plan, particularly those related to five of the federal Elements of the Comprehensive Plan: the Federal Workplace, Transportation, Parks and Open Space, Federal Environment, and Preservation and Historic Features elements. In summary, staff finds it to be in conformance with the goals and policies associated with each Element.

### **National Historic Preservation Act**

Both GSA and NCPC have compliance responsibilities for Section 106 under the National Historic Preservation Act, with GSA serving as lead agency for the Section 106 consultation. GSA anticipates a Memorandum of Agreement (MOA) will be executed to document the agreed-upon mitigation measures related to adverse effects to historic resources. NCPC will be a signatory to the MOA.

### **National Environmental Policy Act**

Both GSA and NCPC have responsibilities for compliance under the National Environmental Policy Act. GSA is preparing a draft Supplemental Environmental Impact Statement in 2020.

## **CONSULTATION**

### **Coordinating Committee**

The Coordinating Committee discussed the application at its October 16, 2019 meeting, and without objection, the Committee forwarded the proposed comments on the draft master plan to the Commission with the statement that the proposal has been coordinated with all participating agencies. The SHPO is coordinating on this project subject to the completion of the Section 106 process. NPS continues to be concerned with the removal of contributing buildings on the campus and their replacement with large buildings that are out of character with the historic campus. They suggest a plan to maintain representative buildings that will remain in good condition to prevent further decline, and a longer-term plan for their rehabilitation and reuse.

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

The U.S. Commission of Fine Arts (CFA) reviewed the Concept for the Amendment to the Master Plan for the Department of Homeland Security Headquarters Consolidation at St. Elizabeths at their October 17, 2019 meeting, with the approval letter attached.

## **ONLINE REFERENCE**

The following supporting documents for this project are available online at [www.ncpc.gov](http://www.ncpc.gov):

- Submission Package

Prepared by Lee Webb  
10/17/2019

**POWERPOINT (ATTACHED)**

# Master Plan Amendment for the Department of Homeland Security Headquarters Consolidation at St. Elizabeths, Washington, DC

2700 Martin Luther King Jr., Avenue, SE, Washington DC

Approval of Comments on Concept Master Plan

United States General Services Administration

# Project Summary

**Commission Meeting Date:** November 7, 2019

**NCPC Review Authority:** 40 U.S.C. § 8722(a) and (b)(1)

**Applicant Request:** Approval of Comments on Concept Master Plan

**Session:** Staff Presentation

**NCPC Review Officer:** Lee Webb

**NCPC File Number:** MP211

## Project Summary:

GSA is submitting an amendment to the Master Plan for the Department of Homeland Security (DHS) Headquarters consolidation at St. Elizabeths Hospital West Campus for Commission comments. The Master Plan was previously approved by the Commission in 2009. The proposed current amendment is needed to address budget constraints and new programming requirements for DHS.

Since the 2009 Master Plan approval, the Commission has seen two master plan amendments: one in 2010 to amend the area of the plan for the U.S. Coast Guard Headquarters and one in 2012 to relocate FEMA to the east campus. The 2009 Master Plan for St. Elizabeths established a framework for 4.5 million gross square feet of office/support space between existing and new development to house DHS. It also included an additional 1.5 million gross square feet of parking. Since the 2009 approval, GSA has determined that due to inefficient floorplates across the campus and current requirements, the ratio for Usable Square Footage (USF) to Gross Square Footage (GSF) is 2.0+ versus the original planned 1.3. Since 2009, the construction costs have also increased, partly due to funding delays, as well as the actual cost to rehabilitate the historic Center Building.

# Project Summary

GSA's goal with the amendment is to update the Master Plan with a focus on the Plateau area, to provide maximum flexibility for current and future department programming, and optimize new development within the historic context of the campus. The amendment also addresses GSA's directive to maximize new construction and provide more square footage, for less costs.

Under the proposed amendment, five historic buildings will be demolished on the Plateau area, while the buildings of Administration Row, and three additional historic buildings (including the Ice House, the Power Plant and the Smoke Stacks) will be retained. Under the Amendment, new buildings will be constructed on the Plateau area, and along the ravine behind the Power Plant, with GSA exploring alternatives of three large-scale buildings but sited in such a manner as to retain the open space of lawn on the Plateau, and provide a new landscaped plaza within the ravine.

This amendment also includes locating a new 175,000 square foot on top of the hill from the historic cemetery, and near the Coast Guard building. GSA has indicated this building will be largely underground, with the above ground component to mimic the design of the Coast Guard building.

# Site Location



Location Map

# St. Elizabeths Master Plan Amendment #2



**MASTER PLAN AMENDMENT #2** | NCPC/CFA CONCEPT SUBMISSION - OCTOBER 2019



General Services Administration and Department of Homeland Security  
THE DHS HEADQUARTERS CONSOLIDATION AT ST. ELIZABETHS MASTER PLAN AMENDMENT #2



# Presentation Structure

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**1** 2008 MASTER PLAN  
REFRESHER

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**2** 2008-2018  
LESSONS LEARNED

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**3** MASTER PLAN AMENDMENT 2  
GOALS & SCOPE OF STUDY

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**4** PLATEAU

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**5** SWEETGUM LANE SITE

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**6** PROGRAM SUMMARY  
NEXT STEPS



General Services Administration and Department of Homeland Security  
DHS HEADQUARTERS CONSOLIDATION AT ST. ELIZABETHS MASTER PLAN AMENDMENT #2

ZGF **OLIN** <sup>2</sup>

# 2008 Master Plan Refresher

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# 1

## 2008 MASTER PLAN REFRESHER



General Services Administration and Department of Homeland Security  
DHS HEADQUARTERS CONSOLIDATION AT ST. ELIZABETHS MASTER PLAN AMENDMENT #2

ZGF **OLIN** <sup>3</sup>

# 2008 Master Plan Development Summary

## 2008 MASTER PLAN - DEVELOPMENT SUMMARY

### West Campus

Seat Target	10,900
Building GSF	3.8 M
- Above Grade	3.2 M
- Below Grade	0.6 M
Parking GSF	1.2 M
- Above Grade	0.5 M
- Below Grade	0.7 M
Total GSF	5.0 M
Parking Spaces	3,459

### East Campus

Seat Target	3,100
Building GSF	0.7 M
- Above Grade	0.6 M
- Below Grade	0.1 M
Parking GSF	0.3 M
- Above Grade	0.3 M
- Below Grade	0.0 M
GSF	1.0 M
Parking Spaces	775

### Total

Seat Target	14,000
Building GSF	4.5 M
Parking GSF	1.5 M
Total GSF	6.0 M
Parking Spaces	4,234



Figure - Illustrative Master Plan dated 10 November 2008



General Services Administration and Department of Homeland Security  
DHS HEADQUARTERS CONSOLIDATION AT ST. ELIZABETHS MASTER PLAN AMENDMENT #2

ZGF OLIN

# 2008-2018 Lessons Learned

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# 2

## 2008-2018 LESSONS LEARNED



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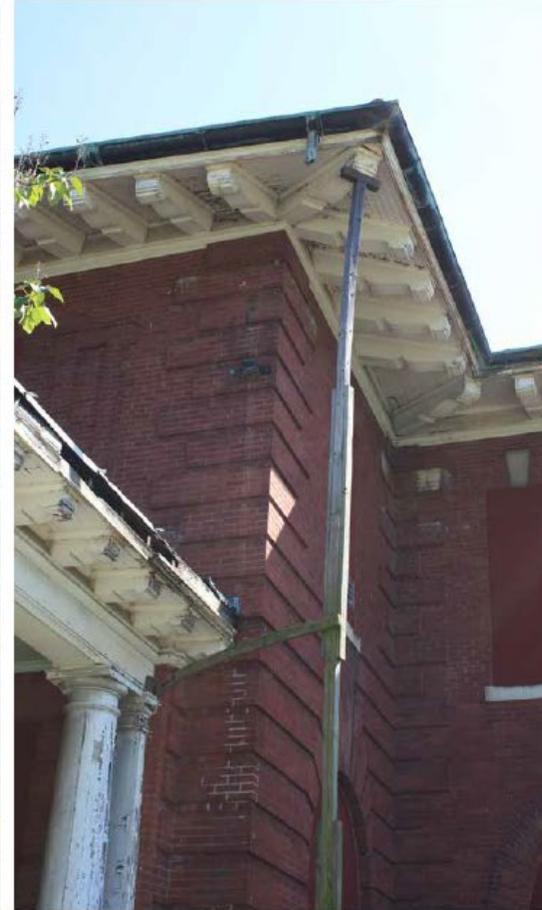
ZGF OLIN 5

# Lessons Learned: Existing Building Conditions

## LESSONS LEARNED SINCE 2008

### EXISTING BUILDING CONDITION:

- Buildings in far worse condition than originally anticipated
- Comprehensive forensic analysis identified deficiencies in original construction and confirmed advanced deterioration due to prolonged vacancy (2016), despite GSA mothballing.



