



Executive Director's Recommendation

Commission Meeting: June 6, 2013

PROJECT Federal Workplace Element of the Comprehensive Plan for the National Capital Washington, D.C.	NCPC FILE NUMBER CP01g NCPC MAP FILE NUMBER N/A
SUBMITTED BY Staff of the National Capital Planning Commission	APPLICANT'S REQUEST Final adoption of the updated policies to the Federal Workplace Element, to take effect when all of the Federal Elements of the Comprehensive Plan for the National Capital have been adopted.
REVIEW AUTHORITY Preparation and Adoption of Federal Elements of the Comprehensive Plan pursuant to 40 U.S.C. § 8721	PROPOSED ACTION Approve as requested ACTION ITEM TYPE Staff Presentation

PROJECT SUMMARY

In July 2011, the National Capital Planning Commission authorized the release of the draft update to the Federal Workplace Element for a 60-day public comment period. The comment period closed September 12, 2011 and since that time staff has worked to revise the Element and its policies. The revisions have been based on input from stakeholder agencies such as the General Services Administration, public comments and new data which has been obtained since the 2011 draft release. Staff is recommending approval of the Federal Workplace Element policies with the policies not becoming effective until all the Federal Elements have been updated and are ready for publishing.

The Federal Workplace Element of the Comprehensive Plan for the National Capital provides policy guidance to federal agencies on locating, developing and managing federal workplaces. This includes establishing priorities for siting of federal facilities, creating a sustainable workplace and engaging with the local community. The Federal Workplace Element works in tandem with other Federal and District Elements including the Federal Urban Design and Transportation Elements to help agencies achieve the goals of Executive Order 13514, "*Federal Leadership in Environmental, Energy, and Economic Performance*" and its related policies.

KEY INFORMATION

- The update to the Federal Workplace Element of the Comprehensive Plan reorganizes the policies in the Element into three themes: Locating Federal Workplaces, Developing and Managing Federal Workplaces, and Reuse of Federal Space and Land.
- The update reaffirms the policy which establishes the boundaries of the current Central Employment Area (CEA) and reiterates this area as the priority area for federal facilities.
- The update incorporates the policy guidance for locating federal facilities established in the Sustainable Siting for Federal Facilities published by the Council on Environmental Quality.
- The proposed policies for the Federal Workplace Element take into account the recent policy directives that look to consolidate federal workspace and trim the federal real estate portfolio. This direction has been established by several policy directives which have instructed federal agencies to consolidate space needs and freeze the federal footprint.
- The update has added policies related to the reuse of federal space reflecting that potential for federal space to become vacant or underutilized as federal space requirements change.
- After the Commission authorized the release of the draft policy updates, Staff opened a 60-day public comment period running from July 11, 2011 to September 12, 2011.

RECOMMENDATION

Commission action requested:

- **Final adoption** of the updated policies to the Federal Workplace Element
- **Hold the policies in abeyance** until all of the Federal Elements of the Comprehensive Plan for the National Capital have been adopted at which time the policies will go into effect (pursuant to 40 U.S.C. § 8721)

PROJECT REVIEW TIMELINE

Previous actions	February 5, 1981 – The Commission adopted the Federal Workplace Element of the Comprehensive Plan for the National Capital. May 4, 2001 – The Commission adopted a revised Federal Workplace Element of the Comprehensive Plan for the National Capital.
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	<p>August 5, 2004 – The Commission adopted the updated Comprehensive Plan for the National Capital, which included the current Federal Workplace Element.</p> <p>July 7, 2011 – The Commission approved the draft update to the Federal Workplace Element for a 60 day public comment period.</p>
<p>Remaining actions (anticipated)</p>	<p>NCPC staff will present to the Commission all of the Federal Elements of the Comprehensive Plan for the National Capital once the update process is complete and prior to the Plan's publishing.</p>

Prepared by D. Zaidain
September 17, 2012

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I. PROJECT DESCRIPTION

Background

The Federal Workplace Element is a section of the Comprehensive Plan which provides policies related to the siting, development and management of federal workplaces within the National Capital Region. The Element also provides data on the trends in federal employment and how it is related to regional employment and the overall regional economy. The Element was last updated in 2004 and the current update was released for a public 60-day comment period in July of 2011. Since that time, staff has reorganized the policies, updated the policy language based on input from stakeholder agencies and update employment information in the narrative of the document.

Proposal

The policies in the Federal Workplace Element are focused on the siting, development and management of federal facilities within the National Capital Region (NCR). The Element also provides supporting data on trends of federal employment and the regional economy. The proposed update has reorganized the policies in to three core areas:

1. Locating Federal Workplaces: These policies pertain to the siting of federal facilities including the identifying of priority location areas within the National Capital Region. It

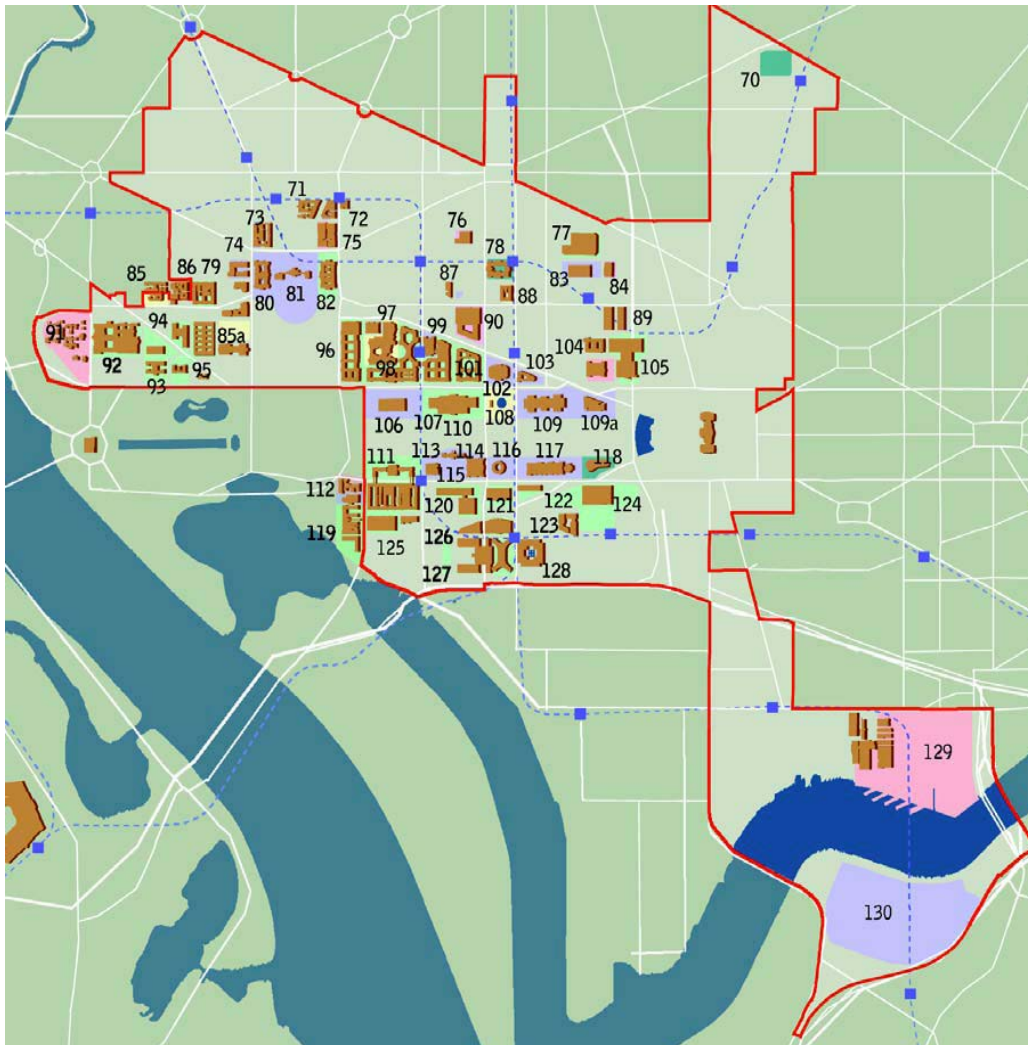
also includes guidance on as well as factors other factors agencies should consider when making their location decisions such as the reuse of historic properties.

2. **Developing and Managing Federal Workplaces:** These policies are focused on how federal facilities are developed and managed once the location decision has been made. This includes the use of variable work schedules for employees to meet federal sustainability goals and space utilization requirements. It also includes policies which encourage coordination with location jurisdictions to develop amenities to be shared amongst federal employees and the local community.
3. **Reuse of Federal Space and Land.** This area of the Element policies provides guidance on how vacated or underutilized federal spaces can be managed and put to use. These policies address a range of impacts including the relocation of federal employees as well as the coordination of disposal of excess federal property with the adjacent communities and their planning efforts.

In addition to reorganizing the policy areas and updating various sections of the narrative, the update has focused mainly on three areas of the Federal Workplace Element. The first area is the updating of federal employment data. Using information obtained from the Bureau of Economic (BEA) Analysis, staff has provided data on federal employment in the National Capital Region, excluding Postal Service employees, from 1990-2011. In 1990, federal employment was approximately 470,000 employees and decreased to twenty year low in 2001 to 402,000. However, since 2006 federal employment has seen an increase with 2011 levels reported at over 451,000. In terms of how federal employment relates to regional employment, federal jobs have decreased in the proportion of regional employment. In 1990, federal employment was 17.6% of the regional workforce. In 2011, that number declined to 12.9%. NCPC continues to track federal employment levels and their implications. Any additional data will be provided before the Federal Elements of the Comprehensive Plan update is finalized.

