

## 2.0 Proposed Action and Alternatives

### 2.1 Proposed Action

As previously stated, the United States (U.S.) General Services Administration (GSA) is proposing to consolidate the Federal Bureau of Investigation (FBI) Headquarters (HQ) at a secure complex situated within the National Capital Region (NCR) to meet the purpose and need of the FBI (see section 1.3). This project would leverage the value of the approximately 6-acre J. Edgar Hoover (JEH) parcel and exchange it for a new complex that can accommodate the FBI's entire HQ operations in one location. This new complex would be built by a developer chosen by GSA and FBI on one of the three sites that have been identified as best meeting the criteria summarized in section 2.3 and closely examined in this Draft Environmental Impact Statement (EIS). Two locations (Greenbelt and Landover) are located within Prince George's County, Maryland, with one site in Fairfax County, Virginia (Springfield).

The Proposed Action encompasses two parts:

- Acquisition of a consolidated FBI HQ at a new, permanent location; and
- Exchange of the JEH parcel.

The Proposed Action would allow GSA to leverage its current assets in exchange for property and services to support the space consolidation efforts of GSA and FBI. The exchange would convey the JEH parcel to the private sector, whose redevelopment would be consistent with local land use controls and redevelopment goals for Pennsylvania Avenue.

### 2.2 FBI Program

The FBI identified a need to consolidate approximately 2.5 million gross square feet (GSF) of secure office and shared-use space as well as associated parking and ancillary facilities. The program is common to all site alternatives under consideration and consists of the following components:

- **Main Building(s): 2.4 million GSF** - The primary component of the FBI HQ is the Main Building comprising approximately 2.4 million GSF. This building or series of buildings would house the majority of the approximately 11,000 employees, plus approximately 400 non-seated contractors, such as custodial staff and food service workers. The Main Building would include a variety of spaces, including general office space, collaborative workspaces, the Mission Briefing Center and auditorium (to be used for training and large meetings), a cafeteria/food court, retail spaces, fitness center, credit union, and medical clinic. The building(s) would also include support spaces such as loading docks, police/security spaces, and information technology infrastructure.
- **Parking Structures:** Employee parking at each site would be accommodated in one or more parking structures adjacent to the Main Building(s). Between approximately 3,600 to 7,300 parking spaces would be provided, based on the parking ratios outlined in the Transportation Element of the Comprehensive Plan for the NCR. In addition to accommodating employee parking (including non-seated contractors), the parking structures would provide parking for the FBI HQ's fleet vehicles. Visitor parking, ranging from 135 to 323 spaces, would be provided in a surface lot outside of the secure perimeter, adjacent to the Visitor Center (VC).

Figure 2-1: FBI HQ Facility Components

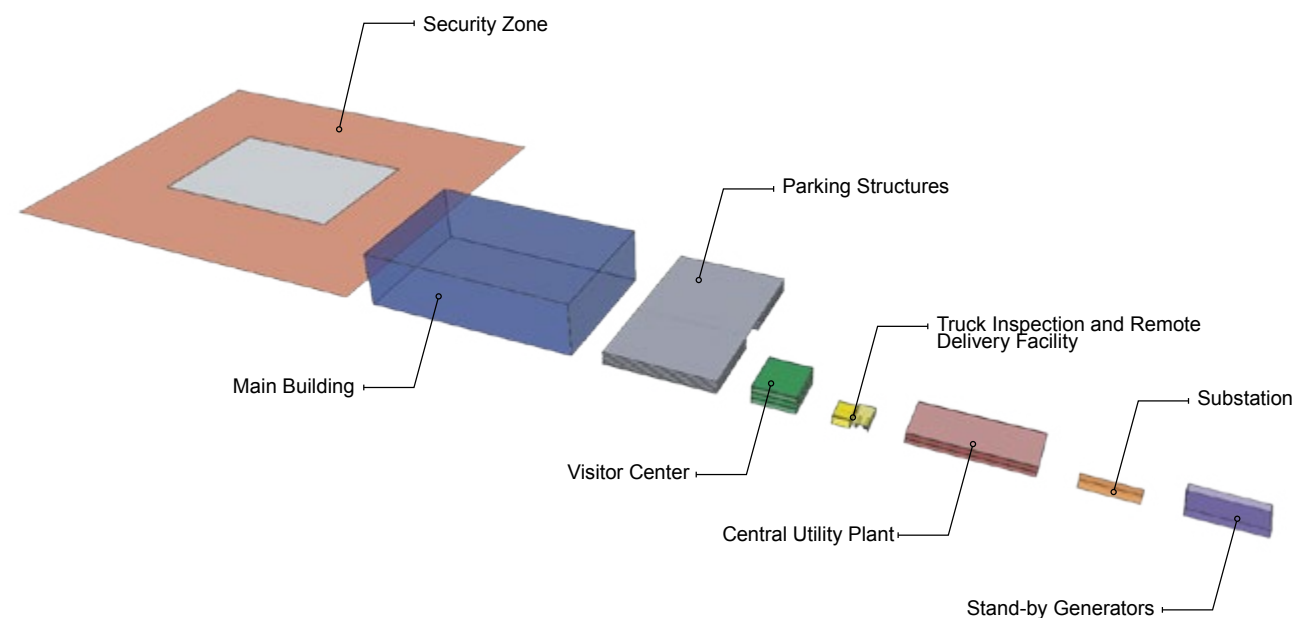


Table 2-1: Facility Component Areas

Facility Component	GSF (approximate)
<b>Main Building</b>	<b>2,349,000</b>
Main Office Building	
Mission Briefing Center (including auditorium)	
<b>Visitor Center</b>	<b>60,000</b>
Visitor Center	
Education Center	
Firing Range	
<b>Truck Inspection and Remote Delivery Facility</b>	<b>9,000</b>
Truck Screening	
Remote Delivery Facility	
<b>Utilities</b>	<b>124,000 - 128,000</b>
Central Utility Plant	
Stand-by Generators	
Substation <sup>a</sup>	
<b>Campus Total (excluding parking)</b>	<b>up to 2,546,000</b>

<sup>a</sup> Would be required at the Landover and Greenbelt sites, but not at the Springfield site. See sections 4.1.12, 5.1.12, and 6.1.12 for more information.

