Overview of FY2017 Proposed Project

GSA proposes to continue the ongoing development of the DHS consolidated headquarters at the St. Elizabeths Campus by: 1) continuing design and full construction of a new federal headquarters for FEMA; 2) rehabilitating buildings needed to accommodate components of the Under Secretary of Management (USM) that are currently planned for the Center Building Complex (Holly and Creamery clusters); 3) continuing design of phase 3 construction to house Immigration and Customs Enforcement; 4) ongoing historic preservation activities in support of landscaping and public outreach; and 5) management and inspection funding for these activities.

The FY2017 request includes design completion, management and inspection, and construction of an appropriately sized building to accommodate all of the Headquarters components of FEMA. This funding also includes a related below grade parking structure to be constructed adjacent to Gate No. 2 along Martin Luther King, Jr. Avenue. FEMA Headquarters components are currently located in four leased buildings in the Washington, DC metropolitan area.

The FY2017 request also includes funds to rehabilitate six existing historic structures that comprise the Holly and Creamery clusters. These buildings are located adjacent to the Center Building that is currently being rehabilitated to accommodate the DHS Secretary’s office and mission critical leadership components within that office. The Center Building Complex will house components within the Office of the Under Secretary for Management that will not be housed in buildings being rehabilitated with FY2016 appropriations.

The FY2017 request also supports initial design of a new federal building for ICE headquarters leadership components currently located in leased buildings in Washington, DC and ongoing Historic Preservation activities. Historic preservation activities will ensure that the landscape work is consistent with the preservation requirements and public outreach is consistent with the agreements in place in support of the construction of the Consolidated DHS Headquarters at St. Elizabeths.

Fiscal Year 2017 Requirements

<table>
<thead>
<tr>
<th>Historic Preservation</th>
<th>$1,000,000</th>
</tr>
</thead>
<tbody>
<tr>
<td>Design (Phase 2b FEMA &amp; 3 ICE)</td>
<td>12,755,000</td>
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<tr>
<td>Management and Inspection (Phase 2a DHS HQ Elements &amp; 2b FEMA)</td>
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<td>Estimated Construction Cost (Phase 2a DHS HQ Elements &amp; 2b FEMA)</td>
<td>230,836,000</td>
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<tr>
<td>Total</td>
<td>$266,604,000</td>
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</table>
FY2017 House Committee Approval Requested\(^1\) \(\ldots\) \$12,755,000

FY2017 Senate Committee Approval Requested\(^2\) \(\ldots\) \$254,518,000

FY2017 Appropriation Request \(\ldots\) \$266,604,000

Overview of Project

GSA and DHS have worked collaboratively to update and revise the original DHS HQ consolidation program at the St. Elizabeths Campus. The updated program, referred to as the Enhanced Plan, seeks a more efficient utilization of space at a lower cost. The West Campus is a 176-acre National Historic Landmark that includes existing buildings containing approximately 1 million gross sq. ft. (GSF) plus newly constructed buildings such as the Douglas A. Munro Coast Guard Headquarters Building.

Under the Enhanced Plan, DHS and GSA cut back on the overall scope of the program. DHS components will require less space through realized efficiencies and improved utilization rates, plus the FEMA headquarters that was planned for the East Campus was moved to the West Campus. The West Campus, however, will continue to be developed in accordance with guidelines set out in the Master Plan as amended and/or as a result of continued compliance with NHPA and NEPA during specific project designs.\(^3\)

Committee approval and appropriations for Phase 1 of the project – construction of a new headquarters facility for the USCG called the Munro Building – have already been obtained. Development of Phase 2a includes: construction of office space to consolidate DHS headquarters and the re-scoped DHS Operations Center (DOC), house various DHS leadership components, and provide amenity space. Phase 2b proposes the construction of a new headquarters facility for FEMA plus appropriate amenity space. Parking will also be included with these later phases. Phase 3 will accommodate portions of the remaining elements of DHS headquarters units such as CBP and ICE. The project will include the rehabilitation of existing space as well as construction of new space.

