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Fiscal Year 2023 Project Summary

The General Services Administration (GSA) proposes to continue the ongoing development of the Department of Homeland Security (DHS) consolidated headquarters (HQ) at the St. Elizabeths Campus by: 1) commencing construction on a below-grade parking structure adjacent to Gate No. 1 along Martin Luther King, Jr. Avenue to accommodate visitors to the campus as well as additional employee parking; 2) commencing construction of a new Federal building to house the headquarters operations of the DHS Immigration and Custom Enforcement (ICE) and a portion of the headquarters function of Customs and Border Protection (CBP) currently located in several leases in Washington, DC; 3) ongoing historic preservation activities; and 4) and management and inspection funding for these activities.

Fiscal Year 2023 Committee Approval Requested

House Committee Approval Requested	\$41,076,507 ¹
Senate Committee Approval Requested	\$521,353,154

Fiscal Year 2023 Committee Approval and Appropriation Requested

Historic Preservation	\$892,000
Design (Phase 3a)	0
Management and Inspection (Phase 3a)	
Estimated Construction Cost (Phase 3a)	
Total	
	\$\$\$\$\$\$\$\$\$\$\$\$\$\$\$\$\$\$

Overview of Project

GSA and DHS have worked collaboratively to update and revise the original DHS HQ consolidation program at the St. Elizabeths West Campus. In January 2015, GSA and DHS finalized an updated program, referred to as the Enhanced Plan, which seeks a more efficient utilization of space at a lower cost. The West Campus is a 176–acre National Historic Landmark, plus an additional 8 contiguous acres of Shepherd Parkway acquired from the U.S. Department of the Interior - National Park Service (NPS). Improvements include existing buildings containing approximately 1 million gross square feet (GSF) and newly constructed buildings such as the Douglas A. Munro Coast Guard Headquarters Building (Munro Building).

In 2015, DHS and GSA cut back on the overall scope of the program. DHS components will require less space through realized efficiencies and improved utilization rates, and new construction that was projected for the East Campus is now planned to be located on the West Campus. The West Campus will continue to be developed in accordance with guidelines set out in

¹ Represents the balance of Committee approval for the fiscal year (FY) 2022 and FY 2023 prospectus submissions less remaining appropriations for the Infrastructure Program, which is not subject to the requirements of 40 U.S.C. § 3307.

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the Master Plan, as amended, and as a result of continued compliance with the requirements of the National Historic Preservation Act of 1966, as amended, and the National Environmental Policy Act of 1969, as amended, during specific project designs.² GSA and DHS updated the campus occupancy plan to focus tenancy on those agencies with missions that require the most upfront Federal investment maximizing long-term lease cost avoidance. The most recently updated Master Plan provides for additional density and an increased number of seats.

Committee approval and appropriations for **Phase 1** of the project—*i.e.*, construction of a new HQ facility for the U.S. Coast Guard (USCG) named the Munro Building—have already been obtained. Development of **Phase 2a** includes construction of office space to consolidate DHS HQ and the rescoped DHS Operations Center (DOC), house various DHS leadership components and provide amenity space. **Phase 2b** includes construction of a new HQ facility for the DHS Cybersecurity and Infrastructure Security Agency (CISA). **Phase 2c** includes construction of a building for Intelligence & Analysis (I&A) to execute its mission. Parking and site infrastructure improvements are also included in this phase. **Phase 3a** includes construction of a DHS Immigration & Customs Enforcement (ICE) HQ facility and accommodating a portion of the CBP headquarters. Parking and site infrastructure improvements are also include the future rehabilitation of existing space (adaptive use) and construction of new space for other DHS HQ components.

Site Information Government-owned ³	184 acres
Building Area Building without parking (GSF)	up to 4,100,000
Building with parking (GSF)	up to 5,700,000
Number of structured parking spaces ⁴	up to 4,448
<u>Project Budget</u>	
Planning ⁵	\$20,008,000
Site Acquisition	6,722,000
Design Cost	265,763,507
Management and Inspection	159,777,971
Historic Preservation Mitigation	5,899,000
Estimated Construction Cost Estimated Total Project Cost*	<u>2,561,606,676</u> \$3,019,777,154

² The Master Plan can be found here: <u>https://www.gsa.gov/cdnstatic/StEs-MPA2_Final-081420.pdf</u>

³ Includes approximately 8 acres of Shepherd Parkway acquired from NPS in accordance with the Master Plan.