- **Visitor Center: 60,000 GSF** - The VC is expected to function as the primary public entrance portal to the FBI HQ campus. The Visitor Orientation area, including exhibit space highlighting the FBI's culture and history, is planned for the VC. Therefore, the VC must be capable of accommodating small and large groups of visitors.
- **Truck Inspection Facility: 9,000 GSF** - The Truck Inspection Facility's (TIF's) primary function is to secure and process incoming truck deliveries. It serves as the primary point for processing incoming materials to the FBI HQ complex. Delivery trucks would access the campus at a designated truck gate adjacent to the TIF. The TIF is expected to include approximately 9,000 GSF of built area as well as paved areas to accommodate circulation and parking for large trucks.
- **Central Utility Plant & Associated Utility Infrastructure: 124,000 to 128,000 GSF** - The Central Utility Plant (CUP) would provide the primary Heating Ventilation and Air Conditioning (HVAC) system, hot water, and electrical needs for the entire HQ campus. This facility would include stand-by generators to ensure adequate redundancy in the power supply and provide electricity during power outages. Space would also be provided for fuel storage, cooling towers, a boiler room, miscellaneous electrical system components (including a substation at sites where stepping down the electrical feed would be required<sup>1</sup>), and building maintenance workshops. The CUP components would be located inside the security zone but offset from the Main Building.

Providing sufficient access to the campus while complying with Interagency Security Committee (ISC) Level V facility requirements is critical to the campus as well as the FBI's ability to carry out its mission. To that end, in addition to the components, described previously, the provision of vehicular gates, truck access points to be co-located with the TIF, and pedestrian access points would be included as part of the campus development. Table 2-1 identifies the total area required for each facility component, and figure 2-1 diagrams the facility components.

<sup>1</sup> Would be required at the Landover and Greenbelt sites, but not at the Springfield site. See sections 5.1.12, 6.1.12, and 7.1.12 for more information.

## 2.3 Alternatives Development Process

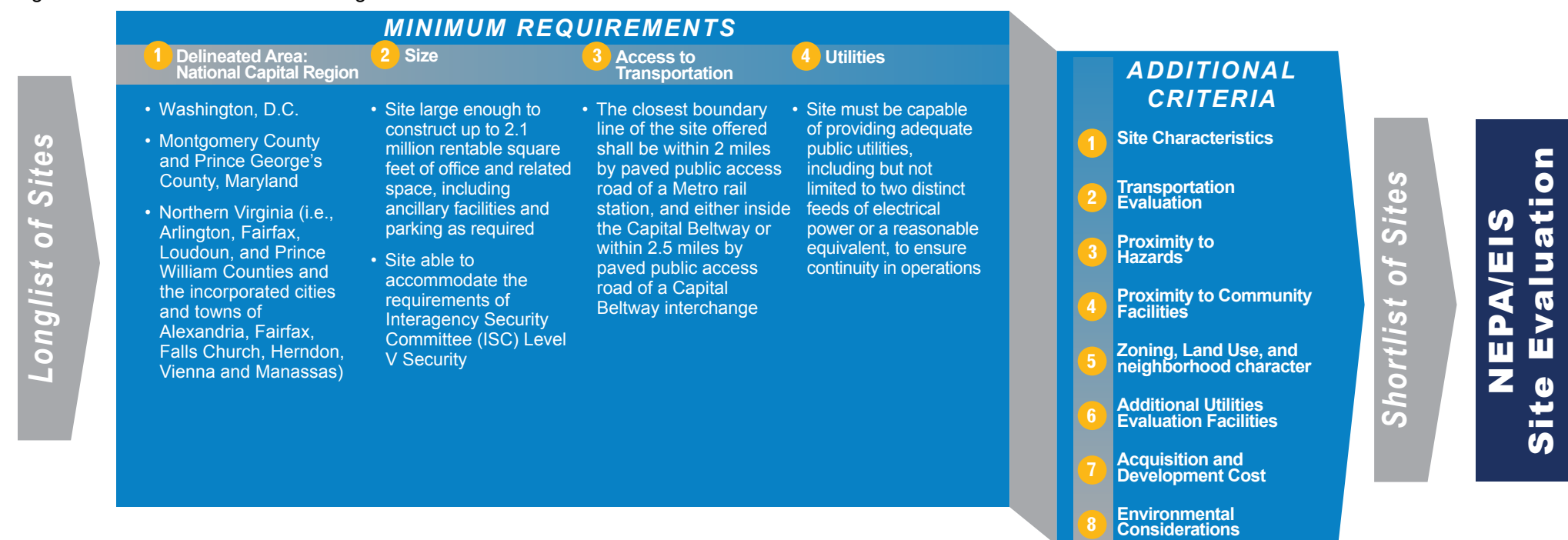
In accordance with the National Environmental Policy Act (NEPA), Federal agencies are required to evaluate a range of reasonable alternatives and provide a discussion of why these alternatives were eliminated from detailed study (40 CFR §1502.14). GSA and FBI undertook a multi-step process to identify alternatives for the consolidation of the FBI HQ which are described in this chapter. At various points throughout this process, site alternatives were considered but eliminated from detailed study because they would not meet the purpose and need for the Proposed Action, as described in section 1.3.

An extensive site evaluation process, conducted pursuant to 40 U.S.C. §3304 (Acquisition of buildings and sites), was undertaken to identify suitable sites to accommodate a new consolidated FBI HQ and the associated program requirements of the FBI. The first element of this process was a technical screening process, whereby all Federal sites in the NCR as well as sites offered to GSA through the Request for Expressions of Interest (REOI) process, as described in section 1.4, were evaluated according to two sets of criteria: (1) minimum requirements and (2) limiting and enabling criteria, hereafter referred to collectively as additional criteria. This process is outlined in figure 2-2.

