



General Services Administration and Department of Homeland Security

# THE DHS HEADQUARTERS CONSOLIDATION AT ST. ELIZABETHS FINAL SUPPLEMENTAL ENVIRONMENTAL IMPACT STATEMENT APPENDICES E-H

WASHINGTON, DC

AUGUST 2020



## APPENDIX E

### Draft Transportation Management Plan

# U.S. Department of Homeland Security Headquarters at St. Elizabeths West Campus Master Plan Amendment 2 Supplemental Environmental Impact Statement

Transportation Management Program

Final Version

August 2020

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Prepared by  
Jacobs Engineering Group Inc.



Prepared for  
U.S. General Services Administration





## U.S. Department of Homeland Security Headquarters at St. Elizabeths West Campus Master Plan Amendment 2 Supplemental Environmental Impact Statement

Document Title: **Transportation Management Program**  
Revision: Final Version  
Date: August 2020  
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## EXECUTIVE SUMMARY

A Transportation Management Program (TMP) is an employer's active program to foster more efficient employee commuting patterns. A TMP is required as part of a Federal agency's planning submittal for undertaking any project that will increase the number of employees on a worksite to 500 or more (both existing and proposed), and is encouraged for a project that increases employees by 100 or more. It includes specific strategies to encourage changes in employee travel mode, trip timing, frequency and length, travel routes to reduce traffic congestion and improve air quality, and offers the benefit of reduced demand for parking spaces.

Under a current proposal by the General Services Administration (GSA), the Department of Homeland Security (DHS) Headquarters will be relocated to and consolidated at the historic campus of the St. Elizabeths Hospital. Without an effective TMP to address this action and manage impacts to the surrounding community and roadway network, the consolidation could adversely impact employee retention and work productivity, agency operations and community relations, and the operation of the local and regional transportation system.

The primary purpose of GSA's action is to develop 5.7 million gross square feet (gsf) of secure office space, plus associated parking, in Washington, District of Columbia (DC or District), to accommodate the consolidated headquarters of DHS and its components in accordance with the DHS mission requirements and housing plan. The need for this action is based on DHS's need to consolidate a minimum critical mass of 5.7 million gsf of secure office space, plus parking, to meet DHS's mission requirements and to develop a more cost-effective, efficient, and functional real estate portfolio in the National Capital Region. Further, the current scattered DHS office locations hamper the effectiveness of its mission. This extreme dispersion results in significant inefficiencies in daily operations, and these inefficiencies are magnified considerably at the most important moments—when DHS must act as a nimble and integrated team responding to significant natural disasters or terrorist threats.

## Background

GSA has prepared a Draft Supplemental Environmental Impact Statement (EIS), to assess impacts to the proposed amendment (Master Plan Amendment 2) to the 2008 DHS Headquarters Consolidation Master Plan (henceforth referred to as the Master Plan) at St. Elizabeths.

The Master Plan was amended in 2012 (Master Plan Amendment 1), to specify development on the St. Elizabeths East Campus (East Campus) North Parcel to house the Federal Emergency Management Agency (FEMA). The proposed Master Plan Amendment 2 eliminates development on the East Campus and reevaluates development on the St. Elizabeths West Campus (West Campus) to accommodate 4.1 million gsf of secure office and shared-use space and 1.6 million gsf of associated parking on the West Campus only.

The Draft and Final EIS documents for the Master Plan Amendment are tiered from the Master Plan and EIS/Record of Decision (ROD), which addressed plans to consolidate 3.8 million gsf of secure office and shared-use space, plus parking, on the West Campus. As part of that Master Plan, GSA also assessed, on a programmatic level, DHS development on the East Campus, as well as concepts for transportation improvements at Martin Luther King Jr. Avenue SE, improvements at the Firth Sterling intersection, a new West Campus Access Road, and interchange improvements at

Malcolm X Avenue. The more recent 2019 Draft Supplemental EIS focused on the redevelopment associated with the consolidation of DHS Headquarters on the East Campus North Parcel and a more comprehensive and detailed evaluation of transportation improvements required for the DHS consolidation that were considered in the 2008 EIS. The Proposed Action, action alternatives, and No Action Alternative are studied in detail in the 2012 EIS and Master Plan Amendment 1.

As a condition of approval of the Master Plan by National Capital Planning Commission (NCPC), the consolidation must comply with the prescribed parking ratios contained in the NCPC Comprehensive Plan (2016). The goal of the parking ratios is to reduce the overall traffic in the region, and thereby improve air quality, by limiting the number of vehicles Federal employees use to commute to work. By capping the number of parking spaces, Federal employees will have to make alternative arrangements (for example, carpool, use mass transit, and telecommute), to get to work.

As per the NCPC Comprehensive Plan (2016), the preferred alternative must achieve a 1:4 employee parking ratio (one parking space per four employees) for the 13,750 standard daily employees, and a 1:3 employee parking ratio for the 750 shift employees (for a total of 14,900 employees) to be relocated to the Campus. This requirement results in a total of 3,688 parking spaces (3,438 for standard shift employees and 250 for shift employees). About 78 spots are allocated to cater to an estimated 400 support employees. Visitors and official (pool) vehicle parking will be accommodated by a 685-space lot, separate from employee parking. A total of 4,448 parking spaces will be provided in the campus.

This document outlines the TMP for the planned DHS Headquarters consolidation at the West Campus in Washington, DC, and has been prepared pursuant to NCPC's requirements. It addresses the transportation challenges and opportunities associated with the DHS Headquarters consolidation. Through the strategies described in this document, DHS strives to gain employee acceptance and support for a transportation program that encourages use of transportation alternatives other than driving single-occupant vehicles to the campus, thereby minimizing the impact of the consolidation on the local transportation network and surrounding community as well as individual employees.

As a companion document to this TMP, the GSA has reevaluated the transportation improvements required for the DHS Headquarters consolidation in the 2012 EIS. Much of the transportation analysis summarized in this TMP is presented in more detail in the 2019 *Department of Homeland Security Headquarters at St. Elizabeths Master Plan Amendment 2 Supplemental EIS Transportation Technical Report (TTR)* (under separate cover).

Note, the traffic analysis related to the TTR and TMP performed for the St. Elizabeths West Campus Master Plan Amendment 2 assumed an occupancy of up to 17,000 employees, 12,800 available seats, and a total of 4,058 proposed parking spaces. After this analysis was performed, a change in DHS components assigned to the campus resulted in a change in occupancy numbers and workplace management strategies for the campus. The revised employee population for the campus is 14,900, with an up-to 1:1 employee-to-seat ratio, dependent on the workplace management strategy for each component, and 4,448 parking spaces.

With a new proposed occupancy count of 14,900 and parking count of 4,448, this traffic analysis can no longer be considered as a conservative estimate of traffic demand to the local networks; however, the results from this traffic analysis are a good representation of the anticipated effects to the local transportation networks. As program, mission, and employee requirements evolve over the various

phases of DHS consolidation and build-out on the West Campus, further traffic analysis may be required. Once the current phase of the West Campus Master Plan is complete (Phase 2), GSA will explore the need for an additional traffic analysis, separate from the TMP, for full campus occupancy in 2035, based off of projected campus population, commuting habits, and Transportation Demand Management (TDM) progress. The campus TMP will be continuously reevaluated on a biannual basis to work toward the outlined transportation goals and will be updated prior to full occupancy.

## Purpose

The influx of employment within the District as a result of current and planned development and the relocation of DHS employees to the West Campus is expected to strain the existing transportation network. The objective of the TMP is to ensure that adequate measures are undertaken and maintained to minimize these transportation impacts. More specifically, the program outlines the steps that will be taken to facilitate the compliance of the proposed Master Plan Amendment 2 with the prescribed NCPC parking ratios, and to minimize adverse impacts on the surrounding community and employees of DHS. This will be accomplished by using transportation demand management (TDM) strategies to minimize the daily and peak-period vehicle trips to the campus.

The TMP is a living document. As such, the level of detail regarding implementation will evolve in parallel with the development of other planning and design activities. This TMP serves as the planning tool by which the DHS Headquarters will meet NCPC parking ratios and manage impacts on the surrounding community. DHS will use the TMP to evaluate the level of compliance with the NCPC parking requirements, and this TMP will serve as the baseline to which future surveys and performance goals can be benchmarked. As surveys are performed, the baseline will be updated. Upon approval of the TMP, DHS will begin implementation of the strategies prescribed in the TMP. As part of the TMP implementation, standard operational procedures (SOPs) will be developed and executed by DHS in support of the TMP. SOPs provide more comprehensive implementation details for specific elements of the TMP, and as part of the standard sequence of development are expected to be changed, audited, and developed throughout the implementation of the TMP. The intent of the SOP is to establish the means by which DHS will achieve success of the key programs and strategies within the context of the TMP and the TDM plan.

## Plan Components

While the TMP includes a summary of a significant amount of background information, the program has two key components: a TDM Implementation Plan and a TMP Performance Evaluation and Monitoring Plan. The TDM Implementation Plan provides guidance on implementing TDM strategies over the course of the phased relocation of DHS employees to the campus and beyond, whereby programs and policies will be implemented to improve access to alternative transportation and to address transportation impacts resulting from increased employment at the West Campus. DHS will use the TMP Performance Evaluation and Monitoring Plan to ensure that the TDM Implementation Plan continues to address these issues over time. As a result of evaluating and monitoring, the TMP will be updated as the project develops and thereafter on regular occasions. The updates may identify additional or different strategies to be implemented to achieve DHS's overarching goal.

## Transportation Demand Management Implementation Plan

A key element of the TMP is to recommend and implement TDM strategies that effectively allow DHS to meet the planned employee parking ratios. As part of the TMP process, DHS employees were surveyed to describe their current travel patterns and “expected” travel mode to the new West Campus. The data were used to develop the mode-share goals required to meet the NCPC parking ratios. Some of the alternative transportation options such as direct commuter/express bus service may change (e.g. from the 8% to say, 4%) or take a longer period of time to be fully developed. Also acknowledged was that residency shifts that will facilitate walking from home will take time. Therefore, mode-share goals were established for full build (when the facility is fully occupied and has access to the full range of proposed transportation demand management services). **Table ES-1** summarizes the travel mode shares required to reach the NCPC parking ratios for both conditions. These mode-share goals will be one of the means by which the TMP can be evaluated for effectiveness and success.

**Table ES-1: Mode Share Goals (Percent)**

Mode	2035 Full Buildout
Single Occupant Vehicle (SOV)	15
Carpool with non-DHS (arrive SOV)	4
Carpool/vanpool (HOV)	18
Drop off/kiss-and-ride	1
Commuter/express bus	8
Shuttles	30
Metrobus	6
Walk	5
Bike/Scooter	1
Motorcycle	1
Work from home/telework	9
Did not work (vacation/sick)	2
<b>Total</b>	<b>100</b>

SOV = single-occupant vehicle  
 HOV = high-occupancy vehicle

### Employee Transportation Coordinator

The TMP process is an inclusive coordination effort that includes numerous Federal agencies and neighboring installations. To assist in coordinating the efforts associated with developing and implementing the selected TDM strategies presented in this program, DHS has created the Employee Transportation Coordinator (ETC) position. Currently, supporting staff are in place, providing services presented in the TMP to be under the jurisdiction of the ETC for the existing DHS facilities. These staff will continue to provide support to the ETC through implementation of the TMP and consolidation to the West Campus Headquarters location. The ETC and these staff will be permanently transitioned to the West Campus through the course of the phased occupancy.

Using the TMP, the ETC will work continually to select and update TDM strategies to achieve the program goals. With an essential role in the initiation, selection, and implementation of TDM strategies as the program develops, the ETC bears the responsibility for guiding and evaluating the program with a focus geared at changing worksite-related travel behavior and making sure the needs of individual employees are satisfied throughout the process.

### Transportation Demand Management Strategies

DHS will use various TDM measures to reduce trips by DHS employees and visitors. DHS is committed to strategies that promote the use of public transportation and will continue to work with transit and transportation agencies to identify and implement additional modal opportunities.



Strategies proposed in this document take an incentive-based approach and do not introduce punitive measures that make it difficult for employees to drive and park.

The proposed measures will expand and strengthen the existing programs offered by the GSA and District, and introduce new programs not currently offered. While these measures can stand alone, they make a more significant impact when used together to create a package of options for those travelling to and from the campus. DHS will work to implement the following measures/strategies and attempt to identify external funding to address anticipated need:

- ETC
- Commuter coordination
- Web-based transportation services information system
- Federal transit–Metrorail subsidies management
- Coordination of route planning with commuter transit agencies
- Internal and external agency shuttles
- Vanpooling/carpool incentives
- Modified employee parking policy
- Bicycle storage/racks
- Bicycle-rider and walker media
- AWS policy
- Telework policy
- Flex-time policy
- Incentives and reward programs
- Employee health and safety program
- Community partners program

Given the need for funding and resources to support implementation of a TDM program such as the one described in this document, DHS is actively pursuing funding and resource opportunities. GSA and DHS are committed to the relocation of DHS employees to the consolidated headquarters on the West Campus and are committed to finding the necessary resources and funds to enable the development to meet the prescribed NCPC requirements.

## Transportation Management Program Performance Evaluation and Monitoring Plan

DHS is committed to a comprehensive monitoring plan as part of the TMP. The monitoring plan requires regular evaluation to determine how effectively the TMP is achieving the goals of minimizing the number of drive-alone trips to the campus, minimizing new peak-hour trips, and ensuring that program goals meet the needs of individual employees. The following measures are recommended to ensure compliance with the monitoring plan.

### Detailed Employee Surveys

It is the desire of DHS to conduct a statistically significant survey of campus employees addressing daily and peak-hour commuting habits a year of reaching the full occupancy of the campus and periodically thereafter as determined by need. The target travel-mode goals described in this document will be used as a baseline for comparison. The survey will include an informative

component geared towards assessing employees' satisfaction with the current TMP for the campus. Because it is not clear when full occupancy will occur and the development phasing will likely be longer, DHS will track employee population throughout occupancy and conduct additional employee surveys as determined to be necessary by DHS, likely after each phase is complete.

Currently, DHS plans to occupy the campus in a phased approach. Details on the phasing by agency and population are presented in the Master Plan and the Master Plan Amendment 2. In the event development phasing takes longer than initially planned, DHS will track employee population throughout occupancy and conduct additional employee surveys, likely after each phase is complete. These interim surveys will be used to gauge the effectiveness of the implemented transportation demand strategies, identify current mode-share distribution, assess the potential impact on the community and surrounding transportation if there is deviation from the target mode-share goals, and identify opportunities for improvement. Based on these studies, DHS will identify necessary interim strategies if it is found that NCPC requirements are not being met so that mode-share goals can be attained.

After occupancy, the surveys will be used to evaluate whether the implemented TDM strategies are proving successful in meeting prescribed transportation needs and to identify TMP successes and opportunities for improvement in meeting TMP goals and the needs of the individual employees. When performed in conjunction with an update to the TMP, the results of the surveys will be documented in an official departmental memorandum summarizing survey results, lessons learned, and action plan to be implemented over the next 2-year TMP cycle. As requested by NCPC, employee travel/commuting information will be reevaluated whenever the TMP is revised in conjunction with an update of or modification to the Master Plan.

**Random Employee/Vehicle Counts.** DHS will supplement employee surveys by performing employee/vehicle counts to assess the daily and seasonal fluctuations in the number of employees using Metrobus, commuter bus, kiss-and-ride, "slugging," carpool/vanpool, bicycles, motorcycles, and walking as modes of transportation to work.

**Shuttle Use/Capacity Surveys.** DHS will review, at least biannually, daily and peak-hour use of internal and external shuttle buses.

**Transit Use Surveys.** DHS will review, at least biannually, transit use by DHS employees through the Congress Heights and Anacostia Metrorail Stations.

**Independent Employee Input.** DHS will maintain an employee input forum where employees can comment, at will, regarding the TMP program. Employees may comment anonymously or openly. Their input will be used to inform both continual and biannual evaluation and monitoring of the TMP.

**Annual Senior Management and Bi-Annual TMP Reviews.** An annual Senior Management Review process will occur during both the occupancy phase(s) and post full build-out. While a TMP review process will occur at the end of each phase and then biannually upon full build-out, should full build out be delayed by 2 years or more for any phase, DHS will invoke the post build-out process of a bi-annual TMP review during the phased occupancy until such time that the regular phased occupancy process resumes.



## Transportation Management Program Updates

DHS will use an evaluation process cycle that follows the series of steps recommended by the NCPC: planning, implementing, checking, and acting. As each round of the cycle ends, DHS will use the results to adopt changes or begin the cycle anew based on information gleaned from the evaluation. DHS will use the information obtained from employee input as well as from the TMP evaluating and monitoring process to inform the updates to the TMP to be performed annually at a minimum. The updated TMP will be provided to NCPC for review and approval whenever the Master Plan is updated or modified.

## Transportation Management Program Reporting Requirements

The ETC will report annually to senior management regarding the status of the implementation of the TDM programs described in the TDM plan. A similar status update will be provided to NCPC with required TMP updates in the event the Master Plan is updated or modified.







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## ACRONYMS AND ABBREVIATIONS

ADA	Americans with Disabilities Act
ADT	average daily traffic
AWDT	average weekday daily traffic
AWS	alternative work schedule
BID	business improvement district
CISA	Cybersecurity and Infrastructure Security Agency
DC	District of Columbia
DDOT	District Department of Transportation
DHS	Department of Homeland Security
District	Washington, District of Columbia
DMPED	Deputy Mayor's Office for Planning and Economic Development
East Campus	St. Elizabeths East Campus
EB	eastbound
EIS	Environmental Impact Statement
ETC	Employee Transportation Coordinator
FEMA	Federal Emergency Management Agency
FHWA	Federal Highway Administration
ft	feet
GSA	General Services Administration
gsf	gross square feet
HOV	high-occupancy vehicle
I-	Interstate
JBAB	Joint Base Anacostia-Bolling
LOS	Level of Service
MARC	Maryland Area Regional Commuter
mph	miles per hour
MTA	Maryland Transit Authority
MWCOG	Metropolitan Washington Council of Governments
NB	northbound
NCPC	National Capital Planning Commission
NCR	National Capital Region
NEPA	National Environmental Policy Act
NHL	National Historic Landmark
NPS	National Park Service
pc/mi/Ln	passenger car per mile per lane
ROD	Record of Decision
ROW	right-of-way
SB	southbound
sec/veh	seconds per vehicle
SOP	standard operating procedures
SOV	single-occupant-vehicle
TDM	transportation demand management
TMP	Transportation Management Program
TTR	Transportation Technical Report
TWSC	Two Way Stop Sign controlled intersection
USCG	U.S. Coast Guard



vph	vehicle(s) per hour
VRE	Virginia Railway Express
WB	westbound
West Campus	St. Elizabeths West Campus
WMATA	Washington Metropolitan Area Transit Authority



# 1 INTRODUCTION

GSA has prepared this Transportation Management Program (TMP) for the Consolidation of Department of Homeland Security (DHS) at the St. Elizabeths Campus in Washington, District of Columbia (DC or District). The St. Elizabeths West Campus (West Campus) Master Plan Amendment 2 Supplemental Environmental Impact Statement (EIS) Transportation Technical Report (TTR) contains additional traffic and transportation analyses.

Per the 2016 Comprehensive Plan of the National Capital Planning Commission (NCPCC), a TMP is required as part of a Federal agency's planning submittal for undertaking any project that will increase work site employment to 500 or more. A TMP is an employer's active program to foster more efficient employee commuting patterns by minimizing single occupant vehicle (SOV) trips related to Federal agency worksites.

## 1.1 Project Overview

### 1.1.1 Proposed Action

In 2008 and in 2012, General Services Administration (GSA) completed Master Plan efforts to development of 4.5 million square feet of secure office space, plus parking, to support the consolidated headquarters of the DHS on the St. Elizabeths East and West Campuses.

GSA is currently preparing a Master Plan Amendment 2, to assess the impacts of development of the consolidated headquarters on the West Campus only. The proposed amendment limits development to West Campus only and improves efficiency, reflects the current condition of the historic buildings, reduces costs, and accelerates completion of the DHS consolidation by up to five years.

### 1.1.2 Project Location and Access

St. Elizabeths campus is in Ward 8, located in the southeastern quadrant of the District. The site is in the Congress Heights community and overlooks Joint Base Anacostia-Bolling (JBAB) and the Anacostia River. **Figure 1-1** shows a project location map. St. Elizabeths is composed of two campuses, East Campus and West Campus, located on either side of Martin Luther King Jr. Avenue SE. The West Campus is a 176-acre former mental health facility that is bounded by residential communities to the north and south (Barry Farm and Congress Heights, respectively); Martin Luther King Jr. Avenue SE to the east; Interstate (I-) 295 (I-295) to the west; and Shepherd Parkway (National Park Service lands) to the southwest.

Regional access to St. Elizabeths campus is provided via I-295, I-95, I-495, I-395, Maryland 270 (MD 270), U.S. 50, and I-66. I-295 provides the primary access to all other routes except MD 210, which connects to South Capitol Street. **Figure 1-2** shows the regional roadway network.

New construction under the Master Plan Amendment 2 is proposed on the West Campus only. The East Campus, located on the eastern side of Martin Luther King Jr. Avenue SE, is owned by the District, and has been redeveloped into a mixed use community. The East and West Campuses are designated as a National Historical Landmark, including the brick wall running along Martin Luther King Jr. Avenue SE on the West Campus grounds. **Figure 1-3** illustrates the existing land use in the St. Elizabeths area.

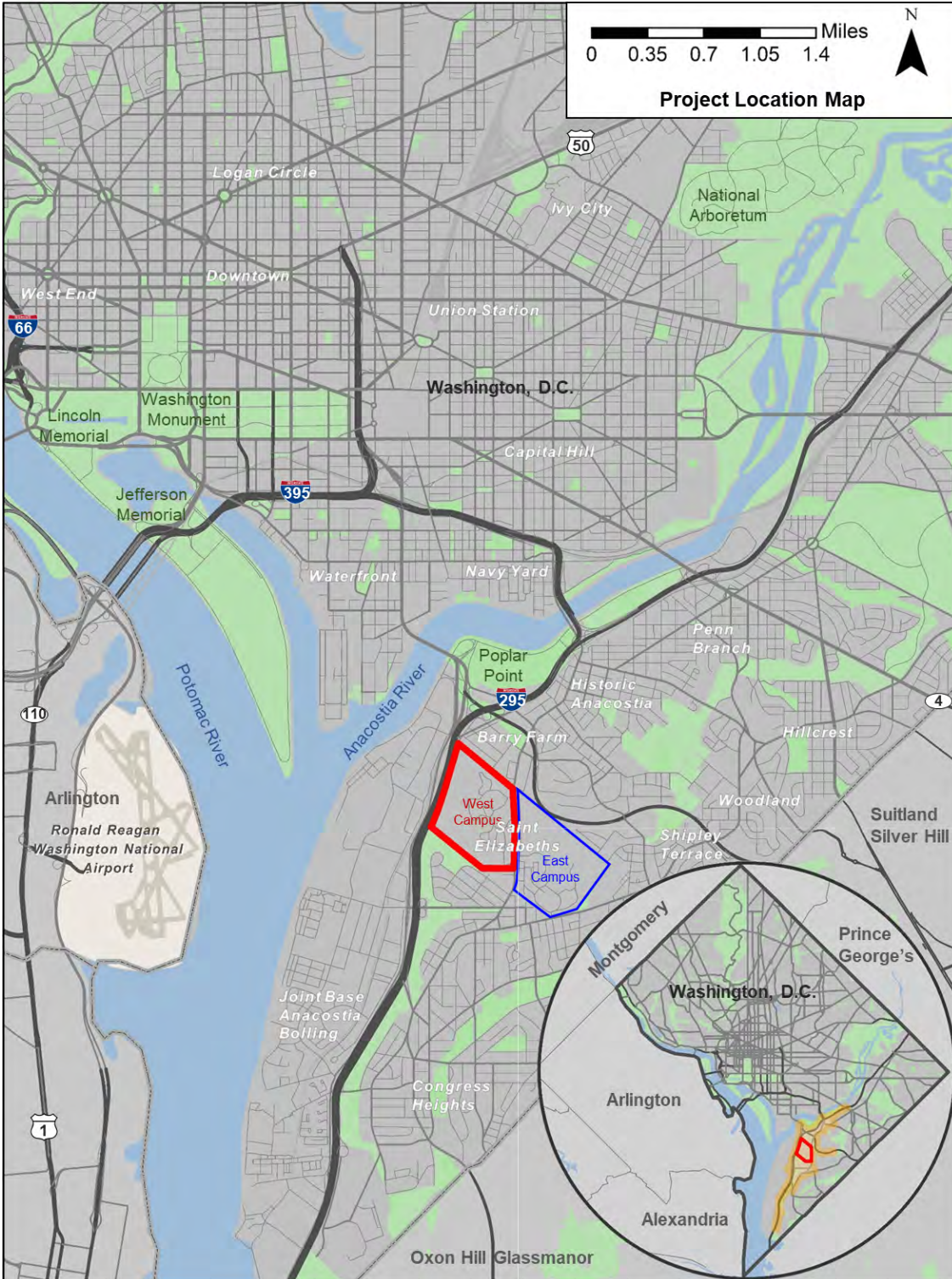


Figure 1-1: Project Location Map





Figure 1-2: Regional Road Network

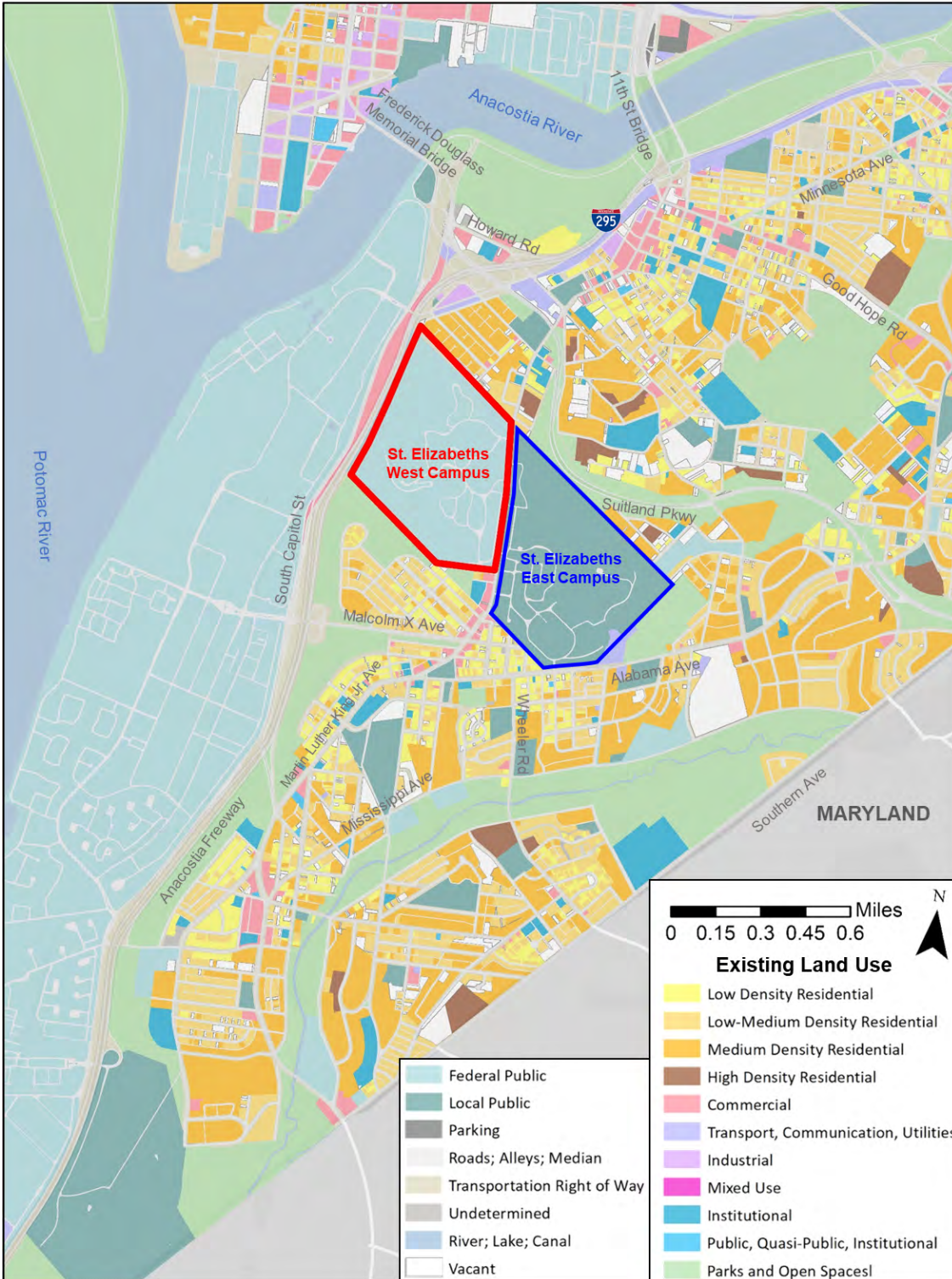


Figure 1-3: Existing Land Use in St. Elizabeths Area



## 1.2 Previous Studies and Evaluations

This TMP builds upon previous and ongoing efforts that examined land use, development scenario analyses, and transportation impacts for the St. Elizabeths campuses. It is important to recognize both the context and constraints that frame the approach for assessing transportation issues and potential strategies for transportation demand management (TDM). Previous studies and evaluations of St. Elizabeths, described in the following sections, provide background information for the site as well as a context for examining the broader issues affecting the Study Area.

### 1.2.1 Final Environmental Impact Statement for Consolidation of DHS Headquarters at St. Elizabeths and Record of Decision (2008)

GSA prepared the 2008 Final Environmental Impact Statement (EIS) for the consolidation of DHS Headquarters at St. Elizabeths. The 2008 EIS assessed and reported potential impacts of DHS consolidation at St. Elizabeths Campus and proposed mitigations. The 2008 EIS is composed of two volumes: Campus Development (Volume I) and Transportation Improvements (Volume II). Volume I assessed site development and new construction on the West Campus. Volume II assessed reconstruction of the Malcolm X Avenue/I-295 interchange to accommodate access to the West Campus. GSA signed a Record of Decision (ROD) for the project on December 16, 2008.

### 1.2.2 Master Plan for the Development of the West Campus (2008)

The GSA-prepared Master Plan for the Development of the West Campus presents the strategy for developing the West Campus into a high-security campus for several Federal agencies. It provides the development framework for accommodating 4.5 million gross square feet (gsf) of office space for the DHS Headquarters: 3.8 million gsf on the West Campus and 0.7 million gsf on the East Campus. NCPC approved the Master Plan on January 8, 2009.

### 1.2.3 St. Elizabeths East Campus Framework Plan (2008)

The East Campus Framework Plan was prepared by the District Office of Planning and adopted in 2008. It provides development objectives, design principles, and land use recommendations to guide redevelopment of the East Campus. The plan defines retail, housing, education, cultural, and office areas and presents a detailed implementation strategy that includes roles, responsibilities, and phasing recommendations. It will be used to guide District planning and development efforts on the East Campus.

### 1.2.4 Addendum to the 2008 Record of Decision for the Proposed West Campus Access Road Between Gate 4 Firth Sterling Avenue (2011)

GSA issued a ROD addendum in 2011 to its 2008 EIS. The primary purpose of this addendum was to describe the decision to be made regarding the construction of the proposed West Campus Access Road from Gate 4 along the western boundary of the West Campus to the intersection of the West Campus Access Road with Firth Sterling Avenue and improvements to that intersection. The transportation improvement covered under the addendum accommodated additional roadway needs for the occupancy of the U.S. Coast Guard (USCG) facility on the West Campus by 2013.

### 1.2.5 Department of Homeland Security Headquarters at St. Elizabeths Final EIS Transportation Technical Report (2012)

GSA, Federal Highway Administration (FHWA), and the District Department of Transportation (DDOT) prepared the TTR for the local and regional transportation system surrounding and including the St. Elizabeths campus. It provides a comprehensive transportation impact analysis evaluating the impacts of the DHS Headquarters consolidation to the St. Elizabeths campus on this transportation network. The TTR summarizes the effects of the additional trips associated with action, assesses the impacts of various network and operation changes, and suggests mitigation strategies that may lessen the impacts.

### 1.2.6 Master Plan Amendment and Final EIS for Consolidation of DHS Headquarters at St. Elizabeths (2012)

Pursuant to the completion of the Master Plan for the Development, GSA issued a ROD on December 16, 2008, selecting the alternative that consolidated 3.8 million gsf of secure office and shared-use space plus parking on the West Campus. As part of the 2008 EIS for this action, GSA also assessed, on a programmatic level, the impacts of constructing 750,000 gsf of office space, plus associated parking, on the East Campus. GSA noted in its ROD that an EIS tiered to the 2008 EIS would be prepared for the East Campus. This Master Plan Amendment and 2012 EIS, prepared by GSA, addresses the site development alternatives for the North Parcel of the East Campus.

### 1.2.7 St. Elizabeths Hospital East Campus Transportation Environmental Assessment (2012)

The District and FHWA are proposing to provide a multimodal transportation network to serve the East Campus redevelopment efforts in accordance with the East Campus Redevelopment Framework Plan. A draft Environmental Assessment has been submitted, which examines two alternatives, and summarizes the environmental impacts and commitments associated with this project.

### 1.2.8 St. Elizabeths Enhanced Plan Transportation Study [2016]

This report documents a transportation analysis of an Enhanced Plan for the consolidation of the DHS at St. Elizabeths. GSA developed the Enhanced Plan to accelerate the completion of the St. Elizabeths campus. The Enhanced Plan, if implemented, would reduce the building development from the original 4.5 million gsf to 3.6 million gsf, and complete the build out 5 years earlier than the current schedule. GSA would no longer develop the East Campus under this plan, and instead, accommodate all employees in the West Campus by improving space utilization, and reducing the number of seats by leveraging telework and other mobile work policies.

## 1.3 Proposed Master Plan Amendment 2

Master Plan Amendment 2 includes new construction at the Plateau site and the Sweetgum Lane site on the West Campus (**Figure 1-4**).





**Figure 1-4: Master Plan Amendment 2 Areas under Review**

The changes will result in reduction of building development from the 4.5 million gsf (proposed in the Master Plan Amendment 1) to 4.1 million gsf. However, since all development would be consolidated to the West Campus, development and parking on the West Campus would be greater

than what was considered for the West Campus under Master Plan Amendment 1. Parking on the West Campus would also increase to accommodate the additional personnel assigned to the West Campus. The additional parking would be concentrated at Gate 1. **Table 1-1** lists the primary changes in assigned personnel, building development, and parking under consideration in Master Plan Amendment 2.

**Table 1-1: Campus Development Program Summary**

	Master Plan	Master Plan Amendment 1	Master Plan Amendment 2	Change
<b>Personnel Assigned</b>	<b>14,000</b>	<b>14,000</b>	<b>14,900</b>	<b>+6%</b>
West Campus Building Development (gsf)	3,830,386	3,830,386	4,142,740	+8%
East Campus Building Development (gsf)	715,072	750,000	0	-100%
<b>Total Building Development (gsf)</b>	<b>4.5M</b>	<b>4.5M</b>	<b>4.1M</b>	<b>-9%</b>
West Campus Parking Structures (gsf)	1,216,500	1,216,500	1,591,800	+30%
East Campus Parking Structures (gsf)	271,250	271,250	0	-100%
<b>Total Parking Structures (gsf)</b>	<b>1.5M</b>	<b>1.5M</b>	<b>1.6M</b>	<b>+6%</b>
West Campus Parking Spaces	3,459	3,459	4,448	+29%
East Campus Parking Spaces	775	775	0	-100%
<b>Total Parking Spaces</b>	<b>4,234</b>	<b>4,234</b>	<b>4,448</b>	<b>No change to NCPC approved parking ratio</b>
<b>Total Campus (gsf)</b>	<b>6M</b>	<b>6M</b>	<b>5.7M</b>	<b>-5%</b>

Note, the traffic analysis performed for the St. Elizabeths West Campus Master Plan Amendment 2 evaluated, among other data inputs, the traffic impacts of an occupancy of up to 17,000 employees, 12,800 available seats, and a total proposed parking space number of 4,058 for the West Campus. This parking space number included the parking allowances and needs for employees, visitors and government vehicles. The employee-only parking allotment was derived by applying the NCPC’s employee parking ratio guidelines to the proposed number of employee seats available on the West Campus.

After this traffic analysis was performed, further consultation with the NCPC established that the parking made available for employees should not be based off the number of employee seats, but the total number of employees that would be assigned to the West Campus. As such, GSA increased the proposed parking spaces for the West Campus from 4,058 to 4,448 to accommodate a change in DHS components assigned to the campus, a change in occupancy numbers, and a change in workplace management strategies for the campus. The revised employee population for the campus is 14,900, with an up-to 1:1 employee-to-seat ratio, depending on the workplace management strategies for each component. The newly reflected parking space proposal adheres to what is allowable under current NCPC established parking ratios; however, the increase in the number of spaces for Phase 2 may be limited by the design constraints of the National Historic Landmark (NHL) campus, as well as limited project funding.

With a new proposed occupancy count of 14,900, an up to 1:1 employee-to-seat ratio, and a parking count of 4,448, the traffic analysis can no longer be considered as a conservative estimate of traffic demand to the local networks; however, the results from this traffic analysis are a good representation of the anticipated effects to the local transportation networks. As program, mission, and employee requirements evolve over the various phases of DHS consolidation and build-out on the West Campus, further traffic analysis may be required. Once the current phase of the West Campus Master Plan Amendment 2 is complete (Phase 2), GSA will explore the need for an additional traffic analysis, separate from the TMP, for full campus occupancy in 2035, based off of projected campus population, commuting habits, and Transportation Demand Management (TDM) progress. The campus TMP will be continuously reevaluated on a biannual basis in order to work toward the outlined transportation goals and will be updated prior to full occupancy.

GSA and DHS, in an effort to decrease the number of employees driving to the West Campus, are currently evaluating a robust employee shuttle route system that will serve the West Campus from not only campus-adjacent Metrorail stations, but various other transportation nodes across the National Capital Region (NCR). GSA and DHS are also committed to a telework program that will be utilized, to the extent feasible, to reduce vehicle commuters to the West Campus. Projected travel mode split percentages are provided in the TMP. GSA is also coordinating with DDOT to develop conceptual roadway improvements along Martin Luther King Jr. Ave. SE. These proposed concepts are potential mitigation options for traffic impacts to the local roadway network for the West Campus full occupancy year (2035), dependent upon continued analysis and coordination with DDOT.

## 1.4 Proposed Transportation Improvements

A detailed transportation impact analysis was performed for the St. Elizabeths campus and surrounding community to evaluate the expected impacts and recommended transportation improvements to address both existing and planned development and the proposed Master Plan Amendment 2. A separate TTR summarizes the evaluation of transportation impacts and proposed mitigation measures. This TMP was prepared in conjunction with the TTR and provides a roadmap for managing the traffic demand by implementing various strategies, encouraging multiple travel modes, eventually reducing congestion on the roadways.

## 1.5 Transportation Management Program Overview

### 1.5.1 Background

As stated in the *Transportation Management Program Handbook* (NCPC, 2014):

*A Transportation Management Program or Plan (TMP) documents an employer's active efforts to foster more efficient employee commuting patterns. The program includes specific strategies to encourage changes in travel modes, trip-timing, frequency and length, and travel routes in an effort to reduce traffic congestion and improve regional air quality.*

The NCPC requires all Federal agencies undertaking projects that will increase the employment level on a worksite to 500 or more employees (both existing and proposed) to do the following:

- Consult with the NCPC, local governments, and regional agencies at an early date about applicable policies and guidelines.



- Consult with affected local planning and transportation officials to identify current plans and to develop eventual improvements and transportation management mitigation programs that may be needed.
- Prepare a TMP as part of the agency’s planning submission to NCPC.
- Be prepared to make the necessary commitments to implement the TMP, including participation in the funding of the construction of offsite improvements.

### 1.5.2 Transportation Management Program Benefits

If planned and implemented effectively, a TMP offers the following potential benefits to a Federal agency and its employees:

- Provides more travel alternatives.
- Reduces traffic congestion at and around the facilities.
- Reduces demand for onsite and offsite parking.
- Assists employees in making travel choices when relocating to a new or existing work site.
- Expands the regional area from which to draw qualified candidates.
- Improves local/regional air quality and overall quality of life.

### 1.5.3 Transportation Management Program Process

The overall TMP process is based on a repeating cycle of steps to allow for frequent and continuous monitoring, evaluation, and adjustment of the provisions of a TMP on a regular basis. This process includes the following primary steps:

- 1) **Program Initiation and Planning**—This involves defining the mobility problem, establishing transportation management goals, and defining the performance objectives to be used to evaluate the effectiveness of various programs.
- 2) **Selection of Transportation Demand Management Strategies**—Once clear goals and objectives have been defined, a Federal agency will evaluate and select the strategies, tactics, and services that they propose to provide to meet those goals. Examples of transportation demand management (TDM) strategies include encouraging use of alternative modes of travel to reduce SOV trips, incentives and disincentives to encourage adherence to established goals and objectives, and alternative work arrangements to reduce trips in general or during peak travel periods.
- 3) **Implementation**—To facilitate the implementation of selected strategies, a work plan for each strategy or program should be prepared. The work plan should contain information such as objectives and strategies, a marketing plan, a budget, and a timetable.
- 4) **Monitoring and Evaluation**—Monitoring the progress of the TMP is crucial to improving performance and productivity and controlling cost.

The following sections present the TMP for the DHS Headquarters consolidation to the West Campus. Existing conditions are summarized in Section 2 and provide a basis of comparison for future conditions. Section 3 presents a comparative summary of the transportation systems analysis for the future conditions. Section 4 summarizes the transportation operation analysis for the study



area. Section 5 defines the TMP Performance Evaluation and Monitoring Plan, which will facilitate ongoing and long-term policy and process improvements through regular evaluation and updates to the guidance described in this document. Section 6 provides the references cited throughout this report.



## 2 EXISTING CONDITIONS

### 2.1 Study Area

The extent of the roadway network included in the Transportation Study Area for the 2019 Draft Supplemental EIS/TTR encompasses major freeway segments, local arterials, and intersections around the West Campus, as illustrated in **Figure 2-1**. These intersections and freeway segments are directly associated with the proposed Master Plan Amendment 2 and impacted by the DHS Headquarters consolidation at St. Elizabeths.

The following roadways<sup>1</sup> bound the Study Area:

- 11th Street Bridges to the northeast
- Frederick Douglass Memorial Bridge (South Capitol Street) to the northwest
- I-295 interchange at the Naval Research Laboratory to the southwest
- The divergence of South Capitol Street and Martin Luther King Jr. Avenue SE to the south
- The interchange of Suitland Parkway and Stanton Road to the southeast

Major roadways within the Study Area include the following:

- Limited access facilities (freeways and expressways)
  - I-295 from the Naval Research Laboratory Road interchange to the 11th Street Bridges interchange
  - Suitland Parkway from the Martin Luther King Jr. Avenue SE interchange to South Capitol Street
- Arterials and intersections
  - Martin Luther King Jr. Avenue SE from South Capitol Street to the 11th Street Bridges
  - South Capitol Street from Martin Luther King Jr. Avenue SE to the Frederick Douglass Memorial Bridge
  - Malcolm X Avenue from the JBAB entrance to east of Martin Luther King Jr. Avenue SE
  - Howard Road from Martin Luther King Jr. Avenue SE to South Capitol Street
  - Firth Sterling Avenue from South Capitol Street to Howard Road
  - Alabama Avenue from Martin Luther King Jr. Avenue SE to Wheeler Road
  - Good Hope Road from Martin Luther King Jr. Avenue SE to Minnesota Avenue
  - 13th Street / Pleasant Street from Martin Luther King Jr. Avenue SE to 11th Street Bridges
- Bus/shuttle/pedestrian transit circulation areas
  - Anacostia Metrorail Station
  - Congress Heights Metrorail Station

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<sup>1</sup> For ease of reading, the designation “SE” has been left off all street and road names; unless noted otherwise, all streets and roads in this report are in the District’s Southeast quadrant.

## 2.2 Roadway Network

The roadways within the West Campus study area are described herein.

### 2.2.1 Limited Access Facilities

**I-295 (Anacostia Freeway)**, located east of the Anacostia River, is a four-lane divided freeway with a posted speed limit of 50 miles per hour (mph). It generally runs in a north-south direction within Ward 8. On September 4, 2018, DDOT began construction on the I-295/Malcolm X Avenue Interchange Improvement Project. The multiple phases of this project include the reconstruction of the I-295 interchange with Malcolm X Avenue, including modified ramps and a new access roadway to the West Campus. The project is scheduled to be completed by Spring 2022. The planned improvements will be made between Firth Sterling Avenue, to the north, and the South Capitol Street/Martin Luther King Jr. Avenue SE intersection to the south. During the construction period, DDOT reduced the speed limit from 50 mph to 40 mph on the section of I-295 between the area south of Exit 1, U.S. Naval Research Laboratory, and the area south of East Capitol Street.

**Suitland Parkway** is a limited-access freeway that generally runs east-west between South Capitol Street and Andrews Air Force Base in Prince George's County, Maryland. Its cross section varies from four lanes east of the Martin Luther King Jr. Avenue SE overpass to six lanes west of I-295. It is classified as an expressway through the Study Area and carries mostly commuter traffic. The speed limit on Suitland Parkway ranges from 35 mph to 45 mph from South Capitol Street Bridge to Alabama Avenue.

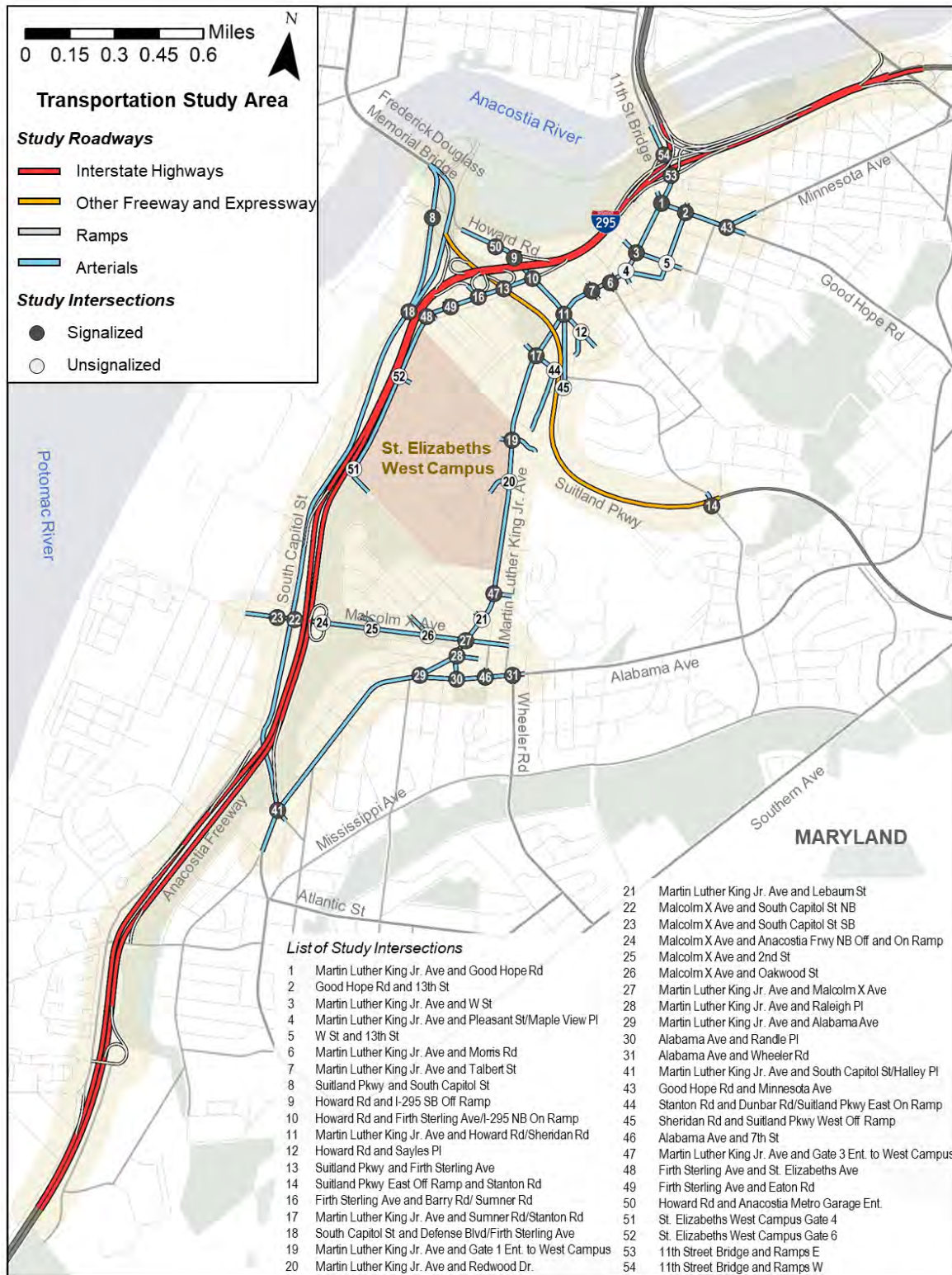
### 2.2.2 Local Street Network and Arterials

**Martin Luther King Jr. Avenue SE** is a four-lane urban minor arterial that runs north-south from the 11th Street Bridge to DC Village in Southwest Washington, DC. The speed limit is 30 mph within the Study Area. However, the posted speed limit along Martin Luther King Jr. Avenue SE ranges from 25 mph to 30 mph from 11th Street Bridge to South Capitol Street. Curbside parking is prohibited adjacent to the campus and limited parking is available with peak period restrictions to the north and south of the campus.

**South Capitol Street** is classified as a principal arterial north of Firth Sterling Avenue/Defense Boulevard. The Frederick Douglass Memorial Bridge carries South Capitol Street across the Anacostia River, where it continues south, parallel to I-295. The classification of the roadway changes from principal arterial to minor arterial south of the South Capitol Street and Firth Sterling Avenue intersection. The posted speed limit is 35 mph north of Firth Sterling Avenue and 40 mph south of Firth Sterling Avenue.

**Malcolm X Avenue** is a four-lane urban minor arterial that runs east-west and extends from South Capitol Street and the JBAB main gate to 8th Street and serves as the main connection thoroughfare for residential areas. The speed limit along Malcolm X Avenue is 30 mph. Parking is allowed on both sides of the street east of the I-295 on- and off-ramps.





**Figure 2-1: Study Area Roadway Network**

**St. Elizabeths Avenue** (also known as West Campus Access Road) is a local road that runs along the west side of the Campus between Firth Sterling Avenue and Gate 4 of West Campus. As part of I-295/Malcolm X Avenue Interchange Improvement Project, St. Elizabeths Avenue will be further extended south and connected to I-295 through the Malcolm X Avenue interchange. The project is currently under construction and expected to be completed by Spring 2022. The speed limit for St. Elizabeths Avenue is 25 mph.

**Firth Sterling Avenue** is a four-lane collector road that runs southwest to northeast from South Capitol Street (Anacostia Naval Station entrance) to the I-295 northbound on-ramp just north of Howard Road. Firth Sterling Avenue is a major route for vehicles and pedestrians travelling to JBAB, and West Campus (via St. Elizabeths Avenue) the Anacostia Metrorail Station. The speed limit for Firth Sterling Avenue is 25 mph.

**Howard Road** is a four-lane collector road that runs southeast from South Capitol Street to Bowen Road, traveling under I-295. Vehicles are permitted to park along both sides of Howard Road west of I-295. Traveling westbound on Howard Road is the most direct route from southbound I-295 to downtown DC (via northbound South Capitol Street). Howard Road also provides access to the Anacostia Metrorail Station and garage. The speed limit along Howard Road is 25 mph.

**Alabama Avenue** is a minor arterial that runs southwest to northeast from Martin Luther King Jr. Avenue SE to Southern Avenue. Its cross section is one lane with a curbside parking lane in each direction. Access to and from the Congress Heights Metrorail Station is provided via a signalized intersection at Alabama Avenue. The speed limit on Alabama Avenue within the Study Area is 25 mph.

**Good Hope Road** is an undivided minor arterial that runs east-west through the Study Area and has a posted speed limit of 25 mph. Good Hope Road has on-street parking on either side of the roadway. The section between Martin Luther King Jr. Avenue SE and Minnesota Avenue is a four-lane roadway (two travel lanes in each direction). The section between Minnesota Avenue and 16th Street is a four-lane section with one travel lane and a parking lane in each direction.

**13th Street** is a one-way three-lane collector road that runs north-south within the Study Area and has a posted speed limit of 25 mph. 13th Street has on-street parking on either side of the roadway.

**Pleasant Street** is a two-way local road that runs east-west through the Study Area and has a posted speed limit of 25 mph. Pleasant Road has on-street parking on the north side of the roadway. Along Pleasant Street, there is Capital Bikeshare parking on the north side of the roadway, close to the Martin Luther King Jr. Avenue SE.

**Table 2-1** summarizes the characteristics of these roadways. The source of this data are the DDOT roadway classification maps and traffic volume maps, published in 2019.

**Table-2-1: Study Area Roadway Classification and Characteristics**

Name	Classification	Lanes	Speed Limit (mph)	Curbside Parking?	ADT Volumes
Alabama Avenue	Minor arterial	4	25	Yes	19,500
Martin Luther King Jr. Avenue SE	Minor arterial	4	25-30	Yes <sup>b</sup>	13,600
Howard Road	Collector	4	25	Yes	15,000
Firth Sterling Avenue	Collector	4	25	Yes	9,300
Suitland Parkway Expressway	Freeway	4-6	35-45	No	52,000
Anacostia Freeway (I-295)	Interstate	5-6	50	No	105,100
South Capitol Street	Expressway/ Minor arterial	4-5	35-40	No	19,800
Malcolm X Avenue	Minor arterial	2-4	30	Yes	13,500
Good Hope Road	Minor arterial	4	25	Yes	13,500
13th Street	Collector (one-way)	3	25	Yes	—
Pleasant Street	Local	2	25	yes	—
St. Elizabeths Avenue	Local	2	25	No	—

<sup>a</sup> Includes travel and parking lanes.

<sup>b</sup> Parking restrictions vary between areas adjacent to the campus and south of the campus (see Section 2.3.1.).

ADT = Average Daily Traffic

## 2.3 Land Use

Land use within the Study Area is predominantly Federal, low- to medium-density residential, and commercial. Other land uses in this region include institutional, government, and parks and recreational. Forecasts for the near and long-term timeframes indicate growth related to employment, households, and population throughout the Study Area, particularly due to the redevelopment of the East Campus.

**Table 2-2** summarizes the Metropolitan Washington Council of Governments’ (MWCOC) regional model projected growth for population, households, and employment in the Study Area as well as the metropolitan Washington, DC region. Key developments that are included in the 2035 growth are presented in more detail in Section 3.1.

**Table 2-2: Projected Growth in and around the Study Area and MWCOC Region**

Location	Existing Year 2019	Design Year 2035	% Change
<b>Study Area Vicinity</b>			
Population	124,721	171,436	37.5%
Households	53,697	72,876	35.7%
Employment	87,694	136,266	55.4%
<b>Metropolitan Washington DC region</b>			
Population	7,408,318	8,569,716	15.7%
Households	2,753,137	3,249,661	18.0%
Employment	4,230,405	5,088,209	20.3%

## 2.4 Access

The West Campus is currently being used by DHS employees and support staff for these components. Also, there are other personnel present on campus for construction and restoration tasks of the West Campus buildings. In addition to regular employees, there are also shift employees that work the entire 24 hours of each day on campus.

### 2.4.1 Public Transportation Network

Most of the public transportation within the area surrounding the West Campus is provided by Washington Metropolitan Area Transit Authority (WMATA). Metrobus routes provide local service throughout the immediate community and provide connections to downtown. The Metrorail provides access to the area through two nearby stations, Anacostia and Congress Heights, both on the Green Line. The Maryland Transit Authority (MTA) runs an express/commuter bus that has some stops in the Study Area. Regionally, the area is served by additional commuter rail and commuter and express busses. **Figure 2-2** illustrates the transit services in the study area.

#### 2.4.1.1 Metrorail

WMATA provides Metrorail access to the area on the Green Line at the Anacostia and Congress Heights Metrorail Stations. WMATA projections indicate that the peak periods for the Green Line rail operations at these stations are 7:30–8:30 a.m. and 4:30–5:30 p.m., weekdays.

The Anacostia Station is located at the intersection of Howard Road and Firth Sterling Avenue and approximately 0.6 miles away from the nearest West Campus entrance (Gate 1); therefore, the West Campus is not Metrorail proximate by GSA's standards, and its location does not offer a preferred walking distance of one quarter mile for commuters. The walk time from the Anacostia Metrorail Station to the West Campus Gate 1 is about 14 minutes. The walking route from Anacostia Station to St. Elizabeths is on a strenuous 4-percent uphill grade.

The Congress Heights Metrorail Station is located on Alabama Avenue at 13th Street and is approximately 0.8 miles from the nearest West Campus entrance (Gate 3). Direct pedestrian access from Congress Heights Station to the West Campus is provided through various existing pedestrian facilities, with walk time of about 15 minutes to Gate 3.

#### 2.4.1.2 Commuter Rail

Washington, DC is served by two commuter rail systems. Virginia Railway Express (VRE) provides service from Virginia to L'Enfant Plaza and Union Station. Maryland Area Regional Commuter (MARC) provides service from Maryland to Union Station, operating 104 trains a day on three lines. VRE operates 44 trains per day on two lines to and from Union Station.



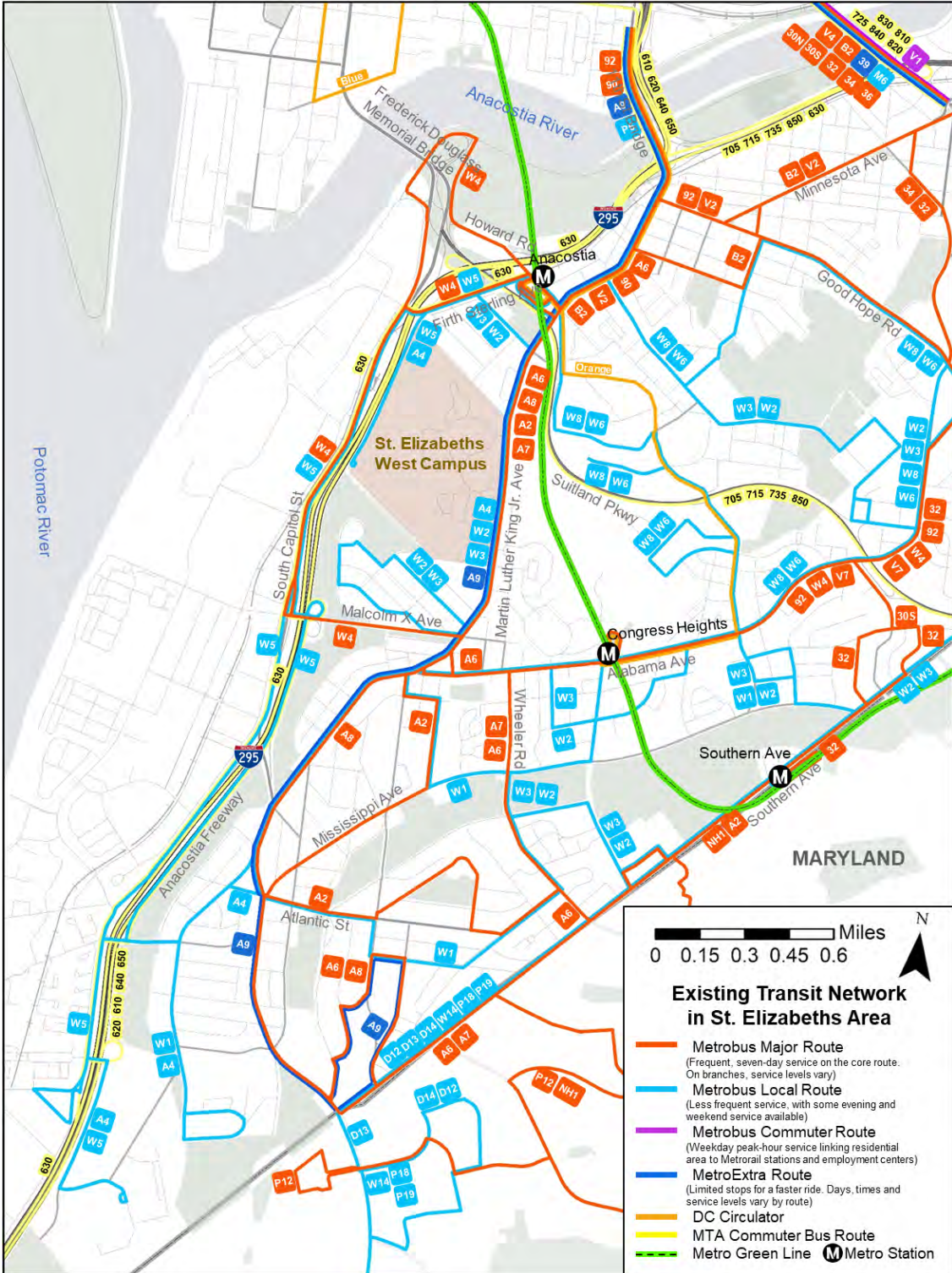


Figure 2-2: Existing Transit services

2.4.1.3 Metrobus

Metrobus (operated by WMATA) provides bus transit services throughout the Study Area. **Table 2-3** shows the Metrobus routes that serve the campus. These routes provide local service throughout the immediate community and connect with Anacostia and Congress Heights Metrorail stations, and to downtown Washington, DC.