Secondly, the proposed policy update also focuses on the siting of federal facilities. The Federal Workplace Element provides priority areas for the siting of new federal workplace with the highest priority being that of the Central Employment Area (CEA). This area is jointly determined by the District of Columbia and the National Capital Planning Commission through the linked Comprehensive Planning processes. The CEA is the highest priority area for locating new federal leased or owned spaces. Its location also reflects the goal of locating federal facilities in close proximity to transit, particular areas with the most multi-modal opportunities. The CEA encompasses the hub of the Metrorail, Metrobus and Circulator systems, including stations on all Metrorail lines. It also includes Union Station and L'Enfant Plaza which provides access to Marc and Virginia Railway Express (VRE) services. Within the CEA are also concentrations of bike share stations. The policy update does recommend more frequent evaluations of the CEA as it should be better tied to development goals of the District of Columbia. As the District of Columbia identifies areas that are not only the focus of transit investment but also are targets for commercial or mixed-use development, the CEA can be used as a tool to guide federal agencies to those areas to help spur development. The update recommends that the CEA be evaluated in concert with the District of Columbia (DC), the General Services Administration (GSA) and other stakeholder agencies every five years to ensure that it consistent with the transit and development goals of the

District of Columbia. In terms of the siting of federal facilities, the Federal Workplace Element identifies proximity to transit as the second area of priority outside of the CEA. This is consistent with the guidance provided in the *Recommendations for Sustainable Locations for Federal Facilities* issued by the Council on Environmental Quality (CEQ). The map of the Central Employment Area is depicted below:



The update to the Federal Workplace Element provides guidance to federal agencies on reuse of federal space and land. As space requirements for federal agencies change there is an anticipation of increase in underutilized or vacated federal spaces. The policies recommend methods to utilize these spaces through consolidation of employees from other agencies or activating the spaces with uses such as commemoration, art or retail. To aid community development, the policies also guide federal agencies to coordinate any disposal of federal property with local community development goals and land use planning.

II. PROJECT ANALYSIS/CONFORMANCE

Analysis

The proposed update to the Federal Workplace Element was released for a 60-day public comment along with the update to the Federal Transportation Element. During that period the draft update was available for public comment and NCPC received numerous public comments related to both Elements. The update to the Federal Transportation Element was revised based public comments and was approved for final adoption by the Commission at its July 2012 meeting. This update responds to comments that were submitted related to the Federal Workplace Element. The proposed update was also coordinated with the GSA, District of Columbia Office of Planning (DCOP) and other stakeholder agencies.

Public Comments

Below is a list of public comments received during the 60-day public comment period along with staff responses.

Comment submitted by Alex Block Received: September 12, 2011

Comments with Responses in italics:

“Many of the policies within the Comprehensive Plan speak of actions the federal government should be undertaken without distinction between government-owned space and leased space. Given the substantial amount of government-leased space within the Downtown DC BID area (7.6 million square feet in 2010), a lack of compliance with policies in this plan can undermine the desired outcomes. Consideration of both leased and owned space is of great importance in Downtown DC.”

Staff agrees and reiterates that these policies are intended to apply to leased and owned space of any federal agency.

Comments submitted by David Humphreys Received: September 8, 2011

“Federal Workplace Policies, Managing Federal Workplaces (Page 7, Para 29) Establishment of the total personnel that can be accommodated will be difficult for the military installations. The missions these installations receive or lose are tied to global strategic decisions, war activity and unforeseen BRAC and other siting actions by Congress. The capacities of the installation vary by the missions received and the requirements attached to these missions. For example, the beddown of a flying mission may require a large square footage of hanger and apron space, but with modest personnel requirements, whereas the beddown of a headquarters may take less real estate but bring significantly more personnel. Master planning at these installations is not about developing a build-out plan to meet a known end-state capacity. Master planning on a military

installation is akin to planning a city (e.g. significant mix of different uses, blocking land uses and street grids without specific building requirements, identifying opportunities without solid requirements for amount of people, square footage, or even mission type). In the past, a misunderstanding of the nature of military activity has been the source of significant tension between NCPC and Ft. Belvoir, Joint Base Bolling-Anacostia, and Joint Base Andrews”.

Staff agrees with this statement and feels the Element reflects this approach through both its policies regarding master planning in the Federal Elements of the Comprehensive Plan and also its submission guidelines for master planning of federal facilities. Both strive to balance good planning with security and national defense issues.

Federal Workplace Policies, Managing Federal Workplaces (Page 7, Para 27) – “The policy concerning relocations needs to indicate that the “jurisdictions” indicated here are NCR jurisdictions. Also, agencies have little control over BRAC and other congressionally mandated actions that move federal missions from one part of the country to another, from just inside/outside the NCR to just outside/inside, or among NCR jurisdictions”.

The jurisdiction of the National Capital Planning Commission is established by federal law and does not extend outside of the National Capital Region. The policies of the Federal Elements are applicable only to the areas within the National Capital Region.

Federal Workplace Policies, Managing Federal Workplaces (Page 6, Para 17 & 20) “The public access policies need a modifier to account for the security needs of military and security agencies. The Force Protection requirements and secured perimeters of these installations will prohibit any public use”.

The policies of the Federal Elements of the Comprehensive Plan are goal statements and achievement of those goals is often balanced with competing factors such as security. However, staff appreciates the suggestion and has added the modifier “where possible” to the referenced policies.

Federal Workplace Policies, Locating and Developing Federal Workplaces (Page 2, Para 8) “Locating federal workplaces near a variety of housing options is a good thing. Unfortunately, it is diametrically opposed to the policy to concentrate uses in the CEA. There is little to no affordable housing in the CEA, little variety in type, and is distant from the majority of workforce housing”.

Staff appreciates this point. The siting policies are more focused on the issue of transit accessibility throughout the region and housing prices vary throughout that area. Hence, it would be difficult to craft a policy that addresses such a varying condition that is driven by a host of economic forces. However, it is an objective of the federal government to promote affordable housing for its workforce and as such supports other methods to achieve this, such as inclusionary zoning and other local efforts.

“Federal Workplace Policies, Locating and Developing Federal Workplaces (Page 1, Para 2a) – The preference for the Central Employment Area (CEA) reinforces the radial nature of the region’s transportation network. This exacerbates the congestion caused by the commuting peaks into, then out of the center; limits the opportunities for a reverse commute and full productivity of the transportation system; and reinforces the separation of uses into places we live and places we work. Current planning practice is to create sustainable developments that provide 18 hour live-work-play land uses. This policy runs directly counter to that.”

Staff does not agree with this point. The Central Employment Area encompasses the current hub of the region’s transit system with the greatest modal choice. However, the update is recommending that the CEA be more consistently reevaluated so as to be able to change with altering transit and development patterns. Hence, as reverse commuting grows or as new efficient transit systems become more widely used, the CEA can be adapted.

Comprehensive Plan for the National Capital

This update to the Federal Workplace Element of the Comprehensive Plan is provided in accordance with the provisions of the preparation and adoption of Federal Elements of the Comprehensive Plan specified at 40 U.S.C. § 8721.

National Environmental Policy Act (NEPA)

Staff reviewed the proposal in accordance with NCPC’s Environmental and Historic Preservation Policies and Procedures, and determined that the proposed federal element update can be categorically excluded from further environmental analysis and documentation. The action is determined by the staff to qualify as categorical exclusion as cited at the Commission’s procedure (11) “Adopt a Federal Element of the Comprehensive Plan or amendment thereto, 40 U.S.C. 8721(a): D.C. Code 2-1003.”

National Historic Preservation Act (NHPA)

This proposal does not sustain characteristics as a federal undertaking. The proposal of policy revision does not implement, contract, or take other actions that would preclude consideration of the full range of alternatives to avoid or minimize harm to federal historic properties. Consequently, the proposed action does not require review pursuant to the NHPA, Section 106 process.

III. CONSULTATION

Coordination with federal and local agencies

The update to the Federal Workplace Element has been coordinated with external stakeholder agencies. A public comment period was opened from July 11, 2011 through September 12, 2011 to allow stakeholder agencies and the general public to review the draft policy update and submit comments.

IV. APPENDIX

Copy of the Final Federal Workplace Element Narrative and Policies.

APPENDIX 1 – TEXT OF THE FEDERAL WORKPLACE ELEMENT

Federal Workplace Element

Goal: In the National Capital Region the federal government seeks to:

Locate the federal workforce to enhance the efficiency, productivity, value, and public image of the federal government; strengthen the economic well-being of the National Capital Region (NCR) while emphasizing the District of Columbia as the seat of the federal government.

The nation's founders planned Washington to serve a special purpose as the seat of the federal government. Conceived as the capital of a great nation, it was not completed in one generation; rather it continues to be realized. The federal government built offices to house important functions and today promotes operational efficiencies through its concentration in the District of Columbia. Over time, decisions about location and design greatly influenced the NCR's physical development of the. Today, many federal buildings are a source of national pride, providing testimony to the dignity, enterprise, vigor, and stability of the American system of government.

Today, the manner by which the federal government manages its assets and operations is fundamentally changing. Executive orders promoting fiscal and environmental stewardship are reshaping the federal government's footprint. This guidance prompts change for the enterprise, federal employees, physical workspaces, and large real estate portfolios. Agencies are encouraging a mobile work environment that supports more effective and efficient workspaces for employees. Simultaneously, new technologies and national telework policies maximize workplace flexibility for employees to work anytime, anywhere. More broadly, the Office of Management and Budget (OMB) is setting aggressive goals to use federal real estate assets more efficiently and reduce the overall space allocated to individuals and agencies. Federal agencies are considering how best to consolidate, co-locate, and dispose of their real property throughout the region. These factors are shaping how federal agencies site and manage their real estate inventory in the National Capital Region while meeting agencies' security and mission requirements.

The federal government today remains the single largest employer, owner, and occupant of real estate in the region. It owns or leases over 100 million square feet of office space in the National Capital Region for civilian use alone.¹ The Department of Defense (DOD) also controls approximately 14 million square feet in more than 140 buildings and facilities in the region.²

¹ U.S. Department of General Services, National Capital Region, www.gsa.gov/ncr, April 29, 2012

² U.S. Department of Defense, Facilities Services Directorate, <http://www.whs.mil/fsd/SPAD/index.cfm>, April 29, 2012.

Through the purchases of goods and services, it is also the region's chief customer for private-sector contracts. In 2010 federal procurement in the NCR was more than \$80 billion.³ These roles position the federal government as a primary factor in the region's economic development and health. For example, the federal government's real estate decisions can significantly impact regional transportation systems and market trends. The federal government equally depends on a strong and economically vibrant region to maintain and enhance its operational efficiency and productivity. This symbiotic relationship results in common economic interests between the federal government and the regional jurisdictions in the District of Columbia, Virginia, and Maryland.

The changing and potentially reduced demand for federal workspace poses important implications for the future of local communities and the region. The government seeks to find efficiencies in real estate and energy costs through its initiatives. As the federal government faces tighter budgets, agencies are evaluating ways to reduce operational costs while protecting core assets. One important strategy is to reduce real estate costs by creating more efficient workplaces.