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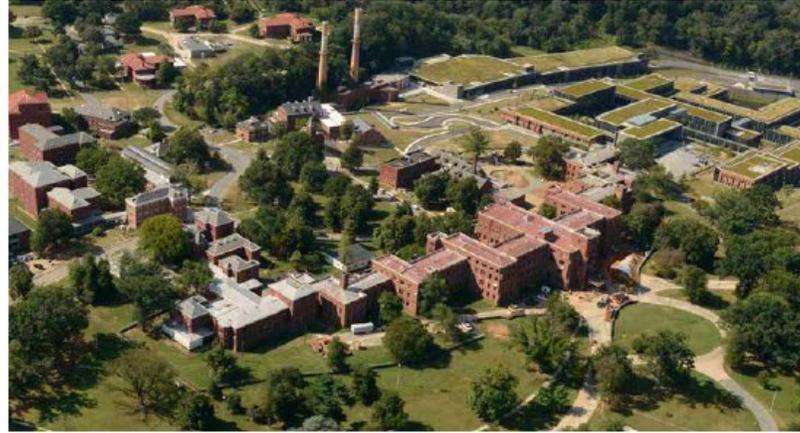
ZGF OLIN 6

# Lessons Learned: Inefficient Floor Plates Across Campus

## LESSONS LEARNED SINCE 2008

### INEFFICIENT FLOOR PLATES ACROSS CAMPUS:

- Achievable USF is reduced due to:
  - Inefficiency of institutional floor plates adapted for office space
  - Site and design constraints for new construction
- Ratio for USF/GSF: Planned: 1.3; Actual: 2.0+



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ZGF OLIN 7

# Lessons Learned: Construction Costs

## LESSONS LEARNED SINCE 2008

### CONSTRUCTION COSTS:

- Cost (\$) / SF for adaptive reuse buildings is nearly double what was budgeted due to deficiencies in original construction and advanced deterioration
- Cost escalation due to soil and slope instability
- Cost escalation due to funding delays



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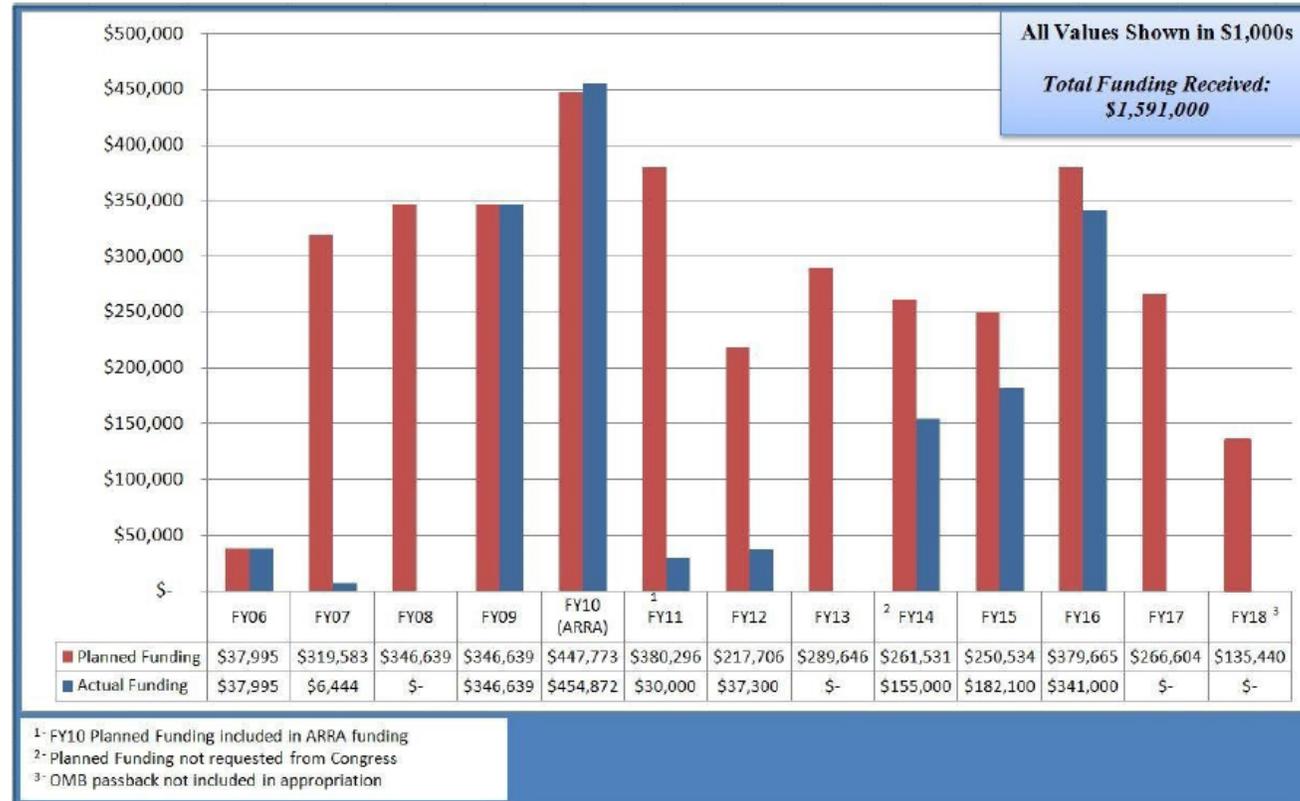
ZGF OLIN 8

# Lessons Learned: Funding Realities

## LESSONS LEARNED SINCE 2008

### FUNDING REALITIES:

- Since 2006, GSA has been appropriated 43% of requested campus redevelopment funds
- Substantial investment in campus redevelopment, but significant progress in DHS consolidation yet to be made
- Must:
  - Maximize new construction to minimize costly leases
  - Deliver more SF for less money
  - Build authorizers' confidence that a critical mass of DHS personnel will be housed on site before funding for additional adaptive reuse will be considered



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 DHS HEADQUARTERS CONSOLIDATION AT ST. ELIZABETHS MASTER PLAN AMENDMENT #2

ZGF OLIN 9

# Master Plan Amendment 2: Goals and Scope of Study

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# 3

## MASTER PLAN AMENDMENT 2

## GOALS & SCOPE OF STUDY



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# Master Plan Amendment 2: Goals and Scope of Study

## MASTER PLAN AMENDMENT 2

### GOAL

The goal of Amendment 2 is to update the **Master Plan with a focus on the Plateau Area**, to provide maximum flexibility for current and future department programming, and optimize new development within the historic context of the campus.

### SCOPE OF STUDY

#### DEVELOPMENT & LANDSCAPE

- Plateau Area
- Sweetgum Lane Site

#### QUANTIFIABLE METRICS

- Daylighting Analysis - Quality of workplace
- Slope stabilization strategy and cost analysis
- GSF and USF

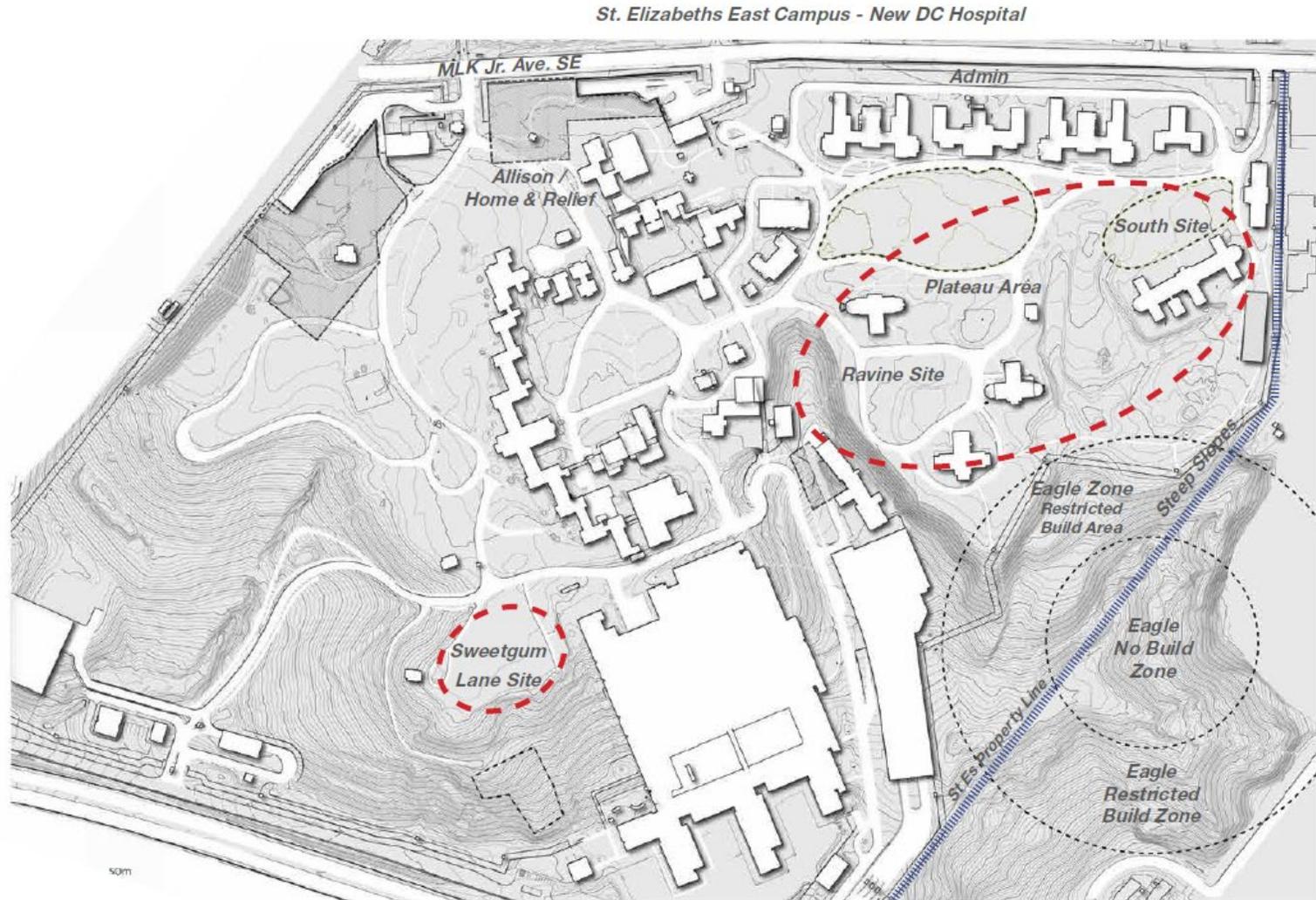


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# Development Sites

## DEVELOPMENT SITES:



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# Landscape Hierarchy

LANDSCAPE HIERARCHY

**REGION**

**CITY**

**SITE**

**PLATEAU  
PRECINCTS**

**PIEDMONT ECOSYSTEM**

**ANACOSTIA HILLS**

**PLATEAU LANDFORM**

**NORTH**

**CENTRAL**

**SOUTH**

BUILDING IN  
LANDSCAPE

SHARED  
FACILITIES

LANDSCAPE WITHIN  
BUILDING

OUTWARD  
PASSIVE  
VIEWS

SERVICE +  
SUPPORT

INWARD  
ACTIVE  
PROGRAM



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# Site Context

PHYSIOGRAPHIC PROVINCES



# Topographic Context

ANACOSTIA HILLS

CREDIT: LANG-LASALLE MASTER PLAN 2008 - FIGURE S.6



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# Landscape Setting

**LANDSCAPE REFINEMENTS - 2 TYPOLOGIES**

- MEADOWS AND WOODLANDS
- PLATEAU EXTENTS



VIEW FROM "THE POINT"