**Table 2-3: Metrobus routes serving St. Elizabeths Campus**

Route	Name	Gate Served	Peak period (frequency)	Origin Stop	Destination Stop	Route Type	Metro Station Served
A4/W5	Anacostia-Fort Drum Line	Gate 4	10 mins	DHS Gate 4	DC Village	Local Route	Anacostia
A2	Anacostia-Congress Heights Line	Gates 1, 2, 3	15 mins	Southern Avenue	Anacostia	Major Route	Anacostia
A6/A7/A8	Anacostia-Congress Heights Line	Gates 1, 2, 3	10 mins - 15 mins	Livingston	Anacostia	Major Route	Anacostia
A9	Martin Luther King Jr. Avenue Limited Line	Gate 3	15 mins	Southern Avenue	McPherson Square	Metro Extra	Anacostia
W2/W3	United Medical Center-Anacostia Line	Gates 1, 2, 3	20 mins	United Medical Center	Anacostia	Local Route	Congress Heights, Anacostia

Currently, metrobus routes A4 and W5 travel between the Anacostia Metrorail Station and West Campus Gate 4 (bus bays) along St. Elizabeths Avenue. Metrobus routes A2, A6, A7, A8, A9, and W2 stop at Anacostia Metrorail Station and along both sides of Martin Luther King Jr. Avenue SE near West Campus Gates 1, 2 and 3. **Figure 2-3** shows the metrobus stops in the Study Area.





Figure 2-3: Metrobus Stops on Martin Luther King Jr. Avenue SE

Source: DDOT, 2010

#### 2.4.1.4 Commuter and Express Bus

Regional commuter buses that provide indirect service to the West Campus include Fairfax Connector (Virginia), Loudoun County Transit (Virginia), OmniRide (Prince William County, Virginia), MTA commuter buses, and Prince George’s County/Charles County (Maryland) transit providers. Buses typically pick up at park-and-ride lots and drop off at multiple locations in downtown DC.

The Route 630 Commuter Bus, operated by MTA, travels between La Plata/Waldorf (in Charles County, Maryland) to Washington, DC, and has two stops at the intersection of South Capitol Street and Malcolm X Avenue. In the morning, four of the eight trips stop at Malcolm X Avenue. In the evening, all eight trips stop at Malcolm X Avenue.

Three regional transportation agencies also provide indirect service to the West Campus through the operation of express buses from outer counties into downtown DC. These include the Potomac and Rappahannock Transportation Commission, Loudoun County Transit, and MTA. The buses typically pick up at park-and-ride lots and drop off at locations downtown.

#### 2.4.1.5 DC Circulator

DDOT operates six DC Circulator bus routes through the Washington, DC. These busses typically operate every 10 minutes. The DC Circulator route between Congress Heights and Union Station travels through the Study Area. It originates at the Union Station, travels across the 11th Street Bridge, along Martin Luther King Jr. Avenue SE to Anacostia Metrorail Station and then travels east through the Anacostia neighborhood to terminate at the Congress Heights Metrorail Station.

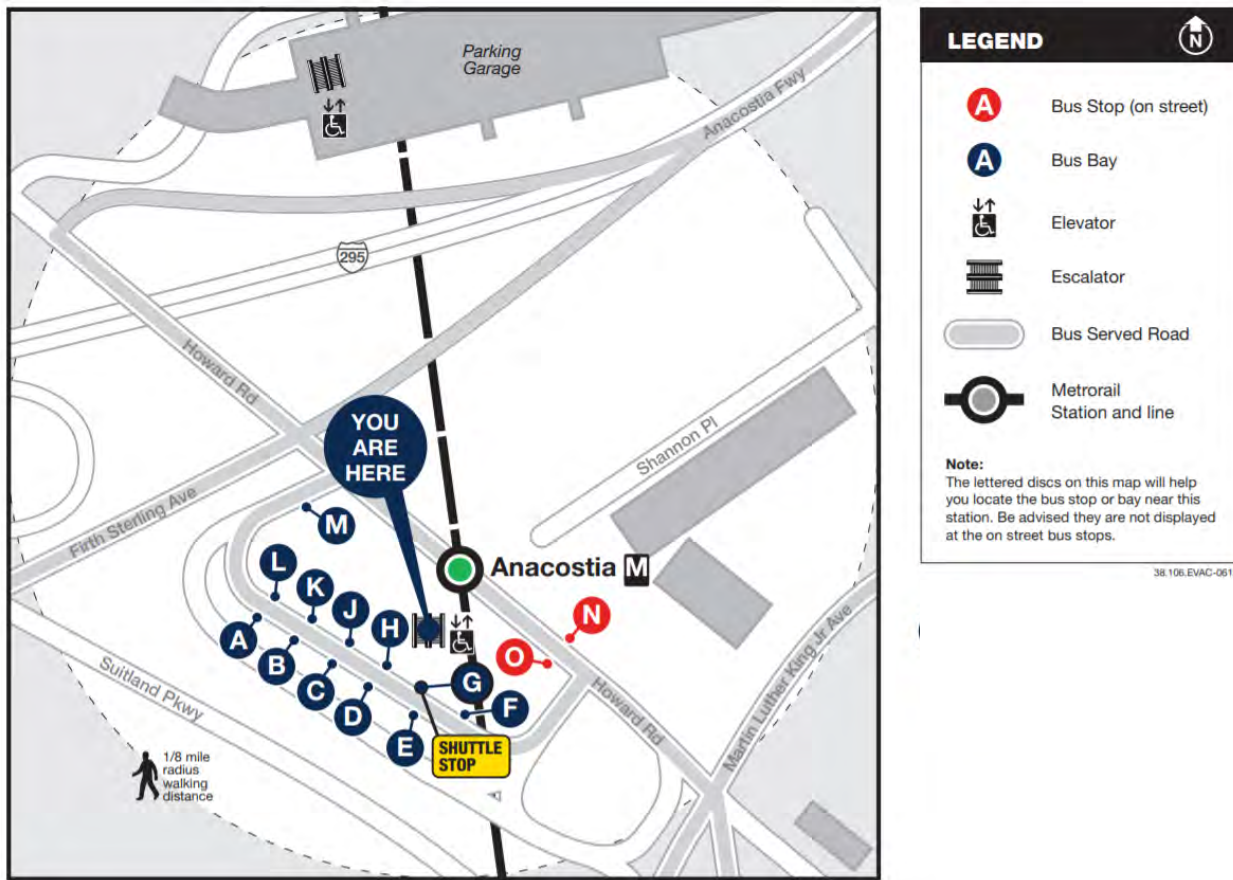
#### 2.4.1.6 Anacostia Metrorail Station.

The Anacostia Metrorail Station provides access north and southeast of West Campus. It is located at the intersection of Howard Road and Firth Sterling Avenue. The station is a major Metrobus hub in this area of the NCR. It currently serves 22 bus lines through 12 bus bays within the confines of the station property and two bus stops on the adjacent Howard Road.

Anacostia station is about 0.6 miles away from the closest West Campus entrance (Gate 1). The walk time from the station to Gate 1 is about 10 to 15 minutes on a strenuous, 4-percent uphill grade.

Parking and kiss-and-ride facilities are located separate from the bus facility, to the northwest about 0.15 miles and is accessible off Howard Road across I-295 and connects via an underground pedestrian tunnel to the Metrorail station. **Figure 2-4** illustrates the current station layout at the Anacostia Metrorail Station and the parking garage.





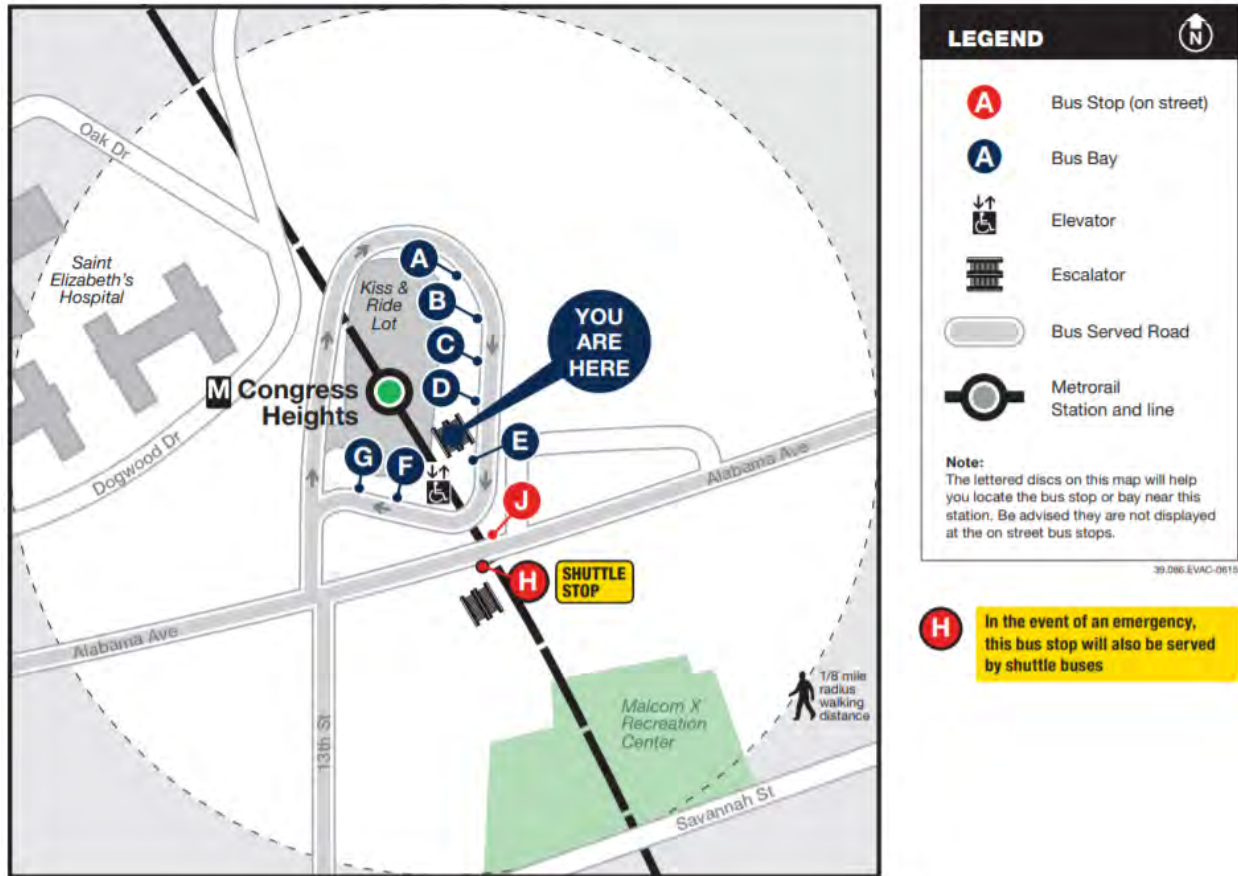
**Figure 2-4: Anacostia Metrorail Station Layout**  
 Source: WMATA

2.4.1.7 Congress Heights Metrorail Station

The Congress Heights Metrorail Station is located on Alabama Avenue at 13th Street. The station currently serves six bus lines through seven bus bays, and two stops on Alabama Avenue.

Congress Heights station about a mile to the southeast from the nearest West Campus entrance (Gate 3). Walk time from the Congress Heights Metrorail Station to Gate 3 is about 16 minutes. The redevelopment of East Campus is expected to lower the walking time due to the construction of new public roads within the mixed-use redevelopment.

**Figure 2-5** illustrates the current station layout at the Congress Heights Metrorail Station. Parking and kiss-and-ride facilities are in the interior of the bus loop servicing the bus bays. Vehicles accessing these services are required to use the same access to the station as Metrobuses, adding to the congestion during peak periods at this heavily used transit facility.



**Figure 2-5: Congress Heights Metrorail Station Layout**

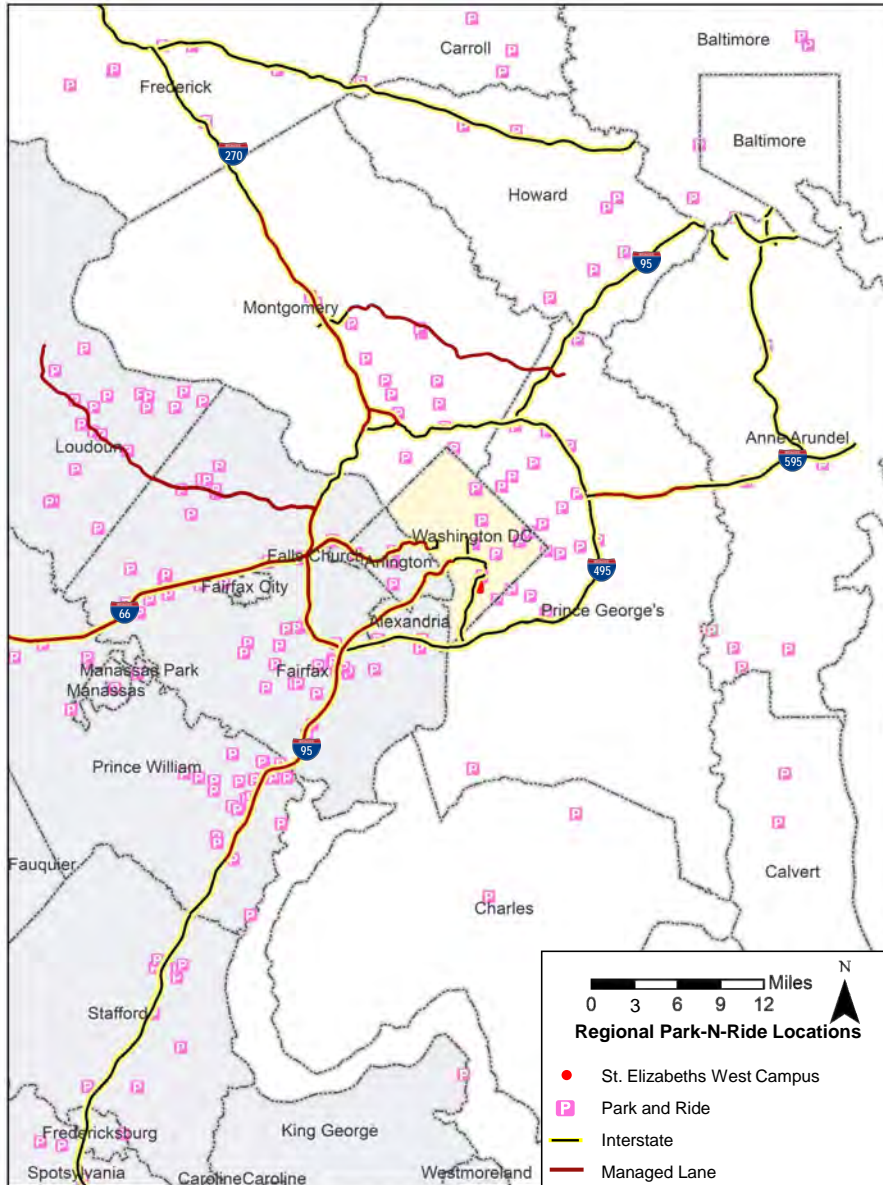
Source: WMATA

## 2.4.2 Department of Homeland Security St. Elizabeths Shuttles

DHS operates two shuttle routes from downtown DC (L’Enfant Plaza) to the West Campus Gates 1 and 4. Usage of these shuttles restricted to DHS employees only. The Gate 1 shuttle runs every 30 minutes in both directions from 7 AM to 7 PM. The Gate 4 shuttle operates in one direction only, with service to campus in the AM and from the campus in the PM, with a frequency of 10 to 15 minutes.

## 2.4.3 Ridesharing

Nearly 400 park-and-ride lots with over 160,000 parking spaces are located throughout the Washington–Baltimore Metropolitan area in the District, Maryland, Virginia, and West Virginia, and provide commuters with options to meet their carpools/vanpools or to pick up public transit. Roughly one-third of park-and-ride lots have commuter bus service, and one third of the park-and-ride lots have rail service, whether Metrorail, MARC, VRE, or Baltimore Light Rail. The construction of Express Lanes in Virginia that encourages high-occupancy vehicle (HOV) and carpooling, there is an increased incentive for commuters to park and ride and carpool to get a free reliable ride through the managed lanes. **Figure 2-6** shows the various park-and-ride lots and the managed lanes network in the region



**Figure 2-6: Regional Park-and-Ride Lots and Managed Lanes Network**

The Anacostia Metrorail Station has a parking garage off of Howard Road between I-295 and Anacostia Park. This garage provides 808 all-day access-controlled (payment upon exit) parking spaces to the public from 7:30 AM until Metrorail system closing, 15 short-term metered spaces (available 5 AM to 2 AM) with a limit of 12 hours, and an additional 325 metered spaces are available at an hourly rate with a 12-hour time limit.

#### 2.4.4 Bicycle Facilities

There are several bicycle facilities within the Study Area. There are two off-street bicycle trails: one along Suitland Parkway that ends at Sheridan Road and another along South Capitol Street from the JBAB entrance at Firth Sterling Avenue to the Frederick Douglass Memorial Bridge. Designated bike lanes are provided on Malcolm X Avenue between South Capitol Street and Martin Luther

King Jr. Avenue SE. Currently there are no designated bicycle facilities directly connected to the West Campus.

Capital Bikeshare racks are not available adjacent to the campus. But they are available north and south of the campus along Martin Luther King Jr. Avenue SE and at both the Anacostia and Congress Heights Metrorail Stations.

**Figure 2-7** illustrates the existing bicycle facilities in the vicinity of the St. Elizabeths Campus.



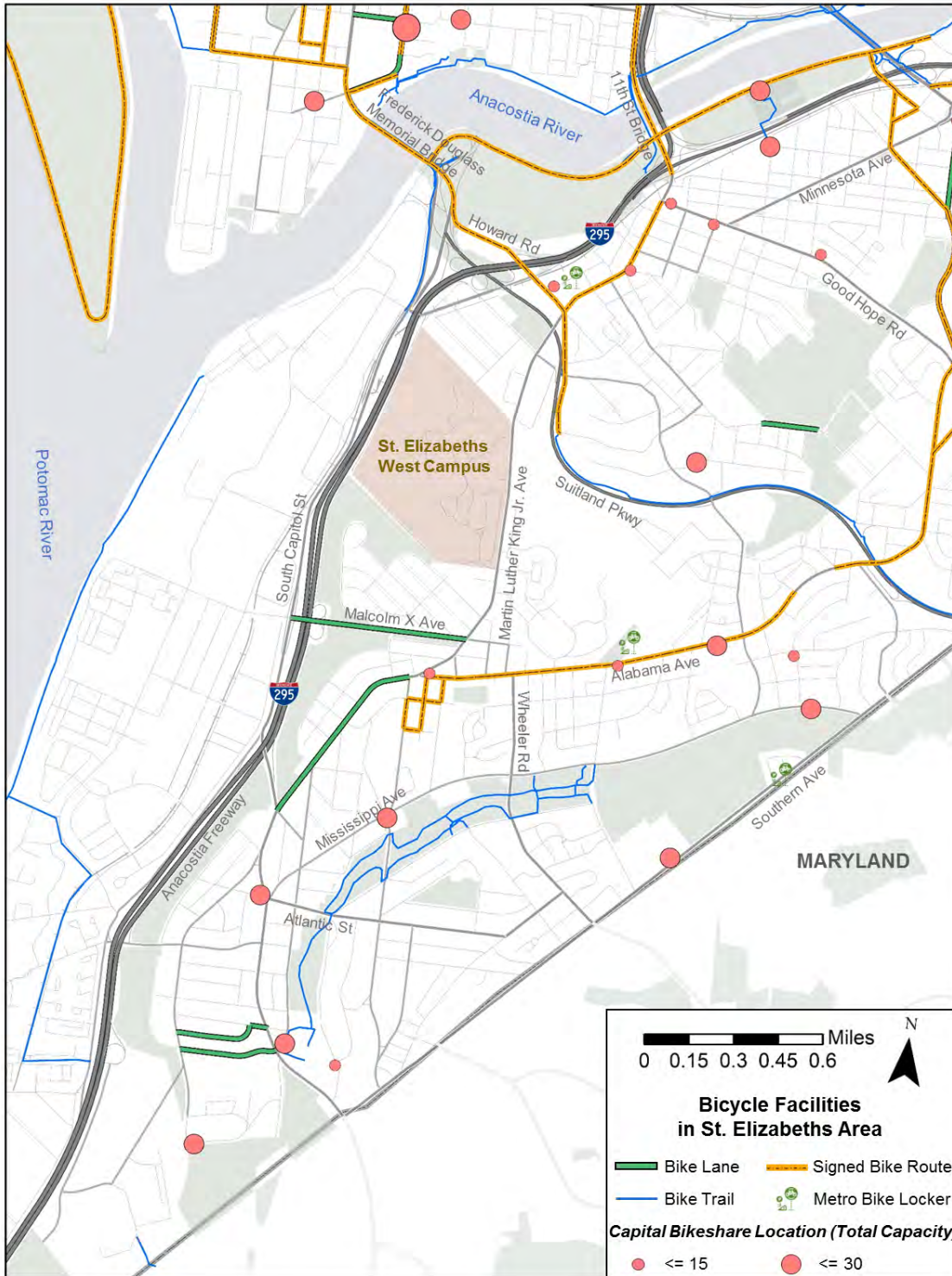


Figure 2-7: Bicycle Facilities

## 2.4.5 Pedestrian Facilities

Primary pedestrian routes in the vicinity of the West Campus include Martin Luther King Jr. Avenue SE, Firth Sterling Avenue, and Howard Road. Pedestrian access to the campus is provided via sidewalks on each roadway; most intersections have crosswalks and curb ramps. Sidewalks with a typical width of 6 feet are located along Howard Road and Martin Luther King Jr. Avenue SE and provide pedestrian access from the Anacostia Metrorail Station to the West Campus. Sidewalks are generally adequate to carry the current pedestrian traffic adjacent to the campus. Further south on Martin Luther King Jr. Avenue SE (near Malcolm X Avenue), numerous retail establishments, schools, and bus stops generate high levels of pedestrian activity. The Martin Luther King Jr. Avenue SE/Malcolm X Avenue intersection has crosswalks and countdown pedestrian signals. A crossing guard is present during the peak periods of school-age pedestrian usage to improve safety along this corridor.

Firth Sterling Avenue currently has a continuous pedestrian route along the southern side of the roadway from the JBAB gate at South Capitol Street to the Anacostia Metrorail Station. Crosswalks exist on the south and west legs of the Firth Sterling Avenue/South Capitol Street intersection. A crosswalk exists across the east leg of the intersection of Firth Sterling Avenue/Suitland Parkway.

Sidewalks are provided on most of the major roadways in the Study Area and are composed of concrete, brick, asphalt, or a combination of these materials; only I-295 does not have sidewalks along the roadway. Suitland Parkway has a pathway that runs parallel to the roadway for a limited section. The existing sidewalk conditions near the West Campus were assessed through a visual examination in May 2019, as illustrated in **Figure 2-8**. Based on a DDOT's guidance (2017), the sidewalk pavement conditions are categorized into four levels as follows:

- Excellent – No defects or deficiencies
- Good – Low severity defects and deficiencies
- Fair – Low to moderate severity defects or deficiencies
- Poor – Medium to high severity defects or deficiencies

Overall, the condition of sidewalks within the Study Area is Good to Fair, and appears to provide adequate capacity for pedestrian users on at least one side of the roadway. Increased pedestrian, bicycle, or vehicular traffic likely would require improvements or additional facilities to ensure capacity and safety for all the users.

The overall condition of the sidewalks along the major roadways in the Study Area is summarized in **Table 2-3**. Along with the width and materials of the sidewalk, a brief discussion of any compliance issues with regards to the Americans with Disabilities Act (ADA) and DDOT guidelines are summarized in the table. Majority of the study intersections have crosswalks as well as wheelchair accessible curb cuts. Within the Study Area, no compliance issues were noted, except for a few utility elements causing a minor reduction in unobstructed walking width of the sidewalk.

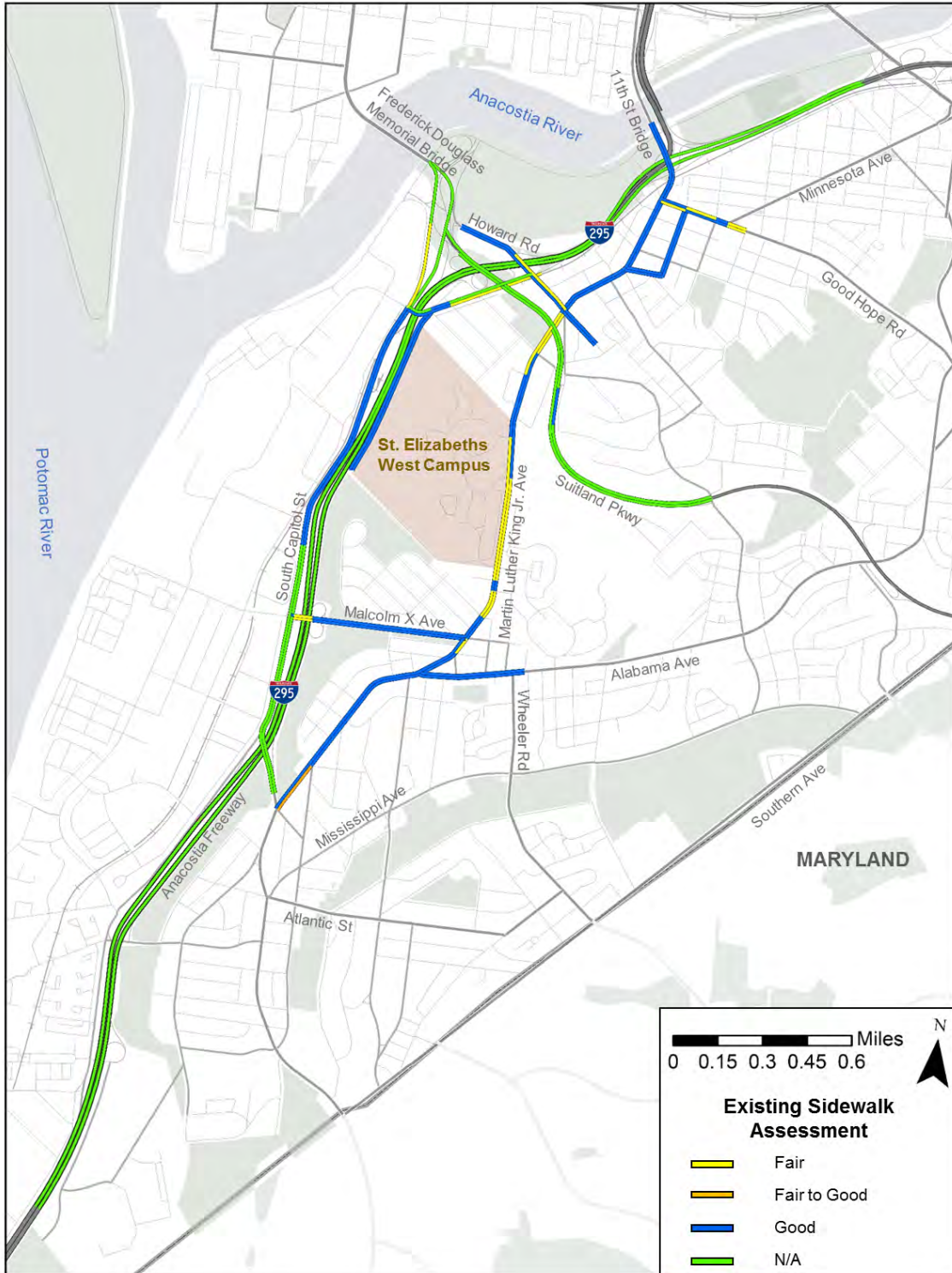


Figure 2-8: Pedestrian Sidewalk Facilities



Table 2-3: Sidewalk Assessment

Roadway	Sidewalk Assessment			
	Width	Material	Overall Condition	ADA or DDOT Compliance Issues
South Capitol Street (South Capitol Street Bridge – Martin Luther King Jr. Avenue SE)	6 ft	Mixture of Concrete, and Asphalt	Good – Fair bike trail north of Firth Sterling with uneven pathway and vegetative growth	None
Martin Luther King Jr. Avenue SE (11th Street Bridge – South Capitol Street)	≤ 6 ft	Concrete, Brick	Good – few areas of Fair conditions with vegetative growth and cracked pathway	Few areas with utility and signage poles in the walking pathway causes reduction in unobstructed walking width. Crosswalk on the north side of Upsal Street does not have a curb ramp.
Martin Luther King Jr. Avenue SE (Within West Campus Boundaries)	< 6 ft	Concrete	Fair – cracked pathway, vegetative growth, and uneven pathway	Few areas with utility and signage poles in the walking pathway causes reduction in unobstructed walking width. The sidewalk on the east side of the roadway is consistently less than 6 ft.
Alabama Avenue (Suitland Parkway – Martin Luther King Jr. Avenue SE)	6 ft	Concrete	Good	Few areas where planting boxes decrease the unobstructed walking width
Suitland Parkway (South Capitol Street Bridge – Stanton Road)	6 ft	Asphalt	Good – few areas of uneven and patched pathway, vegetative growth	None
Malcolm X Avenue (South Capitol Street – Martin Luther King Jr. Avenue SE)	6 ft	Concrete	Good – few areas of Fair conditions with cracked, patched and missing concrete	Few areas where planting boxes decrease the unobstructed walking width
Howard Road (South Capitol Street Bridge – Martin Luther King Jr. Avenue SE)	> 6 ft	Concrete	Good – few areas of Fair condition, vegetative growth, cracked and uneven concrete	Few areas with utility and signage poles in the walking pathway causes reduction in unobstructed walking width. Few areas where planting boxes decrease the unobstructed walking width. Crosswalks at Anacostia Freeway Ramps and Suitland Parkway missing curb ramps and pavement crosswalk markings.
Firth Sterling Avenue (South Capitol Street – I-295 north of Suitland Parkway)	6 ft	Concrete	Good to Fair – the sidewalk on the south side of the roadway is in Fair condition with patched, cracked, and uneven concrete with vegetative growth	Curb ramp for Firth Sterling Avenue at Eaton Road is in disrepair
13th Street (Pleasant Street – Good Hope Road)	6 ft	Brick and Concrete	Good –	Corner of 13th Street and Pleasant Street has

Roadway	Sidewalk Assessment			
	Width	Material	Overall Condition	ADA or DDOT Compliance Issues
			few areas of vegetative growth	obstruction in concrete and the curb is not cut for ADA access; Areas with planting strip are less than 4 ft wide
<b>Pleasant Street (13th Street – Martin Luther King Jr. Avenue SE)</b>	6 ft	Brick and Concrete	Good – few areas of vegetative growth	Few areas with planting strip less than 4 ft wide
<b>Good Hope Road (Martin Luther King Jr. Avenue SE – 16th Street)</b>	6 ft	Brick and Concrete	Good to Fair – few areas with cracked, uneven, and missing bricks/pathway	An area with planting strip less than 4 ft wide near Minnesota Avenue SE
<b>ft = foot or feet</b>				

## 2.5 Parking and Circulation

Parking is currently available for approved employee and visitor vehicles in Building 35 adjacent to Gate 4. This garage provides a total of 1,970 spaces. There are a few surface parking spots located near Gate 3 and Gate 6. Curbside street parking is limited inside the roadways of the West Campus is limited and is usually reserved for dignitaries.

Vehicles are not allowed to circulate inside the campus. Vehicles are processed through the gate and then proceed directly to the designated parking facilities. Bicycle parking/racks are located within Building 35.

### 2.5.1 Employee Parking

Most of the employee parking is located at the Gate 4 parking garage. There are a small number of employee parking spaces at the Gate 3 surface parking lot.

In 2014, the Howard-Coble Act included that through the fiscal year 2017 additional parking be made available to DHS employees assigned to the West Campus through yearly increases to the available parking. Currently, all parking spots at the Gate 4 garage are utilized by DHS employees.

### 2.5.2 Visitor Parking

Parking for visitors is located at the Gate 4 parking garage.

### 2.5.3 Other designated parking

Designated parking for government vehicles and other designated parking is currently available Gate 4 parking garage, Gate 3 and 6 surface parking.

### 2.5.4 Bicycle Parking

Bicycle racks are available within the parking garage at Gate 4, inside the West Campus.

## 2.5.5 Off-Campus Parking

**Figure 2-9** shows the limited curbside parking availability on streets around the West Campus. The neighborhood street parking is not intended to serve as parking for employees at the West Campus. Martin Luther King Jr. Avenue SE has restricted parking near the campus. Additionally, there are Residential Permit Parking restrictions on several of the neighborhood roads such as Sumner Road, Lebaum Street, and Mellon Street.

The Howard Coble Act Transportation Management Report for year 2015, noted that some campus employees were parking at the WMATA Park-and-Ride lot near Anacostia Metrorail Station and at JBAB.

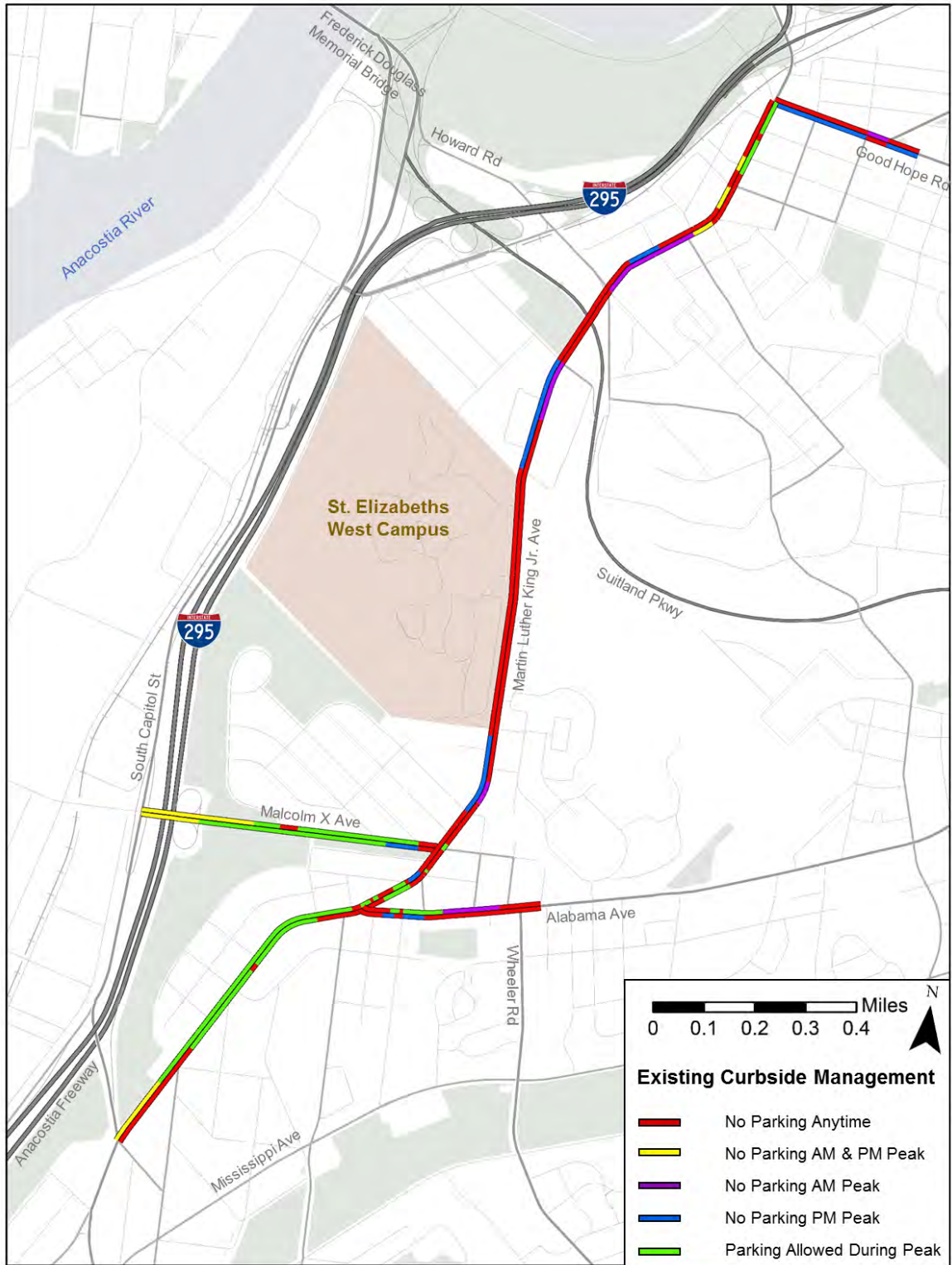
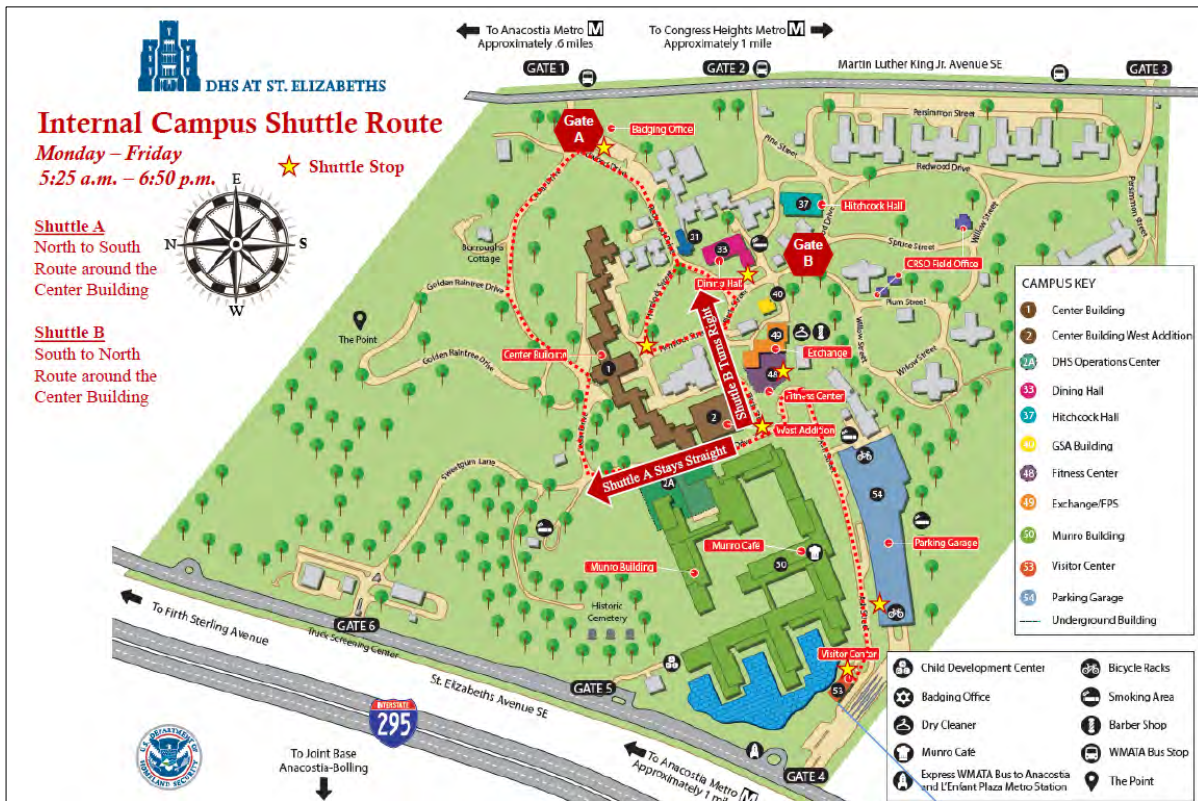


Figure 2-9: Curbside Parking on Streets in the Study Area



## 2.5.6 Internal Campus Shuttle

DHS operates two internal campus shuttles from 5:25 AM to 6:50 PM from weekdays. **Figure 2-10** shows the shuttle routes.



**Figure 2-10: DHS Campus Shuttle Route**

## 2.6 Travel Patterns

Existing travel patterns within the Study Area are affected by the following interwoven and often competing traffic conditions: (1) regional trips that include work commutes, long-distance through trips, and visitors traveling to downtown DC; (2) local trips that include shorter travel distances (that is, trips produced by neighborhoods within Ward 8), as well as medium and longer travel distances with trip ends located at one of several institutional land uses within the Study Area including, but not limited to, the USCG at the West Campus, St. Elizabeths Hospital, Unified Communications Center, and the recently opened Entertainment and Sports Arena on the East Campus, Anacostia Naval Air Station, JBAB, the Naval Research Laboratory, and the National Park Service (NPS) – National Capital Parks East.

### 2.6.1 Regional Trips or Patterns during Peak Periods

Regional trips constitute the majority of total trips occurring within the Study Area. Travel patterns are dominated by peak-directional trips that are highly concentrated during the 3-hour morning and afternoon peak periods. During the morning peak, inbound commuter trips originate in the suburban counties of Prince George’s, Charles, St. Mary’s in Maryland, and Fairfax and Prince William in Virginia; these trips are generally focused along northbound and westbound routes within the Study Area, with destinations concentrated in the urban core between the Potomac and

Anacostia rivers. Conversely, most of the trips occurring in the afternoon peak period are outbound and directed eastbound and southbound. Major highway corridors carrying the highest traffic volumes include I-295 and South Capitol Street/Frederick Douglass Memorial Bridge (northbound in the morning peak and southbound in the afternoon peak) and the 11th Street Bridges and Suitland Parkway (westbound in the morning peak and eastbound in the afternoon peak). Mass transit trips primarily occur via regional rail lines and the Metrorail, which is operated by WMATA. The Green Line Metrorail offers nearby access to St. Elizabeths through the Anacostia and Congress Heights Stations. The remaining mass transit trips occur via Metrobus routes that follow traffic patterns along the South Capitol Street corridor.

Other major categories of regional travel patterns include bypass trips that use I-295 as a through route to bypass downtown Washington, DC, and connect with the Capital Beltway and visitors to the nation's capital whose travel patterns usually mirror those of commuters but occur outside the peak AM and PM time periods.

### 2.6.2 Local Trips or Patterns during Peak Periods

Local travel patterns are influenced less by regional commuter trips and more by local land-use functions. Medium and low-density residential neighborhoods that surround St. Elizabeths Campus account for a portion of the local traffic; these include Bellevue and Congress Heights to the south, Shipley Terrace and Douglass to the east, and Barry Farm and Anacostia to the north. In addition, the Anacostia Metrorail Station on the Green Line serves as a local transportation hub because of its large park-and-ride garage (1,150 spaces) and convenient access to bus transfer stations (with 14 bus bays) at both station entrances. This station generates a significant portion of the transit and pedestrian traffic in the northern half of the Study Area. The other Green Line station within the Study Area, Congress Heights, is smaller by comparison and provides only short-term metered parking (67 spaces) and a modest Metrobus circulation/transfer area (with 7 bus bays). Several schools and churches along Martin Luther King Jr. Avenue SE also attract pedestrian and vehicular traffic.

Similar to the higher-capacity routes associated with regional trips, the main local arterials of Martin Luther King Jr. Avenue SE and Alabama Avenue predominantly carry northbound and westbound trips in the morning, with the reverse being true at the end of the typical workday. Good Hope Road is another local arterial that runs parallel to Suitland Parkway on the south and Pennsylvania Avenue on the north and carries significant westbound traffic in the morning by providing a key transportation link to the 11th Street Bridges (local) and access to I-295/DC 295 via the intersection with Martin Luther King Jr. Avenue SE. Malcolm X Avenue serves as a major interface between the local roadway network and the principal arterials, as well as the primary entrance for JBAB; traffic patterns along this arterial are highly correlated with commuter traffic patterns seen at the regional level. Firth Sterling Avenue, which runs parallel to I-295, connects South Capitol Street with Howard Road and serves as a transportation link between Anacostia, Barry Farm, and JBAB. Travel patterns along Firth Sterling Avenue are similar to Malcolm X Avenue, but less pronounced.

With the initial phase of DHS consolidation/relocation efforts to West Campus, there are currently about 5,000 USCG and some DHS employees reporting to the West Campus via Gate 4. Access is provided by St. Elizabeths Avenue. During morning peak, the predominant movement is southbound coming into the campus and reverse being true in the afternoon with all campus-related trips going through the intersection of Firth Sterling Avenue and St. Elizabeths Avenue.



## 2.7 Traffic Volumes

### 2.7.1 Daily Traffic Volumes

Existing (2019) average weekday daily traffic (AWDT) counts were collected at 16 locations on six key corridors within the Study Area. Daily traffic counts were collected using Automated Traffic Recorder pneumatic tubes for a 2-day, midweek (Tuesday – Wednesday or Wednesday – Thursday) period during November 2018 through March 2019, avoiding holidays, severe weather conditions, construction zones, and 2019 U.S. Federal government shutdown periods (from December 22, 2018 to January 25, 2019). The TTR contains detailed tube continuous counts locations, peaking patterns, and peak hour volumes. **Table 2-4** shows daily traffic volumes at key locations in the study area.

**Table 2-4: Average Weekday Daily Traffic Volumes (2019)**

ID	Roadway	Type	Direction	AWDT (veh/day)
3	Anacostia Freeway Between I-695 and Pennsylvania Avenue	Freeway	NB	67,115
3	Anacostia Freeway Between I-695 and Pennsylvania Avenue	Freeway	SB	63,529
43	Anacostia Freeway – South of Laboratory Road/Overlook Avenue	Freeway	NB	44,492
43	Anacostia Freeway – South of Laboratory Road/Overlook Avenue	Freeway	SB	53,729
7	Martin Luther King Jr. Avenue SE – North of Howard Road	Arterial	NB	6,433
7	Martin Luther King Jr. Avenue SE – North of Howard Road	Arterial	SB	6,000
18	Martin Luther King Jr. Avenue SE – South of Pomeroy Road	Arterial	NB	9,282
18	Martin Luther King Jr. Avenue SE – South of Pomeroy Road	Arterial	SB	7,073
22	Martin Luther King Jr. Avenue SE – South of Lebaum Street	Arterial	NB	6,877
22	Martin Luther King Jr. Avenue SE – South of Lebaum Street	Arterial	SB	6,999
37	Martin Luther King Jr. Avenue SE – North of South Capitol Street	Arterial	NB	4,573
37	Martin Luther King Jr. Avenue SE – North of South Capitol Street	Arterial	SB	4,812
24	Malcolm X Avenue – West of South Capitol Street/Entrance to JBAB	Arterial	EB	8,837
24	Malcolm X Avenue – West of South Capitol Street/Entrance to JBAB	Arterial	WB	7,226
33	Malcolm X Avenue – East of Anacostia Freeway Interchange	Arterial	EB	8,848
33	Malcolm X Avenue – East of Anacostia Freeway Interchange	Arterial	WB	6,774
9	South Capitol Street NB – South of Douglass Memorial Bridge	Arterial	NB	27,212
10	South Capitol Street SB – South of Douglass Memorial Bridge	Arterial	SB	29,035
13	South Capitol Street NB – North of Firth Sterling Avenue	Arterial	NB	7,306
14	South Capitol Street SB – North of Firth Sterling Avenue	Arterial	SB	11,106
36	South Capitol Street – South of Anacostia Freeway	Arterial	NB	14,486
36	South Capitol Street – South of Anacostia Freeway	Arterial	SB	17,473
17	Firth Sterling Avenue – East of St. Elizabeths Avenue	Arterial	NB	3,291
17	Firth Sterling Avenue – East of St. Elizabeths Avenue	Arterial	SB	6,199
19	Suitland Parkway – East of Sheridan Road	Arterial	EB	29,158
19	Suitland Parkway – East of Sheridan Road	Arterial	WB	32,897

EB = eastbound  
 NB = northbound  
 SB = southbound  
 WB = westbound

## 2.7.2 Heavy Vehicle Percentages

Heavy commercial vehicle percentages were determined from the 48-hour continuous vehicular classifications counts. Truck volumes were collected at mainlines, all on- and off-ramp locations along the Anacostia Freeway (I-295) north of the 11th Street Bridges and south of the Overlook Avenue SW ramps, and at key arterial locations. **Table 2-5** summarizes the existing heavy vehicle percentages on mainlines at key corridors within the Study Area.

In all, heavy vehicle traffic is not significant on the roadways within the Study Area. On the I-295 freeway corridor, heavy vehicles account for 2 to 7 percent of all vehicle trips in the AM peak hour, 2 to 4 percent in the PM peak hour, and 3 to 4 percent in daily traffic. On the arterials, most of the heavy vehicle percentages are less than 2 percent.

**Table 2-5: Heavy Vehicle Percentages (2019)**

ID	Roadway	Type	Direction	Heavy Vehicle %		
				AM Peak	PM Peak	Daily
3	Anacostia Freeway Between I-695 and Pennsylvania Avenue	Freeway	NB	3.5%	3.6%	3.6%
3	Anacostia Freeway Between I-695 and Pennsylvania Avenue	Freeway	SB	5.1%	2.5%	3.7%
43	Anacostia Freeway – South of Laboratory Road/Overlook Avenue	Freeway	NB	2.0%	3.5%	3.3%
43	Anacostia Freeway – South of Laboratory Road/Overlook Avenue	Freeway	SB	6.6%	2.0%	3.1%
7	Martin Luther King Jr. Avenue SE – North of Howard Road	Arterial	NB	1.4%	0.5%	1.7%
7	Martin Luther King Jr. Avenue SE – North of Howard Road	Arterial	SB	2.1%	0.6%	2.1%
18	Martin Luther King Jr. Avenue SE – South of Pomeroy Road	Arterial	NB	0.9%	0.7%	1.7%
18	Martin Luther King Jr. Avenue SE – South of Pomeroy Road	Arterial	SB	1.4%	0.5%	1.8%
22	Martin Luther King Jr. Avenue SE – South of Lebaum Street	Arterial	NB	1.2%	0.8%	2.1%
22	Martin Luther King Jr. Avenue SE – South of Lebaum Street	Arterial	SB	1.4%	1.0%	1.8%
37	Martin Luther King Jr. Avenue SE – North of South Capitol Street	Arterial	NB	2.4%	1.3%	2.4%
37	Martin Luther King Jr. Avenue SE – North of South Capitol Street	Arterial	SB	1.0%	1.0%	2.3%
24	Malcolm X Avenue – West of South Capitol Street/Entrance to JBAB	Arterial	EB	4.0%	0.2%	1.1%
24	Malcolm X Avenue – West of South Capitol Street/Entrance to JBAB	Arterial	WB	0.1%	0.0%	0.4%
33	Malcolm X Avenue – East of Anacostia Freeway Interchange	Arterial	EB	1.9%	0.4%	2.4%
33	Malcolm X Avenue – East of Anacostia Freeway Interchange	Arterial	WB	2.1%	0.6%	2.2%
9	South Capitol Street NB – South of Douglass Memorial Bridge	Arterial	NB	1.4%	0.4%	2.0%
10	South Capitol Street SB – South of Douglass Memorial Bridge	Arterial	SB	3.6%	0.7%	2.0%
13	South Capitol Street NB – North of Firth Sterling Avenue	Arterial	NB	0.9%	0.7%	1.8%
14	South Capitol Street SB – North of Firth Sterling Avenue	Arterial	SB	2.0%	0.7%	1.8%
36	South Capitol Street – South of Anacostia Freeway	Arterial	NB	0.6%	0.5%	1.2%
36	South Capitol Street – South of Anacostia Freeway	Arterial	SB	1.7%	0.4%	1.3%
17	Firth Sterling Avenue – East of St. Elizabeths Avenue	Arterial	NB	5.2%	0.2%	2.6%
17	Firth Sterling Avenue – East of St. Elizabeths Avenue	Arterial	SB	1.8%	0.6%	2.2%
19	Suitland Parkway – East of Sheridan Road	Arterial	EB	0.6%	0.4%	0.7%
19	Suitland Parkway – East of Sheridan Road	Arterial	WB	3.5%	3.6%	3.6%

### 2.7.3 Pedestrian and Bicycle Movements

Existing pedestrian and bicycle counts were collected at each of the study intersections during a 13-hour daytime period (from 6 AM to 7 PM) between November 2018 to March 2019 in conjunction with the vehicular turning movement counts. **Table 2-6** lists the pedestrian and bicycle counts at the Study Area intersections.

**Table 2-6: Pedestrian and Bicycle Volumes (2019)**

Int ID	Intersection	Pedestrians			Bicyclists		
		AM Peak	PM Peak	13-Hour	AM Peak	PM Peak	13-Hour
1	Martin Luther King Jr. Avenue SE and Good Hope Road	56	78	624	1	9	56
2	Good Hope Road and 13th Street	104	117	1601	1	3	21
3	Martin Luther King Jr. Avenue SE and W Street	143	209	2862	0	3	17
4	Martin Luther King Jr. Avenue SE and Pleasant Street/Maple View Place	93	101	1503	2	1	19
5	W Street and 13th Street	26	40	443	0	0	3
6	Martin Luther King Jr. Avenue SE and Morris Road	99	155	1939	2	3	11
7	Martin Luther King Jr. Avenue SE and Talbert Street	152	259	2909	2	3	24
8	Suitland Parkway and South Capitol Street	0	0	0	0	0	0
9	Howard Road and I-295 SB Off-Ramp	4	9	61	0	1	4
10	Howard Road and Firth Sterling Avenue/I-295 NB On-Ramp	39	27	363	0	1	8
11	Martin Luther King Jr. Avenue SE and Howard Road/Sheridan Road	300	263	2689	1	1	11
12	Howard Road and Sayles Place	54	61	412	0	0	1
13	Suitland Parkway and Firth Sterling Avenue	11	16	125	0	0	2
14	Suitland Parkway East Off-Ramp and Stanton Road	5	5	47	0	0	4
16	Firth Sterling Avenue and Barry Road/Sumner Road	6	1	57	0	0	0
17	Martin Luther King Jr. Avenue SE and Sumner Road/Stanton Road	237	124	1348	0	1	5
18	South Capitol Street and Defense Boulevard/Firth Sterling Avenue	47	23	303	1	6	23
19	Martin Luther King Jr. Avenue SE and West Campus Gate 1	12	34	251	0	1	16
20	Martin Luther King Jr. Avenue SE and Redwood Drive	13	25	223	0	1	25
21	Martin Luther King Jr. Avenue SE and Lebaum Street	206	160	2204	1	1	11
22	Malcolm X Avenue and South Capitol Street NB	7	7	120	0	0	1
23	Malcolm X Avenue and South Capitol Street SB	13	13	142	0	0	0
24	Malcolm X Avenue and I-295 NB Off- and On-Ramp	1	4	23	0	0	0
25	Malcolm X Avenue and 2nd Street	1	7	66	0	0	2
26	Malcolm X Avenue and Oakwood Street	35	35	331	2	2	7
27	Martin Luther King Jr. Avenue SE and Malcolm X Avenue	245	344	3714	0	0	13
28	Martin Luther King Jr. Avenue SE and Raleigh Place	291	181	2047	0	3	9
29	Martin Luther King Jr. Avenue SE and Alabama Avenue	82	77	782	0	1	4
30	Alabama Avenue and Randle Place	414	323	3259	0	0	9
31	Alabama Avenue and Wheeler Road	68	62	521	0	2	13
41	Martin Luther King Jr. Avenue SE and South Capitol Street/Halley Place	11	8	154	0	0	7
43	Good Hope Road and Minnesota Avenue	46	93	1146	0	1	7
44	Stanton Road and Suitland Parkway East On-Ramp	0	0	1	0	0	0
45	Sheridan Road and Suitland Parkway West Off-Ramp	10	2	35	0	0	0
46	Alabama Avenue and 7th Street	38	45	433	0	0	6
47	Martin Luther King Jr. Avenue SE and West Campus Gate 3	102	108	1030	0	2	11
48	Firth Sterling Avenue and St. Elizabeths Avenue	7	5	92	0	0	0
49	Firth Sterling Avenue and Eaton Road	3	1	51	0	0	1
50	Howard Road and Anacostia Metro Garage Entrance	37	25	414	0	2	15

**Figure 2-11** presents the spatial distribution of pedestrian activity during the 13-hour daytime period within the Study Area. The two busiest locations for pedestrians are both on Martin Luther King Jr. Avenue SE: at Malcolm X Avenue and at Anacostia Metrorail Station. Intersections adjacent to each of these two locations have the most pedestrian activities within the Study Area. The following are the 10 busiest intersections in the order of pedestrian counts (persons per 13-hour daytime period):

1. Martin Luther King Jr. Avenue SE and Malcolm X Avenue	3,714
2. Alabama Avenue and Randle Place	3,259
3. Martin Luther King Jr. Avenue SE and Talbert Street	2,909
4. Martin Luther King Jr. Avenue SE and W Street	2,862
5. Martin Luther King Jr. Avenue SE and Howard Road/Sheridan Road	2,689
6. Martin Luther King Jr. Avenue SE and Lebaum Street	2,204
7. Martin Luther King Jr. Avenue SE and Raleigh Place	2,047
8. Martin Luther King Jr. Avenue SE and Morris Road	1,939
9. Good Hope Road and 13th Street	1,601
10. Martin Luther King Jr. Avenue SE and Pleasant Street/Maple View Place	1,503

Bicycle traffic is generally low through the Study Area. The busiest intersection for bicycles is the intersection of Martin Luther King Jr. Avenue SE and Good Hope Road. There were 56 bicyclists observed during the 13-hour period. At 41 of 50 study intersections, there were fewer than 15 bicyclists observed in 13 hours, and the average count was 9 at the 50 study intersections. The following are the 10 busiest intersections in order of bicycle counts (bicycles per 13-hour daytime period):

1. Martin Luther King Jr. Avenue SE and Good Hope Road	56
2. Martin Luther King Jr. Avenue SE and Redwood Drive	25
3. Martin Luther King Jr. Avenue SE and Talbert Street	24
4. South Capitol Street and Defense Boulevard/Firth Sterling Avenue	23
5. Good Hope Road and 13th Street	21
6. Martin Luther King Jr. Avenue SE and Pleasant Street/Maple View Place	19
7. Martin Luther King Jr. Avenue SE and W Street	17
8. Martin Luther King Jr. Avenue SE and West Campus Gate 1	16
9. Howard Road and Anacostia Metro Garage Entrance	15
10. Martin Luther King Jr. Avenue SE and Malcolm X Avenue	13





## 2.8 Traffic Operations

A key measure of effectiveness for traffic operations is the existing level of service (LOS) and potential to accommodate future forecasted demand. The TTR provides detailed documentation the LOS definitions, analysis methodology, assumptions and results of traffic operational and safety analysis of freeways, arterials, and intersections in the Study Area.

### 2.8.1 Intersection Operations

The analysis results of existing operational conditions at the 43 study intersections are summarized in **Table 2-7**. During the AM peak hour, five study intersections operate at LOS F and another three intersections at LOS E. During the PM peak hour, four study intersections operate at LOS F and four other intersections operate at LOS E. The following paragraphs highlight the potential leading factors of poor operations of these intersections.