The Federal Workplace Element policies reflect these trends and incorporate guidance enacted at national and local levels since the last update in 2004. Influences include the following:

- Executive Order 13514: *Federal Leadership in Environmental, Energy, and Economic Performance*;
- Telework Enhancement Act of 2010 (H.R. 1722);
- Executive Order 13589: *Promoting Efficient Spending*;
- June 10, 2010 Presidential Memorandum, *Disposing of Unneeded Federal Real Estate*;
- CEQ's *Recommendations for Sustainable Locations for Federal Facilities*;
- Plans and goals for the District of Columbia and the region, including the *Center City Action Agenda* and Metropolitan Washington Council of Government's *Region Forward* initiative.

In addition to operational efficiencies, the federal government also emphasizes environmental stewardship in its location decisions. In 2011, the Council of Environmental Quality (CEQ) issued guidance to federal agencies regarding facility location decisions. CEQ's *Sustainable Locations for Federal Facilities* guides federal agencies to locate near transit and in areas that are pedestrian and bicycle friendly.⁴ Executive Order 11988: *Floodplain Management* directs federal agencies to avoid impacts to floodplains and to avoid floodplain development wherever there is a practicable alternative.⁵

The Federal Workplace Element provides policies for siting and managing federal facilities in a manner that supports a more sustainable federal workplace. Federal agencies are required to create

³ U.S. Census Bureau, Consolidated Federal Funds Report for Fiscal Year 2010, issued September 2011

⁴ Council on Environmental Quality, 76 FR 68170 - *Instructions for Implementing Sustainable Locations for Federal Facilities in Accordance With Executive Order 13514*, November 3, 2011

⁵ Executive Order 11988: Floodplain Management, 42 FR 26951, 3 CFR 121 (Supp. 1977)

an updated sustainability plan which reflects how they operate their workplace in a manner which will lower greenhouse gas emissions and meet and exceed energy efficiency targets. The plan requires that federal facilities meet the energy goals established in the 2007 Energy Independence and Security Act (EISA) which established the goal of net zero energy usage for federal facilities by 2030.

Federal agencies should also consider how their facilities relate to their community. Do their activities align with the locality's economic and development plans? Are goods and services provided within the facility rather than encouraging employees to patronize local businesses? Does the decision-making process for locating new facilities or leases weigh proximity to public transportation?

The Federal Workplace Element works in tandem with the other Federal Elements, particularly the Urban Design and Transportation Elements, to guide federal workplaces in a manner which benefits local communities' urban design, development, and transportation goals of . Further, policies in the Federal Workplace Element encourage federal agencies and communities to work together to improve both the operational efficiency and productivity of federally owned and leased workplaces, as well as the economic health and livability of communities within the region.

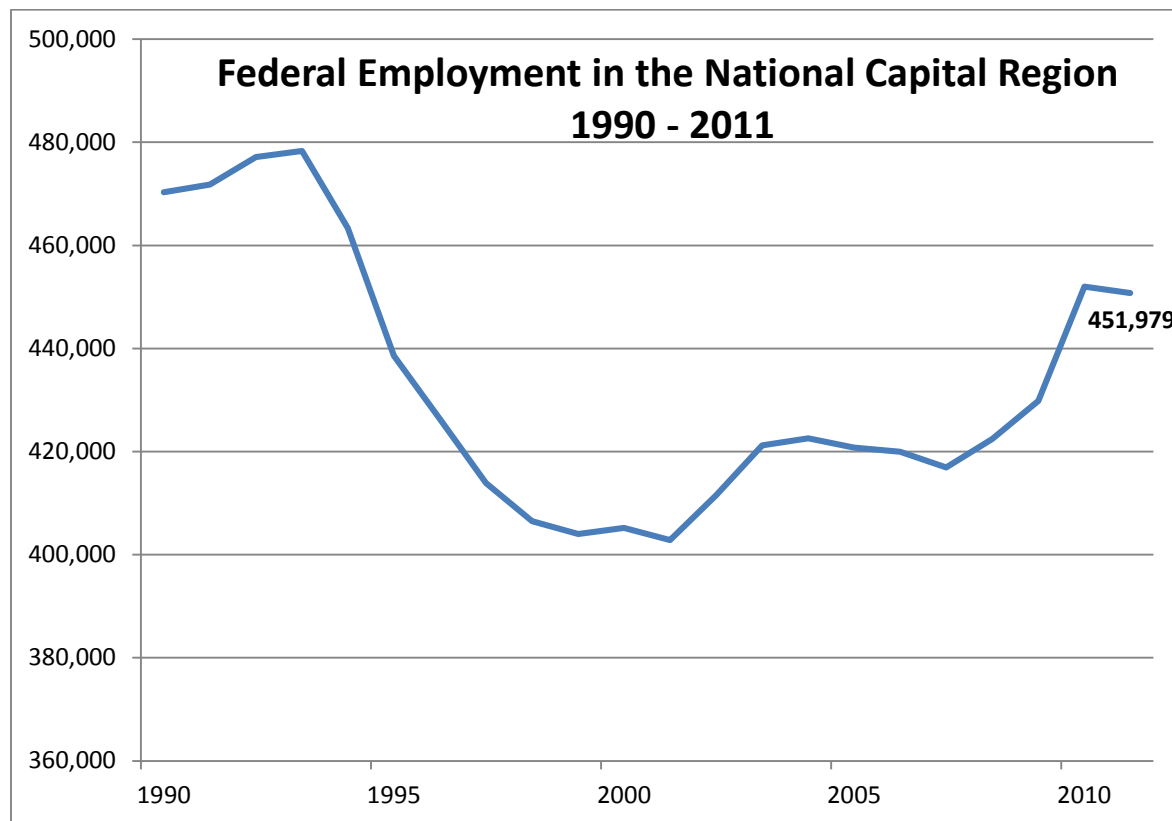
Federal Employment in the National Capital Region

The majority of the federal government's primary activities occur within the NCR, making it unique compared to other metropolitan areas. These activities occur within some of the nation's most iconic structures, including the U.S. Capitol, the White House, the Supreme Court, the Pentagon, and numerous government offices and museums in the monumental core. Other activities occur throughout the region, including laboratories and research facilities, military bases and airfields, agricultural land and stables, industrial and manufacturing sites, and warehouses. With its vast amount of owned and leased real estate, procurement of goods and services, and federal employee and contractor wages, the federal workplace significantly impacts host communities and all sectors of the region's economy.

Federal Employment

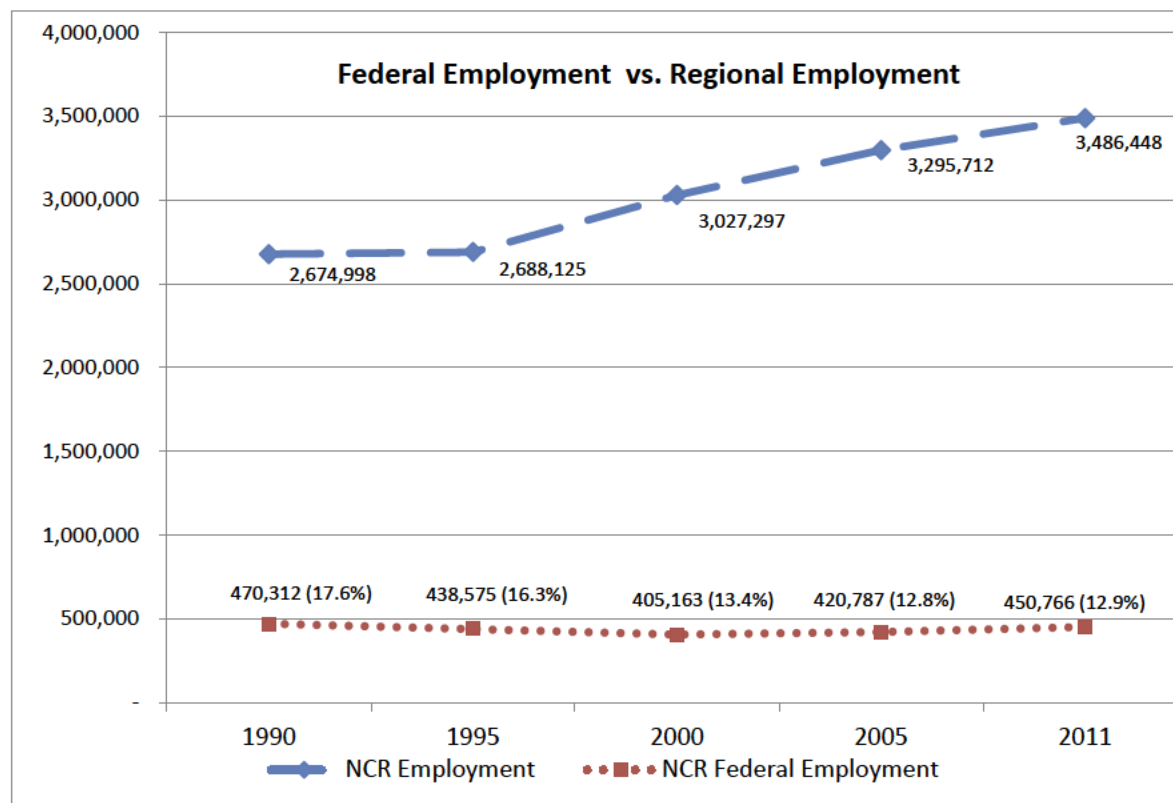
Understanding the federal government's size and how it shapes the regional economy is an important component of planning for the federal workplace. Federal employment characteristics contained in the Workplace Element are based on information from the U.S. Bureau of Economic Analysis (BEA), which collects data based on the zip code from which employees' paychecks originate. This is a new source of data not used in previous Federal Elements. Data from security-sensitive agencies is estimated and it does not include employee of the Postal Service. While accurately estimating federal employment on a regional basis remains a challenge, this new data source provides a more consistent picture of the volume and distribution of federal employment over time.

The National Capital Region's federal employment declined and then slightly rebounded between 1990 and 2011. In 1990, federal employment was estimated at just over 470,312 with a peak in 1993 at around 478,000. By 2001, the number of federal employees, both full and part-time, declined to approximately 402,000. In recent years the region's federal employment has rebounded with an estimated 450,766 employees in 2011. The following chart illustrates the recent trends from 1990-2011.



Source: Bureau of Economic Analysis

Direct federal employment has remained relatively steady and remains an economic driver in the regional economy. However, the federal workforce as a percentage of the overall regional workforce has decreased from 17.6 percent in 1990 to 12.9 percent in 2011. This has been amongst strong growth in the regional economy which has added over 800,000 jobs since 1990. Some of this growth was anchored by the federal presence and federal spending.