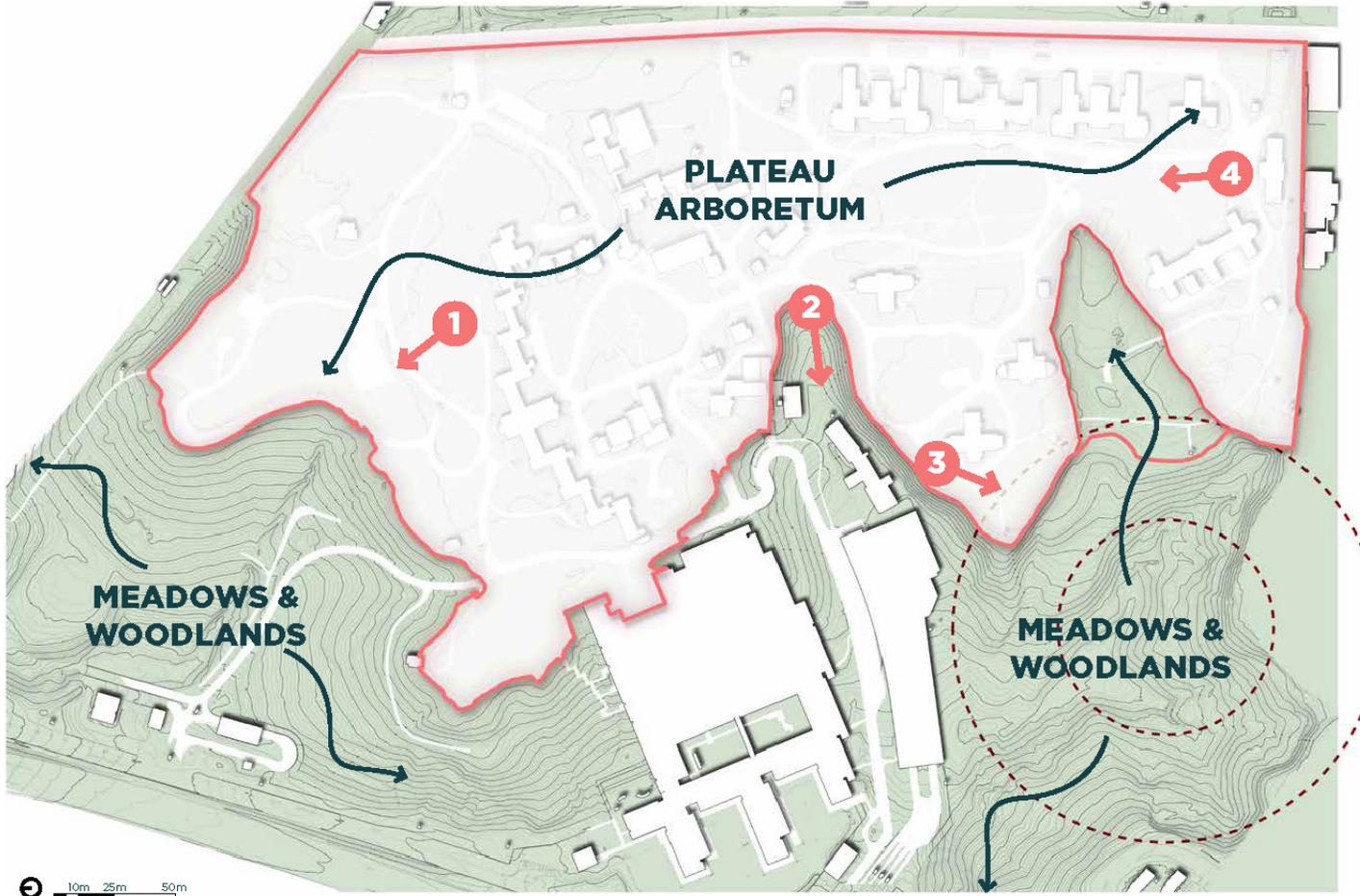
VIEW DOWN NORTH SLOPE



VIEW BEHIND BUILDING 60



VIEW ACROSS SOUTH LAWN



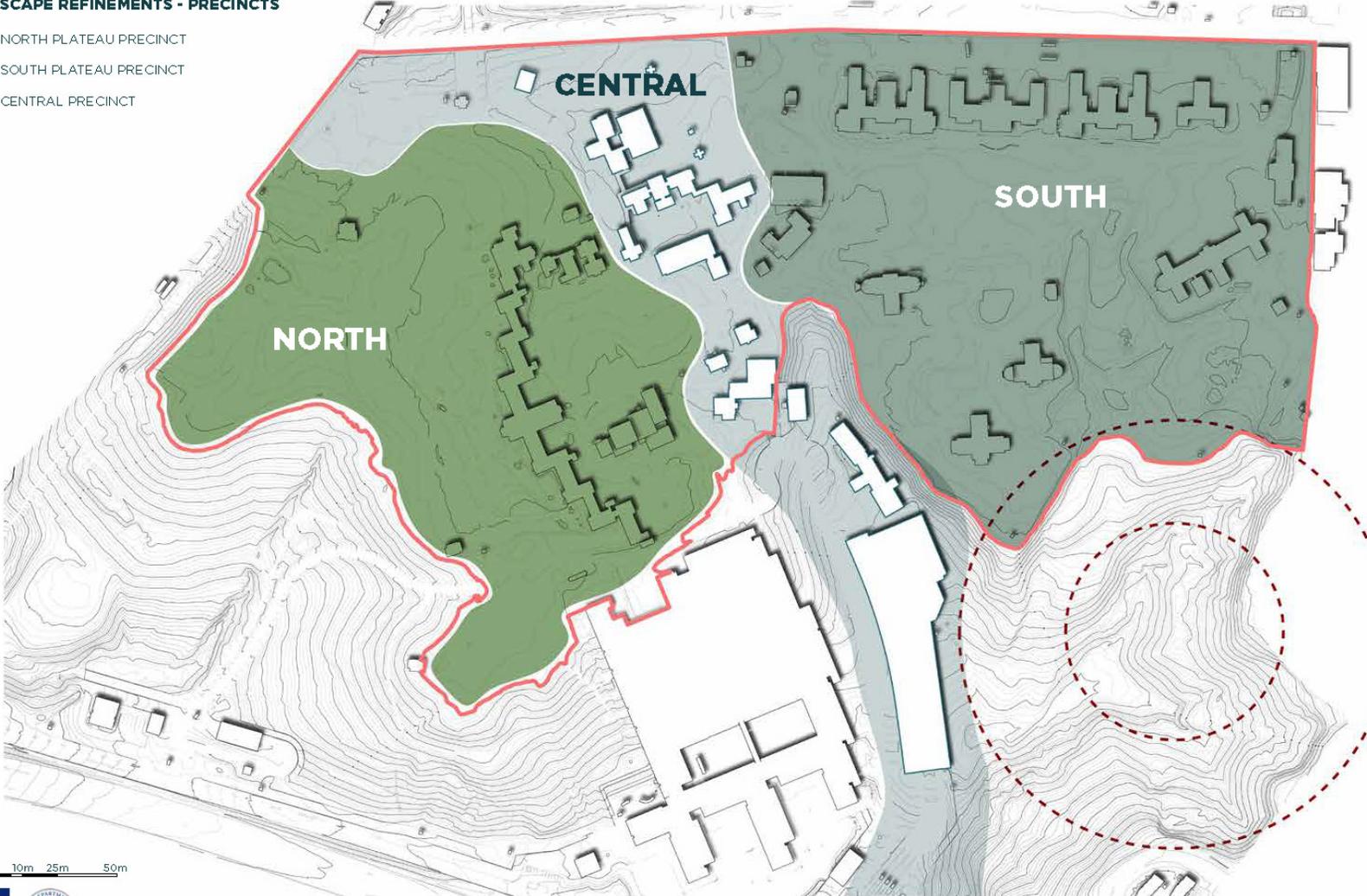
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# Landscape Precincts