**Table 2-7: Existing AM and PM Peak Hour Intersection Operations – Delay and LOS**

ID	Intersection Location	Traffic Control*	AM Peak Hour		PM Peak Hour	
			Delay (sec/veh)	LOS	Delay (sec/veh)	LOS
1	Martin Luther King Jr. Avenue SE and Good Hope Road	Signal	61	E	58	E
2	Good Hope Road and 13th Street	Signal	34	C	9	A
3	Martin Luther King Jr. Avenue SE and W Street	Signal	9	A	29	C
4	Martin Luther King Jr. Avenue SE and Pleasant Street/Maple View Place	TWSC	31	D	161	F
5	W Street and 13th Street	TWSC	13	B	9	A
6	Martin Luther King Jr. Avenue SE and Morris Road	Signal	42	D	74	E
7	Martin Luther King Jr. Avenue SE and Talbert Street	Signal	23	C	13	B
8	Suitland Parkway and South Capitol Street	Signal	165	F	17	B
9	Howard Road and I-295 SB Off-Ramp	Signal	16	B	30	C
10	Howard Road and Firth Sterling Avenue/I-295 NB On-Ramp	Signal	24	C	23	C
11	Martin Luther King Jr. Avenue SE and Howard Road/Sheridan Road	Signal	67	E	57	E
12	Howard Road and Sayles Place	OWSC	5	A	6	A
13	Suitland Parkway and Firth Sterling Avenue	Signal	53	D	40	D
14	Suitland Parkway and Stanton Road	Signal	104	F	110	F
16	Firth Sterling Avenue and Barry Road/Sumner Road	Signal	13	B	13	B
17	Martin Luther King Jr. Avenue SE and Sumner Road/Stanton Road	Signal	15	B	26	C
18	South Capitol Street and Defense Blvd/Firth Sterling Avenue	Signal	25	C	37	D
19	Martin Luther King Jr. Avenue SE and West Campus Gate 1	Signal	4	A	7	A
20	Martin Luther King Jr. Avenue SE and Redwood Drive	TWSC	14	B	17	C
21	Martin Luther King Jr. Avenue SE and Lebaum Street	TWSC	97	F	41	E
22	Malcolm X Avenue and South Capitol Street NB	Signal	22	C	7	A
23	Malcolm X Avenue and South Capitol Street SB	Signal	13	B	89	F
24	Malcolm X Avenue and I-295 NB On- and Off-Ramps	OWSC	41	E	18	C
25	Malcolm X Avenue and 2nd Street	OWSC	10	A	7	A
26	Malcolm X Avenue and Oakwood Street	OWSC	3	A	4	A
27	Martin Luther King Jr. Avenue SE and Malcolm X Avenue	Signal	42	D	46	D
28	Martin Luther King Jr. Avenue SE and Raleigh Place	Signal	23	C	17	B
29	Martin Luther King Jr. Avenue SE and Alabama Avenue	Signal	22	C	22	C
30	Alabama Avenue and Randle Place	Signal	18	B	18	B
31	Alabama Avenue and Wheeler Road	Signal	96	F	55	D
41	Martin Luther King Jr. Avenue SE/South Capitol Street/Halley Place	Signal	104	F	82	F
43	Good Hope Road and Minnesota Avenue	Signal	49	D	12	B

ID	Intersection Location	Traffic Control*	AM Peak Hour		PM Peak Hour	
			Delay (sec/veh)	LOS	Delay (sec/veh)	LOS
44	Stanton Road and Dunbar Road/Suitland Parkway EB On-Ramp	TWSC	1	A	2	A
45	Sheridan Road and Suitland Parkway WB Off-Ramp	OWSC	17	C	9	A
46	Alabama Avenue and 7th Street	Signal	28	C	20	B
47	Martin Luther King Jr. Avenue SE and West Campus Gate 3	Signal	6	A	13	B
48	Firth Sterling Avenue and St. Elizabeths Avenue	Signal	13	B	18	B
49	Firth Sterling Avenue and Eaton Road	Signal	3	A	6	A
50	Howard Road and Anacostia Metro Garage Entrance	Signal	2	A	15	B
51	West Campus Gate 4	OWSC	1	A	9	A
52	West Campus Gate 6	OWSC	9	A	3	A
53	Martin Luther King Jr. Avenue SE/11th Street Bridge and I-295 NB Off-Ramp	Signal	30	C	38	D
54	11th Street Bridge and I-295 SB On-Ramp	Signal	7	A	5	A

Notes:

- AWSC – All Way Stop Sign controlled intersection
- TWSC – Two Way Stop Sign controlled intersection
- OWSC – One Way Stop Sign controlled intersection
- sec/veh = seconds per vehicle
- Signal – Signal controlled intersection

- The intersection of Martin Luther King Jr. Avenue SE and Good Hope Road is a gateway point for the Anacostia area to and from the freeways and downtown DC. Heavy volumes from the freeway off-ramps in conjunction with the split phasing for all the approaches at the signal contributes to poor traffic operations at this location.
- The intersection of Suitland Parkway and South Capitol Street operates poorly since this is located just south of Frederick Douglass Memorial Bridge, a major traffic bottleneck in Washington DC.
- The intersection of Martin Luther King Jr. Avenue SE and Howard Road/Sheridan Road has an unconventional geometry, with split intersection phasing. Since this intersection is located close to Anacostia Metrorail station, heavy pedestrian volumes and bus blockages contribute to poor intersection operations at the location.
- The intersection of Suitland Parkway and Stanton Road is a major bottleneck along Suitland Parkway because of limited capacity at the at-grade intersection to handle excessive traffic demand on Suitland Parkway mainlines and the heavy turning movements from Stanton Road.
- The Martin Luther King Jr. Avenue SE and Lebaum Street intersection is a two-way, stop-controlled intersection with high traffic volumes and the proximity of two closely spaced signalized intersections along Martin Luther King Jr. Avenue SE make it difficult for vehicles finding acceptable gaps to turn into the traffic stream on Martin Luther King Jr. Avenue SE.
- Malcolm X Avenue and northbound I-295 ramps is a two-way, stop-controlled intersection and operates poorly due to heavy traffic volumes in the peak hours from the freeway ramps with heavy turning movements.
- The intersection of Alabama Avenue and Wheeler Road operates poorly due to the heavy left-turn traffic from Wheeler Road. On Alabama Avenue, intersections are closely spaced and

queues from upstream intersection periodically spill back, which further increases the difficulties for northbound Wheeler Road traffic to turn onto Alabama Avenue.

- The intersection of Martin Luther King Jr. Avenue SE and South Capitol Street/Halley Place is another gateway point for the Anacostia southwest area to access I-295 and South Capitol Street. This intersection operates poorly due to heavy traffic volumes from and to the I-295 ramps.

## 2.8.2 Freeway Operations

**Table 2-8** summarizes the existing AM and PM peak hour freeway operations. Vehicular traffic speeds were lower in the peak travel direction. Most I-295 freeway segments operate at LOS E or F in the northbound direction into downtown DC during the AM peak hour; while almost all freeway segments operate at LOS F heading southbound out of the downtown area during the PM peak period.

## 2.8.3 Arterial Operations

**Table 2-9** summarizes peak hour travel times and LOS collected from existing conditions analysis and modeling. In the AM peak hour, six of eight study arterials/directions operate at an acceptable LOS (D or better) during the AM peak hour. Northbound South Capitol Street and westbound Suitland Parkway operate at LOS E. Both are key routes feeding into Frederick Douglass Memorial Bridge and carry heavy inbound traffic to downtown DC during the AM peak hour. The reversed directions of both corridors as well as Martin Luther Jr. Avenue SE and Firth Sterling Avenue operate at LOS C or better. During the PM peak hour, the peak directions on South Capitol Street and Suitland Parkway reverse. Southbound South Capitol Street and eastbound Suitland Parkway operate at LOS E due to heavy outbound traffic from downtown DC. The remaining six corridors/directions operate at LOS D or better.



Table 2-8: AM and PM Peak Hour Freeway Operations

Segment Location	AM Peak Hour					PM Peak Hour				
	Demand (vph)	Volume Served (vph)	Speed (mph)	Density (pc/mi/l n)	LOS	Demand (vph)	Volume Served (vph)	Speed (mph)	Density (pc/mi/l n)	LOS
Northbound										
I-295 NB - Diverge b/w I-495 and Laboratory Road	4435	4467	35	55	F	1830	1816	49	13	B
I-295 NB - Basic b/w Laboratory Road SW Off-Ramp and On-Ramp	3355	3390	47	36	E	1485	1477	50	15	B
I-295 NB - Merge from Laboratory Road	3490	3476	43	37	E	1860	1822	48	18	B
I-295 NB - Basic b/w Laboratory Road and Chesapeake Street	3490	3476	47	37	E	1860	1822	49	18	C
I-295 NB - Merge from Chesapeake Street	3820	3749	44	41	E	2090	2037	47	21	C
I-295 NB - Basic b/w Chesapeake Street and South Capitol Street	3820	3749	47	41	E	2090	2037	49	21	C
I-295 NB - Merge from South Capitol Street	5030	4983	46	35	D	2680	2676	49	18	B
I-295 NB - Weave b/w Malcolm X Avenue SE On-Ramp and Off-Ramp	5730	5631	40	35	D	3440	3402	39	22	C
I-295 NB - Basic b/w Malcolm X Avenue and Barry/Sumner Off-Ramp	5130	5111	45	40	E	3270	3258	49	22	C
I-295 NB - Diverge to Sumner Road/Firth Sterling Avenue	5130	5111	45	41	E	3270	3258	49	23	C
I-295 NB - Basic b/w Firth Sterling Avenue Off-Ramp and Suitland Parkway EB On-Ramp	4890	4849	45	41	E	3070	3059	49	21	C
I-295 NB - Weave b/w Suitland Parkway EB On-Ramp and Suitland Parkway WB Off-Ramp	4965	4877	41	33	D	3220	3177	43	18	B
I-295 NB - Basic b/w Suitland Parkway WB Off-Ramp and Howard Road On-Ramp	4535	4477	44	40	E	3060	3048	41	27	D
I-295 NB - Weave b/w Howard Road On-Ramp and DC 295 NB Off-Ramp	5935	5741	43	39	E	4305	4255	25	48	F
I-695 NB - Weave b/w I-695 NB On-Ramp and 12th Street Off-Ramp	5880	5700	31	54	F	4130	4070	47	22	C
DC 295 NB - Diverge to DC 295 NB and Martin Luther King Jr. Avenue SE	2425	2346	45	19	B	1905	1854	12	57	F
DC 295 NB - Basic b/w Martin Luther King Jr. Avenue SE Off-Ramp and On-Ramp	1815	1816	49	18	C	1370	1344	6	107	F
DC 295 NB - Merge from Martin Luther King Jr. Avenue SE On-Ramp	2115	2016	47	20	C	1790	1781	9	103	F
DC 295 NB - Weave b/w I-695 On-Ramp and Pennsylvania Avenue Off-Ramp	3945	3894	49	20	C	4020	4318	14	76	F
Southbound										
DC-295 SB - Weave b/w Pennsylvania Avenue On-Ramp and I-695 Off-Ramp	4260	4220	49	29	D	3605	3560	45	26	C
I-695 SB - Weave b/w I-695 SB Off-Ramp and 12th Street On-Ramp	4035	3958	32	35	E	5550	5362	14	100	F
I-295 SB - Basic b/w I-695 Off-Ramp and Martin Luther King Jr. Avenue SE On-Ramp	1675	1670	49	17	B	1715	1712	48	18	B
I-295 SB - Weave b/w Martin Luther King Jr. Avenue SE On-Ramp and Howard Road Off-Ramp	4130	4074	44	23	C	5735	5535	37	42	E
I-295 SB - Diverge b/w Howard Road Off-Ramp and Suitland Parkway EB Off-Ramp	3640	3640	49	23	C	5010	4869	29	60	F
I-295 SB - Basic b/w Suitland Parkway EB Off-Ramp and EB On-Ramp	2800	2801	49	19	C	3985	3756	20	68	F



Segment Location	AM Peak Hour					PM Peak Hour				
	Demand (vph)	Volume Served (vph)	Speed (mph)	Density (pc/mi/l n)	LOS	Demand (vph)	Volume Served (vph)	Speed (mph)	Density (pc/mi/l n)	LOS
I-295 SB - Merge from Suitland Parkway EB On-Ramp	2920	2926	48	18	B	4790	4486	18	89	F
I-295 SB - Basic b/w Suitland Parkway EB On-Ramp and South Capitol Street Off-Ramp	2920	2926	49	20	C	4790	4486	17	97	F
I-295 SB - Diverge to South Capitol Street	2920	2926	46	24	C	4790	4486	17	107	F
I-295 SB - Basic b/w South Capitol Street Off-Ramp and On-Ramp	1620	1629	49	17	B	2940	2696	13	107	F
I-295 SB - Weave b/w South Capitol Street On-Ramp and Overlook Avenue Off-Ramp	1870	1874	47	18	B	3920	3722	22	86	F
I-295 SB - Basic b/w Overlook Avenue Off-Ramp and Laboratory Road On-Ramp	1625	1628	49	17	B	3780	3803	23	80	F
I-295 SB - Merge from Laboratory Road On-Ramp and I-495	1860	1863	49	11	B	4215	5442	26	68	F

Table 2-9: AM and PM Peak Hour Arterial Operations

Arterial Corridor	Direction	Segment Start / End Location	Free-Flow Speed (mph)	Class	AM Peak Hour			PM Peak Hour		
					Average Travel Time (Sec)	Average Speed (mph)	Arterial LOS	Average Travel Time (Sec)	Average Speed (mph)	Arterial LOS
Martin Luther King Jr. Avenue SE	NB	From Xenia Street to O Street	25 – 30	IV	681	17	C	957	12	D
Martin Luther King Jr. Avenue SE	SB	From O Street to Xenia Street	25 – 30	IV	760	15	C	769	15	C
Firth Sterling Avenue	NB	From Gate 4 to North of Howard Road	25	IV	306	12	D	294	12	D
Firth Sterling Avenue	SB	From Howard Road to Gate 4	25	IV	234	14	C	249	13	C
South Capitol Street	NB	From Halley Place to Frederick Douglass Memorial Bridge	35	III	739	13	E	314	30	B
South Capitol Street	SB	From Frederick Douglass Memorial Bridge to Halley Place	35	III	448	21	C	733	13	E
Suitland Parkway	EB	From South Capitol to Stanton Road	35	III	151	34	A	444	12	E
Suitland Parkway	WB	From Stanton Road to South Capitol Street	35	III	378	13	E	174	29	B



## 3 FUTURE CONDITIONS

Within the metropolitan Washington region, travel patterns are not expected to change significantly. Travel demand will increase consistent with population and employment, experiencing an increase in daily traffic volumes based on the overall expected regional growth. Several proposed or ongoing projects in the vicinity of the Study Area network include the following: South Capitol Street corridor improvements, redevelopment of the East Campus, Poplar Point development, and Barry Farm development.

To forecast and evaluate the surrounding transportation system needed to support the full build out of DHS at West Campus, the project team enhanced the regional travel model for the Washington, DC, area developed by MWCOG. The regional model is used to assess broad impacts of transportation projects for long-range network planning and environmental assessments. Additional information on the procedure used for this project can be found in the TTR. Enhancements were made to support the specialized forecasting requirements of the project.

Forecast growth, existing travel patterns, and future travel patterns based on network improvements—including the previously assumed Master Plan Amendment 1 developments (no-action) and those resulting from Master Plan Amendment 2 (build) that are scheduled to occur within the study timeframe (2020 and 2035)—were considered in evaluating network and operational adjustments to best accommodate the anticipated traffic volumes.

### 3.1 Land Use

#### 3.1.1 St. Elizabeths East Campus

The District will redevelop part of the East Campus that is south of the formerly proposed Federal Emergency Management Agency (FEMA) building. The Deputy Mayor’s Office for Planning and Economic Development (DMPED) and the Office of Planning have completed a master planning process for the east campus that will better define the ultimate development. Current plans call for over 3 million gsf of mixed-use development, including retail, residential, office, and community facilities.

#### 3.1.2 Barry Farm

The Barry Farm neighborhood is bordered by the West Campus, Firth Sterling Avenue, Suitland Parkway, and Martin Luther King Jr. Avenue SE. The District Office of Planning and the DMPED have initiated a major redevelopment of this area under the New Communities Initiative. The following are key elements of the redevelopment:

- A total of 1,110 residential units that will include 480 replacement public housing units
- Creation of a residential street grid network
- New retail development, such as grocery stores, restaurants, business spaces

### 3.1.3 Poplar Point

Poplar Point is a 110-acre site on the Anacostia River that will be transferred from the NPS to the District. The site development will include more than 6 million gsf of mixed-use development and 70 acres of open space. The development will be managed by DMPED.

### 3.1.4 Martin Luther King Jr. Gateway

The Martin Luther King Jr. Gateway has been designed to be a hub of office, retail, and community activity at the most prominent intersections in the historic Anacostia neighborhood. The development will house 150 new high-tech jobs and anticipated to serve as a catalyst to increase economic activity. Other proposed mix of tenants and uses include accessible neighborhood-serving retail and a sit-down restaurant, fresh food market, and a real estate educational and career training academy.

### 3.1.5 Joint Base Anacostia-Bolling

The Pentagon is planning to increase both employment and Base housing at Bolling Air Force Base and the Anacostia Naval Air Station as part of the Base Realignment and Closure process. A Master Plan was prepared in 2014 that consisted of a 5-year short-term development program with only minor projects and a 20-year long-range framework plan. The long-range plan will be heavily driven by a TMP, to reduce employee parking by 10 percent and increase the employee-parking ratio of 1:1.67 to 1:4, to transform JBAB into a more sustainable facility.

### 3.1.6 Reunion Square

Four Points/Curtis Properties has accumulated a group of properties on Martin Luther King Jr. Avenue SE and Shannon Place from Chicago Street to U Street. Reunion Square is a 9.5-acre site located between U Street SE and Chicago Street SE along the western side of Martin Luther King Jr. Avenue SE and will be developed into 1.54 million square feet of mixed-use development in three phases. Plans call for 892,000 square feet of office space, 450 residential units, and 171,400 square feet of retail space in eight new buildings. They have started the rezoning process and submitted a Planned Unit Development application.

### 3.1.7 The Wharf

The Wharf is a mile-long waterfront development located between Maine Avenue SW and the Washington Channel in the Southwest region. Currently, Phase 1 is complete with 1,375 residential units, 335,000 square feet restaurant and retail, 400 boat slips, 800 hotel rooms, 2,500 underground parking spaces, and 1,150 bike spaces.

Scheduled to open in 2022, Phase 2 will deliver an additional 1.25 million square feet of mixed-use spaces, including 131 hotel rooms, 350 residential units, 223 boat slips, 95,000 square feet retail, 550,000 square feet office, and 1.5 acre parks and public space in the District's Southwest Waterfront.



### 3.1.8 Capitol Riverfront

The Capitol Riverfront is a business improvement district (BID) encompassed by I-395/I-695, 11<sup>th</sup> Street Bridges, Anacostia River, and Buzzard Point area. The BID is a mixed-use neighborhood. It was a former industrial area that is being transformed into a business center, urban neighborhood, entertainment district and waterfront destination. By 2021, the Capitol Riverfront BID is anticipated to add over 9,000 new residential units, 900,000 square feet retail (two grocery stores, new restaurants, shops, and cafes), 7.1 million square feet office space, six hotels, and a new 445,000 square feet DC United Soccer Stadium.

## 3.2 Transportation Improvements

DDOT has initiated development of several transportation improvement projects within the Study Area with the following primary objectives:

- Provide a more balanced transportation system by adding missing movements to the major interchanges.
- Provide better access to parklands, neighborhoods, riverfront, and other cultural amenities.
- Separate local and regional traffic.
- Improve mobility with better use of multiple modes of transportation.

In 2014, DDOT prepared MoveDC, a long-range, multi-modal transportation plan for Washington DC. MoveDC addresses several transportation modes such as pedestrian, bicycle, and transit. Several transportation improvements are planned in the Anacostia region as described herein.

### 3.2.1 Roadway Projects

The future year networks used in the traffic model for future transportation conditions include the roadway improvements listed in the Government's most recent Constrained Long Range Plan. The planned transportation improvements that are expected to have a potential impact on the Study Area roads and included in all future scenarios of the forecasting analysis are as follows:

- South Capitol Street Corridor Improvements
- Martin Luther King Jr. Avenue SE Great Street Improvements
- Interchange at Martin Luther King Jr. Avenue SE and Suitland Parkway
- Malcolm X Interchange Improvements
- East Campus and related improvements

The completion of both the I-295/Suitland Parkway interchange and the South Capitol Street Corridor will provide better regional connectivity and reduce the need for regional traffic to use local streets in the Anacostia area. The Draft TTR contains more information about these projects.

### 3.2.2 Streetcar

DDOT currently has two partially-completed streetcar lines and plans to expand the system to include 8 lines covering 37 miles of track connecting all eight Wards. Two lines are planned in the Study Area: One on First Sterling Avenue and South Capitol Street to JBAB, another on Martin

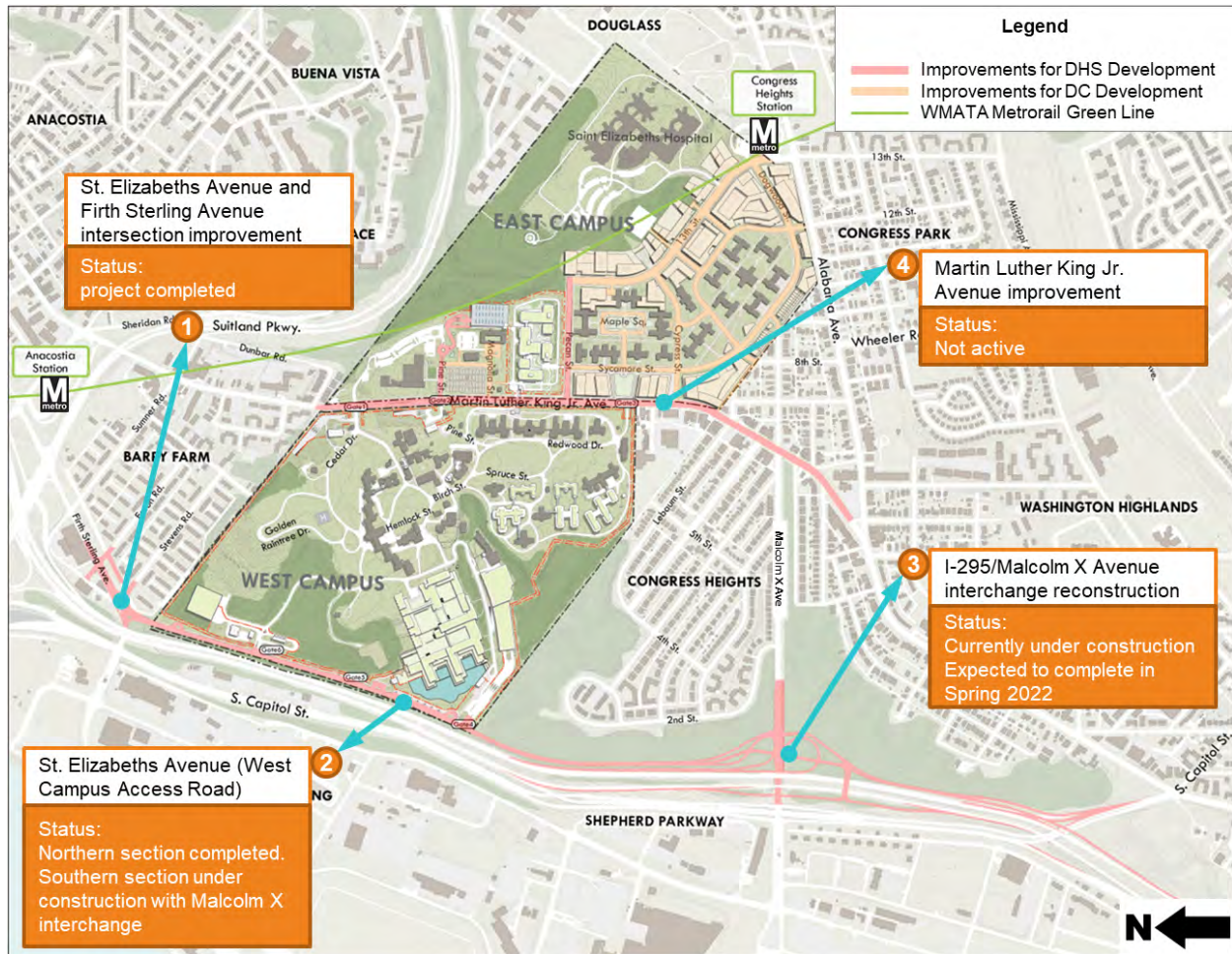
Luther King Jr. Avenue SE. Both will connect via the 11th Street Bridge and connect to Downtown DC.

### 3.2.3 Bicycle and Pedestrian Facilities

DDOT has proposed signed bicycle routes along South Capitol Street, connecting I-495 at the Woodrow Wilson Bridge to Suitland Parkway, and the Oxon Run connection, providing access from south of the Study Area. Martin Luther King Jr. Avenue SE is expected to have bicycle lanes from South Capitol Street to Good Hope Road, in association with the Great Streets Design. Suitland Parkway is expected to have a cycle track between South Capitol Street and east of Martin Luther King Jr. Avenue SE, connecting with the existing multi-purpose trail (Suitland Parkway Trail). Additional information is available in the MoveDC plan (DDOT, 2014).

## 3.3 Previously Committed Transportation Improvements and Current Status

The 2012 EIS/TTR identified a Transportation Preferred Alternative for Master Plan Amendment 1 that includes four roadway improvement projects together with a DHS shuttle transit system needed to accommodate access to the consolidated DHS Headquarters at St. Elizabeths. As part of commitments in Master Plan Amendment 1, these projects were planned to be implemented before the design year 2035. Since then, some projects have been fully or partially constructed and some are not active because of the changes in the campus development plan. **Figure 3-1** illustrates the four roadway improvement projects previously committed in the 2012 EIS for Master Plan Amendment 1, along with the East Campus road network planned by DC. The descriptions and current status of each project are discussed in detail in the following sections.



**Figure 3-1: Previously Committed Transportation Improvements in 2012 EIS – Roadways**

### 3.3.1 I-295 / Malcolm X Avenue Interchange

This project is to improve the existing interchange that would provide direct freeway access to the proposed St. Elizabeths Avenue (previously referred as West Campus Access Road). These improvements are currently under construction and anticipated to be complete by Spring 2022.

**Figure 3-1** is the proposed roadway configuration of new I-295/Malcolm X Avenue interchange.

### 3.3.2 St. Elizabeths Avenue Construction

This project is to construct a new three-lane road, St. Elizabeths Avenue, that would run parallel to I-295 to its east between the Malcolm X Avenue interchange and Firth Sterling Avenue. This road would connect to the proposed access modifications at the I-295/Malcolm X Avenue interchange and provide access to the West Campus. The northern section of St. Elizabeths Avenue between Firth Sterling Avenue and Gate 4 has been completed and opened to traffic in December 2013. The southern section between Malcolm X Avenue and Gate 4 is currently under construction as part of I-295/Malcolm X Avenue Interchange project.

### 3.3.3 Firth Sterling Avenue / St. Elizabeths Avenue Intersection Improvements

The construction of the Firth Sterling Avenue and St. Elizabeths Avenue intersection is to connect St. Elizabeths Avenue with existing Firth Sterling Avenue and provide improvements and modifications to Firth Sterling Avenue and its side streets. These improvements have been completed together with the opening of St. Elizabeths Avenue northern section.

### 3.3.4 Martin Luther King Jr. Avenue SE Improvements

The proposed improvements on Martin Luther King Jr. Avenue SE include two travel lanes in each direction, an additional turn lane, median, and sidewalks along Martin Luther King Jr. Avenue SE. This project was intended to improve access to both the East and West Campus portions of the DHS consolidation. Martin Luther King Jr. Avenue SE improvements continue south of St. Elizabeths Campus to Alabama Avenue. Improvements include wider sidewalks, on-street parking, and continuation of two travel lanes in each direction with turn pockets. Since the 2012 EIS, GSA's development plan on the East Campus North Parcel has been changed. Also, the development on the West Campus in the past years has been primarily at Gate 4 on St. Elizabeths Avenue. There has been no large-scale employee access to the West Campus at gates along on the Martin Luther King Jr. Avenue SE side. Therefore, this project has not actively progressed since then.

### 3.3.5 DHS Shuttle Transit

In addition to the above roadway improvement projects, the Preferred Alternative in the 2012 EIS also included the implementation of a shuttle system to reduce vehicular demand within or near the Study Area. As illustrated in **Figure 3-2**, there were three proposed shuttle routes.

- Shuttle Route 1 connects the Congress Heights Metrorail Station and Gate 4 through Malcolm X Avenue and St. Elizabeths Avenue (labelled in red line)
- Shuttle Route 2 connects the Congress Heights Metrorail Station and the East Campus North Parcel through Pecan Street (labelled in purple line)
- Shuttle Route 3 connects the Anacostia Metrorail Station to Gate 4 of the West Campus through Firth Sterling Avenue and St. Elizabeths Avenue (labelled in blue line)

Currently, shuttle Route 3 is in operation, and it is run by WMATA. An existing Metrobus route (A4) was modified to provide the shuttle service. Shuttle Route 1 and 2 have not been in active service. They are subject to change based on further evaluation by GSA and DHS. In addition, DHS is running two other shuttles from L'Enfant Plaza Metro Station to Gate 1 and Gate 4, respectively.



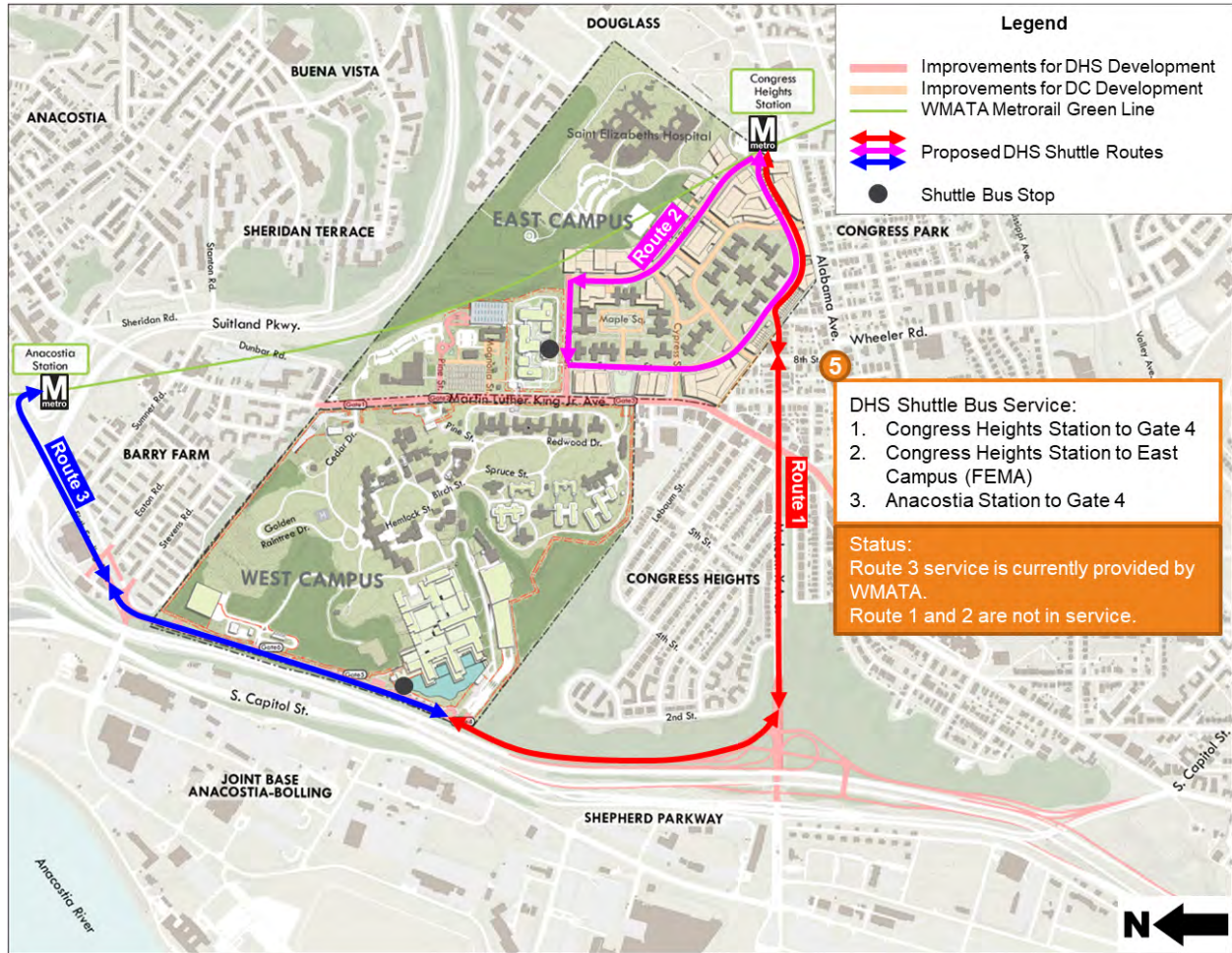


Figure 3-2: Previously Committed Transportation Improvements in 2012 EIS – Transit



### 3.4 Proposed Transportation Improvement Options

Several mitigation options have been conceptualized to address the potential traffic issues identified in the TTR. The following section describes those improvements identified as “Likely Needed”. The improvement options are generally small, spot improvements which do not require additional right-of-way (ROW) and are geared to mitigate traffic operational issues triggered by volume increases along Martin Luther King Jr. Avenue SE and Gate 1.

#### 3.4.1 Gate 1 Intersection Improvements

Improvements generally include signal timing modifications, lane channelization changes, lane storage capacity increases (for example, turning bay extensions) which do not require additional ROW. Corresponding to each issue, various concepts for mitigations have been considered, developed and discussed. **Table 3-1** summarizes these concepts together with discussion on their pros and cons.

**Table 3-1: Mitigation Concepts for Gate 1 Intersection**

Issue	Mitigation	Discussion
<b>Gate 1 entrance</b>	Widen to four-lane entrance, two for each direction	<ul style="list-style-type: none"> <li>• Provide sustainable capacity at Gate 1 entrance</li> <li>• Construction costs needed for widening and potentially have ROW, utility or historical structures impacts</li> </ul>
	Retain the three-lane entrance, but convert the center lane to a reversible lane (entry in AM, exit in PM)	<ul style="list-style-type: none"> <li>• Minimize impacts to ROW, utility or historical structures</li> <li>• May have challenge in signal operation for the convertible lane</li> </ul>
<b>Southbound right-turn traffic</b>	Convert the rightmost lane to an exclusive right-turn lane without island (hard right turn)	<ul style="list-style-type: none"> <li>• Low cost improvements with no construction needed</li> <li>• Hard right turn may not be efficient enough to process heavy right turn demand</li> <li>• Take partial capacity from southbound through movement</li> </ul>
	Convert the rightmost lane to an exclusive right-turn lane with a raised/painted island for channelization treatment (continuous right turn)	<ul style="list-style-type: none"> <li>• Moderate cost improvements with minor construction of a channelization island</li> <li>• Channelized treatment ensures continuous right turn flow and maximum single right turn lane capacity</li> <li>• Take partial capacity from southbound through movement</li> <li>• Not compatible with the reversible lane concept because it requires a dedicated receiving lane</li> </ul>
	Convert the rightmost lane to an exclusive right-turn lane and the center lane to a shared right-turn and through lane	<ul style="list-style-type: none"> <li>• Maximize the right turn capacity</li> <li>• Take more capacity from southbound through movement</li> <li>• Not compatible with the reversible lane concept because it requires a dedicated receiving lane</li> </ul>

Issue	Mitigation	Discussion
Northbound left-turn traffic	Extend left-turn bay to 400 feet or more	<ul style="list-style-type: none"> <li>• Low cost improvements with no ROW, utility or historical structures impacts</li> <li>• Enough to cover projected 95th percentile queue lengths</li> </ul>
	Divert portion northbound traffic to Gate 2	<ul style="list-style-type: none"> <li>• Relieve traffic operations at Gate 1</li> <li>• Concept has been dismissed due to additional security process at Gate 2</li> </ul>

By combining different mitigations, four improvement options have been developed for further analysis and evaluation. The elements for each option are explained as follows:

- Gate 1 Option 1A (**Figure 3-3**)
  1. Convert the southbound rightmost lane to an exclusive right-turn lane with no island (hard right turn).
  2. Widen Gate 1 entrance to four lanes, two for each direction.
  3. Extend northbound left-turn bay to 400 feet or more.
- Gate 1 Option 1B (**Figure 3-4**)
  1. Convert the southbound rightmost lane to an exclusive right-turn lane with a raised/painted island for channelization treatment (continuous right turn).
  - 2&3. Same as Option 1A.
- Gate 1 Option 1C (**Figure 3-5**)
  1. Convert the southbound rightmost lane to an exclusive right-turn lane and the center lane to a shared right-turn and through lane.
  - 2&3. Same as Option 1A.
- Gate 1 Option 2A (**Figure 3-6**)
  - 1&3. Same as Option 1A.
  2. Retain three lanes at Gate 1 entrance and convert the center lane to a reversible lane (inbound in AM peak period and outbound in PM peak period).

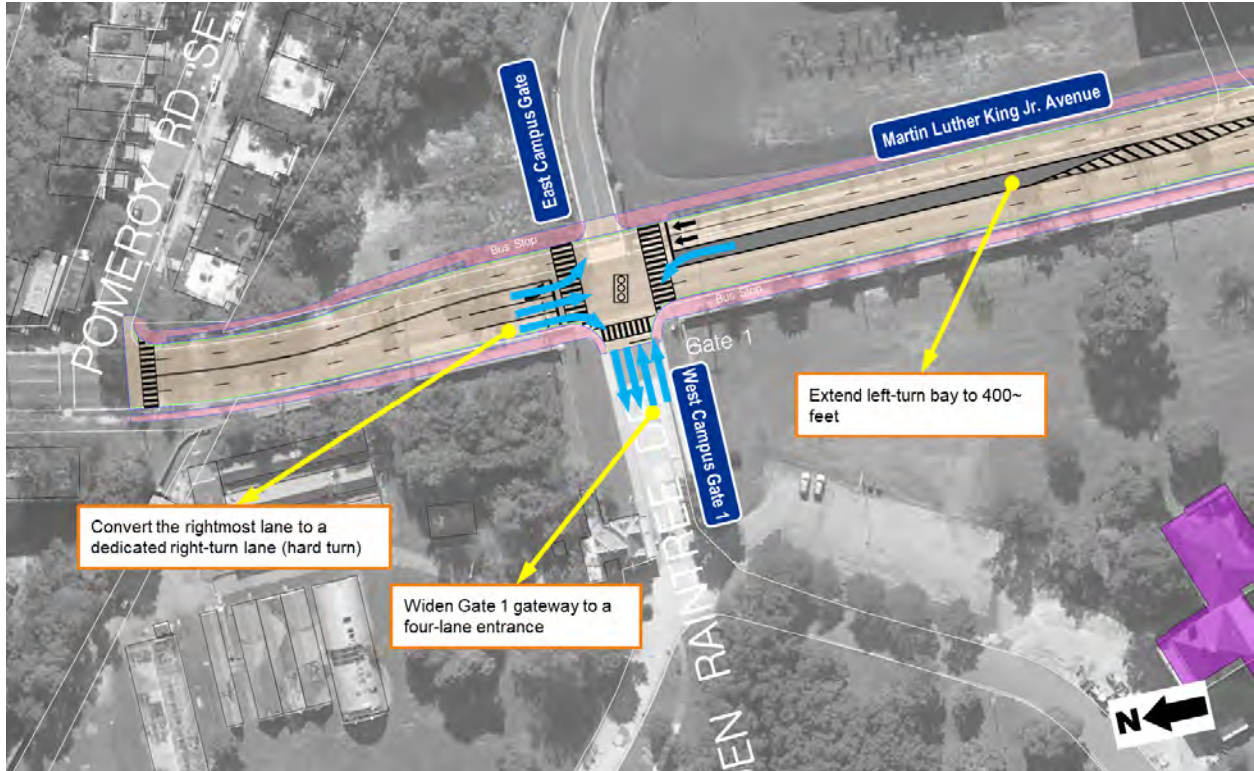


Figure 3-3: Gate 1 Improvement Concept 1A

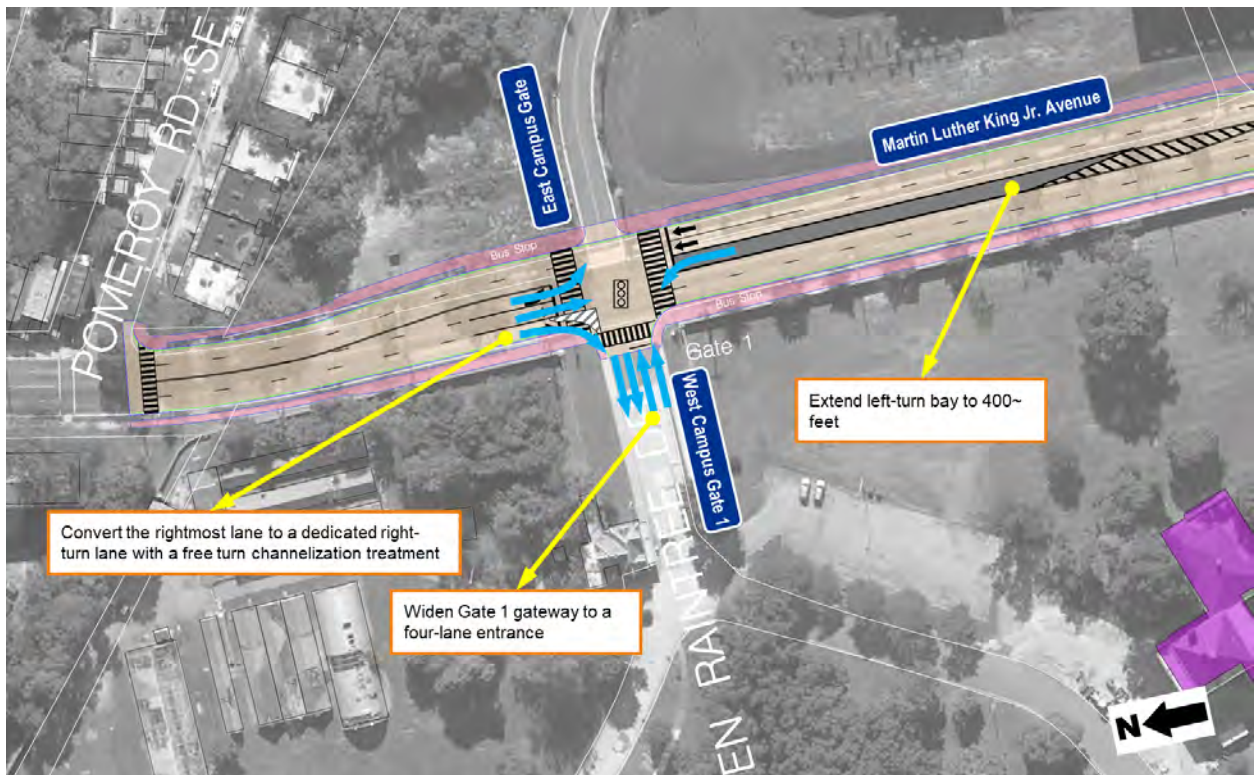
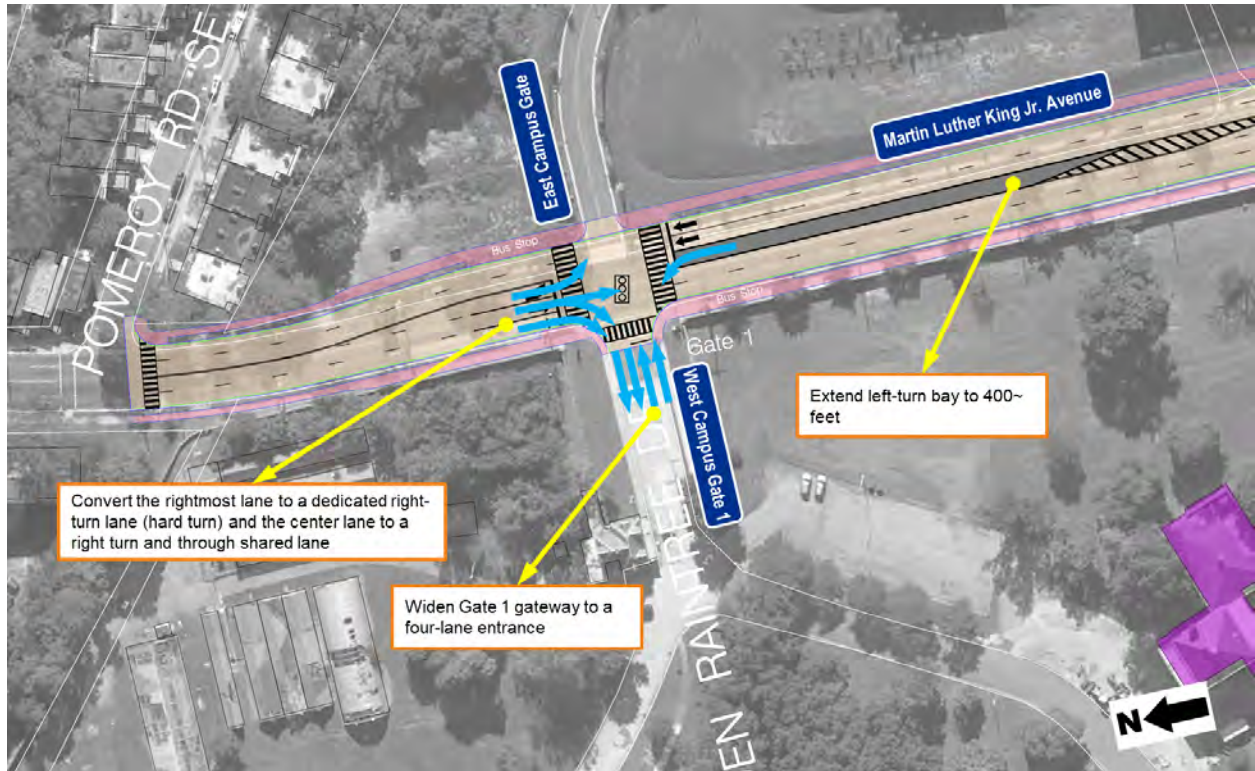
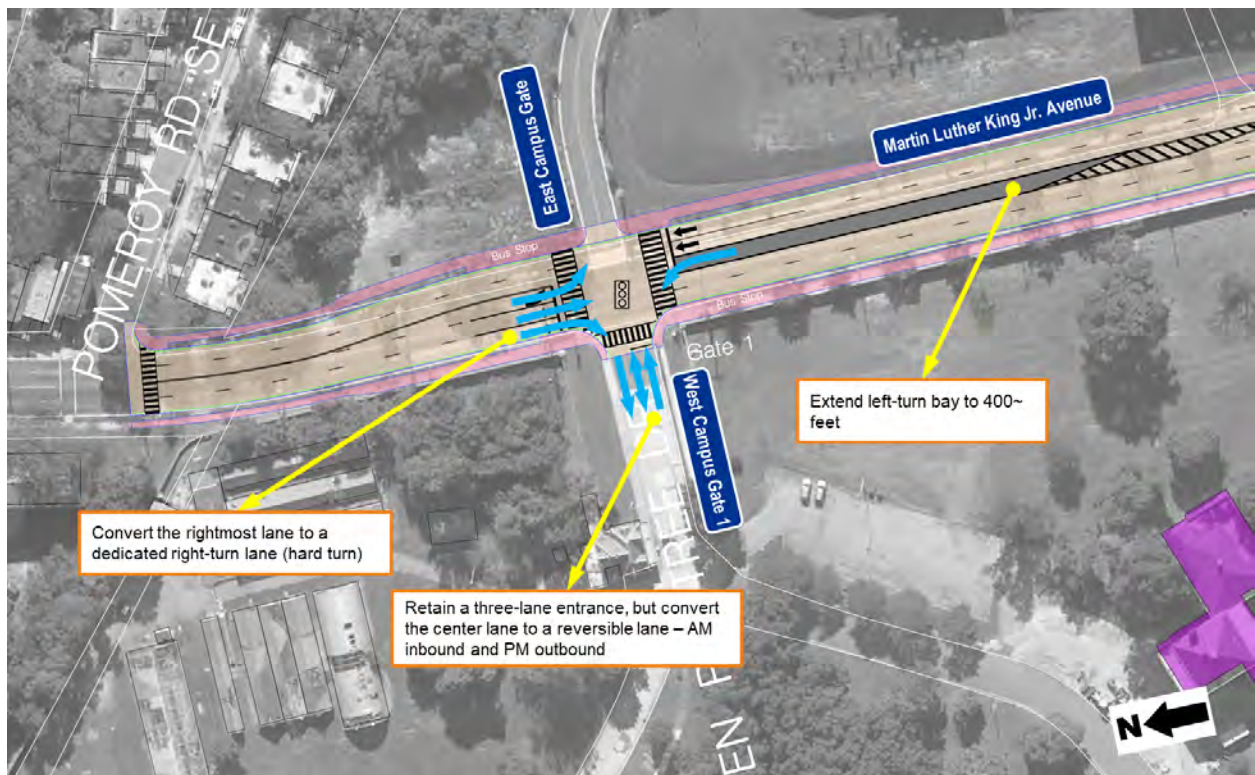


Figure 3-4: Gate 1 Improvement Concept 1B





**Figure 3-5: Gate 1 Improvement Concept 1C**



**Figure 3-6: Gate 1 Improvement Concept 2A**

These four options have been analyzed and the analysis results are presented in the TTR.

### 3.4.2 DHS Metrorail Shuttle Bus Service Modification

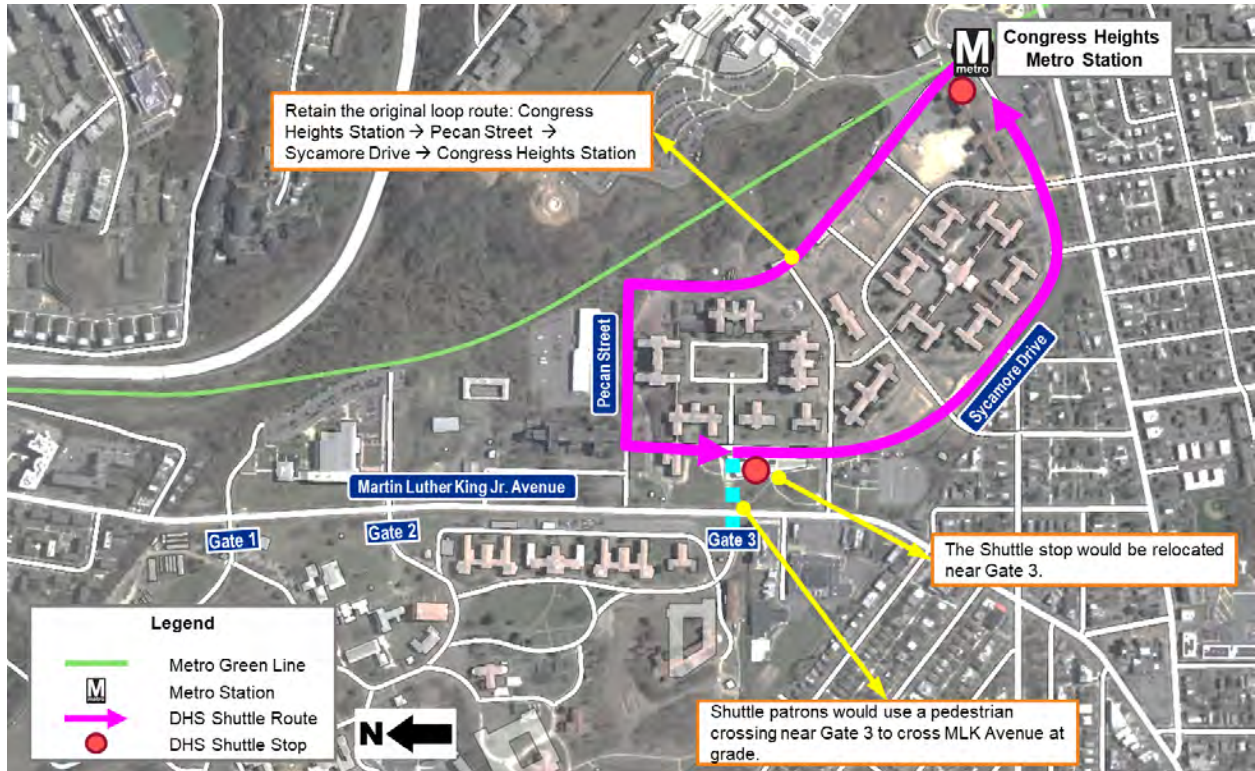
The 2012 EIS included a shuttle route between the Congress Heights Metrorail Station and Pecan Street on the East Campus North Parcel directly in front of the FEMA Headquarters (as show in purple lines in **Figure 3-2**). The shuttle would support the transit mode share goal set forth in the St. Elizabeths Transportation Management Plan. Since development of the East Campus North Parcel by the GSA would no longer occur under Master Plan Amendment 2, a new route and stop location would be required to serve the same purpose as the Pecan Street shuttle under the 2012 EIS.

**Figure 3-7** through **Figure 3-9** illustrate three proposed routes for the shuttle transit service between the Congress Height Metrorail Station to West Campus entrance along Martin Luther King Jr. Avenue.

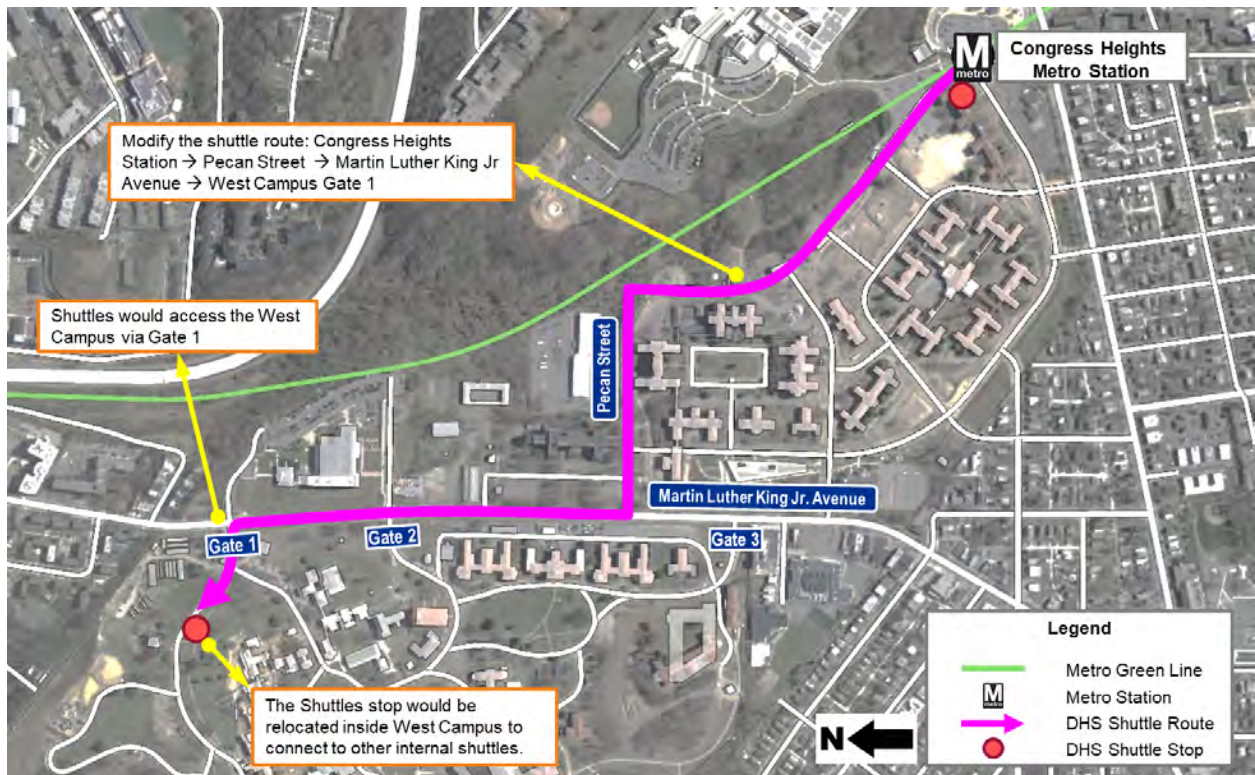
- DHS shuttle Option 1 (**Figure 3-7**)
  - The route would follow the same loop route proposed in the 2012 EIS: Congress Height Metrorail Station – Pecan Street – Sycamore Drive – Congress Height Metrorail Station. This route would avoid adding shuttle vehicular traffic on Martin Luther King Jr. Avenue SE, as well as eliminate the need to enter through West Campus gates.
  - The shuttle stop would be relocated to Sycamore Street between Pecan Street and Cypress Street.
  - Shuttle patrons would use a pedestrian crossing near Gate 3 to cross Martin Luther King Jr. Avenue SE at grade.
- DHS shuttle Option 2 (**Figure 3-8**)
  - Option 2 would modify the shuttle route to this path: Congress Height Metrorail Station – Pecan Street – Martin Luther King Jr. Avenue SE – West Campus Gate 1. This route would put additional vehicular traffic on Martin Luther King Jr. Avenue SE and potentially add delays at Gate 1 intersection.
  - The shuttle stop would be relocated inside West Campus near Gate 1 to connect to other internal shuttle system or pedestrian facilities.
- DHS shuttle Option 3 (**Figure 3-9**)
  - Option 3 would modify the shuttle route to this path: Congress Height Metrorail Station – Pecan Street – Martin Luther King Jr. Avenue SE – West Campus Gate 2 (visitor entrance). This route would put additional vehicular traffic on Martin Luther King Jr. Avenue SE but avoid going through the Gate 1 intersection.
  - The shuttle stop would be relocated inside West Campus near Gate 2 to connect to other internal shuttle system or pedestrian facilities.

These options are subject to change based on further evaluation by GSA and DHS.



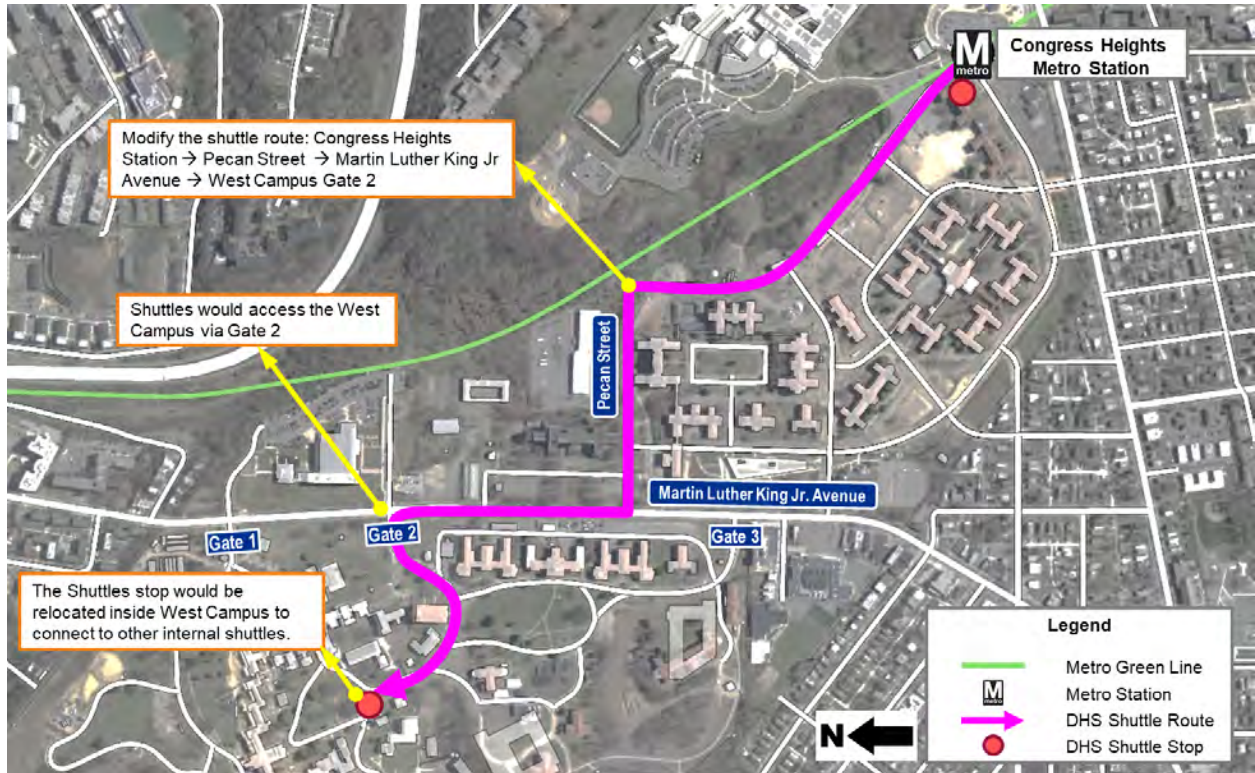


**Figure 3-7: DHS Shuttle Route Modification Option 1**



**Figure 3-8: DHS Shuttle Route Modification Option 2**

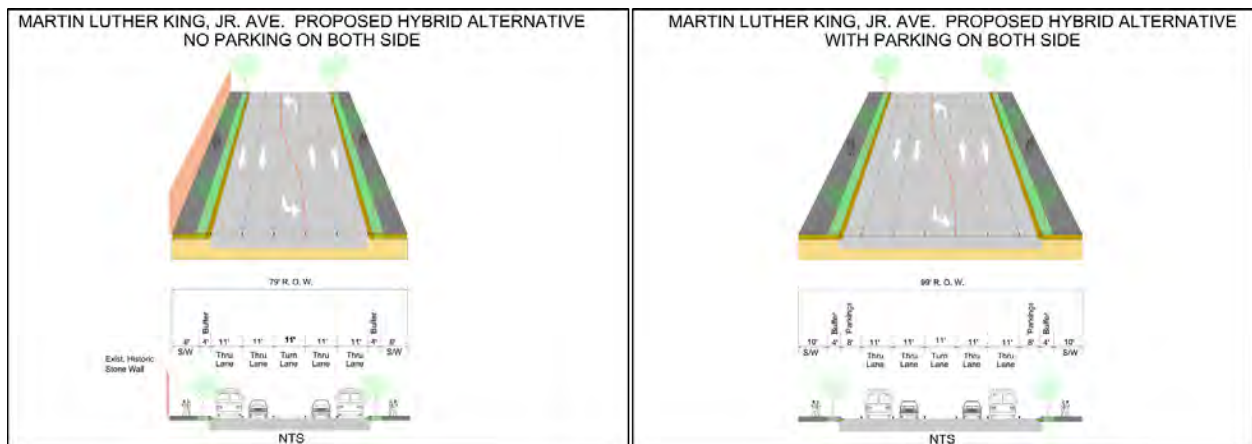




**Figure 3-9: DHS Shuttle Route Modification Option 3**

### 3.4.3 Bicycle Lanes on Martin Luther King Jr. Avenue

In the Martin Luther King Jr. Avenue SE improvement concept plan proposed in the 2012 EIS, no bicycle lanes were included. **Figure 3-10** exhibits the proposed typical cross sections with no bicycle lanes.