This prospectus seeks approval for new construction of the FEMA headquarters. Also included will be rehabilitation of existing buildings, historic preservation, and design.

\(^1\) This represents the balance of committee approval needed for this prospectus submission less remaining appropriations needed for the Infrastructure Program which is subject to the requirements of 40 U.S.C. Section 3307.

\(^2\) See Footnote 1 above.

\(^3\) The Master Plan can be found at the project’s web site: http://www.stelizabethsdevelopment.com/
**Project Phasing**

- **Phase Ia** USCG – HQ (completed)  
  Coast Guard Headquarters
- **Phase Ib** USCG – CC (completed)  
  Coast Guard Command Center / shared use space / GSA Field Office
- **Phase 2a** DHS (ongoing)  
  Office of the Secretary and Senior Leadership
- **Phase 2a** DOC A (to be built out)  
  DHS Operations Center / West Addition
- **Phase 2a** Other (to be completed)  
  Management Directorate
- **Phase 2b** FEMA HQ (to be completed)  
  Federal Emergency Management Agency (FEMA) Headquarters, Center Building Complex, Gate 2 Visitors Parking
- **Phase 3** ICE, CBP (to be completed)  
  ICE Headquarters
  Significant presence of CBP

**Description**

**Site Information**
- Government-owned  
  184 acres
- Building without parking (GSF)  
  up to 3,750,000
- Building with parking (GSF)  
  up to 5,165,750
- Number of structured parking spaces  
  up to 4,045

**Cost Summary at St. Elizabeths**

<table>
<thead>
<tr>
<th>Description</th>
<th>Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Planning</td>
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<tr>
<td>Site Acquisition</td>
<td>6,722,000</td>
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<tr>
<td>Design Cost</td>
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<tr>
<td>Management and Inspection</td>
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<tr>
<td>Historic Preservation Mitigations</td>
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<td>Estimated Construction Cost</td>
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<td>Estimated Total Project Cost</td>
<td>$2,414,444,000</td>
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</tbody>
</table>

**Primary Occupants**

USCG, DHS Headquarters Elements, the DOC, FEMA, ICE, and CBP Significant Presence

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4 The total campus is now comprised of 184 acres after transfer of approximately 8 acres from the National Park Service (NPS) to GSA in accordance with the Master Plan.
I. SITE ACQUISITION PROGRAM SUMMARY

Delineated Areas for Site Acquisition

The proposed sites to be acquired are as follows:

1. Approximately two acres of land located on Firth Sterling Avenue in southeast Washington, DC, where it is contiguous to the northwest corner of St. Elizabethe's West Campus; the land is currently controlled by DC and CSX Corporation.

2. Approximately one acre of land located along the east side of Martin Luther King, Jr. Avenue in southeast Washington, DC, between the Unified Communications Center and the current tunnel between the East Campus and West Campus. The land is currently controlled by DC.

3. Approximately fourteen (14) acres of land located on Shepherd Parkway in southeast Washington, DC, between the St. Elizabethe's West Campus and Malcolm X Avenue, parallel to Interstate 295.5

Total Site Acquisition Project Budget

| Site Acquisition (Firth Sterling Avenue) (FY2009) | $2,722,000 |
| Site Acquisition (Martin Luther King, Jr. Avenue) (ARRA) | $500,000 |
| Site Acquisition (Shepherd Parkway) (ARRA) | $3,500,000 |
| **Total Acquisition Budget** | **$6,722,000** |

II. INFRASTRUCTURE PROGRAM SUMMARY

Infrastructure repair / replacement costs include: demolition of specific buildings identified by the Master Plan; replacement of site utilities including electricity substations and local utility requirements, an addition to the existing power plant for a fully functional CUP with co-generation capability; distribution systems for electricity, natural gas, domestic water, storm water, waste water, data systems and telecommunications; roadways, surface parking and sidewalks; refurbishment of historical ornamental landscape and creation of new landscape features as needed including flora; cleanup / repair of existing tunnels on site to improve safety and for potential use as systems distribution pathways; and site security fencing, entry gates, guard stations, and other site security features. There was $46 million for the access road

5 Per a Transfer of Jurisdiction Agreement between GSA and NPS recorded 05/26/2015, approximately 8 acres of Shepherd Parkway was transferred to the control of GSA for construction of the access road to Malcolm X Avenue.