**LANDSCAPE REFINEMENTS - PRECINCTS**

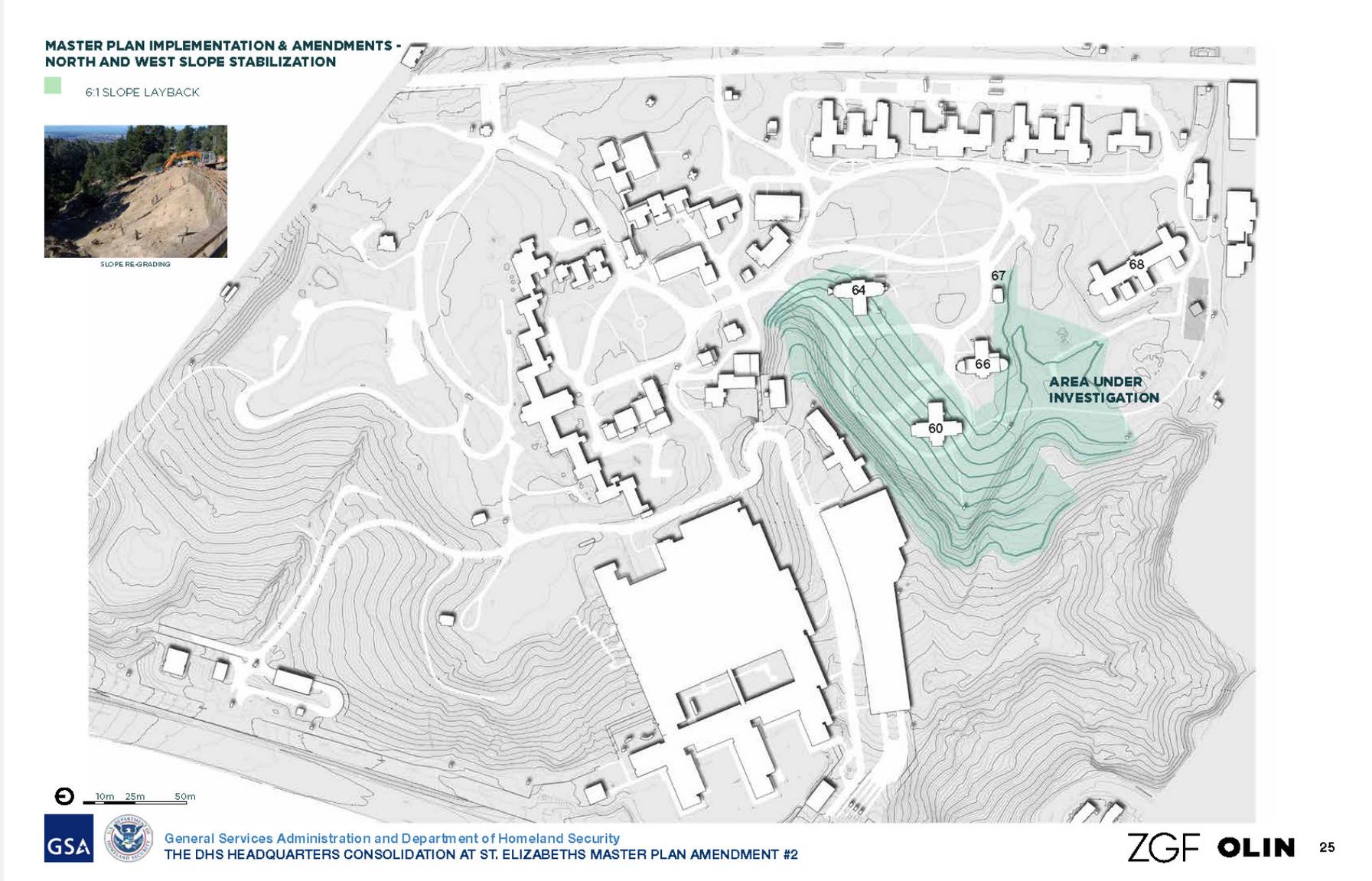
- NORTH PLATEAU PRECINCT
- SOUTH PLATEAU PRECINCT
- CENTRAL PRECINCT



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# Layback Areas due to Slopes



# Fly Ash Areas

**MASTER PLAN IMPLEMENTATION & AMENDMENTS - ADDRESS FLY ASH EXTENTS**

■ FLY ASH EXTENTS

**NOTE: FLY ASH EXTENTS AS PER GREENHORNE & O'MARA REPORT DATED FEBRUARY 2007**



10m 25m 50m



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# Landscape Typologies

- LANDSCAPE TYPOLOGY**
- PLATEAU EXTENTS
  - ARBORETUM
  - WOODLANDS
  - MAIN OPEN ROOMS
  - COURTYARDS
  - TRANSITION LANDSCAPES
  - MEADOWS AND RAIN GARDENS
  - GREEN ROOFS



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# South Lawn Images



# Ravine Images



# Plateau Site

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**4**

**PLATEAU SITE**



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# Master Plan Design Drivers

## MASTER PLAN DESIGN DRIVERS:

### **CAMPUS CONTEXT:**

**SCALE:** HEIGHT BEYOND SOUTH LAWN, NUMBER OF BUILDINGS, STEPPING DOWN TO LAWN  
**VIEWS:** CONSIDERATION OF IMPORTANT INTERNAL AND EXTERNAL VIEWS  
**LANDSCAPE:** NEW BUILDINGS ON SITE, OUTDOOR PLACEMAKING, SPACES IN-BETWEEN  
**HABITAT:** TOPOGRAPHIC BOWL AND HABITAT USE

### **QUALITY & OPERATIONS:**

**WORKPLACE EFFICIENCY:** OPTIMIZE DAYLIGHTING, CONNECTORS FOR FLEXIBILITY  
**IDENTITY:** BUILDINGS PROGRAMMED FOR DEPT, COMPONENT IDENTITY, SECURITY  
**PERFORMANCE:** SOLAR ORIENTATION/DAYLIGHTING/GLARE, HEATING & COOLING

### **FEASIBILITY:**

**SOILS & STABILIZATION:** MINIMIZE STABILIZATION AND SOIL REMEDIATION EFFORTS  
**COST:** +/- \$350 PER SF, LAYBACK VS RETAINING GRADE, FOUNDATIONS EXTENTS, SKIN/ROOF  
**FLEXIBILITY:** PROGRAM BY AGENCIES / BY DEPARTMENT, 10 METER GRID  
**EFFICIENCY:** ACHIEVE GSA P100 TARGET EFFICIENCY, CORES & SHARED SPACES, PHASING



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# Design Investigations: 2008 Master Plan Analysis

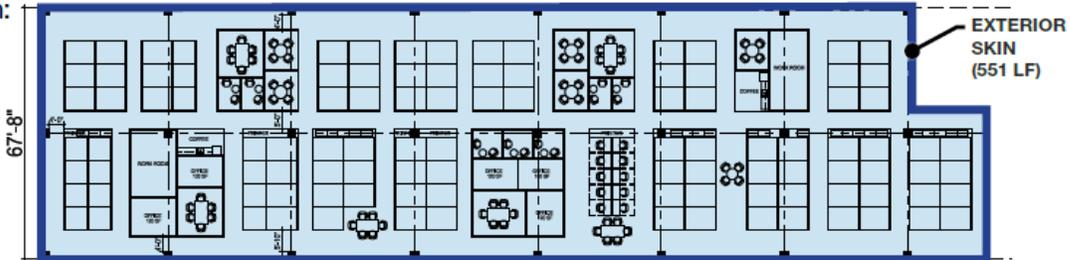
## DESIGN INVESTIGATIONS

### 2008 MASTER PLAN ANALYSIS | PLANNING, STRUCTURE, EFFICIENCY, DAYLIGHTING

2008 Master Plan:

**2** 10M  
BAYS

**131** USF/PERSON

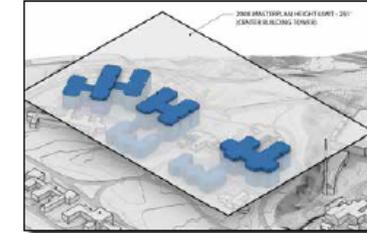


2008 Master Plan Test Fits

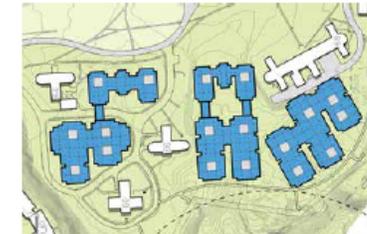
ADDING HEIGHT



ADDITIONAL FLOORS WILL EXCEED  
MASTER PLAN HEIGHTS



ADDING WIDTH

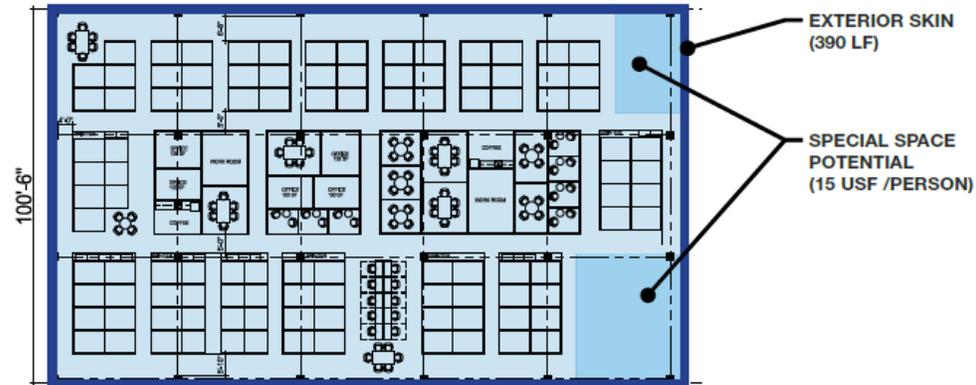


ADDITIONAL WIDTH WILL REDUCE  
OPPORTUNITIES FOR DAYLIGHTING

2018 Basis:

**3** 10M  
BAYS

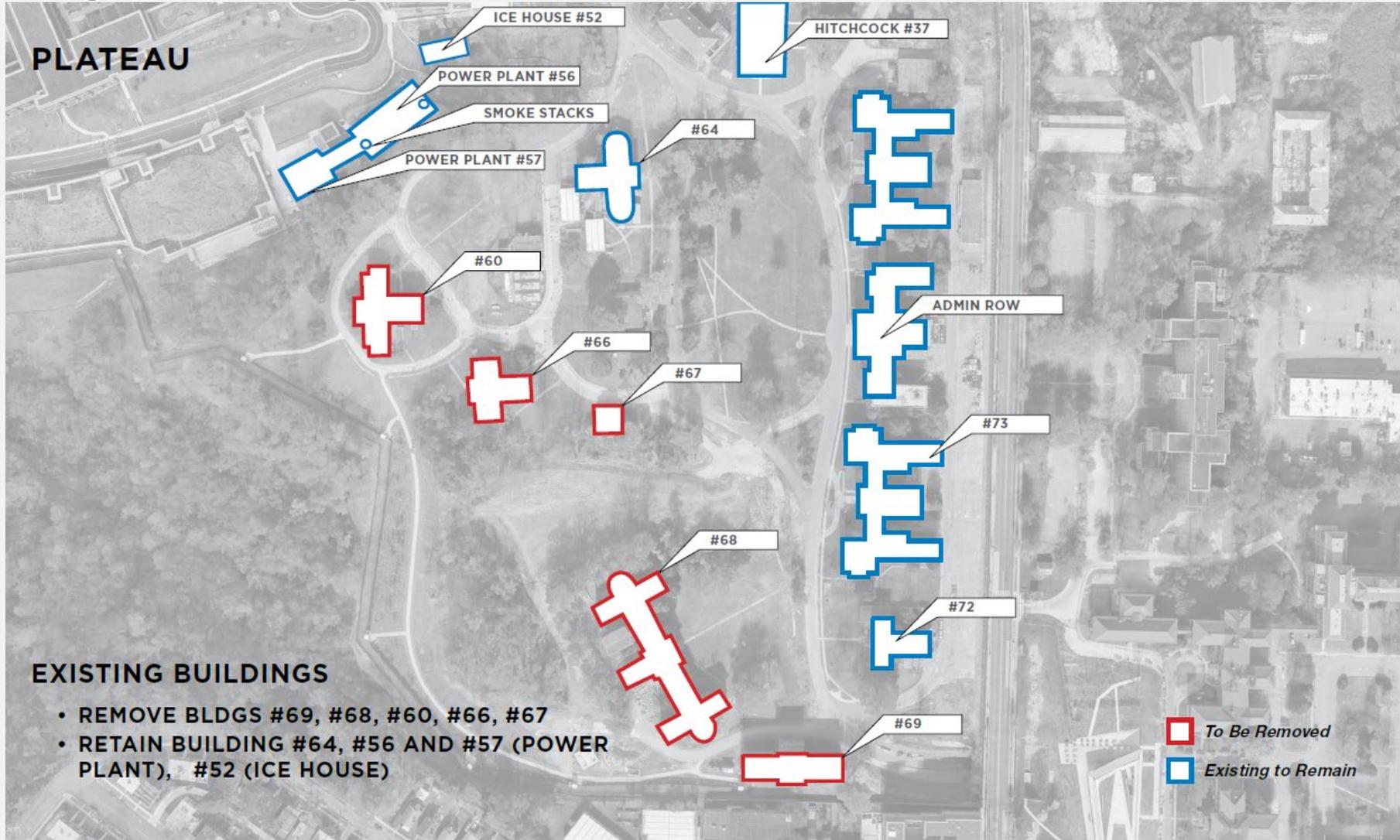
**115** USF/PERSON



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# Existing Buildings on Plateau