⁴ Master Plan amendment increased density. Employee parking standard shift is limited to no more than a ratio of 1:4 consistent with the Master Plan.

⁵ Funding provided for planning prior to initial prospectus submission for FY 2006.

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*Tenant agencies may fund an additional amount for alterations above the standard normally provided by GSA.

Project Phasing

Phase 1a	USCG – HQ (completed)	Coast Guard Headquarters
Phase 1b	USCG – CC (completed)	Coast Guard Command Center / shared use space / GSA Field Office
Phase 2a	DHS (completed)	Office of the Secretary and Senior Leadership
Phase 2a	DOC (ongoing)	DHS Operations Center / West Addition
Phase 2b	CISA (initiated)	CISA
Phase 2c	I&A (to be completed)	Parking, I&A, Warehouse, Building 64/52, Infrastructure improvements
Phase 3a	ICE/CBP (to be completed)	ICE Headquarters elements, portion of CBP Headquarters elements, Parking, Infrastructure improvements
Phase 3b	Adaptive Use of Historic Buildings	Determined at a future date

Tenant Agencies

USCG, DHS HQ elements, DOC, CISA, I&A, ICE, and CBP. Tenant agencies for Phase 3b will be determined at a future date.

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I. SITE ACQUISITION PROGRAM SUMMARY

Delineated Areas for Site Acquisition

The sites acquired or to be acquired are as follows:

- 1. Approximately two acres of land located on Firth Sterling Avenue in southeast Washington, DC, where the parcel is contiguous to the northwest corner of the St. Elizabeths West Campus; the land was controlled by the Government of the District of Columbia and the CSX Corporation.
- 2. Approximately one acre of land located along the east side of Martin Luther King, Jr. Avenue in southeast Washington, DC, between the Unified Communications Center and the current tunnel between the East Campus and West Campus. The land is currently controlled by the Government of the District of Columbia.
- **3.** Approximately 14 acres of land located on Shepherd Parkway in southeast Washington, DC, between the St. Elizabeths West Campus and Malcolm X Avenue, parallel to Interstate 295.⁶

Total Site Acquisition Project Budget

Site Acquisition (Firth Sterling Avenue) (FY 2009)	\$2,722,000
Site Acquisition (Martin Luther King, Jr. Avenue) (ARRA)	
Site Acquisition (Shepherd Parkway) (ARRA)	
Total Acquisition Budget ⁷	\$6,722,000

II. INFRASTRUCTURE PROGRAM SUMMARY

Infrastructure repair/replacement costs include: demolition of specific buildings identified by the Master Plan; replacement of site utilities including electricity substations and local utility requirements, an addition to the existing powerplant for a fully functional central utility plant with cogeneration capability; campus support structures, distribution systems for electricity, natural gas, domestic water, storm water, waste water, data systems, and telecommunications; roadways, surface parking and sidewalks; refurbishment of historic ornamental landscape and creation of new landscape features, as needed, including flora; cleanup/repair of existing tunnels on site to improve safety and for potential use as systems distribution pathways; and site security fencing, entry gates, guard stations, and other site security features. The \$46 million for the access road construction originally included in the Infrastructure budget in prior years has been moved to the Highway Interchange program budget in section III of this prospectus.

⁶ In accordance with a Transfer of Jurisdiction Agreement between GSA and NPS recorded December 2, 2016, approximately 8 acres of Shepherd Parkway were transferred to GSA control for construction of the access road to Malcolm X Avenue.

⁷ Unused project funds originally requested for acquisition of parcels along Firth Sterling Avenue were redirected to Phase 1b of the project to cover unforeseen conditions. Please see section V, Phase 1b, footnotes.

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The planned alterations are necessary to preserve, maintain, and reuse this historic site. Existing infrastructure and the landscape have suffered from aging and deferred maintenance. The utility distribution systems are antiquated and deteriorated. Building repairs include repair and improvement of structural and life-safety systems, while maintaining historic integrity. The landscape will be maintained, protected, and preserved to the extent feasible.