By law, the District of Columbia is the seat of the federal government⁶ and all “offices attached to the seat of government shall be exercised in the District of Columbia, and not elsewhere, except as otherwise expressly provided by law”⁷. The law does not define “offices,” but it has been interpreted to read that the main offices for executive agencies or departments should be located within the District of Columbia unless granted a statutory waiver.⁸

Because federal employment is such an important part of the regional economy, a vital goal is to strike a balance between centralized and regional locations. In 1968 a policy adopted as part of the Comprehensive Plan’s Federal Elements stated that 60 percent of the region’s federal employees should work in the District of Columbia with 40 percent located elsewhere in the region. This “60:40” policy remains today.

Federal employment was always concentrated in the District of Columbia. In 1960, 63.3 percent of federal employment (civilian and military) in the National Capital Region was located in the District with 13.4 percent in Maryland and 23.3 percent in Virginia. Since then, however, the District of Columbia’s share has declined. By 1990, the District’s share of the region’s federal employment was reduced to approximately 52 percent and remained at that general level in 2011⁹.

⁶ 4 USC § 71

⁷ 4 USC § 72

⁸ See, Report of the Congressional Research Service “Location of Federal Government Offices”, L. Elaine Halchin, January 28, 2003.

⁹ Source: Bureau of Economic Analysis

Historically, economists measured the federal government's role in the region's economy by the size of its workforce. Today, workforce size is only one aspect of the federal government's influence. For example, the role of the federal employee evolved from office clerks and support services to more technical and professional staff, managers, and administrators overseeing increasingly specialized programs. Many services previously completed by federal employees are now procured from the private sector, ranging from project management support services to technology, professional services, and the research and development needed to run these programs. These private contractors are important employers and contribute to regional property and sales tax, and other revenues.

According to U.S. Census Bureau Consolidated Federal Funds Reports for Fiscal Year 2001 and 2010 from the, NCR federal procurement spending grew from approximately \$32.3 billion in 2001¹⁰ to more than \$80 billion in 2010.¹¹ Most of the growth was due to unusually large procurements for homeland security and the war on terrorism. A portion of the growth can also be attributed to the American Recovery and Reinvestment Act of 2009.¹² Federal procurement can create spin-off industries and employment in other sectors of the economy. Local and federal agencies continue to explore how to encourage private sector opportunities and workforce development in industry sectors anchored by federal activities. The current fiscal outlook suggests increased budget constraints in the near future, pushing agencies to achieve their missions with greater efficiencies and limited budget.

The Changing Federal Workplace

The federal workplace is evolving in response to new laws, policies, and regulations. To stay operationally efficient, the federal government continually evaluates its facility requirements and adjusts its portfolio to manage agency mission requirements. One challenge is how to meet tightening budgets and use real estate more efficiently. A federal agency may not increase its net square footage of civilian real estate inventory unless an acquisition of a new approved federal building space that increases an agency's total square footage of civilian property is offset through consolidations, co-locations, or disposal of space from the agency's inventory (see the 2011 Executive Order 13589: *Promoting Efficient Spending*¹³ and the 2010 Presidential Memorandum, *Disposing of Unneeded Federal Real Estate*¹⁴).

In 2013, these goals were expanded with a "Freeze the Footprint" policy for federal real estate.¹⁵ This guidance prohibits agencies from increasing their total domestic office and warehouse inventory square footage compared to the FY 2012 baseline. Agencies are required to develop plans, internal controls, performance criteria, and strategies to meet "Freeze the Footprint" goals. Strategies may include developing

¹⁰ U.S. Census Bureau, Consolidated Federal Funds Report for Fiscal Year 2001, issued April 2002

¹¹ U.S. Census Bureau, Consolidated Federal Funds Report for Fiscal Year 2010, issued September 2011

¹² "New opportunities for businesses from war on terror September 05, 2011" By Andrea K. Walker, The Baltimore Sun

¹³ Executive Order 13589, *Promoting Efficient Spending*, November 9, 2011

¹⁴ Presidential Memorandum, *Disposing of Unneeded Federal Real Estate*, June 10, 2010, <http://www.whitehouse.gov/the-press-office/2010/06/10/presidential-memorandum-disposing-unneeded-federal-real-estate>

¹⁵ "Management Procedures Memorandum No. 2013-02. Implementation of OMB Memorandum M-12-12 Section 3: Freeze the Footprint". March 14, 2012.

off-sets to address growth, co-locating with other agencies, and consolidating offices. This is leading to many agencies looking to use space more efficiently and potentially eliminating underutilized space from their inventory.

The federal workplace is also moving towards a mobile work environment to meet sustainability and performance measures, address tightened budgets, and create a more effective and efficient government. Executive Order 13514: *Federal Leadership in Environmental, Energy, and Economic Performance* requires federal agencies to increase energy efficiency, reduce greenhouse gas emissions, conserve and protect water resources, reduce waste, incorporate sustainable high performance green buildings, promote environmentally-responsible products and technology, and strengthen sustainable communities.¹⁶

Technology has also changed how the federal government operates and has redefined the workplace. The Telework Enhancement Act of 2010 allows flexibility in work arrangement whereby employees can perform their duties and responsibilities from an approved worksite other than their designated workplace.¹⁷ Teleworking can help agencies improve productivity, assure continuity of operations, and respond to the workforce's changing needs of by allowing employees to work anywhere at any time. These trends, broadly captured by the term "mobility," help agencies achieve their missions while allowing federal employees to maintain productivity and continue operations under budgetary constraints.

Call Out Box _____

The General Services Administration (GSA) is modernizing its Washington, DC headquarters building, adding approximately 105,000 square feet of rentable space to the existing historic building. Mobility strategies such as hoteling (an arrangement where employees use non-dedicated, non-permanent workspaces assigned for use by reservation on an as-needed basis) and desk-sharing, are included in the modernization, allowing an additional 1,500 workers to be assigned to the building. The original building program was 460,000 square feet, housing 2,300 employees for a utilization rate of 200 square feet/person. The modernized building will contain 579,000 square feet, housing approximately 3,800 employees at 2,100 seats (approximately 55 percent capacity), for a utilization rate of 150 square feet/person. These strategies are based on GSA's research on regional real estate use, employee leave use, alternate work schedules, and telework schedules.

The U.S. Department of Agriculture, Forest Service is also an example of how federal agencies are consolidating real estate. The agency houses 762 workers in 206,000 square feet across three buildings, including the federally-owned Sidney Yates Building and two leased locations in Rosslyn. The agency plans to consolidate the three buildings and relocate all employees to the Yates Building, using a total of 108,000 square feet. The 762 employees would utilize 550 seats, effectively improving utilization rates from 270 usable square feet/employee to 195 usable square feet/employee..

¹⁶ Executive Order 13514, *Federal Leadership in Environmental, Energy, and Economic Performance*

¹⁷ Telework Enhancement Act of 2010 (H.R. 1722), December 9, 2010

NCPC's 2013 *SW Ecodistrict Plan* recognizes that GSA and its tenants are working to significantly increase space efficiency through physical and workplace management and operations. Today there are 7.9 million square feet of federal office space within the SW Ecodistrict boundary, accommodating approximately 32,000 employees. The plan's proposed development scenario retains, reconfigures, or improves this space to accommodate up to 19,000 additional federal employees.

Workplace mobility trends are driving change in employee space requirements, leasing policies, and building design. At the building level, these trends will impact interior space configurations including smaller workstations and more advanced mobile devices; reduced individual space per employee; increased density within office environments; adaptable community environments, such as eating areas and collaborative work zones; and more flexible workstations to accommodate multiple users.

GSA uses scenario planning to provide agencies with a framework to forecast how mobility can help them achieve cost savings and space reduction goals. Each scenario characterizes how an agency might structure a mobility program based on varying levels of desk sharing, mobility, or teleworking. The approach also analyzes the strategy's impacts in terms of business, people, space, and environment. Scenarios are also weighed against transportation cost savings and broader environmental benefits, such as reductions in greenhouse emissions.

Another approach is the concept of "right sizing" office environments. "Right sizing" identifies the actual amount of work space needed to perform the agency's mission. As an example, GSA advises its client agencies on information technology innovations and investments as the key component to enabling workplace mobility and reducing required space. When coupled with a flexible and open office design and mobility, "right-sizing" and desk sharing strategies can significantly reduce space requirements and increase utilization rates.

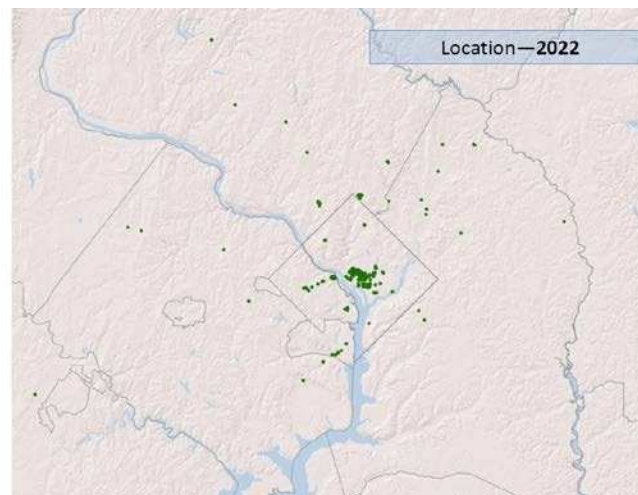
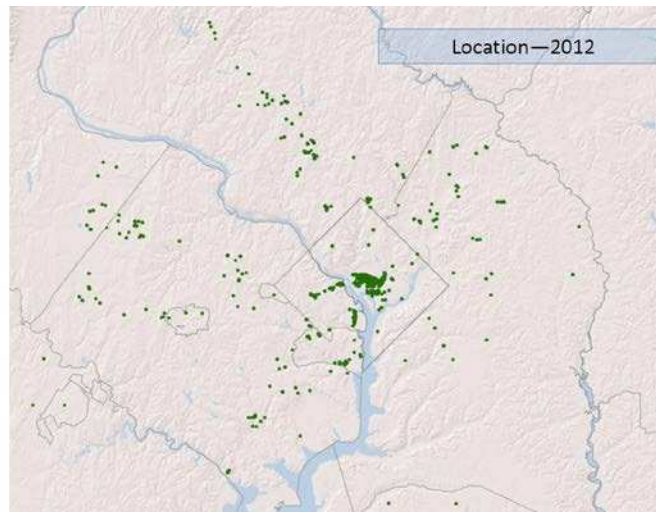
Federal agencies within the National Capital Region are in different stages of reducing real estate, transforming existing workplaces, and investing in information technology. More broadly, these trends may impact future development and siting decisions for federal workplaces in region. The potential impacts of federal consolidation and the creation of the mobile workplaces on development patterns and the regional economy are not fully understood today.