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# Design Investigations

## DESIGN INVESTIGATIONS

# OF NEW BUILDINGS - CONNECTORS - HEIGHT - POROSITY - ORIENTATION

Fall 2018 Consulting Parties



3 Buildings



4 Buildings



6 Buildings



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# Design Investigations: South Lawn Porosity and Heights

## DESIGN INVESTIGATIONS

### THE SOUTH LAWN - POROSITY AND BUILDING HEIGHTS

*Fall 2018 Consulting Parties*



BUILDING 69

BUILDING 68

BUILDING 67

BUILDING 66

BUILDING 60

BUILDING 64

HITCHCOCK



3 BUILDINGS AT PLATEAU



5 BUILDINGS AT PLATEAU



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# Design Investigations: Building Heights and Topographic Bowl

## DESIGN INVESTIGATIONS

### BUILDING HEIGHTS AND THE TOPOGRAPHIC BOWL

Fall 2018 Consulting Parties



3 Buildings



5 Buildings



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# Consulting Parties Meetings Summaries

## CP MEETINGS # 2, 3, 4 & 5 SUMMARY

### SOLIDIFIED PROGRAMMING

- 560K SQ FT AND 630K SQFT FOR TWO DEPTS
- 2 BUILDINGS
- FUNDING ALLOCATION DETERMINED

### EXISTING BUILDINGS

- REMOVE BLDGS #69, #68, #60, #66, #67
- RETAIN BUILDINGS #64, #56 AND #57 (POWER PLANT), #52 (ICE HOUSE), BUILDING #72 TBD

### PLATEAU VIEWSHEDS

- INCREASE POROSITY ACROSS THE PLATEAU
- LOCATE BUILDINGS TOWARD WESTERN EDGE

### MASSING AND HEIGHT

- INCREASE HEIGHT OF SOUTHEAST MASSING ADJACENT TO MLK AVENUE
- HOLD BACK SOUTH BLDG FROM 73 (ADMIN)
- ALLOW FOR OPEN SPACE BETWEEN SOUTH BLDG & BLDG #72

### HITCHCOCK AXIAL CONNECTION

- REPLACE BLDG #69 AT SOUTH END OF LAWN
- DIRECT ALIGNMENT NOT NECESSARY
- POTENTIAL SIGNATURE BUILDING LOCATION

### RAVINE BUILDING

- INVESTIGATE SCALE BREAKDOWN AT RAVINE
- EXPLORE MOVING HEIGHT TO WEST MASSING AT PLATEAU
- MOVE BLDG NORTH TO REDUCE EXCAVATION/ SPACING BETWEEN BLDG & POWERPLANT
- EXPLORE INTEGRATION OF LOWER BLDG MASS WITH SITE RETAINING WALLS

### LANDSCAPE

- NATURALISTIC TRANSITION UP THE RAVINE
- INVESTIGATE PLACES OF PAUSE ALONG PATHS AND EDGES
- FRAME VIEW TO HITCHCOCK ON PLATEAU FROM THE LOWER ICE HOUSE LEVEL
- RELATE LOWER MASSING IN RAVINE TO THE SCALE OF ADJACENT POWER PLANT

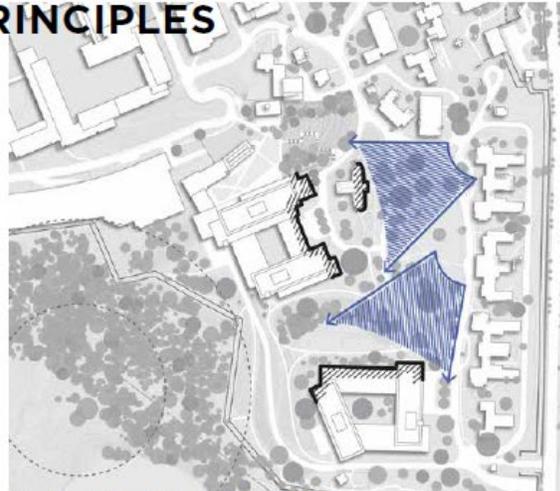


# Development Design Principles

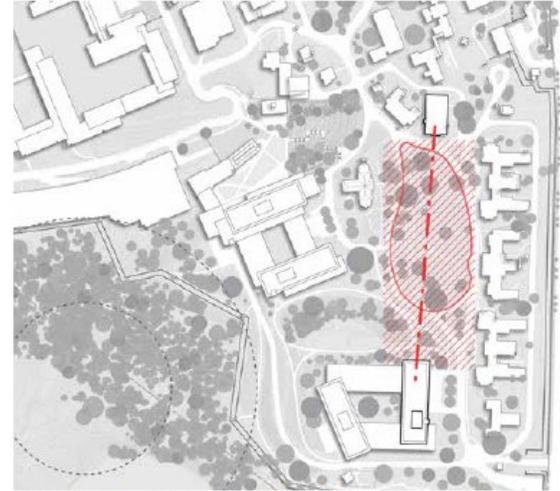
## DEVELOPMENT DESIGN PRINCIPLES



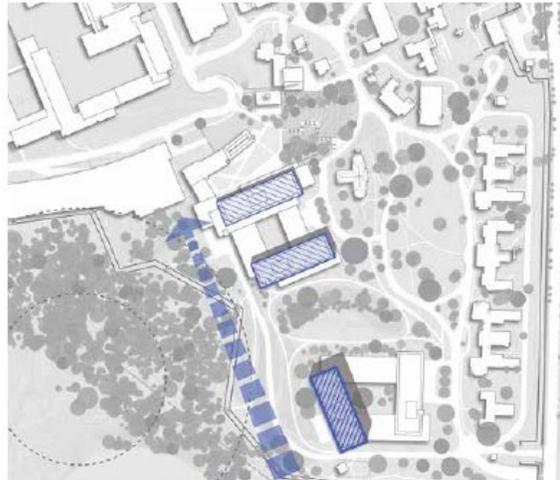
SOLIDIFIED PROGRAMMING



PLATEAU VIEWSHEDS



HITCHCOCK AXIAL CONNECTION



MASSING AND HEIGHT



RAVINE BUILDING



RAVINE LANDSCAPE



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# Recommended Plan

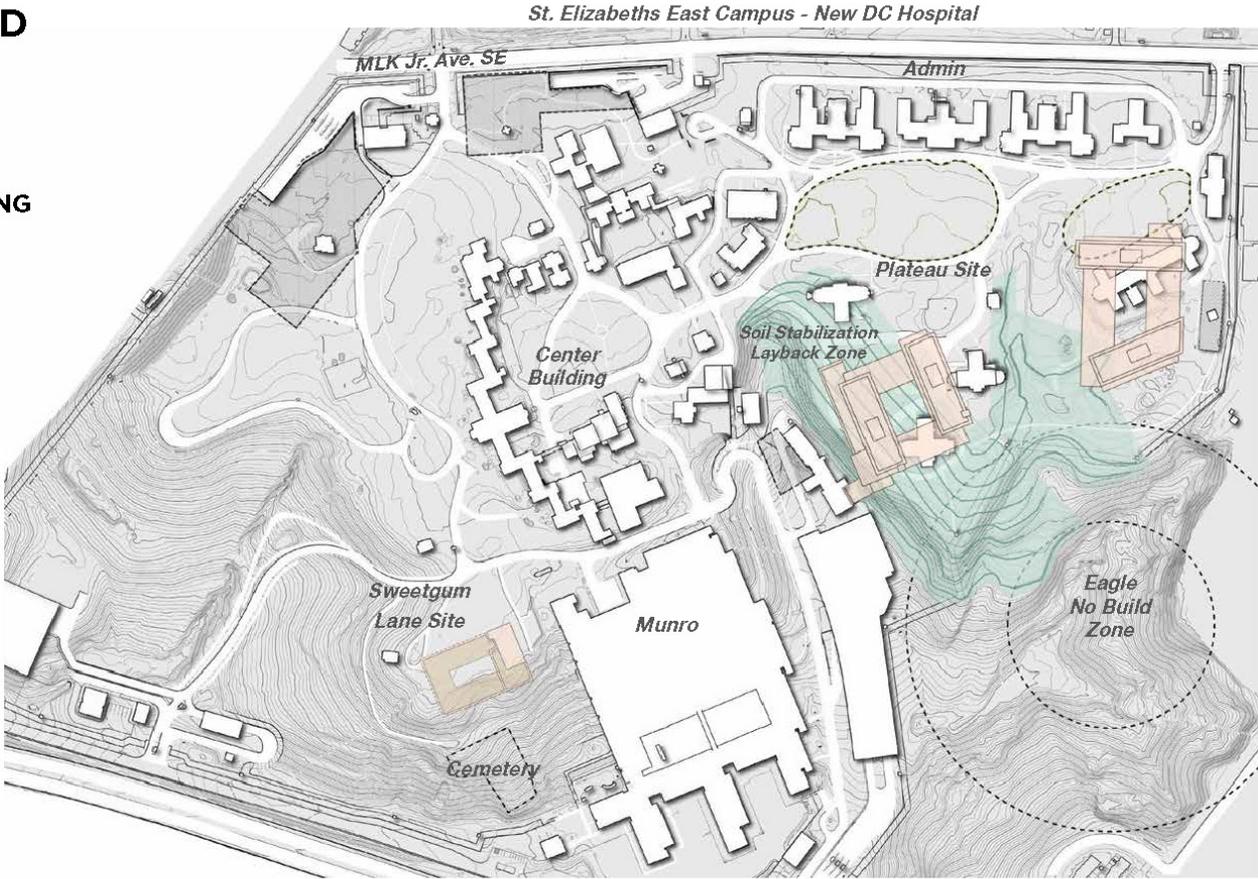
## RECOMMENDED PLAN



# Recommended Plan

## RECOMMENDED CONCEPT

NEW DEVELOPMENT OVERLAID ON EXISTING SITE PLAN



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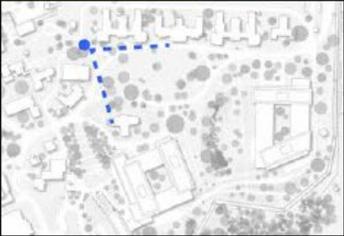
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# Rendering showing Preferred Plateau View from Hitchcock