Total Infrastructure Project Budget

Design	
Design (FY2006) Phase 1a	\$7,645,000
Design (FY2009) Phase 1b	
Design (ARRA) Phase 1b	
Design (ARRA) Phase 2a	
Design (FY2022) Phase 2c	-
Design (future year request) Phase 3a	
Design Subtotal	
Management and Inspection (M&I)	
M&I (FY2006) Phase 1a	\$370,000
M&I (FY2007) Phase 1a	
M&I (ARRA) Phase 1b	
M&I (FY2015) Phase 1b	
M&I (FY2016) Phase 2a	
M&I (FY2022) Phase $2c^8$	
M&I (FY2022) Phase 3a	
M&I (future year request) Phase 3a	
M&I Subtotal	
Estimated Construction Cost (ECC)	

Estimated Construction Cost (ECC)

Estimated Total Project Cost (ETPC) for Infrastructure	\$390,872,000
ECC Subtotal	
ECC (future year request) Phase 3a	<u>48,669,000</u>
ECC (FY2022) Phase 3a	73,106,000
ECC (FY2022) Phase 2c	
ECC (FY2016) Phase 2a	
ECC (FY2015) Phase 1b	
ECC (ARRA) Phase 1b	
ECC (FY2009) Phase 1a	5,249,000
ECC (FY2007) Phase 1a	5,912,000
ECC (FY2006) Phase 1a	\$5,080,000

⁸ Phase 2c infrastructure includes an interim Level V security fence.

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III. HIGHWAY INTERCHANGE PROGRAM SUMMARY

The Highway Interchange Program that was developed as part of the Master Plan proposed an access road to the St. Elizabeths West Campus that extends between Firth Sterling Avenue to the north and Malcolm X Avenue to the south, parallel to Interstate-295. Funds for construction of the access road in the amount of \$46 million were originally included in the Infrastructure program described above, but additional transportation improvements have subsequently been identified. A new, reconfigured interchange between Malcolm X Avenue and I-295 is one of these improvements. This reconfiguration is necessary to direct St. Elizabeths traffic onto the access road, which, in turn, will mitigate the impacts of additional transportation to prepare an Interchange Justification Report to facilitate required modifications to the Malcolm X Interchange. Other related transportation improvements that are needed as a result of the St. Elizabeths development are also included below as separate line items.

Total Highway Interchange Project Budget

Design

Design (ARRA)	\$3,500,000
Design (FY2012) ⁹	
Design (FY2015)	
Design (future year request)	
Design Subtotal	
Management and Inspection (M&I)	
M&I (FY2012) ¹⁰	\$1,500,000
M&I (FY2015)	
M&I (FY2016)	
M&I (future year request)	
M&I Subtotal	
Estimated Construction Cost (ECC)	
ECC (ARRA) Access Road	\$38,000,000
ECC (2012) Access Road	
ECC (FY2015) Access Road / Interchange	
ECC (FY2016) Access Road / Interchange	
ECC (future year request) Widening	
ECC Subtotal	
Estimated Total Project Cost (ETPC) for Highway Interchange	, , ,

⁹ These funds were redirected from Infrastructure funds in FY 2012.

¹⁰ See Footnote above.

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IV. HISTORIC PRESERVATION MITIGATION PROGRAM SUMMARY

As of December 9, 2008, GSA, DHS and the National Capital Planning Commission entered into a Programmatic Agreement (PA) with the Advisory Council on Historic Preservation, the DC Historic Preservation Office, and FHWA. The PA outlines five specific mitigation actions that GSA must undertake to "resolve adverse effects from certain complex project situations."¹¹ These actions are as follows:

1. Documentation and recordation including buildings and site, as needed, archives, historic structure reports, building preservation plans, landscape preservation treatment and management, and archaeological resources treatment and management;

2. Public outreach, interpretation, and education, including the establishment of a citizens advisory panel, a permanent interpretative exhibit, a museum and visitors education center, signage, and public relations materials;

3. Public access program to be developed by GSA and DHS;

4. Conservation and artifact preservation; and

5. Actions for the 19th century cemetery, including interpretative program, perpetual care, and public access.

Major Work Items for Mitigation

Documentation and Recordation (FY 2016)	\$1,407,000
Documentation and Recordation (FY 2022)	
Documentation and Recordation (future year request)	
Public Outreach (FY 2016)	
Public Outreach – Education / Museum (FY 2022)	
Public Outreach – Education / Museum (FY 2023)	
Public Outreach – Education / Museum (future year request)	
Cemetery (FY 2016)	
Staffing (FY 2014)	
Staffing (FY 2016)	
Staffing (FY 2022)	
Staffing (FY 2023)	
Staffing (future year request)	
Total	

¹¹ Programmatic Agreement dated December 9, 2008, page 1.