**Figure 3-10: Proposed Typical Cross Sections on Martin Luther King Jr. Avenue SE in 2012 EIS**

Since then, the District has made a commitment and initiated aggressive efforts to building a citywide network of on-street bicycle lanes, signed routes and other bicycle facilities to accommodate the rapidly growing number of cyclists. The DC Bicycle Master Plan (DDOT, 2005) recommended improving bicycle facilities along this section of Martin Luther King Jr.

Avenue SE. From a West Campus development perspective, adding bicycle facilities will also bring transportation benefits. Increasing bicycle travel reduces the number of motor vehicles on roadways. Completing bicycle paths, providing more bicycle lanes and enhancing connectivity among different modes will provide convenient transportation options, encourage multimodal usage for DHS employees and surrounding communities. These will eventually help DHS fulfill the vehicle trip reduction and non-motorized transportation mode-share goals established in the 2019 TMP.

Therefore, the update of the Martin Luther King Jr. Avenue SE improvement concept in the 2019 EIS/TTR should consider bicycle facilities (preferably physically separated lanes where feasible) into Martin Luther King Jr. Avenue SE improvements in accordance with the latest DDOT design standards. Additionally, reducing the speed limits on Martin Luther King Jr. Avenue should also be considered. The incorporation of bicycle lanes may have potential ROW impacts and/or parking lane reduction. They are currently under investigation and discussion with GSA, DHS, and DDOT. The final concept will be included in the Final TTR.

### 3.5 2035 Baseline Traffic Operations

Future traffic operations were analyzed for both freeways and signalized intersections within the study area using the same methodology as described for the analysis of existing conditions. Future analysis was based on estimating project travel for various scenarios involving roadway and transit networks, land use forecasts, and assumptions regarding project site access and development. To estimate trip projections for the build alternatives, it was assumed that the TDM strategies described in Section 4 will be implemented so as to meet the NCPC requirements for SOV trips. The regional travel demand model was modified to produce forecast trips and future travel patterns calibrated to the target employee travel mode-share goals established for the West Campus.

The TTR includes the evaluation of the existing condition and no-action, action baseline, and action with improvements. The no-build alternative analysis is presented as a point of comparison. The action baseline serves as a baseline condition against which the improvements can be evaluated.

The results of the operational analysis are summarized below; detailed analysis results, including intersection LOS, queues, and volume data, can be found in the TTR.

#### 3.5.1 Intersection Operations

**Table 3-2** and **Table 3-3** compare intersection operations within the Study Area between 2035 No-Action and Actions alternatives during the AM and PM peak hours, respectively. Following the criteria in DDOT's *Guidance for Comprehensive Transportation Review* (2019), intersections that meet the following significant impact conditions were identified and indicated in the tables:

- When the proposed project causes overall intersection LOS to exceed the established LOS threshold (for example, LOS E or F).
- When the proposed project causes overall intersection LOS E or F to experience an increase in vehicle delay of 5 percent or more.

**Table 3-2: AM Peak-hour Intersection Operations**

ID	Intersection Name	Traffic Control	2035 No Action		2035 Action		Significant Impact
			Delay (sec/veh)	LOS	Delay (sec/veh)	LOS	
1	Martin Luther King Jr. Avenue SE and Good Hope Road	Signal	70	E	39	D	
2	Good Hope Road and 13th Street	Signal	65	E	27	C	
3	Martin Luther King Jr. Avenue SE and W Street	Signal	15	B	8	A	
4	Martin Luther King Jr. Avenue SE and Pleasant Street/Maple View Place	TWSC	30	D	14	B	
5	W Street and 13th Street	TWSC	9	A	14	B	
6	Martin Luther King Jr. Avenue SE and Morris Road	Signal	24	C	50	D	
7	Martin Luther King Jr. Avenue SE and Talbert Street	Signal	10	A	30	C	
8	Suitland Parkway and South Capitol Street	Signal	64	E	49	D	
10	Howard Road and Firth Sterling Avenue/I-295 NB On-Ramp	Signal	39	D	16	B	
11	Martin Luther King Jr. Avenue SE and Howard Road/Sheridan Road	Signal	32	C	46	D	
12	Howard Road and Sayles Place	OWSC	6	A	5	A	
13	Suitland Parkway and Firth Sterling Avenue	Signal	47	D	35	C	
14	Suitland Parkway and Stanton Road	Signal	105	F	131	F	
16	Firth Sterling Avenue and Barry Road/Sumner Road	Signal	10	A	8	A	
17	Martin Luther King Jr. Avenue SE and Sumner Road/Stanton Road	Signal	37	D	49	D	
18	South Capitol Street and Defense Blvd/Firth Sterling Avenue	Signal	189	F	27	C	
19	Martin Luther King Jr. Avenue SE and West Campus Gate 1/Golden Raintree Drive	Signal	11	B	74	E	Yes
20	Martin Luther King Jr. Avenue SE and Redwood Drive	Signal	15	B	16	B	
21	Martin Luther King Jr. Avenue SE and Lebaum Street	TWSC	30	D	53	F	Yes
22	Malcolm X Avenue and South Capitol Street NB	Signal	20	B	17	B	
23	Malcolm X Avenue and South Capitol Street SB	Signal	9	A	10	B	
24	Malcolm X Avenue and I-295 NB Ramps	OWSC	2	A	4	A	
25	Malcolm X Avenue and 2nd Street	OWSC	66	F	14	B	
26	Malcolm X Avenue and Oakwood Street	OWSC	18	C	19	C	
27	Martin Luther King Jr. Avenue SE and Malcolm X Avenue	Signal	41	D	61	E	Yes
28	Martin Luther King Jr. Avenue SE and Raleigh Place	Signal	75	E	33	C	
29	Martin Luther King Jr. Avenue SE and Alabama Avenue	Signal	25	C	36	D	
30	Alabama Avenue and Randle Place	Signal	14	B	40	D	
31	Alabama Avenue and Wheeler Road	Signal	23	C	26	C	
41	Martin Luther King Jr. Avenue SE/South Capitol Street/Halley Place	Signal	77	E	120	F	Yes
43	Good Hope Road and Minnesota Avenue	Signal	103	F	98	F	
46	Alabama Avenue and 7th Street	Signal	25	C	5	A	
47	Martin Luther King Jr. Avenue SE and Cypress Street	Signal	10	A	11	B	
48	Firth Sterling Avenue and St. Elizabeths Avenue	Signal	70	E	21	C	
49	Firth Sterling Avenue and Eaton Road	Signal	44	D	8	A	
50	Howard Road and Anacostia Metro Garage Entrance	Signal	4	A	8	A	
51	West Campus Gate 4	Signal	109	F	15	B	
52	West Campus Gate 6	OWSC	31	D	28	D	
53	Martin Luther King Jr. Avenue SE/11th Street Bridge and I-295 NB Off-Ramp	Signal	90	F	45	D	
54	11th Street Bridge and I-295 SB On-Ramp	Signal	3	A	5	A	
100	Suitland Parkway and I-295 NB	Signal	20	B	29	C	
101	Suitland Parkway and I-295 SB	Signal	22	C	24	C	
102	Martin Luther King Jr. Avenue SE and Suitland Parkway Interchange	Signal	29	C	57	E	Yes
103	Malcolm X Avenue and I-295 Interchange	Signal	21	C	45	D	
104	Shepherd Parkway/St. Elizabeths Avenue/I-295 Ramps	Signal	16	B	24	C	
105	Shepherd Parkway/St. Elizabeths Avenue/I-295 Ramps	Signal	16	B	44	D	
106	Martin Luther King Jr. Avenue SE and Elm Street	Signal			21	C	
107	Martin Luther King Jr. Avenue SE and Pecan Street	Signal	16	B	13	B	

**Table 3-3: PM Peak Hour Intersection Operations**

ID	Intersection Name	Traffic Control	2035 No Action		2035 Action		Significant Impact
			Delay (sec/veh)	LOS	Delay (sec/veh)	LOS	
1	Martin Luther King Jr. Avenue SE and Good Hope Road	Signal	85	F	67	E	
2	Good Hope Road and 13th Street	Signal	95	F	93	F	
3	Martin Luther King Jr. Avenue SE and W Street	Signal	117	F	28	C	
4	Martin Luther King Jr. Avenue SE and Pleasant Street/Maple View Place	TWSC	307	F	49	E	
5	W Street and 13th Street	TWSC	8	A	10	A	
6	Martin Luther King Jr. Avenue SE and Morris Road	Signal	41	D	32	C	
7	Martin Luther King Jr. Avenue SE and Talbert Street	Signal	34	C	24	C	
8	Suitland Parkway and South Capitol Street	Signal	68	E	57	E	
10	Howard Road and Firth Sterling Avenue/I-295 NB On-Ramp	Signal	42	D	19	B	
11	Martin Luther King Jr. Avenue SE and Howard Road/Sheridan Road	Signal	54	D	55	D	
12	Howard Road and Sayles Place	OWSC	5	A	6	A	
13	Suitland Parkway and Firth Sterling Avenue	Signal	33	C	37	D	
14	Suitland Parkway and Stanton Road	Signal	89	F	103	F	
16	Firth Sterling Avenue and Barry Road/Sumner Road	Signal	19	B	12	B	
17	Martin Luther King Jr. Avenue SE and Sumner Road/Stanton Road	Signal	21	C	38	D	
18	South Capitol Street and Defense Blvd/Firth Sterling Avenue	Signal	59	E	44	D	
19	Martin Luther King Jr. Avenue SE and West Campus Gate 1/Golden Raintree Drive	Signal	21	C	33	C	
20	Martin Luther King Jr. Avenue SE and Redwood Drive	Signal	22	C	15	B	
21	Martin Luther King Jr. Avenue SE and Lebaum Street	TWSC	16	C	25	C	
22	Malcolm X Avenue and South Capitol Street NB	Signal	11	B	10	A	
23	Malcolm X Avenue and South Capitol Street SB	Signal	49	D	22	C	
24	Malcolm X Avenue and I-295 NB Ramps	OWSC	1	A	7	A	
25	Malcolm X Avenue and 2nd Street	OWSC	29	D	6	A	
26	Malcolm X Avenue and Oakwood Street	OWSC	5	A	9	A	
27	Martin Luther King Jr. Avenue SE and Malcolm X Avenue	Signal	43	D	56	E	Yes
28	Martin Luther King Jr. Avenue SE and Raleigh Place	Signal	13	B	11	B	
29	Martin Luther King Jr. Avenue SE and Alabama Avenue	Signal	6	A	16	B	
30	Alabama Avenue and Randle Place	Signal	21	C	21	C	
31	Alabama Avenue and Wheeler Road	Signal	13	B	19	B	
41	Martin Luther King Jr. Avenue SE/South Capitol Street/Halley Place	Signal	21	C	58	E	Yes
43	Good Hope Road and Minnesota Avenue	Signal	44	D	29	C	
46	Alabama Avenue and 7th Street	Signal	15	B	2	A	
47	Martin Luther King Jr. Avenue SE and Cypress Street	Signal	9	A	15	B	
48	Firth Sterling Avenue and St. Elizabeths Avenue	Signal	49	D	18	B	
49	Firth Sterling Avenue and Eaton Road	Signal	25	C	0	A	
50	Howard Road and Anacostia Metro Garage Entrance	Signal	9	A	26	C	
51	West Campus Gate 4	Signal	29	C	28	C	
52	West Campus Gate 6	OWSC	22	C	7	A	
53	Martin Luther King Jr. Avenue/11th Street Bridge and I-295 NB Off-Ramp	Signal	141	F	62	E	
54	11th Street Bridge and I-295 SB On-Ramp	Signal	53	D	9	A	
100	Suitland Parkway and I-295 NB	Signal	37	D	51	D	
101	Suitland Parkway and I-295 SB	Signal	42	D	62	E	Yes
102	Martin Luther King Jr. Avenue SE and Suitland Parkway Interchange	Signal	35	C	35	C	
103	Malcolm X and I-295 Interchange	Signal	16	B	21	C	
104	Shepherd Parkway/St. Elizabeths Avenue/I-295 Ramps	Signal	12	B	11	B	
105	Shepherd Parkway/St. Elizabeths Avenue/I-295 Ramps	Signal	12	B	19	B	
106	Martin Luther King Jr. Avenue SE and Elm Street	Signal			15	B	
107	Martin Luther King Jr. Avenue SE and Pecan Street	Signal	10	A	16	B	



### 3.5.2 Freeway Operations

**Table 3-4** and **Table 3-5** compare freeway operations within the Study Area between 2035 No Action and Actions Alternatives in the AM and PM peak hours, respectively.

In all, freeway operations along I-295 and DC-295 corridors within the Study Area do not show major differences between the No Action and Action alternatives in both the AM and PM peak hours. Both alternatives reveal similar traffic patterns for the recurrent congestions along I-295, which arise from demand fluctuations during the peak hours. Northbound I-295 mainline would experience congestions from the inbound traffic toward downtown DC. during the AM peak hours. Similarly, the mirror movement, southbound I-295 would be congested for the outbound traffic during the PM peak hours. There are locations where the Action Alternative shows better freeway operations over the No Action Alternative. This improvement is mostly because the operations at the adjacent ramp terminal intersections would be improved under the Action Alternative.

### 3.5.3 Arterial Operations

**Table 3-6** and **Table 3-7** shows the comparisons of travel times and LOS along four key arterial corridors by direction between the No Action and Action alternatives. These four corridors are Martin Luther King Jr. Avenue SE, Firth Sterling Avenue, South Capitol Street, and Suitland Parkway. Overall, arterial operations in the Action Alternative would be better than or comparable with the No Action Alternative.



Table 3-4: 2035 Baseline AM Peak Hour Freeway Operations

Segment Location	2035 No Action					2035 Action Baseline				
	Volume Served (vph)	Volume Served %	Speed (mph)	Density (pc/mi/ln)	LOS	Volume Served (vph)	Volume Served %	Speed (mph)	Density (pc/mi/ln)	LOS
<b>Northbound</b>										
I-295 NB - Diverge b/w I-495 and Laboratory Road	5168	98%	30	63	F	5133	100%	43	37	E
I-295 NB - Basic b/w Laboratory Road SW Off-Ramp and On-Ramp	4262	97%	28	78	F	3980	100%	48	42	E
I-295 NB - Merge from Laboratory Road	4372	97%	29	77	F	4039	99%	41	45	F
I-295 NB - Basic b/w Laboratory Road and Chesapeake Street	4372	97%	29	77	F	4039	99%	41	50	F
I-295 NB - Merge from Chesapeake Street	4659	97%	36	64	F	4286	98%	42	51	F
I-295 NB - Diverge to Malcolm X Avenue and St. Elizabeths Avenue	4659	97%	43	54	F	4286	98%	47	47	F
I-295 NB - Basic b/w Malcolm X Avenue and St. Elizabeths Avenue Off-Ramp and S Capitol Street On-Ramp	3673	97%	34	62	F	3611	101%	48	37	E
I-295 NB - Merge from S Capitol Street	4465	95%	48	48	F	4466	96%	46	46	F
I-295 NB - Basic b/w S. Capitol Street On-Ramp and Malcolm X Avenue On-Ramp	4465	95%	36	66	F	4466	96%	48	47	F
I-295 NB - Merge from Malcolm X Avenue On-ramp	4828	95%	49	34	D	4910	96%	49	30	D
I-295 NB - Diverge to Suitland Parkway	4828	95%	48	33	D	4910	96%	48	30	D
I-295 NB - Basic b/w Suitland Parkway Off-Ramp and On-Ramp	3884	95%	47	29	D	4060	98%	49	28	D
I-295 NB - Weave b/w Howard Road On-Ramp and DC-295 NB Off-Ramp	5364	92%	39	42	E	5004	92%	49	26	C
I-695 NB - Weave b/w I-695 NB On-Ramp and 12th Street Off-Ramp	Not reported in 2012 EIS/TTR					5235	94%	49	27	C
DC 295 NB - Diverge to DC-295 NB and Martin Luther King Jr. Avenue SE	2763	100%	43	37	E	2002	92%	49	15	B
DC 295 NB - Basic b/w Martin Luther King Jr. Avenue SE Off-Ramp and On-Ramp	2028	92%	49	22	C	1271	98%	50	13	B
DC 295 NB - Merge from Martin Luther King Jr. Avenue SE On-Ramp	2490	91%	47	26	C	1698	94%	48	17	B
DC 295 NB - Weave b/w I-695 On-Ramp and Pennsylvania Avenue Off-Ramp	4328	95%	49	23	C	3598	98%	49	18	B
<b>Southbound</b>										
DC 295 SB - Weave b/w Pennsylvania Avenue On-Ramp and I-695 Off-Ramp	4427	100%	46	26	C	4658	99%	49	32	D
I-295 SB - Basic b/w I-695 Off-Ramp and Martin Luther King Jr. Avenue SE On-Ramp	1661	100%	49	18	B	1963	100%	49	20	C
I-295 SB - Weave b/w Martin Luther King Jr. Avenue SE On-ramp and Suitland Parkway Off-ramp	3462	100%	49	19	B	4370	99%	49	22	C
I-295 SB - Basic b/w Suitland Parkway On-Ramps and Off-Ramps	2384	100%	49	17	B	3129	105%	49	21	C
I-295 SB - Merge from Suitland Parkway EB On-Ramp	2793	99%	49	23	C	3499	102%	48	24	C
I-295 SB - Basic b/w Suitland Parkway EB On-Ramp and S Capitol Street Off-Ramp	2793	99%	49	20	C	3499	102%	49	24	C
I-295 SB - Diverge to S Capitol Street	Not reported in 2012 EIS/TTR					3499	102%	47	29	D



Segment Location	2035 No Action					2035 Action Baseline				
	Volume Served (vph)	Volume Served %	Speed (mph)	Density (pc/mi/ln)	LOS	Volume Served (vph)	Volume Served %	Speed (mph)	Density (pc/mi/ln)	LOS
I-295 SB - Diverge b/w S Capitol Street Off-Ramp and Malcolm X Avenue Off-Ramp	1946	99%	49	14	B	2345	105%	47	17	B
I-295 SB - Basic b/w Malcolm X Avenue Off-Ramp and On-Ramp	1571	98%	49	17	B	2298	124%	49	20	C
I-295 SB - Merge from Malcolm X Avenue On-Ramp	1615	99%	49	17	B	2067	110%	45	21	C
I-295 SB - Basic from Malcolm X Avenue On-Ramp	1615	99%	49	17	B	2067	110%	49	21	C
I-295 SB - Weave b/w Overlook Avenue Off-Ramp and On-Ramp	1737	99%	48	18	B	2298	109%	48	24	C
I-295 SB - Basic b/w Overlook Avenue Off-Ramp and Laboratory Road On-Ramp	1430	100%	49	15	B	2010	110%	49	21	C
I-295 SB - Merge from Laboratory Road On-Ramp and I-495	1647	100%	49	12	B	2253	109%	49	13	B
pc/mi/ln = passenger car per mile per lane vph = vehicles per hour										

Table 3-5: 2035 Baseline PM Peak Hour Freeway Operations

Segment Location	2035 No Action					2035 Action Baseline				
	Volume Served (vph)	Volume Served %	Speed (mph)	Density (pc/mi/ln)	LOS	Volume Served (vph)	Volume Served %	Speed (mph)	Density (pc/mi/ln)	LOS
<b>Northbound</b>										
I-295 NB - Diverge b/w I-495 and Laboratory Road	2082	100%	49	15	B	2182	98%	48	14	B
I-295 NB - Basic b/w Laboratory Road SW Off-Ramp and On-Ramp	1715	100%	49	18	B	1641	97%	49	17	B
I-295 NB - Merge from Laboratory Road	2074	100%	48	21	C	1975	96%	48	20	B
I-295 NB - Basic b/w Laboratory Road and Chesapeake Street	2074	100%	49	22	C	1975	96%	49	20	C
I-295 NB - Merge from Chesapeake Street	2174	100%	48	23	C	2206	96%	47	23	C
I-295 NB - Diverge to Malcolm X Avenue and St. Elizabeths Avenue	2174	100%	49	23	C	2206	96%	49	23	C
I-295 NB - Basic b/w Malcolm X Avenue and St. Elizabeths Avenue Off-Ramp and S Capitol Street On-Ramp	2079	100%	49	22	C	2070	96%	49	21	C
I-295 NB - Merge from S Capitol Street	2489	100%	49	26	C	2590	98%	49	25	C
I-295 NB - Basic b/w S. Capitol Street On-Ramp and Malcolm X Avenue On-Ramp	2489	100%	48	26	C	2590	98%	49	27	D
I-295 NB - Merge from Malcolm X Avenue On-ramp	3261	99%	49	23	C	3397	98%	49	25	C
I-295 NB - Diverge To Suitland Parkway	3261	99%	48	25	C	3397	98%	48	22	C
I-295 NB - Basic b/w Suitland Parkway Off-Ramp and On-Ramp	2437	98%	49	17	B	2598	99%	49	18	B
I-295 NB - Weave b/w Howard Road On-Ramp and DC-295 NB Off-Ramp	4142	94%	33	45	F	4321	100%	48	21	C
I-695 NB - Weave b/w I-695 NB On-Ramp and 12th Street Off-Ramp	Not reported in 2012 EIS/TTR					3753	98%	34	31	D
DC 295 NB - Diverge to DC-295 NB and Martin Luther King Jr. Avenue SE	2681	83%	12	126	F	2303	98%	45	21	C
DC 295 NB - Basic b/w Martin Luther King Jr. Avenue SE Off-Ramp and On-Ramp	1516	93%	49	16	B	1525	101%	49	15	B



**ST. ELIZABETHS WEST CAMPUS MASTER PLAN AMENDMENT 2  
SUPPLEMENTAL EIS TRANSPORTATION MANAGEMENT PROGRAM**

Segment Location	2035 No Action					2035 Action Baseline				
	Volume Served (vph)	Volume Served %	Speed (mph)	Density (pc/mi/ln)	LOS	Volume Served (vph)	Volume Served %	Speed (mph)	Density (pc/mi/ln)	LOS
DC 295 NB - Merge from Martin Luther King Jr. Avenue SE On-Ramp	1904	88%	48	19	B	1968	97%	48	20	C
DC 295 NB - Weave b/w I-695 On-Ramp and Pennsylvania Avenue Off-Ramp	4538	95%	49	24	C	4057	100%	49	21	C
<b>Southbound</b>										
DC 295 SB - Weave b/w Pennsylvania Avenue On-Ramp and I-695 Off-Ramp	5114	84%	14	106	F	4010	98%	40	44	F
I-295 SB - Basic b/w I-695 Off-Ramp and Martin Luther King Jr. Avenue SE On-Ramp	2414	84%	45	28	D	1473	98%	46	17	B
I-295 SB - Weave b/w Martin Luther King Jr. Avenue SE On-ramp and Suitland Parkway Off-Ramp	5675	91%	47	31	D	4926	97%	34	40	E
I-295 SB - Basic b/w Suitland Pkwy On-Ramps and Off-Ramps	3821	91%	49	27	D	2872	99%	49	19	C
I-295 SB - Merge from Suitland Parkway EB On-Ramp	4498	90%	48	33	D	3642	96%	49	27	C
I-295 SB - Basic b/w Suitland Parkway EB On-Ramp and S Capitol Street Off-Ramp	4498	90%	46	34	D	3642	96%	49	25	C
I-295 SB - Diverge to S Capitol Street	Not reported in 2012 EIS/TTR					3642	96%	49	30	D
I-295 SB - Diverge b/w S Capitol Street Off-Ramp and Malcolm X Avenue Off-Ramp	2637	90%	41	24	C	1968	100%	49	12	B
I-295 SB - Basic b/w Malcolm X Avenue Off-Ramp and On-Ramp	2523	89%	31	52	F	2454	134%	49	19	C
I-295 SB - Merge from Malcolm X Avenue On-Ramp	3004	88%	21	77	F	2436	99%	48	23	C
I-295 SB - Basic from Malcolm X Avenue On-Ramp	3004	88%	19	87	F	2436	99%	49	25	C
I-295 SB - Weave b/w Overlook Avenue Off-Ramp and On-Ramp	3765	88%	24	79	F	2454	70%	47	37	E
I-295 SB - Basic b/w Overlook Avenue Off-Ramp and Laboratory Road On-Ramp	3346	88%	20	87	F	3392	99%	48	35	E
I-295 SB - Merge from Laboratory Road On-Ramp and I-495	4598	91%	18	86	F	4905	99%	49	33	D





**Table 3-6: 2035 Baseline AM Peak Hour Arterial Operations**

Arterial Corridors	Direction	Segment Start/End Location	FFS (mph)	Class	2035 No Action			2035 Action Baseline		
					Average Travel Time (sec)	Average Speed (mph)	Arterial LOS	Average Travel Time (sec)	Average Speed (mph)	Arterial LOS
Martin Luther King Jr. Avenue SE	NB	From Xenia Street to O Street	28	IV	804	12	D	833	14	C
Martin Luther King Jr. Avenue SE	SB	From O Street to Xenia Street	28	IV	684	13	C	1067	11	D
Firth Sterling Avenue	NB	From Gate 4 to North of Howard Road	25	IV	150	10	D	230	7	E
Firth Sterling Avenue	SB	From Howard Road to Gate 4	25	IV	294	5	F	199	8	E
South Capitol Street	NB	From Halley Place to Frederick Douglass Memorial Bridge	35	III	606	14	D	368	26	B
South Capitol Street	SB	From Frederick Douglass Memorial Bridge to Halley Place	35	III	468	17	C	298	31	A
Suitland Parkway	EB	From South Capitol to Stanton Road	35	III	273	23	C	173	29	B
Suitland Parkway	WB	From Stanton Road to South Capitol Street	35	III	344	17	D	331	15	D

FFS = free flow speed  
 sec = seconds

**Table 3-7: 2035 Baseline PM Peak Hour Arterial Operations**

Arterial Corridors	Direction	Segment Start/End Location	FFS (mph)	Class	2035 No Action			2035 Action Baseline		
					Average Travel Time (sec)	Average Speed (mph)	Arterial LOS	Average Travel Time (sec)	Average Speed (mph)	Arterial LOS
Martin Luther King Jr. Avenue SE	NB	From Xenia Street to O Street	28	IV	2040	5	F	973	12	D
Martin Luther King Jr. Avenue SE	SB	From O Street to Xenia Street	28	IV	672	14	C	1050	11	D
Firth Sterling Avenue	NB	From Gate 4 to North of Howard Road	25	IV	222	7	E	205	8	E
Firth Sterling Avenue	SB	From Howard Road to Gate 4	25	IV	288	5	F	185	9	E
South Capitol Street	NB	From Halley Place to Frederick Douglass Memorial Bridge	35	III	348	24	B	356	27	B
South Capitol Street	SB	From Frederick Douglass Memorial Bridge to Halley Place	35	III	294	28	B	412	22	C
Suitland Parkway	EB	From South Capitol to Stanton Road	35	III	473	13	E	512	10	E
Suitland Parkway	WB	From Stanton Road to South Capitol Street	35	III	215	27	C	205	25	B

## 3.6 2035 Proposed Action Traffic Operations

The 2035 Action Baseline Alternative analysis results show that previously committed transportation improvement would still sufficiently support most of the transportation networks within the Study Area under Master Plan Amendment 2 in 2035. The impacts would be localized to traffic operations along Martin Luther King Jr. Avenue SE, especially on the segments and intersections between South Capitol Street and Suitland Parkway.

Section 5 of the TTR provides different improvement concepts at the Gate 1 intersection for impact mitigations under Master Plan Amendment 2. This section summarizes the results of those mitigations. Since the proposed improvements are limited to lane configuration changes at the Gate 1 intersection, the impacts are limited to the vicinity of Gate 1 and Martin Luther King Jr. Avenue SE corridor. For the rest of the Study Area, these improvement concepts would not significantly influence traffic operations.

### 3.6.1 Gate 1 Improvements

The comparisons analysis reviewed two aspects:

- Movement LOS (or delay) at the Gate 1 intersection;
- Operations at other intersections along the Martin Luther King Jr. Avenue SE to investigate any systematic impacts within the corridor

The comparisons on per-movement LOS at the Gate 1 intersection are on **Figure 3-11**. The comparison of the intersection operations along Martin Luther King Jr. Avenue SE are in **Table 3-8** and **Table 3-9** for AM and PM peak hours, respectively. Note that both tables show the intersections in the direction of north to south along Martin Luther King Jr. Avenue SE. All these analysis results compare the four different improvement options against the Action Baseline Alternative.

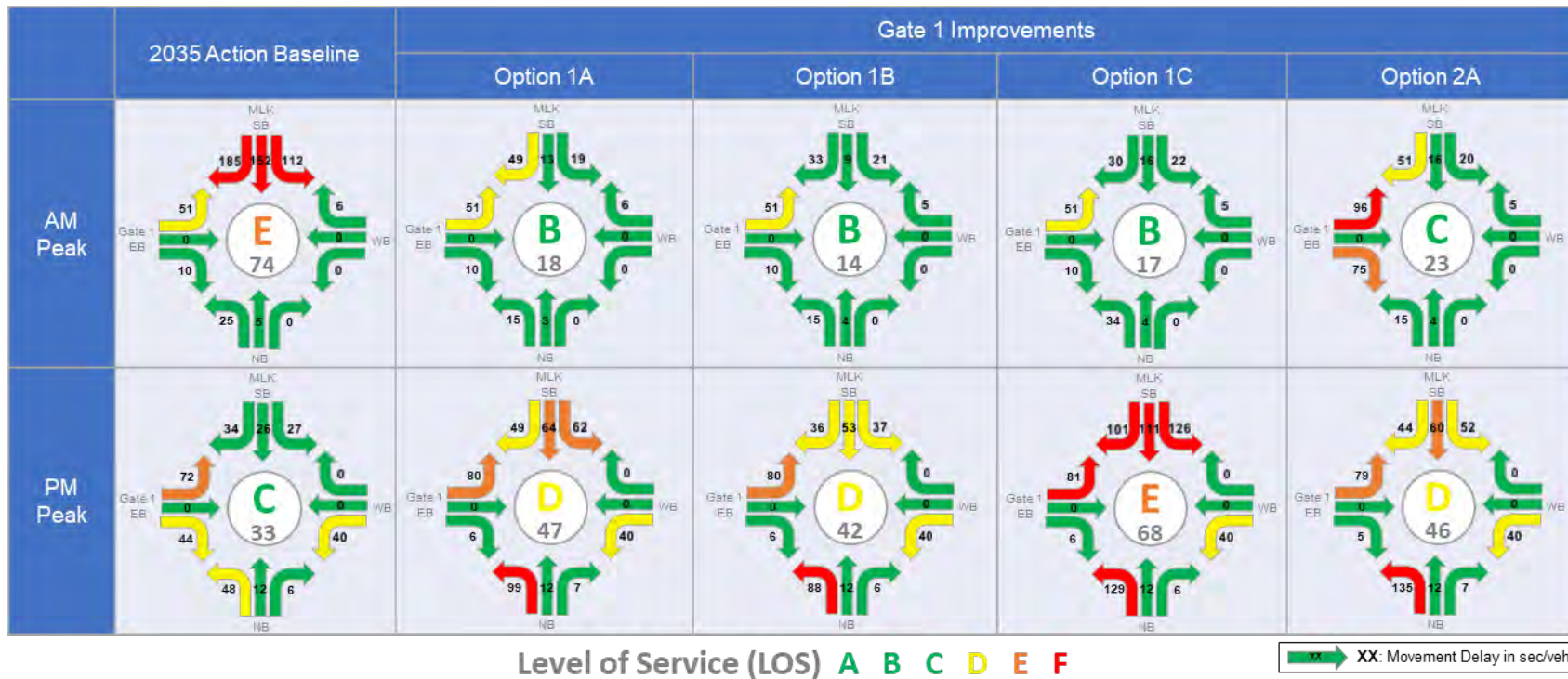


Figure 3-11: Comparison of Gate 1 Operations

Table 3-8: 2035 AM Peak Hour Intersection Operations on Martin Luther King Jr. Avenue SE

Int ID	Intersection Name	Traffic Control	2035 Action Baseline		Option 1A		Option 1B		Option 1C		Option 2A	
			Delay (sec/veh)	LOS	Delay (sec/veh)	LOS	Delay (sec/veh)	LOS	Delay (sec/veh)	LOS	Delay (sec/veh)	LOS
54	11th Street Bridge and I-295 SB On-Ramp	Signal	5	A	4	A	4	A	4	A	4	A
53	Martin Luther King Jr. Avenue SE/11th Street Bridge and I-295 NB Off-Ramp	Signal	45	D	43	D	44	D	45	D	44	D
1	Martin Luther King Jr. Avenue SE and Good Hope Road	Signal	39	D	38	D	39	D	39	D	39	D
3	Martin Luther King Jr. Avenue SE and W Street	Signal	8	A	8	A	8	A	8	A	8	A
4	Martin Luther King Jr. Avenue SE and Pleasant Street/Maple View Place	TWSC	14	B	14	B	15	C	14	B	15	C
6	Martin Luther King Jr. Avenue SE and Morris Road	Signal	50	D	51	D	51	D	46	D	50	D
7	Martin Luther King Jr. Avenue SE and Talbert Street	Signal	30	C	33	C	31	C	27	C	33	C
11	Martin Luther King Jr. Avenue SE and Howard Road/Sheridan Road	Signal	46	D	50	D	45	D	49	D	52	D
102	Martin Luther King Jr. Avenue SE and Suitland Parkway Diamond Interchange	Signal	57	E	56	E	57	E	55	E	53	D
17	Martin Luther King Jr. Avenue SE and Sumner Road/Stanton Road	Signal	49	D	44	D	45	D	43	D	43	D
19	Martin Luther King Jr. Avenue SE and West Campus Gate 1	Signal	74	E	18	B	14	B	17	B	23	C
20	Martin Luther King Jr. Avenue SE and West Campus Gate 2/Redwood Drive	Signal	16	B	16	B	16	B	16	B	15	B
106	Martin Luther King Jr. Avenue SE and Elm Street	Signal	21	C	21	C	22	C	21	C	22	C
107	Martin Luther King Jr. Avenue SE and Pecan Street	Signal	13	B	13	B	13	B	13	B	13	B
47	Martin Luther King Jr. Avenue SE and Cypress Street	Signal	11	B	11	B	12	B	11	B	12	B
21	Martin Luther King Jr. Avenue SE and Lebaum Street	TWSC	53	F	52	F	49	E	62	F	56	F
27	Martin Luther King Jr. Avenue SE and Malcolm X Avenue	Signal	61	E	61	E	63	E	62	E	62	E
28	Martin Luther King Jr. Avenue SE and Raleigh Place	Signal	33	C	40	D	40	D	41	D	36	D
29	Martin Luther King Jr. Avenue SE and Alabama Avenue	Signal	36	D	41	D	45	D	44	D	38	D
41	Martin Luther King Jr. Avenue SE/South Capitol Street/Halley Place	Signal	120	F	121	F	120	F	120	F	121	F



Table 3-9: 2035 PM Peak Hour Intersection Operations on Martin Luther King Jr. Avenue SE

Int ID	Intersection Name	Traffic Control	2035 Action Baseline		Option 1A		Option 1B		Option 1C		Option 2A	
			Delay (sec/veh)	LOS	Delay (sec/veh)	LOS	Delay (sec/veh)	LOS	Delay (sec/veh)	LOS	Delay (sec/veh)	LOS
54	11th Street Bridge and I-295 SB On-Ramp	Signal	9	A	9	A	10	A	9	A	10	A
53	Martin Luther King Jr. Avenue SE/11th Street Bridge and I-295 NB Off-Ramp	Signal	62	E	62	E	63	E	61	E	63	E
1	Martin Luther King Jr. Avenue SE and Good Hope Road	Signal	67	E	71	E	65	E	73	E	76	E
3	Martin Luther King Jr. Avenue SE and W Street	Signal	28	C	31	C	28	C	30	C	31	C
4	Martin Luther King Jr. Avenue SE and Pleasant Street/Maple View Place	TWSC	49	E	36	E	49	E	45	E	43	E
6	Martin Luther King Jr. Avenue SE and Morris Road	Signal	32	C	32	C	32	C	31	C	32	C
7	Martin Luther King Jr. Avenue SE and Talbert Street	Signal	24	C	24	C	24	C	24	C	24	C
11	Martin Luther King Jr. Avenue SE and Howard Road/Sheridan Road	Signal	55	D	56	E	55	E	54	D	56	E
102	Martin Luther King Jr. Avenue SE and Suitland Parkway Diamond Interchange	Signal	35	C	34	C	35	C	35	D	35	C
17	Martin Luther King Jr. Avenue SE and Sumner Road/Stanton Road	Signal	38	D	39	D	39	D	42	D	39	D
19	Martin Luther King Jr. Avenue SE and West Campus Gate 1	Signal	33	C	47	D	42	D	68	E	46	D
20	Martin Luther King Jr. Avenue SE and West Campus Gate 2/ Redwood Drive	Signal	15	B	16	B	16	B	17	B	16	B
106	Martin Luther King Jr. Avenue SE and Elm Street	Signal	15	B	16	B	16	B	16	B	16	B
107	Martin Luther King Jr. Avenue SE and Pecan Street	Signal	16	B	18	B	17	B	22	C	18	B
47	Martin Luther King Jr. Avenue SE and Cypress Street	Signal	15	B	13	B	12	B	13	B	13	B
21	Martin Luther King Jr. Avenue SE and Lebaum Street	TWSC	25	C	26	D	22	C	25	C	21	C
27	Martin Luther King Jr. Avenue SE and Malcolm X Avenue	Signal	56	E	48	D	49	D	52	D	48	D
28	Martin Luther King Jr. Avenue SE and Raleigh Place	Signal	11	B	11	B	11	B	12	B	12	B
29	Martin Luther King Jr. Avenue SE and Alabama Avenue	Signal	16	B	16	B	16	B	16	B	16	B
41	Martin Luther King Jr. Avenue SE/South Capitol Street/Halley Place	Signal	58	E	57	E	56	E	60	E	58	E

### 3.6.2 Bicycle Lanes on Martin Luther King Jr. Avenue

As discussed in the **Section 5** of the TTR, incorporating dedicated bicycle lanes on Martin Luther King Jr. Avenue SE between Malcolm X Avenue and Gate 1 is currently under consideration. The section discusses analysis results of the proposed bicycle lanes impacts to traffic operations.

**Table 3-10** and **Table 3-11** present the intersection operations results along Martin Luther King Jr. Avenue SE during AM and PM peak hours. In this analysis, the proposed bicycle lane system along Martin Luther King Jr. Avenue SE was integrated with each Gate 1 improvement option to identify the overall impacts.

Overall, the impacts of expanding the existing bicycle lanes along Martin Luther King Jr. Avenue SE up to Gate 1 appear insignificant across the four Gate 1 improvement options during both AM and PM peak hours.

Within Martin Luther King Jr. Avenue SE corridor, the AM peak hour traffic travels northbound toward the West Campus Gate 1. The outbound traffic travels in reverse during PM peak hour. Given such peak-hour trip patterns, in the morning hours, additional bicycle traffic passing through the intersections triggers extra delays at the upstream of AM peak traffic stream, especially at the intersection that is already saturated at capacity.

In the AM peak hour result, the reductions in delay at Gate 1 intersection shown in all four improvement options were statistically insignificant at 95th percentile confidence interval.

In the PM peak hour, the Gate 1 intersection shows slight increases in delay, compared to each of the without-bicycle lane options. Impacts on the other intersections along the Martin Luther King Jr. Avenue SE were marginal during PM peak hour.



**Table 3-10: 2035 AM Peak Hour Intersection Operations on Martin Luther King Jr. Avenue SE**

Int ID	Intersection Name	Traffic Control	2035 Action Baseline		Option 1A & Bicycle Lanes		Option 1B & Bicycle Lanes		Option 1C & Bicycle Lanes		Option 2A & Bicycle Lanes	
			Delay (sec/veh)	LOS	Delay (sec/veh)	LOS	Delay (sec/veh)	LOS	Delay (sec/veh)	LOS	Delay (sec/veh)	LOS
54	11th Street Bridge and I-295 SB On-Ramp	Signal	5	A	4	A	4	A	4	A	4	A
53	Martin Luther King Jr. Avenue SE/11th Street Bridge and I-295 NB Off-Ramp	Signal	45	D	38	D	39	D	38	D	37	D
1	Martin Luther King Jr. Avenue SE and Good Hope Road	Signal	39	D	37	D	38	D	38	D	36	D
3	Martin Luther King Jr. Avenue SE and W Street	Signal	8	A	8	A	8	A	8	A	8	A
4	Martin Luther King Jr. Avenue SE and Pleasant Street/Maple View Place	TWSC	14	B	19	C	14	B	14	B	14	B
6	Martin Luther King Jr. Avenue SE and Morris Road	Signal	50	D	60	E	52	D	47	D	47	D
7	Martin Luther King Jr. Avenue SE and Talbert Street	Signal	30	C	44	D	34	C	26	C	26	C
11	Martin Luther King Jr. Avenue SE and Howard Road/Sheridan Road	Signal	46	D	66	E	53	D	43	D	40	D
102	Martin Luther King Jr. Avenue SE and Suitland Parkway Diamond Interchange	Signal	57	E	53	D	53	D	50	D	49	D
17	Martin Luther King Jr. Avenue SE and Sumner Road/Stanton Road	Signal	49	D	43	D	41	D	41	D	38	D
19	Martin Luther King Jr. Avenue SE and West Campus Gate 1	Signal	74	E	18	B	12	B	17	B	22	C
20	Martin Luther King Jr. Avenue SE and West Campus Gate 2/Redwood Drive	Signal	16	B	14	B	14	B	14	B	14	B
106	Martin Luther King Jr. Avenue SE and Elm Street	Signal	21	C	19	B	19	B	19	B	19	B
107	Martin Luther King Jr. Avenue SE and Pecan Street	Signal	13	B	12	B	11	B	12	B	11	B
47	Martin Luther King Jr. Avenue SE and Cypress Street	Signal	11	B	10	B	10	B	10	B	12	B
21	Martin Luther King Jr. Avenue SE and Lebaum Street	TWSC	53	F	54	F	59	F	58	F	53	F
27	Martin Luther King Jr. Avenue SE and Malcolm X Avenue	Signal	61	E	55	E	56	E	56	E	59	E
28	Martin Luther King Jr. Avenue SE and Raleigh Place	Signal	33	C	34	C	45	D	40	D	40	D
29	Martin Luther King Jr. Avenue SE and Alabama Avenue	Signal	36	D	35	D	52	D	44	D	47	D
41	Martin Luther King Jr. Avenue SE/South Capitol Street/Halley Place	Signal	120	F	109	F	109	F	109	F	109	F



**Table 3-11: 2035 PM Peak Hour Intersection Operations on Martin Luther King Jr. Avenue**

Int ID	Intersection Name	Traffic Control	2035 Action Baseline		Option 1A & Bicycle Lanes		Option 1B & Bicycle Lanes		Option 1C & Bicycle Lanes		Option 2A & Bicycle Lanes	
			Delay (sec/veh)	LOS	Delay (sec/veh)	LOS	Delay (sec/veh)	LOS	Delay (sec/veh)	LOS	Delay (sec/veh)	LOS
54	11th Street Bridge and I-295 SB On-Ramp	Signal	9	A	8	A	9	A	8	A	8	A
53	Martin Luther King Jr. Avenue SE/11th Street Bridge and I-295 NB Off-Ramp	Signal	62	E	55	E	54	D	53	D	54	D
1	Martin Luther King Jr. Avenue SE and Good Hope Road	Signal	67	E	67	E	72	E	77	E	73	E
3	Martin Luther King Jr. Avenue SE and W Street	Signal	28	C	29	C	30	C	31	C	31	C
4	Martin Luther King Jr. Avenue SE and Pleasant Street/Maple View Place	TWSC	49	E	44	E	45	E	43	E	42	E
6	Martin Luther King Jr. Avenue SE and Morris Road	Signal	32	C	32	C	31	C	32	C	32	C
7	Martin Luther King Jr. Avenue SE and Talbert Street	Signal	24	C	24	C	24	C	23	C	23	C
11	Martin Luther King Jr. Avenue SE and Howard Road/Sheridan Road	Signal	55	D	55	D	55	D	54	D	55	D
102	Martin Luther King Jr. Avenue SE and Suitland Parkway Diamond Interchange	Signal	35	C	30	C	30	C	30	C	30	C
17	Martin Luther King Jr. Avenue SE and Sumner Road/Stanton Road	Signal	38	D	39	D	40	D	38	D	39	D
19	Martin Luther King Jr. Avenue SE and West Campus Gate 1	Signal	33	C	49	D	45	D	49	D	45	D
20	Martin Luther King Jr. Avenue SE and West Campus Gate 2/Redwood Drive	Signal	15	B	16	B	16	B	16	B	16	B
106	Martin Luther King Jr. Avenue SE and Elm Street	Signal	15	B	14	B	14	B	14	B	14	B
107	Martin Luther King Jr. Avenue SE and Pecan Street	Signal	16	B	16	B	16	B	16	B	15	B
47	Martin Luther King Jr. Avenue SE and Cypress Street	Signal	15	B	11	B	11	B	11	B	11	B
21	Martin Luther King Jr. Avenue SE and Lebaum Street	TWSC	25	C	21	C	23	C	21	C	23	C
27	Martin Luther King Jr. Avenue SE and Malcolm X Avenue	Signal	56	E	48	D	46	D	48	D	48	D
28	Martin Luther King Jr. Avenue SE and Raleigh Place	Signal	11	B	10	B	11	B	10	A	11	B
29	Martin Luther King Jr. Avenue SE and Alabama Avenue	Signal	16	B	14	B	14	B	14	B	14	B
41	Martin Luther King Jr. Avenue SE/South Capitol Street/Halley Place	Signal	58	E	48	D	48	D	49	D	49	D



## 4 PROPOSED TRANSPORTATION DEMAND MANAGEMENT PLAN

### 4.1 Background

The 2012 TMP report includes the details about the program initiation. For Master Plan Amendment 2, the TMP process will continue to be refined and re-evaluated. Sections 2 and 3 of this document present the existing conditions, proposed Master Plan Amendment 2 (to relocate and consolidate DHS Headquarters to the St. Elizabeths campus), and then describe and evaluate the existing and proposed conditions in the project area surrounding the campus. This section presents the proposed TDM Plan and Section 5 presents the TMP Performance Evaluation and Monitoring Plan by which the success of the implementation of TDM strategies will be measured and facilitate continuous improvement in the TMP process.

To meet the parking ratios prescribed by NCPC for the campus redevelopment and to minimize the impacts on the transportation network resulting from the influx of employment as a result of DHS consolidation at the campus, DHS will continue to employ various TDM measures to reduce auto trips. The proposed measures will expand and strengthen the existing programs offered by the GSA and the District. These measures can stand alone, but they make a more significant impact when used together to create a package of options for DHS employees.

### 4.2 Roles and Responsibilities

#### 4.2.1 Employee Transportation Coordinator

The TMP process is a coordination effort that includes numerous Federal agencies and neighboring installations. An Employee Transportation Coordinator (ETC) is a critical component in coordinating the efforts in developing and implementing the strategies included in this TDM.

The ETC provides general oversight of the TMP, implementing and updating the TMP as-needed and for providing adequate agency support. The position has been filled in an interim basis during the phased relocation of employees to the site. Once full occupation and employee relocation has been achieved this will be transitioned to a permanent position and staffing assignment reevaluated.

The ETC position focuses only on the and implementation of the TDM Plan. Using this TMP, the ETC will continue to work to select and update TDM strategies to achieve the program goals. With an essential role in the initiation, selection, and implementation of TDM strategies as the program develops, the ETC bears the responsibility guiding and evaluating the Program with a focus geared at changing worksite-related travel behavior and making sure the needs of individual employees are satisfied throughout the process.

#### 4.2.2 Department of Homeland Security

The DHS bears the responsibility of empowering the ETC with the means to evaluate, monitor, and update the provisions in this document. Per NCPC requirements, this includes allocating funding in the agency budget to provide the ETC with the means to conduct employee surveys, hold informational meetings/fairs for employees, design and distribute marketing materials, and

participate actively in local regional and national continuing education and training efforts to foster professional development opportunities in TDM.

### 4.3 Goals and Objectives

In compliance with NCPC requirements regarding the development of the West Campus, GSA and DHS established the following goals:

- Comply with NCPC master planning requirements and other government mandates.
- Reduce the impact of trips generated by the DHS Headquarters consolidation on the local and regional network.
- Encourage and increase usage of other modes of travel including mass transit and active forms of transportation such as walking and biking.
- Promote the health and well-being of DHS employees through strategies targeted at providing the services employees need to encourage compliance with the TMP provisions, reduce tardiness and absenteeism, maintain a quality work-life balance, and assist in both the relocation transition and long-term transportation needs of the individual employees.

Program objectives differ from goals in that they describe, through specific criteria, the desired outcome or result of the successful implementation of the provisions in the TMP. Program objectives should be defined so that they can be measured through some criteria, be assigned to a responsible party, and be implemented within a succinct timeframe to allow measurement of relative compliance with program objective. If carefully defined, the program objectives will lay the foundation for the evaluation and monitoring phase of the TMP. To meet the goals of the TMP, the goals were expanded to include the following objectives:

- Comply with NCPC parking requirements to achieve a 1:4 parking ratio for standard employees and 1:3 for 24-hour shift employees.
- Minimize the number of auto trips, especially single-occupant trips.
- Maximize the use of mass transit through the nearby Anacostia and Congress Heights Metrorail Stations.
- Encourage carpooling/vanpooling when auto trips cannot be avoided.
- Increase use of active modes of transportation, including biking and walking.

### 4.4 Parking Management

As part of early coordination efforts for the Master Planning document and the development of this TMP, GSA and DHS committed to developing a TMP in which the primary element would be not only to meet NCPC parking ratios but also to encourage the use of alternative modes of transportation to and from the Campus to minimize parking in the surrounding communities.

The DHS Headquarters consolidation to the St. Elizabeths campus will be required to comply with a 1:4 parking ratio for the 13,750 standard employees and a 1:3 parking ratio for the

750 24-hour shift employees. **Table 4-1** summarizes the process by which these requirements were translated into total number of parking spaces in the West Campus.

DHS has committed to developing a program in which a comprehensive range of strategies will be implemented to promote the use of transit and alternative (nonvehicular) modes of transportation, such as biking and walking with a major emphasis on minimizing the demand for the available parking. Mode-share goals will be used as the primary basis of measurement for the success of the TMP TDM strategies.

DHS elected to define mode-share goals to be used as target performance measures for all modes of travel to and from the campus to meet the performance objectives of minimizing SOV auto trips, maximizing use of transit services, promoting use of active transportation (biking and walking) whenever feasible, and encouraging use of carpool/vanpool when auto trips are necessary. These mode-share goals are consistent with the previous TMP efforts for St. Elizabeths campus.

**Table 4-1: West Campus Parking Allocation**

DHS			GSA/ Support			Total (DHS + GSA)
Type	Employees	Parking Spaces	Type	Employees	Parking Spaces	Parking Spaces
Traditional shift (1:4 parking)	13,750	3,438	Traditional shift (1:5 parking)	400	75	3,513
24/7 shift (1:3 parking)	750	250	24/7 shift (1:3 parking)	0	0	250
<i>Sub-Total</i>	<i>14,500</i>	<i>3,438</i>	<i>Sub-Total</i>	<i>400</i>	<i>75</i>	<i>3,763</i>
<i>Parking Ratio</i>		<i>3.93</i>	<i>Parking Ratio</i>		<i>5.33</i>	
DHS Visitors	n/a	500	GSA Visitors	n/a	25	525
DHS Government Vehicles	n/a	150	GSA Government Vehicles	n/a	10	160
<b>Total Parking Spaces</b>		<b>4,338</b>	<b>Total Parking Spaces</b>		<b>110</b>	<b>4,448</b>

## 4.5 Employee Travel Characteristics

### 4.5.1 Commuter Surveys

To establish mode-share goals, an understanding of DHS employees’ current and expected travel patterns was necessary to determine existing and anticipated travel modes, first to determine employee preferences, and second to inform the selection of realistic changes to employee travel patterns. This required that DHS perform a detailed commuter survey for the employees expected to relocate to the St. Elizabeths campus.

As part of the 2012 effort, email questionnaires were administered to DHS employees in October 2005 and April 2007. Employees provided survey information with the knowledge that DHS intended to consolidate employees to one central facility within the District, metropolitan area. As part of the surveys, employees were asked to respond to questions regarding a series of typical workdays. The survey collected such information as:

- Departure time
- Shift schedule
- Agency/office of employment and location
- Current modes of travel to and from work
- Current length, time of travel, and number of transfers during travel to work
- Expected mode of travel to and from work after consolidation
- Expected length, time of travel, and transfers during travel to work after consolidation
- Factors that would encourage ridesharing, teleworking, biking, walking, or use of public transportation in the future

Information also was collected to determine the number of employees who would expect to change place of residence as a result of the proposed consolidation.

**Table 4-2** summarizes the results of the travel mode survey. As part of the development of the current TMP, GSA coordinated with NCPC and it was acceptable to use the limited employee data approach in-lieu of an extensive employee commute survey. The employee zip code information is the most valuable data for this analysis along with the employee transit benefit and telework data provided by DHS.

**Table 4-2: DHS Commuter Travel Mode Characteristics**

Travel Mode	Existing (%)			Expected (%)			
	Oct. 2005	April 2007	DHS	Oct. 2005	April 2007	DHS	
Telecommute	5	2	3	3	1	2	
Drove alone	33	30	31	35	37	36	
Motorcycle	1	0	0	1	0	0	
Dropped off	1	2	2	1	1	1	
Carpool with non-DHS	6	3	4	5	2	3	
Carpool with DHS	11	4	6	12	4	6	
Vanpool	7	1	3	8	2	4	
Express bus	2	4	3	3	2	2	
Metrobus	1	1	1	1	1	1	
Walk	0	1	1	0	0	0	
Bicycle	1	1	1	1	0	0	
Metrorail (walk from station to work)	4	30	23	2	8	6	
Metrorail							
To	Agency shuttle	0	3	2	15	18	17
	Metrobus	13	3	6	2	2	2
	Anacostia Streetcar <sup>a</sup>	—	—	—	1	4	3
Commuter rail							
To	Agency shuttle	0	1	1	5	4	4
	Metrorail (walk from station to work)	2	5	4	0	1	1
	Metrobus	4	1	2	0	0	0
	Anacostia Streetcar <sup>a</sup>	0	—	0	1	2	2



Travel Mode		Existing (%)			Expected (%)		
		Oct. 2005	April 2007	DHS	Oct. 2005	April 2007	DHS
To	Agency shuttle	0	1	1	5	4	4
	Metrorail (walk from station to work)	2	5	4	0	1	1
	Metrobus	4	1	2	0	0	0
	Anacostia Streetcar <sup>a</sup>	0	—	0	1	2	2
Other		2	8	6	1	2	2
Did not work		7	0	2	0	0	0
Do not know		0	0	0	3	9	7
<b>Total</b>		<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>

<sup>a</sup> The Anacostia Streetcar was included as a potential mode choice when the employees were initially surveyed regarding the potential relocation. While the survey reflects this as a potential mode, the mode-share goals consider that the streetcar will not be a viable alternative for employees since it has not been constructed yet. Consequently, no mode-share goal for arrival to the campus by streetcar has been established.

#### 4.5.2 Commuting Travel Patterns

An understanding of DHS employees’ current commuting patterns is important in determining anticipated travel modes to St. Elizabeths and a successful consolidated TMP. The peak hours of local traffic near the West Campus are: 7:15–8:15 AM and 4:30–5:30 PM. Currently, the peak hourly arrival rates and departure rates of DHS employees generally do not coincide with the peak hours of the local roadway system. The existing traffic counts indicated that roughly 36 percent of the employees arrived to work during the AM peak hour and 29 percent departed during the PM peak hour.

#### 4.5.3 Origin – Destination Trip Distribution

The plan for the St. Elizabeths Campus consolidation and relocation is based on targets for travel by different modes and limitations on onsite parking and vehicle access at different gates. Understanding the existing origin-destination trip distribution will help in making assumptions on employee arrivals by a certain route and a specific designated mode during peak periods. The process involved identifying origins of work trips destined for the campus and is based on determining home location and other information related to employee travel to and from work. To achieve this, a combination of the 2007 DHS Employee Travel Survey, 2019 DHS aggregated employee residence information, and MWCOCG travel forecasting model was used to develop a zip-code-level trip table of campus-bound trips. This trip table was further refined to represent these trips at the traffic analysis zone level for use with the regional transportation model.

**Figure 4-1** illustrates the existing residential distribution of the DHS employees based on 2019 aggregated information provided by DHS. **Figure 4-2** presents the home-based work trip distribution of employees currently reporting to the West Campus across various jurisdictions within the MWCOCG region.

