V. DEVELOPMENT SCENARIOS

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Approach

The existing facilities and the parcels of land have established a full menu of development components. With these individual parcels as building blocks, The Jones Lang LaSalle Team developed multiple development scenarios and then evaluated each of the scenarios against several evaluation criteria. The scenarios that most favorably addressed these criteria formed the basis for the final three representative scenarios. Each of the development scenarios follows GSA's required focus on use of the West Campus for a high security federal enclave and the proposed development scenarios will be suitable for either a multi- or single-tenanted campus.

The parameters that were evaluated included the following:

(a) Location, size, use and description of development types

(b) Feasibility for use as office space or supporting functions

(c) Federal new construction costs

(d) Constraints

(e) Risks

In the context of the St. Elizabeths site, development of the scenarios involved reviewing physical characteristics and all property information and then identifying the most appropriate plans for the property given the site attributes, market characteristics, area land uses, and infrastructure. The Land Use Feasibility Goals and Objectives guided this effort. Incorporating GSA's objectives for the site and complying with appropriate guidelines resulting from the site's status as a National Historic Landmark are central to this assessment.

Initially two base cases were developed (Scenarios A and B). The first was a baseline of only rehabilitating the existing structures and not adding any new construction. The second was a base case developed with the adaptive reuse of the existing buildings and new construction that would with "minimal impact" on the existing conditions.

Using these base cases as a starting point, the Jones Lang LaSalle Team developed multiple scenarios to accommodate varying levels of development intensity on the St. Elizabeths Site. In particular, we evaluated approaches for accommodating three, four, and six million rentable square feet on the site. Three representative scenarios (Scenarios C, D, and E) were developed reflecting our approach to accommodate these levels of development, while balancing the impact on site constraints. At the request of GSA, three additional scenarios were developed (Scenarios F, G, and H) to explore placement of development zones on areas of the site posing significantly greater impact to site constraints (e.g., the Center Building, and the Point).

Impact of Development on the Existing Conditions

Given the complex nature of the St. Elizabeths campus, we expect that any development scenario will affect the existing conditions of the site. These existing conditions and the affect of the development then become constraints on that development. The constraints on each scenario were encountered in any or all of the following areas:

- Legal constraints – Easements, covenants, zoning, and code requirements
- Historic/Cultural constraints – Preservation of historic structures, views, cultural landscapes and archaeological resources.
- Environmental constraints – Toxic materials, runoff, vegetation, and wildlife
- Physical constraints – Site topography, drainage, height limitations, and adjacent or surrounding uses
- Social / Political constraints – Community needs/wants, and GSA good neighbor policies
- Security / Access constraints – Setback requirements, vehicle and pedestrian movement

We considered the impact of each proposed development scenarios on these constraints as they were developed, where possible, alternative approaches toward addressing the impact were considered, while working to maximize the development potential of the site. When alternative approaches did not offer a better solution, the scenario and the risk or impact would be measured against the evaluation criteria.

Evaluation Criteria

While the constraints discussed above can be assessed and quantified, there are several additional risks that could impact the feasibility of development on the St. Elizabeths campus, including, for example, identification of hidden or unforeseen conditions (site and structures), escalation of construction costs, and political and community risks (impact of federal and/or local initiatives on site uses). In evaluating development scenarios we have identified the related risks with each scenario; determined the likelihood of the risk; and quantified the potential impact to redevelopment. We have grouped these various risks into four categories of evaluation criteria.

Internal Stakeholders

- Programmatic Requirements - The risk that the development scenario does not meet the programmatic needs or desires of the customer.
- Development Economics - The risk that the development scenario would not be economically viable as a project.
- Security Requirements - The impact that the development scenario poses to securing the site and the associated personnel.
- Schedule / Timeline - The risk that the development scenario will not be able to meet the current planning and development timeline.

External Stakeholders

- Community - The risk that the development scenario will meet with resistance from the ward residents and surrounding community.

Review / Approval Impacts

- Historic - The risk that this development scenario poses to a legally protected National Historic Landmark, affecting schedule and the ability to obtain State Historic Preservation Office (SHPO) and Advisory Council on Historic Preservation (ACHP) approval recommendations.
- NCPC Approval Risk - The risk that this development scenario will have difficulty obtaining approval from the National Capital Planning Commission (NCPC).