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V. BUILDING PROGRAM SUMMARY

PHASE 1a – USCG Headquarters

Building Phase 1a¹²

Office and Special Space	<u>179,500</u> GSF
Estimated Total Phase 1a1,1	179,500 GSF

Cost Information Building Phase 1a

Design (FY2006)	\$24,900,000
Management and Inspection (M&I) (FY2009)	
Estimated Construction Cost (ECC) (FY2009)	
Estimated Total Cost Phase 1a	\$351,290,000

Schedule for Building Phase 1a

FY 2009 – Design Completion FY 2009 - Start Construction FY 2013 - Complete Construction

PHASE 1b – USCG Command Center and Special Space

Building Phase 1b

Command Centers/Fitness Center/Retail	
GSA Construction Office ¹³	<u>17,050</u> GSF
Estimated Total Phase 1b	175,500 GSF
Structured Parking (931 cars)	up to 325,850 GSF
Structured Parking for visitors (170 cars)	-

¹² Square Footage is based on USCG housing plan, approved Master Plan, and design documents.

¹³ The Construction Office was ready upon completion of Phase 1 and occupancy by USCG; however, DHS security requirements superseded GSA program needs.

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Cost Information Building Phase 1b

Design (ARRA)	\$10,659,000
Management and Inspection (M&I) (ARRA)	
Management and Inspection (M&I) (FY 2009) ¹⁴	
Estimated Construction Cost (ECC) (FY 2009) ¹⁵	
Estimated Construction Cost (ECC) (ARRA) ¹⁶	<u>167,936,000</u>
Estimated Total Cost Phase 1b	\$198,547,000

Schedule for Building Phase 1b

FY 2010 - Design Completion FY 2010 - Start Construction FY 2013 - Complete Construction

<u>PHASE 2a – DHS Headquarters Elements and DHS Operations Center (DOC)</u> <u>Building Phase 2a</u>

Office of DHS Secretary and Executive Management	
DOC including Office	<u>286,000</u> GSF
Estimated Total Phase 2a	584,000 GSF
Structured Parking (872 cars)	up to 305,200 GSF

Cost Information Building Phase 2a

Design (FY 2009)	\$5,000,000
Design (ARRA) ¹⁷	
Design (FY 2014)	
Design (FY 2016) ¹⁸	
Management and Inspection (M&I) (FY 2011)	
Management and Inspection (M&I) (FY 2014)	
Management and Inspection (M&I) (FY 2016)	
Estimated Construction Cost (ECC) (ARRA)	
Estimated Construction Cost (ECC) (FY 2011)	
Estimated Construction Cost (ECC) (FY 2014)	
Estimated Construction Cost (ECC) (FY 2016) ¹⁹	<u>125,064,000</u>
Estimated Total Cost Phase 2a	\$405,640,000

¹⁴ Remaining unobligated project funds from site acquisition were used for M&I to complete Phase 1b.

¹⁵ Remaining unobligated project funds from site acquisition were used for ECC to complete Phase 1b.

¹⁶ Remaining unobligated \$423,000 from site acquisition was used for new gate house and rehab work in Building 49.

¹⁷ This includes \$132,000 from Spend Plan 11 for design-bridging documents related to planned rehabilitation work for the Center Building and \$175,000 to complete the DOC.

¹⁸ This includes funds for above-grade office space directly south of the Center Building.

¹⁹ This includes funds for Hitchcock Hall originally planned for completion in Phase 1.