6 Unused project funds originally requested for acquisition of parcels along Firth Sterling Avenue were redirected to Phase 1b of the project to cover unforeseen conditions. Please see Section V, Phase 1b footnotes.
construction originally included in the Infrastructure budget in prior years that has been moved to the Highway Interchange program budget in Part III of this prospectus.

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

**Total Infrastructure Project Budget**

**Design**
- Design (FY2006) Phase 1a ................................................................. $7,645,000
- Design (FY2009) Phase 1b ................................................................. 3,000,000
- Design (ARRA) Phase 1b ................................................................. 12,346,000
- Design (ARRA) Phase 2a ................................................................. 700,000
- Design (future year request) Future Phases ......................................... 9,272,000
- **Design Subtotal ............................................................... $32,963,000**

**Management and Inspection (M&I)**
- M&I (FY2006) Phase 1a ................................................................. $370,000
- M&I (FY2007) Phase 1a ................................................................. 532,000
- M&I (ARRA) Phase 1b ................................................................. 5,382,000
- M&I (FY2015) Phase 1b ................................................................. 2,000,000
- M&I (FY2016) Phase 2a ................................................................. 1,000,000
- M&I (future year request) Future Phases ......................................... 9,272,000
- **M&I Subtotal .............................................................. $18,556,000**

**Estimated Construction Cost (ECC)**
- ECC (FY2006) Phase 1a ................................................................. $5,080,000
- ECC (FY2007) Phase 1a ................................................................. 5,912,000
- ECC (FY2009) Phase 1a ................................................................. 5,249,000
- ECC (ARRA) Phase 1b ................................................................. 131,783,000
- ECC (FY2015) Phase 1b ................................................................. 36,100,000
- ECC (FY2016) Phase 2a ................................................................. 20,900,000
- ECC (future year request) Future Phases ................................... 115,896,000
- **Estimated Construction Cost Subtotal ......................................... $320,920,000**

**Estimated Total Project Cost (ETPC) for Infrastructure** ........................................... $372,439,000
III. HIGHWAY INTERCHANGE PROGRAM SUMMARY

The Highway Interchange Program that was developed as part of the Master Plan proposes an access road to the St. Elizabeths West Campus that extends between Firth Sterling Avenue to the north and Malcolm X Avenue to the south, parallel to Interstate-295. Funds for construction of the access road in the amount of $46 million were originally included in the Infrastructure program described above, but additional transportation improvements have subsequently been identified. A new, reconfigured interchange between Malcolm X Avenue and I-295 is one of these improvements. This reconfiguration will be necessary to direct St. Elizabeths traffic onto the access road that, in turn, will mitigate the impacts of additional traffic that is anticipated as the result of the redevelopment of St. Elizabeths. GSA worked closely with FHWA and the DC Department of Transportation to prepare an Interchange Justification Report (IJR) to facilitate required modifications to the Malcolm X Interchange. Other related transportation improvements that are needed as a result of the St. Elizabeths development are also included below as separate line items. These improvements need to be funded in conjunction with Phase 2 of the project to avoid further schedule delays and cost escalations.

**Total Highway Interchange Project Budget**

**Design**
- Design (ARRA) .......................................................... $3,500,000
- Design (FY2012) ...................................................... $2,500,000
- Design (FY2015) ....................................................... $12,210,000
- Design Subtotal .......................................................... $18,210,000

**Management and Inspection (M&I)**
- M&I (FY2012) .......................................................... $1,500,000
- M&I (FY2015) .......................................................... $9,000,000
- M&I (FY2016) .......................................................... $3,210,000
- M&I Subtotal .............................................................. $13,710,000

**Estimated Construction Cost (ECC)**
- ECC (ARRA) Access Road ........................................ $38,000,000
- ECC (2012) Access Road ......................................... $33,300,000
- ECC (FY2015) Access Road ..................................... $122,790,000
- ECC (FY2016) Access Road ..................................... $5,415,000
- Estimated Construction Cost Subtotal .................. $199,505,000