The minimum requirements included:

- Located in the delineated area of the NCR (Washington, D.C.; Montgomery County and Prince George's Counties, Maryland; Arlington, Fairfax, Loudoun, and Prince William Counties and the incorporated cities and towns of Alexandria, Fairfax, Falls Church, Herndon, Vienna, Manassas, and Manassas Park, Virginia).
- Large enough to construct up to 2.1 million rentable square feet (RSF) of office and related space, plus parking as required by local code, able to accommodate the physical requirements of an ISC Level V facility, applicable zoning, and other restrictions imposed by law or regulation.

Figure 2-2: Technical Site Screening Process



- With a closest boundary line of the site offered within 2 miles by paved public access road of a Metrorail station; and either inside the Capital Beltway or within 2.5 miles by paved public access road of a Capital Beltway Interchange.
  - Capable of providing adequate public utilities, including but not limited to two distinct feeds of electrical power or a reasonable equivalent, to ensure continuity in operations.
- Sites meeting the minimum requirements were advanced to the additional criteria analysis. Additional criteria included:
- Site Characteristics: larger sites or those providing greater development flexibility were evaluated more favorably.
  - Transportation: sites offering proximity to Metrorail and other forms of public transportation, and sites with better access to the Capital Beltway were evaluated more favorably.
  - Proximity to Hazards: continuous or infrequent hazards include but are not limited to facilities involved in hazardous materials generation, handling, processing, or disposal; facilities presenting dangers that cannot be reasonably mitigated, including biological research facilities, pharmaceutical production and research facilities, and bulk gas facilities; railroad lines associated with transport of freight, including hazardous materials, and airports. Proximity to these hazards was evaluated less favorably.
  - Proximity to Community Facilities: including but not limited to hospitals, schools, and childcare centers. Proximity to these facilities was evaluated less favorably.
  - Zoning, Land Use, and Schedule: sites on which the development of the FBI HQ would be contrary to current zoning or local land use plans and/or which would not currently be capable of obtaining site development were evaluated less favorably.

### PRIMARY SITE PLANNING PRINCIPLES

- Meet ISC Level V facility standards.
- Consider surrounding land uses when siting facility components.
- Promote the use of transit.
- Leverage site's natural character when locating facility components.
- Minimize impacts on floodplains and wetlands.
- Identify realistic access, circulation, and turning movements.
- Compact arrangement to promote public spaces and safe pedestrian environment.
- Ability to create functional zones within the campus.
- Separate vehicular, truck, and pedestrian circulation to the extent practicable.
- Ability to maximize Main Building Developable Area.
- Co-locate CUP, generator/substation, and workshops.

### PRIMARY DESIGN REQUIREMENTS

- Main building(s) would be located in a secure zone offset from controlled perimeter.
- Parking structure, CUP, and utility infrastructure would be located within the secure zone.
- VC, visitor parking, vehicular screening, and TIF would be located outside of the controlled perimeter.
- Controlled perimeter would be composed of fencing along site boundary, vehicle barriers, and other security apparatuses at gate. Clear zone inside fence line to allow surveillance and vehicular access for FBI police and security personnel.
- Two or more pedestrian/vehicular employee entrances and one truck entrance, all with adequate separation.
- Appropriate queuing space, lanes between property boundary and entry control facilities (ECFs).
- Parking provided for employees in one or more parking structures within the secure perimeter. Visitor surface parking outside the secure perimeter. The number of spaces allotted for visitors or employees varies by site based on NCPD guidelines. Parking spaces would also be allocated for FBI fleet vehicles within parking structure(s).
- Number of stories required for Main Building(s) to accommodate approximately 2.4 million GSF would be estimated on total acreage of Main Building Developable Area for each site.
- Vehicular and pedestrian circulation would be consistent with planned roadway improvements and intersection locations as received from state/county transportation and planning agencies.
- Pedestrian access points would be located adjacent to transit stations and would allow easy access to both the VC and Main Building.
- Truck access points would be co-located with the TIF.
- Vehicular gates would be configured to allow adequate queuing space between the property boundary and vehicular gate, and to provide adequate entrance lanes so that intersections where ingress and egress occurs obtain a passing Level of Service (LOS).

- Utilities: Sites offering more reliable access to public utilities were evaluated more favorably.
- Acquisition and Development Cost: sites that, in the Federal Government's estimation, provide opportunities to lower overall development costs for an FBI HQ were evaluated more favorably.
- Environmental Considerations: sites on which the development of an FBI HQ would significantly disturb natural resources or otherwise have significant impacts on the quality of the human and natural environment in ways that could not reasonably be mitigated were evaluated less favorably.

GSA established a site evaluation panel, consisting of three GSA and two FBI employees, whose purpose was to identify one or more sites that met or exceeded the Federal Government's requirements. Overall, GSA received eight Expressions of Interest (EOI) from private landowners and the District of Columbia government; and examined an additional nine sites currently owned by the Federal Government. Several respondents withdrew sites during the course of the site evaluation process. Those sites that also failed to meet the future needs of the FBI in advancing their mission were eliminated from consideration. Of the remaining sites, the site evaluation panel identified the sites that best met or exceeded the evaluation criteria. After careful review, three sites were selected to comprise a shortlist of sites to be studied as site alternatives in the EIS.

Once GSA and FBI selected the sites to be studied in the EIS, they assembled a team of urban designers, landscape architects, environmental planners, security experts, transportation planners, transportation engineers, and civil engineers to develop conceptual site plans for each site alternative. The goal of the alternatives development team was to develop realistic plans for each site that would accommodate the program, meet the design requirements and site planning principles, avoid and preserve sensitive environmental resources, and respond to concerns raised in public and agency scoping comments. In addition to what is being analyzed in this EIS, several conceptual site plan options for each site were developed and eliminated because they did not adequately meet the site planning principles or primary design requirements.

### 2.3.1 Primary Site Planning Principles and Design Requirements

Site planning principles and design requirements, based on FBI program needs, informed the conceptual site plan development and are noted in the gray box to the left.