Call Out Box _____

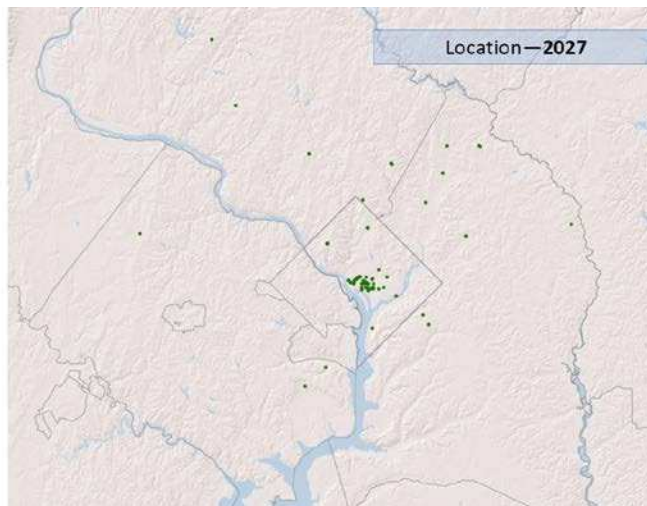
In 2012, the District of Columbia's Office of Planning conducted a 'what if' exercise to imagine the spatial impacts of a shrinking federal footprint on the National Capital Region. Looking at space leased and owned by GSA over a 10 to 15 year horizon, the study assumed that GSA would consolidate federal space; prefer owned space and/or space near Metrorail stations; and reduce space requirements per employee from 230 square feet to 95. The following diagrams reflect the

outcome of this scenario, showing federal facilities (green dots) consolidating into the core of the city or around regional transit hubs¹⁸.

While this exercise was based on bold assumptions, it highlights the complex impacts to regional development created by the changing federal workplace.



¹⁸ "GSA Federal Workplace of the Future", District of Columbia Office of Planning, May 2012



Locating Federal Workplaces

How federal facilities are located impacts the region's growth and development. Federal facilities can bring new employment and economic opportunities to local communities, spurring development and activity. They can also affect the local and regional transportation network and their design can impact a community's character.

In April 2010 CEQ developed, in partnership with the U.S. Department of Transportation, GSA, the Department of Defense, and other agencies, *Recommendations for Sustainable Locations for Federal Facilities*, government-wide guidance for the location of federal facilities.. This guidance directs federal location decisions around factors including affordable housing availability, development on infill sites, locating in central employment areas, and adaptive reuse of historic buildings. Particularly specific guidance is given to encourage federal workplaces to locate near transit:

- When possible, site selection should give priority to areas with existing and/or planned transit service so that the building's primary entrance is within ½ mile of a well-served transit stop and easily accessible by pedestrians.
- Transit should be available by regularly scheduled, fixed route transit service at a level of convenience, speed, frequency, and overall level-of-service that connects employees and constituents to the federal facility.
- Priority should be given to those locations where federal development would help anchor Transit Oriented Development (TOD). This includes locations already served by transit as well as locations planned for future TOD where local officials are able to provide the federal agency with sufficient confidence that it will provide such service.

Federal Element location policies reflect the priority of locating near transit and define proximity to transit as ½ mile from a well-served transit stop. The *Recommendations for Sustainable Locations for Federal Facilities* defines a well-served transit stop as one that provides at least 10-minute headways during peak hours and at least 15-minute headways during off-peak hours, with operations for at least 14 hours daily¹⁹. The connection of federal facilities to transit is critical to developing a sustainable federal footprint in the NCR and is reiterated in this policy update.

The decision making process for federal locations must take into account local jurisdictions' development goals and the full cost of locating facilities in areas not well served by transit, services, amenities, and/or housing opportunities for employees. Further, the policies established in this Federal Workplace Element should be consulted at the front end of this location decision making process to ensure that the project meets the Comprehensive Plan's policy objectives.

The Federal Workplace Element continues to prioritize federal workplace locations within the official Central Employment Area as defined in conjunction with the Comprehensive Plan's District Elements. The CEA encompasses the hub of the Metro system, captures transit stops served by both Virginia Railway Express and MARC, and incorporates the federal establishment's symbolic and physical heart. GSA uses the CEA in its prospectus process.

By statute, the CEA is defined first by the District of Columbia in the Comprehensive Plan's District Elements. It is then reviewed by NCPC, which incorporates the CEA as defined by the District into the Federal Elements. To date, however, there exists no structured process by which the Central Employment Area is formally reviewed for its effectiveness.

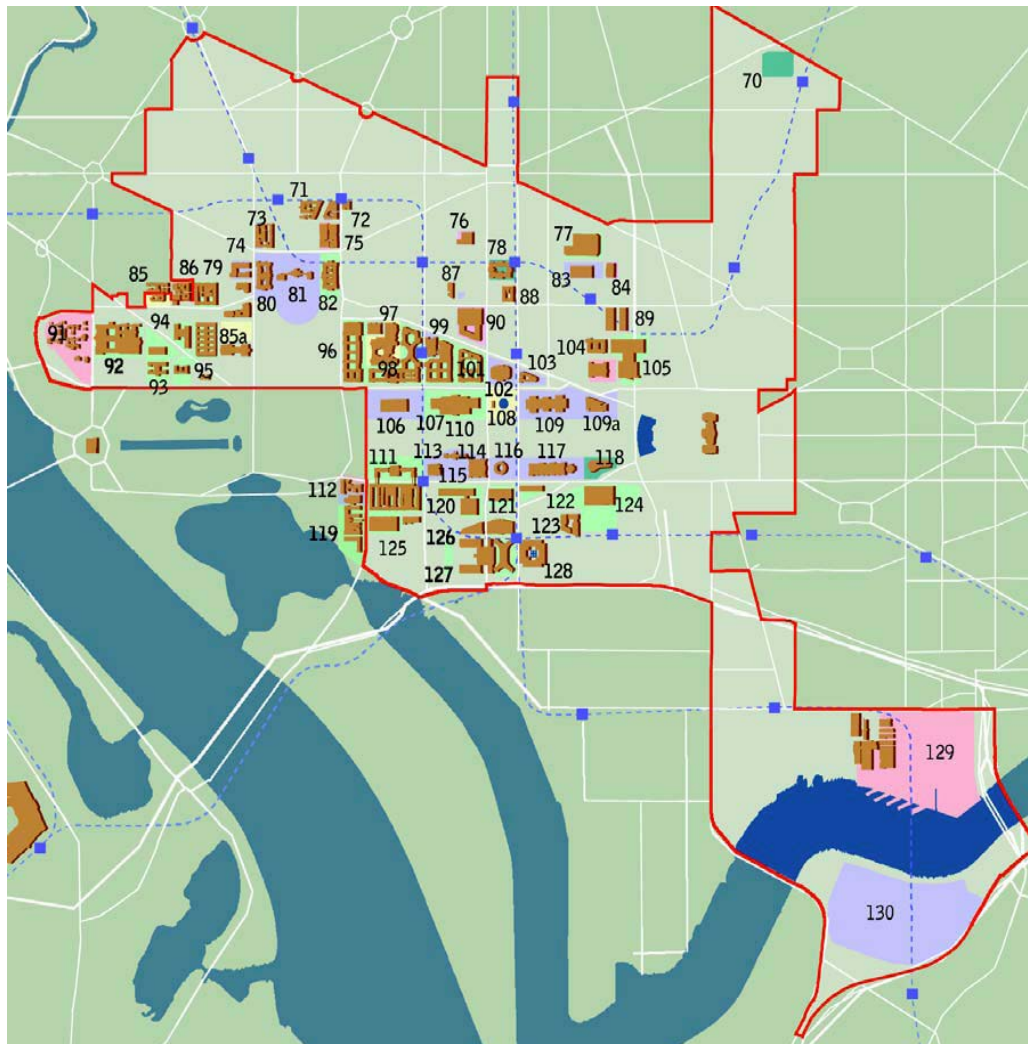
As the District of Columbia invests in new transportation systems such as streetcars, and looks to spread development into emerging areas through the *Center City Action Agenda*, the CEA should be assessed as a tool to support these efforts.²⁰ This policy update continues to support the CEA as the first priority area for federal office space, but also proposes establishing an assessment process through which the CEA can be reevaluated every five years in concurrence with the federal and District governments' Comprehensive Plan updates.

It is critical that agencies prioritize their location decisions outside of the Central Employment Area in areas served by transit, as defined in the *Recommendations for Sustainable Locations for Federal Facilities*. Agencies also should consult with NCPC and local planning officials when contemplating sites, to ensure that a location is compatible with the Comprehensive Plan and its related policies and with local planning initiatives and development goals.