Physical Aspects

- Access / Transportation - The risk that the campus access system (i.e., gates) and key intersections in the surrounding area cannot be adequately modified (considering economic and approvability factors)

to support traffic generated by the development scenario and District Department of Transportation capacity requirements (i.e. acceptable Levels of Service).

- Environmental - The risk that the development scenario poses to the existing environment and the ability to obtain a Leadership in Energy and Environmental Design (LEED) Silver rating.
- Utilities - The risk that the existing utilities infrastructure inside and outside the site would not be able to support the proposed development scenario.

Development Scenario Assumptions

In addition to the GSA Goals and Guidance and the Goals and Objectives developed by the Land Use Feasibility Team, the following assumptions were used to guide the creation of the development scenarios:

Existing structures

The existing historic structures have not been examined individually in order to gauge their specific reuse potential. Accordingly, for purposes of this analysis, the documented gross square footage of the existing buildings are assumed to be uniformly amenable to adaptive reuse, with an assumed loss factor of 40% in converting gross to rentable area. We caution that some of these buildings, upon individual examination, may prove to be problematic in terms of reuse for office/administrative space. We have made no allowance for this in the calculation of the total site feasibility square footage figures.

Soils

Details of the existing soil conditions are not known at this time. Assumptions have been made concerning the stability and subsidence of the soils in the area and will have to be validated during further investigation.

Transportation

The following transportation assumptions were used as the basis for projecting and analyzing future transportation conditions associated with each of the development scenarios: 1) the campus will provide one parking space for every four employees, and 2) an additional access point will be provided at the northwest corner of the site via Firth Sterling Avenue. Analysis results are subject to change if either of these key assumptions is modified. In addition, analysis results may change if transportation connectivity improvements are not constructed as outlined in the District's South Capitol Gateway Corridor and Anacostia Access studies.

The National Capital Planning Commission recommends parking goals for federal campuses within the national capital region. Parking ratios vary depending on the urban character of the area or campus location (within the Central Employment Area, the Historic District of Columbia Boundaries, and Suburban Locations). The St. Elizabeths West Campus falls within the Historic District of Columbia Boundary. The parking policy for this area is one parking space for every four employees (1:4).

Providing one parking space for every four employees will require a very aggressive Transportation Management Plan with strategies for providing alternative modes of travel to campus. Strategies may include utilizing transit options such as Metrorail and the proposed Street Car, walking or biking to work, and shuttle service. The 1:4 parking ratio will help to minimize traffic generated by St. Elizabeths West campus.

Additional access to the campus was considered from Martin Luther King Avenue (an additional gate), Suitland Parkway, South Capitol Street, I-295, Alabama Avenue, Malcolm X Avenue, and Firth Sterling Avenue. Access from Firth Sterling is currently considered the most viable alternative access to the campus (based on a preliminary assessment; other additional access points may be studied in greater detail during the next phase of studies).

A proposed gate on Firth Sterling Avenue would allow for convenient access from I-295 and South Capitol Street without traveling on Martin Luther King, Jr. Avenue. This connection could potentially provide convenient access to parking locations on the lower terrain west side of campus. The proposed gate at Firth Sterling Avenue also has the added benefit of providing an additional point of access/egress for security and evacuation purposes as well as an additional gate for visitor and screening operations.

There are a couple of risks associated with a proposed access off of Firth Sterling Avenue. First, the District's proposed Street Car alignment and maintenance yard may conflict with a new gate at Firth Sterling Avenue. The specific design will need to be studied in greater detail during future studies. Additionally, there may be some community resistance to developing an access point at Firth Sterling Avenue since this access point is directly adjacent to a residential area.

Utilities/ Infrastructure

It is assumed that the utility infrastructure for the entire site will have to be replaced and upgraded.

Development Scenarios

Eight Development Scenarios are included in this Analysis and are illustrated on the following pages. They can be grouped in the following ways

Base Case Scenarios

Scenario A – Adaptive reuse only

Scenario B – 1.6 million rentable square feet of adaptive reuse and new constrution

Representative Scenarios

Scenario C – Three million rentable square feet of adaptive reuse and new construction

Scenario D – Four million rentable square feet of adaptive reuse and new construction

Scenario E – Six million rentable square feet of adaptive reuse and new construction

Additional Study – Starting with development in certain prescribed areas

Scenario F – Three million rentable square feet of adaptive reuse and new construction

Scenario G – Four million rentable square feet of adaptive reuse and new construction

Scenario H – Six million rentable square feet of adaptive reuse and new construction