

**PROSPECTUS – CONSTRUCTION  
DHS CONSOLIDATION AT ST. ELIZABETHS  
WASHINGTON, DC**

Prospectus Number: PDC-0002-WA21

**FY 2021 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) continuing design and construction on a building to house the Office of Intelligence and Analysis (I&A) and supporting operations center and parking to support Phase 2b; 2) commencing design and construction of a new Federal building to house the headquarters operations of the DHS Immigration and Customs 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 2021 Committee Approval and Appropriation Requested**

**House Committee Approval Requested .....\$28,882,000**

**Senate Committee Approval Requested .....\$369,093,000**

Historic Preservation .....	1,000,000
Design (Phase 2b and 3a) .....	27,637,000
Management and Inspection (Phase 2b and 3a) .....	27,615,000
Estimated Construction Cost (Phase 2b and 3a).....	<u>402,748,000</u>
<b>Total .....</b>	<b><u>\$459,000,000</u></b>

**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 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 require less space through realized efficiencies and improved utilization rates; new construction that was planned for the East Campus is planned for the West Campus. The West Campus will continue to be developed in accordance with guidelines set out in the Master Plan as amended and/or as a result of continued compliance with NHPA and NEPA during specific project designs.<sup>1</sup> GSA and stakeholders are updating the Master Plan in accordance with established processes. GSA

<sup>1</sup> The Master Plan can be found at the project's website: <http://www.stelizabethsdevelopment.com/>

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and DHS have also 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.

Committee approval and appropriations for **Phase 1** of the project—i.e., construction of a new headquarters 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 headquarters and the re-scoped DHS Operations Center (DOC), house various DHS leadership components, and provide amenity space. **Phase 2b** includes construction of a new headquarters facility for the DHS Cybersecurity and Infrastructure Security Agency (CISA), (Building 1), a headquarters facility for Intelligence & Analysis (I&A) (Building 2) to execute its mission. Parking is also included with these later phases. **Phase 3** will accommodate DHS Immigration & Customs Enforcement (ICE) headquarters and a portion of the headquarters of Customs and Border Protection (CBP) (Building 3) via new construction. This phase also will include the future rehabilitation of existing space.

**Site Information**

Government-owned <sup>2</sup>	184 acres
<b>Building Area</b>	
Building without parking (GSF)	up to 3,800,000
Building with parking (GSF)	up to 5,215,750
Number of structured parking spaces	up to 4,045

<sup>2</sup> Includes approximately 8 acres of Shepherd Parkway acquired from NPS in accordance with the Master Plan.

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**Project Budget**

Planning <sup>3</sup>	\$20,008,000
Site Acquisition	6,722,000
Design Cost	240,126,000
Management and Inspection	155,216,000
Historic Preservation Mitigations	5,899,000
Estimated Construction Cost	<u>2,406,638,000</u>
<b>Estimated Total Project Cost*</b>	<b>\$2,834,609,000</b>

\*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 2b	I&A (to be completed)	Parking, I&A
Phase 3a	ICE/CBP (to be completed)	ICE headquarters elements, portion of CBP headquarters elements
Phase 3b	Historical Adaptive Reuse	Determined at a future date

**Tenant Agencies**

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

<sup>3</sup> Funding provided for planning prior to initial prospectus submission for FY 2006.

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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 2 acres of land located on Firth Sterling Avenue in southeast Washington, DC, where the parcel is contiguous with the northwest corner of the St. Elizabeths West Campus; the land was controlled by DC and the CSX Corporation.
2. Approximately 1 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 DC.
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.<sup>4</sup>

**Total Site Acquisition Project Budget**

Site Acquisition (Firth Sterling Avenue) (FY 2009) .....	2,722,000
Site Acquisition (Martin Luther King, Jr. Avenue) (ARRA) .....	500,000
Site Acquisition (Shepherd Parkway) (ARRA).....	3,500,000
<b>Total Acquisition Budget<sup>5</sup> .....</b>	<b>\$6,722,000</b>

**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 historical 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.