¹⁹ Council on Environmental Quality, 76 FR 68170 - *Instructions for Implementing Sustainable Locations for Federal Facilities in Accordance With Executive Order 13514*, November 3, 2011

²⁰ The District of Columbia, *Center City Action Agenda 2008*, February 2008

The CEA is depicted below (2013):

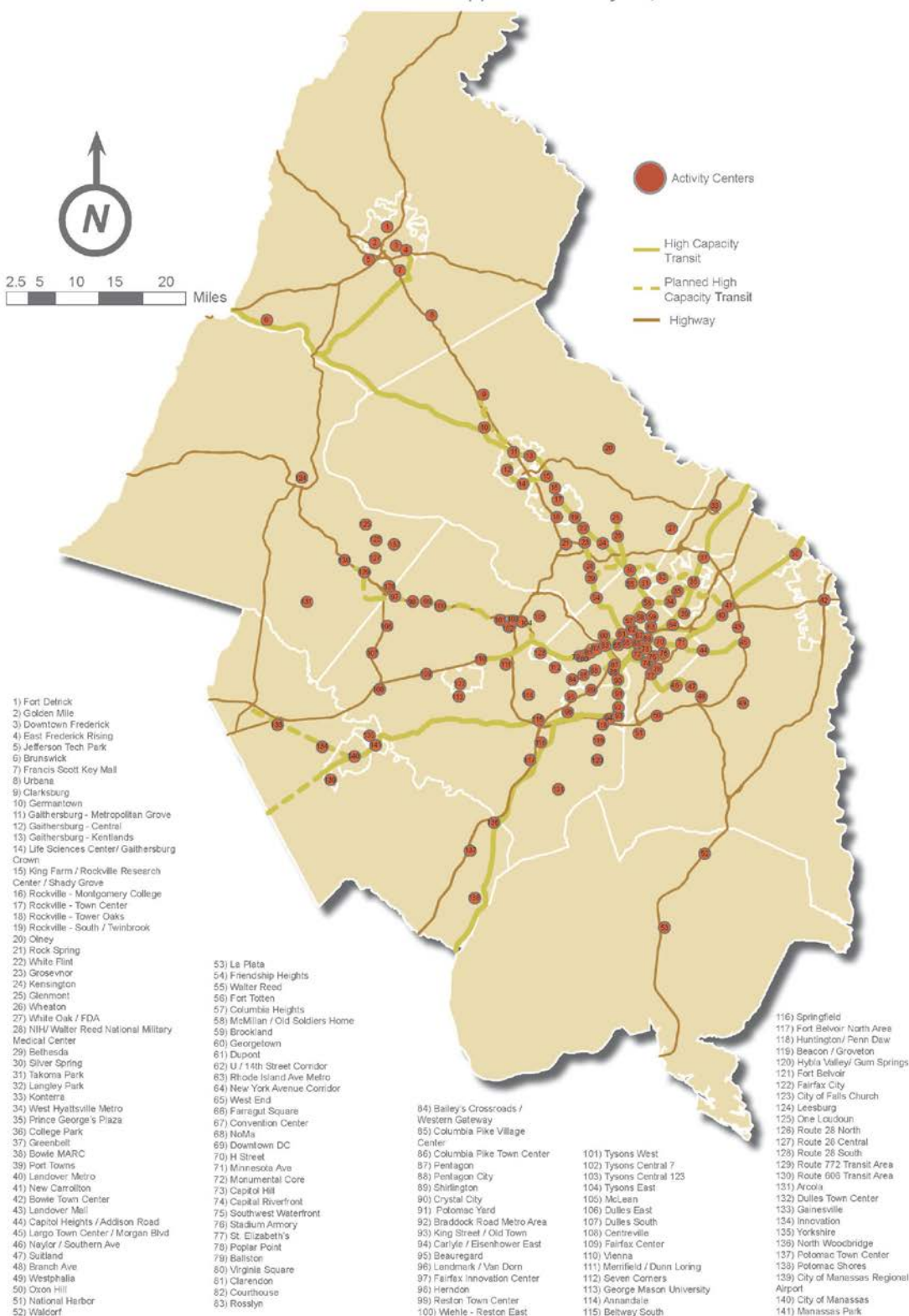


Call Out Box _____

Region Forward is an important plan that establishes goals and benchmarks for a sustainable, accessible, livable and prosperous region. The Greater Washington 2050 Coalition, a group established through the Metropolitan Washington Council of Governments (COG) developed the plan, which all 23 of COG's member jurisdictions adopted. *Region Forward's* goals and subsequent local government input was the basis for a newly revised Regional Activity Center Map, adopted by COG in 2013. While varying in scale and type, each center represents a location where growth and development are supported by planning and infrastructure. Many centers are areas with access to current and future transit services, reflecting the importance given to creating walkable, multi-modal, mixed use communities. The following is the Regional Activity Center Map:

Regional Activity Centers Map

Submitted to COG Board for Approval January 13, 2013

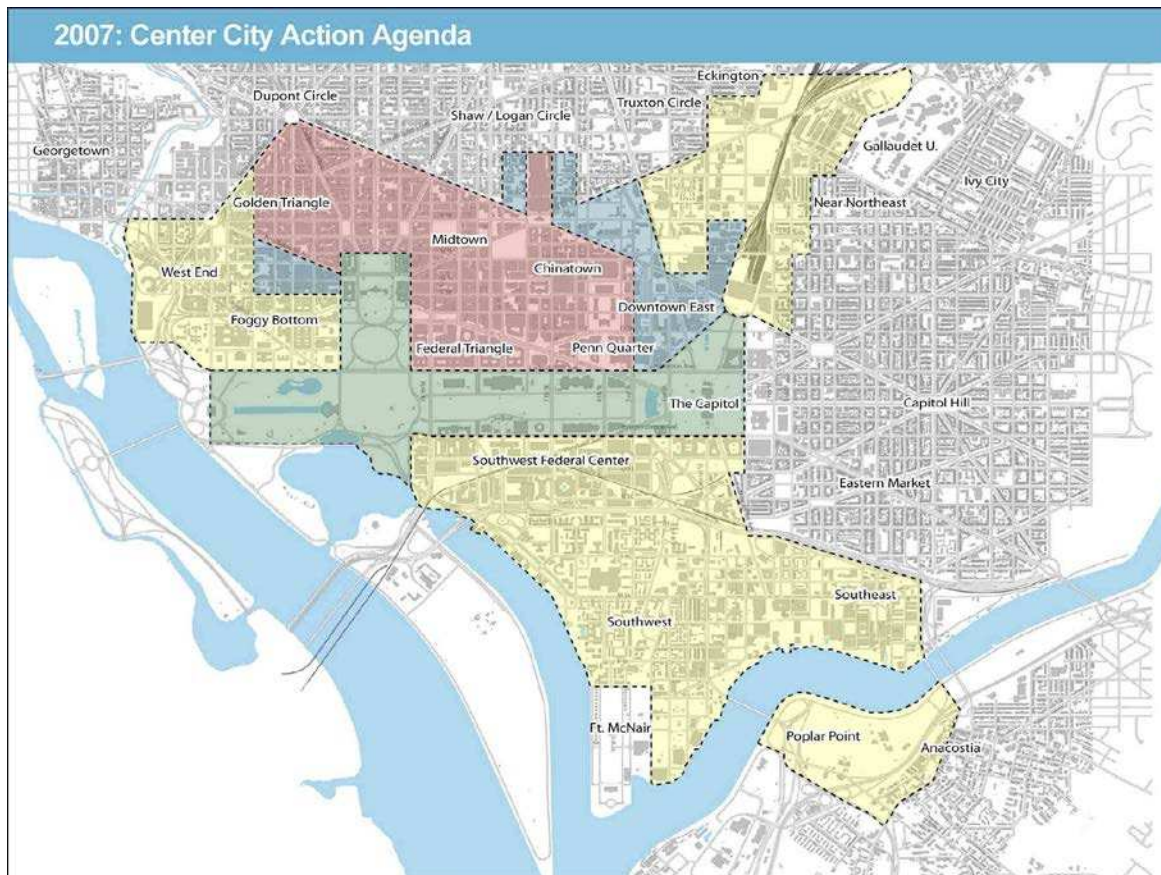


Call Out Box _____

In 2007, the District of Columbia Office of Planning released its *Center City Action Agenda* (CCAA). This initiative looks to channel high density growth and spur investment into an expanded core area that includes emerging neighborhoods surrounding the city's traditional downtown and stretch to include three distinct waterfronts. These areas include:

- Poplar Point/Anacostia
- Capitol Riverfront (Ballpark and SE Waterfront)
- Southwest Waterfront
- North of Massachusetts Avenue (NoMa)
- Northwest One
- Mount Vernon Triangle
- Mount Vernon Square District

The agenda provides a compelling vision and a strategic implementation plan for an economically competitive, diverse and culturally rich city. It recommends focusing investment in four areas: places, transportation, corridors, and the economy. As federal agencies consider location decisions, they should examine areas within the CCAA which could provide opportunities to support development and provide services, amenities, and housing opportunities close to the federal workplace. For future consideration, the CEA definition should be consistent with planning guidance such as the *Center City Action Agenda*.



Call Out Box

The 2005 Base Realignment and Closure Act (BRAC) had significant impacts on civilian and active duty Department of Defense facilities within the region, as well as local host communities. Each BRAC round is intended to enhance mission and operational needs, and more efficiently use resources. Affected installations gained and/or lost commands and related personnel, or were closed. Once BRAC legislation was enacted, actions were implemented by a set date- for BRAC 2005, this was September 2011- with no further legislative changes.

The 2005 BRAC supported significant efforts to increase anti-terrorism/force protection measures, which included moves from leased spaces to owned space. For example significant personnel moves occurred from leased space in Arlington, Virginia's Crystal City neighborhood to Fort Belvoir.

'Joint base' proposals brought different branches of the military together at an installation, often supporting similar functions. This occurred at Joint Base Anacostia Bolling in Washington, and at the National Military Medical Center in Bethesda, Maryland, where military medical services were consolidated and transformed.

Some of the region's largest construction projects over the past decade were in support of BRAC actions, particularly at Fort Belvoir, Virginia's Main Post and Engineer Proving Ground, as well as Alexandria's Mark Center, and Bethesda's National Naval Military Medical Center. The largest BRAC closure in the region occurred at Walter Reed Army Medical Center in Washington, DC.

Implementation of BRAC presented several challenges for the National Capital Region that provided lessons to be considered for future major federal moves. Short deadlines often resulted in major projects being implemented without the benefit of an overall master plan to coordinate different projects, evaluate different approaches to minimize negative impacts or more fully realize opportunities. In 2013 planning efforts are literally catching up to the major new developments that have occurred at different installations.

Most of the affected locations in the region were in urban or urbanizing areas where transportation, other infrastructure, and services were significantly affected, with limited resources or time to develop good responses to capacity changes. In some instances, DoD facilities moved from areas well served by transit and other amenities to locations with neither, frustrating local development goals.

Negotiations and discussions among DoD, federal, local, and state officials, and service providers have and are continuing to develop approaches to the land use, economic development and transportation issues from these major relocations. The Mark Center project saw the movement of 6,400 employees from transit-served leased locations to a new site adjacent to an already congested road network. While state and federal funds were pooled together to provide some road improvements, intensive efforts to expand existing bus and shuttle services have successfully accommodated many of the transportation demands.

POLICY SECTION A: LOCATING FEDERAL WORKPLACES

The federal government should:

1. Consider the modernization, repair, and rehabilitation of existing federally owned facilities for federal workplaces before developing new facilities.
2. Use the following priorities when locating federal workplaces:
 - a. In existing urban areas, give first consideration to the Central Employment Area (CEA) within the District of Columbia. The Central Employment Area should reflect the District of Columbia's priority areas for commercial or mixed-use development and transportation investment. The District of Columbia, NCPC and other federal agencies should evaluate the CEA every five years to ensure it reflects current priorities.
 - b. Beyond the CEA, give first consideration to sites in proximity to transit and compatible with local planning efforts. In rare exceptions, agencies that have specific operational or land use requirements associated with their missions should locate where these needs

can be fulfilled, only if such needs cannot be fulfilled in the CEA or other sites in proximity to transit and compatible with local planning efforts.