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

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7 These funds were redirected from Infrastructure funds in FY2012.
8 See Footnote 5 above.
IV. HISTORIC PRESERVATION MITIGATIONS PROGRAM SUMMARY

As of December 9, 2008, GSA and DHS along with NCPC entered into a Programmatic Agreement (PA) with the Advisory Council on Historic Preservation (ACHP), the District of Columbia Historic Preservation Office (DCHPO), and the United States Federal Highway Administration (FHWA). The PA outlines five (5) specific mitigation actions that must be undertaken by GSA to "resolve adverse effects from certain complex project situations". These actions are as follows:

1. Documentation and recordation including buildings and site, as needed, archives, historic structure reports, building preservation plans, landscape preservation treatment and management, and archaeological resources treatment and management;
2. Public outreach, interpretation, and education including the establishment of a citizens advisory panel, a permanent interpretative exhibit, a museum and visitors education center, signage, and public relations materials;
3. Public access program to be developed by GSA and DHS;
4. Conservation and artifact preservation; and
5. The 19th Century cemetery including interpretative program, perpetual care, and public access.

**Major Work Items for Mitigation**

- Documentation and Recordation (FY2016) ................................................................. $1,407,000
- Documentation and Recordation (FY2017) ................................................................. 400,000
- Public Outreach (FY2016) .......................................................................................... 500,000
- Public Outreach (FY2017) .......................................................................................... 200,000
- Public Outreach (future year request) ......................................................................... 1,175,000
- Cemetery (FY2016) .................................................................................................... 500,000
- Staffing (FY2014) ...................................................................................................... 200,000
- Staffing (FY2016) ...................................................................................................... 400,000
- Staffing (FY2017) ...................................................................................................... 400,000
- Staffing (future year request) ....................................................................................... 717,000
- Total .................................................................................................................................. $5,899,000

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V. BUILDING PROGRAM SUMMARY

**PHASE 1a - USCG Headquarters**

**Building Phase 1a**

Office and Special Space ............................................................... 1,179,500 gsf
Estimated Total Phase 1a ................................................................... 1,179,500 gsf

**Cost Information Building Phase 1a**

- Design (FY2006) ........................................................................... $24,900,000
- Management and Inspection (M&I) (FY2009) ................................. 12,925,000
- Estimated Construction Cost (ECC) (FY2009) ................................. 313,465,000
- Estimated Total Cost Phase 1a ...................................................... $351,290,000

**Schedule for Building Phase 1a**

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

**PHASE 1b - USCG Command Center and Special Space**

**Building Phase 1b**

Command Centers/Fitness Center/Retail ............................................ 158,450 gsf
GSA Field Office ............................................................................... 17,050 gsf
Estimated Total Phase 1b ................................................................. 175,500 gsf
Structured Parking (983 cars) ........................................................... up to 344,050 gsf

**Cost Information Building Phase 1b**

- Design (ARRA) ............................................................................. $10,659,000
- Management and Inspection (M&I) (ARRA) .................................. 15,674,000
- Management and Inspection (M&I) (FY2009) ................................. 228,000
- Estimated Construction Cost (ECC) (FY2009) ................................. 4,050,000
- Estimated Construction Cost (ECC) (ARRA) .................................. 167,936,000
- Estimated Total Cost Phase 1b ...................................................... $198,547,000

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10 Square footage is based on USCG housing plan, approved Master Plan, and design documents.
11 The Field Office is in addition to the USCG housing plan, not included with it, and was ready upon completion of Phase 1 and occupancy by USCG; however, DHS security requirements superseded GSA program needs.
12 Remaining unobligated project funds from site acquisition were used for M&I to complete Phase 1b.
13 Remaining unobligated project funds from site acquisition were used for M&I to complete Phase 1b.
14 Remaining unobligated project funds of $423K from site acquisition were used for new gate house and rehab work in Building 49.
PROSPECTUS – CONSTRUCTION
DHS CONSOLIDATION AT ST. ELIZABETHS
WASHINGTON, DC