<sup>4</sup> Per a Transfer of Jurisdiction Agreement between GSA and NPS recorded on 12/02/2016, approximately 8 acres of Shepherd Parkway were transferred to GSA control for construction of the access road to Malcolm X Avenue.

<sup>5</sup> 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 (FY 2006) Phase 1a .....	\$7,645,000
Design (FY 2009) Phase 1b .....	3,000,000
Design (ARRA) Phase 1b .....	12,346,000
Design (ARRA) Phase 2a .....	700,000
Design (future year request) Phase 3 .....	<u>11,430,000</u>
<b>Design Subtotal .....</b>	<b>\$35,121,000</b>

**Management and Inspection (M&I)**

M&I (FY 2006) Phase 1a .....	\$370,000
M&I (FY 2007) Phase 1a .....	532,000
M&I (ARRA) Phase 1b .....	5,382,000
M&I (FY 2015) Phase 1b .....	2,000,000
M&I (FY 2016) Phase 2a .....	1,000,000
M&I (future year request) Phases 3 .....	<u>9,206,000</u>
<b>M&amp;I Subtotal .....</b>	<b>\$18,490,000</b>

**Estimated Construction Cost (ECC)**

ECC (FY 2006) Phase 1a .....	\$5,080,000
ECC (FY 2007) Phase 1a .....	5,912,000
ECC (FY 2009) Phase 1a .....	5,249,000
ECC (ARRA) Phase 1b .....	131,783,000
ECC (FY 2015) Phase 1b .....	36,100,000
ECC (FY 2016) Phase 2a .....	20,900,000
ECC (future year request) Phase 3 .....	<u>136,453,000</u>
<b>ECC Subtotal .....</b>	<b>\$341,477,000</b>

**Estimated Total Project Cost (ETPC) for Infrastructure.....\$395,088,000**

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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 that, in turn, will mitigate the impacts of additional traffic that is anticipated as the result of the redevelopment of St. Elizabeths. GSA worked closely with the Federal Highway Administration (FHWA) and the DC Department of 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 (FY 2012) <sup>6</sup> .....	2,500,000
Design (FY 2015) .....	12,210,000
<b>Design Subtotal .....</b>	<b>\$18,210,000</b>

**Management and Inspection (M&I)**

M&I (FY 2012) <sup>7</sup> .....	1,500,000
M&I (FY 2015) .....	9,000,000
M&I (FY 2016) .....	3,210,000
<b>M&amp;I Subtotal .....</b>	<b>\$13,710,000</b>

**Estimated Construction Cost (ECC)**

ECC (ARRA) Access Road .....	38,000,000
ECC (2012) Access Road .....	33,300,000
ECC (FY 2015) Access Road / Interchange .....	122,790,000
ECC (FY 2016) Access Road / Interchange .....	5,415,000
<b>ECC Subtotal .....</b>	<b>\$199,505,000</b>

**Estimated Total Project Cost (ETPC) for Highway Interchange .....\$231,425,000**

<sup>6</sup> These funds were redirected from Infrastructure funds in FY 2012.

<sup>7</sup> See Footnote 6 above.

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**IV. HISTORIC PRESERVATION MITIGATIONS PROGRAM SUMMARY**

As of December 9, 2008, GSA and DHS along with NCPC entered into a Programmatic Agreement (PA) with the Advisory Council on Historic Preservation (ACHP), the DC Historic Preservation Office (DCHPO), and FHWA. The PA outlines five specific mitigation actions that GSA must undertake to “resolve adverse effects from certain complex project situations.”<sup>8</sup> 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 19<sup>th</sup> 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 2021).....	100,000
Documentation and Recordation (future year request).....	300,000
Public Outreach (FY 2016).....	500,000
Public Outreach (FY 2021).....	500,000
Public Outreach (future year request).....	875,000
Cemetery (FY 2016).....	500,000
Staffing (FY 2014).....	200,000
Staffing (FY 2016).....	400,000
Staffing (FY 2021).....	400,000
Staffing (future year request).....	<u>717,000</u>
<b>Total .....</b>	<b>\$5,899,000</b>

<sup>8</sup> Programmatic Agreement dated December 9, 2008, page 1.