3. Consider the following additional criteria when locating federal workplaces:
 - a. Use historic properties or properties within historic districts in central employment areas for new federal workplaces. If no such property is suitable, consider other developed or undeveloped sites within historic districts. Finally, consider historic properties outside of historic districts if no suitable site within a district exists.
 - b. Locate federal facilities within walking distance of existing or planned fixed guideway transit services, such as Metrorail, MARC, VRE; light rail transit (LRT); streetcar, or bus rapid transit (BRT). Priority should be given to locations within walking distance to Metrorail.
 - c. Locate new federal facilities to support regional and local agency objectives that encourage compact forms of growth and development and support local and federal goals to increased ridership of local and regional transit systems.
 - d. Locate federal workplaces to support the creation of employment opportunities in economically distressed areas identified through federal, state, and local economic development programs. Federal agencies should work with community officials and local stakeholders to identify suitable sites for federal workplaces when these workplaces can contribute to local planning and economic development goals.
 - e. Locate employees near other federal agencies and departments with which they regularly interact.
 - f. Locate federal workplaces in areas where efficiencies are gained through proximity to a market of private suppliers of goods and services.
 - g. Locate federal workplaces near a variety of housing options to benefit employees.
 - h. Minimize development of natural spaces by selecting disturbed land or brownfields for new federal workplaces, or by reusing existing buildings or sites.
4. Engage the public throughout the location, planning, and construction process. Federal agencies should seek technical assistance for public planning processes if they do not have the expertise.
5. Achieve within the District of Columbia a relative share of the region's federal employment (civilian and military) that is not less than 60 percent of the region's.
6. Reserve the most prominent development sites, particularly those with important symbolic visual connections to the U.S. Capitol and other landmarks in Washington's downtown,

for federal workplaces, particularly headquarter facilities, or for preeminent commemorative works.

7. Protect the natural environment by preserving environmental resources and considering the impact of the siting of federal facilities on existing natural resources.

Developing and Managing the Federal Facilities

Once a federal facility is sited and built, it should be operated, managed, and maintained in a manner that supports federal goals related to sustainability, particularly those related to energy efficiency, resource management, and transportation. The Federal Workplace Element provides policies for the operation and management of federal workplaces throughout the region. The Element includes policies designed to make federal workplaces better engage with the local community, and encourages practices that support local and regional economic development, and supports development of—and access to—public transit and alternative means of transportation such as pedestrian and bicycle access.

The Federal Workplace Element complements the Federal Transportation, Environment, and Urban Design Elements to help federal facilities become more sustainable in their operations. Further, providing a workplace which provides amenities for federal employees and the surrounding community is an important objective of this section's policies. This Element's policies work with those in the Federal Urban Design element to foster a federal workplace that is an asset to local jurisdictions.

POLICY AREA B: DEVELOPING AND MANAGING FEDERAL WORKPLACES

The federal government should:

1. Locate, design, construct, and operate federal facilities to minimize total energy use.
2. Continue to provide and maintain safe and healthy working conditions at all federal facilities.
3. Strive to create federal workplaces that engender a sense of pride, purpose, and dedication for employees and agency missions.
4. Encourage federal employees to use multi-occupant modes of travel including rideshare, carpools, vanpools, privately leased buses, and various modes of public transportation.
5. Permit and encourage telework and alternative work schedules (AWS) for federal employees where it benefits the federal government and the public.
6. Support local agency efforts to create new housing options where federal workplaces exist or are planned.

7. Promote Live-Near-Your-Work initiatives for a variety of housing options close to public transit or federal facilities.
8. Develop master plans that guide the long-range development of installations on which more than one principal building, structure, or activity is located or proposed..
9. Establish the characteristics of an installation and its surroundings through the master planning process as required by the Commission. Characteristics include the qualities and resources to be protected; building groupings, massing, and architectural character; and streetscape and landscape elements.
10. Encourage agencies to review master plans on a periodic basis to ensure that both inventory material and development proposals are current. Conduct such reviews at least every five years. Agencies should advise the Commission of the results of such reviews and provide to the Commission a proposed schedule for revising master plans when an update is needed. Revisions to master plans should reflect changed conditions and provide a current plan for the facility's development.
11. Establish a level of employment that can be accommodated on installations where more than one principal building, structure, or activity is located or proposed through the master planning process as established by the Commission.
12. Continually monitor installation employment levels and revise master plans as necessary to reflect changed conditions. Provide an up to date plan for the installation's development.
13. Provide, or work with local jurisdictions to develop, a variety of service uses and amenities for employees within a reasonable travel time or walking distance. Services should include restaurants, retail outlets, financial and professional services, day-care centers, and health and fitness centers, as well as public open space opportunities.
14. When federal facilities are located near existing or planned business districts that can reasonably provide amenities for federal employees to patronize, competing services should not be provided within the federal facility, installation or campus.
15. Plan federal workplaces to be compatible with the character of the surrounding public space, properties, and community and, where feasible, to advance local planning objectives such as neighborhood revitalization.
16. Consult with local agencies to ensure that federal workplaces enhance their communities' urban design and vitality.
17. Make primary pedestrian entrances at federal workplaces readily accessible to public transportation options, particularly Metrorail, where available. Facility entrances should be situated as close as possible to transit stops and stations where possible.

18. Provide and maintain space for activities that encourage public access to, and stimulate public traffic around, into, and through federal facilities, including pedestrian or bicycle traffic where possible.
19. Include a mix of uses, particularly on the ground floor where possible, at federal workplaces located in urban areas.
20. Where possible include publicly accessible amenities such as retail or public art, particularly at the street level, in modernizing, rehabilitating or developing new federally owned facilities. Also, explore opportunities to provide publicly accessible and actively programmed open space outside of the building envelope.
21. Incorporate publicly accessible civic art, including memorials, plazas, public gardens, fountains, sculpture, and murals, into federal workplaces. Proposals for civic art should be coordinated with local agencies.
22. Use appropriate commemoration and exhibits at federal workplaces. Buildings, auditoriums, plazas, courtyards, and other features can be named and embellished with plaques and sculptures. Exhibits are encouraged in widely used areas such as lobbies and corridors.
23. Encourage the use of federal workplaces for occasional cultural, educational, and/or recreational activities, providing suitable space and infrastructure for such activities.
24. Support an economically vibrant region that meets the government's procurement needs for goods and services through program collaborations with local, state, and regional economic development organizations. Support business development initiatives to create jobs and economic growth in disadvantaged communities throughout the region, in particular within the District of Columbia.
25. Lease or share space in federal workplaces for publicly accessible commercial, cultural, educational, civic, recreational, residential, and other high-traffic use activities where these uses will fulfill a local need, provide amenities for federal workers and residents, and support local development objectives.
26. Explore public-private partnerships in adjacent communities that can create job training opportunities for the local community at all educational levels and help meet federal workforce needs.
27. Support local agency and community efforts to use economic development incentives and infrastructure development to capture new commercial activities that can provide goods and services for federal workplaces. Federal procurement of goods and services should be focused in these areas.

28. Foster the growth of socially and economically disadvantaged firms in areas around federal facilities through the use of existing federal programs and targeted resources to support existing and emerging industry clusters.
29. Explore opportunities for federal laboratories to co-locate with related private and university research institutions and business incubators to encourage development, transfer, and commercialization of new technologies where such an arrangement will benefit the federal government, private sector, and general public.
30. Maintain and reinforce the preeminence of the L'Enfant City by attracting and retaining federal employment through modernizing, repairing, and rehabilitating existing federal workplaces in the monumental core and by providing amenities for the federal workers and surrounding community on and around federal sites so as to enhance and activate the public realm.
31. Support regional and local agency efforts to coordinate land use with the availability or development of transportation alternatives to the private automobile, including walking, bicycle riding, and public transit, including Metrorail, VRE, MARC, or other type of transit service such as streetcar or bus rapid transit systems when locating federal workplaces.

Reuse of Federal Space and Land

New policies regarding mobility and consolidating federal space may lead to a smaller federal footprint in the National Capital Region. GSA is leading agencies out of leased space and into federally owned space that is concentrated in the region's core. As this happens, vacant space will be created in localities.. How federal agencies handle the redevelopment or reuse of excess properties is an important factor in the health of the regional economy. The policies in this section apply to the reuse of federal space and land and provide a framework that can guide federal agencies to provide opportunities for local communities to benefit from the shrinking federal footprint.

Utilizing Existing Properties

The Public Buildings Cooperative Use Act of 1976 permits the inclusion of mixed uses in portions of federal buildings and the co-location of federal offices with other cultural institutions or services. This Act governed redevelopment at the Old Post Office, built in 1899 and originally home to the U.S. Post Office headquarters. While a popular landmark with office space, shops, and restaurants, it is an underutilized building for the federal government.

The Old Post Office Redevelopment Act of 2008 authorized GSA to provide for the redevelopment of the Old Post Office Building which would preserve its historic integrity, put it to its highest and best use, and provide a financial return to the government. The Old Post Office Building will be redeveloped into a luxury hotel, retail, and conference facility which would turn the underused property into a mixed-use development that will better serve the community and save the federal

government money. This project is an example of how the federal government can reprogram an underutilized asset to better use while simultaneously accommodating local development goals.

Excess Properties

When disposing of excess land, federal agencies should work with the community to undertake plans for economic development and/or to use the property or facilities for other public (including open space) and private uses. The disposal of excess federally owned property should result in minimal adverse economic impacts on affected communities. Its future use should contribute to solving existing community development problems.

Guidance on the disposal of federally owned property can be found in the Defense Authorization Amendments and Base Closure and Realignment Act, as amended, (P.L. 100-526 and P.L. 101-510, 10 U.S.C. § 2687); Base Closure Community Development and Homeless Assistance Act of 1994 (P.L. 103-421, 10 U.S.C. § 2687); the Federal Property and Administrative Services Act of 1949, as amended, (40 U.S.C. § 471 et seq.); and other laws and regulations.

Call-Out Box

As part of the 2005 BRAC, the DoD closed the Walter Reed Army Medical Center in Washington and moved many of its activities to installations in Maryland, Virginia, and elsewhere. The Department of State proposes to acquire the northwest portion of the campus and redevelop it as a Foreign Missions Center, for the construction of new embassy buildings. The federal government declared 67.5 acres on the main post of the Walter Reed Army Medical Center, located on the northeast portion of the campus as surplus property, making it available to a local redevelopment authority for re-use. The portion of the campus is proposed to be transferred to the District of Columbia for redevelopment.