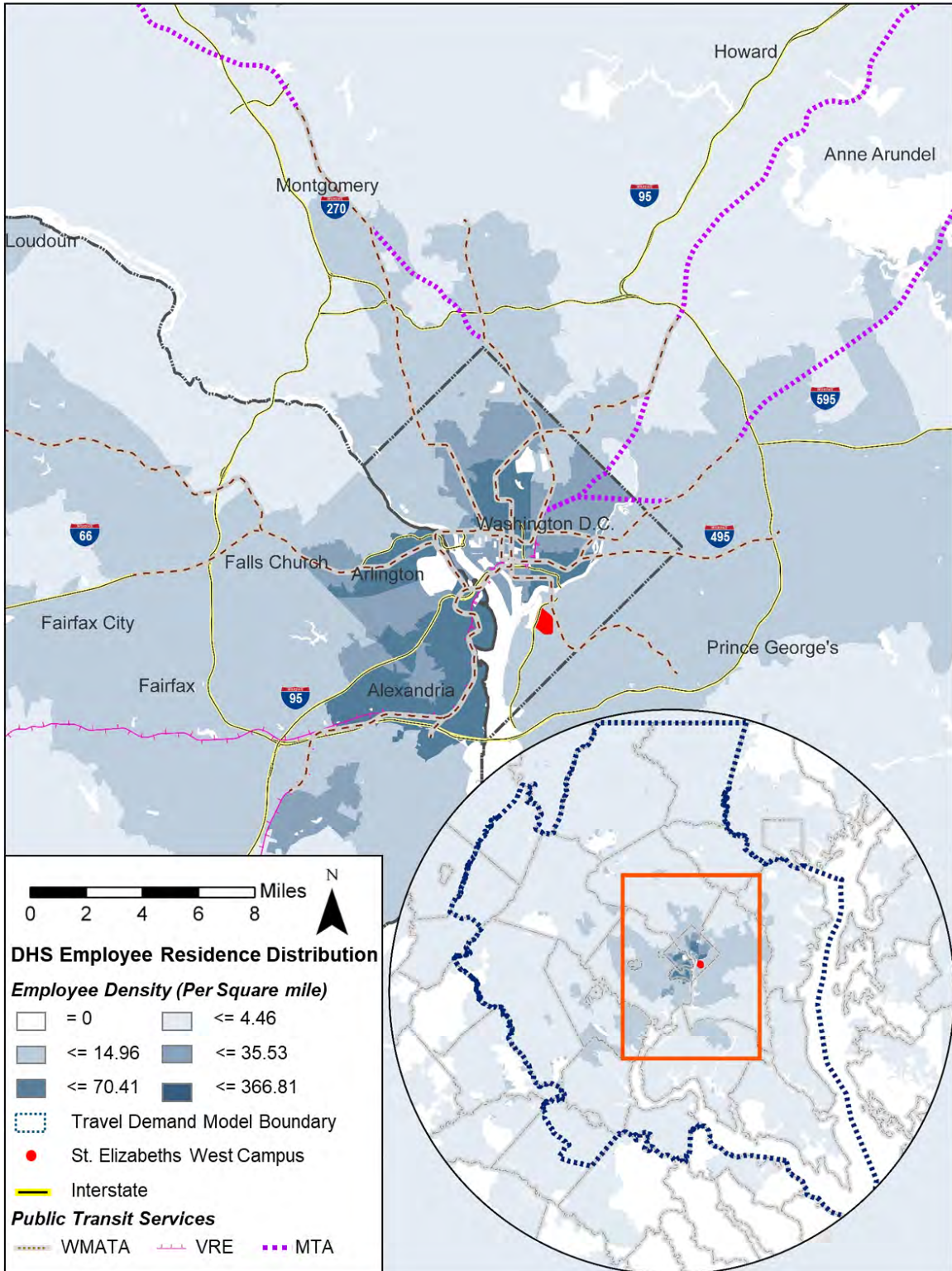


Figure 4-1: DHS Employee Residence Distribution

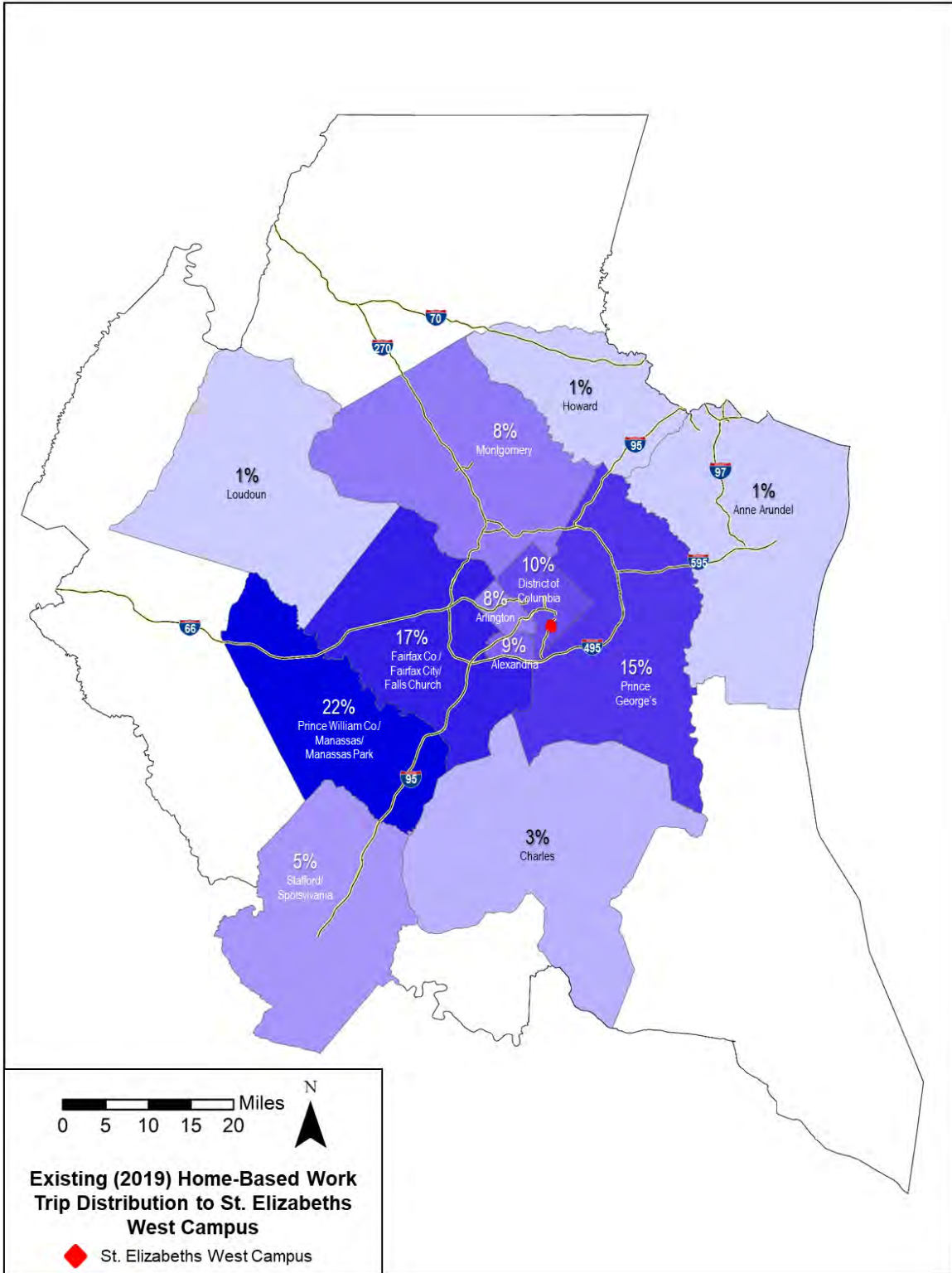


Figure 4-2: Existing (2019) Home-Based Work Trip Distribution to West Campus

## 4.6 Developing a Transportation Management Program

A key element of the TMP is to recommend and implement TDM strategies that effectively allow DHS to meet the planned employee parking ratios. Target mode-share goals are critical not only to allow the development to meet the required parking ratios but also to inform the evaluation of the impact of the consolidation to West Campus on the transportation network.

Through a prescription of appropriate target mode-share goals geared at meeting the program objectives, the increase in transportation demand on the local roadways could be estimated and analysis was performed to determine the effects of that increase and thereby identifying complementary transportation projects. **Table 4-3** summarizes the travel mode-share goals developed by DHS to reach the NCPC parking ratios for the 2035 Full Buildout conditions.

**Table 4-3: Proposed Employee Mode Share (Percent)**

Mode	2035 Full Buildout
SOV	15
Carpool with non-DHS (arrive SOV)	4
Carpool/vanpool (HOV)	18
Drop off/kiss-and-ride	1
Commuter/express bus	8
Shuttles	30
Metrobus	6
Walk	5
Bike/Scooter	1
Motorcycle	1
Work from home/telework	9
Did not work (vacation/sick)	2
<b>Total</b>	<b>100</b>

For the 2035 Full Buildout condition to meet the NCPC parking ratio guidelines, the approach was first to both increase the total carpool and vanpool target and to reduce the total SOV. The specific approach included reviewing the employee data and using the higher of the reported existing or expected mode share value as the minimum target for any non-auto mode and then from there, increasing target mode shares for any mode promoting non-auto transportation with an emphasis on transit. The approach for various mode shares was as follows:

- **SOV and carpool with non-DHS**—mode shares involving arrival via SOV and using the parking facilities were set to the mode shares planned for full build conditions, thereby forcing the single vehicle modes to remain constant, whether during transition or for full build conditions.



- **Carpool/vanpool**—mode shares were set to those planned for full build conditions, thereby forcing the single vehicle modes to remain constant, whether during transition or for full build conditions.
- **Express bus**—mode shares were not established for the transition to reflect the possibility that this service may not be established until full occupancy.
- **Metrobus**—mode shares were set at target build levels, given that Metrobus service to the site will exist at the time of occupancy regardless of phase.
- **Drop-off, bicycle, motorcycle, and telework**—mode shares for these other less utilized travel modes were held to the reported minimum expected levels.
- **Shuttles**—the remainder of employees assumed to travel to the campus by transit to access the proposed shuttle system from either of the two nearby Metrorail Stations, L’Enfant Plaza, and other regional transportation centers. During the first phase of occupancy, until the access road is completely built, shuttles will be routed from Anacostia Metrorail Station and L’Enfant Plaza only.

DHS will continuously monitor the mode-share goals and adjust to meet the Full Buildout mode-share goals as additional transportation options are developed. Periodic employee surveys will be performed at each phase of occupation. These interim surveys will be used to gauge the effectiveness of the implemented transportation demand strategies, identify current mode share distribution, and assess the potential impact on the community and surrounding transportation network if there is deviation from the target mode-share goals.

At no time will it be acceptable for the total number of employees parking at or in the vicinity of the site to exceed the equivalent parking allocation for the number of employees at the site when applying the NCPC parking ratios. Access to employee and visitor parking throughout all phases will be controlled via gate access to facilitate the regulation of use of parking facilities, maintain proportional agency parking allocation, and to prevent employees from using visitor spaces.

While employees, visitors, and potential construction parking may be accommodated in the campus to full occupation, parking for DHS employees through all phases of occupation will be restricted to the 1:4 ratio and all excess parking spaces will be blocked off to prevent use above this prescribed ratio.

Meeting the target mode-share goals will require a significant reduction of the current and expected numbers of SOVs. The mode-share goals and employee expectations were used to inform the selection of travel demand strategies. They are among the means by which the TMP can be evaluated for effectiveness and success. There are numerous strategies, tactics, and services that an agency can use for the purposes of TDM. Most successful transportation management programs draw from existing programs and services and establish new strategies, policies, and programs for implementation.

#### 4.6.1 Local and Regional Transportation Demand Management Services and Programs

Using existing regional and local efforts can minimize unnecessary expenditure of funding and resources on creating new programs for services already in place and where these programs are



appropriate should be part of the mix of TDM strategies from which the TMP program is built. The following are examples of the types of programs and services in place and used by other Federal agencies throughout the NCR and greater metropolitan District area:

- **Commuter Choice Program**—Tax-free benefits provided to employees to encourage them to commute to work other than by driving alone. DHS participates in and manages a Federal transit subsidy for its employees under this program.
- **Federal Teleworking Program**—Managed by the GSA, several telework centers have been established in the greater District area that offer employees the opportunity to work closer to home. Eligible Federal employees are presently encouraged to telework at least 1 day a week.
- **Commuter Connections**—A regional carpool and vanpool matching program that offers a guaranteed ride home in cases of emergency and unexpected overtime.
- **Car Sharing**—Several car sharing vendors operate services throughout the National Capital Region. Car sharing allows individuals to use cars for a short amount of time and drivers pay only for what they use.
- **Capital Bikeshare Program**—Capital Bikeshare provides access to 4,300 bicycles at 500+ stations across seven jurisdictions in the metro district area. Members can obtain bikes from any station near their points of origin and return them to any station near their destination.

GSA and DHS, in an effort to decrease the number of employees driving to the West Campus, are currently evaluating regional transit service options that will serve the West Campus from not only campus-adjacent Metrorail stations, but various other transportation nodes across the National Capital Region (NCR). Appendix A of this document presents a summary of the efforts to identify new shuttle services to the Campus.

#### 4.6.2 Anacostia and Congress Heights Metrorail Station Access

WMATA has stated that they will not be able to permit incorporation of non-Metrobus operations at either station without further infrastructure improvements. Under Full Buildout conditions, the capacity of both the Anacostia and Congress Heights Metrorail Stations may be strained during the primary time periods that DHS employees will be arriving and departing from work.

Compliance with the NCPC parking ratios is critically dependent on shuttle services between the existing Metrorail services and the Campus. It is anticipated that at Full Buildout, a minimum of 30 percent of employees (3,840) will require access to these services. DHS will continue to coordinate with WMATA to address long-term plans for access to St. Elizabeths from the Metrorail and the proposed DHS shuttles.

#### 4.6.3 DHS Metrorail Shuttle Operations

One of the objectives of this transportation operations analysis was to develop a basic operations plan for the DHS Shuttle system that will provide access between employee entrance

gates and Metrorail stations. As mentioned previously, about 4,000 employees (DHS and other GSA/Support employees) are expected to arrive via Metrorail from the two Metrorail stations.

WMATA currently operates the A4/W5 line with service every 10 minutes during the peak periods between Anacostia Metrorail Station and Gate 4.

The following assumptions were applied to determine shuttle demand for the development of the Shuttle Operations Plans described later in this section:

- Shuttle users will arrive on the Metrorail Green Line (Anacostia and Congress Metrorail Stations are on the Green Line) and will include passengers who transfer from other Metrorail lines and other local and commuter bus systems.
- Metrorail users make up 30 percent of the campus population (4,000 employees). About half of these employees will arrive in the peak hour (2,000 employees).
- Shuttle service to Gate 4 will be provided from both the Anacostia and Congress Heights Metrorail Stations. Shuttle service to Gate 1 will be provided from the Congress Heights Metrorail Station only.
- Employees will choose a destination gate based on their location within the campus, the walking distance at the end of their shuttle trip, and the most convenient Metrorail station.
- It is estimated that two-thirds of the employees destined to Gate 4 will arrive via the Anacostia Metrorail Station. One-third will arrive via the Congress Heights Metrorail Station.
- Shuttle frequency should accommodate Metrorail frequency during the peak periods, taking into consideration the potential for passengers to arrive from both directions on Metrorail and walk times from rail platforms to shuttle stops.
- Shuttle bus capacity is 42 persons (seated). Average occupancy will be 40 persons. As such, DHS will explore the practicality of utilizing shuttles larger than 42 seats.

#### 4.6.3.1 Proposed Shuttle Routes

Three shuttle routes are proposed to accommodate employees commuting by way of the Metrorail stations:

- Route #1: Congress Heights Metrorail Station to Gate 4 via Malcolm X Avenue and St. Elizabeths Avenue.
- Route #2: Congress Heights Metrorail Station to Gate 1/2/3 along Martin Luther King Jr. Avenue SE or via Pecan Street (East Campus)
- Route #3: Anacostia Metrorail Station to Gate 4 via Firth Sterling Avenue and St. Elizabeths Avenue.

Shuttles are expected to operate between 5:30 AM and 9:30 PM weekdays. Operations plans have been developed for Peak Periods (AM from 6:30 to 9:30 AM; PM from 3:30 to 6:30 PM) and Off-Peak Periods (from 9:30 AM to 3:30 PM). During peak periods, shuttles will travel in

platoons; as some shuttles are boarding and alighting, others will be enroute. Laybys will be available to accommodate daily schedule fluctuations, but shuttle buses will be in a continuous cycle of operation. Shuttle operations will transition into off-peak operations by removing buses from service as demand decreases at the end of each peak period and shuttle operations will transition back to peak operations by adding shuttles as demand increases. Similarly, shuttle travel times during off-peak periods will be adjusted as traffic congestion fluctuates during those same periods. Regular overnight and weekend shuttle services will not be provided. The need for regular transportation between a Metrorail station and Gate 4 at times when shuttles are not operating will be evaluated based on future employee survey responses in revisions to the TMP.

#### 4.6.3.2 Peak Periods Service

Based on the Commuter Survey, the morning peak operations will run from about 6:30 a.m. to about 9:00 a.m. Specific shuttle route service consists of the following:

- Route #1 will run up to 10 trips per hour (6-minute headways) carrying up to 400 employees per hour.
- Route #2, will run up to 24 trips per hour (2.5-minute headways) during the peak period carrying up to 960 employees per hour.
- Route #3, Anacostia to Gate 4, will run up to 20 trips per hour (3-minute headways) departing during the peak period carrying up to 800 employees per hour.

Estimated travel time for a complete roundtrip circuit to Gate 4 (pick up passengers; leave Metrorail station; arrive at Gate 4; discharge passengers; leave Gate 4; arrive at Metrorail station) is estimated at 30 minutes. This provides time for each shuttle bus to make two circuits in an hour. Thus, five shuttle buses will be required for Route #1, and 10 for Route #3.

Estimated travel time for a complete round-trip circuit to Gate 1 (pick up passengers; leave Metrorail station; arrive at West Campus; discharge passengers; leave West Campus; arrive at Metrorail station) is estimated at 20 minutes. Using this as the basis (Travel times to Gates 2 and 3 may be lower since they are closer to Congress Heights Metrorail Station) each shuttle bus can three circuits in an hour. Thus, eight shuttle buses will be required for Route #2.

#### 4.6.3.3 Off-Peak Periods Service

Off-peak shuttle service will be provided on Route #2 and Route #3. No off-peak service will be provided on Route #1.

- A minimum of two shuttle buses on the Anacostia route (Route #3) and two shuttle buses on the Congress Heights route (Route #2) should be operated throughout the day during off-peak periods. During peak periods, two shuttle buses operating on Route #3 should be able to maintain 10-minute headways and make six circuits in an hour. These shuttles could carry up to 240 employees in an hour, but actual demand is expected to be somewhat below capacity.
- During peak periods, two shuttle buses operating on Route #2 should be able to maintain 10-minute headways and make six circuits in an hour. These shuttles could

carry up to 240 employees in an hour, but actual demand is expected to be somewhat below capacity.

- Midday shuttles will likely be used during lunch periods, for employees on shifts or part-time schedules, and for employees attending meetings at other locations served by the Metrorail system.

Travel time for each bus circuit during off-peak periods is expected to take 20 minutes for Route #3 and 15 minutes for Route #2.

#### 4.6.3.4 Shuttle Bus Capacity and Operations Summary

Based on this operations plan, for the peak hour, the number of shuttles and total carrying capacity are shown in **Table 4-4**. This capacity assumes that each shuttle bus will carry an average of 40 passengers per trip over the peak hour. Off-peak operations will provide capacity for trips as shown in **Table 4-5**.

**Table 4-4: Peak-Hour Shuttle Operations Summary**

	Passenger Demand (Passengers per Hour)	Number of Trips	Number of Buses	Round Trip Time (min)	Capacity (Passengers per Hour)
Route #1 Congress Heights to Gate 4	397	10	5	30	400
Route #2 Congress Heights to Gate 1/2/3	910	24	8	20	960
Route #3 Anacostia to Gate 4	793	20	10	30	800
<i>All Shuttles</i>	<i>2,000</i>	<i>54</i>	<i>23</i>	<i>—</i>	<i>2,160</i>

**Table 4-5: Off-Peak Shuttle Operations Summary**

	Number of Trips	Number of Buses	Round Trip Time (min)	Capacity (Passengers per Hour)
Route #2 Congress Heights to Gate 1/2/3	6	2	15	240
Route #3 Anacostia to Gate 4	6	2	20	240
<i>All shuttles</i>	<i>12</i>	<i>4</i>	<i>—</i>	<i>480</i>

**Other Shuttle Considerations.** Based on the operations plan outlined here, a total of 23 shuttle buses will need to be in operation during the peak period to meet employee demand. An additional 4 shuttle buses should be available to provide service during unforeseen spikes in demand, to replace buses that break down during operation, and as a maintenance reserve. This represents the upper end of the industry standard 10 to 15 percent spare vehicle ratio.

It should be noted that the St. Elizabeths Avenue south of Gate 4 will not be completed until 2022. Because of the lack of available capacity on Martin Luther King Jr. Avenue SE, an adequate alternate route is not available from Congress Heights to reach West Campus Gate 4. Therefore, no shuttle service will be provided from Congress Heights to Gate 4 and access will be from the Anacostia Station only. The shuttle operations plans presented in this document have taken this into consideration and are able to accommodate the required adjustments to service during phase 1 of occupancy, as required by this condition.

#### 4.6.3.5 Bus Bay Requirements

**At Gates.** Seven shuttle bus bays are recommended along the St. Elizabeths Avenue between Gate 4 and Gate 5 to accommodate up to four shuttles from Anacostia and two shuttles from Congress Heights, with room for one additional shuttle. This allows adequate space for vehicles in revenue service as well as for schedule recovery and layover purposes. Three additional bus bays will be required north of Gate 5 to accommodate over-the-road coaches for park-and-ride employees. This will allow the opportunity for extension of existing commuter service on OmniRide and Loudoun County (select trips serving the Navy Yard) and the potential for a new MTA route (900 series).

For Route #2 serving Gates 1, 2, and 3, a minimum of four shuttle bus bays are recommended to accommodate up to four shuttles from the Congress Heights station. This will sufficiently accommodate the two-bus platoons in the afternoon peak period and allows adequate space for vehicles in revenue service as well as for schedule recovery and layover purposes.

**At Metro Stations.** At the Anacostia and Congress Heights Metrorail Stations, additional coordination with WMATA will be required to ensure that there is space for shuttle bus pick-up and drop-off, and layover, if necessary. The determination of number of bus bays required at each station is subject to capacity constraints at existing stations and the final operations plan.

At both stations, the highest number of bus trips per hour at any bus bay is approximately 12. The lowest used bay at the Anacostia Metrorail Station is Bus Bay A with four bus trips per hour during the AM and PM peak hours, followed by Bus Bay C with approximately five bus trips during the AM and PM peak hours. The lowest used bay at the Congress Heights Metrorail Station is also Bus Bay C, with approximately four bus trips per hour during the AM and PM peak hours. The low-to-zero use of bus bays at both Anacostia and Congress Heights provides potential opportunities for DHS Shuttles to use the least used bus bays at these stations.

#### 4.6.4 Commuter-Bus Operations

Bus bays north of Gate 5 will need to accommodate three over-the-road coaches (commuter buses) at a time. It is anticipated that 560 employees will arrive and depart by commuter bus (50 percent of whom use a regional transit agency service, and 50 percent who use DHS employee park-and-ride shuttle buses) during the peak hour (1,120 arriving or departing during the peak AM and PM periods, respectively). Based on the mode split goals established between DHS and NCPC, with 50 percent of the commuter bus employees arriving/departing by park-and-ride shuttle buses, an average of six or seven fully loaded buses per hour will be required. The remaining 50 percent employees arriving/departing by commuter bus will use regional commuter transit service passing through St. Elizabeths between origin and destination points, so those buses will not be fully loaded with DHS employees. If those commuter buses are capable of carrying 50 percent their capacity for DHS employees, 10 to 12 regional commuter buses are assumed. Therefore, the total commuter bus demand will coincide with 16 to 19 coaches per hour during peak periods using the three commuter bus bays. This configuration provides for the shared use of bus bays by park-and-ride coaches for boarding (up to 4 minutes for a fully loaded bus based on a typical 6 seconds of boarding time per passenger). DHS will work with transit agencies to align bus schedules to passenger demand and available time slots for commuter bus bays.



#### 4.6.5 Bicycle and Pedestrian Facilities

Primary pedestrian routes in the vicinity of the West Campus include Martin Luther King Jr. Avenue SE, Firth Sterling Avenue, and Howard Road. Pedestrian access to the campus is provided via sidewalks on each roadway. Peak pedestrian flow could be expected to reach approximately four persons per minute. Sidewalks are generally adequate to carry the existing relatively low levels of pedestrian traffic adjacent to the campus. “Platooning” (grouping) of pedestrians may occur along Martin Luther King Jr. Avenue SE, and increased crossings from the West to East Campus because of potential commercial and retail development may change pedestrian needs within the vicinity of the campus.

According to the Bicycle Master Plan (DDOT, 2005), there are several bikeways within the Study Area. Approximately 1 percent of the DHS employee population would be expected to ride a bicycle to work. Planned DDOT bicycle improvements in the area would help to facilitate bicycle access to the campus. The Bicycle Master Plan Map (DDOT, 2005) shows several improvements including continuous proposed bike and/or multipurpose trail running the length of Martin Luther King Jr. Avenue SE and proposed multiuse trails along South Capitol Street. Also shown in the plan for South Capitol Street, Martin Luther King Jr. Avenue SE, Howard Road, Good Hope Road, and Alabama Avenue within the Study Area are signed bicycle routes. Additional information is available in the Master Plan and the DDOT 2018 Bike Map.

It is the intent of GSA and DHS to work with DDOT to help prioritize improvements to pedestrian and bike routes in the community surrounding the West Campus. GSA and DHS have been working with DDOT for a few years to address this issue and will continue this coordination during and post occupation of the West Campus. GSA and DHS may consider onsite bike facilities and/or Capital Bikeshare opportunities as a potential provision of future TMP updates.

Employees that travel to the campus via bicycle as their mode of transportation will have bicycle parking spaces made available to them within the campus parking garage.

#### 4.6.6 Ridesharing

While the mode-share goals focus on mode of arrival, it is important to note that point of origin considerations also influence the arrival mode to the site. Strategies such as new park-and-ride facilities or expansion to existing facilities will require careful attention for the implementation of the TDM Plan to be successful. For example, under proposed mode-share goals, a minimum of 8 percent of employees or 1,400 employees would be expected to need to park at proposed suburban park-and-ride facilities to access take a commuter or express bus per the mode-share goals. It is also reasonable to assume that more would likely choose this mode of travel if facilities with enough capacity exist within reasonable distance from their residence.

Expanded and/or new service to and from park-and-ride lots are currently being considered as strategies within this TMP. DHS has been coordinating with regional service providers to discuss opportunities to provide direct service to and from existing facilities. As data becomes available, this strategy will be investigated in more detail to identify new and expanded service locations to that will provide better access for DHS employees to the West Campus.

Potential DHS park-and-ride locations were evaluated based on the following factors:

- DHS employee residential zip code data
- Accessibility to the interstate network or major arterials
- Opportunity for DHS shuttles to take advantage of Express lanes
- Opportunity to take advantage of state or local park-and-ride facilities
- Inconvenient accessibility for other transit modes (that is, additional or inconvenient downtown travel transfers may be required).

Based on these factors, 18 potential parking locations (within 10 different geographic zones) were identified. **Table 4-6** shows the zip codes and roadway connections for each of these areas. **Figure 4-3** shows the location of the park-and-ride zones.

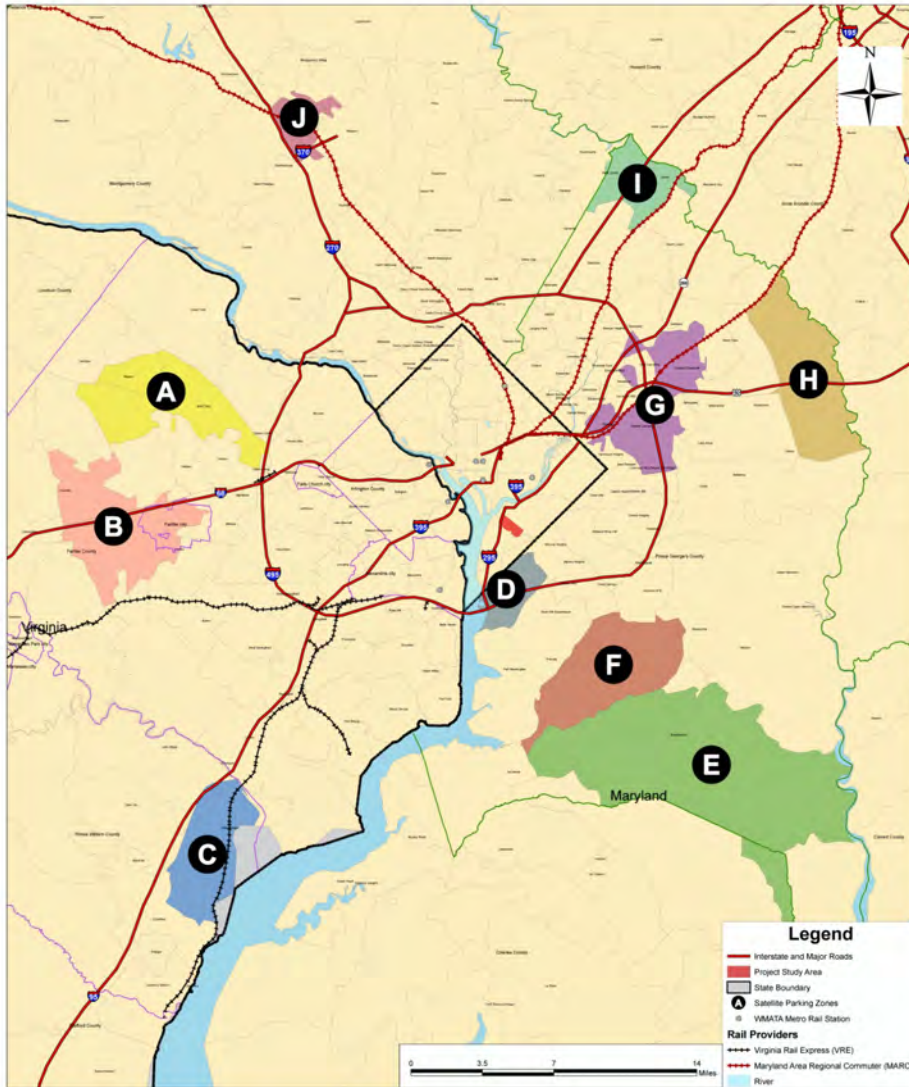
**Table 4-6: Potential Satellite Parking Locations, by Zone**

Zone	Site	Zip Code	Interchange	Road Network
A	1	20190, 20191	VA-267/VA-7100	Dulles Toll Road/Fairfax County Parkway
	2	20190, 20191	VA-267/VA-602	Dulles Toll Road/Reston Parkway
	3	20190, 20191	VA-267/VA-828	Dulles Toll Road/Wiehle Avenue
	4	20190, 20191	VA-267/VA-674	Dulles Toll Road/Hunter Mill Road
	5	22182	VA-267/VA-7	Dulles Toll Road/Leesburg Pike
B	6	22033, 22035	I-66/US-50	I-66/Lee Jackson Memorial Highway
	7	22033, 22035	I-66/VA-7100	I-66/Fairfax County Parkway
C	8	22191	I-95/VA-3000	I-95/Prince William Parkway
	9	22191	I-95/VA-784	I-95/Dale Boulevard
D	10	20745	I-495/MD-210	Capital Beltway/Indian Head Highway
E	11	20613	US-301/MD-5	Crain Highway/Branch Avenue
F	12	20735	MD-5/MD-223	Branch Avenue/Woodyard Road
G	13	20785	I-495/MD-202	Capital Beltway/Landover Road
	14	20785, 20706	US-50/MD-704	John Hanson Highway/Martin Luther King Jr. Highway
H	15	20715	US-50/US-301	John Hanson Highway/Crain Highway
	16	20716	US-50/MD-197	John Hanson Highway/Colington Road
J	17	20707	I-95/MD-198	I-95/Sandy Spring Road
K	18	20877	I-270/I-370	I-270/Sam Eig Highway

Zone	Site	Zip Code	Interchange	Road Network
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Note:

The methodology used to determine the target employees served as shown in this table was based on an approximation of the highest potential for users from the geographic areas with higher employee residency and easy access to regional transportation connections. Future survey updates should consider added emphasis on employee needs with regards to location and demand for future park-and-ride services.



**Figure 4-3: Potential Park-and-Ride Evaluation Zones**

#### 4.6.7 Commuter Coordination Services

DHS is currently coordinating with service providers including WMATA and regional transit services to develop the full range of transportation options for use by employees and visitors for

travel to and from the campus. A detailed shuttle and commuter bus operations plan will be developed upon finalization of shuttle service plans, coordination with WMATA, and coordination with potential commuter bus service providers. A preliminary operations plan has been developed in conjunction with the TTR and will be updated with future revisions to that document and the TMP.

Commuter and travel including shuttle and transit services information will be distributed to employees. The ETC will develop and administer the Employee Transition Phasing Plan to phase in transportation services as employees occupy the campus. Once occupation is complete, employees and visitors will continue to be informed of the transportation options available for travel to and from the campus through the virtual ETC with a focus on promoting services that can be used as alternatives to single occupancy vehicles.

The number of agency park-and-ride facilities and the location of the facilities would need to be finalized after the master planning process. Factors influencing the decision process would include the availability of land and funding for the park-and-ride parking facility.

## 4.7 Selecting Transportation Demand Management Strategies

Commuters determine their mode choice to a destination based on time, convenience, and cost. Each factor weighs differently with everyone based on their income, time availability, personal characteristics and other reasons. In most cases, certain changes in these factors will cause people to reconsider their mode. For example, a person may consider taking transit to work, even though it takes 10 minutes longer, if the cost of parking at their work place suddenly increases by \$100 per month. It is important that these factors be considered in implementing TDM measures.

DHS has already taken the first steps in implementing an effective TMP. As noted, DHS is committed to establishing the position of ETC to facilitate development of travel demand strategies and to continue the transportation planning and coordination efforts initiated in the Master Planning document through the phased relocation employees to the consolidated headquarters. Funding for this position will be allocated funding in the Fiscal Year 2014 DHS budget formulation and with the intention of transitioning to a permanent position by 2020 with the completion of the consolidation. Existing resources have been identified to cover the responsibilities of position in the interim.

The ETC is vital in the TDM selection process and will be instrumental in implementing the TMP at the West Campus. Beyond the initial planning and TMP development, the ETC will continue to work to select and update TDM strategies to successfully meet the goals designated in the TMP. In addition, the ETC will work with regional agencies to ensure awareness of possible transportation improvements. It is recognized that some improvements are beyond the control of the ETC.

Based on an existing worksite analysis, existing transportation programs, and current employee characteristics, various TDM measures were selected to help meet the goals and objectives. **Table 4-7** details DHS's goals to selected TDM measures and strategies. The **Table 4-7** list should be viewed as a starting point, not as an all-inclusive list. TDM strategies judged

appropriate for helping meet the previous transportation characteristic goals and indicators are described for consideration and implementation by DHS.

The strategies listed in the table are categorized based on the general approach and characteristics of travel the strategy is meant to address. Categories include strategies that influence **mode choice** by specifically encouraging use of alternatives to SOV, strategies that aim at **trip reduction** by eliminating trips to the site by use of alternative work arrangements, and strategies that influence **demand management** by controlling the distribution of employee arrival to the site on **daily basis** or during **peak arrival and departure periods**. General strategies are designated as those that may influence all employee choices and actions regarding travel to and from work.

Per NCPC requirements, each strategy includes the committed time period, subject to available funding, in which each strategy will be implemented and the expected benefit, or percentage of employees affected. A general assessment of relative cost and priority of each strategy as related to the program has been included for use by DHS in developing the next stages of implementation of this program. In lieu of adding additional descriptive comments or considerations pertaining to the strategies described in **Table 4-7**, this information has been included, where applicable, in the table, so that the table may function as a stand-alone tool in the implementation of TDM strategies.

The assessment of the increase in transportation demand, determination of necessary infrastructure improvements resolves any negative impacts, and the means to assess success of these improvements are addressed in a separate document, the TTR, and are not specifically addressed through the strategies described above.

## 4.8 Department of Homeland Security Commitment

DHS's greatest challenge will be to gain employee acceptance and support for TDM strategies that favor alternatives other than driving SOVs to the campus. Without genuine acceptance and support, establishing TDM strategies has the potential to adversely influence employee retention, work productivity, agency operations, and support of regional planning and transportation initiatives. It is important that the ETC work collaboratively with DHS executives to develop policies and practices that support DHS's goal.

DHS is committed to strategies that promote the use of alternative modes to single occupancy auto use and will continue to work with transit and transportation agencies to identify and implement additional modal opportunities for the employees at the West Campus. The strategies proposed in this document take an incentive-based approach and do not introduce punitive measures that make it difficult for employees to drive and park. It is DHS's hope that a proactive approach to transportation demand management, including a combination of both realistic expectations and adequate alternatives to private automobiles, not only will help to recruit and retain a dedicated professional workforce but also will create a culture in which employees embrace the opportunities provided by the programs offered under the TMP.





Table 4-7: Department of Homeland Security Transportation Management Program and Transportation Demand Management Strategy Commitments

Category	Strategy	Description/Responsibilities	Committed Time To Implement/Maintain	Minimum Benefit (% Employees)	Relative Estimated Cost	Relative Priority	Considerations
General	Employee Transportation Coordinator	<p>ETC will work in cooperation with other current DHS transportation coordinators as part of the DHS Commuter Coordination including:</p> <ul style="list-style-type: none"> <li>• Transit Subsidy Coordinator</li> <li>• Shuttle Bus Manager</li> <li>• Parking Facilities Manager</li> </ul> <p>ETC will stay current with industry-wide best management practices.</p> <p>ETC responsibilities will include at least the following:</p> <ul style="list-style-type: none"> <li>• Agency/Department Coordination <ul style="list-style-type: none"> <li>– Coordinate with regional planning and transportation agencies that have overall responsibility to develop an integrated approach to make the use of public transportation more cost-effective, more convenient, more reliable, and safer.</li> <li>– Coordinate TDM planning efforts with GSA and other nearby Federal government campuses/facilities when practical (Transportation Management Association).</li> <li>– Coordinate with WMATA to determine if changes in routes or stops could improve direct service to the campus.</li> <li>– Coordinate with commuter bus companies to identify opportunities for new commuter bus stops/connections with DHS and to expand existing or establish new park-and-ride facilities serviced in cooperation with one of the regional commuter bus services.</li> <li>– Coordinate bicycle planning efforts with the Washington Area Bicyclist Association and DDOT.</li> <li>– Coordinate with DDOT and the Maryland and Virginia transportation authorities to encourage improved and new bicycle facilities.</li> <li>– Coordinate with DDOT and the Maryland and Virginia transportation authorities to encourage improved and new way-finding devices to improve connections between expected pedestrian/bike routes and transit facilities.</li> </ul> </li> <li>• Policy Development Support and Implementation <ul style="list-style-type: none"> <li>– Initiate dialog, solicit support, and advocate policy change to achieve and maintain TMP goals and objectives. For the TDM strategies outlined herein to be successful, the regional planning and transportation agencies must focus on policy development that addresses the barriers to public transportation use and work to make the product better.</li> <li>– Coordinate DHS policy initiatives to encourage contractor (non-Federal employee) compliance with TMP goals and objectives.</li> <li>– Execute approved transportation related policy.</li> </ul> </li> <li>• TMP and TDM Strategy Implementation <ul style="list-style-type: none"> <li>– Provide proactive planning of services based on employee demand.</li> <li>– Establish baseline conditions and monitor implementation of TMP and periodic review of key measures of success for TMP.</li> </ul> </li> </ul>	Active Phases 1, 2, and 3; continued post-occupancy.	100	Low	High	<p>The function will require multiple staff to manage the TMP and associated implementation of travel demand strategies. DHS will evaluate staffing needs annually and allocate resources.</p> <p>Several transportation staff positions currently exist, with allocated funding. These positions— Transit Subsidy Coordinator, Shuttle Bus Manager, and Parking Facilities Manager—will be assigned to work with the ETC as part of the DHS TMP implementation team, and to coordinate DHS Commuter Coordination Services upon full occupation.</p> <p>The ETC and DHS Commuter Coordination Service will work cooperatively with DHS to identify the funding and resources needed to implement new policies and programs as they become necessary.</p> <p>DHS has already initiated several coordination activities in anticipation of the occupancy of the site, including:</p> <ul style="list-style-type: none"> <li>• Participation in an Interagency Transportation Working Group including JBAB, the Defense Intelligence Agency, and Naval Facilities Engineering Command.</li> <li>• Participation in the Ward 8 Transportation Task Force.</li> <li>• Participation in discussions evaluating potential for on a Water Ferry Service from Alexandria to JBAB.</li> </ul>

Category	Strategy	Description/Responsibilities	Committed Time To Implement/Maintain	Minimum Benefit (% Employees)	Relative Estimated Cost	Relative Priority	Considerations
		<ul style="list-style-type: none"> <li>– Perform an annual DHS management review of TMP, as resources allow.</li> <li>– Update TMPs at least every 2 years to reflect the most current information, per NCPC requirements.</li> <li>– As resources permit, maintain feedback forum, including online Web-based application, to solicit feedback and suggestions on means to improve commute options for employees; implement new/revised strategies as required.</li> <li>– If needed, develop component for TDM Plan related to accommodating large groups of visitors when traveling to and from the campus for such events as training or large meetings. Use existing services whenever possible. Add other TDM provisions on a case-by-case basis.</li> <li>• Public Education and Involvement                             <ul style="list-style-type: none"> <li>– Initiate dialog with local government agencies, community Advisory Neighborhood Commissions, and other community organizations and representatives regarding DHS relocation activities.</li> <li>– Implement approved DHS Community Partners Program. (Community Partners Program is described in more detail as a separate strategy.)</li> <li>– Coordinate and participate in proposed Community Partners Meetings on an as-needed basis to communicate progress of relocation and provide forum for public input on progress of TMP and TDM implementation.</li> </ul> </li> </ul>					

Category	Strategy	Description/Responsibilities	Committed Time To Implement/Maintain	Minimum Benefit (% Employees)	Relative Estimated Cost	Relative Priority	Considerations
General	DHS Commuter Coordination Service	<p>Under the guidance of the ETC, the following DHS Commuter Coordination Services will be developed for the DHS Headquarters Consolidation</p> <ul style="list-style-type: none"> <li>• DHS Transportation Policies and Programs Coordination <ul style="list-style-type: none"> <li>– Administer the Employee Transition Phasing Plan to phase in transportation services as more employees occupy the campus.</li> <li>– Internal service, as warranted by demand</li> <li>– External shuttle service</li> <li>– Parking program</li> <li>– Incentive programs, as resources allow</li> <li>– Community partners program</li> <li>– Transportation health and wellness initiatives—active transportation</li> <li>– Guaranteed ride home—Encourage employees to enroll with MWCOG’s free Commuter Connections Guaranteed Ride Home program.</li> </ul> </li> <li>• DHS Human Resources Policies/Programs <ul style="list-style-type: none"> <li>– Alternative Work Schedule (AWS) program (for example, telework, mobile work force, and flex time)</li> </ul> </li> <li>• Employee/Visitor Education <ul style="list-style-type: none"> <li>– Educate workers and visitors about TDM strategies and help counsel these groups about strategies that are practical for their travel.</li> <li>– Develop new “worker TDM culture” conditions and incentives to encourage change in travel behavior.</li> <li>– Coordinate visitor parking initiatives to encourage use of transit/non-automobile-based travel to DHS.</li> <li>– Develop and administer a Transportation Orientation Program for new employees. The ETC will develop a presentation or training to be provided in conjunction with new employee orientation to provide information on the employee transportation requirements, and options available to new employees</li> </ul> </li> </ul>	Initiated pre-occupancy; phased implementation; continued post-occupancy.	100	High	High	<p>Commuter Coordination Services will function under the guidance of the ETC with support of additional staff and resources needed to implement the TMP and related TDM strategies. The Commuter Coordination Services will be available to all DHS employees throughout the NCR.</p> <p>The function of the Commuter Coordination Services will evolve to match the needs of the Campus. Initially this program will provide existing and planned TDM programs and strategy applications.</p>
General	Internal shuttle service	DHS will investigate providing internal shuttle service, as demand and resources allow, to connect parking facilities and entrances to internal buildings on the West Campus.	If feasible, completed by end of Phase 3; continued post-occupancy.	100	High	Medium	Internal shuttle use policy to be developed. While DHS will encourage use of active transportation internal to the campus, some internal shuttle service may be feasible to provide internal access within the West Campus.
General	Incentive program—health and safety, active transportation	As resources allow, DHS will establish an incentive, reward, and health and safety programs for healthy commuting participation or alternative mode choice (non-auto).	In place by end of Phase 3, continued post-occupancy.	100	Low	Medium	
General	Community partners program	The ETC will identify partners within DHS components, local government agencies (DDOT, DMPED), and neighborhood organizations and community representatives to participate in an ongoing stakeholder forum to convene regularly as the DHS TDM plan is implemented, evaluated, and revised. This group will provide the means to facilitate community outreach, and obtain feedback from the public regarding the TMP and TDM plan implementation. It also will provide the means for communicating with the public as needed for special transportation demand events or conditions not otherwise specifically addressed by the TDM plan provisions.	Initiated pre-occupancy; active during Phases 1, 2, and 3; continued post-occupancy.	100	Low	High	

Category	Strategy	Description/Responsibilities	Committed Time To Implement/Maintain	Minimum Benefit (% Employees)	Relative Estimated Cost	Relative Priority	Considerations
Mode choice, demand management	Parking policy	DHS will develop specific parking policy provisions to address parking demand on campus parking facilities. Considerations in drafting policy to include: <ul style="list-style-type: none"> <li>• Vanpool/carpool priority</li> <li>• Allocation of parking permits</li> <li>• Incidental use parking</li> <li>• 24/7 shift employee parking</li> <li>• Handicapped/disabled parking</li> <li>• Coordination with AWS and flex-time policies</li> <li>• Visitor parking</li> <li>• Official/pooled vehicle parking</li> <li>• Contractor parking</li> </ul>	In progress.	100	Low	High	DHS is developing an official parking policy to address St. Elizabeths Headquarters consolidation.
Mode choice, demand management	Parking policy—carpooling and vanpooling	DHS will provide preferred carpool/vanpool parking spaces (and permits). The parking spaces will be among the most convenient on West Campus.	Phased /partial implementation during Phases 1 and 2; full implementation completed by end of Phase 3; continued post-occupancy.	12	Low	High	Providing convenient and preferential carpool/vanpool parking locations will encourage use of these travel options to the West Campus in lieu of SOVs.
Mode choice, demand management	Parking policy—incidental use parking	DHS will accommodate a small number of parking spaces for use by employees who typically do not drive to the campus but need to park for special or emergency situations. These spots will be allocated on a case-by-case basis to employees for short-term periods through an application and approval process coordinated by the ETC.	Completed by end of Phase 3; continued post-occupancy.	67	Low	Low	Allocation of parking spaces for use only in case of emergency or extreme special circumstances will give employees added sense of security and minimize potential for employees parking in surrounding neighborhood in these types of situations.
Mode choice, demand management	Parking policy—shift parking	DHS will accommodate parking for 24/7 employees within parking structures to maintain 1:3 parking ratio and facilitate shift change.	Phased /partial implementation during Phases 1 and 2; full implementation completed by end of Phase 3; continued post-occupancy.	10	Low	High	Parking for 24/7 employees will be allocated separately from general employee parking. Access to employee and visitor parking will be controlled by gate access during all phases of occupation.
Mode choice, demand Management	Transit—external shuttle service	DHS will provide agency shuttles to and from the West Campus to the Anacostia and Congress Heights Metrorail Stations. External shuttle service from the Anacostia and Congress Metrorail Station to West Campus is planned and will be operated on a frequency to meet employee demand.  During the first phase of occupancy, the access road will only be constructed to Gate 4. Access to shuttles will be provided between Gate 4 and Anacostia Metrorail Station until the point at which the remainder of the Access Road is complete at which point shuttle service will be expanded to include access to Gate 4 from Congress Heights Metrorail Station.	Phased /partial implementation during Phases 1 and 2; full implementation completed by end of Phase 3; continued post-occupancy.	30	High	High	Other shuttle routes will be considered as funding and resources permit with consideration given to routes that service VRE and MARC.
Mode choice	Transit—transit pass programs	DHS will continue to manage employee access to Federal Transit Subsidy Program	In progress.	44	Low	High	
Mode choice	Transit—park-and-ride	DHS will work with commuter bus providers to identify potential new remote parking facilities. DHS will consider contracting with transportation vendors to provide coach buses from the park-and-ride facilities to the campus.	Full implementation completed by end of Phase 3; continued post-occupancy.	8	High	Low	Construction of park-and-ride lots will be dependent upon demand as identified through future employee surveys.
Mode choice	Bicycle and walking—bicycle/shower/locker room facilities	DHS will provide shower/locker room facilities for use by employees choosing active forms of transportation. A shower/locker room facility will be provided on campus at the fitness center.	Full implementation completed by end of Phase 3; continued post-occupancy.	100	Medium	Medium	



Category	Strategy	Description/Responsibilities	Committed Time To Implement/Maintain	Minimum Benefit (% Employees)	Relative Estimated Cost	Relative Priority	Considerations
Mode choice	Bicycle—storage and racks	DHS will provide secure bicycle storage/racks for employees on campus.	Phased /partial implementation during Phases 1 and 2; full implementation completed by end of Phase 3; continued post-occupancy.	1	Low	High	
Mode choice	Bicycle—Bikeshare	DHS will work with DDOT to identify new locations for Bikeshare stations placed near the West Campus, under the Capital Bikeshare Program.	Post-occupancy.	100	Low. Services provided by others.	Low	DHS intends to investigate the interest in and feasibility of an on-campus “bike share” program for the West Campus, to accommodate on-campus trips through promotion of active transportation in lieu of internal shuttle. DHS is committed to providing Bikeshare stations at Campus entrances (outside the secured perimeter) and intends to investigate whether Bikeshare stations can be accommodated inside the secured facility.
Mode choice	Bicycle and walking—bicycle and walker guides	DHS will develop a bicycle rider’s guide and a walker’s guide, as resources permit.	Full implementation completed by end of Phase 3; continued post-occupancy.	10	Low	Medium	Research and draft guides.
Mode choice	Bicycle and walking—infrastructure improvements, and walking and bicycling routes	DHS will work with DDOT to identify areas of needed infrastructure improvements around the campus, such as deficient sidewalks/pathways, or incomplete/missing links in the pedestrian/bikes network located on routes and required to facilitate pedestrian or bike travel to and from the West Campus. Improvements will be cataloged and prioritized for use in planning and programming of improvements. Recommendations for future improvements could include traffic calming measures to facilitate pedestrian/bike modes and to create a safer environment for pedestrians/bicyclists traveling to and from the campus.	Initiated during Phases 1, 2, and 3; continued post-occupancy.	10	Medium	Medium	Improvements to pedestrian and bike routes in the community surrounding the West Campus will require coordination with local communities and government agencies, as well as identification of funding resources with which to design and construct proposed improvements. It may not be possible to address all gaps in infrastructure prior to occupation due to limitations in funding or resources. However, DHS will work/partner with DDOT to help prioritize improvements to pedestrian and bike routes in the community surrounding the West Campus.
Mode choice	Bicycle and walking—infrastructure improvements, and walking and bicycling routes	DHS will work with DDOT to identify locations for improved and new way-finding devices along connections between expected pedestrian/bike routes and transit facilities.	Initiated during Phases 1, 2, and 3; continued post-occupancy.	10	Medium	Medium	Improvements to pedestrian and bicycle routes in the community surrounding the West Campus will require coordination with local communities and government agencies, as well as identification of funding resources with which to design and construct proposed improvements. As a result, it may not be possible to address all gaps in infrastructure prior to occupation due to limitations in funding or resources. However, DHS will work/partner with DDOT to help prioritize improvements to pedestrian and bike routes in the community surrounding the West Campus
Mode choice, demand management	Transportation management association	DHS will coordinate with adjacent/nearby development for possible consolidation of external shuttle services. Coordination will begin with the JBAB. Future considerations will include cooperative service with the Navy Yard, Fort McNair, and the Naval Research Laboratory, among others.	Initiated during Phases 1, 2, and 3; continued post-occupancy.	5	Low	Medium	This initiative depends largely upon other agencies’ desire to cooperatively develop and share shuttle service. If a cooperative agreement can be reached between DHS and other agencies or developments, the appropriate policy will be developed and implemented.

Category	Strategy	Description/Responsibilities	Committed Time To Implement/Maintain	Minimum Benefit (% Employees)	Relative Estimated Cost	Relative Priority	Considerations
Trip reduction	Policy—agency telework policy	DHS is implementing policy on teleworking that will include a provision for “work at home” options for certain functions/employees subject to individual work requirements and quantifiable metrics.	In progress.	9	Low	High	
Trip reduction	Technology—agency telework	Once a formal teleworking policy has been approved, DHS will evaluate and implement appropriate measures regarding the technology needed to facilitate working from home for approved teleworkers.	Full implementation completed by end of Phase 3; continued post-occupancy.	9	Low	Medium	
Trip reduction	Policy—alternate work schedule	DHS provides AWS and will continue to provide employees with options to use AWS.	In progress.	100	Low	Medium	Current work arrangements include compressed work week, but addition options such as flextime and teleworking will be incorporated in new policy.
Peak period trips/demand management	Freight management	If freight deliveries become an identified problem affecting surrounding roadways and neighborhoods or DHS operations, DHS will identify and implement additional policy and TDM strategies to encourage off-peak travel and alternate routes.	Initiated post-occupancy.	100	Low	Medium	Development and implementation of freight management policy will be upon identified need. DHS will evaluate freight delivery conditions after full occupancy is achieved and determine the appropriate level of freight management to implement.

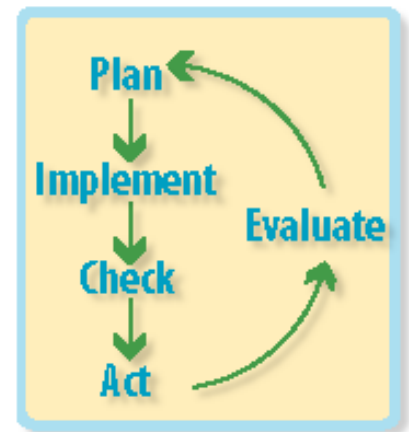
## 5 TRANSPORTATION MANAGEMENT PROGRAM PERFORMANCE EVALUATION AND MONITORING PLAN

DHS is committed to a comprehensive monitoring plan as part of the TMP. This Performance Evaluation and Monitoring Plan prescribes regular evaluation to determine how the TMP and TDM Implementation Plan are achieving the goal of minimizing the numbers of drive-alone trips to the campus and new peak-hour trips and ensuring that program goals are meeting the needs of individual employees. The monitoring program will determine compliance with the TMP and identify opportunities for improving and facilitating modifications to the TMP provisions to better meet the needs of employees, residents in the surrounding community, and the traveling public.

### 5.1 Transportation Management Plan Updates

As part of the evaluation and monitoring process, the TMP will be updated as the project develops and then at regular intervals thereafter. The updates may identify additional or different strategies to be implemented to achieve DHS’s goals. The TMP will be updated at least biannually to reflect the most current employee information as obtained through the survey process.

DHS will use an evaluation process cycle that follows the series of steps recommended by the NCPC: planning, implementation, checking and acting. As each round of the cycle ends, DHS will use the results to adopt changes, or begin the cycle anew based on information gleaned from the evaluation.



### 5.2 Role and Responsibilities

DHS’s ETC will manage general oversight of the TMP and associated implementation of transportation demand management strategies. The ETC will be responsible for implementing a monitoring program to gauge and document the effectiveness of the TMP. Other DHS personnel will have monitoring responsibilities, as designated by DHS through the ETC.

DHS bears the responsibility of empowering the ETC with the means to evaluate, monitor, and update the provisions in this document. Per NCPC requirements, this includes allocating funding in the agency budget to provide the ETC with the means to conduct employee surveys, to hold informational meeting/fairs for employees, to design and distribute marketing material, and actively to participate in local regional and national continuing education and training efforts to foster professional development in travel demand management efforts.

### 5.3 Monitoring Requirements

Evaluating and monitoring the implementation of the provisions in this TMP will be crucial to improving program performance and productivity and controlling costs. Per NCPC guidance, a successful Performance Evaluation and Monitoring Plan should use procedures that determine one or more of the following:

- The extent to which the program has achieved its stated goals and objectives (that is, targeted travel mode share for employee).
- The extent to which the accomplishment of the goals and objectives may be attributed to the TMP (direct and indirect effects).
- Degree of consistency in program and plan implementation.
- The effectiveness of individual tasks and their relationship to the effectiveness of the program.

## 5.4 Measures of Performance

Measuring the extent to which the program has achieved its stated goals requires that specific performance measures be established for evaluating the program. The effectiveness and performance of the TMP will be judged based on its ability to meet the following program objectives established early in the planning stages of the TMP process:

- Comply with NCPC parking requirements to achieve a 1:4 parking ratio for standard employees and 1:3 for shift employees.
- Minimize the number of auto trips, especially single occupancy trips generated by the development.
- Maximize the use of mass transit through the nearby Anacostia and Congress Heights Metrorail Stations.
- Encourage carpooling/vanpooling in lieu of single occupancy when auto trips are necessary.
- Increase use of active modes of transportation, including biking and walking.
- Maintain or improve current level of employee satisfaction with services provided by DHS to assist in meeting transportation needs and work-life balance.

Measuring the extent to which the TMP has achieved its stated goals will require an evaluation of the effectiveness in meeting the established employee travel mode-share goals and an assessment of employee satisfaction with the program.

## 5.5 Methods of Evaluation

Methods for collecting the data for evaluation may include any or all of the methods provided as follows.

### 5.5.1 Detailed Employee Surveys

It is the desire of DHS to conduct a statistically significant survey of campus employees addressing daily and peak hour commuting habits within 6 months of reaching the full employee population of the campus and every 2 years thereafter. The target travel mode goals documented in this TMP will be used as baseline for comparison.



Because it is not clear when full occupancy will occur and the development phasing will likely be longer than initially anticipated, DHS will track employee population throughout occupancy and conduct additional employee surveys as necessary, likely after each phase is complete. These interim surveys will be used to gauge the effectiveness of the implemented transportation demand strategies, identify current mode share distribution, and assess the potential impact on the community and surrounding transportation if there is deviation from the target mode-share goals. Based on these studies, DHS will identify the interim strategies necessary if it is found that NCPC requirements are not being met.

The surveys will be used to evaluate whether the implemented TDM strategies are proving successful in meeting prescribed transportation needs and identify TMP successes and opportunities for improvement in meeting TMP goals and the needs of the individual employees. When performed in conjunction with an update to the TMP, the results of the surveys will be documented in a public record summarizing survey results, lessons learned, and action plan to be implemented over the next 2-year TMP cycle. As requested by NCPC, employee travel/commuting information will be reevaluated whenever the TMP is revised in conjunction with a Master Plan update or modification.

### 5.5.2 Random Employee and Vehicle Counts

DHS will supplement employee surveys by performing employee/vehicle counts to assess the daily and seasonal fluctuations in the number of employees using Metrobus, commuter bus, kiss-and-ride, slugging, carpool/vanpool, bicycles, motorcycles, or walking as modes of transportation to work.

### 5.5.3 Shuttle Use and Capacity Surveys

On a minimum biannual basis, DHS will review daily and peak hour use of internal and external shuttle buses.

### 5.5.4 Transit Use Surveys

On a minimum biannual basis, DHS will review transit use by DHS employees through the Congress Heights and Anacostia Metrorail Stations.

### 5.5.5 Independent Employee Input

DHS will maintain an employee input forum where employees can comment, at will, regarding the TMP Program. Employees may comment anonymously or openly. Their input will be used to inform both continual and biannual evaluation and monitoring of the TMP.

## 5.6 Evaluation and Monitoring Plan Review

### 5.6.1 Traffic Monitoring Report

On a biannual basis, the DHS's ETC will report on the status of key transportation and traffic components of the TMP such as number of assigned employees, number of assigned parking spaces, parking utilization, traffic volumes entering and exiting each gate, travel mode splits



(transit, metro) using the evaluation methods discussed above. DHS will measure the effectiveness of TMP based on traffic monitoring results and, as needed, develop an action plan for achieving compliance with this TMP.

### 5.6.2 Annual Senior Management Reviews

As part of the DHS internal annual review of the TMP with senior management, DHS will document the status of the implementation of the TDM programs described in the TDM Plan. This report will contain at least the following elements for the previous year:

- An overall statement reflecting the usefulness of the TMP
- Changes necessary to correct oversights in the TMP
- Changes made to the original plan and whether they were successful
- Public reaction to the TMP
- Frequency of legitimate employee and public complaints and their nature
- Areas of the TMP that were successfully implemented

This annual Senior Management Review process will occur during both the occupancy phases and post full build-out.

### 5.6.3 Transportation Management Program Review

On a biannual basis, the ETC will review with DHS senior management, the prior and current years' annual reports and the results of any recent employee surveys, for the purpose of gauging the respective level of compliance with NCPC parking requirements, employee travel mode goals, TMP successes, and discuss opportunities for improvement in meeting both the TMP goals and the needs of the individual employees. As needed, DHS will develop an action plan for achieving compliance with NCPC parking requirements if the results of this review indicate action is necessary and update the provisions in the TMP to include any new or revised strategies.

DHS will employ the following overarching criteria to gauge the extent to which the TMP has achieved its stated mode goals, and the extent to which the accomplishment of the goals and objectives may be attributed to the TMP, degree of consistency in program and plan implementation, and the effectiveness individual tasks and their relationship to the effectiveness of the program:

- **Compliance with Mode-Share Goals**—If the surveys or other information show evidence that daily trips do not meet the mode-share goals to allow for compliance with the prescribed NCPC parking ratios, DHS will develop a proposed action plan to bring trips into compliance with NCPC parking requirements. In addition, DHS may establish more frequent survey intervals to assess the effectiveness of the Master Plan Amendment 2 items as they are implemented.
- **Employee Satisfaction**—The ETC will gauge the level of employee satisfaction based on employee surveys and the independent employee input process and will provide independent recommendation to DHS administration as to the need for supplemental surveys or revisions to the provisions of the TMP to address less than satisfactory feedback from the



employees. DHS senior management will then determine the appropriate action steps to assess improvement in employee satisfaction between the current and next biannual cycle.