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**V. BUILDING PROGRAM SUMMARY**

**PHASE 1a – USCG Headquarters**

**Building Phase 1a<sup>9</sup>**

Office and Special Space .....	1,179,500 GSF
<b>Estimated Total Phase 1a .....</b>	<b>1,179,500 GSF</b>

**Cost Information Building Phase 1a**

Design (FY 2006) .....	\$24,900,000
Management and Inspection (M&I) (FY 2009).....	12,925,000
Estimated Construction Cost (ECC) (FY 2009) .....	313,465,000
<b>Estimated Total Cost Phase 1a .....</b>	<b>\$351,290,000</b>

**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.....	158,450 GSF
GSA Construction Office <sup>10</sup> .....	17,050 GSF
<b>Estimated Total Phase 1b.....</b>	<b>175,500 GSF</b>
Structured Parking (931 cars).....	up to 325,850 GSF
Structured Parking for visitors (170 cars).....	up to 59,500 GSF

<sup>9</sup> Square footage is based on USCG housing plan, approved Master Plan, and design documents.

<sup>10</sup> 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).....	15,674,000
Management and Inspection (M&I) (FY 2009) <sup>11</sup> .....	228,000
Estimated Construction Cost (ECC) (FY 2009) <sup>12</sup> .....	4,050,000
Estimated Construction Cost (ECC) (ARRA) <sup>13</sup> .....	<u>167, 936,000</u>
<b>Estimated Total Cost Phase 1b</b> .....	<b>\$198,547,000</b>

**Schedule for Building Phase 1b**

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

**PHASE 2a – DHS Headquarters Elements and DHS Operations Center (DOC)**

**Building Phase 2a**

Office of DHS Secretary and Executive Management .....	298,000 GSF
DOC including Office.....	<u>286,000 GSF</u>
<b>Estimated Total Phase 2a</b>	<b>584,000 GSF</b>
Structured Parking (872 cars) .....	up to 305,200 GSF

**Cost Information Building Phase 2a**

Design (FY 2009) .....	5,000,000
Design (ARRA) <sup>14</sup> .....	11,607,000
Design (FY 2014) .....	10,837,000
Design (FY 2016) <sup>15</sup> .....	35,244,000
Management and Inspection (M&I) (FY 2011).....	1,500,000
Management and Inspection (M&I) (FY 2014).....	7,925,000
Management and Inspection (M&I) (FY 2016).....	17,925,000
Estimated Construction Cost (ECC) (ARRA) .....	26,000,000
Estimated Construction Cost (ECC) (FY 2011) .....	28,500,000
Estimated Construction Cost (ECC) (FY 2014) .....	136,038,000
Estimated Construction Cost (ECC) (FY 2016) <sup>16</sup> .....	<u>125,064,000</u>
<b>Estimated Total Cost Phase 2a</b> .....	<b>405,640,000</b>

<sup>11</sup> Remaining unobligated project funds from site acquisition were used for M&I to complete Phase 1b.

<sup>12</sup> Remaining unobligated project funds from site acquisition were used for ECC to complete Phase 1b.

<sup>13</sup> Remaining unobligated \$423 thousand from site acquisition was used for new gate house and rehabilitation work in Building 49.

<sup>14</sup> This includes \$132 thousand from Spend Plan 11 for design-bridging documents related to planned rehabilitation work for the Center Building and \$175 thousand to complete the DOC.

<sup>15</sup> This includes funds for above-grade office space directly south of the Center Building.

<sup>16</sup> 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 1) and I&A (Building 2)**

**Building Phase 2b**

CISA Headquarters <sup>17</sup> .....	616,000 GSF
I&A Headquarters.....	<u>175,000 GSF</u>
<b>Estimated Total Phase 2b.....</b>	<b>791,000 GSF</b>
Structured Parking (1,496 cars) .....	up to 523,600 GSF

**Cost Information Building Phase 2b**

Design (ARRA) .....	17,401,000
Design (FY 2019) .....	14,000,000
Design (FY 2021) .....	7,137,000
Management and Inspection (M&I) (FY 2019).....	14,000,000
Management and Inspection (M&I) (FY 2021).....	12,615,000
Estimated Construction Costs (ECC) (FY 2016).....	130,000,000
Estimated Construction Costs (ECC) (FY 2019).....	92,000,000
Estimated Construction Costs (ECC) (FY 2021).....	<u>179,248,000</u>
<b>Estimated Total Cost Phase 2b.....</b>	<b>\$466,401,000</b>