**RECOMMENDED**



**PLATEAU VIEW FROM HITCHCOCK**

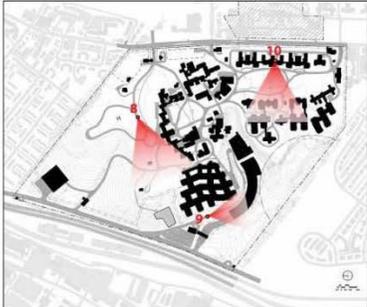


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# South Lawn Visual Impact

## 2008 MASTER PLAN



Neighborhood Views Key Map



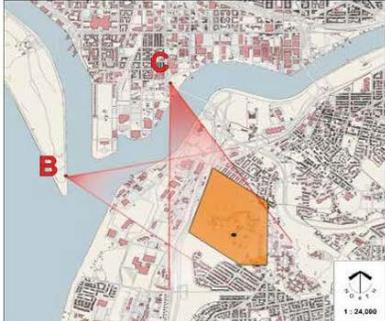
Figure 6.39 – 10 – View from the Administration Building looking West

## RECOMMENDED CONCEPT



# Topographic Bowl – Visual Impact

## 2008 MASTER PLAN VIEW FROM HAINS POINT



Regional Views Key Map



Image relationship to original photograph

Figure 6.24 – B – Proposed view from Hains Point (1.3 miles from site)



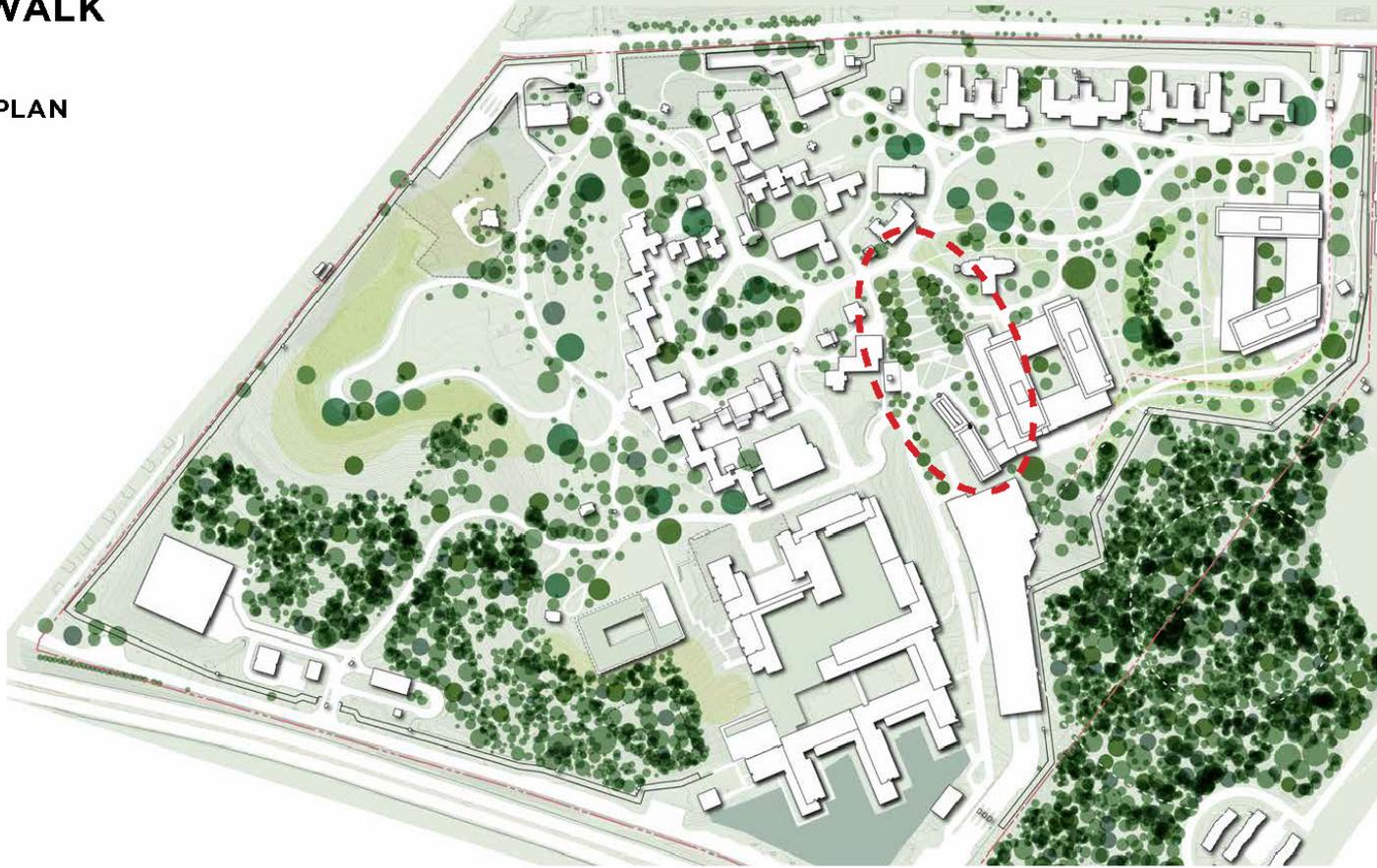
## PROPOSED CONCEPT



# Ravine Landscape

## RAVINE LANDSCAPE: SLOPED WALK

### SITE MASTER PLAN



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# Preferred Plateau Site

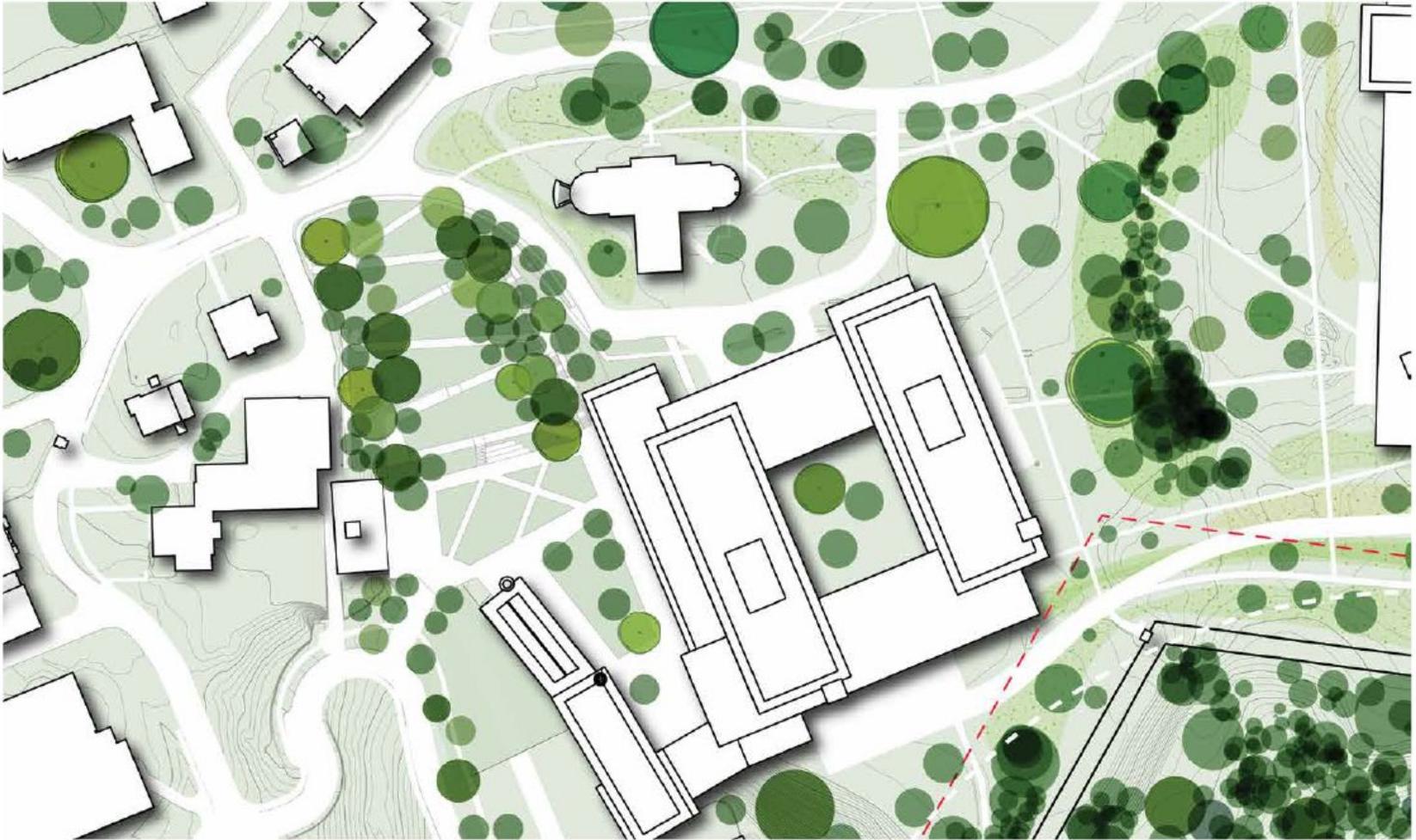
**RECOMMENDED  
PLATEAU SITE**



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# Preferred Site Plan showing North Ravine Building