## 6 REFERENCES

- District Department of Transportation (DDOT). 2005. *DC Bicycle Master Plan*. April.
- District Department of Transportation (DDOT). (2017. *The Condition of the District's Roadways*. October 17.
- District Department of Transportation (DDOT). 2010. *DC Transit Future System Plan, Final Report*. April.
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- District Department of Transportation (DDOT). 2018. DDOT Bicycle Map. <https://ddot.dc.gov/page/bicycle-maps>
- District Department of Transportation (DDOT). 2019. *Guidance for Comprehensive Transportation Review*, Version 1.0. June.
- National Capital Planning Commission (NCPC). 2014. *Transportation Management Program Handbook*. January.
- National Capital Planning Commission (NCPC). 2016. *2016 NCPC Comprehensive Plan: Federal Elements*.
- Howard Coble Act Transportation Management Report for year 2015



## 7 APPENDIX A

### REGIONAL TRANSPORTATION OPTIONS TO DHS ST. ELIZABETHS CAMPUS



2411 Dulles Corner Park, Suite #500  
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[www.jacobs.com](http://www.jacobs.com)

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**Subject** Regional Transportation Options to St. Elizabeths West Campus  
**Attention** Marc Poling, GSA  
**From** Shankar Natarajan and George Lu, Jacobs  
**Date** January 24, 2020  
**Copies to** Paul Kohler, Jacobs

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### Purpose

Department of Homeland Security (DHS) is exploring transportation options to its employees at St. Elizabeths west campus to maximize transit usage, reduce commuter driving, and to enhance the Transportation Management Program (TMP). This memorandum will discuss the available regional transportation services and potential options that will inform the personnel and employees to commute to the campus.

### Existing Transit Services

The Washington Metropolitan Area Transit Authority (WMATA) is the major transit operator in the region and operates several Metrorail lines in the region. Metrobus routes provide local service throughout the immediate community and provide connections to downtown. The Metrorail provides access to the Campus through two nearby stations, Anacostia and Congress Heights, both on the Green Line.

DHS operates two shuttle routes from downtown DC (L'Enfant Plaza) to the West Campus Gates 1 and 4. Usage of these shuttles restricted to DHS employees only. The Gate 1 shuttle runs every 30 minutes in both directions from 7 AM to 7 PM. The Gate 4 shuttle operates in one direction only, with service to campus in the AM and from the campus in the PM, with a frequency of 10 to 15 minutes.

The Route 630 Commuter Bus, operated by MTA, travels between La Plata/Waldorf (in Charles County, Maryland) to Washington, DC, and stops at the intersection of South Capitol Street and Malcolm X Avenue. This shuttle primarily the JBAB campus, but could be modified to stop at the DHS campus entrance once the St. Elizabeths Avenue connects with Malcolm X avenue (I-295/Malcolm X Avenue Interchange Project)

### Transit Service Needs

To assess the feasibility of potential services to the campus, a qualitative assessment of regions in the Washington DC metropolitan area were made using the following factors:

- Location of DHS employees [2019 residential zip code data]
- Locations of regional transit centers
- Connectivity with existing park-and-ride lots
- Accessibility to Express Lanes and other freeway networks

- Areas not adequately served by regional transit systems such as Metro

**Table 1** summarizes the number and percentage of employees in each residential jurisdiction, and **Figure 1** illustrates the geographic distribution of DHS employees' residential locations. Both are based on the aggregated employee residential zip code information provided by DHS in 2019.

**Table 1: DHS Employees by Residential Jurisdictions**

Jurisdiction		Employees	Percent
District of Columbia		2002	14%
Maryland	Prince George's	1624	11%
	Anne Arundel	990	7%
	Montgomery	748	5%
	Calvert	566	4%
	Frederick	388	3%
	Baltimore	333	2%
	Charles	170	1%
	Howard	116	1%
	Carroll	102	1%
	Maryland Other	119	1%
Virginia	Fairfax*	1604	11%
	Prince William**	1335	9%
	Alexandria	1180	8%
	Stafford	718	5%
	Fauquier	332	2%
	Arlington	331	2%
	Loudoun	123	1%
	Virginia Other	451	3%
West Virginia		660	5%
Pennsylvania		137	1%
Others		366	3%
<b>Grand Total</b>		<b>14395</b>	<b>100%</b>

\* Includes City of Fairfax and City of Falls Church jurisdictions.

\*\* Includes City of Manassas and City of Manassas Park jurisdictions

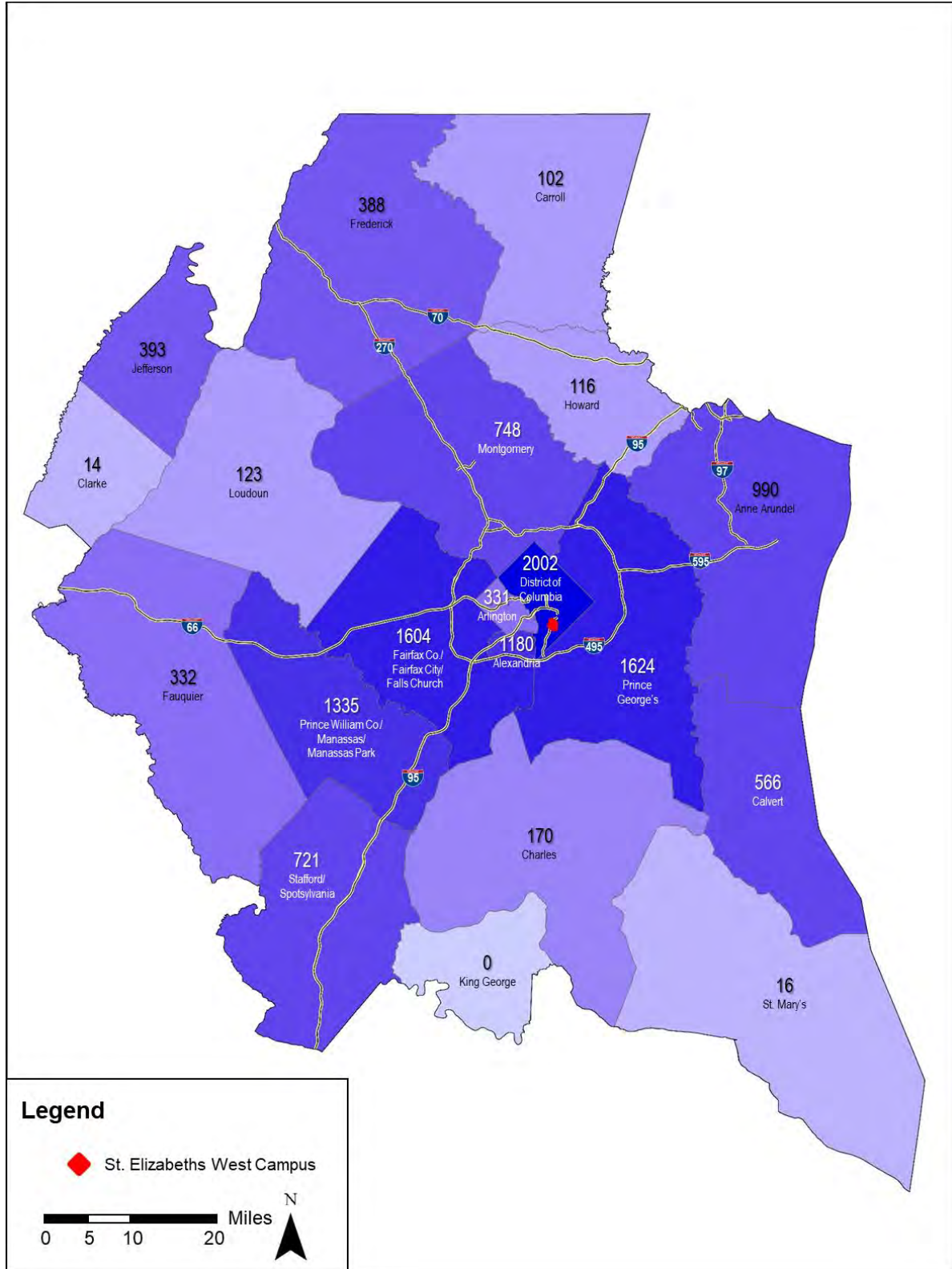


Figure 1: Geographic Distribution of DHS Employee Residential Locations

The list below are the top residential locations of DHS employees in descending order:

- District of Columbia
- Prince George's County in Maryland
- Fairfax County, City of Fairfax, and City of Falls Church in Virginia
- Prince William County, City of Manassas and City of Manassas Park in Virginia
- City of Alexandria in Virginia
- Anne Arundel County in Maryland

These six jurisdictions account for 60 percent of total DHS employees. Among them, employees in the District of Columbia, Fairfax County, and City of Alexandria have multimodal transportation choices including the Metro and other local public transportation services. In the suburban areas, however, such as Prince George's County, Prince William County, and Anne Arundel County, regional or connection shuttle services should be considered to reduce or shorten individual vehicular trips to the campus due to the lack of transit services.

### Recommendations of Potential Transit Services

Using the above criteria, the following eight locations are recommended for shuttle service (see **Figure 2**). There are opportunities to coordinate with the adjacent JBAB campus to provide joint shuttle services, as well as using local transit systems such as DC circulator to service some of these locations.

- 1) Oxon Hill Park & Ride or National Harbor area  
Provide services in Prince George's County, where employee density is high but limited transit and bus options are available.
- 2) Equestrian Center Park & Ride at Upper Marlboro  
Provide services in Prince George's County and southern Anne Arundel County, , where employee density is high but limited transit and bus options are available.
- 3) Gainesville Park & Ride  
Provide services in Prince William County. Shuttles can operate via the I-66 Express Lanes, scheduled to open in 2023.

Other potential locations for consideration may include:

- 4) Ashburn Park & Ride  
Provide services in Loudoun county. Shuttles can operate via Dulles Airport Access Road and the I-66 (inside the beltway) Express lanes.
- 5) Stafford Park & Ride  
Provide services in Stafford County, that has a high employee density. Shuttles can operate via I-95 express lanes.
- 6) Union Station  
This location could connect services regional transit services such as VRE, Marc and Metro. Currently the DC Circulator provides services from Union Station to Congress Heights. This route could be potentially modified to serve the DHS St. Elizabeths Campus.
- 7) Pentagon Transit Center

This location could serve several regional bus services in the Northern Virginia area as well as Metro. JBAB currently operates shuttles from this location to their campus. DHS could potentially coordinate with JBAB and further investigate the feasibility to share the service.



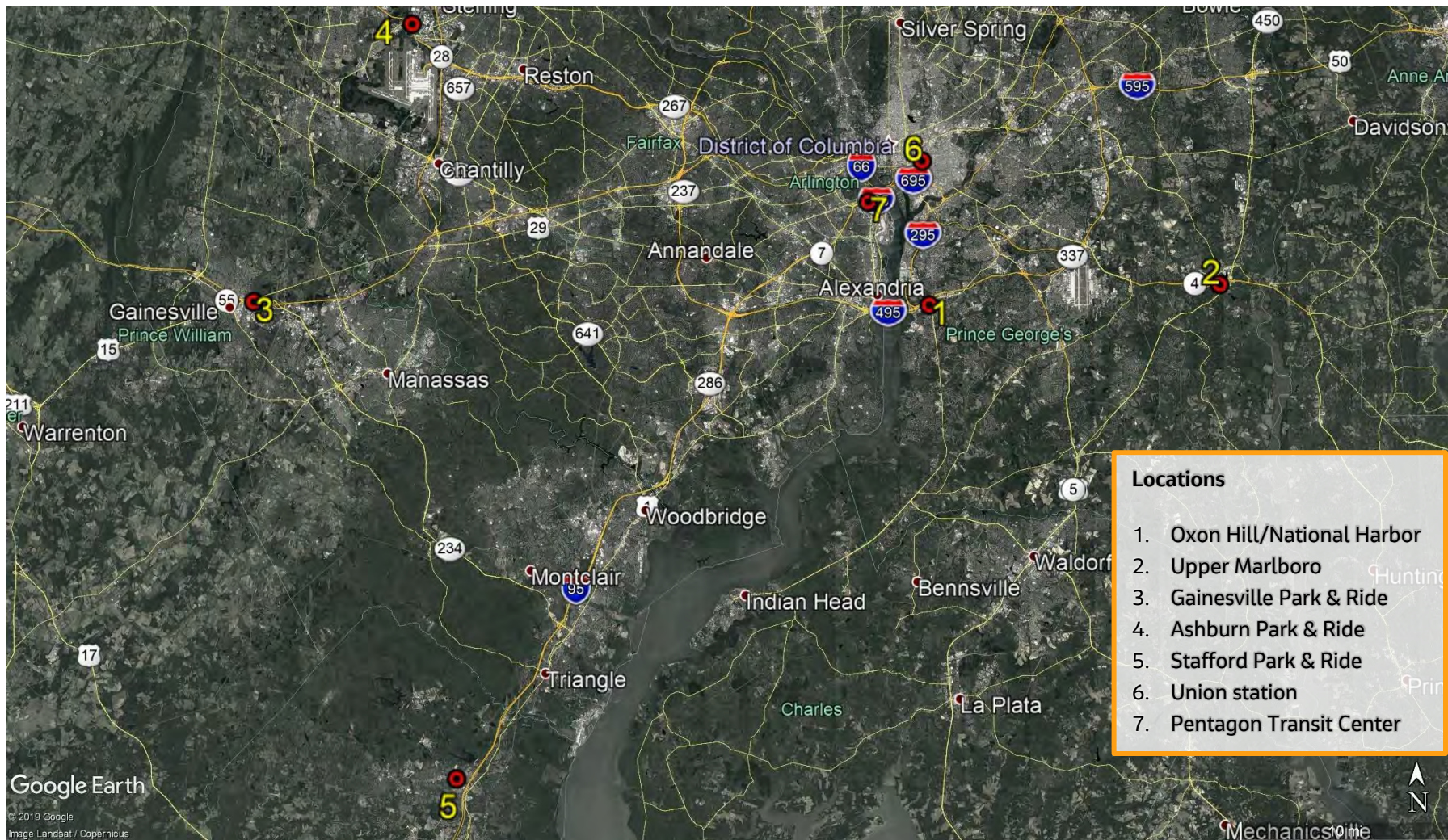


Figure 2: Potential Transit Service Locations



## APPENDIX F

Draft Section 106 Agreement (MOA or PA)

**MEMORANDUM OF AGREEMENT AMONG  
THE UNITED STATES GENERAL SERVICES ADMINISTRATION,  
THE ADVISORY COUNCIL ON HISTORIC PRESERVATION,  
THE DISTRICT OF COLUMBIA STATE HISTORIC PRESERVATION OFFICE,  
THE UNITED STATES FEDERAL HIGHWAY ADMINISTRATION,  
THE NATIONAL CAPITAL PLANNING COMMISSION,  
AND  
THE UNITED STATES DEPARTMENT OF HOMELAND SECURITY,  
REGARDING A  
SECOND AMENDMENT TO THE MASTER PLAN FOR THE REDEVELOPMENT OF THE ST. ELIZABETHS  
WEST CAMPUS AND ASSOCIATED CONSTRUCTION  
AT ST. ELIZABETHS NATIONAL HISTORIC LANDMARK,  
WASHINGTON, D.C.**

WHEREAS, this Memorandum of Agreement (“MOA”) is made as of this \_\_\_ day of \_\_\_\_\_, 2020, by and among the United States General Services Administration (“GSA”) as lead federal agency, the Advisory Council on Historic Preservation (“ACHP”), the District of Columbia State Historic Preservation Office (“DCSHPO”), the United States Federal Highway Administration (“FHWA”), the National Capital Planning Commission (“NCPC”), and the United States Department of Homeland Security (“DHS”) (all referred to collectively herein as the “Signatories” or individually as a “Signatory” pursuant to Sections 106 and 110 of the National Historic Preservation Act (“NHPA”), 16 U.S.C. §§ 470f and 470h-2(f), the Section 106 implementing regulations at 36 CFR Part 800, and the 2008 Programmatic Agreement (“PA”) among GSA, ACHP, DCSHPO, FHWA (“Federal Highway Administration”), NCPC, and DHS regarding the Redevelopment of St. Elizabeths National Historic Landmark, Washington, D.C., dated December 9, 2008, and amended June 4, 2018, which contemplated a multi-phased Redevelopment Project (“Redevelopment Project”) and the execution of one or more separate MOAs to develop and implement the project per 36 CFR § 800.6 (Exhibit 1); and

WHEREAS, St. Elizabeths (“St. Elizabeths”) is located in the Southeast quadrant of Washington, D.C. and consists of the 176-acre West Campus (“West Campus”) and the 173-acre East Campus (“East Campus”) divided by Martin Luther King, Jr., Avenue, SE (“MLK Avenue”), all of which contribute to the St. Elizabeths National Historic Landmark (NHL) (Exhibit 2). The West Campus is under GSA’s jurisdiction and is being redeveloped by GSA for occupancy by DHS. The East Campus and MLK Avenue are under the jurisdiction of the Government of the District of Columbia (“D.C. Government”); and

WHEREAS, GSA’s ongoing redevelopment of the West Campus has occurred in accordance with *The DHS Headquarters Consolidation at St. Elizabeths Final Master Plan, Washington, DC, November 10, 2008* (“2008 Master Plan”) as documented in the PA, and the subsequent *DHS Consolidation at St. Elizabeths Master Plan Amendment: Federal Use Parcel of the East Campus, Washington, DC, March 30, 2012* (“Master Plan Amendment”); and

WHEREAS, the adverse effects of the Master Plan Amendment were accounted for in *The Memorandum of Agreement among the United States General Services Administration, the Advisory Council on Historic Preservation, the Government of the District of Columbia acting by and through the Deputy Mayor for Planning and Economic Development, the District of Columbia Office of Planning, the District of Columbia Department of Transportation, the District of Columbia State Historic Preservation Office, the National*

*Capital Planning Commission, and the United States Department of Homeland Security Regarding Transportation Improvements along a Segment of Martin Luther King, Jr. Avenue and Construction of the Federal Emergency Management Agency Headquarters within the Federal Use Parcel on the East Campus of St. Elizabeths National Historic Landmark, Washington, D.C. ("2012 MOA"), executed on April 19, 2012; and*

WHEREAS, on August 19, 2020, GSA notified the Signatories and Consulting Parties ("Consulting Parties") to the 2012 MOA that it was vacating the MOA because the undertaking proposed therein was not carried out and is not intended to be carried out now or in the future due to changed circumstances (Exhibit 3); and

WHEREAS, GSA plans to complete and implement the Second Amendment to the Master Plan for the Redevelopment of the St. Elizabeths West Campus ("Second Amendment"), which constitutes the undertaking ("Undertaking") and which will be attached herein without amendment of this MOA following approval by NCPC and acceptance by GSA (Exhibit 4); and

WHEREAS, the Undertaking, the Second Amendment, mainly will affect two areas of the West Campus: the Plateau ("Plateau") which includes Buildings 56/57, 60, 64, 66, 67, 68, and 69 and the Sweetgum Lane site ("Sweetgum Lane Site") which includes Building 15. Both areas encompass landscape features that contribute to the NHL, including the Ravine and the Athletic Field, as well as spatial organization and land use patterns, topography and drainage, circulation, views and visual relationships, landscape structures, constructed water features, and small-scale furnishings and objects; and

WHEREAS, the Undertaking includes design and construction of two new office buildings on the Plateau; design and construction of one new building at the Sweetgum Lane site; landscape and site work at the Plateau site including on the Plateau and in the Ravine; the rehabilitation of contributing Buildings 56/57; the continued stabilization of Buildings 64 and 52; and the associated demolition of 6 buildings that contribute to the NHL: Buildings 15, 60, 66, 67, 68, and 69, upon appropriation from the U.S. Congress of sufficient funding for new construction; and

WHEREAS, GSA committed in the 2008 Master Plan and the 2008 PA to the rehabilitation and use of the historic buildings on the West Campus that contribute to the NHL, and this Undertaking, the Second Amendment, does not affect that commitment with the exception of the 6 buildings to be demolished; and

WHEREAS, GSA, during consultations leading to the MOA, committed to evaluating Building 69 to determine if it was feasible to retain it for federal government office space, and GSA reaffirmed the commitment to evaluate it at NCPC's commission meeting on November 7, 2019; and

WHEREAS, GSA determined an Area of Potential Effects ("APE")(Exhibit 5), as defined in 36 CFR § 800.16(d) in the 2008 PA, and during consultation for this Undertaking GSA determined the APE for this Undertaking was the entire St Elizabeths NHL; and

WHEREAS, in consultation with DCSHPO, GSA will delineate Limits of Disturbance ("LOD") associated with each Design Submission ("Design Submission") under the Second Amendment in the process described in Stipulation III.C.2. of the PA; and

WHEREAS, NCPC will review the Second Amendment and the subsequent Design Submission components of the Undertaking pursuant to the National Capital Planning Act of 1952, and has

designated GSA lead agency for NCPC's compliance pursuant to 36 CFR § 800.2(a). NCPC will rely upon the PA and this MOA to fulfill its Section 106 obligation for any approval action taken in its review; and

WHEREAS, GSA, in accordance with Stipulation III.C.1.c of the PA, consulted with NCPC, a Signatory, and with the U.S. Commission of Fine Arts ("CFA"), a Consulting Party, and anticipates determining appropriate submittal dates for the draft and final Second Amendment to the Master Plan and the eventual phases of Design Submissions; and

WHEREAS, as required under 54 USC § 306107 (commonly known as Section 110(f) of the NHPA) and its implementing regulations (specifically 36 CFR §§ 800.6 and 800.10), prior to the approval of any federal undertaking that may directly and adversely affect an NHL, the head of the responsible federal agency shall to the maximum extent possible undertake such planning and actions as may be necessary to minimize harm to the NHL; in accordance with the code and its implementing regulations, GSA has notified the ACHP and the U.S. Department of the Interior- National Park Service (DOI-NPS, as the Secretary of the Interior's designee) of this consultation regarding the NHL property and invited the NPS to participate in the development of this MOA and to consult on the resolution of any adverse effects to the NHL as a consulting party; and

WHEREAS, pursuant to the National Environmental Policy Act, GSA has prepared a Supplemental Environmental Impact Statement ("2020 SEIS") to address changed circumstances since the publication of the *Consolidation at St. Elizabeths Master Plan Amendment – East Campus North Parcel Environmental Impact Statement* in 2012. GSA has provided the 2020 SEIS for public comment in accordance with 36 CFR § 800.8(a)(1); and

WHEREAS, GSA consulted with the D.C. Government to ensure the goals and objectives of the Second Amendment are compatible with the District of Columbia's *St. Elizabeths East Master Plan and Design Guidelines* (2012); and

WHEREAS, in coordination with the D.C. Department of Transportation (DDOT), GSA has assessed transportation needs and determined that no right-of-way improvements are necessary on MLK Avenue at this time for the implementation of the Second Amendment; and

WHEREAS, GSA initiated consultation with the federally recognized Delaware Tribe, which has historic ties to the area that includes the St. Elizabeths West Campus, provided notification of GSA's determination of adverse effects, invited the tribe to participate in consultation, and the Tribe did not reply; and

WHEREAS, pursuant to 36 CFR 800.3(f), in addition to the Signatories to this MOA, GSA identified and invited to consult the following Consulting Parties: Advisory Neighborhood Commissions 8A, 8B, 8C, 8D, and 8E, CFA, The Committee of 100 on the Federal City, The Cultural Landscape Foundation, the D.C. Preservation League, the D.C. Office of Planning, DDOT, the National Trust for Historic Preservation, the U.S. Department of the Interior- National Park Service, and the U.S. Navy; and

WHEREAS, in consultation, GSA applied the Criteria of Adverse Effects (36 CFR 800.5(a)(1)) and determined that the Undertaking will have an adverse effect on the NHL due to the anticipated demolition of 6 contributing buildings; the proposed construction of new buildings with different locations, larger footprints, and significantly more mass than those proposed in the 2008 Master Plan; the alteration or demolition, during landscape and site work, of historic landscape features such as topography, circulation patterns, and vegetation; and the anticipated changes to the integrity of the

visual environment of the NHL. In addition, there is an intensification of the adverse effect previously determined in the PA on the adjacent eligible Congress Heights Historic District due to anticipated changes to the integrity of views from the historic district toward the proposed new buildings on the Plateau; and

WHEREAS, GSA completed archaeological assessments of the sites constituting the area of the Second Amendment and determined there is no known potential for adverse effect to archaeological resources, and that in the event of an unanticipated discovery, Exhibit 14 of the PA stipulates the procedures for notification and site treatment; and

WHEREAS, GSA notified the DCSHPO and ACHP of its adverse effect determination for this Undertaking, and continued its ongoing consultation with the Signatories and Consulting Parties to avoid, minimize, or mitigate adverse effects in accordance with the PA; and

WHEREAS, this consultation led to the Second Amendment to the Master Plan appended to this MOA, and, pursuant to Stipulation III.C.1 of the PA, will continue consultation with the Signatories and Consulting Parties during development of Design Submissions as described herein. Consultation is also informed by the Governing Documents as defined in Stipulation 1.a. herein and the Historic Structure Reports; and

WHEREAS, GSA informed the Signatories and Consulting Parties during consultation that GSA will continue to make consultation and non-sensitive Undertaking-related documents accessible to the public through a project website at [http://www.stelizabethsdevelopment.com/document\\_center.cfm](http://www.stelizabethsdevelopment.com/document_center.cfm)

NOW THEREFORE, the Signatories agree that the Undertaking will be implemented in accordance with the following Stipulations (“Stipulations”) in order to take into account the effect of the Undertaking on historic properties.

## **STIPULATIONS**

GSA will ensure the following measures are carried out:

- I. GENERAL REQUIREMENTS
  - a. Reference Documents and Documentation

The Second Amendment provides, at the Master Plan level, GSA’s proposed massing, height, and scale for new agency buildings; landscape and site work; and rehabilitation and/or stabilization of historic buildings.

GSA’s Design Submissions will be based on the Second Amendment, the Secretary of the Interior’s Standards for the Treatment of Historic Properties (Rehabilitation), NPS Preservation Brief 31, the campus Cultural Landscape Report, the Landscape Preservation Plan, the Landscape Integration Plan, and the Architectural Resources Management Plan, all specific to the redevelopment of the St. Elizabeths West Campus. The Undertaking will also be carried out in accordance with the 2020 SEIS. Collectively, these documents will be referred to as governing documents (“Governing Documents”); and GSA also will comply with applicable Building and Life Safety Codes.



b. Qualified Personnel

GSA will ensure that all historic preservation and archaeological work, if an unanticipated discovery is made, performed by GSA or on its behalf pursuant to this MOA, will be accomplished by or under the direct supervision of a person or persons who meet(s) or exceed(s) the pertinent qualifications in the Secretary of the Interior's Professional Standards located at [http://www.nps.gov/history/local-law/arch\\_stnds\\_9.htm](http://www.nps.gov/history/local-law/arch_stnds_9.htm).

II. AVOIDANCE, MINIMIZATION, AND MITIGATION MEASURES

GSA consulted with Signatories and Consulting Parties to determine the effects caused by the Second Amendment and measures to avoid, minimize, or mitigate them. GSA will take the following specific actions:

a. Avoidance Measures

GSA, pursuant to the protection measures stipulated in the PA, will ensure that the measures, including vibration monitoring and the physical and marked separation of new construction from adjacent historic buildings, are in place.

b. Minimization Measures

GSA, pursuant to the stipulations in the PA, will ensure that effects to historic landscape features and trees are avoided or minimized during construction. During consultation on the development of the Design Submissions, GSA will continue to seek ways to minimize adverse effects caused by the Second Amendment, and will take the following actions:

1. Retain the historic pedestrian pathways to the extent possible.
2. Design any new hardscape around new buildings in a manner that respects the NHL's historic landscape character in order to minimize the adverse effect to the landscape setting.
3. Augment the wooded buffer between the cemetery and the new building on the Sweetgum Lane site to avoid or minimize the potential effect on views from the cemetery toward the Sweetgum Lane site.
4. Install a green roof on the new building at the Sweetgum Lane site to minimize effects on views across the site.
5. Design the Plateau buildings to respond to views from within the West Campus, more distant views from the west, and into the site from the St. Elizabeths East Campus of the NHL along Redwood Street and Gate 3.
6. Follow the procedures set out in Exhibit 14 of the PA if unanticipated archaeological discoveries occur.
7. Inspect and reinforce current protective mothballing measures and make necessary repairs to historic buildings, in consultation with DCSHPO.

c. Mitigation Measures

GSA will take the following actions to mitigate adverse effects associated with this Second Amendment:

1. Conduct additional documentation, including digital documentation of the interiors and exteriors of Buildings 60, 66, 68, and 69 and make it available to the public through an online platform.
2. Provide tags with botanical information on historic trees as defined in the Landscape Preservation Plan within 5 years of the execution of this MOA, and replace historic trees removed for construction with the same or similar species in a nearby location as feasible and subject to guidance from GSA's Regional Horticulturalist and in consultation with the DC SHPO.
3. Create an online version of materials from the 2017-2018 St. Elizabeths exhibit at the National Building Museum, and add the interpretive sign program, and other educational materials and documentation, within 5 years of execution of this MOA and in consultation with the DCSHPO.

III. DESIGN REVIEW PROCESS

GSA will continue to follow the Consultation Process and Procedures for Design Submissions stipulated under III.C. of the PA and consult with Signatories and Consulting Parties for each component of this Undertaking. The components of the Second Amendment may advance individually.

IV. ALTERATIONS TO PROJECT DOCUMENTS

GSA will comply with the procedures laid out in Stipulation IX.C. of the PA.

V. DEMOLITION AND FURTHER EVALUATION

GSA will not demolish buildings that contribute to the NHL, including Buildings 15, 60, 66, 67, 68, and 69 until the U.S. Congress appropriates sufficient funding for the construction of a new building that affects that historic building and GSA notifies the Consulting Parties of receipt of such funding in writing.

Further, for Building 69, GSA will also evaluate it to determine if it can be feasibly retained and used as federal government office space, will report findings to the Consulting Parties in writing, and will consider their comments on the findings. Should GSA's evaluation conclude that it can be feasibly retained and used by the federal government, this MOA will remain in force and a revised master plan amendment, if GSA determines it necessary, will be consulted on and attached herein without further amendment of this MOA. Should GSA's evaluation conclude that Building 69 cannot be feasibly retained and used by the federal government, GSA will notify the Consulting Parties of its decision in writing following the comment period.

VI. DISPUTE RESOLUTION

For disputes initiated by Signatories, GSA will comply with procedures in Stipulation V. of the PA. For disputes initiated by Consulting Parties, GSA will comply with procedures in Stipulation VI of the PA.

VII. AMENDMENTS

GSA will comply with procedures in Stipulation VII of the PA. If GSA, in consultation determines that there is an intensification of the adverse effect, GSA will propose amending this MOA as set forth in Stipulation VII of the PA.

VIII. TERMINATION

GSA will comply with the procedures in Stipulation VII of the PA. If this MOA is terminated, the Signatories shall take such actions as are necessary to comply with all requirements of 36 C.F.R. Part 800.

IX. DURATION

This MOA shall remain in effect for a period of 15 years, unless extended through an amendment per Stipulation VII of the PA or terminated per Stipulation VIII of the PA.

Availability of Funds: Per Stipulation XII.B. of the PA, fulfillment of the terms of the projects in the Second Amendment and this Undertaking's MOA are subject to the availability of funds, pursuant to the Anti-Deficiency Act, 31 U.S.C. § 1341 *et seq.* This MOA is not an obligation of funds in advance of an appropriation of such funds, and it does not constitute authority for the expenditure of funds.

Execution and implementation of this MOA by the Signatories and implementation of its terms will evidence that GSA, as lead agency, has afforded DC SHPO, ACHP, DOI-NPS, the Signatories and Consulting Parties an opportunity to comment on the Undertaking and its effects on the St. Elizabeths NHL.

Signatures Follow

MEMORANDUM OF AGREEMENT AMONG  
THE UNITED STATES GENERAL SERVICES ADMINISTRATION,  
THE ADVISORY COUNCIL ON HISTORIC PRESERVATION,  
THE DISTRICT OF COLUMBIA HISTORIC PRESERVATION OFFICE,  
THE UNITED STATES FEDERAL HIGHWAY ADMINISTRATION,  
THE NATIONAL CAPITAL PLANNING COMMISSION,  
AND  
THE UNITED STATES DEPARTMENT OF HOMELAND SECURITY,  
REGARDING A  
SECOND AMENDMENT TO THE MASTER PLAN FOR THE REDEVELOPMENT OF THE ST. ELIZABETHS WEST  
CAMPUS AND ASSOCIATED CONSTRUCTION  
AT ST. ELIZABETHS NATIONAL HISTORIC LANDMARK,  
WASHINGTON, D.C.

UNITED STATES GENERAL SERVICES ADMINISTRATION

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By:

Beth L. Savage  
Director, Center for Historic Buildings  
Federal Preservation Officer

Date:

MEMORANDUM OF AGREEMENT AMONG  
THE UNITED STATES GENERAL SERVICES ADMINISTRATION,  
THE ADVISORY COUNCIL ON HISTORIC PRESERVATION,  
THE DISTRICT OF COLUMBIA HISTORIC PRESERVATION OFFICE,  
THE UNITED STATES FEDERAL HIGHWAY ADMINISTRATION,  
THE NATIONAL CAPITAL PLANNING COMMISSION,  
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CAMPUS AND ASSOCIATED CONSTRUCTION  
AT ST. ELIZABETHS NATIONAL HISTORIC LANDMARK,  
WASHINGTON, D.C.

UNITED STATES GENERAL SERVICES ADMINISTRATION

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By:

Darren J. Blue  
Regional Commissioner  
Public Buildings Service  
National Capital Region

Date:



MEMORANDUM OF AGREEMENT AMONG  
THE UNITED STATES GENERAL SERVICES ADMINISTRATION,  
THE ADVISORY COUNCIL ON HISTORIC PRESERVATION,  
THE DISTRICT OF COLUMBIA HISTORIC PRESERVATION OFFICE,  
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CAMPUS AND ASSOCIATED CONSTRUCTION  
AT ST. ELIZABETHS NATIONAL HISTORIC LANDMARK,  
WASHINGTON, D.C.

ADVISORY COUNCIL ON HISTORIC PRESERVATION

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By:

John M. Fowler  
Executive Director

Date:

MEMORANDUM OF AGREEMENT AMONG  
THE UNITED STATES GENERAL SERVICES ADMINISTRATION,  
THE ADVISORY COUNCIL ON HISTORIC PRESERVATION,  
THE DISTRICT OF COLUMBIA HISTORIC PRESERVATION OFFICE,  
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AT ST. ELIZABETHS NATIONAL HISTORIC LANDMARK,  
WASHINGTON, D.C.

DISTRICT OF COLUMBIA STATE HISTORIC PRESERVATION OFFICE

---

By:

David Maloney  
State Historic Preservation Officer

Date:

MEMORANDUM OF AGREEMENT AMONG  
THE UNITED STATES GENERAL SERVICES ADMINISTRATION,  
THE ADVISORY COUNCIL ON HISTORIC PRESERVATION,  
THE DISTRICT OF COLUMBIA HISTORIC PRESERVATION OFFICE,  
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AT ST. ELIZABETHS NATIONAL HISTORIC LANDMARK,  
WASHINGTON, D.C.

THE UNITED STATES DEPARTMENT OF TRANSPORTATION  
FEDERAL HIGHWAY ADMINISTRATION

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By:

Monique R. Evans  
Division Director, Eastern Federal Lands Highway Division

Date:

MEMORANDUM OF AGREEMENT AMONG  
THE UNITED STATES GENERAL SERVICES ADMINISTRATION,  
THE ADVISORY COUNCIL ON HISTORIC PRESERVATION,  
THE DISTRICT OF COLUMBIA HISTORIC PRESERVATION OFFICE,  
THE UNITED STATES FEDERAL HIGHWAY ADMINISTRATION,  
THE NATIONAL CAPITAL PLANNING COMMISSION,  
AND  
THE UNITED STATES DEPARTMENT OF HOMELAND SECURITY,  
REGARDING A  
SECOND AMENDMENT TO THE MASTER PLAN FOR THE REDEVELOPMENT OF THE ST. ELIZABETHS WEST  
CAMPUS AND ASSOCIATED CONSTRUCTION  
AT ST. ELIZABETHS NATIONAL HISTORIC LANDMARK,  
WASHINGTON, D.C.

NATIONAL CAPITAL PLANNING COMMISSION

---

By:

Marcel C. Acosta  
Executive Director

Date:

MEMORANDUM OF AGREEMENT AMONG  
THE UNITED STATES GENERAL SERVICES ADMINISTRATION,  
THE ADVISORY COUNCIL ON HISTORIC PRESERVATION,  
THE DISTRICT OF COLUMBIA HISTORIC PRESERVATION OFFICE,  
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SECOND AMENDMENT TO THE MASTER PLAN FOR THE REDEVELOPMENT OF THE ST. ELIZABETHS WEST  
CAMPUS AND ASSOCIATED CONSTRUCTION  
AT ST. ELIZABETHS NATIONAL HISTORIC LANDMARK,  
WASHINGTON, D.C.

UNITED STATES DEPARTMENT OF HOMELAND SECURITY

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By:

Thomas D. Chaleki  
Chief Readiness Support Officer

Date:



Exhibit 1: 2008 Programmatic Agreement (found on project website):

[http://assets.stelizabethsdevelopment.com/documents/document\\_center/St.Es\\_ProgAgreement\\_Final\\_812091\\_20100419161713.pdf](http://assets.stelizabethsdevelopment.com/documents/document_center/St.Es_ProgAgreement_Final_812091_20100419161713.pdf)

Exhibit 2: St. Elizabeths National Historic Landmark. The EIS Study Area (shaded blue) defines the boundaries of the Second Amendment, defined as the Undertaking and the subject of this MOA.

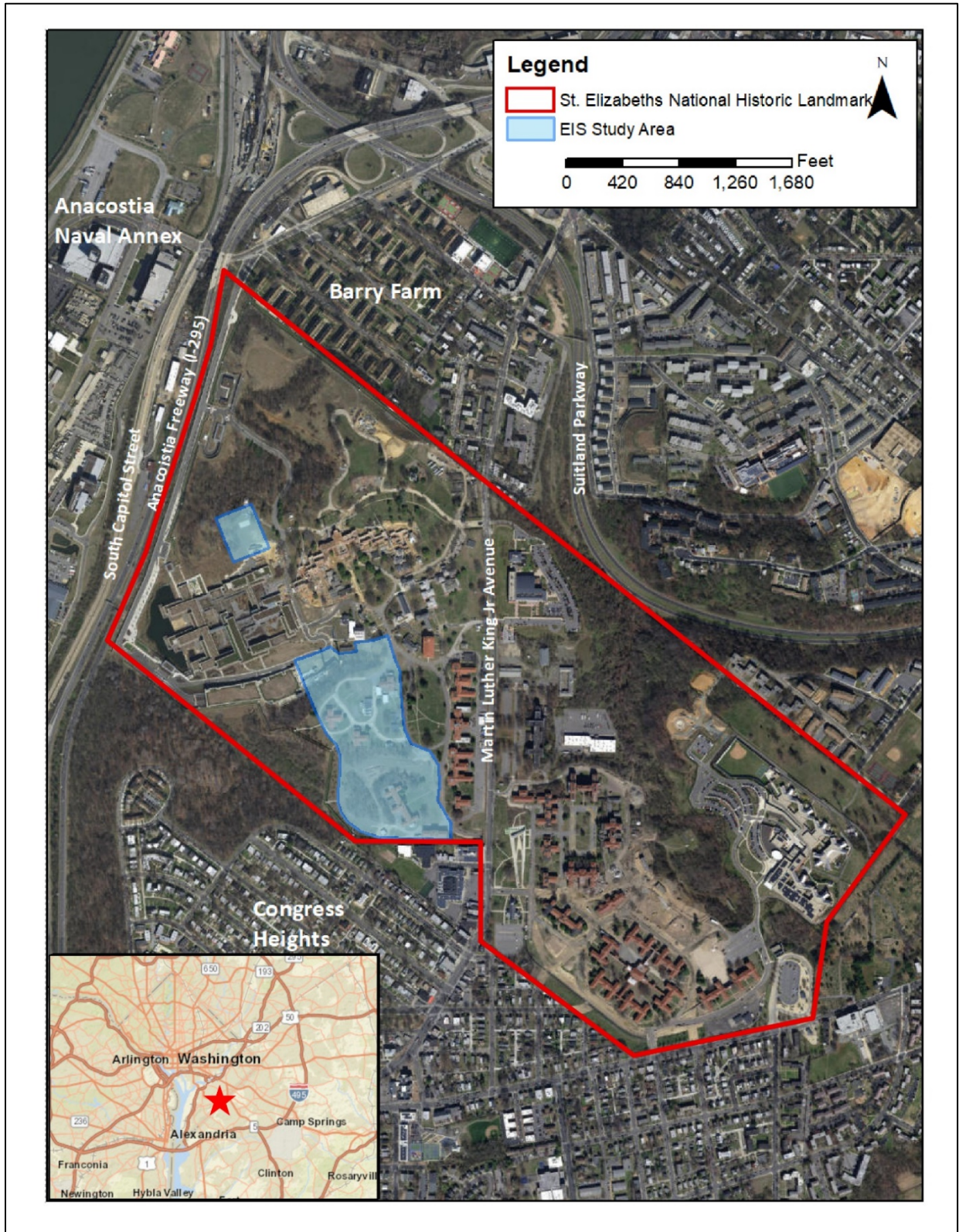


Exhibit 3: Statement to Vacate April 19, 2012 Memorandum of Agreement



U.S. General Services Administration

The U.S. General Services Administration (GSA) is notifying you as a signatory/consulting party to this agreement that we are vacating the "Memorandum of Agreement for Transportation Improvements along a Segment of Martin Luther King, Jr. Avenue and Construction of the Federal Emergency Management Agency Headquarters within the Federal Use Parcel on the East Campus of St. Elizabeth's National Historic Landmark, Washington, D.C.," that was executed on April 19, 2012. Neither GSA nor any other party carried out any work under these stipulations or otherwise took any action to implement this Memorandum of Agreement (MOA). GSA did not initiate the undertaking proposed in the MOA. Therefore, effective immediately, GSA no longer has any Section 106 responsibility for this MOA's undertaking.

This constitutes GSA's written notice to all consulting parties of GSA's decision to vacate the MOA. As of the date of this notice, this MOA is no longer in effect. Please contact Nancy Witherell at 202-251-4901 or [nancy.witherell@gsa.gov](mailto:nancy.witherell@gsa.gov) for further information.

UNITED STATES GENERAL SERVICES ADMINISTRATION

A handwritten signature in black ink, appearing to read "Beth L. Savage".

August 17, 2020

By:

Date

Beth L. Savage  
Director, Center for Historic Buildings  
Federal Preservation Officer

DocuSigned by:

A handwritten signature in black ink, appearing to read "Darren J. Blue".

8/18/2020

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By:

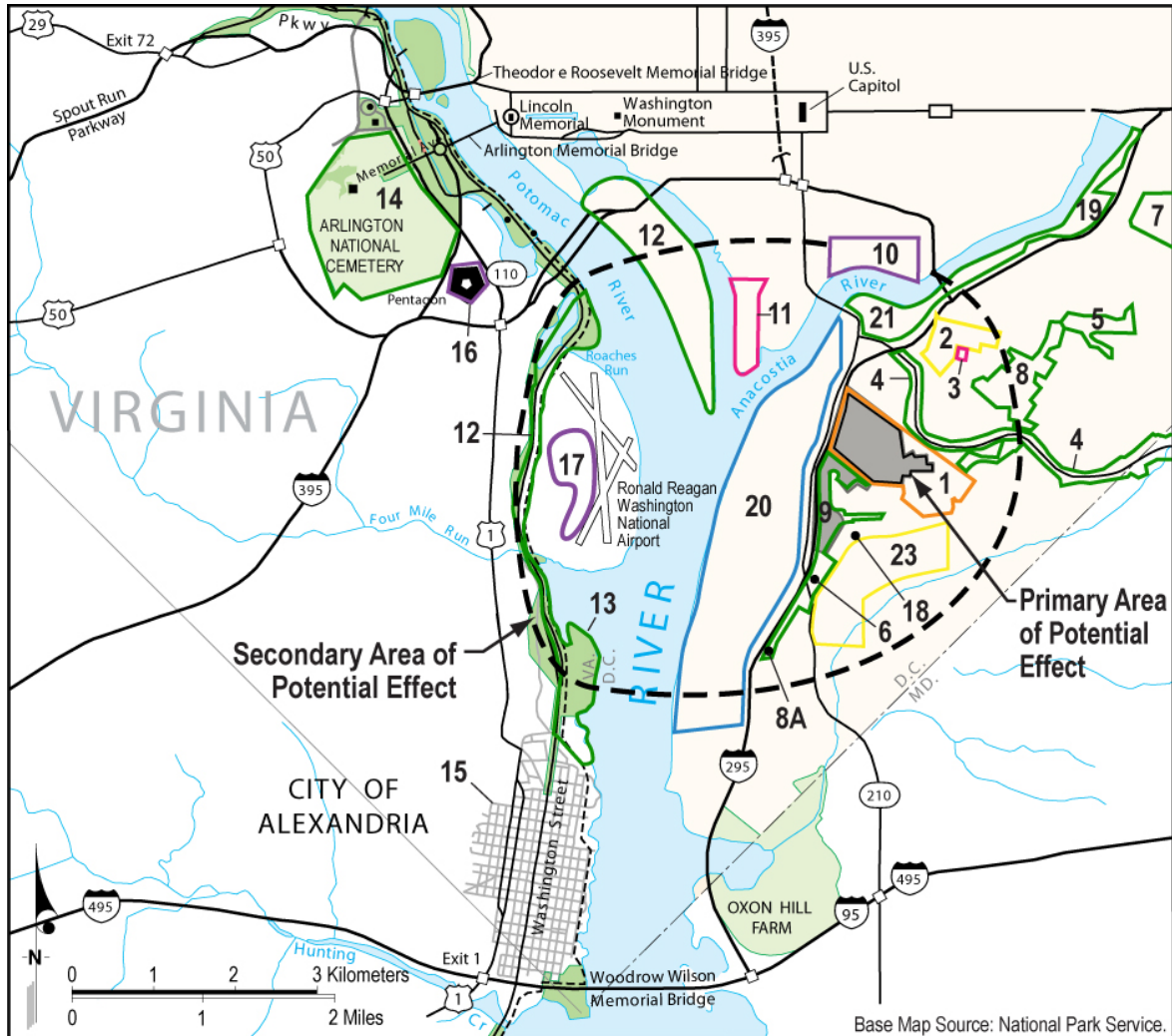
Date

Darren J. Blue  
Regional Commissioner  
Public Buildings Service  
National Capital Region

Exhibit 4: Final Approved Master Plan Second Amendment, to be added to this MOA without amendment following final approval by NCPC and acceptance by GSA.



Exhibit 5: Area of Potential Effect



**Historic Resources and Areas of Potential Effect**

**National Register Listed**

- 1 St. Elizabeths NHL
- 2 Anacostia Historic District
- 3 Frederick Douglass National Historic Site (Cedar Hill)
- 4 Suitland Parkway
- Civil War Fort Sites and Fort Circle Park System**
- 5 Battery Ricketts
- 6 Fort Carroll
- 7 Fort Dupont
- 8 Fort Stanton
- 8A Fort Greble
- 9 Shepherd Parkway
- 10 Washington Navy Yard  
Commandant's Office  
Quarters A and Quarters B  
Main Gate  
Washington Navy Yard Annex Historic District

- 11 Fort McNair  
Army War College
- 12 East Potomac Park
- 13 George Washington Memorial Parkway
- 14 Arlington Cemetery, Custis Lee Mansion
- 15 City of Alexandria Historic District
- 16 Pentagon
- 17 Ronald Reagan Washington National Airport
- 18 Congress Heights Firehouse
- National Register Eligible**
- 19 Anacostia Freeway
- 20 Bolling Air Force Base/Naval Annex
- 21 Anacostia Park
- 22 Congress Heights Historic District

(Color outlines are for clarity only.)

APPENDIX G  
Consulting Party Meeting Minutes



1800 K Street NW  
Suite 200  
Washington, DC 20006  
T 202 380 3120  
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## Meeting Notes

Date August 30, 2018

Project D60203.dhs  
No. \_\_\_\_\_  
Project St. Elizabeths West Campus  
Name \_\_\_\_\_  
Master Plan Amendment 2  
Page 1 of 6  
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Meeting Time & Location August 28 1pm-4pm / ZGF Offices, 1800 K Street NW Suite 200

From Jed Edeler, Otto Condon ZGF

Those Present See attached attendance sheet

Distribution Clay Weiland, Daryl Starks, GSA

Attachments: Consulting Party Presentation

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The following is a summary of comments that were discussed at the meeting and is not intended to be direct documentation of all comments. Please notify ZGF of any item incorrectly recorded here, or if additional items should be noted.

### Meeting Agenda:

1. Master Plan Amendment 2 – Scope of Study
2. Master Plan Refresher
3. Master Plan Amendment 2 – 2018 Reset
4. Preliminary Design Studies: Plateau
5. Preliminary Design Studies: I&A Site
6. Next Steps

### Opening Remarks

#### GSA

1. GSA (Mina Wright) commented to the CPs about the goals of the Master Plan Amendment #2 as a preface to the presentation of concept options. Those goals include:
  - a. providing a direction that would allow for the consolidation of the DHS components on the St Elizabeths West Campus. This direction will need to include considerations for cost of new construction and adaptive reuse efforts on the campus in order to ensure the most cost effective approach for consolidation.
  - b. provide a means of reaching a “critical mass” of occupants on the campus within a short window of time. This critical mass would result in an increase in desire for DHS occupants to occupy the St Elizabeths campus and would be used to demonstrate to appropriators that the consolidation effort is still viable.
  - c. provide a means of completing 1.2M GSF of new construction on the Plateau with an option of completing and additional 175K GSF north of the Center Building (1.37M GSF maximum to be considered Master Plan Amendment #2)
2. GSA (Kristi Williams) confirmed that the PA for the St Elizabeths Consolidation effort has been extended to 2021 (extended three years in 2018). However, the final direction to come, resulting from coordination with the GSA, the DHS, and the CPs, may require a new PA prior to proceeding with the final direction. This is dependent upon the degree of variance between the final Master Plan direction and the current PA.



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### 3. Key Points:

- a. The presentation today is a new direction for the Masterplan and reflective of the critical drivers of financing money and appropriation. This is development driver for the campus.
- b. There have been significant costs to date to develop the infrastructure for the campus.
- c. In the current appropriations environment, the Center Building Rehabilitation effort has received the perception as being too expensive and unsustainable. The perception of historic rehabilitation as being excessively expensive is a significant part of the revised direction for the Masterplan.
- d. The tenants of the campus also have a need for flexible and usable floor plates. The historical buildings on campus have not proved to meet this goal.
- e. The speed of construction is also a critical component of the decision-making process. The preservation efforts to date on campus have not met this need.

## Master Plan Amendment 2 Overview

Nancy Witherell, GSA

### 4. Masterplan Scope:

- a. Goal is to update the masterplan with a focus on the plateau area.
- b. The current 2018 focus of the Masterplan update is to get more buildings on campus in order to get a critical mass of employees on the campus for the Tenant.
- c. The proposed 2018 Masterplan includes and new tenant group: The Office of Intelligence and Analysis(I&A)
- d. The anticipated schedule for the Masterplan development would have a concept level masterplan in place by the December 2018, and then use 2019 to finalize the review process.

### 5. Master Plan Refresher:

- e. The 2008 Masterplan included – 3.8 million sf on the site, and buildings on the plateau were limited to 5 stories in height.
- f. The 2016 Masterplan development review resulted in set of 3 buildings that were referred to as the Dancing C's which include the demolition of one of the Pavilion buildings and the potential relocation of another pavilion building. This was the preferred scheme of multiple development options reviewed.

### 6. Master Plan Amendment 2 Reset:

- g. The existing historical buildings continue to deteriorate on campus. They are in worse condition than they were in 2008, and 2016, and the buildings are quickly deteriorating. Based on recent studies, the original construction methods for the buildings were of poor quality and are contributing to their current failure.
- h. The cost for the Center Building has now been summarized and are a significant factor in the current authorizing environment. The cost of the Center Building project is roughly around \$1000sf.
- i. Based on the work on campus, the cost for adaptive historic use is roughly twice as what was anticipated. Cost escalation is increasing the problem.
- j. Incomplete funding for the campus has been an ongoing condition. On average over the life of the campus, the campus has received 43% of the requested funds for the campus.
- k. The 2016 Masterplan included 900,000 gsf for the development on the plateau site. The goal now is 1.2 million gsf plus the 175,000sf for the proposed I&A building.



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- l. GSA has been studying ways to balance the preference of the authorizers for new construction with maintaining historic structures. As part of this, GSA reviewed the 2007 consensus document that had identified some buildings on campus that could be removed and were at the time determined not as significant or not contributing the character of the campus.
  - m. GSA is coordinating with Review Agencies in order to find a solution to the challenge of balancing historic preservation with the stated needs of the Tenant, and new construction preference of the authorizers. In these earlier discussions, the landscape on the south side of the south lawn was identified as playing a primary role. In addition, there was some discussion of exploring options of taller buildings with the hope to reduce impacts on the landscape.
  - n. Plateau:
    - a) the intention of using the “plateau definition” is to only include the west side of the south lawn. It is not the intention to separate this area from the south lawn of the Admin Row buildings.
  - o. I&A
    - a) The project is anticipated to be in new construction. I&A has been identified as a new tenant group for the campus and requires 175,000 gsf. The program requires a level 5 campus. The ball field site is being studied and presented for consideration.
7. Question:
- p. Hasn't GSA reduced their standard sf per person? In the 2016 Masterplan up to 17,000 occupants were identified for the campus with 12,000 seats. New standards would be helpful in reducing the impact, but GSA now talks about seat count versus employee. DHS, unlike other government agencies, has different workplace requirements due to security.

## Preliminary Design Overview

### Toby Hasslegren, ZGF

8. Plateau - Preliminary Observation:
  - a. The casual edge of the South Lawn and the taller buildings are key points that have contributed to the alternate framework in the design approaches.
9. Design Drivers:
  - b. The design team identified several important drivers to develop planning options. There were many drivers, but were limited the 10 – refer to presentation.
  - c. Scale Understanding
    - a) Massing – A comparison of massing of the proposed sf to the existing and potential for breaking this up into various size footprints with taller buildings.
    - b) Height – A comparison of how the new buildings would relate to the existing structure and landscape components.
10. Experiential Perspective:
  - d. Elevation of Plateau – Based on site visit to campus, and consensus that the landscape was a key design driver, a set of study views were established to show the plateau site looking from the admin row westward. In all of these, the landscape is a key part of the experience on the site and creates an informal west edge to the south lawn.
11. Campus Form:



- e. The buildings on the plateau are also at a different geometry, contributing to a less formal expression on the west side of the south lawn.

12. Sites Constraints

- f. The plateau site include the security fence and set back to the west.
- g. The design drivers identified a roughly 50' landscape buffer along the south lawn should be maintained/enhanced. Question: Concern that diagram appears to encroach in to the southern part of the south lawn. The intention of the buffer was to maintain the visual dominance of landscape as the edge to the South Lawn, and to also maintain the axial relationship between Hitchcock and B69.

13. Preliminary Design Options - Plateau

- h. All included plan diagrams and elevation sketches from South Lawn and across River.
- i. All options included removal of buildings on Plateau and Plant (56/57)
- j. 3 Buildings
  - a) The scheme has buildings that are 7/8 stories tall. The buildings include some underground components, amounts and use to be determined. As in all the schemes, the Hitchcock to B69 relationship is not impacted.
- k. 3 buildings further apart
  - a) The scheme takes the same building and puts greater space between buildings, allowing for a greater landscape experience.
- l. 5 buildings
  - b) 5 buildings that are 3 to 5 story buildings height. This scheme is in compliance with the height limit described in earlier Masterplan
- m. 4 buildings
  - a) 4 buildings that are vary in height and organization.

**Discussion of Concepts Overview:**

14. Discussion of Alternative Locations for New Construction

- a. **The Point:** The CPs commented that The Point (north of the Center Building) could be considered for development of new construction in terms of open space. However further conversation yielded a consensus the development at The Point or the slope below The Point is not viable.
- b. **Admin Row:** The CPs inquired on if the GSA had evaluated the opportunity to demolish the four (4) Administration buildings, directly adjacent to MLK Blvd., in order to complete new construction buildings on the southeast part of the campus in place of locating new construction on the Plateau. The GSA (Kristi Williams) responded that this direction had not been considered as the Administration buildings were thought to have more historical significance than building located on the Plateau (Buildings 60, 64, 66, and 68). However, this direction may be evaluated moving forward to determine the viability of this approach.
- c. **Eagle Zone:** The CPs inquired about reclaiming portions of the site previously protected as a result of eagles nesting adjacent to the campus. GSA (Stephanie Hamlett) commented that although the bald eagle is no longer considered and endangered animal, this area would still fall under the protection of other legislation (Migratory Bird Treaty Act) resulting in maintaining the need to preserve the habitat of the eagles (the eagle zone). ZGF (Otto Condon) added that the amount of space that could be reclaimed if the eagle zone



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protection is no longer required would be minimal in comparison to the amount of effort needed to evaluate the impacted area.

- d. **East Campus:** Is not an option.
- e. **Ravine** -Ravine could provide the most dramatic portion for the campus and is an opportunity to knit the campus together (CFA and GSA).

15. **Comments Corresponding to Presented Concepts (Plateau Development)** – All concepts were generated with the intent to provide a total of 1.2M GSF of new construction on the Plateau.

- f. CFA (Thomas Luebke) commented that options considering taller and fewer buildings may not be viable as a result of the change in view shed from the direction of National Airport to the campus. However, options including shorter and more buildings should be considered, which might include adding a sixth building to Option 3 in order to further decrease the building heights in Option 3 (Option 3 included the shortest buildings of the presented options).
- g. C100 (Kirby Vining) inquired about the possibility to merge all below grade levels of the presented options to provide a consolidated below grade level. The goal of this approach would be to provide the maximum amount of space below grade in order to decrease the quantity of space required above grade.
- h. ACHP (Kathy Harris) commented on the possibility of focusing the development of new construction to the south end of the campus (in the area of Bldg 68 & 69). This would include leveraging the consolidated basement approach mentioned by C100, however this approach would include construction of this new basement below Admin Row (Bldg. 72 & 73).
- i. DC Preservation (Rebecca Miller) inquired with the GSA on the possibility of utilizing the St Elizabeths East Campus for new construction in place of locating new construction on the Plateau as the original Master Plan included this approach for one (1) new construction building. However, GSA (Kristi Williams and Mina Wright) responded that utilization of the East Campus was deemed not viable during previous planning efforts.
- j. CFA (Sarah Batcheler) commented that all options should consider the visual and site relationships between Building 37 and Building 69 in terms of minimizing visual obstructions (buildings or landscaping) between the two buildings.
- k. NTHP (Elizabeth Merrit) inquired with ZGF about Building 56/57 during the presentation of options as this building seemed to be denoted as demolished in the options. GSA (Kristi Williams) confirmed that all options include demolition of Building 56/57 as this building's deterioration had progressed to an unsalvageable condition. As an alternative to full demolition of Building 56/57, CFA (Sarah Batcheler) commented on the viability of partial demolition (retaining Bldg 56/ Demolish Bldg 57).
- l. This removal/ demolition of the historic buildings on the plateau site is a manifestation of earlier discussion. The historic buildings do not offer the usable square footage that the authorizers are willing to support. The cost of their renovation and their viability to renovated into flexible and usable square footage contributes to the need to remove them.



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- m. Question: In the 2016 Masterplan, relocation for these buildings was suggested? Is relocation still viable?  
Response -GSA: No. The tenant does not have a need for the smaller building, and the authorizer will not support the cost of rehabilitation of these structures.
- n. GSA Intent - This plan will allow the ability to have the discussion of rehabilitation to occur later on. At the moment we need to have the spigot turned back on and get development going. In order to preserve the ability to have the historical preservation, critical mass is needed on the campus. The conditions will change...the secretary will be on campus in the historic Center Buildings, surround by her critical components. The gravity of that will be positive. If the development does not happen and critical mass not achieved, leases will need to be renewed at other properties and another 10-20 years will pass with the renewed leases.
- o. Mitigation – Should be identified.