**Proposed Schedule for Building Phase 2b**

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

**PHASE 3a –ICE HQ and a portion of CBP HQ elements (Building 3)**

**Building Phase 3a**

ICE Headquarters elements and a portion of CBP HQ elements .....	<u>634,000 GSF</u>
<b>Estimated Total Phase 3.....</b>	<b>634,000 GSF</b>
Structured Parking (106 cars) .....	up to 37,100 GSF
Structured Parking for Visitors (470 cars).....	up to 164,500 GSF

<sup>17</sup> Approximately \$130,000,000 in FY 2016 appropriations is to be used for CISA HQ. An additional \$120,000,000 was appropriated to DHS by P.L. 116-006 and transferred to GSA in accordance with enacted legislation.

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**Cost Information Building Phase 3a**

Design (ARRA) .....	9,884,000
Design (FY 2021) .....	20,500,000
Design (future year request) .....	4,000,000
Management and Inspection (M&I) (FY 2021).....	15,000,000
Management and Inspection (M&I) (future year request).....	5,000,000
Estimated Construction Cost (ECC) (FY 2021) .....	223,500,000
Estimated Construction Cost (ECC) (future year request) .....	<u>37,000,000</u>
<b>Estimated Total Cost Phase 3 .....</b>	<b>\$314,884,000</b>

**Proposed Schedule for Building Phase 3a**

FY 2022 - Design Completion  
 FY 2023 - Start Construction  
 FY 2025 - Complete Construction

**PHASE 3b – Determined at a Future Date**

**Building Phase 3b**

Adaptive Reuse Office Space .....	323,000 GSF
New Construction Office Space .....	<u>113,000 GSF</u>
<b>Estimated Total Phase 3b.....</b>	<b>436,000 GSF</b>

**Cost Information Building Phase 3b**

Design (future year request) .....	15,626,000
Management and Inspection (M&I) (future year request).....	20,224,000
Estimated Construction Cost (ECC) (future year request) .....	<u>402,855,000</u>
<b>Estimated Total Cost Phase 3b .....</b>	<b>\$438,705,000</b>

**Proposed Schedule for Building Phase 3b**

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

**Summary of Energy Compliance**

The project has been designed to conform to requirements of the *Facilities Standards for the Public Buildings Service*. GSA encourages cost-effective design opportunities to increase energy and water efficiency above the minimum performance criteria.

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**Prior Appropriations**

<b>St. Elizabeths Consolidation Prior Appropriations</b>			
<b>Public Law</b>	<b>Fiscal Year</b>	<b>Amount</b>	<b>Purpose</b>
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
<b>Appropriations to Date</b> <sup>18,19</sup>		<b>\$1,591,350,000</b>	

<sup>18</sup> This amount does not include \$20,008,000 of planning funds expended by DHS and GSA prior to FY 2006.

<sup>19</sup> In FY2019, \$120,000,000 was appropriated to DHS by P.L. 116-006 and transferred to GSA in accordance with enacted legislation.

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**Prior Committee Approvals**

<b>St. Elizabeths Consolidation Prior Committee Approvals</b>			
<b>Committee</b>	<b>Date</b>	<b>Amount</b>	<b>Purpose</b>
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	04/05/2006	\$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 .....	\$3,729,094,000
Lease .....	\$4,203,564,000

The 30-year, present-value cost of new construction is \$474,470,000 less than the cost of leasing, or an equivalent annual cost advantage of \$22,368,000

**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 occupancy of the new Federal buildings. It is in the best interest of the Government to avert the financial risk of holdover tenancy.

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**Certification of Need**

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

February 19, 2020

Submitted at Washington, DC, on \_\_\_\_\_

Recommended



\_\_\_\_\_  
Commissioner, Public Buildings Service

Approved



\_\_\_\_\_  
Administrator, General Services Administration