Schedule for Building Phase 1b
FY 2010 - Design Completion
FY 2010 - Start Construction
FY 2013 - Complete Construction

PHASE 2a – DHS Headquarters Elements including the DHS Operations Center (DOC)

Building Phase 2a
Office of DHS Secretary and Executive Management .................................................. 378,000 gsf
DOC ............................................................................................................................. 188,000 gsf
USM Offices .............................................................................................................. 446,000 gsf
Estimated Total Phase 2a .......................................................................................... 1,012,000 gsf
Structured Parking (990 cars) .................................................................................. up to 346,500 gsf

Cost Information Building Phase 2a
Design (FY2009) ........................................................................................................ $5,000,000
Design (ARRA)15 ...................................................................................................... 11,607,000
Design (FY2014) ...................................................................................................... 10,837,000
Design (FY2016)16 .................................................................................................... 23,053,000
Management and Inspection (M&I) (FY2011) ......................................................... 1,500,000
Management and Inspection (M&I) (FY2014) ......................................................... 7,925,000
Management and Inspection (M&I) (FY2016)17 ....................................................... 17,925,000
Management and Inspection (M&I) (FY2017) ......................................................... 3,509,000
Estimated Construction Cost (ECC) (ARRA)18 ......................................................... 26,000,000
Estimated Construction Cost (ECC) (FY2011)19 ....................................................... 28,500,000
Estimated Construction Cost (ECC) (FY2014) ......................................................... 136,038,000
Estimated Construction Cost (ECC) (FY2016)20 ..................................................... 255,064,000
Estimated Construction Cost (ECC) (FY2017) ......................................................... 48,797,000
Estimated Total Cost Phase 2a .................................................................................. $575,755,000

Schedule for Building Phase 2a
FY 2016 - Design Completion
FY 2014 - Start Construction
FY 2019 - Complete Construction

15 This includes $132K from Spend Plan 11 for design-bridging documents related to planned rehabilitation work for the Center Building and $175K to complete DOC-A.
16 This includes funds for West Addition that will replace the re-scoped DOC under the Enhanced Plan.
17 This includes funds for Ice House and Hitchcock Hall originally planned for completion in Phase 1.
18 ECC is for parking garage in ravine that was completed in conjunction with garage for USCG staff.
19 This amount was for DOC shell construction.
20 This includes funds for Ice House and Hitchcock Hall originally planned for completion in Phase 1.
PHASE 2b – FEMA

Building Phase 2b
Office for FEMA Headquarters ................................................................. 423,000 gsf

Estimated Total Phase 2b ............................................................................. 423,000 gsf
Structured Parking for Visitors (640 cars) ................................................ up to 224,000 gsf

Cost Information Building Phase 2b
Design (ARRA) ........................................................................................... $17,401,000
Design (FY2016) ......................................................................................... 12,191,000
Design (FY2017) ......................................................................................... 1,669,000
Management and Inspection (M&I) (FY2017) .......................................... 18,504,000
Estimated Construction Costs (ECC) (FY2017) ......................................... 182,039,000

Estimated Total Cost Phase 2b ................................................................... $231,804,000

Proposed Schedule for Building Phase 2b
FY 2017 - Design Completion
FY 2018 - Start Construction
FY 2019 - Complete Construction

PHASE 3 – ICE, CBP, and Component Leadership

Building Phase 3
Office for ICE Headquarters elements ...................................................... 528,000 gsf
Office for CBP Headquarters ..................................................................... 432,000 gsf

Estimated Total Phase 3 ............................................................................. 960,000 gsf
Structured Parking (1,432 cars) ............................................................... up to 501,200 gsf

Cost Information Building Phase 3
Design (ARRA) ........................................................................................... $10,000,000
Design (FY17) ............................................................................................. 11,086,000
Design (future year request) ..................................................................... 10,522,000
Management and Inspection (M&I) (future year request) ....................... 28,811,000
Estimated Construction Cost (ECC) (future year request) ....................... 360,136,000

Estimated Total Cost Phase 3 ................................................................... $420,555,000
Proposed Schedule for Building Phase 3
FY 2019 - Design Completion
FY 2018 - Start Construction
FY 2021 - Complete Construction

Summary of Energy Compliance

Cogeneration and Waste Heat: Approximately 30% of the campus power will be produced on site via cogeneration. This percentage represents 100% of the critical campus electrical needs in times of emergencies. The waste heat generated by the natural gas fired turbines will be converted to both steam and hot water to help heat the buildings and, through steam driven absorption chillers, to help cool the buildings.