16. **I&A Preliminary Concepts – Comments** – ZGF presented concepts of the I& A Building (located on the recreation field north of the Center Building). These concepts included buildings that were mostly below grade as a means of minimizing impacts to views from the Center Building entrance in the direction of the Potomac River. Also, ZGF commented that the provided concepts could be achieved while maintaining an acceptable level of day lighting (by atrium).

- a. Various meeting participants commented on the proximity of this new building to the historic cemetery located north of the USCG HQ. This proximity should be considered as the development of the concept progresses.
- b. ZGF commented that the presented options included approximately +75% of GSF space to be below grade. This is a matter of coordination with DHS as previous discussion included their desire to limit below grade space to about 33% of GSF for the new construction.
- c. ZGF commented that options presented for the new construction for the I&A group included architectural influence from the adjacent USCG HQ building.

### 17. Next Steps

- a. GSA (Kristi Williams) commented that comments from the CP group would be appreciated and key in moving the presented concept options to a final concept option. As a result, the CPs agreed to provide comments, corresponding to the presented options, to the GSA in approximately ten (10) days.
- b. Next meeting scheduled for September 18, 2018.

END OF MEETING SUMMARY.



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## Meeting Notes

Date September 20, 2018

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Meeting Time & Location September 20, 2018, 9:30-11:50am / ZGF Offices, 1800 K Street NW Suite 200

From Otto Condon, ZGF

Those Present See attached attendance sheet

Distribution Clay Weiland, Daryl Starks, GSA

Attachments: Consulting Party Presentation

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The following is a summary of comments that were discussed at the meeting and is not intended to be direct documentation of all comments. Please notify ZGF of any item incorrectly recorded here, or if additional items should be noted.

### Meeting Agenda:

1. Master Plan Amendment 2 – 2018 Reset
2. Preliminary Design Studies: Plateau
3. Preliminary Design Studies: I&A Site
4. Next Steps

### Presentation and Discussion (Refer to Presentation PDF):

1. Potential Other Development Sites on Campus. The following sites were generally discussed to identify feasibility:
  - a. Warehouse / along I-295.
    - i. CPs requested high-level test-fit study of Warehouse area, recognizing potential limitations, including:
      1. geotech analysis of slope would need to be done to confirm site feasibility;
      2. viewshed analysis, primarily impacts from promontory;
      3. wetland restoration area boundary;
      4. program of building for a single department would need to be minimum 400k sf.;
      5. proximity to warehouse and security perimeter are feasible;
      6. function of department can be located away from campus proper;
  - b. Allison / Home & Relief:
    - i. Consensus that site does not offer adequate area for significant new development in place of existing buildings.
  - c. Above Parking Garage 1:
    - i. CPs requested a test-fit study for a single department building, to evaluate impact on procession from Gate 1.
  - d. Eagle Zone slope:
    - i. CPs requested a test-fit study for forested steep sloped area, with fence relocated within Eagle zone restriction area next to property line.



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### 2. Plateau Schemes – 3, 4, 5, 6 Buildings:

- a. At conclusion of the presentation of blocking options, the CPs commented that the GSA should evaluate the construction of a larger building at the southern end of the campus (to the north of Building 69, while maintaining the presence of Admin Row Buildings 73, 74, 75, and reframing the South Lawn oval).
- b. The CPs would like to evaluate a potential “iconic” building that may be designed to act as a landmark, or as a part of the skyline, when looking into the campus from the Potomac River.
- c. Previous meetings with the CPs included discussions on possibly demolishing Building 56/57. The discussion was predicated on the presentation of Building 56/57’s current and anticipated state of decay and the anticipated amount of funding that would be required to rehabilitate this building. As a part of the discussion on September 18, the CPs expressed a desire to save Building 56/57 with the Stacks.
- d. Building 64 should be kept, and it has historical significance with the deaf community.
- e. General observations, comments, and requests for next meeting:
  - i. Building height: keep buildings below tree line from Potomac views, move height to the south, height should be used to create a major-landmark to distinguish the campus
  - ii. Investigate taller building on the south end oriented on axis to engage with Hitchcock
  - iii. Show fewer “bar” buildings
  - iv. Consider a “three building type” approach: Ravine – Middle Plateau – South Terminus
  - v. Model visualization updates:
    1. Model MLK Ave wall, Friendship School
    2. Confirm accuracy of tree types, heights and canopies
    3. Clarify that general massing of building forms is not representing ribbon windows.

### 3. I&A:

- a. Option was identified as within the approach that the CPs would like to see if development did occur on the site. The CPs requested additional information regarding the view corridor between the potential I&A and Munro Building looking toward the river.

### 4. Master Plan Process Discussion:

- a. Based on the scope of new construction and adaptive reuse discussed during the meeting on September 18, the CPs inquired on if it would be more appropriate to modify the Master Plan approach from an amendment to a new Master Plan. In response to this inquiry, the GSA reiterated that the goal of the current Master Plan rework is to support, and focus, the consolidation effort through development of the Plateau. This direction should not be interpreted as an attempt to abandon adaptive reuse projects currently included in the St Elizabeths Master Plan.
- b. Rather, the GSA is taking this approach to continue the momentum of consolidation while reevaluating methods to complete adaptive reuse with a more cost-effective approach. Utilizing a “new master plan” approach would stall the consolidation effort due to the amount of time required to attain an approved plan and may have unintended impacts to the scope of adaptive reuse projects included in the current St Elizabeths Master Plan.

### 5. Next Steps:

- a. Next meeting is tentatively scheduled for Friday, October 12<sup>th</sup> in the morning.





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Date September 20, 2018

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END OF MEETING SUMMARY.



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## Meeting Notes

Date November 5, 2018

Project D60203.dhs  
No. \_\_\_\_\_  
Project St. Elizabeths West Campus  
Name \_\_\_\_\_  
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Meeting Time & Location October 12, 2018, 9:30am-12:20pm / ZGF Offices, 1800 K Street NW Suite 200

From Otto Condon, ZGF

Distribution Clay Weiland, Kristi Tunstall Williams, Daryl Starks, GSA

Attachments: Consulting Party Presentation

The following is a summary of comments that were discussed at the meeting and is not intended to be direct documentation of all comments. Please notify ZGF of any item incorrectly recorded here, or if additional items should be noted.

### Meeting Agenda:

1. Master Plan Amendment 2 Schedule
2. Development Test Fits: Warehouse, Gate 1, Eagle Zone
3. Design Studies: Plateau
4. Design Studies: I&A Site
5. Next Steps

### Presentation and Discussion (Refer to Presentation PDF):

1. Potential Other Development Sites on Campus. The following sites/test fits were generally discussed to identify feasibility:
  - a. Warehouse / along I-295.
    - i. CPs questioned whether office could be built on top of warehouse – discussed as not feasible
    - ii. DHS commented that warehouse site is not desirable due to operational issues as this site is somewhat isolated from the amenities of the campus and other components that would be housed on the campus
    - iii. Concerns about impact on views from the Point, and from across the River and the Topographic Bowl were expressed.
    - iv. It was noted that a building next to the warehouse would have to a full department, so design team was asked to provide a test fit for an approximately 600,000 sf facility.
  - b. Above Parking Garage 1:
    - i. Upon review of test fit, CPs unanimously agreed it was a “no-go”.
  - c. Eagle Zone slope:
    - i. Test fit showed a moved security fence line with building shown within the limited-build area of the eagle zone.
    - ii. CP members suggested that a building in the limited-build eagle zone could be integrated with smaller plateau buildings.
    - iii. General discussion involved weighing the value of saving historic buildings, trees or habitat.
    - iv. Concerns regarding the importance and preservation of the Topographic Bowl were identified.



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- v. Continued research/due diligence of feasibility of new construction including soils, costs, habitat was requested for the next meeting.
2. Plateau Schemes – 3 Buildings Attached, 4 Buildings Attached or Detached:
- a. At conclusion of the presentation of blocking options, the comments included:
    - i. CPs not interested in transforming building 56/57 into a “bar building” in reference to incorporation of these two existing buildings into Building 1
    - ii. CPs were open to entertaining schemes that considered adaptive reuse of Buildings 56/57. However, connection should be “light” and should as least visually obstructive as possible
    - iii. Generally positive feedback on building in ravine with connection to powerplant
    - iv. Landscape: ravine concept image looks too hardscaped and rectilinear, should feel more natural
    - v. South building intended to replace Building 69 looks too tall and too close to MLK Ave.
    - vi. Axial relationship for new building across from Hitchcock could be either signature building or courtyard.
    - vii. Locating height toward the south-west of site is preferred
    - viii. Building configurations on concepts still have a wall feel, create more visual porosity through south-lawn;
    - ix. Additional, new Programmatic requirements were identified:
      - 1. Potential components will be 630K and 560K SF.
      - 2. Two components do not need to be connected to each other, though multiple buildings for a single component should have physical connections.
3. I&A:
- a. View of Munro from DHS Secretary’s office was reviewed. Option discussed at previous meeting is still identified as within the approach that the CPs would like to see if development did occur on the site.
4. Action Items for Next Meeting:
- a. Research/perform due diligence of feasibility of new construction within into eagle zone limits and provide assessment at next meeting.
  - b. Provide additional study of potential building located at southern end of campus (in place of Building 69)
  - c. Identify additional physical options that might allow for the adaptive reuse of Building 56/57.
  - d. Requested improvements to digital model:
    - i. Friendship School be added to renderings in order to provide visual comparison to buildings proposed at the southern end of the campus
    - ii. Add highway context for views from west
5. Next Steps:
- a. Next meeting is tentatively scheduled for Friday, November 9<sup>th</sup> in the morning.

END OF MEETING SUMMARY.



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## Meeting Notes

Date November 5, 2018

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Meeting Time & Location Consulting Parties #4  
November 9th, 2018, 9:30am-12:20pm / ZGF Offices, 1800 K Street NW Suite 200

From Otto Condon, ZGF

Distribution Clay Weiland, Kristi Tunstall Williams, Daryl Starks, GSA

Attachments: Consulting Party Presentation, Sign-In Sheet

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The following is a summary of comments that were discussed at the meeting and is not intended to be direct documentation of all comments. Please notify ZGF of any item incorrectly recorded here, or if additional items should be noted.

### Meeting Agenda:

1. Master Plan Amendment 2 Schedule
2. Alternate Site Analysis: Warehouse, Eagle Zone
3. Design Studies: Plateau
4. Design Study: I&A Site (Previously Reviewed)
5. Next Steps

### Presentation and Discussion (Refer to Presentation PDF):

1. Alternative Site Analysis – Per Request from CPs during previous Master Plan meetings
  - a. Warehouse Location
    - i. The size of the building, from what was presented previously, was increased in order to accurately show the building that would be needed to address DHS program at this location (per DHS comment that component groups could not be placed in separate buildings)
    - ii. The GSA and the DHS presented concerns with developing the warehouse
      1. Operationally separate from the remainder of the campus
      2. No infrastructure in place to support this location as this area was not considered for development previously
    - iii. There was general consensus that the impacts on views from the Point and views of the Topographic Bowl would be too negatively significant for the warehouse site to be feasible
  - b. Development Encroaching Eagle Zone
    - i. The GSA and the DHS presented the following concerns regarding developing this site
      1. Encroaching on the Eagle Zone would impact views of the topographic bowl at the Plateau



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2. Vegetated space currently located at the interior of the Eagle Zone is also considered “intensely used” by wildlife. Development of this area might result a wildlife issue down the road as campus wildlife would have no refuge on the campus. This area is considered as “habitat usage” in previous environmental documents
3. Requirement to relocate existing perimeter fence would result in substantial decrease in vegetated area (as mentioned above). This decrease would be a result of required standoff clearances adjacent to the fence and the need for a service road at the interior of the fence (estimated to be potentially up to 100’-0” of clearing along path of fence due to topography)
- ii. GSA commented that encroaching on the Eagle Zone with development is not a desirable/feasible option of development
- iii. CP Comments
  1. Locating building in Eagle Zone did not obstruct views into the campus as development would occur at a lower elevation of the Plateau area
  2. However, there was a question and some agreement that encroaching on the Eagle Zone didn’t really provide significant benefit if several of the Pavilion buildings will still be removed

## 2. Design Studies: Plateau

- a. Building and Landscape Studies Reviewed
  - i. Building Option 1: Compact and Building Option 2: Dispersed
  - ii. Landscape Option 1: Stairs and Landscape Option 2: Sloped Walk
- b. At conclusion of the presentation of Building and Landscape studies, the comments included:
- c. Building Options
  - i. General consensus is that the two-building “compact” scheme is preferred. For next meeting explore variations on the scheme.
  - ii. North Building/Ravine:
    1. Design and Construction of landscaped area should be integral with Ravine Building design and construction due to proximity and the need for retaining structures (retaining structures would be required at ends of building in order to retain Plateau soils)
    2. For ravine building explore moving height to North-South connectors
    3. Break down mass of northern-most buildings northern ravine-face “stepping down”
    4. Define options for building entrances. Pedestrian access points are still under evaluation (considered access points in the landscaped plaza in ravine or at “plateau level.”)



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5. The DHS commented that shuttle service will be provided at the interior of the campus, however the preferred entrance location is “plateau level” due to pathways corresponding to visitor parking at Gate 2
6. Transparent glass connector to power-plant received positively in terms of material-identity and height

iii. South Building:

1. The design should consider increasing the separation between the taller bars to add more square footage at the connector bars and to decrease the needed height of the two (2) tall bars
2. CPs commented that the taller bar should be bar located closest to Building 72. Additionally, the design should consider increasing the separation between the taller bars to add more square footage at the connector bars and to decrease the needed height of the two (2) tall bars
3. Southern building should be located as far west as possible in order to increase space between Southern building and the Admin Buildings (specifically Building 72). Investigate shifting southern-most building as far to the southwest as possible. This shift could be severe to degree that the southern-most building has no visible geometric connection with Hitchcock
4. For the southern-most building explore more height with the eastern mass; to highlight an axial-geometric connection with Hitchcock
5. Placing the height on the east or west bar for the southernmost building should be informed by the attitude of whether to have more of an architectural presence at MLK or at the topographic bowl
6. Consensus is to move height to the southern-most building; advised to keep height to 8 stories
7. For the southern-most building avoid isolating building 72, hold back eastern bar from protruding north past building 73

d. Landscape Options

- i. Landscaped area and Sloped Walk from Building 56/57 up Plateau was received well
- ii. Comments included possibly adding seating up the path of the walkway and integration of respite zones up the ravine slope
- iii. CPs commented that Building 64 (existing building) should be incorporated in the landscaping scheme at the Plateau with the intent to address perceived isolation from the Plateau development and remaining AR buildings



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- iv. More finite design decisions for landscape should be studied as much as possible in design development
- v. "Hip and modern" creates heart for campus. -Landscape angles give "fresh approach"
- vi. Transition up the ravine should be naturalistic
- vii. Hitchcock should be visually framed from bottom of ravine
- viii. Further explore how retaining walls integrate with northern-most ravine bar

### 3. Design Study: I&A Site (Previously Reviewed)

- a. CPs did not have comments on the latest iteration of massing representing a partially underground building for I&A
- b. DHS requested that the I&A building be designed with an underground connection to the existing DHS Operations Center (DOC). An underground tunnel was acceptable to the CPs

### 4. Next Steps:

- a. Next meeting is tentatively scheduled for Wednesday, November 28<sup>th</sup> at 2:00
- b. The Public Scoping meeting will be on Thursday, November 29<sup>th</sup>, in the evening
- c. Historic Preservation League requested an interior tour of the Center Building, preferably in early December

END OF MEETING SUMMARY



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## Meeting Notes

Date December 3, 2018

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Meeting Time & Location Consulting Parties #5  
November 28th, 2018, 2:00-4:50pm / ZGF Offices, 1800 K Street NW Suite 200

From Otto Condon, ZGF

Distribution Clay Weiland, Kristi Tunstall Williams, Daryl Starks, GSA

Attachments: Consulting Party Presentation, Sign-In Sheet

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The following is a summary of comments that were discussed at the meeting and is not intended to be direct documentation of all comments. Please notify ZGF of any item incorrectly recorded here, or if additional items should be noted.

### Meeting Agenda:

1. Master Plan Amendment 2 Schedule Review
2. Design Studies: Plateau
3. Design Study: I&A Site (Previously Reviewed)
4. Next Steps

### Presentation and Discussion (Refer to Presentation PDF):

1. Master Plan Amendment 2 Schedule Review
2. Design Studies: Plateau. Since CP Meeting #4 concluded with a consensus that the two-building "compact" scheme with the sloped walk landscape scheme is preferable, the presentation focused on presenting studies responding to potential refinements identified by the CPs.
  - a. Building Development studies included:
    - i. For the South Building (570,000 GSF) -
      1. Shift height to anchor the axis with Hitchcock.
      2. Shift the building to the west to provide more room in front of Admin Row Bldg. 72
      3. Reallocate massing/heights of individual sections of building
    - ii. For the Ravine Building (630,000 GSF)-
      1. Investigate building height and width of plaza adjacent to the Power Plant
      2. Reallocate massing/heights of individual sections of building
      3. Explore integration of building walls with site retaining walls
    - iii. At conclusion of the presentation of Building studies, there was a consensus for the Recommended Concepts for the South Building (Page 20) and the Ravine Building (Page 29)
  - b. Landscape Options
    - i. The Sloped Walk Concept was refined to illustrate stairs on the north and south edges, and landings for sitting, and pausing.
    - ii. Landscape/trees were positioned to frame views of Hitchcock from the lower Ice House level.



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## Meeting Notes

Date December 3, 2018

by \_\_\_\_\_

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- iii. The area between the South and Ravine buildings was described to be a more naturalistic landscape.
  - iv. It was identified by the CPs that Building 64's landscape setting should be well defined.
  - v. The CPs suggested that width of the sloped walk in the Ravine should be as minimal as functionally possible to avoid creating too much pavement.
  - vi. There was consensus amongst the CPs in support of the recommended "Modern" intervention at the Ravine, and the "Naturalistic" intervention between the Ravine Building and the South Building.
- c. Following the presentation, the 3d-sketch model was reviewed with the CPs per their request for select views.
3. Design Study: I&A Site – 175,000 GSF (Previously Reviewed)
- a. CPs did not have any additional comments on the latest iteration of massing representing a partially underground building for I&A, with a tunnel connection to the DHS Operations Center (DOC).
  - b. The CPs did state that the concept illustrates the maximum envelope and no additional above ground volume would be acceptable.
4. Next Steps:
- a. The Meeting concluded with a round table discussion on the Consulting Parties' "Conditional Acceptance" comments, including:
    - i. For the Master Plan Sites, the Plateau and I&A as shown are acceptable for development. The Warehouse, Eagle Zone and Gate 1 Sites are off the table for future office development.
    - ii. For refinements during the design phase, which will be reviewed with the Consulting Parties, the Conceptual Massing and Heights as illustrated in the concepts should be considered as maximum envelopes and opportunities to reduce should continue to be investigated.
    - iii. For the Landscape and to create a real connector for the Campus, the Ravine – as a modern design intervention – must be included with development of the DHS North Building.
    - iv. The development of the Ravine needs to include the Ice House, Buildings 56/57, and 64.
    - v. The strategies for the historic buildings which are not being included in the Master Plan Amendment 2 should be clarified, especially as it relates to the PA.
    - vi. There was a consensus stated in the room that GSA should utilize a project delivery approach that provides Quality Assurances and Controls from Design Development thru Construction.
  - b. December 2018 will be used to present the Concept Concurrence to GSA and DHS as required by authorizers (OMB and Congress).
  - c. The development of the Master Plan and EIS Documentation will occur during 2019.

END OF MEETING SUMMARY

## **St. Elizabeths September 10, 2019 CP Meeting Minutes**

*(Responses in italics indicate GSA responses here to some questions asked in the September 10 Meeting)*

### **I. Welcome and Introductions**

**(GSA):** Welcomed the group to the meeting. Set agenda as discussing our assessment of adverse effects of Master Plan Amendment 2 and developing a consensus around what the adverse effect is and update the mitigation from the first Programmatic Agreement.

**(Group):** (Participants introduced themselves. An attendee list is attached)

### **II. (ZGF) Design Overview**

The evolution of the concept design over the last four meetings of the CP in 2018 has resulted in a design for three building sites in two areas of the campus. Programming has solidified over the meetings and the building designs adjusted based on consultation. The design focuses on retaining existing and mature trees; the images represent both trees that are to be retained and new plantings that will accompany new building construction. The landscape of the walk up the slope of the Power Plant ravine has been made more naturalistic.

The comments and questions from the CPs on the presentation were the following:

1. Regarding proposed alterations to the Powerplant Ravine: What is the slope of the path going up the hillside and the width of the pathways? Answer: It's a sloped path to deal with the 40 feet of rise. The pathways are generally 10 feet in width.
2. Regarding proposed I&A Building at the Sweetgum Lane site: If the building is not having an effect on the cemetery is it staying off the hillside? How is daylighting accomplished? Will the view be affected? Answer: The building is located on the hillside, but positioned to not touch the cemetery. Daylighting will be provided by the west façade, so the view from the cemetery to the east will be affected.

### **III. (Goody Clancy) Presentation of Effects**

Master Plan Amendment 2 has a smaller primary APE than the 2008 Master Plan and the 2012 Master Plan Amendment 1. The 2008 Master Plan included the East and West Campus parcels; the Master Plan Amendment 1 included a more limited area of the West Campus. The proposed 2020 Master Plan Amendment 2 occurs entirely on the West Campus and eliminates East Campus areas.

Comments from the CP were the following:

1. (SHPO) What are the primary and secondary APE boundaries in relation to each other? What is the logic for shrinking the APE? There will be visual effects from the West

Campus? Answer: Primary APE on West Campus because GSA no longer contemplates construction on the East Campus. Analysis of effects on contributing elements of the East Campus to be discussed at October 8 CP Meeting.

2. (NPS) Eventual report should be very clear about what are construction effects and what are visual, and how these are affected.
3. (SHPO) Want to see effect on views from East Campus to West Campus, including over Administration Row or other Master Plan views. *(GSA will illustrate and analysis views in the October 8 CP meeting)*
4. (DCPL) Consider that the East Campus buildings were part of the same building campaign and consequently part of ensemble affected by proposed action. *(GSA will address in the October 8 CP meeting)*

(Goody Clancy) Presented the effect of the action on buildings. These effects include: intensification of adverse effect from the removal of 6 contributing buildings on the NHL campus. Buildings to be removed include 4 Shepley, Rutan, and Coolidge-designed buildings (60, 66, 68, and 69) in the Plateau area, a staff residence in the Plateau area (67), and a staff residence in the Sweetgum Lane area (15). Building 64 would be retained as an example of the Shepley buildings on the plateau and exemplifies the interior and exterior character-defining features of the buildings. Three other staff residences with the same character-defining features would be retained in other areas of the West Campus. Buildings 52 (Ice House) and 56/57 (the Power Plant) would be retained in the ravine area. Other effects include the intensification of adverse effect on setting, feeling, and association from the loss of historic buildings forming an ensemble of Shepley buildings; avoidance of 2012 adverse effects to the East Campus; and minimization of adverse effects on open space and views within the developed area of the Plateau (compared with 2008) from greater open space and wider views between buildings.

(GSA) Clarified that this is a conservative estimate of the buildings affected, since in previous consultation in 2018 they envisioned that there would be building removal on the plateau area, but not at Sweetgum Lane. Further design work and site visits have clarified that it is likely that Building 15 (a Staff Residence) will be removed because of the poor slope stability underneath it, poor condition of the structure, and effects of nearby construction even though it is not in the direct footprint of the new building in the Sweetgum Lane area.

Comments from the CP included the following:

1. (CFA) There is an oversight on Building 52 (Ice House) in the matrix – should be significant for its architectural style. Answer (GSA) – these are from the 2008 Master Plan descriptions, but GSA agrees that it is a rare building type on this campus and in the city as well and has adjusted the matrix accordingly.
2. (SHPO) Please adequately capture historic significance in addition to architectural significance of the buildings. Their use and history are important to the campus, and so should clarify what affected buildings were used for. The summary of architectural effect should address the understanding of the campus as a historic hospital with residential treatment. Concerned that reducing the APE effects these other aspects, not just the architecture. *(GSA: In GSA's analysis, the 2008 APE encompassing the West*



*Campus is appropriate for retaining the architectural character and use of the Shepley buildings on the NHL. Four of the seven patient pavilions on the West Campus and 4 of the 4 on the East Campus would remain.)*

3. (NT) What is the condition of the three staff residences that remain? What are the plans for them? Answer (GSA): They are all mothballed, no program at this time.
4. (ACHP) Are the staff residence buildings slab on grade, or are there foundations that will create archaeological conditions as part of removal? Answer (GSA): All have been cleared as part of archaeology due diligence.
5. (ACHP) What is the condition of the smokestacks? How are they a part of the new development? Answer (GSA): Smokestacks have monitors for movement but restoring them will be a challenge and will have to be a part of new construction. They are expensive to maintain.
6. (ACHP) Can you update us on the condition of the Ice House and stabilization? (GSA) We are designing stabilization and repair now and will share information when we have it. The proposed rehabilitation was previously consulted and approved by NCPC and CFA.
7. (SHPO) Interior character-defining features of the Ice House and Power Plant should include the singular, larger interior volume of the buildings. *(GSA will update by October 8 CP Meeting)*
8. (NPS) There were prior plans for a big open space using Building 52 in 2008; what is the status? Answer (GSA): Yes, this has already been consulted and there are approved plans for the building, but funds ran out and none of the approved plans have occurred.
9. (NCPC) How many contributing resources are affected? Answer (GSA): 45/62 in 2020 Master Plan Amendment 2 as compared to 51/62 in 2008 Master Plan.
10. (NPS): You have correctly identified the effects on individual buildings, but concerned about how describing effect on campus as a whole. Need to be careful about defining those two scales; please refine to show how understanding of how buildings were organized will be affected. Answer: Addressed as part of adverse effect on West Campus architectural ensemble, as well as landscape features, and on NHL. *(Further discussion at October 8 CP Meeting)*

(GSA) committed to update the descriptions of the buildings in the report to CPs and requested any further suggestions or written comments.

(Goody Clancy) Presented on the effects to landscape. Landscape effects include: minimization and/or avoidance of effect on woodland west of construction on the Plateau area; adverse effects on the curvilinear circulation pattern west of the South Lawn; Adverse effect from loss of features in the Shepley ensemble, including vegetation and turf lawn, spatial organization, natural systems, and circulation on the Plateau; an effect on the character of the ravine and existing tree buffer along the ravine; intensification of an adverse effect from loss of trees on the Plateau; minimization of adverse effect to the South Lawn by the increase in open space; and adverse effects to the athletic field because of adverse effects to area available for recreation, spatial organization, and circulation.

(GSA) Regional horticulturist, Maureen Alonso, present to answer additional questions about condition of landscape and maintenance.

Comments from the CP include:

1. (ACHP) Open space is a concept but focus should be on contributing landscape features, please clarify effects as relating to specific landscape features. Answer (GC): Matrix of effects is by contributing features noted in Cultural Landscape Report and Landscape Preservation Plan, supporting 2008 Master Plan.
2. (NPS) Should highlight the use of the athletic fields on the Sweetgum Lane site as adversely affected. (GSA will update for October 8 CP Meeting)
3. (NTHP) There are no adverse effects on the cemetery? Answer (GC): Not as a landscape feature, but there is an adverse effect on the view from the cemetery covered in the next section on views.
4. (CFA) Historic ravine to the south of Building 66 (*hereafter referred to as south ravine*) that is has been filled in – are there any updates from the outcome of the last master plan for this feature? (GSA) Previous designs did make that a centerpiece, but we did not think we could have success with the authorizing environment to propose to dig out a ravine of contaminated soils. (CFA): Approve of not building over the historic Power Plant ravine, honoring the topography and allowing for its eventual restoration in the future. (GSA) Horticulturalist has confirmed that there are not significant specimen trees in the space along the south edge of the Power Plant ravine due to the steepness of the slope.
5. (CFA) Trees are very important, surprised there is not a regulatory process. (GSA): We have committed to saving as many as we can as part of building out the project. Our historic specimen trees contribute to the NHL. As federal land, it is not subject to DC tree requirements. Building design and siting to avoid large specimen trees will be undertaken, and replanting trees of same specimens as feasible may be part of mitigation.
6. (NPS) The Power Plant ravine is undergoing an adverse effect in terms of altering the character of the space. While the changes may be ultimately beneficial it is still a change to the character of this area as a “back of the house” space. Answer (GSA): As an adverse effect, the proposed redesign cannot serve as mitigation, but we and CPs acknowledged last year that it serves larger planning goals including access and as a functional amenity for campus users. (NPS): The more that the design for the ravine can feel like a natural landscape, the better. (GSA): Noted.
7. (NPS) Please take into account the size of the two new buildings on the plateau in terms of their effect on the landscape and experience of the South Lawn.
8. (NPS and CFA) Replacement of trees, not just retention will be an important mitigation measure.
9. (CFA) Clarify how you will address any adverse effects on the cemetery from stormwater during construction. Answer (GSA): Stormwater management will be an integral component of the design of that building and site.

(Goody Clancy) Presentation on the Effects to Views and Vistas and Archaeology. Effects to views and vistas include: minimization of adverse effect to views in the South Lawn visual zone from the loss of open space because the new footprint of development provides more separation between buildings and thus more open space and views between buildings; adverse effect on views to the east from the cemetery because of a partial view of the new building; adverse effects on views into and out of the existing athletic field in the athletic field visual zone; no intensification of the adverse effect onto views into the campus from several contributing structures in the eligible Congress Heights District or from other locations in the secondary APE. The Master Plan Amendment 2 areas have been surveyed for archaeological resources and no further investigation is required; all located resources have been surveyed for the National Register.

Comments from the CP include:

1. (CFA and SHPO) Would like to see view from DHS Secretary Office without the trees in leaf obscuring the view of the Sweetgum Lane building site. (NPS) There is an adverse effect on view and setting from the Center Buildings. *(GSA will address at future meeting using photos and mockup to illustrate the view from the front of the Center Building).*
2. (NCPC) Please match the perspective of views from across the river to the topographic bowl (GSA): Will discuss with ZGF and develop them. *(New comparison of perspective of views to be shown at future meeting)*
3. (NPS): Need to get proposed buildings into all images of effects on views to understand the effect.
4. (ACHP): Were views from East Campus included in the historic views? (GC): Will confirm, beyond the views of the gates.
5. (SHPO) The state archaeologist is confident in GSA's archaeology practices in the project.
6. (DCPL) How does the square footage of new construction compare from 2008 to 2020? Answer (GSA): Very similar, but square footage is put into bigger buildings versus adaptive reuse buildings. (DCP): How much historic square footage are we losing total? Answer (GSA): Estimating 117,000 sq ft. *(The 2008 Master Plan envisioned 4.5 M total GSF of building across the East and West Campus, with 3.8 M on the West Campus. The current campus envisions 4.1 M sq ft on the West Campus and none on the East Campus. The Plateau development is 1.2 M sq ft and Sweetgum Lane is 175,000 sq ft. According to estimates of gross square footage included in the 2008 Master Plan, the buildings to be removed represent 102,935 sq ft in sum).*
7. (ACHP): The comparison of 2008 to now is helpful, but because the project does not use the East Campus, the balance is lost, and effects are more complex. Consulting Parties should consider in their comments.
8. (CFA) What is being done to restore the historic buildings that are retained? Answer (GSA) The 2008 PA assumes that historic buildings would be rehabilitated and occupied. That continues to be GSA's position aside from the buildings proposed for removal in this Plan Amendment. GSA cannot put terms in the PA that requires rehabilitation, because that is ultimately dependent on congressional appropriation.

(GSA) spoke to the context of the project and their renewed collaboration with DHS to identify program to occupy buildings to be retained and renovated. (DHS) spoke to their active search to find program that fits the existing spaces. In response to a (NTHP) comment, (GSA) clarified that all historic buildings are mothballed currently. (GSA) provided an update on the timing of the Draft EIS, due in January, and noted the current PA expires in 2021.

(SHPO) Commend the thorough and easy-to-follow format, all of the CPs need to agree to the effects statement and would look to GSA to submit a revised matrix of effects before the next CP meeting.

(GSA) The last pages of the handout are a summary of minimization and mitigation measures in the 2008 PA – GSA asks CPs to review the 2008 stipulated mitigation measures so you can frame what would be additional mitigation; please consult with your colleagues and submit any comments on the matrix of effects in writing to GSA by September 25, if possible, and/or at the following CP meeting. .

(ACHP): GSA has also been providing these updates in annual reports.

#### Attendance

Organization	Name	Email	Phone
CFA	Dan Fox	<a href="mailto:dfox@cfa.gov">dfox@cfa.gov</a>	202-504-2200
CFA	Thomas Luebke	<a href="mailto:tluebke@cfa.gov">tluebke@cfa.gov</a>	202-504-2200
National Trust (NTHP)	Elizabeth Merritt	<a href="mailto:emerritt@savingplaces.org">emerritt@savingplaces.org</a>	202-783-5144
DCPL	Rebecca Miller	<a href="mailto:rebecca@dcpreservation.org">rebecca@dcpreservation.org</a>	202-783-5144
NPS	Kathryn Smith	<a href="mailto:Kathryn_smith@nps.gov">Kathryn_smith@nps.gov</a>	202-619-7180
NPS	Tammy Stidham	<a href="mailto:Tammy_Stidham@nps.gov">Tammy_Stidham@nps.gov</a>	
ACHP	Kirsten Brinker Kulis	<a href="mailto:kkulis@ahcp.gov">kkulis@ahcp.gov</a>	202-606-8517
DCSHPO	Anne Brockett	<a href="mailto:Anne.Brockett@dc.gov">Anne.Brockett@dc.gov</a>	202-442-8842
NCPC	Lee Webb	<a href="mailto:Lee.Webb@ncpc.gov">Lee.Webb@ncpc.gov</a>	202-482-7240
NCPC	Matt Flis	<a href="mailto:Matthew.Flis@ncpc.gov">Matthew.Flis@ncpc.gov</a>	
NCPC	Diane Sullivan	<a href="mailto:Diane.Sullivan@ncpc.gov">Diane.Sullivan@ncpc.gov</a>	
C100	Kirby Vining	<a href="mailto:restoremcmillan@gmail.com">restoremcmillan@gmail.com</a>	202-283-2690
DHS	Don D		

DHS	Jennifer Hass	<a href="mailto:Jennifer.Hass@hq.dhs.gov">Jennifer.Hass@hq.dhs.gov</a>	
DHS	Pat Spillman		
DHS	Susan Hathaway	<a href="mailto:Susan.Hathaway@hq.dhs.gov">Susan.Hathaway@hq.dhs.gov</a>	
DHS	Andrew Komm	<a href="mailto:Andrew.Komm@hq.dhs.gov">Andrew.Komm@hq.dhs.gov</a>	
DOD	Jessica Swart		
GSA	Marc Poling	<a href="mailto:Marc.Poling@gsa.gov">Marc.Poling@gsa.gov</a>	202-734-4201
GSA	Aryan Nourazar	<a href="mailto:Aryan.Nourazar@gsa.gov">Aryan.Nourazar@gsa.gov</a>	
GSA	Daryl Starks	<a href="mailto:Daryl.Starks@gsa.gov">Daryl.Starks@gsa.gov</a>	
GSA	Clay Weiland	<a href="mailto:Clay.Weiland@gsa.gov">Clay.Weiland@gsa.gov</a>	202-713-7653
GSA	Carter Wormeley	<a href="mailto:Carter.wormeley@gsa.gov">Carter.wormeley@gsa.gov</a>	202-401-9691
GSA	Nathan Smith	<a href="mailto:Nathan.Smith@gsa.gov">Nathan.Smith@gsa.gov</a>	
GSA	Nancy Witherell	<a href="mailto:Nancy.Witherell@gsa.gov">Nancy.Witherell@gsa.gov</a>	202-260-0663
GSA	Mina Wright	<a href="mailto:Mina.Wright@gsa.gov">Mina.Wright@gsa.gov</a>	202-406-4250
GSA	Kristi Tunstall Williams	<a href="mailto:Kristi.Tunstall@gsa.gov">Kristi.Tunstall@gsa.gov</a>	202-219-0343
GSA	Thomas Terrio	<a href="mailto:Thomas.Terrio@gsa.gov">Thomas.Terrio@gsa.gov</a>	
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Stantec	Jessica Davis	<a href="mailto:Jessica.Davis@stantec.com">Jessica.Davis@stantec.com</a>	
ZGF	Toby Hasselgren	<a href="mailto:Toby.Hasselgren@zgf.com">Toby.Hasselgren@zgf.com</a>	202-380-3071
ZGF	Evan Hathaway	<a href="mailto:Evan.Hathaway@zgf.com">Evan.Hathaway@zgf.com</a>	

### **I. St. Elizabeths October 8, 2019 CP Meeting Minutes**

(GSA) introduced the agenda for the October 8 CP meeting: to address comments received at the September 10, 2019 CP meeting and submitted as written comments, and then to discuss minimization and mitigation measures. The September 10, 2019 meeting minutes will be amended in the minutes posted on the project website to note the anti-deficiency clause comment flagged by ACHP.

### **II. (Goody Clancy) Summary of Effects and Response to CP Comments**

(GC) presented a summary of effects to respond to prior CP comments. The Primary APE was expanded to be the entire NHL. An overlay of existing buildings and the proposed footprints of new buildings was shown, leading to an extensive discussion of proposed building program through consultation thus far. Questions included:

1. (DCSHPO) Why can't Building 66 remain and be incorporated into the perimeter of the new building? (GSA) answered that the construction process and overall design would not accommodate it.
2. (NPS) Clarify that Building 64 was not more important than the others, but was easier to save. (NCPC) clarified that Building 64 is more important for determining spatial character.
3. In response to a CP question about the 2008 PA, (ACHP) clarified that the East Campus spin-off can be vacated because no action occurred, GSA can write a letter about vacating East Campus spin-off with its own MOA, and can then create a new spin-off MOA addressing MPA 2 as long as all signatories sign-off, including FHWA.
4. (ACHP) Wanted more information about layback, soil stability, and feasibility of construction relating to Building 66 and the Plateau generally. (CFA) clarified that the slope instability is a known condition and soil stability must be addressed, remembers this from the previous consultation in 2018.
5. (DCSHPO) would like to see more discussion of Building 15 and construction, and that GSA should explain soil stability and other concerns in writing, not just diagram.
6. (NTHP) Asked about the area of layback shown on the graphic. (ZGF clarified that the soil is unstable around the plateau, and the 1 to 3 slope represents what would need to be present to stabilize soils in a natural environment. Because of architectural foundations of the new buildings and changes to the Power Plant ravine, the proposed concept is able to stabilize Building 64 with discrete retaining walls into the layback slope. (NCPC) requested that later design of the retaining wall relate to the setting of the Ice House (Building 52), as the recently constructed retaining wall has compromised the setting. (ZGF) further clarified the existing security fence, the 100' security setback from the fence, and the property line as shown on the drawing.
7. (AHCP) wanted to know the effect on views behind Building 72 and from the Redwood Drive corridor. There were several questions about Building 69 and its proposed removal. (GSA) clarified that this was in part because of security concerns for the unhardened building within the 100' security setback, but that there would be no realignment of Redwood Drive from the new construction. (GSA) clarified the



100-foot setback for security from the campus boundary, as well as how this would apply to future action on Buildings 72-75 at a broad conceptual level, while emphasizing that they will consult each building design as it proceeds.

8. As part of discussion of views between the East and West Campuses, (DCSHPO) asked how visible the new buildings will be. (ACHP) Asked what historic views existed between the two campuses. (ZGF) clarified that the diagram is a simple massing, showing the new buildings will be visible from the East Campus over the top of Admin Row, but that there will be design opportunities to terminate the view from Gate 3, whether through a projecting element or other feature, as the new building design advances. (NPS) adds that this view discussion is a setting questions, versus a “designed” vista that is a character-defining feature as a listed prominent view. (GSA) answers that they have identified an adverse effect on setting, feeling, and association with East Campus. There was further discussion and clarification of views within the Plateau visual zone and massing.

GC then presented views related to the massing of the Sweetgum building. (ZGF) clarified that the massing shown, at 175,000 square feet, is the maximum.

1. (CFA) Commented on the previous consultation and design intent to allow for a view down to the river; to reduce the visual impact of the building while still providing it with character; and to visually associate it with Munro. (DCPL) commented that they believed the building to be less prominent than shown in the massing diagram. (CFA) asked about strategies to leave more of the athletic field open, such as clustering near Munro. (GSA) clarified that they were trying to ensure an open view to the river from the Center Building and looked forward to consulting on building design.
2. (NCPC) asked if there was a minimum buffer that has been set between the Sweetgum Lane building and the cemetery and (ZGF) clarified that it is currently 35 meters, or approximately 115 feet. The massing is driven by programmatic needs and workplace design. Many CPs had comments on the size and massing of the building and asked for a review of the previous consultation. (GSA) committed to sharing materials with the CPs by email that would provide more detailed understanding of the planning drivers and consultation thus far. (NPS) encouraged the CPs to identify consensus principles, since there will be an ongoing consultation on the design of the building. (GSA) Confirmed they would consult on each building as an undertaking and want to ensure that consensus principles are in the MOA.
3. (NPS) commented that the intensification of adverse effect includes design and workmanship and wants to see a written summary that includes effects by setting, feeling, and association instead of broken out into buildings, landscape, and views. (DCPL) emphasized that intensification is across the entire NHL, as an effect
4. CPs reviewed the landscape and views information. (NCPC) was concerned if there would be additional effect on the wooded ridgeline to the west of the Plateau, toward the Potomac River. (CFA) concurred. (ZGF) committed to confirming the rough rendering to determine whether there would be trees above the roofline.

### **III. (Goody Clancy) Minimization and Proposed Mitigation**

(GC) presented minimization and mitigation measures committed to in 2008 and proposed for 2020. The CPs asked for clarification on the status and location of resources created by mitigation activities.

1. (ACHP) Interpretive signage under review by NCPC, are you coming back to CPs? (GSA) answered that the CP consultation was conducted by email circulation for comment and that NCPC and CFA also reviewed the proposed physical locations of the wayside signs. (DCPL) confirmed that the interpretive signage will be on campus. (GSA) answered that it is also along the access road for broader public visibility. GSA is grateful that DCPL is managing public tours currently.
2. (CFA) asked for confirmation of location of research and mitigation documents.
3. (NTHP) asked about plans for future public access. (GSA) answered that the PA accounts for different levels of campus occupancy based on DHS needs. The current plan of quarterly tours is the goal going forward, which GSA plans to address in the agreement documents. (CFA) and (ACHP) asked for additional clarification in the agreement documents about future public access and frequency of tours.
4. (DCSHPO) asked where the St E's archaeological artifacts are located. (GSA) answered at their storage facility in Virginia.

GC presented on proposed additional mitigation for the 2020 Master Plan Amendment.

1. (AHCP) asked whether enhanced laser scanning should be for a sample building. (NTHP) wondered if there would be benefits to doing the Pavilion or Admin Row as a part of scanning. (NPS) Commented that she has recommended scanning for the Center Building before the interior was removed. (GC) clarified that the technology has advanced considerably in recent years. (DCPL) offered that they could utilize documentation and photography as part of their Citywide Historic Sites app and add links to the national register nomination or HABS as appropriate.
2. (AHCP) asked about walking paths as a contributing feature, and whether they could be restored to enhance walking on the campus. (GSA) identified the Landscape Integration Plan as addressing this.
3. (AHCP) followed up with questions about the maintenance plan or mothballing as mitigation measures. (GSA) will address maintenance plan upon build out and can look at additional mothballing in the interim.
4. (NPS) wants to see recommitment to rehabilitation and reuse of existing buildings, including seeing a reuse plan within a certain time frame that provides more clarity; a commitment to repair deficiencies identified within the HSRs to keep existing structures viable for reuse, including replacing aging roofs, gutters, and dealing with water infiltration. (NPS) identifies this as the top priority for mitigation, above any other measures.
5. (DCSHPO) echoes this desire for realistic, feasible reuse plan for buildings that remain, including re-upping the mothballing based on prior plans and assessments.
6. (DCSHPO) asked about relocating Building 15 rather than demolishing, (GSA) clarifies that it is a brick building, not frame, and not feasible for relocation. (DCSHPO) asked if there is additional research that can highlight remaining Kirkbride hospitals.
7. (ACHP) asked about salvaging materials for reuse and identifying the tunnel at Gate 3 as a more significant part of the proposed action to highlight the contributing feature. (DHS) reported that only one person per day used the tunnel when they manned it as an access point, so they have closed that posting. Until there is a destination on the East Campus, usage will remain low. (GSA) clarifies that the plan is that the tunnel would be a pedestrian access point.

GSA asked for comments by October 25; the next CP meeting will be confirmed by email, with possibility for a November meeting in addition to December.

1. (NTHP) asked that the agenda for that meeting include options for the Sweetgum building and include views from the cemetery. (GSA) committed to provide a massing diagram for how the building will sit on the slope, relate to Munro, the footprint, and a recap of the consultation thus far to the CPs.

## Attendance

Organization	Name	Email	Phone
CFA	Dan Fox	<a href="mailto:dfox@cfa.gov">dfox@cfa.gov</a>	202-504-2200
CFA	Thomas Luebke	<a href="mailto:tluebke@cfa.gov">tluebke@cfa.gov</a>	202-504-2200
CFA	Sarah Batcheler	<a href="mailto:sbatcheler@cfa.gov">sbatcheler@cfa.gov</a>	202-504-2200
National Trust (NTHP)	Elizabeth Merritt	<a href="mailto:emerritt@savingplaces.org">emerritt@savingplaces.org</a>	202-783-5144
DCPL	Rebecca Miller	<a href="mailto:rebecca@dcpreservation.org">rebecca@dcpreservation.org</a>	202-783-5144
NPS	Kathryn Smith	<a href="mailto:Kathryn_smith@nps.gov">Kathryn_smith@nps.gov</a>	202-619-7180
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NCPC	Diane Sullivan	<a href="mailto:Diane.Sullivan@ncpc.gov">Diane.Sullivan@ncpc.gov</a>	
C100	Kirby Vining	<a href="mailto:restoremcmillan@gmail.com">restoremcmillan@gmail.com</a>	202-283-2690
DHS	Don D		
DHS	Jennifer Hass	<a href="mailto:Jennifer.Hass@hq.dhs.gov">Jennifer.Hass@hq.dhs.gov</a>	
DHS	Pat Spillman		
DHS	Susan Hathaway	<a href="mailto:Susan.Hathaway@hq.dhs.gov">Susan.Hathaway@hq.dhs.gov</a>	
DHS	Andrew Komm	<a href="mailto:Andrew.Komm@hq.dhs.gov">Andrew.Komm@hq.dhs.gov</a>	
DOD	Jessica Swart		
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GSA	Beth Savage	<a href="mailto:Beth.Savage@gsa.gov">Beth.Savage@gsa.gov</a>	
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GSA	Nancy Witherell	<a href="mailto:Nancy.Witherell@gsa.gov">Nancy.Witherell@gsa.gov</a>	202-260-0663
GSA	Mina Wright	<a href="mailto:Mina.Wright@gsa.gov">Mina.Wright@gsa.gov</a>	202-406-4250
GSA	Kristi Tunstall Williams	<a href="mailto:Kristi.Tunstall@gsa.gov">Kristi.Tunstall@gsa.gov</a>	202-219-0343
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ZGF	Evan Hathaway	<a href="mailto:Evan.Hathaway@zgf.com">Evan.Hathaway@zgf.com</a>	
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APPENDIX H  
Draft Supplemental EIS  
Public Comment Period  
and  
Responses to Comments



GSA National Capital Region

6/23/2020

Dear Interested Party:

The U.S. General Services Administration (GSA) is extending the comment period on the Draft Supplemental Environmental Impact Statement (EIS) for the proposed Master Plan Amendment 2 to the U.S. Department of Homeland Security (DHS) Headquarters Consolidation at St. Elizabeths West Campus, located in Southeast, Washington, DC. Comments are extended until **July 16, 2020**.

Due to the ongoing pandemic and requirements for social distancing, GSA has made alternate arrangements in lieu of a traditional public hearing on the Draft EIS. A pre-recorded presentation will be available at [www.gsa.gov/ncrnepea](http://www.gsa.gov/ncrnepea) or by phone at (410) 777-9538, from July 1 through July 16, 2020. The presentation describes the National Environmental Policy Act and the National Historic Preservation Act processes, and also describes the action proposed by GSA and its purpose and need. In addition, the presentation provides an overview of the proposed alternatives for the St. Elizabeths Master Plan Amendment 2, and provides an overview of the potential environmental impacts from the alternatives.

Written comments regarding the Draft Supplemental EIS are encouraged. Comments must be postmarked no later than Thursday, July 16, 2020, to:

Mr. Paul Gyamfi  
Senior NEPA Compliance Specialist  
Office of Planning and Design Quality  
Public Buildings Service  
National Capital Region  
U.S. General Services Administration  
1800 F Street, NW, Room 4400  
Washington, DC 20405

Comments may also be submitted by email to [paul.gyamfi@gsa.gov](mailto:paul.gyamfi@gsa.gov), or by using the online comment form at: <http://www.stelizabethsdevelopment.com/nepa.html>

**U.S. General Services Administration**  
1800 F Street, NW  
Washington, DC 20405  
[www.gsa.gov](http://www.gsa.gov)

If you have any questions, please contact me at (202) 708-5891, or Paul Gyamfi, Senior NEPA Compliance Specialist, at (202) 440-3405.

Sincerely,

DocuSigned by:  
*Darren J. Blue*

61C0200159A24C6...  
Darren J. Blue  
Regional Commissioner  
Public Buildings Service





## Notice of Comment Period Extension

U.S. Department of Homeland Security Headquarters  
at St. Elizabeths  
Master Plan Amendment 2  
Supplemental Environmental Impact Statement

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Agencies and the public are encouraged to view the recorded presentation and provide written comments on the Draft Supplemental EIS. Please send all written comments by **Thursday, July 16, 2020** to: **Mr. Paul Gyamfi, Office of Planning and Design Quality, Public Buildings Service, NCR, U.S. General Services Administration, 1800 F Street, NW, Room 4400, Washington, DC 20405, or by email at [paul.gyamfi@gsa.gov](mailto:paul.gyamfi@gsa.gov).**

An online comment form is also available at:

<http://www.stelizabethsdevelopment.com/nepa.html>

The Draft Supplemental EIS has been prepared in accordance with the National Environmental Policy Act (NEPA) of 1969, Council on Environmental Quality Regulations (40 CFR 1500-1508), and GSA Public Buildings Service NEPA Desk Guide. As part of this Draft Supplemental EIS, GSA is also inviting comments on historic preservation concerns under Section 106 of the National Historic Preservation Act, 16 U.S.C. 470 et seq.

The purpose of the Master Plan Amendment 2 is to amend the 2012 Master Plan to accommodate a total of 4.1 million gross square feet (gsf) of secure office and shared-use space and 1.6 million gsf of associated parking on the St. Elizabeths West Campus, located in Southeast, Washington, DC. The proposed action is needed for efficiency, to reflect the current condition of the historic buildings, to reduce costs, and to accelerate the completion of the DHS consolidation. The Draft Supplemental EIS reviews the impacts and benefits of the Action Alternatives and the No Action Alternative on the human environment. The alternatives are discussed in Chapter 2 of the Draft Supplemental EIS.

A copy of the Draft Supplemental EIS is available for public review via the GSA website at [www.gsa.gov/ncrnepa](http://www.gsa.gov/ncrnepa).



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A 55-day public review period for this Draft Supplemental EIS begins on Friday, May 8, 2020, and end at 11:59 p.m. on Thursday, July 2, 2020. Agencies and the public are encouraged to provide written comments on the Draft Supplemental EIS in addition to or in lieu of giving their comments at the public hearing.

A public hearing for the Draft Supplemental EIS will be held in June. The date, time, and location for the public hearing will be announced at a later date. You will receive a meeting notice when the location and time for the meeting are announced. The public meeting information will also be available at [www.gsa.gov/ncrnepa](http://www.gsa.gov/ncrnepa).

Written comments regarding the Draft Supplemental EIS must be postmarked no later than Thursday July 2, 2020, and sent to the following address:

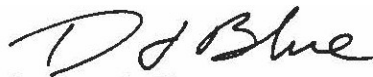
Mr. Paul Gyamfi

**U.S. General Services Administration**  
1800 F Street, NW  
Washington, DC 20405  
[www.gsa.gov](http://www.gsa.gov)

Senior NEPA Compliance Specialist Office of Planning and Design Quality Public  
Buildings Service  
National Capital Region  
U.S. General Services Administration  
1800 F Street, NW, Room 4400  
Washington, DC 20405  
Email: paul.gyamfi@gsa.gov

If you have any questions, please contact me at (202) 708-5891, or Paul Gyamfi, Senior  
NEPA Compliance Specialist, at (202) 440-3405.

Sincerely,

A handwritten signature in black ink that reads "D J Blue". The signature is written in a cursive, flowing style.

Darren J. Blue  
Regional Commissioner Public Buildings Service



## Notice of Availability

U.S. Department of Homeland Security Headquarters  
at St. Elizabeths  
Master Plan Amendment 2  
Supplemental Environmental Impact Statement

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Please send all written comments by Thursday, July 2, 2020 to: **Mr. Paul Gyamfi, Office of Planning and Design Quality, Public Buildings Service, NCR, U.S. General Services Administration, 1800 F Street, NW, Room 4400, Washington, DC 20405, or by email at [paul.gyamfi@gsa.gov](mailto:paul.gyamfi@gsa.gov).**

Draft Supplemental EIS  
Comments/Responses



**UNITED STATES ENVIRONMENTAL PROTECTION AGENCY  
REGION III  
1650 Arch Street  
Philadelphia, Pennsylvania 19103-2029**

July 16, 2020

Mr. Paul Gyamfi  
Office of Planning and Design Quality  
Public Buildings Service – National Capital Region  
U.S. General Services Administration  
1800 F Street, NW, Room 4400  
Washington, DC 20407

Re: Draft Supplemental Environmental Impact Statement Department of Homeland Security  
Headquarters Consolidation at St. Elizabeths Master Plan Amendment 2, Washington, D.C.  
CEQ #20200120

Dear Mr. Gyamfi:

In accordance with the National Environmental Policy Act (NEPA) of 1969 and the Council on Environmental Quality (CEQ) regulations implementing NEPA (40 CFR 1500-1508), the U.S. Environmental Protection Agency (EPA) has reviewed the Draft Supplemental Environmental Impact Statement (DSEIS or Study) for the Department of Homeland Security (DHS) Headquarters Consolidation at St. Elizabeths Master Plan Amendment 2 prepared by the U.S. General Services Administration (GSA). The DSEIS re-evaluates development on the St. Elizabeths West Campus in southeast Washington, D.C. The proposals have been studied in compliance with NEPA; EPA submitted comment letters on the Draft (2007) and Final EISs (2008) and Supplemental EISs in 2011, 2012.

As detailed in the Study, the original 2008 Master Plan was approved by the National Capital Planning Commission (NCPC) on January 8, 2009 and included the development of 4.5 million gross square feet (gsf) of office and ancillary space and 1.5 million gsf of associated parking on the St. Elizabeths West and East Campuses. Master Plan Amendment 1 in 2012 specified the development of 750,000 gsf of the 4.5 million gsf office space and associated parking on the St. Elizabeths East Campus North Parcel to house the Federal Emergency Management Agency. The current proposal eliminates development on the East Campus and re-evaluates development on the West Campus to accommodate 4.1 million gsf of secure office and shared-use space and 1.6 million gsf of associated parking.

St. Elizabeths was listed on the National Register of Historic Places April 1979 and designated a National Historic Landmark (NHL) December 1990. As an NHL, St. Elizabeths was determined to be a historic place of national significance in illustrating U.S. heritage; the NHL designation covers 82 contributing resources on both the East and West Campuses including buildings, landscapes, vistas of the river and city, and cemeteries. While the 2008 Master Plan was determined to have adverse impacts to the NHL and Shepherd Parkway, the alternative chosen in the Record of Decision (ROD) for the EIS limited demolition to 11 buildings on the West Campus; the remaining 51 contributing buildings were to be preserved and rehabilitated.



The two action alternatives currently presented would include demolishing five additional buildings on the plateau site (Buildings 60, 66, 67, 68, and 69) and one building on the Sweetgum Lane site (Building 15), constructing 175,000 gsf of office space on the Sweetgum Lane site and constructing either three or two buildings on the plateau area (Alternatives A and B, respectively). The No Action alternative would include development of the West Campus as described in the approved 2008 Master Plan and would include construction of 1.14 million gsf of office and related space on the plateau site and 1.3 million gsf of parking above and below grade.

We appreciate GSA's detailed evaluation of the action alternatives. Given the significance of the site, we recommend that GSA continue to pursue possible opportunities to avoid additional impacts to contributing features and to pursue development plans that incorporate historic components and protect the historic integrity of the site. We recommend further discussion of the purpose and need to assist in evaluation and selection of solutions for the needs of the project in the Final SEIS, including possible options that repurpose or integrate existing historic buildings into the design of the campus. Detailed comments are provided in the enclosure for your consideration.

We also recommend that GSA consider impacts to the neighboring communities from the proposed and ongoing construction and suggest additional outreach. EPA's EJSCREEN system indicates that the environmental justice (EJ) indices in nearby areas exceed the 95th percentile nationally for a number of environmental factors, including particulate matter (PM2.5), ozone, diesel particulate matter, air toxics cancer risk, traffic proximity, and respiratory hazard index. These metrics indicate that residents in these areas may face greater potential exposure and/or risk from these concerns than most of the national population. We suggest that impacts from construction and demolition be evaluated and measures to support nearby communities against exacerbations of environmental factors be considered for community wellbeing, health, and equity.

Thank you for the opportunity to review this project and for your consideration of our comments. We would be happy to discuss these comments at your convenience. Please feel free to contact me at 215-814-3322 or [rudnick.barbara@epa.gov](mailto:rudnick.barbara@epa.gov). The staff contact for this project is Carrie Traver; she can be reached at 215-814-2772 or [traver.carrie@epa.gov](mailto:traver.carrie@epa.gov).

Sincerely, **BARBARA** Digitally signed by  
**RUDNICK** BARBARA RUDNICK  
Date: 2020.07.16  
16:55:46 -04'00'

Barbara Rudnick  
NEPA Program Coordinator  
Office of Communities, Tribes & Environmental  
Assessment

Enclosure

## **Technical Comments**

### **DHS Headquarters Consolidation at St. Elizabeths Master Plan Amendment 2 DSEIS**

#### **Purpose and Need**

The current proposal re-evaluates development on the St. Elizabeths West Campus only. The DSEIS would benefit by clearly describing the purpose and need for the amendment. Some specific recommendations include:

- The purpose and need presented in the DSEIS indicate that the proposed action is “for efficiency, to reflect the current condition of the historic buildings, to reduce costs, and to accelerate completion of the DHS consolidation.” We suggest that the Final SEIS (FSEIS) identify specific inefficiencies, roadblocks, cost issues, and objectives. This may assist in selection and explanation of a preferred alternative.
- The DSEIS states that development of the North Parcel of the East Campus is no longer feasible. It would be helpful for the FSEIS to explain why the 2012 proposed action is no longer viable; the specific reason(s) for this change would clarify the current proposal.
- The Study is unclear as to why six historic buildings that were to be preserved and/or reused in the previous Master Plan are now to be demolished and whether alternatives to repurpose or integrate these buildings were evaluated. It is also not apparent how these buildings were selected for demolition. We recommend that the FSEIS indicate whether there is a prioritization list or a decision matrix to make this determination. If demolition is based on the current state of disrepair, we recommend discussion of measures currently being taken to stabilize historic buildings onsite to prevent further deterioration.
- For context, it also would be helpful to explain any current site issues that need to be addressed, including the extent of observed or documented issues with slope stability.

#### **Alternatives Analysis**

As described, Buildings 60, 66, 68, and 69 on the plateau are part of an assembly of 11 buildings designed by Shepley, Rutan and Coolidge. Demolishing these four buildings would have direct, long-term, major adverse impacts on the design, materials, workmanship, setting, feeling, and association on the campus and the remaining buildings in the ensemble on the West and East Campus. The loss of the buildings would also impact the understanding of the history of patient care. Given these adverse impacts to the National Historic Landmark (NHL), we recommend consideration of alternatives that include retention and/or adaptive reuse of these historic structures in the FSEIS.