Call-Out Box

GSA proposes to dispose of the West Heating Plant parcel, removing the property from federal ownership. The decommissioned heating plant sits on a historic two-acre site near the Georgetown Waterfront and was previously used to provide steam to government facilities. The West Heating Plant parcel was identified as excess and the disposal of the parcel is needed to eliminate the costs associated with maintenance and is consistent with Presidential Memorandum issued June 10, 2010, *Disposing of Unneeded Federal Real Estate*. GSA is in the process of disposing the property and has accepted the top bid through their public auction, allowing the reuse of vacated federal space and land for public use.

POLICY AREA C: REUSE OF FEDERAL SPACE AND LAND

The federal government should:

1. Utilize available federally owned land or space before purchasing or leasing additional land or building space. Agencies should continuously monitor land and building space utilization rates to ensure their efficient use.
2. Develop strategies to minimize adverse economic impacts on the jurisdiction from which the facility is relocating in major relocations of federal employees (federal facilities of 200 or more employees or more than 100,000 more square feet)
3. Ensure, in the relocation of federal employees, similar or improved availability of public transportation, employee services, and affordable housing for the employees and their families within a convenient commuting distance.
4. Dispose of excess federal property in a manner that ensures that its future use is coordinated with surrounding development patterns and land uses and contributes effectively to existing community development goals.
5. Explore new federal activities and civilian public activities before the property or facility is determined to be excess.
6. Make better use of underutilized space within a federal facility for a public use such as commemoration, art, or retail where possible.

APPENDIX 2 – POLICIES OF THE FEDERAL WORKPLACE ELEMENT

Federal Workplace Element

Proposed Updated Policies

Objective: To locate, construct and manage federal facilities in a sustainable manner that promotes the greatest benefit for the federal government, local community and region and is consistent with EO 13514 and related policies. Federal workplaces should contribute positively to the economic and environmental health of local communities and the region as a whole.

POLICY SECTION A: LOCATING FEDERAL WORKPLACES

The federal government should:

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 - b. Beyond the CEA, give first consideration to sites in proximity to transit and compatible with local planning efforts. In rare exceptions, agencies that have specific operational or land use requirements associated with their missions should locate where these needs can be fulfilled, only if such needs cannot be fulfilled in the CEA or other sites in proximity to transit and compatible with local planning efforts.
3. Consider the following additional criteria when locating federal workplaces:
 - a. Use historic properties or properties within historic districts in central employment areas for new federal workplaces. If no such property is suitable, consider other developed or undeveloped sites within historic districts. Finally, consider historic properties outside of historic districts if no suitable site within a district exists.

-
- b. Locate federal facilities within walking distance of existing or planned fixed guideway transit services, such as Metrorail, MARC, VRE; light rail transit (LRT); streetcar, or bus rapid transit (BRT). Priority should be given to locations within walking distance to Metrorail.
 - c. Locate new federal facilities to support regional and local agency objectives that encourage compact forms of growth and development and support local and federal goals to increased ridership of local and regional transit systems.
 - d. Locate federal workplaces to support the creation of employment opportunities in economically distressed areas identified through federal, state, and local economic development programs. Federal agencies should work with community officials and local stakeholders to identify suitable sites for federal workplaces when these workplaces can contribute to local planning and economic development goals.
 - e. Locate employees near other federal agencies and departments with which they regularly interact.
 - f. Locate federal workplaces in areas where efficiencies are gained through proximity to a market of private suppliers of goods and services.
 - g. Locate federal workplaces near a variety of housing options to benefit employees.
 - h. Minimize development of natural spaces by selecting disturbed land or brownfields for new federal workplaces, or by reusing existing buildings or sites.
 4. Engage the public throughout the location, planning, and construction process. Federal agencies should seek technical assistance for public planning processes if they do not have the expertise.
 5. Achieve within the District of Columbia a relative share of the region's federal employment (civilian and military) that is not less than 60 percent of the region's.
 6. Reserve the most prominent development sites, particularly those with important symbolic visual connections to the U.S. Capitol and other landmarks in Washington's downtown, for federal workplaces, particularly headquarter facilities, or for preeminent commemorative works.
 7. Protect the natural environment by preserving environmental resources and considering the impact of the siting of federal facilities on existing natural resources.

POLICY AREA B: DEVELOPING AND MANAGING FEDERAL WORKPLACES

The federal government should:

1. Locate, design, construct, and operate federal facilities to minimize total energy use.
2. Continue to provide and maintain safe and healthy working conditions at all federal facilities.
3. Strive to create federal workplaces that engender a sense of pride, purpose, and dedication for employees and agency missions.
4. Encourage federal employees to use multi-occupant modes of travel including rideshare, carpools, vanpools, privately leased buses, and various modes of public transportation.
5. Permit and encourage telework and alternative work schedules (AWS) for federal employees where it benefits the federal government and the public.
6. Support local agency efforts to create new housing options where federal workplaces exist or are planned.
7. Promote Live-Near-Your-Work initiatives for a variety of housing options close to public transit or federal facilities.
8. Develop master plans that guide the long-range development of installations on which more than one principal building, structure, or activity is located or proposed..
9. Establish the characteristics of an installation and its surroundings through the master planning process as required by the Commission. Characteristics include the qualities and resources to be protected; building groupings, massing, and architectural character; and streetscape and landscape elements.
10. Encourage agencies to review master plans on a periodic basis to ensure that both inventory material and development proposals are current. Conduct such reviews at least every five years. Agencies should advise the Commission of the results of such reviews and provide to the Commission a proposed schedule for revising master plans when an update is needed. Revisions to master plans should reflect changed conditions and provide a current plan for the facility's development.
11. Establish a level of employment that can be accommodated on installations where more than one principal building, structure, or activity is located or proposed through the master planning process as established by the Commission.

12. Continually monitor installation employment levels and revise master plans as necessary to reflect changed conditions. Provide an up to date plan for the installation's development.
13. Provide, or work with local jurisdictions to develop, a variety of service uses and amenities for employees within a reasonable travel time or walking distance. Services should include restaurants, retail outlets, financial and professional services, day-care centers, and health and fitness centers, as well as public open space opportunities.
14. When federal facilities are located near existing or planned business districts that can reasonably provide amenities for federal employees to patronize, competing services should not be provided within the federal facility, installation or campus.
15. Plan federal workplaces to be compatible with the character of the surrounding public space, properties, and community and, where feasible, to advance local planning objectives such as neighborhood revitalization.
16. Consult with local agencies to ensure that federal workplaces enhance their communities' urban design and vitality.
17. Make primary pedestrian entrances at federal workplaces readily accessible to public transportation options, particularly Metrorail, where available. Facility entrances should be situated as close as possible to transit stops and stations where possible.
18. Provide and maintain space for activities that encourage public access to, and stimulate public traffic around, into, and through federal facilities, including pedestrian or bicycle traffic where possible.
19. Include a mix of uses, particularly on the ground floor where possible, at federal workplaces located in urban areas.
20. Where possible include publicly accessible amenities such as retail or public art, particularly at the street level, in modernizing, rehabilitating or developing new federally owned facilities. Also, explore opportunities to provide publicly accessible and actively programmed open space outside of the building envelope.
21. Incorporate publicly accessible civic art, including memorials, plazas, public gardens, fountains, sculpture, and murals, into federal workplaces. Proposals for civic art should be coordinated with local agencies.
22. Use appropriate commemoration and exhibits at federal workplaces. Buildings, auditoriums, plazas, courtyards, and other features can be named and embellished with plaques and sculptures. Exhibits are encouraged in widely used areas such as lobbies and corridors.

23. Encourage the use of federal workplaces for occasional cultural, educational, and/or recreational activities, providing suitable space and infrastructure for such activities.
24. Support an economically vibrant region that meets the government's procurement needs for goods and services through program collaborations with local, state, and regional economic development organizations. Support business development initiatives to create jobs and economic growth in disadvantaged communities throughout the region, in particular within the District of Columbia.
25. Lease or share space in federal workplaces for publicly accessible commercial, cultural, educational, civic, recreational, residential, and other high-traffic use activities where these uses will fulfill a local need, provide amenities for federal workers and residents, and support local development objectives.
26. Explore public-private partnerships in adjacent communities that can create job training opportunities for the local community at all educational levels and help meet federal workforce needs.
27. Support local agency and community efforts to use economic development incentives and infrastructure development to capture new commercial activities that can provide goods and services for federal workplaces. Federal procurement of goods and services should be focused in these areas.
28. Foster the growth of socially and economically disadvantaged firms in areas around federal facilities through the use of existing federal programs and targeted resources to support existing and emerging industry clusters.
29. Explore opportunities for federal laboratories to co-locate with related private and university research institutions and business incubators to encourage development, transfer, and commercialization of new technologies where such an arrangement will benefit the federal government, private sector, and general public.
30. Maintain and reinforce the preeminence of the L'Enfant City by attracting and retaining federal employment through modernizing, repairing, and rehabilitating existing federal workplaces in the monumental core and by providing amenities for the federal workers and surrounding community on and around federal sites so as to enhance and activate the public realm.
31. Support regional and local agency efforts to coordinate land use with the availability or development of transportation alternatives to the private automobile, including walking, bicycle riding, and public transit, including Metrorail, VRE, MARC, or other type of transit service such as streetcar or bus rapid transit systems when locating federal workplaces.

POLICY AREA C: REUSE OF FEDERAL SPACE AND LAND

The federal government should:

1. Utilize available federally owned land or space before purchasing or leasing additional land or building space. Agencies should continuously monitor land and building space utilization rates to ensure their efficient use.
2. Develop strategies to minimize adverse economic impacts on the jurisdiction from which the facility is relocating in major relocations of federal employees (federal facilities of 200 or more employees or more than 100,000 more square feet)
3. Ensure, in the relocation of federal employees, similar or improved availability of public transportation, employee services, and affordable housing for the employees and their families within a convenient commuting distance.
4. Dispose of excess federal property in a manner that ensures that its future use is coordinated with surrounding development patterns and land uses and contributes effectively to existing community development goals.
5. Explore new federal activities and civilian public activities before the property or facility is determined to be excess.
6. Make better use of underutilized space within a federal facility for a public use such as commemoration, art, or retail where possible.