**NORTH RAVINE**

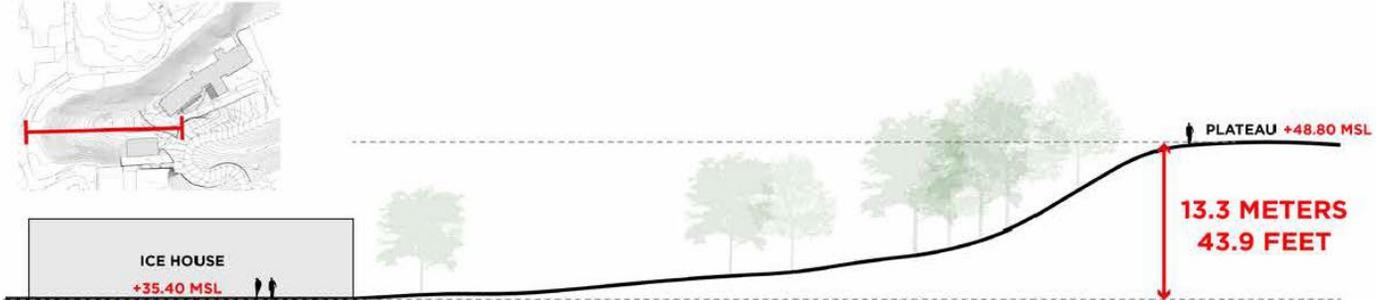


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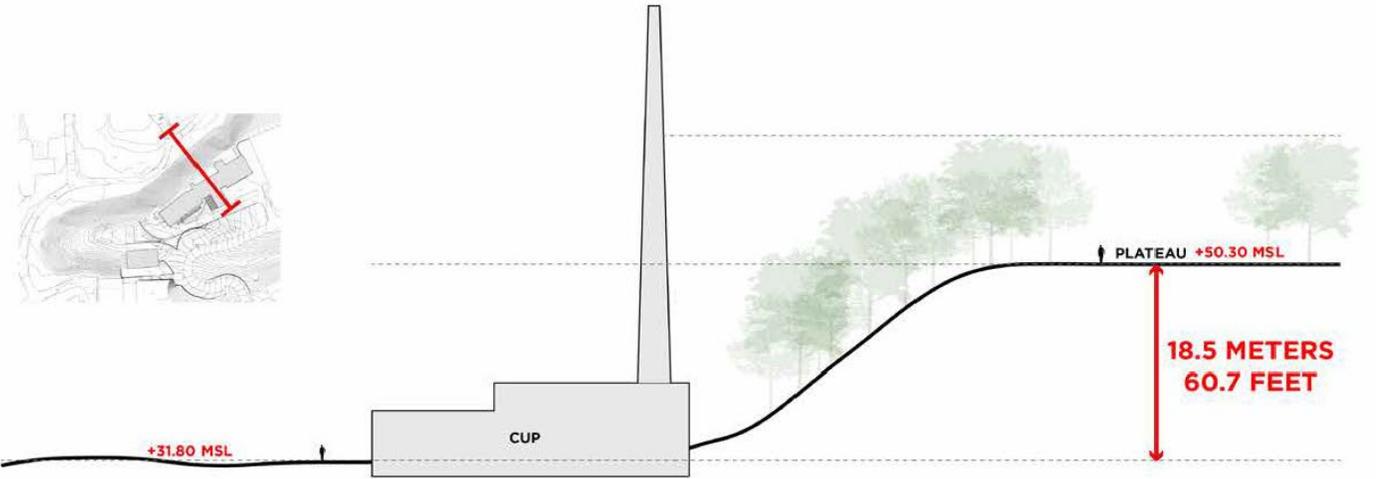


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# Ravine Sections



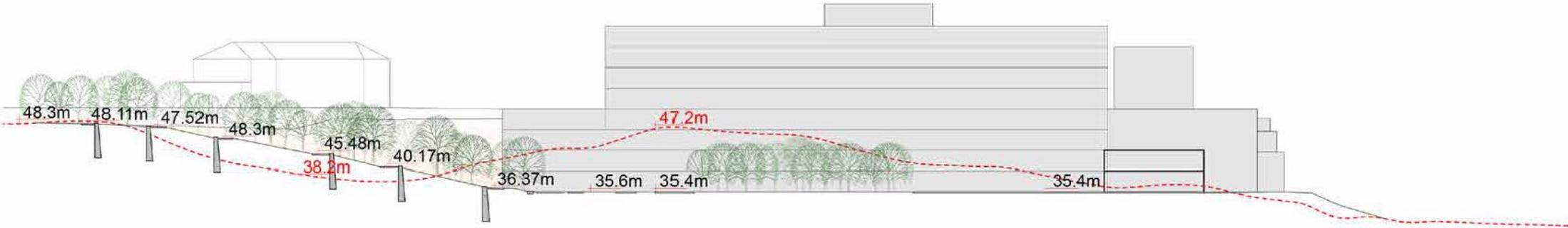
EAST-WEST SECTION THROUGH NORTH RAVINE



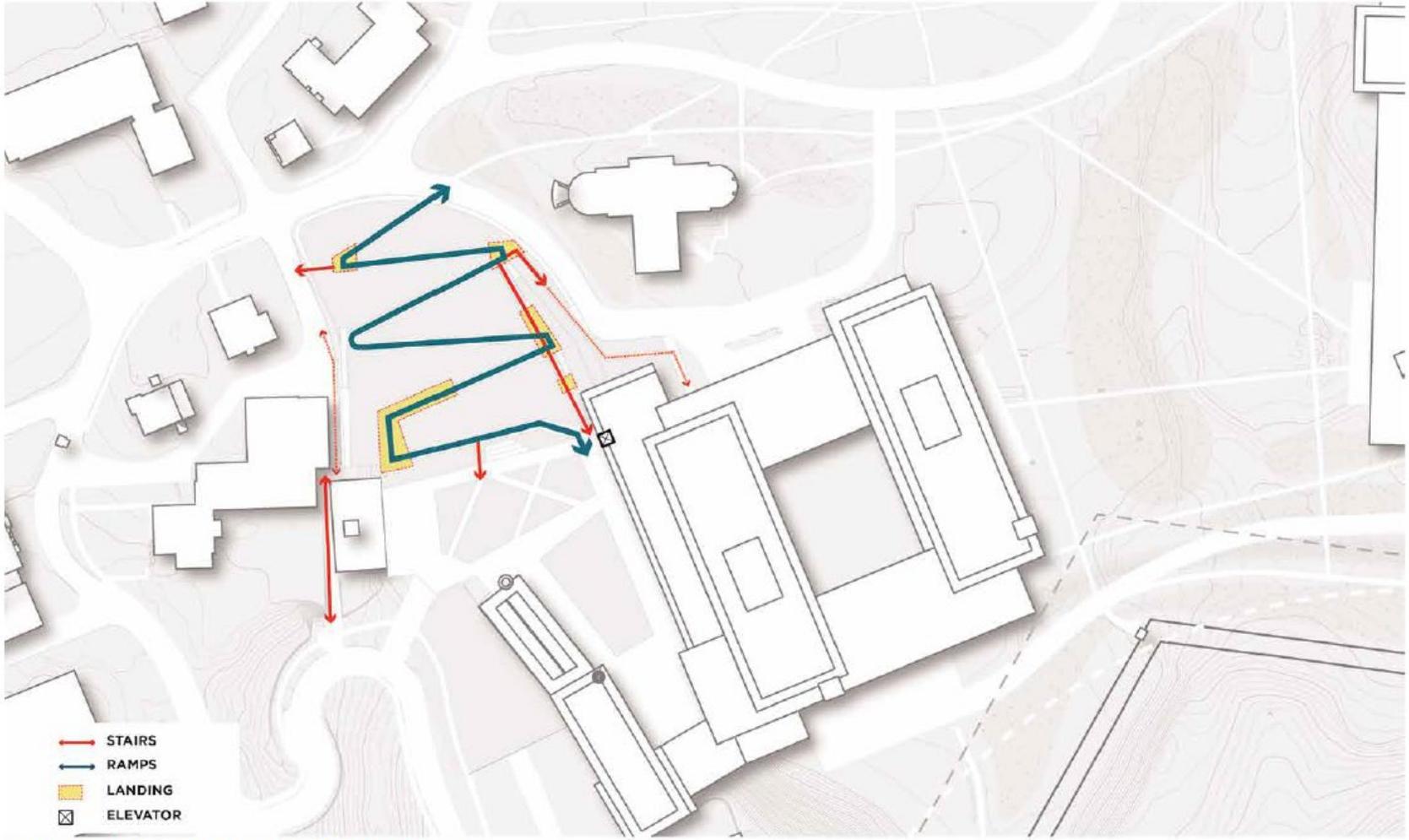
NORTH RAVINE - EXISTING CONDITIONS

# Ravine Sections

## NORTH RAVINE - SLOPED WALK



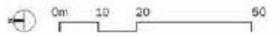
# Preferred Site Plan showing North Ravine Circulation Diagram



**NORTH RAVINE - CIRCULATION DIAGRAM**



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# Preferred Site Plan, Rendering of Plaza Perspective



**PLAZA PERSPECTIVE- VIEW TOWARD PLATEAU AND HITCHCOCK**



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# Preferred Site Plan Rendering of Plateau Perspective