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## 2.4 Alternatives Considered

### Introduction

The analysis of environmental impacts for each of the three alternatives is based on conceptual site plans informed by both site planning principles and design requirements based on FBI program needs. These site plans are conceptual in nature and represent a program-compliant layout that would yield a conservative estimate of the environmental impacts associated with each alternative. The alternatives include potential site plans based on context but in no way point to a specific design solution. Ultimately, the layout and design of the proposed FBI HQ could be altered during the final design process with the selected exchange partner.

The National Capital Planning Act of 1952, as amended, instructs Federal agencies preparing for construction of projects or acquisition of land that is paid for in whole or part by Federal funds to consult with NCPC in its preparation of plans and programs to the extent that they affect the Comprehensive Plan for the National Capital. Therefore, after the preferred alternative is identified, it would undergo a master planning process that will include review by NCPC. The NCPC review will ensure the proposed plans align with the policies contained within the Comprehensive Plan for the National Capital: Federal Elements, which acts as a blueprint for long-term development of Federal properties in the NCR and provides a guidance on elements that impact the current and future needs of Federal employees and visitors. The public would also have an opportunity to see and comment on the consolidated FBI HQ Master Plan during the NCPC review process. GSA would perform supplemental NEPA analysis, as necessary, if there is substantial variance from what is considered in this EIS.



Figure 2-3: Regional Site Map



Figure 2-4: FBI HQ Consolidation Alternatives

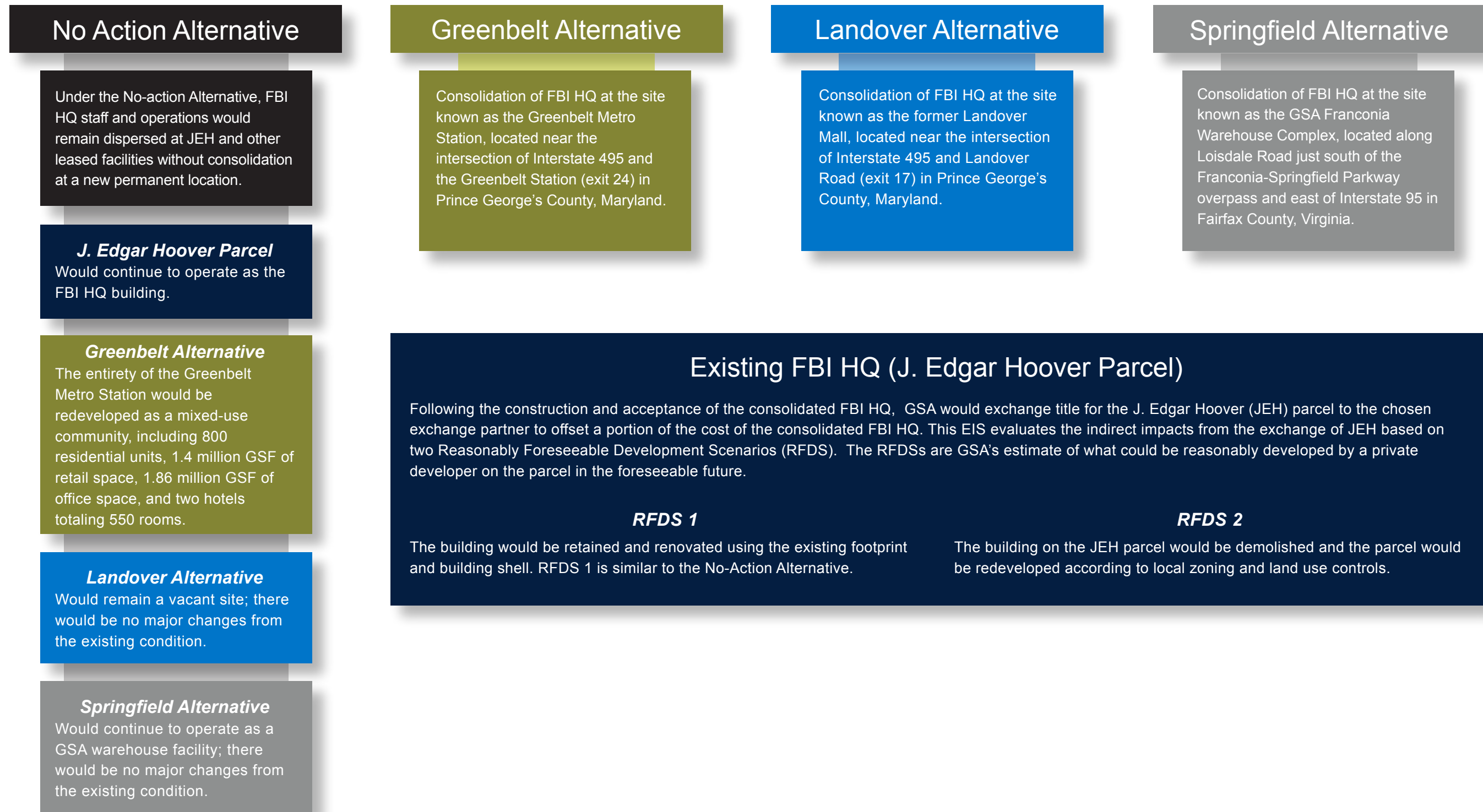
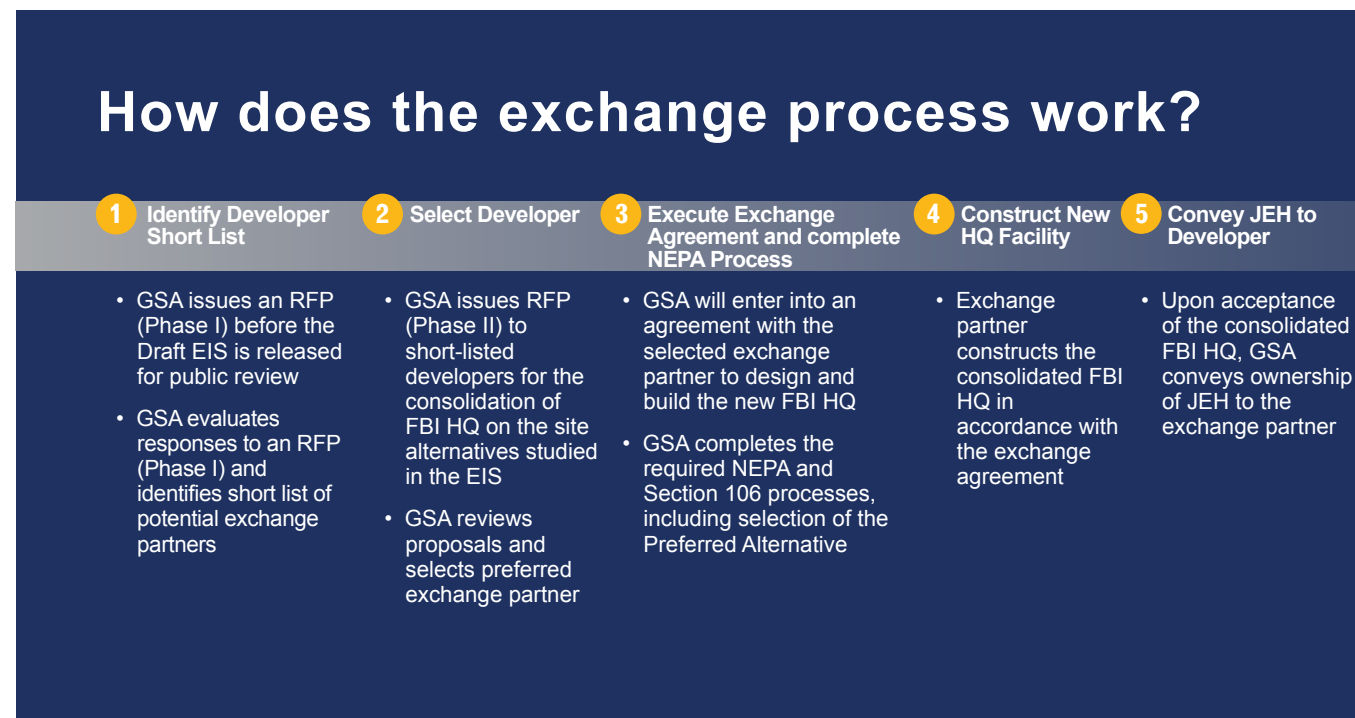