Solar Energy: Photovoltaic energy collection arrays were considered for electric street lighting but did not meet historic preservation requirement. Large photovoltaic arrays were also found to be untenable at the site due to the limited acreage that could be used to house the solar panels. However, solar energy collecting panels or roofing membranes have been incorporated on portions of the roof tops, for example, the Detached Dining Hall being rehabilitated for use as a cafeteria.

Geothermal: Geothermal wells will be considered to support heat pump systems for new construction of the support buildings, such as the remote delivery facility and pump house. If viable, future appropriations will be requested.
## Prior Appropriations

<table>
<thead>
<tr>
<th>Public Law</th>
<th>Fiscal Year</th>
<th>Amount</th>
<th>Purpose</th>
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<tr>
<td>109-115</td>
<td>2006</td>
<td>$24,900,000</td>
<td>Design of US Coast Guard HQ</td>
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<tr>
<td>109-115</td>
<td>2006</td>
<td>$13,095,000</td>
<td>Infrastructure, Design, Construction and Management and Inspection</td>
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<td>110-5</td>
<td>2007</td>
<td>$6,444,000</td>
<td>Infrastructure, Construction, and Management and Inspection</td>
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<td>111-5</td>
<td>2009</td>
<td>$454,988,000</td>
<td>Site acquisition, Construction and Development</td>
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<tr>
<td>111-8</td>
<td>2009</td>
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<td>112-10</td>
<td>2011</td>
<td>$30,000,000</td>
<td>Construction of DHS Operations Center</td>
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<td>112-74</td>
<td>2012</td>
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<td>Construction of Modular Utility Plant, Pump House, and portion of Access Road related to the US Coast Guard.</td>
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<td>113-76</td>
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<td>Adaptive reuse of Center Building</td>
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<td>113-235</td>
<td>2015</td>
<td>$144,000,000</td>
<td>Highway Interchange and access road</td>
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<td>113-235</td>
<td>2015</td>
<td>$38,100,000</td>
<td>Central Utility Plant (CUP)</td>
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<td>114-113</td>
<td>2016</td>
<td>$341,565,000</td>
<td>Historic Preservation, Design, Highway Interchange, Infrastructure, Construction, and Management &amp; Inspection</td>
</tr>
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**Appropriations to Date**

$1,592,031,000

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21 This amount does not include $20,008,000 of planning funds expended by HHS and GSA prior to FY2006.
## Prior Committee Approvals

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<th>Date</th>
<th>Amount</th>
<th>Purpose</th>
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<tr>
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<td>$24,900,000</td>
<td>Design of US Coast Guard HQ</td>
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<td>Senate EPW</td>
<td>07/20/2005</td>
<td>$24,900,000</td>
<td>Design of US Coast Guard HQ</td>
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<tr>
<td>House T&amp;I</td>
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<td>Senate EPW</td>
<td>01/20/2016</td>
<td>$221,358,000</td>
<td>Design and Construction of West Campus</td>
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Alternatives Considered (30-year, present value costs)

New Construction ................................................................. $3,496,124,000
Lease ..................................................................................... $3,926,325,000

The 30-year, present value cost of new construction is $430,201,000 less than the cost of leasing, or an equivalent annual cost advantage of $21,949,000.

Recommendation
CONSTRUCTION
Prospectus – Construction
DHS Consolidation at St. Elizabeths
Washington, DC

PDC-0002-WA17

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

Submitted at Washington, DC, on February 8, 2016

Recommended
Commissioner, Public Buildings Service

Approved
Administrator, General Services Administration