#### **Cultural Resources**

The assessment of the impacts to nationally significant historic resources is an important component of this DSEIS. The 2008 Master Plan was determined to have direct, major, long-term, adverse impacts on historic buildings, landscape and views on the West Campus. As part of that plan, 11 contributing buildings (including 8 greenhouses in disrepair) were demolished. Alternatives A and B would generally “intensify” the adverse effects and create additional effects. The retention and rehabilitation of contributing buildings would be reduced (to 45), and viewsheds and landscape elements would be additionally impacted. While the information regarding historic resources is listed in detail, it is difficult for the reader to interpret the scope of the direct, indirect, and cumulative proposed impacts to the NHL and to understand how much additional impact Alternatives 2 and 3 will have beyond that of the No Action Alternative. We recommend clarification of this where possible and recommend addressing the following considerations:

- The 2008 Programmatic Agreement (PA) identified steps to avoid, minimize, or mitigate adverse effects on historic properties. We recommend that the FSEIS describe how the current proposal fits within the PA and list the status of mitigation or commitments.
- The current status of NHPA106 consultation and the draft MOA is unclear. We recommend that GSA continue to work with the Consulting Parties to minimize impacts to nationally important historic resources where possible and that this coordination be documented in the FSEIS.
- As the designation of a site as an NHL signifies a high degree of integrity of location, design, setting, materials, workmanship, feeling, and association, continued degradation of those components could potentially endanger the NHL designation. While the components (landscape, views, association, etc.) must be individually evaluated, it would be helpful to discuss the potential overall effect on the historic value of the site and integrity of the NHL and whether the proposed alternatives could potentially cause impacts to the extent the site could be de-listed. This is particularly relevant to the assessment of cumulative impacts from the redevelopment of the site.
- Should Alternative 2 or 3 be pursued, we recommend that the mitigation actions be commensurate with the proposed adverse effects; such mitigation may include commitments to rehabilitate, reuse, or repair the remaining historic buildings onsite.

### **Water Resources**

As described, approximately 42 percent of the Lower Anacostia River Watershed is covered by impervious surface. Three to four acres of impervious cover would be added to the site for the alternatives. Section 4.2.3 (Surface Water) states that mitigation measures will be used to avoid impacts from increased stormwater flows, soil erosion, and water quality degradation.

- As indicated, steep slopes and highly erodible soils create challenges for maintaining effective erosion and sediment controls. For Alternatives A and B, specific stormwater controls may be needed to reduce runoff from the plateau into the ravine to reduce the potential for slope failure. We concur that these areas require specialized controls and frequent maintenance and inspection; we also recommend selecting a contractor experienced with such controls.
- Section 4.2.2 (Groundwater) states that the increase in impervious area could be mitigated with the use of infiltration. We agree that infiltration best management practices (BMPs) are appropriate to help offset impacts to water resources. Although we understand it is early in planning, we recommend that the FSEIS address the likely or expected infiltration and stormwater management BMPs for the proposed development based on the applicable plans, requirements, and existing infrastructure. It would also be helpful to list BMPs that have been installed or are planned for the construction of the West Campus.
- The DSEIS notes that integrated pest management and turf maintenance practices may be used during landscaping to mitigate indirect impacts to surface waters from pesticide and fertilizer applications. We recommend incorporating such measures into landscaping plans and practices.
- The DSEIS indicates that an environmental monitor may be used to verify that construction complies with all terms and conditions of the permits and approvals. We support the use of an environmental monitor to inspect construction practices and identify and resolve construction issues in a timely manner, including inspection of erosion and sediment control devices.

### **Vegetation**

In 2019, 26 of 43 specimen trees previously identified in 2009 were found to be alive, although three were in poor condition. During development of the site, specimen trees would be removed; seven for the No Action Alternative and nine for Alternatives A or B. We recommend that the FSEIS indicate whether there are specific measures in place to protect or monitor the remaining specimen trees.

## **Environmental Justice (EJ)**

Executive Order (EO) 12898, *Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations* directs federal agencies to identify and address disproportionately high and adverse human health or environmental effects on minority populations and low-income populations. The DSEIS identifies that nearby areas meet or exceed the 90th percentile in EPA's EJSCREEN system for the indicators of diesel particulate matter, air toxics cancer risk, respiratory hazard index, lead-based paint (LBP), superfund proximity, hazardous waste proximity, and wastewater discharge. The indicator for traffic proximity also appears to meet or exceed the 90th national percentile in nearby areas, indicating that the area has high existing environmental stressors on communities. In light of the ongoing construction impacts, EPA recommends that these environmental factors be considered in controls and designs for emissions, demolition, waste removal, and transportation; and approaches to minimize exacerbation or, if possible, reduce environmental stresses be evaluated.

- We note that the DSEIS states that mitigation for EJ concerns is not anticipated beyond what is described for environmental resources. While EPA appreciates the use of EJSCREEN in the course of this project, it should be noted that the official EJ Guidance from CEQ on NEPA also provides a methodology for identifying areas of EJ concern. We recommend that the FSEIS address the CEQ guidance. We would be pleased to discuss with you, at your convenience, refinements in methodologies to identify communities of concern.
- Within EPA's EJSCREEN system, the demographic indicator in nearby areas for minority population, low income population, children younger than age five, and individuals over the age of 64 all exceed the 95th national percentile. Nearby areas also exceed the 85th national percentile for education below the high school level and the 80th national percentile for linguistic isolation. EPA recommends that these demographic factors be incorporated into additional community outreach, communication, and collaboration strategies. This discourse may build bonds with the community and may support buy-in by providing minority and low-income communities improved access to public information and participation as outlined in EO 12898.
- EJSCREEN results can also identify areas for additional exploration of community cohesion, social patterns, interaction with resources. It may be beneficial in this proposed action to engage the community to understand the significance of the historic landmark, changes brought by adjustments in land use, etc.
- While GSA has created excellent outreach materials, including a website to access documents and an online and phone presentation, it is unclear whether this information has been effective in reaching the surrounding community. We suggest consideration be given to additional steps to keep the neighboring community aware of proposed activities, and to encourage and utilize community feedback for project design. Such interactions could include developing and presenting precautions and best practices related to emissions or other potential releases from equipment used for demolition, site cleanup, and construction to assure that impacts to the neighborhoods are minimized.
- Residential houses in the Congress Heights neighborhood are in proximity (<500 feet) to proposed building demolition and construction for Alternatives 2 and 3. The DSEIS indicates that baseline noise measurements and analysis were conducted as part of the 2012 EIS. 2012 noise levels at Receptor Location M-03-West Campus (Gate 4) were modeled to be 48 dBA. It can be assumed that residential areas near M-03 (and not adjacent to the major roadways) would have a similar noise environment; an expanded discussion of noise impacts in this vicinity from demolition and construction would be useful. We suggest that the FSEIS include a discussion of cumulative impacts to surrounding communities from the ongoing construction of the site, including impacts from construction traffic and noise.

- We recommend that the FSEIS more specifically address demolition and construction impacts (dust, noise, vibration, traffic, etc.) to the residences in proximity of Buildings 68 and 69 and the Friendship Public Charter School and suggest a commitment to avoidance and minimization measures, a community coordination plan, and/or air quality monitoring during construction.

### **Hazardous Materials**

We recommend that further detail regarding identification and handling of hazardous materials be included in the FSEIS:

- EPA understands that the 2000 Phase I Environmental Site Assessment was not able to identify effluent points of certain floor drains associated with various aboveground storage tanks on the property; we recommend the identification of relevant effluent points and the incorporation of measures as needed to manage potential discharges.
- The DSEIS indicates that contamination associated with petroleum hydrocarbons, semi-volatile organic compounds, lead, and barium has been identified on the West Campus, but that the full extent of such contamination has not yet been mapped. We understand the extent of relevant soil, surface water, and groundwater impacts in this area will be part of analysis performed for Resource Conservation and Recovery Act and other applicable regulations; it would be helpful if the EIS stated the scope of sampling and analysis anticipated and applicable laws that will be satisfied. We recognize that Section 4.9 states that encountered hazardous materials or waste will be removed.
- Approximately 57 percent of the plateau site has been identified as having been covered and filled with fly ash from <1 foot to 60 feet deep. Section 3.2.1. states that subsurface soil investigations have been performed as part of ongoing construction activities under approved phases of the Master Plan in the vicinity of the plateau site. The Study indicates that fly ash and other soil contaminants would be removed and disposed of in an authorized landfill; we recommend that the FSEIS address when studies will be conducted to determine the extent of fly ash and the anticipated extent of removal for construction (e.g. all fly ash encountered within the disturbance area or within the building footprint.)
- We suggest additional project documentation to clarify the scope of the onsite engineering controls that are planned for development to prevent the offsite migration of chemicals associated with historical coal burning and fly ash, as referenced on page 3-105.
- The DSEIS describes the possible presence of various radioactive materials, ozone-depleting substances, pesticides, herbicides, leaking fuel pumps, sumps, animal feces, mold, and unidentified hazardous materials on the property. We recommend the FSEIS include documentation of these potential hazards for each building or area along with their removal or remediation as outlined by applicable regulations. We recognize that removal or remediation for some of these is addressed in in Section 4.9.

### **Traffic and Transportation**

We recommend that the FSEIS discuss potential effects from construction-related truck traffic, including that associated with excavation, fly ash removal, and demolition. The No Action Alternative would include removal of approximately 126,000 cubic yards (cy) of soils, which is estimated to be 9,000 to 12,000 dump truck loads. The action alternatives appear to result in a substantial increase in number of trucks for excavation. Under Alternatives A and B, below-grade construction of Building C1 on the Sweetgum Lane site would result in the removal of approximately 60,000 cy of soil, and construction within the ravine would require the removal of approximately 22,000 cy to 23,000 cy of soil. We recommend that the FSEIS address expected increases in truck traffic for the proposed construction and building demolition under Alternatives 2 and 3 and analyze these impacts in relation to traffic, air

quality, and communities. We recommend the study team develop and describe best practices to inform and protect the neighboring community as part of the FSEIS.

The DSEIS appears to identify that, of 43 intersections near the property, eight intersections operate at Level of Service (LOS) E or F in the AM and eight intersections operate at LOS E or F in the PM. Given these potential traffic conditions, EPA recommends a monitoring program to ensure that currently congested intersections are not overburdened further during construction, property development, and/or other project stages. EPA recognizes that certain roadway improvement options have been outlined for Martin Luther King Jr. Avenue in Section 4.7. Regarding these options, we suggest developing a construction schedule for roadway improvements to ensure the adequate mitigation of traffic, air quality, and/or any other issues that may be associated with the significant impacts to intersection operations that are characterized as such in Table 4-31 of the DSEIS.

As noted on page 3-97 of the DSEIS, "[m]ost I-295 freeway segments operate at LOS E or F in the northbound direction into downtown DC during the AM peak hour; almost all freeway segments operate at LOS F heading southbound out of the downtown area during the PM peak period." EJSCREEN's traffic proximity indicator (reflecting vehicles per day at major roads divided by distance) indicates that this area exceeds the 95th percentile nationally. We recommend that the project apply strategies to limit project-related additional freeway congestion or, by association, detours through roads near the St. Elizabeths property. Effects of further burdens on nearby residents and/or businesses may include increases in noise and decreases in air quality and ease of transit.

We appreciate that options to promote mass transit options, ridesharing, biking, and walking are being evaluated (along with strategies such as telecommuting and alternative work schedules) to reduce employee transportation in single-occupant vehicles. We suggest that GSA also evaluate raising the standard parking ratio, which may reduce impacts on traffic, air quality, and construction costs.

### **Socioeconomics**

As part of the discussion of the effects of the project on the tax base, local housing, job markets, schools, businesses, etc., we recommend that the FSEIS state the number employees currently working at the West Campus, and the planned number to be relocated by completion of the project in 2035 along with a discussion of where the workforce is currently located. The DSEIS also states that DHS is the "primary" tenant at the West Campus but does not indicate what other tenants are present or anticipated; this information may also be relevant to the analysis.

In 4.4.2 Population and Housing, the DSEIS assumes that most employees who would work at the campus live within the region and would not move their residence when their offices relocate to the West Campus. It would be helpful to include supporting information, such as the data used to determine existing residential distribution of DHS employees for traffic and transit studies. We recommend evaluating whether the addition of 900 employees creates further potential for displacement and gentrification than evaluated for the 2008 Master Plan, including the cumulative impacts in 4.10.5.

We also suggest the FSEIS address the potential for job opportunities or training opportunities for the local community. In 4.4.4 Economy, Employment, and Income, the DSEIS briefly states that GSA would encourage construction contractors to work with the DC Department of Employment Services and other workforce development and training organizations to assist in meeting the small business and hiring goals. We suggest that these goals and any incentives to meet the goals be indicated in the Study.





IN REPLY REFER TO:

# United States Department of the Interior

OFFICE OF THE SECRETARY  
Office of Environmental Policy and Compliance  
Custom House, Room 244  
200 Chestnut Street  
Philadelphia, Pennsylvania 19106-2904

July 2, 2020

9043.1  
ER20/0193

Mr. Paul Gyamfi  
Office of Planning and Design Quality  
Public Buildings Service, NCR  
U.S. General Services Administration  
1800 F Street, NW, Room 4400  
Washington, DC 20405

**Subject: The U.S. General Services Administration Plan Supplemental Draft  
Environmental Impact Statement - Proposed St. Elizabeths Campus Master Plan  
Amendment**

Dear Mr. Gyamfi:

The Department of the Interior (Department) has reviewed the U.S. General Services Administration's (GSA) Draft Supplemental Environmental Impact Statement (Supplemental DEIS) for the U.S. Department of Homeland Security (DHS) Headquarters Consolidation at St. Elizabeths West Campus Master Plan Amendment 2.

The National Park Service (NPS) administers land adjacent to the project area in National Capital Parks – East and the Suitland Parkway. In addition to these lands, St. Elizabeths Campus is a National Historic Landmark (NHL) which is designated by the Secretary of the Interior, and administered by the NPS, as authorized under the 1935 Historic Sites Act (16 U.S.C. sec. 461-467) and implemented in accordance with 36 CFR Part 65. The NPS has the responsibility to monitor the integrity of established NHLs, provide technical assistance to NHL owners, and coordinate with NHL owners to resolve adverse effects to NHLs. This letter provides the Department's comments on the Supplemental DEIS.

## Background Information

The St. Elizabeths NHL designation covers 82 contributing resources on the East and West Campus' including buildings, landscapes, vistas of the river and city, and the West Campus

Cemetery. The NPS has been coordinating with the GSA as a consulting party and has provided input on the Supplemental DEIS regarding the status of the NHL designation through the National Historic Preservation Act Section 106 (Section 106) process.

The Supplemental DEIS Alternative B (preferred alternative) includes the demolition of six significant historic buildings (buildings #15, 60, 66, 67, 68, and 69); the construction of two new large-scale buildings of 630,000 gsf (B1-Ravine building) and 570,000 gsf (B2-South building) are proposed on the plateau area, and along the ravine behind the Power Plant, and a new 175,000 gsf (C1) building on top of the hill above the historic cemetery and near the U.S. Coast Guard building on Sweetgum Lane. The construction of 4.1 million gross square feet of office space constitutes an increase of 300,000 gross square feet proposed for the West Campus above the 2008 approved Master Plan. GSA has indicated this building will be largely underground, with the above ground component mirroring the design of the Coast Guard building. Alternative B also includes 535 additional parking spaces that would be added to the previously proposed underground parking garages at Gates 1 and 2. These actions increase as well as introduce new adverse impacts on the historic campus beyond what was previously proposed in the 2008 Master Plan and the 2012 amendment 1.

### Comments

The GSA has acknowledged that the preferred alternative will have an adverse effect on the campus because of the removal of contributing historic structures and contributing landscape elements at the Plateau, Ravine, and Sweetgum Lane sites. While the stated planning principles include retaining the historic character of the Plateau, the proposed B1 and B2 structures fail to maintain the relationship due to the scale and massing of the structures. In both build alternatives, the central lawn, will now be defined by two large scale structures rather than six small scale structures that currently occupy the space. The design, feeling, and spatial integrity of the plateau will be lost as the remaining existing historic structures will be dwarfed in size thereby impacting the overall integrity of the historic district.

The introduction of B1 and B2 will also change the setting and feeling of the Shepherd Parkway cultural landscape. The buildings will be out of scale with the surrounding forested landscape. Reducing the size, scale and massing of the building should be considered as a means to reduce the effects on the cultural landscape and retain the character of the space.

Lastly, the models rendered have indicated a set of masses that will be visible from several location around Washington, D.C. With the Navy Yard as a reference point, the construction of the features will have an impact on the viewshed of Anacostia Park and other National Capital Parks – East and NPS sites. If more of these large structures were put underground, effects to important views could be avoided or reduced significantly.

Throughout the Section 106 process, the NPS has raised concerns regarding the adverse effects on the historic character of the NHL by the proposed changes in the preferred alternative. This supplemental DEIS indicates a substantial directional change from previous master plan commitments that heavily focused on active preservation and adaptive reuse of the existing historic buildings on the campus toward dismemberment of the historic features and the insertion

of large modern structures. The NPS continues to remain concerned about the future of the St. Elizabeths campus, as this master plan amendment may set a precedent for future amendments and greater loss of more contributing resources, ultimately leading to the degradation of the historic character of the campus.

We appreciate the opportunity to provide these comments. The Department has a continuing interest in working closely with the GSA to ensure that the impacts to resources of concern are adequately addressed. For continued consultation and coordination with the NPS, please contact Kathryn Smith, National Historic Landmarks Coordinator at 202-619-7180.

Sincerely,

John Nelson  
Acting Regional Environmental Officer  
Office of Environmental Policy and Compliance

cc: Kathryn Smith, NPS



**Architect of the Capitol**  
U.S. Capitol, Room SB-16  
Washington, DC 20515  
202.228.1793  
[www.aoc.gov](http://www.aoc.gov)

May 27, 2020

Mr. Paul Gyamfi  
Senior NEPA Compliance Specialist Office of Planning and Design Quality Public Buildings  
Service, National Capital Region  
U.S. General Services Administration  
1800 F Street, NW, Room 4400  
Washington, DC 20405

Dear Mr. Gyamfi:

The Architect of the Capitol (AOC) understands that the U.S. General Services Administration (GSA) has released a Draft Supplemental Environmental Impact Statement (SEIS) to analyze the potential impacts from the proposed Master Plan Amendment #2 to the U.S. Department of Homeland Security Headquarters Consolidation at St. Elizabeth's West Campus in Southeast Washington, D.C. This Draft SEIS also initiated a 55-day public review period and opportunity for agency input on the proposal.

The AOC has reviewed the environmental impact materials and will participate in ongoing consultation for this project. As presented, the proposed actions will not likely have direct impacts on any properties under the jurisdiction of the AOC. However, we request that the Final SEIS identify and mitigate any impacts to the transportation network as part of the update to the Transportation Management Plan. The AOC is specifically interested in traffic flow and level of service (LOS) impacts to arterial and connector roads in the scope area that provide access to AOC facilities south of St. Elizabeth's West Campus in D.C. Village.

We appreciate the opportunity to provide these comments. For continued coordination in the National Environmental Policy Act planning effort, please contact Sarah Billington at the Ford House Office Building, Room H2-522, Washington, DC 20515. Ms. Billington can be reached by phone at 202.227.1095 or email at [sarah.billington@aoc.gov](mailto:sarah.billington@aoc.gov).

Sincerely,

Nancy L. Skinkle, AIA, LEED AP  
Director, Planning and Project Development Division  
Planning and Project Management



Homeland  
Security

June 25, 2020

Darren Blue  
Regional Commissioner,  
National Capital Region, Public Buildings Service  
U. S. General Services Administration  
1800 F Str NW  
Washington DC 20405

RE: Draft Supplemental Environmental Impact Statement  
Master Plan Amendment 2 – St Elizabeths West Campus

Dear Mr. Blue:

In response to your letter of May 5, 2020 to the Deputy Under Secretary for Management, the U.S. Department of Homeland Security, as a cooperating agency in the development of the Master Plan Amendment Number 2 and the Draft Supplemental Environmental Impact Statement, fully supports the proposed changes indicated in the amendment.

The three new construction facilities are vital to support the Department's mission. We sincerely appreciate the cooperation and support from your staff and all the stakeholders in the development of a plan that meets Department's critical operational requirements within the context of this National Historic Landmark, and we look forward to the successful completion of this amendment.

Should you have any questions regarding these comments, please feel free to contact the DHS Project Manager, Mr. Donald Davis, P.E at [Donald.Davis@hq.dhs.gov](mailto:Donald.Davis@hq.dhs.gov) or at 202 897-8153.

Sincerely,

*William B Bush*

William Bush  
Executive Director, Facilities & Operational Support  
Office of the Chief Readiness Support Office

## Glynn, Joan

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**Subject:** FW: [EXTERNAL] Fwd: St. Es West Campus DSEIS Comments

*Thank you for the opportunity to comment on the Draft Environmental Impact Statement (DEIS) and for involving the District Department of Transportation (DDOT) in the planning process for the consolidation of Department of Homeland Security (DHS) facilities to the St. Elizabeths West Campus over the last 1-2 years. We have not yet come to a final determination on the future design of Martin Luther King Jr. Avenue SE along the West Campus's frontage. However, the project should still plan to widen Martin Luther King Jr. Avenue SE to include the left-turn lanes, bike facilities, and ADA accessible sidewalks. Please continue to coordinate with the Planning and Sustainability Division (PSD) on the ultimate configuration of the corridor, the amount of needed right-of-way, and on-going efforts to implement new priority bus service. As these discussions continue, DDOT may have additional feedback on pedestrian safety improvements, geometric changes, or traffic signal impacts at study area intersections. Given the planned increases in density of development and off-street vehicle parking on the West Campus, DDOT encourages DHS to implement a robust telework and Transportation Demand Management (TDM) program to incentivize usage of non-automotive modes and minimize impacts to the roadway network. DDOT looks forward to continuing our collaborative partnership with both GSA and DHS, on this project and others, in the months and years ahead.*

Aaron

**Aaron Zimmerman, PTP**

*Site Development Program Manager*

Planning and Sustainability Division (PSD)  
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District Department of Transportation  
55 M Street SE, Suite 400  
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**From:** Marc Poling - WPDBA <[marc.poling@gsa.gov](mailto:marc.poling@gsa.gov)>

**Sent:** Monday, July 20, 2020 4:40 PM

**To:** Zimmerman, Aaron (DDOT) <[aaron.zimmerman@dc.gov](mailto:aaron.zimmerman@dc.gov)>

**Cc:** Tom Terrio - WPDBA <[thomas.terrio@gsa.gov](mailto:thomas.terrio@gsa.gov)>; Clay Weiland - WPIA <[clay.weiland@gsa.gov](mailto:clay.weiland@gsa.gov)>; Aryan Nourazar - WPC-C <[aryan.nourazar@gsa.gov](mailto:aryan.nourazar@gsa.gov)>; Daryl Starks - WPC-C <[daryl.starks@gsa.gov](mailto:daryl.starks@gsa.gov)>

**Subject:** St. Es West Campus DSEIS Comments

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Hi Aaron,

How are you? Has DDOT been able to put together some comments on the St. Es West Campus Draft SEIS? We could provide a little window of flexibility for you, but that window will not last long and we may not be able to address all of DDOT's comments, if in fact DDOT will be supplying some. Let me know if you would like to discuss further over the phone.

Thanks,

--

Marc Poling

Sr. Community Planner

Office of Planning & Design Quality

National Capital Region

Public Buildings Service

General Services Administration

1800 F Street, NW

Suite 4400

Washington, DC 20407

Cell: 202-230-8140

For the latest information on the District Government's response to COVID-19 (Coronavirus), please visit [coronavirus.dc.gov](https://coronavirus.dc.gov).

--

Marc Poling  
Sr. Community Planner  
Office of Planning & Design Quality  
National Capital Region  
Public Buildings Service  
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### Responses to Comments Received on the Draft Supplemental EIS

COMMENT	RESPONSE
<b>U.S. Environmental Protection Agency Region 3</b>	
General Comments	
<p>Given the significance of the site, we recommend that GSA continue to pursue possible opportunities to avoid additional impacts to contributing features and to pursue development plans that incorporate historic components and protect the historic integrity of the site.</p>	<p>GSA will continue to work with the design teams and the Consulting Parties to identify ways to avoid and minimize impacts to cultural resources.</p>
<p>We recommend further discussion of the purpose and need to assist in evaluation and selection of solutions for the needs of the project in the Final SEIS, including possible options that repurpose or integrate existing historic buildings into the design of the campus.</p>	<p>Buildings 60, 66, 68, and 69 would be retained under the No Action Alternative. GSA coordinated with Consulting Parties under the Section 106 process throughout the development of alternatives and the Master Plan Amendment 2 to assess which buildings should be retained to maintain examples of the historic buildings while minimizing impacts to the design, materials, workmanship, setting, feeling, and association on the campus and the remaining buildings.</p>
<p>We also recommend that GSA consider impacts to the neighboring communities from the proposed and ongoing construction and suggest additional outreach. EPA's EJSCREEN system indicates that the environmental justice (EJ) indices in nearby areas exceed the 95th percentile nationally for a number of environmental factors, including particulate matter (PM2.5), ozone, diesel particulate matter, air toxics cancer risk, traffic proximity, and respiratory hazard index. These metrics indicate that residents in these areas may face greater potential exposure and/or risk from these concerns than most of the national population. We suggest that impacts from construction and demolition be evaluated and measures to support nearby communities against exacerbations of environmental factors be considered for community wellbeing, health, and equity.</p>	<p>GSA is cognizant of the environmental justice issues in the community surrounding the St. Elizabeths West Campus. GSA has engaged with the community since 2005 and will continue to do so as the campus is redeveloped.</p> <p>GSA will continue to look for ways to minimize construction related impacts on the surrounding communities and implement mitigation measures as feasible.</p>

COMMENT	RESPONSE
Purpose and Need	
<p>The purpose and need presented in the DSEIS indicate that the proposed action is “for efficiency, to reflect the current condition of the historic buildings, to reduce costs, and to accelerate completion of the DHS consolidation.” We suggest that the Final SEIS (FSEIS) identify specific inefficiencies, roadblocks, cost issues, and objectives. This may assist in selection and explanation of a preferred alternative.</p>	<p>The need for a consolidated DHS Headquarters remains the same as it did in 2008 when the initial West Campus Master Plan was developed. As stated in the 2008 Final EIS, “DHS’ scattered current housing prevents it from accomplishing its mission to the best of its ability... This dispersion results in significant inefficiencies in daily operations, and these inefficiencies are magnified considerably at the most important moments - when the Department must act as a nimble and integrated team responding to significant natural disasters or terrorist threats.” Accelerating completion of the consolidation will reduce the cost of leasing facilities throughout the National Capital Region, minimize escalating construction costs, and achieve the efficiencies needed to meet the agency’s mission. GSA has determined that rehabilitation of historic structures on the plateau site to a state that is functional in meeting DHS operational needs is cost prohibitive, and the additional square footage still needed could not be achieved while retaining the historic buildings.</p>
<p>The DSEIS states that development of the North Parcel of the East Campus is no longer feasible. It would be helpful for the FSEIS to explain why the 2012 proposed action is no longer viable; the specific reason(s) for this change would clarify the current proposal.</p>	<p>The North Parcel on the East Campus is owned by the District of Columbia and is no longer available for use by the Federal Government. DC currently has plans to develop the North Parcel with a 150-bed hospital with 230,000 gsf ambulatory services and a 380-bed men’s shelter.</p>
<p>The Study is unclear as to why six historic buildings that were to be preserved and/or reused in the previous Master Plan are now to be demolished and whether alternatives to repurpose or integrate these buildings were evaluated. It is also not apparent how these buildings were selected for demolition. We recommend that the FSEIS indicate whether there is a prioritization list or a decision matrix to make this determination. If demolition is based on the current state of disrepair, we recommend discussion of measures currently being taken to</p>	<p>The six contributing buildings proposed for removal in Master Plan Amendment 2 are the result of analysis of locations on the West Campus best suited for the insertion of mandated new construction gsf while retaining as much of the architectural, landscape, and visual character of the NHL as possible. Physical deterioration of the buildings, per se, was not a factor. Retention of buildings representing all historic building campaigns and building types, however, was a factor in GSA’s decision-making.</p>

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<p>stabilize historic buildings onsite to prevent further deterioration.</p>	<p>Five of the six buildings proposed for removal in Master Plan Amendment 2 are within the footprints or anticipated Level of Disturbance (LOD) for the new construction. The exception is Building 69, which is adjacent to the campus south boundary and falls within the required perimeter security standoff zone. The plateau site for new construction is less densely built than other areas of campus due to topographical conditions and the previous demolition of structures in the 20th century, and construction in this area will require fewer contributing buildings to be removed. Further, the slope to the north and west of the plateau site is composed of unstable soils that will require significant layback for stabilization and abatement to protect the contributing buildings in the ravine. One of the proposed new office buildings on the plateau site is designed to structurally support the ravine edge. Even absent that new construction, Buildings 60 and 66 are within the slope layback area. GSA consulted with Consulting Parties from 2016 to 2019 on the disposition of new gsf on the west campus. The design of two large, new buildings on the plateau site, rather than dispersing the required additional gsf in a greater number of smaller new buildings, preserves more aggregated woodland and meadow open space, which contributes significantly to the historic landscape character of the NHL. The historic preservation Memorandum of Agreement takes the loss of the six contributing buildings into account and mitigates the adverse effects on the NHL.</p>
<p>For context, it also would be helpful to explain any current site issues that need to be addressed, including the extent of observed or documented issues with slope stability.</p>	<p>Slopes in the ravine behind Buildings 56/57 have been subject to erosion, and there is concern for slope failure in this area. The slope is underlain with silts and clays from the Potomac Group which have a very high susceptibility to slope failure.</p>

COMMENT	RESPONSE
Alternatives Analysis	
<p>As described, Buildings 60, 66, 68, and 69 on the plateau are part of an assembly of 11 buildings designed by Shepley, Rutan and Coolidge. Demolishing these four buildings would have direct, long-term, major adverse impacts on the design, materials, workmanship, setting, feeling, and association on the campus and the remaining buildings in the ensemble on the West and East Campus. The loss of the buildings would also impact the understanding of the history of patient care. Given these adverse impacts to the National Historic Landmark (NHL), we recommend consideration of alternatives that include retention and/or adaptive reuse of these historic structures in the FSEIS.</p>	<p>Buildings 60, 66, 68, and 69 would be retained under the No Action Alternative. GSA coordinated with Consulting Parties under the Section 106 process throughout the development of alternatives and the Master Plan Amendment 2 to assess which buildings should be retained to maintain examples of the historic buildings while minimizing impacts to the design, materials, workmanship, setting, feeling, and association on the campus and the remaining buildings.</p>
Cultural Resources	
<p>The 2008 Master Plan was determined to have direct, major, long-term, adverse impacts on historic buildings, landscape and views on the West Campus. As part of that plan, 11 contributing buildings (including 8 greenhouses in disrepair) were demolished. Alternatives A and B would generally “intensify” the adverse effects and create additional effects. The retention and rehabilitation of contributing buildings would be reduced (to 45), and viewsheds and landscape elements would be additionally impacted. While the information regarding historic resources is listed in detail, it is difficult for the reader to interpret the scope of the direct, indirect, and cumulative proposed impacts to the NHL and to understand how much additional impact Alternatives 2 and 3 will have beyond that of the No Action Alternative.</p>	<p>Comment noted. Please see responses to detailed comments below.</p>
<p>The 2008 Programmatic Agreement (PA) identified steps to avoid, minimize, or mitigate adverse effects on historic properties. We recommend that the FSEIS describe how the</p>	<p>A new Memorandum of Agreement (MOA) for Master Plan Amendment 2, that details steps to avoid, minimize, and mitigate adverse impacts created or intensified by for Master Plan Amendment 2 has been drafted in compliance with the 2008 PA, reviewed by Consulting Parties,</p>



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<p>current proposal fits within the PA and list the status of mitigation or commitments.</p>	<p>and Consulting Party comments were addressed in a revised draft MOA. A draft of the MOA was included with the Draft EIS and the final executed MOA is included in Appendix F of the Final EIS.</p>
<p>The current status of NHPA106 consultation and the draft MOA is unclear. We recommend that GSA continue to work with the Consulting Parties to minimize impacts to nationally important historic resources where possible and that this coordination be documented in the FSEIS.</p>	<p>Comment noted. Section 106 consultation on Master Plan Amendment 2 is materially complete. As noted above, the final executed MOA is included in Appendix F of the Final EIS. GSA will continue to consult with Consulting Parties on individual building and landscape projects and continue to assess ways to minimize impacts to nationally important historic resources.</p>
<p>As the designation of a site as an NHL signifies a high degree of integrity of location, design, setting, materials, workmanship, feeling, and association, continued degradation of those components could potentially endanger the NHL designation. While the components (landscape, views, association, etc.) must be individually evaluated, it would be helpful to discuss the potential overall effect on the historic value of the site and integrity of the NHL and whether the proposed alternatives could potentially cause impacts to the extent the site could be de-listed. This is particularly relevant to the assessment of cumulative impacts from the redevelopment of the site.</p>	<p>The overall impacts to the NHL are direct, long-term, major, and adverse. This is an intensification of effect from the No Action Alternative. The Preferred Alternative balances the programmatic need to consolidate DHS workforce at St. Elizabeths with historic preservation at the NHL.</p> <p>In accordance with NHPA Sections 106 and 110, GSA been in consultation throughout development of the Master Plan Amendment 2 and remains committed to the consultation process and Master Plan goals included within the Supplemental EIS. As part of consultation, GSA has explored alternatives to minimize harm to the NHL to the maximum extent possible. GSA recognizes that the development is an adverse effect, but through ongoing coordination and the Consulting Parties and implementation of MOAs, these impacts are avoided, minimized, and mitigated.</p> <p>Building and site design will continue to be refined through consultation of building and landscape projects to minimize adverse effects to the NHL.</p>
<p>Should Alternative 2 or 3 be pursued, we recommend that the mitigation actions be commensurate with the proposed adverse effects; such mitigation may include</p>	<p>Comment noted. The final executed MOA which provides for measures to mitigate adverse effects is included in Appendix F of the Final EIS.</p>

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<p>commitments to rehabilitate, reuse, or repair the remaining historic buildings onsite.</p>	
<p>Water Resources</p>	
<p>As indicated, steep slopes and highly erodible soils create challenges for maintaining effective erosion and sediment controls. For Alternatives A and B, specific stormwater controls may be needed to reduce runoff from the plateau into the ravine to reduce the potential for slope failure. We concur that these areas require specialized controls and frequent maintenance and inspection; we also recommend selecting a contractor experienced with such controls.</p>	<p>Comment noted.</p>
<p>Section 4.2.2 (Groundwater) states that the increase in impervious area could be mitigated with the use of infiltration. We agree that infiltration best management practices (BMPs) are appropriate to help offset impacts to water resources. Although we understand it is early in planning, we recommend that the FSEIS address the likely or expected infiltration and stormwater management BMPs for the proposed development based on the applicable plans, requirements, and existing infrastructure. It would also be helpful to list BMPs that have been installed or are planned for the construction of the West Campus.</p>	<p>The increase in impervious surfaces may be mitigated through the use of green infrastructure and low impact development techniques that promote infiltration, including bioswales, rain gardens, and stormwater terraces, which capture stormwater before it flows into storm sewers or streams and allow it to soak into the ground. Groundwater, Section 4.2.2, has been updated to include this information.</p> <p>GSA has, to date, installed a variety of stormwater features on the campus including bioretention, storm filters, rain tanks, permeable pavers, green roofs, and cistern systems.</p>
<p>The DSEIS notes that integrated pest management and turf maintenance practices may be used during landscaping to mitigate indirect impacts to surface waters from pesticide and fertilizer applications. We recommend incorporating such measures into landscaping plans and practices.</p>	<p>Comment noted.</p>
<p>The DSEIS indicates that an environmental monitor may be used to verify that construction complies with all terms and conditions of the permits and approvals. We support the use of an environmental monitor to inspect construction practices and identify and resolve construction</p>	<p>Comment noted.</p>

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<p>issues in a timely manner, including inspection of erosion and sediment control devices.</p>	
<p>Vegetation</p>	
<p>In 2019, 26 of 43 specimen trees previously identified in 2009 were found to be alive, although three were in poor condition. During development of the site, specimen trees would be removed; seven for the No Action Alternative and nine for Alternatives A or B. We recommend that the FSEIS indicate whether there are specific measures in place to protect or monitor the remaining specimen trees.</p>	<p>GSA has a robust landscape and tree maintenance program on the West Campus to minimize impacts from construction and to maintain the health of the landscape including specimen trees.</p> <p>The GSA Landscape Program Horticulturist, under the GSA Regional Landscape contract, provides oversight of all landscape maintenance for the West Campus including green roof maintenance, plant maintenance, planting design, pest control and historic tree care. <i>GSA P100 – Facility Standards for the Public Building Service</i> requires tree protection during construction including defining Tree Protection Zones surrounding individual trees, groups of trees, shrubs, or other vegetation to be protected during construction. Tree Care also includes routine monitoring off all trees by a GSA contractor certified arborist. Annual tree care contract includes preventative pruning, cabling, and preventative treatments for disease and insects to include Dutch Elm disease control. Tree removal is conducted as needed to remove dead, dying and diseased trees. The West Campus tree care contract also includes soil decompaction treatments as needed in order to reduce the impacts from construction on root systems.</p>
<p>Environmental Justice</p>	
<p>We note that the DSEIS states that mitigation for EJ concerns is not anticipated beyond what is described for environmental resources. While EPA appreciates the use of EJSCREEN in the course of this project, it should be noted that the official EJ Guidance from CEQ on NEPA also provides a methodology for identifying areas of EJ concern. We recommend that the FSEIS address the CEQ guidance. We would be pleased to discuss with you, at your convenience,</p>	<p>GSA utilized both EJSCREEN and U.S. Census data to identify areas of EJ concern. GSA recognizes that the communities surrounding the St. Elizabeth West Campus are comprised of low-income and minority populations that have historically faced environmental issues. GSA has included mitigation measures for impacts that will not only minimize impacts on the West Campus but also impacts within the Congress Heights and Anacostia neighborhoods. Mitigation</p>

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<p>refinements in methodologies to identify communities of concern.</p>	<p>measures to address impacts to water resources, air quality, noise, traffic, and hazardous waste/hazardous materials will minimize impacts to the community surrounding the West Campus.</p> <p>GSA has GSA has coordinated closely with the community surrounding the St. Elizabeths West Campus for more than 15 years through development of the original Master Plan, environmental studies including studies into contamination on the campus, construction of the Munro Building, rehabilitation of historic buildings, and improvements to the transportation network surrounding the campus. This community coordination will continue through design and construction activities as well as operation of the West Campus.</p>
<p>Within EPA's EJSCREEN system, the demographic indicator in nearby areas for minority population, low income population, children younger than age five, and individuals over the age of 64 all exceed the 95th national percentile. Nearby areas also exceed the 85th national percentile for education below the high school level and the 80th national percentile for linguistic isolation. EPA recommends that these demographic factors be incorporated into additional community outreach, communication, and collaboration strategies. This discourse may build bonds with the community and may support buy-in by providing minority and low-income communities improved access to public information and participation as outlined in EO 12898.</p>	<p>Comment noted. During construction and operation of the West Campus, GSA will continue community outreach programs targeted to the minority and low income populations.</p>
<p>EJSCREEN results can also identify areas for additional exploration of community cohesion, social patterns, interaction with resources. It may be beneficial in this proposed action to engage the community to understand the significance of the historic landmark, changes brought by adjustments in land use, etc.</p>	<p>Comment noted. EJSCREEN was utilized in the identification of sensitive populations and community resources. GSA has coordinated closely with the community surrounding the St. Elizabeths West Campus for more than 15 years. While the campus has not historically been open to the public, GSA understands the importance of the site in the history of the community and is continually working to honor that history.</p>

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<p>While GSA has created excellent outreach materials, including a website to access documents and an online and phone presentation, it is unclear whether this information has been effective in reaching the surrounding community. We suggest consideration be given to additional steps to keep the neighboring community aware of proposed activities, and to encourage and utilize community feedback for project design. Such interactions could include developing and presenting precautions and best practices related to emissions or other potential releases from equipment used for demolition, site cleanup, and construction to assure that impacts to the neighborhoods are minimized.</p>	<p>GSA has GSA has coordinated closely with the community surrounding the St. Elizabeths West Campus for more than 15 years through development of the original Master Plan, environmental studies including studies into contamination on the campus, construction of the Munro Building, rehabilitation of historic buildings, and improvements to the transportation network surrounding the campus. GSA has coordinated with the Area Neighborhood Commissions representing the communities surrounding the campus. Prior to COVID-19, public meetings were held at community facilities in close proximity to the campus with access to local community members. GSA has maintained a project mailing list of more than 300 stakeholders including over 100 private citizens living in the vicinity of the campus and 80 stakeholder groups that represent interests in the vicinity of the campus. GSA has utilized this mailing list to send direct mail information on the Supplemental EIS and the Master Plan Amendment 2.</p>
<p>Residential houses in the Congress Heights neighborhood are in proximity (&lt;500 feet) to proposed building demolition and construction for Alternatives 2 and 3. The DSEIS indicates that baseline noise measurements and analysis were conducted as part of the 2012 EIS. 2012 noise levels at Receptor Location M-03-West Campus (Gate 4) were modeled to be 48 dBA. It can be assumed that residential areas near M-03 (and not adjacent to the major roadways) would have a similar noise environment; an expanded discussion of noise impacts in this vicinity from demolition and construction would be useful. We suggest that the FSEIS include a discussion of cumulative impacts to surrounding communities from the ongoing construction of the site, including impacts from construction traffic and noise.</p>	<p>Additional discussion of construction noise impacts to the Congress Heights Neighborhood and the Friendship Public Charter School have been added to Section 4.6, Noise.</p> <p>Cumulative impacts from construction noise and construction traffic are included in Sections 4.10.7 and 4.10.8.</p>
<p>We recommend that the FSEIS more specifically address demolition and construction impacts</p>	<p>Additional discussion of construction impacts to the Congress Heights neighborhood, the</p>

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<p>(dust, noise, vibration, traffic, etc.) to the residences in proximity of Buildings 68 and 69 and the Friendship Public Charter School and suggest a commitment to avoidance and minimization measures, a community coordination plan, and/or air quality monitoring during construction.</p>	<p>Friendship Public Charter School, and the Friendship Technology Preparatory School have been added to Section 4.5, Air Quality; Section 4.6, Noise; and Section 4.7, Traffic. Additional mitigation measures have also been added to these sections.</p> <p>GSA will continue community outreach programs targeted to the minority and low income populations during construction activities.</p>
<p>Hazardous Materials</p>	
<p>EPA understands that the 2000 Phase I Environmental Site Assessment was not able to identify effluent points of certain floor drains associated with various aboveground storage tanks on the property; we recommend the identification of relevant effluent points and the incorporation of measures as needed to manage potential discharges.</p>	<p>Floor drains will be removed or capped in all buildings to be demolished or reused to eliminate future discharges via these abandoned drains.</p>
<p>The DSEIS indicates that contamination associated with petroleum hydrocarbons, semi-volatile organic compounds, lead, and barium has been identified on the West Campus, but that the full extent of such contamination has not yet been mapped. We understand the extent of relevant soil, surface water, and groundwater impacts in this area will be part of analysis performed for Resource Conservation and Recovery Act and other applicable regulations; it would be helpful if the EIS stated the scope of sampling and analysis anticipated and applicable laws that will be satisfied. We recognize that Section 4.9 states that encountered hazardous materials or waste will be removed.</p>	<p>Environmental site assessments will be conducted prior to site work and building demolition. If required, soil and groundwater sampling would be conducted to determine the presence or absence of contamination, and building materials would be tested to determine the presence or absence of hazardous materials in buildings to be demolished or reused. Testing and required remediation would be accomplished in accordance with Resource Conservation and Recovery Act (RCRA), the Toxic Substances Control Act (TSCA), and the National Emission Standards for Hazardous Air Pollutants (NESHAP).</p>
<p>Approximately 57 percent of the plateau site has been identified as having been covered and filled with fly ash from &lt;1 foot to 60 feet deep. Section 3.2.1. states that subsurface soil investigations have been performed as part of ongoing construction activities under approved phases of the Master Plan in the vicinity of the plateau site. The Study indicates that fly ash and other soil</p>	<p>Fly ash within areas of disturbance area will be removed and disposed of in authorized landfills. Previous studies have indicated that the depth of fly ash varies greatly across the site and extensive studies would be required to determine the depth from point to point on the site. GSA will include specifications in construction documents to require contractors to test soils as they are</p>



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<p>contaminants would be removed and disposed of in an authorized landfill; we recommend that the FSEIS address when studies will be conducted to determine the extent of fly ash and the anticipated extent of removal for construction (e.g. all fly ash encountered within the disturbance area or within the building footprint.)</p>	<p>excavated to determine if they contain fly ash. Fly ash will then be segregated from other soils for disposal.</p>
<p>We suggest additional project documentation to clarify the scope of the onsite engineering controls that are planned for development to prevent the offsite migration of chemicals associated with historical coal burning and fly ash, as referenced on page 3-105.</p>	<p>Dust suppression measures would be employed during construction activities that may disturb fly ash. Sediment and erosion controls would be utilized to mitigate for the potential of migration of fly ash disturbed during construction activities. In addition, construction workers would be required to wear appropriate personal protective equipment.</p>
<p>The DSEIS describes the possible presence of various radioactive materials, ozone-depleting substances, pesticides, herbicides, leaking fuel pumps, sumps, animal feces, mold, and unidentified hazardous materials on the property. We recommend the FSEIS include documentation of these potential hazards for each building or area along with their removal or remediation as outlined by applicable regulations. We recognize that removal or remediation for some of these is addressed in in Section 4.9.</p>	<p>Environmental site assessments will be conducted prior to site work and building demolition. If required, soil and groundwater sampling would be conducted to determine the presence or absence or contamination, and building materials would be tested to determine the presence or absence of hazardous materials in buildings to be demolished or reused. Based on the results of these assessments, remediation activities will be undertaken as necessary.</p>
<p>Traffic and Transportation</p>	
<p>We recommend that the FSEIS discuss potential effects from construction-related truck traffic, including that associated with excavation, fly ash removal, and demolition. The No Action Alternative would include removal of approximately 126,000 cubic yards (cy) of soils, which is estimated to be 9,000 to 12,000 dump truck loads. The action alternatives appear to result in a substantial increase in number of trucks for excavation. Under Alternatives A and B, below-grade construction of Building C1 on the Sweetgum Lane site would result in the removal of approximately 60,000 cy of soil, and</p>	<p>As documented in the 2020 SEIS, the change in construction impacts from the 2008 Master Plan to the 2020 Master Plan Amendment 2 are negligible. As such, the construction impacts and mitigations that were established in the 2008 EIS are still applicable. Additionally, since the construction schedule and detailed construction plan have not been fully developed, it would not be possible to accurately estimate the truck traffic volumes during different times of day as well as the operational impacts to adjacent arterials. GSA and DHS will include the construction traffic analysis and develop</p>

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<p>construction within the ravine would require the removal of approximately 22,000 cy to 23,000 cy of soil. We recommend that the FSEIS address expected increases in truck traffic for the proposed construction and building demolition under Alternatives 2 and 3 and analyze these impacts in relation to traffic, air quality, and communities. We recommend the study team develop and describe best practices to inform and protect the neighboring community as part of the FSEIS.</p>	<p>mitigation strategies for construction impacts as part of the construction package in the future.</p> <p>Additional discussion of construction impacts from construction-related truck traffic has been added to Section 4.7, Traffic. Additional mitigation measures have also been added to this section for construction traffic impacts. Cumulative impacts from construction traffic are included in Section 4.10.8.</p>
<p>The DSEIS appears to identify that, of 43 intersections near the property, eight intersections operate at Level of Service (LOS) E or F in the AM and eight intersections operate at LOS E or F in the PM. Given these potential traffic conditions, EPA recommends a monitoring program to ensure that currently congested intersections are not overburdened further during construction, property development, and/or other project stages. EPA recognizes that certain roadway improvement options have been outlined for Martin Luther King Jr. Avenue in Section 4.7. Regarding these options, we suggest developing a construction schedule for roadway improvements to ensure the adequate mitigation of traffic, air quality, and/or any other issues that may be associated with the significant impacts to intersection operations that are characterized as such in Table 4-31 of the DSEIS.</p>	<p>In the Section 5.6.1 of the TMP (see text below), DHS committed to establish a traffic monitoring program on a biannual basis, which would include the traffic analysis/monitoring of the intersections in the surrounding area. If further deterioration of intersection operation is observed, additional improvements for congestion mitigations will be considered.</p> <p><i>TMP, Section 5.6.1, Traffic Monitoring Report:</i></p> <p><i>“On a biannual basis, the DHS’s ETC will report on the status of key transportation and traffic components of the TMP such as number of assigned employees, number of assigned parking spaces, parking utilization, traffic volumes entering and exiting each gate, travel mode splits (transit, metro) using the evaluation methods discussed above. DHS will measure the effectiveness of TMP based on traffic monitoring results and, as needed, develop an action plan for achieving compliance with this TMP.”</i></p>
<p>As noted on page 3-97 of the DSEIS, “[m]ost I-295 freeway segments operate at LOS E or F in the northbound direction into downtown DC during the AM peak hour; almost all freeway segments operate at LOS F heading southbound out of the downtown area during the PM peak period.” EJSCREEN’s traffic proximity indicator (reflecting vehicles per day at major roads divided by distance) indicates that this area exceeds the 95th percentile nationally. We recommend that</p>	<p>Strategies for mitigating freeway congestion were studied and developed in the previous 2012 TMP and TTR. The previous studies have resulted in designing two major projects, including the I-295/Malcolm X Avenue SE interchange project and the St. Elizabeths Avenue SE access road project. The former one aimed to add capacity of freeway and interchange to accommodate project-related traffic from I-295. The latter aimed to detour the project-related traffic using a</p>

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<p>the project apply strategies to limit project-related additional freeway congestion or, by association, detours through roads near the St. Elizabeths property. Effects of further burdens on nearby residents and/or businesses may include increases in noise and decreases in air quality and ease of transit.</p>	<p>new St. Elizabeths Avenue SE access road leading directly to the West Campus without going through local arterials such as Malcolm X Avenue SE and Martin Luther King Jr. Avenue SE. The northern section of St. Elizabeths Avenue SE access road was completed in 2017. The remaining, southern section of the St. Elizabeths Avenue SE access road and the I-295/Malcolm X Avenue SE interchange projects are currently under construction by DDOT. They are scheduled to open to traffic in 2022, before the full implementation of West Campus Master Plan.</p>
<p>We appreciate that options to promote mass transit options, ridesharing, biking, and walking are being evaluated (along with strategies such as telecommuting and alternative work schedules) to reduce employee transportation in single-occupant vehicles. We suggest that GSA also evaluate raising the standard parking ratio, which may reduce impacts on traffic, air quality, and construction costs.</p>	<p>The parking ratio for the St. Elizabeths West Campus was established in accordance with NCPD guidelines. The parking ratio takes into consideration the site’s location within the District of Columbia, the distance to and availability of mass transit, as well as reductions in single-occupancy vehicles utilizing the measures outlined in the TMP. Due to programmatic requirements of the West Campus and the measures outlined in the TMP, it is not feasible to adopt a stricter parking ratio.</p>
<p>Socioeconomics</p>	
<p>As part of the discussion of the effects of the project on the tax base, local housing, job markets, schools, businesses, etc., we recommend that the FSEIS state the number employees currently working at the West Campus, and the planned number to be relocated by completion of the project in 2035 along with a discussion of where the workforce is currently located. The DSEIS also states that DHS is the “primary” tenant at the West Campus but does not indicate what other tenants are present or anticipated; this information may also be relevant to the analysis.</p>	<p>Approximately 5,000 employees commute to the St. Elizabeths West Campus. (Note – this number is pre-Covid-19 and may not reflect the number of personnel commuting to the campus during the pandemic.)</p> <p>The 2035 estimate for the employee population on the West Campus is 14,900, with an up-to 1:1 employee-to-seat ratio, depending on the workplace management strategies for each DHS component.</p> <p>The only other tenant, besides DHS, on the West Campus is GSA. GSA maintains offices on the campus to support facility operations.</p>
<p>In 4.4.2 Population and Housing, the DSEIS assumes that most employees who would work</p>	<p>Based on the zip codes for DHS employee residences, the majority of DHS employees live in</p>

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<p>at the campus live within the region and would not move their residence when their offices relocate to the West Campus. It would be helpful to include supporting information, such as the data used to determine existing residential distribution of DHS employees for traffic and transit studies. We recommend evaluating whether the addition of 900 employees creates further potential for displacement and gentrification than evaluated for the 2008 Master Plan, including the cumulative impacts in 4.10.5.</p>	<p>Fairfax County, Prince William County, Arlington County, and the City of Alexandria in Virginia; and in Prince George’s and Montgomery Counties in Maryland. Zip code distribution is provided in the Transportation Technical Report included in Appendix D of the Final EIS. The commuting distance for DHS employees to the West Campus would be similar or less than the commuting distance to current DHS facilities in the District of Columbia. Therefore, it is assumed that the change in office location will not be an incentive for most employees to move their residences.</p>
<p>We also suggest the FSEIS address the potential for job opportunities or training opportunities for the local community. In 4.4.4 Economy, Employment, and Income, the DSEIS briefly states that GSA would encourage construction contractors to work with the DC Department of Employment Services and other workforce development and training organizations to assist in meeting the small business and hiring goals. We suggest that these goals and any incentives to meet the goals be indicated in the Study.</p>	<p>GSA maintains an Opportunities Center that tracks data on the effort to hire local workers as well as small business participation. GSA has seen consistent success in these areas.</p> <p>Small business engagement continues with virtual monthly training and informational meetings. Efforts are also ongoing to connect contractors to the DC Department of Employment Services and surrounding workforce development training organizations. Community support and communication is enhanced in the St. Elizabeths newsletter distributed quarterly. Contractors working on the West Campus must submit an apprenticeship program plan which promotes the growth of skilled craft laborers, that has been registered and approved by the Department of Labor.</p>
<p><b>U.S Department of Interior</b></p>	
<p>The GSA has acknowledged that the preferred alternative will have an adverse effect on the campus because of the removal of contributing historic structures and contributing landscape elements at the Plateau, Ravine, and Sweetgum Lane sites. While the stated planning principles include retaining the historic character of the Plateau, the proposed B1 and B2 structures fail to maintain the relationship due to the scale and massing of the structures. In both build alternatives, the central lawn, will now be</p>	<p>GSA will continue to look for ways to minimize effects on the design, feeling, and spatial integrity of the plateau during continued consultation for design.</p> <p>For example, the scale of the B1 and B2 structures is driven by the programmatic need, and the desire to limit new construction to only two building footprints, rather than three as in the original master plan and No Action Alternative. B1 and B2 have been situated at the perimeter of the plateau to minimize effects of</p>

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<p>defined by two large scale structures rather than six small scale structures that currently occupy the space. The design, feeling, and spatial integrity of the plateau will be lost as the remaining existing historic structures will be dwarfed in size thereby impacting the overall integrity of the historic district.</p>	<p>their larger scale on the plateau and provide ample spacing to remaining historic structures.</p>
<p>The introduction of B1 and B2 will also change the setting and feeling of the Shepherd Parkway cultural landscape. The buildings will be out of scale with the surrounding forested landscape. Reducing the size, scale and massing of the building should be considered as a means to reduce the effects on the cultural landscape and retain the character of the space.</p>	<p>GSA will continue to look for ways to minimize the effects on the setting and feeling of the Shepherd Parkway cultural landscape during continued consultation for design.</p>
<p>Lastly, the models rendered have indicated a set of masses that will be visible from several location around Washington, D.C. With the Navy Yard as a reference point, the construction of the features will have an impact on the viewshed of Anacostia Park and other National Capital Parks – East and NPS sites. If more of these large structures were put underground, effects to important views could be avoided or reduced significantly.</p>	<p>GSA will continue to look for ways to minimize the effects on views to the campus and will continue to consult with the National Park Service and other Consulting Parties during the building design process.</p>
<p>Throughout the Section 106 process, the NPS has raised concerns regarding the adverse effects on the historic character of the NHL by the proposed changes in the preferred alternative. This supplemental DEIS indicates a substantial directional change from previous master plan commitments that heavily focused on active preservation and adaptive reuse of the existing historic buildings on the campus toward dismemberment of the historic features and the insertion of large modern structures. The NPS continues to remain concerned about the future of the St. Elizabeths campus, as this master plan amendment may set a precedent for future amendments and greater loss of more contributing resources, ultimately leading to the</p>	<p>In accordance with NHPA Sections 106 and 110, GSA been in consultation throughout development of the Master Plan Amendment 2 and remains committed to the consultation process and Master Plan goals included within the Supplemental EIS. As part of consultation, GSA has explored alternatives to minimize harm to the NHL to the maximum extent possible. GSA recognizes that the development is an adverse effect, but through ongoing coordination and the Consulting Parties and implementation of MOAs, these impacts are avoided, minimized, and mitigated. See also responses to comments in the 2008 Final Master Plan EIS and associated Record of Decision (ROD) and 2012 Final Master Plan Amendment and associated ROD.</p>

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degradation of the historic character of the campus.	
<b>Architect of the Capitol</b>	
The AOC has reviewed the environmental impact materials and will participate in ongoing consultation for this project. As presented, the proposed actions will not likely have direct impacts on any properties under the jurisdiction of the AOC.	Comment noted.
<p>...we request that the Final SEIS identify and mitigate any impacts to the transportation network as part of the update to the Transportation Management Plan. The AOC is specifically interested in traffic flow and level of service (LOS) impacts to arterial and connector roads in the scope area the provide access to AOC facilities south of St. Elizabeths West Campus in D.C. Village.</p>	<p>The arterials surrounding the Architect of the Capital facilities in DC Village are not within the study area of the Transportation Technical Report for the West Campus Supplemental EIS. The study area was determined based on the potential influence roadway networks by the West Campus development through discussions with DDOT in accordance with DDOT’s Comprehensive Transportation Review (CTR) process. The I-295 freeway corridor, north of the AOC facilities, is within the study area, including the sections at the Shepherd Parkway SW interchange (Exit 1) near the AOC facilities. Based on our analysis, the congestion level on the I-295 sections adjacent to Exit 1 under Master Plan Action scenarios would be similar to or better than the congestion level under the No Action scenario in 2035. Please refer to Section 6.4 of the Transportation Technical Report and Figures 6-12 through 6-14 for detailed analysis results. Improvements to traffic flows on I-295 will occur with completion of the I-295/Malcolm X Avenue SE interchange currently under construction.</p>
<b>U.S. Department of Homeland Security</b>	
In response to your letter of May 5, 2020 to the Deputy Under Secretary for Management, the U.S. Department of Homeland Security, as a cooperating agency in the development of the Master Plan Amendment Number 2 and the Draft Supplemental Environmental Impact Statement,	Comment noted.



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<p>fully supports the proposed changes indicated in the amendment.</p> <p>The three new construction facilities are vital to support the Department’s mission. We sincerely appreciate the cooperation and support from your staff and all the stakeholders in the development of a plan that meets Department’s critical operational requirements within the context of this National Historic Landmark, and we look forward to the successful completion of this amendment.</p>	
<b>DC Department of Transportation</b>	
<p>Thank you for the opportunity to comment on the Draft Environmental Impact Statement (DEIS) and for involving the District Department of Transportation (DDOT) in the planning process for the consolidation of Department of Homeland Security (DHS) facilities to the St. Elizabeths West Campus over the last 1-2 years. We have not yet come to a final determination on the future design of Martin Luther King Jr. Avenue SE along the West Campus’s frontage. However, the project should still plan to widen Martin Luther King Jr. Avenue SE to include the left-turn lanes, bike facilities, and ADA accessible sidewalks. Please continue to coordinate with the Planning and Sustainability Division (PSD) on the ultimate configuration of the corridor, the amount of needed right-of-way, and on-going efforts to implement new priority bus service. As these discussions continue, DDOT may have additional feedback on pedestrian safety improvements, geometric changes, or traffic signal impacts at study area intersections. Given the planned increases in density of development and off-street vehicle parking on the West Campus, DDOT encourages DHS to implement a robust telework and Transportation Demand Management (TDM) program to incentivize usage of non-automotive modes and minimize impacts to the roadway network. DDOT looks forward to continuing our collaborative partnership with</p>	<p>Comment noted. GSA will continue to coordinate with the DDOT Planning and Sustainability Division (PSD) on the ultimate configuration of the corridor, the amount of needed right-of-way, and on-going efforts to implement new priority bus service.</p> <p>GSA has prepared a robust Transportation Management Plan (Appendix E) to reduce single-occupancy vehicle use and to encourage the use of other modes of transportation.</p>

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both GSA and DHS, on this project and others, in the months and years ahead.	