Figure 2-5: The JEH Exchange Process



The conceptual site plans presented in this EIS allow the impacts of consolidating the FBI HQ at each site to be understood and described in terms of each site's ability to meet the FBI mission, cost, and environmental impacts. Site plans for each alternative were developed in an iterative and collaborative process, which regularly interfaced with GSA and FBI leadership.

Alternatives analyzed in this EIS include two locations within Prince George's County, Maryland (Greenbelt and Landover) and one in Fairfax County, Virginia (Springfield), as shown in figure 2-3. Refer to sections 2.4.1 through 2.4.3.

This EIS also considers a No-action Alternative (section 2.4.5), wherein the FBI HQ would not be consolidated, and its staff and operations would remain dispersed throughout the NCR at JEH and other leased facilities. Figure 2-4 provides an overview of the alternatives evaluated in this EIS.

The exchange of the JEH parcel to a private exchange partner is common to all of the Action Alternatives, as it would be a crucial component to facilitate the consolidation of the FBI HQ at any of the sites. As such, the JEH parcel exchange has been incorporated as an element of the Proposed Action, and the potential indirect effects resulting from its redevelopment was assessed. Consequently, two Reasonably Foreseeable Development Scenarios (RFDSs), and accompanying site activities, were hypothesized for the future private redevelopment of the JEH parcel in order to estimate the potential for indirect environmental impacts resulting from the redevelopment of the parcel prior to the identification of the end user.

These redevelopment scenarios, known as RFDS 1 and RFDS 2, are an estimate of what could be reasonably developed on the JEH parcel in the foreseeable future based on Pennsylvania Avenue Development Corporation (PADC) guidelines and D.C. zoning requirements (see section 2.4.4). These scenarios were based on (A) what is viewed as the most likely primary use of the site, and (B) a potential reuse that would yield the most conservative results for analysis (or a worst-case scenario in terms of impact). It is important to underscore that the RFDSs are conceptual in nature and have been developed for analysis purposes only. They do not serve as GSA's recommendation or proposal for the future use, development or design of the JEH parcel.