**PLATEAU PERSPECTIVE- VIEW TOWARD RAVINE BUILDING, LOWER PLAZA, AND POWER PLANT**



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# Sweetgum Lane Site

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**5**

**SWEETGUM LANE SITE**

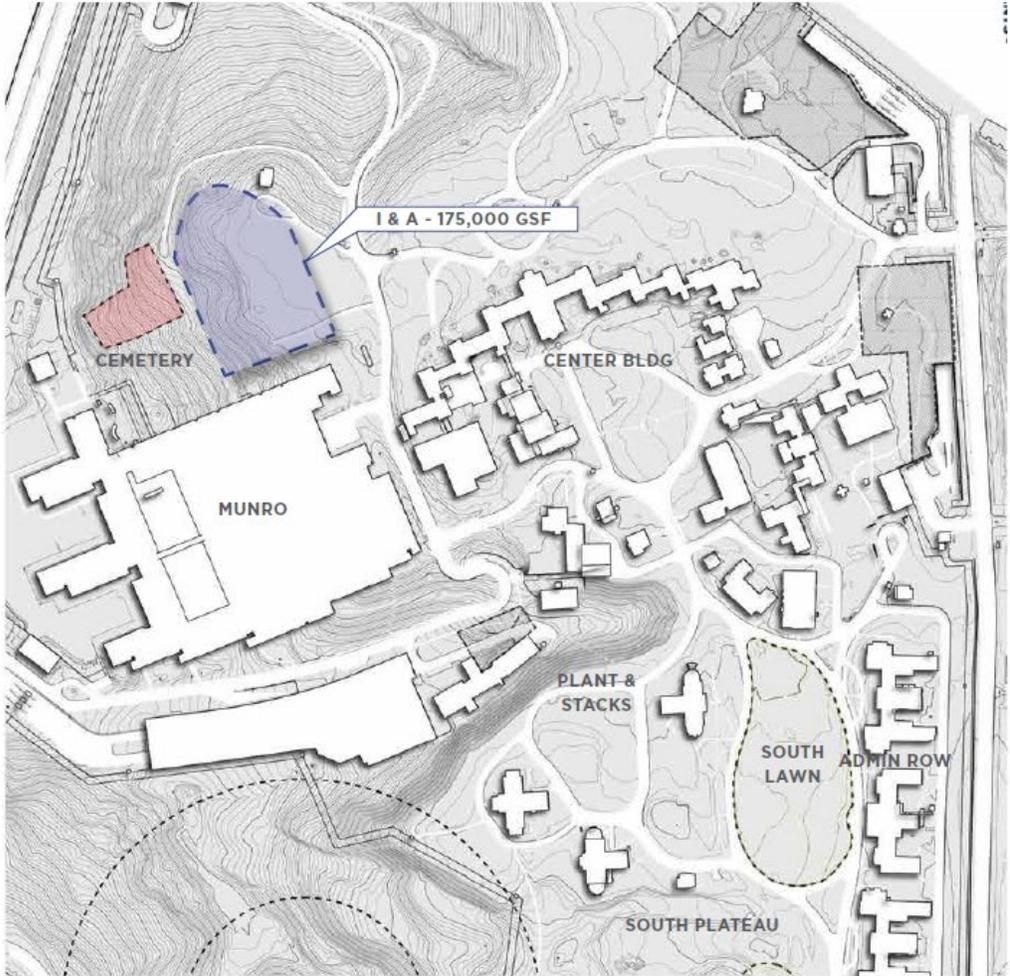


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# Preferred Site Plan

## POTENTIAL I&A SITE



VIEW OF MUNRO FROM DHS SECRETARY'S OFFICE

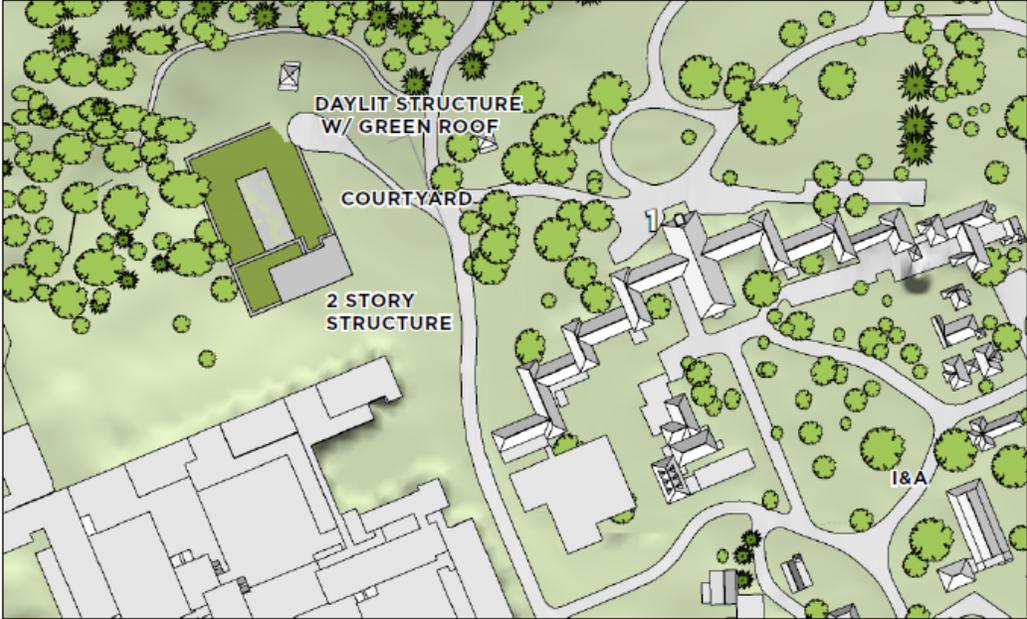


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# Sweetgum Lane Site

## SWEETGUM LANE SITE PLAN DIAGRAM



### DESIGN PARAMETERS

- 175,000 GSF
- ABOVE GROUND SF TO "MIMIC" MUNRO BUILDING
- RECESSED COURTYARD/ATRIUM PROVIDED TO MEET DAYLIGHTING REQUIREMENTS

1. VIEW FROM NEAR CENTER BUILDING



2. VIEW FROM WEST/RIVER (APPROXIMATE)



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# Sweetgum Lane Site Landscape Plan

## LANDSCAPE: SWEETGUM LANE SITE



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# Program Summary Next Steps

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# 6

## PROGRAM SUMMARY NEXT STEPS



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# Program Overview

	2008 Master Plan			2012 Master Plan Amendment #1			2019 Concept Amendment #2			Results
Personnel Assigned			14,000			14,000			14,500	+3.5%
	Above Grade	Below Grade	Total GSF	Above Grade	Below Grade	Total GSF	Above Grade	Below Grade	Total GSF	
West Campus Building Development	3,228,474	601,912	3,830,386	3,228,474	601,912	3,830,386	3,480,784	661,956	4,142,740	+8%
East Campus Building Development	619,939	95,133	715,072	650,000	100,000	750,000			0	Eliminated
<b>Total Building Development GSF</b>	<b>3.8M</b>	<b>0.7M</b>	<b>4.5M</b>	<b>3.8M</b>	<b>0.7M</b>	<b>4.5M</b>	<b>3.4M</b>	<b>0.7M</b>	<b>4.1M</b>	<b>-9%</b>
West Campus Parking Structures	478,900	737,600	1,216,500	478,900	737,600	1,216,500	478,900	1,112,900	1,591,800	+30%
East Campus Parking Structures	271,250		271,250	271,250		271,250			0	Eliminated
<b>Total Parking Structures GSF</b>	<b>0.8M</b>	<b>0.7M</b>	<b>1.5M</b>	<b>0.8M</b>	<b>0.7M</b>	<b>1.5M</b>	<b>0.5M</b>	<b>1.1M</b>	<b>1.6M</b>	<b>+6%</b>
West Campus Parking Spaces	2,090	1,369	3,459	2,090	1,369	3,459	2,090	1,535	3,625	+5%
East Campus Parking Spaces		775	775		775	775			0	Eliminated
<b>Total Parking Spaces</b>	<b>2,090</b>	<b>2,144</b>	<b>4,234</b>	<b>2,090</b>	<b>2,144</b>	<b>4,234</b>	<b>2,090</b>	<b>1,535</b>	<b>3,625</b>	<b>No change to NCPC approved 1:4 parking ratio</b>
<b>Total Campus GSF</b>	<b>4.6M</b>	<b>1.4M</b>	<b>6M</b>	<b>4.6M</b>	<b>1.4M</b>	<b>6M</b>	<b>3.9M</b>	<b>1.8M</b>	<b>5.7M</b>	<b>-5%</b>

2019 Concept Notes:

Plateau  
1,200,000 GSF (above grade)

Sweetgum Lane  
175,000 GSF (25,000 above grade,  
150,000 below grade)

# Master Plan Amendment 2 Milestone Targets

## Master Plan Amendment 2 - Concept and Final Submission

Concept Submission	Fall 2019
NCPC Draft Submission	Spring 2020
Final Submission	Summer 2020

## NEPA/EIS/FONSI

Draft - Agency Review	Fall/Winter 2019
Final - Agency Review	Spring 2020

# U.S. COMMISSION OF FINE ARTS

ESTABLISHED BY CONGRESS 17 MAY 1910

401 F STREET NW SUITE 312 WASHINGTON DC 20001-2728 202-504-2200 FAX 202-504-2195 WWW.CFA.GOV

24 October 2019

Dear Ms. Wright:

In its meeting of 17 October, the Commission of Fine Arts reviewed a concept proposal to amend the master plan for the Department of Homeland Security (DHS) consolidation at the St. Elizabeths West Campus, comprising adjustments to the proposed development at the Richardson Quad plateau area along Martin Luther King, Jr. Avenue, SE, and the Sweetgum Lane site to the west of the Center Building. The Commission approved the amendment with the following comments.

The Commission members expressed continued support for the master planning to accommodate the modern needs of DHS within this National Historic Landmark campus. In particular, they commended the innovative proposal for the treatment of the ravine at the northern edge of the plateau, describing the combined use of buildings and slopes as an imaginative and transformative topographic concept and a successful example of collaborative placemaking by the architects and landscape architects. They recommended that this exemplary approach be reflected in the landscape character and details of the ravine area, including the design for retaining walls along its north and south edges. Regarding the two buildings proposed for the plateau area, they expressed support for the presented massing of linked bars of varying heights oriented to each particular site, observing that this will help to reduce the visual impact of each building's 600,000-square-foot program; they also supported maintaining some flexibility in building size, location, and disposition on the historic campus as the component programs evolve.

The Commission looks forward to review of the final amended master plan, as well as individual projects as they are submitted under the amended plan. As always, the staff is available to assist you with the next submission.

Sincerely,



Thomas E. Luebke, FAIA  
Secretary

Mina Wright, Director  
Office of Planning and Design Quality  
U.S. General Services Administration  
301 7th Street, SW  
Washington, DC 20407-0001

cc: Otto Condon, ZGF  
Hallie Boyce, OLIN