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Schedule for Building Phase 2a

FY 2018 - Design Completion FY 2014 - Start Construction FY 2021 - Complete Construction

PHASE 2b – CISA

Building Phase 2b

Office for CISA Headquarters ²⁰	⁹
Estimated Total Phase 2b	

Cost Information Building Phase 2b

Design (ARRA)	\$17,401,000
Design (FY 2019)	
Management and Inspection (M&I) (FY 2019)	
Estimated Construction Costs (ECC) (FY 2016)	
Estimated Construction Costs (ECC) (FY 2019)	<u>92,000,000</u>
Estimated Total Cost Phase 2b	\$267,401,000

Proposed Schedule for Building Phase 2b

FY 2021 - Design Completion FY 2022 - Start Construction FY 2024 - Complete Construction

PHASE 2c - I&A and Gatehouse 1 Parking

Building Phase 2c 175,000 GSF Office for I&A 175,000 GSF Building 64 14,000 GSF Building 52 4,500 GSF Warehouse 100,000 GSF Estimated Total Phase 2c 293,500 GSF Structured Parking (up to 1,496 cars) up to 523,600 GSF

²⁰ Approximately \$130,000,000 in FY 2016 appropriations are to be used for CISA HQ. Additional \$120,000,000 appropriated to DHS by P.L. 116-006 in FY 2019.

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Cost Information Building Phase 2c

Design - Office for I&A (FY2022)	\$8,339,000
Design – Parking Gatehouse 1 (FY2022)	
Design – Warehouse (FY2022)	
Design – Building 64 (FY2022)	1,080,666
Design – Building 52 (FY2022)	551,841
Management & Inspection (M&I) - Office for I&A (FY2022)	6,411,000
Management & Inspection (M&I) - Warehouse (FY2022)	737,000
Management & Inspection (M&I) – Building 64 (FY2022)	755,217
Management & Inspection (M&I) – Building 52 (FY2022)	
Management & Inspection (M&I) – Parking Gatehouse 1 (FY2023)	5,308,000
Estimated Construction Costs (ECC) - Office for I&A (FY2022)	
Estimated Construction Costs (ECC) – Warehouse (FY2022)	7,403,000
Estimated Construction Costs (ECC) – Building 64 (FY2022)	10,449,277
Estimated Construction Costs (ECC) – Building 52 (FY2022)	5,005,399
Estimated Construction Costs (ECC) - Parking Gatehouse 1 (FY2023)	<u>106,515,000</u>
Estimated Total Cost Phase 2c	\$252,246,000

Proposed Schedule for Building Phase 2c

FY 2022 - Design Completion FY 2023 - Start Construction TBD - Complete Construction²¹

<u>PHASE 3a –ICE HQ and a portion of CBP HQ elements and Gatehouse 2 Parking</u> <u>Building Phase 3a</u>

Office for ICE HQ and a portion of CBP HQ elements	<u>570,000</u> GSF
Estimated Total Phase 3a	570,000 GSF
Structured Parking Gatehouse 2 (up to 464 cars)	up to 162,400 GSF
Structured Parking for Visitors (470 cars)	up to 164,500 GSF

Cost Information Building Phase 3a

Design (ARRA)	\$9,884,000
Design (FY 2022)	19,000,000
Design – Parking Gatehouse 2 (future year request)	6,434,000
Management and Inspection (M&I) (FY2023)	15,507,000
Management and Inspection (M&I) - Parking Gatehouse 2 (future year request).	3,260,000
Estimated Construction Cost (ECC) (FY2023)	251,716,000
Estimated Construction Cost (ECC) – Parking Gatehouse 2 (future year request)	<u>66,116,000</u>

²¹ Funding necessary for remaining construction program in Phase 2c.

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Estimated Total Cost Phase 3a\$371,917,000

Proposed Schedule for Building Phase 3a

FY 2022 - Design Completion TBD - Start Construction TBD - Complete Construction

<u>PHASE 3b – Adaptive Reuse with Augmentation, Occupants Determined at a Future Date</u> <u>Building Phase 3b</u>

Adaptive Reuse Office Space	323,000 GSF
New Construction Office Space	
Estimated Total Phase 3b.	