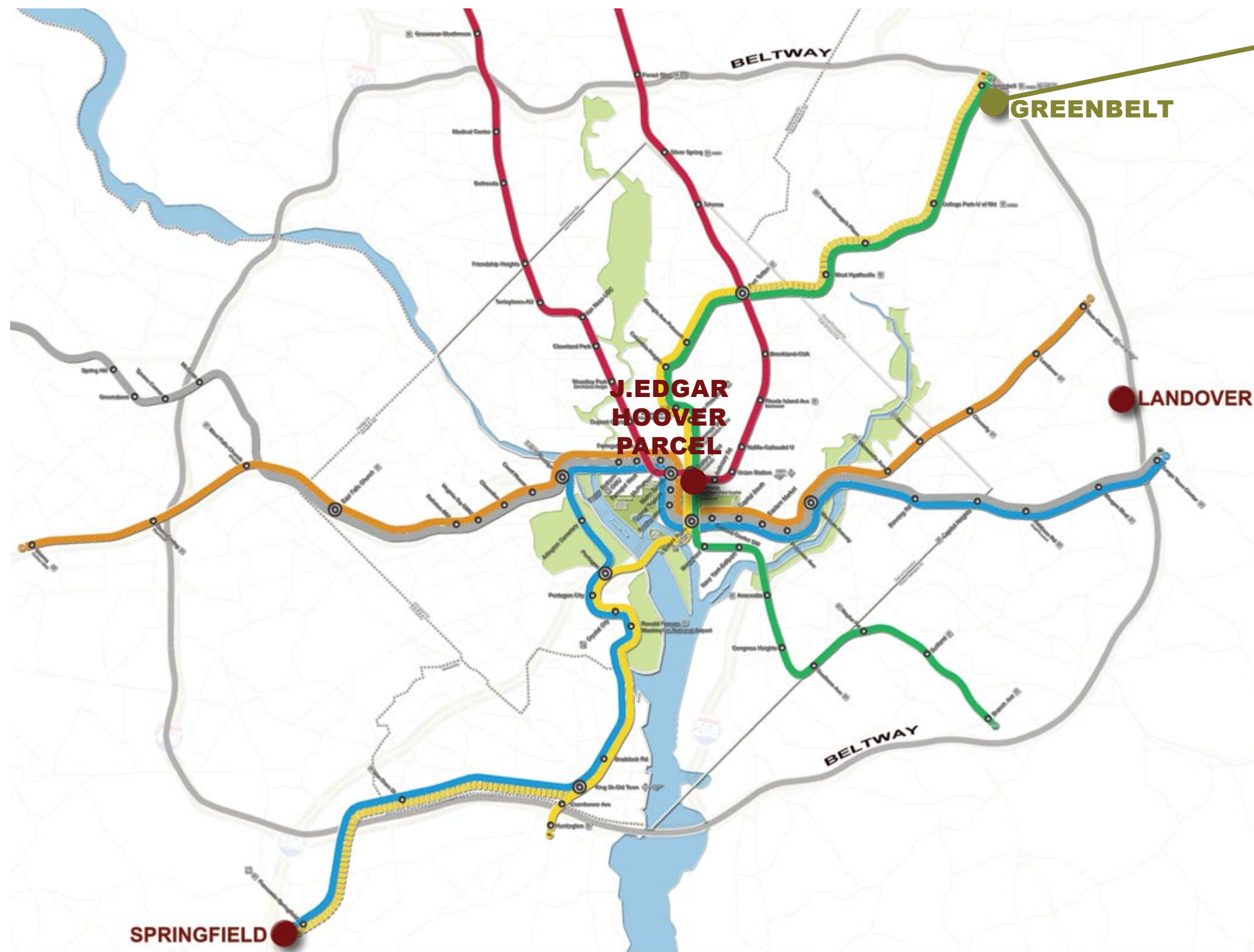
The Draft EIS does not identify the selection of a Preferred Alternative. A Preferred Alternative would be identified in the Final EIS, and would be informed by the ongoing two-phase solicitation process. GSA and FBI would consider several factors when identifying a Preferred Alternative, including but not limited to the ability of each site to meet the FBI's mission; the cost to develop a consolidated FBI HQ at each site, including required mitigation; and the environmental impacts at each site. A Preferred Alternative would be identified in the Final EIS.

The exchange partner would be identified through a two-phase process as shown in figure 2-5. On December 19, 2014, GSA issued a Phase I Request for Proposals (RFP) to the development community to identify a shortlist of development teams that meet the minimum requirements outlined in the RFP (GSA 2014). The shortlist of potential development teams has recently been identified, and a Phase II RFP for those development teams is forthcoming. The exchange partner selection process will help GSA and FBI identify a Preferred Alternative for the consolidated FBI HQ.



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Figure 2-6: Greenbelt Site Overview



## Greenbelt Site

- Approximately 61 acres
- Owned by WMATA and the State of Maryland
- Adjacent to the Greenbelt Metro Station, the northern terminus station on the Metrorail Green line and the Yellow line during rush hour. It is well served by regional and local bus routes, and the Maryland Area Regional Commuter (MARC) commuter train provides service between Baltimore and Washington, D.C.
- Site would be accessed via new and modified Capital Beltway ramps (constructed and maintained by MSHA) and an extension of Greenbelt Station Parkway. Egress would occur along Greenbelt Metro Drive and Greenbelt Station Parkway.
- Indian Creek runs through a natural area on the southeastern portion of the site
- Main building developable Area: 4.0 acres
- Assumed main building height: Up to 17 stories/225 feet
- Visitor Parking: 135 spaces
- Employee Parking: 2 8-story structures containing approximately 3,600 employee parking spots
- Fence line excludes Indian Creek stream channels and wetlands; facility development excludes wetlands and floodplains. The entire riparian area would be preserved as security easement
- Due to local utility requirements, a substation would be required
- Direct connection between Greenbelt Metro Station and the FBI HQ campus for employees.

## 2.4.1 Greenbelt

The approximately 61-acre Greenbelt site is situated in Prince George's County, Maryland (figure 2-6) on a portion of the surface parking lot of the Washington Metropolitan Area Transit Authority (WMATA)-owned Greenbelt Metro Station and on undeveloped land owned by the State of Maryland (figure 2-7). Indian Creek runs through an undeveloped, riparian forest area located on the southeastern portion of the site that contains wetlands, floodplains, and braided stream channels. This site is the northern terminus station on the Metrorail Green line and is also served by the Yellow line during rush hour. It is well served by regional and local bus routes, and the Maryland Area Regional Commuter (MARC) commuter train provides service between Baltimore and Washington, D.C.

### RIPARIAN FOREST

A forested or wooded area adjacent to a body of water or stream. These areas are instrumental in reducing non-point source pollution of waterways from adjacent land, reducing erosion, and providing habitat for a variety of wildlife.



Greenbelt Metro Station Bus Bays



Indian Creek

Figure 2-7: Greenbelt Conceptual Site Plan



Figure 2-8: Greenbelt Functional Zones Diagram

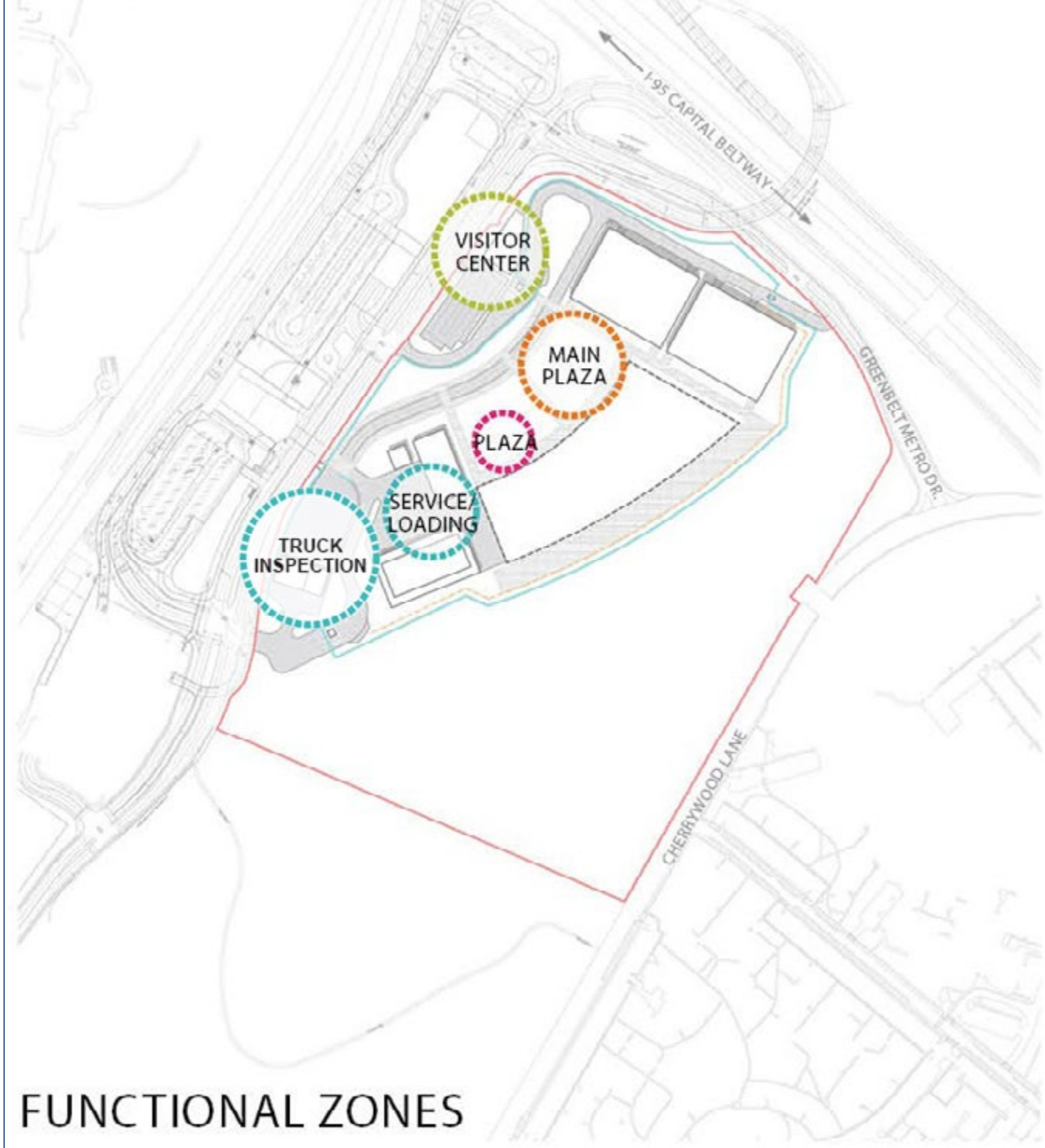


Figure 2-8 shows that the site is divided into several functional zones. These zones were developed as a planning tool to keep the various functions within the HQ campus separated spatially, in accordance with the planning principles and design requirements. The truck inspection zone would be located in the southwestern corner of the site, with trucks accessing the site from the Capital Beltway and Greenbelt Station Drive at the southern gate. This zone would contain the TIF. Adjacent to this zone would be the service and loading zone, which would be located east of the remote delivery zone and adjacent to the southern end of the Main Building. This zone would contain the CUP, stand-by generators, and substation, and would provide access to the Main Building for loading and maintenance. The area in front of the Main Building would form the main plaza zone. This zone would provide a pedestrian-oriented open space for employees and visitors to use, as well as a stage for a primary entrance to the Main Building. The visitor center zone would be located near the northwestern corner of the site, adjacent to the main gate. It would contain the VC, visitor parking, and bus drop off. The visitor parking lot would accommodate up to 135 spaces.

Access to the site would be provided via three employee entrances (ECFs) primarily along the extension of Greenbelt Station Parkway (figure 2-9). Visitor vehicular traffic would also access the site through the visitors' parking lot located along Greenbelt Station Parkway. Employee pedestrian traffic would access the site through a separate pedestrian gate with a direct connection to the Greenbelt Metrorail Station while visitor pedestrian traffic would access the site via the VC, adjacent to the visitor parking lot.

Given the proximity to transit, and in accordance with NCPC parking policy, a parking ratio of one parking space for every three employees is assumed, equating to approximately 3,600 spaces. In the conceptual site layout analyzed in the EIS, these spaces would be accommodated in two, eight-story parking structures. As noted previously, the Draft EIS analysis is based on employee parking ratios recommended by the National Capital Planning Commission (NCPC). The FBI has recently completed a more detailed analysis of employee commuting patterns that, along with other factors, points to a need for more parking spaces. The final EIS will reflect an updated traffic impact analysis and mitigation plan as necessary. The final site location, configuration, and layout of the parking structures would be determined during the design process.

During the planning process, GSA and the FBI responded to public and agency concerns regarding potential adverse effects on natural resources within the Indian Creek riparian area by relocating the planned perimeter security fence. Rather than enclosing the entirety of the site, including the Indian Creek riparian area, the new fence alignment would largely avoid the 100-year Federal Emergency Management Agency (FEMA) floodplain, and exclude existing wetlands (including a 25-foot non-tidal wetland buffer required by the Maryland Department of the Environment [MDE]) and streams. The required setback between the modified secure perimeter and the southeastern side of the Main Building has been reduced to allow an adequate footprint for the building. This development modification would greatly reduce, if not eliminate, all potential adverse impacts to water, biological, and earth resources on the site, in accordance with Federal regulations and statutes that require GSA and the FBI to avoid and/or minimize these impacts. Therefore, the infrastructure associated with the HQ campus described in section 2.1 would be limited to the approximately 33-acre footprint of the existing surface parking lot and access roads/capital Beltway ramps. The remainder of the site, which is composed of a riparian forest, wetlands, and floodplain associated with the Indian Creek stream valley, would be preserved for a security buffer.