Cost Information Building Phase 3b

Design (future year request)	\$22,536,000
Management and Inspection (M&I) (future year request)	
Estimated Construction Cost (ECC) (future year request)	
Estimated Total Cost Phase 3b	

Proposed Schedule for Building Phase 3b

- TBD Design Completion TBD - Start Construction
- TBD Complete Construction

Summary of Energy, Water, Sustainability, and Climate Risk Compliance

This project will be designed to conform to requirements of the *Facilities Standards for the Public Buildings Service*. GSA will focus on design and construction opportunities to increase energy and water efficiencies to minimize operating costs and greenhouse gas emissions, incorporate sustainable design principles into projects, and identify and minimize climate risk liabilities above the minimum performance criteria in a manner that is life-cycle cost effective.

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Prior Appropriations

St. Elizabeths Consolidation Prior Appropriations			
Public Law	Fiscal Year	Amount	Purpose
109-115	2006	\$24,900,000	Design of U.S. Coast Guard HQ
109-115	2006	\$13,095,000	Infrastructure, Design, Construction and Management and Inspection
110-5	2007	\$6,444,000	Infrastructure, Construction, and Management and Inspection
111-5	2009	\$454,872,000	Site acquisition, Construction and Development
111-8	2009	\$346,639,000	Site acquisition, Design, Infrastructure, Construction, and Management and Inspection
112-10	2011	\$30,000,000	Construction of DHS Operations Center
112-74	2012	\$37,300,000	Construction of Modular Utility Plant, Pump House, and portion of Access Road related to the U.S. Coast Guard.
113-76	2014	\$155,000,000	Adaptive reuse of Center Building, Historic Preservation
113-235	2015	\$144,000,000	Highway interchange and access road
113-235	2015	\$38,100,000	Central Utility Plant
114-113	2016	\$341,000,000	Historic Preservation, Design, Highway Interchange, Infrastructure, Construction, and Management & Inspection
Appropriatio	ns to Date ²²	\$1,591,350,000	

²² This amount does not include \$20,008,000 of planning funds expended by the U.S. Department of Health and Human Services and GSA prior to FY 2006.

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Prior Committee Approvals

St. Elizabeths Consolidation Prior Committee Approvals			
Committee	Date	Amount	Purpose
House T&I	10/26/2005	\$24,900,000	Design of U.S. Coast Guard HQ
Senate EPW	07/20/2005	\$24,900,000	Design of U.S. Coast Guard HQ
House T&I	040/5/2006	\$383,997,000	Construction and Management and Inspection Phases 1-a and 1-b
House T&I	05/23/2007	\$318,887,000	Design, Construction, and Management and Inspection
House T&I	05/23/2007	\$7,000,000	Site Acquisition
Senate EPW	09/20/2007	\$318,887,000	Design, Construction, and Management and Inspection
Senate EPW	09/20/2007	\$7,000,000	Site Acquisition
Senate EPW	09/17/2008	\$140,140,000	Additional Design and Construction
House T&I	09/24/2008	\$525,236,000	Design, Review, Management and Inspection, and Construction
House T&I	12/02/2010	\$1,130,984,000	Design, Review, Management and Inspection, and Construction
Senate EPW	07/13/2011	\$281,015,000	Design and Construction of West Campus
House T&I	07/23/2015	\$18,422,000	Design of West Campus
Senate EPW	01/20/2016	\$221,358,000	Design and Construction of West Campus
Senate EPW	05/18/2016	\$266,604,000	Design and Construction of West Campus
House T&I	05/25/2016	\$12,755,000	Design of West Campus

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Alternatives Considered (30-year, present value costs)

New Construction	\$3,907,149,000
Lease	\$6,262,998,000

The 30-year, present value cost of new construction is \$2,355,847,000 less than the cost of leasing, or an equivalent annual cost advantage of \$100,899,000.

Recommendation

CONSTRUCTION

Interim Leasing

GSA will execute such interim leasing actions as are necessary to ensure continued housing of the tenant agency prior to the effective date of the new lease. It is in the best interest of the Government to avert the financial risk of holdover tenancy.

PROSPECTUS – CONSTRUCTION

DHS CONSOLIDATION AT ST. ELIZABETHS

WASHINGTON, DC

Prospectus Number: PDC-0001-WA23

Certification of Need

The proposed project is the best solution to meet a validated Government need.

Submitted at Washington, DC, on _____

5/5/2022

Recommended

Allt

Commissioner, Public Buildings Service

Approved _____

Palmi Carmaha

Administrator, General Services Administration