Figure 2-9: Greenbelt Circulation Diagram

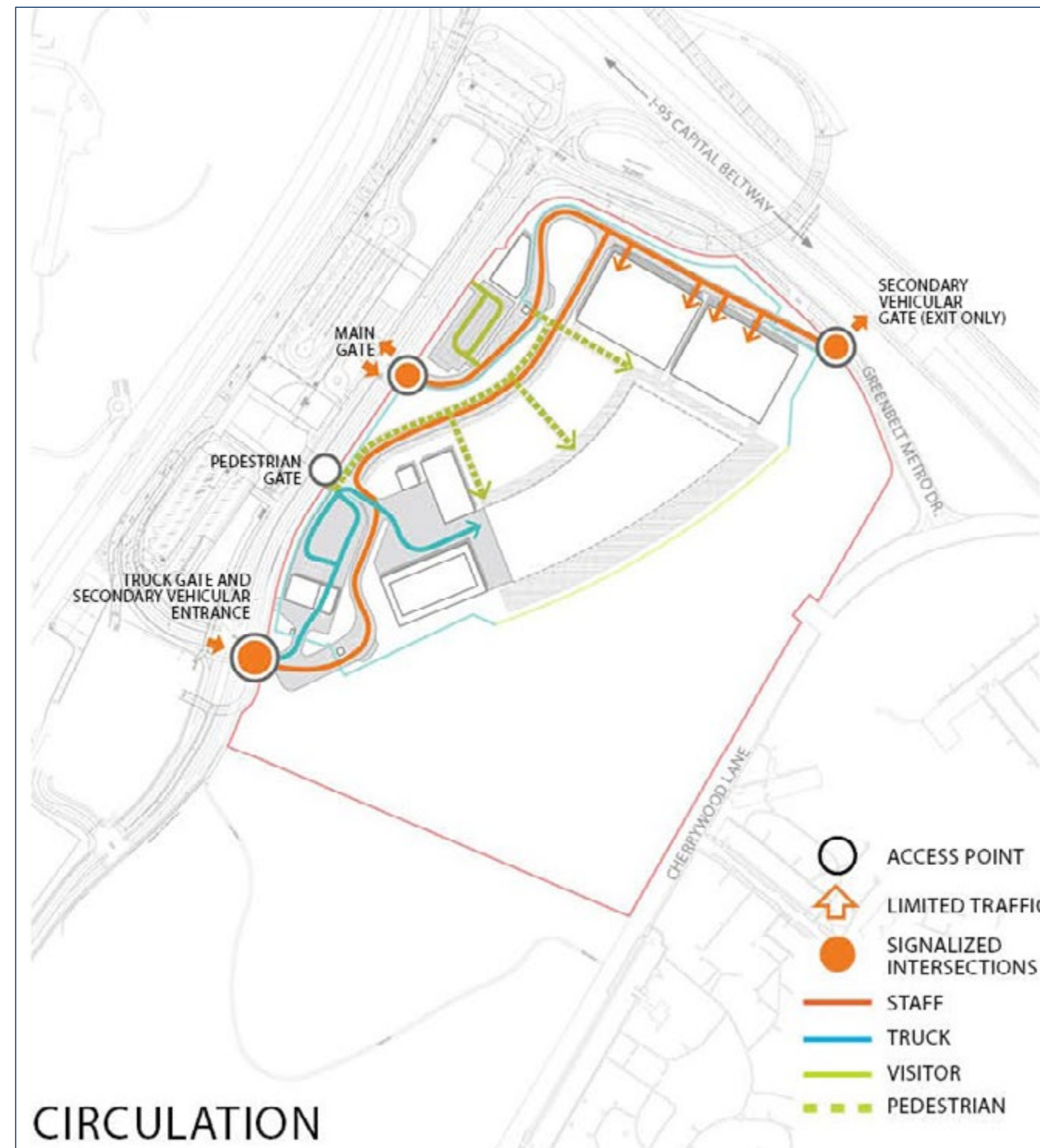


Figure 2-10: Landover Site Overview



## Landover Site

- Approximately 80 acres
- Owned by Lerner Enterprises
- All facilities associated with the former mall have been demolished
- Just under 2 miles away from Largo Town Center Station, the eastern terminus station on the Metrorail Blue and Silver lines, moderately served by local bus routes, with limited regional service currently available
- Site would be accessed via Brightseat Road and Evarts Street. Egress would occur along Landover Road, Evarts Street, and a new connection to Brightseat Road south of Landover Road.
- Main building developable Area: 15.8 acres
- Assumed main building height: Up to 11 stories/154 feet
- Visitor Parking: 323 spaces
- Employee Parking: 2 10-story structures containing approximately 7,300 employee parking spots
- Due to local utility requirements, a substation would be required
- Shuttle bus to provide service to Largo Town Center Metrorail station

## 2.4.2 Landover

The Landover site, also located within Prince George's County, Maryland (figure 2-10), comprises approximately 80 acres at the site of the former Landover Mall (figure 2-11). Currently, this parcel is owned by Lerner Enterprises. All buildings associated with the former mall have been demolished. The Largo Town Center Station is the eastern terminus station on the Metrorail Blue and Silver lines and is located two miles to the southeast of the Landover Site. It is moderately served by local bus routes, with limited regional service currently available.



Landover Mall during Demolition (2006).



Landover Mall Before Demolition. Photo courtesy of Joshua Goodwin, Licensed under CC BYSA 3.0 via Wikipedia

Figure 2-11: Landover Conceptual Site Plan



Figure 2-12: Landover Functional Zone Diagram

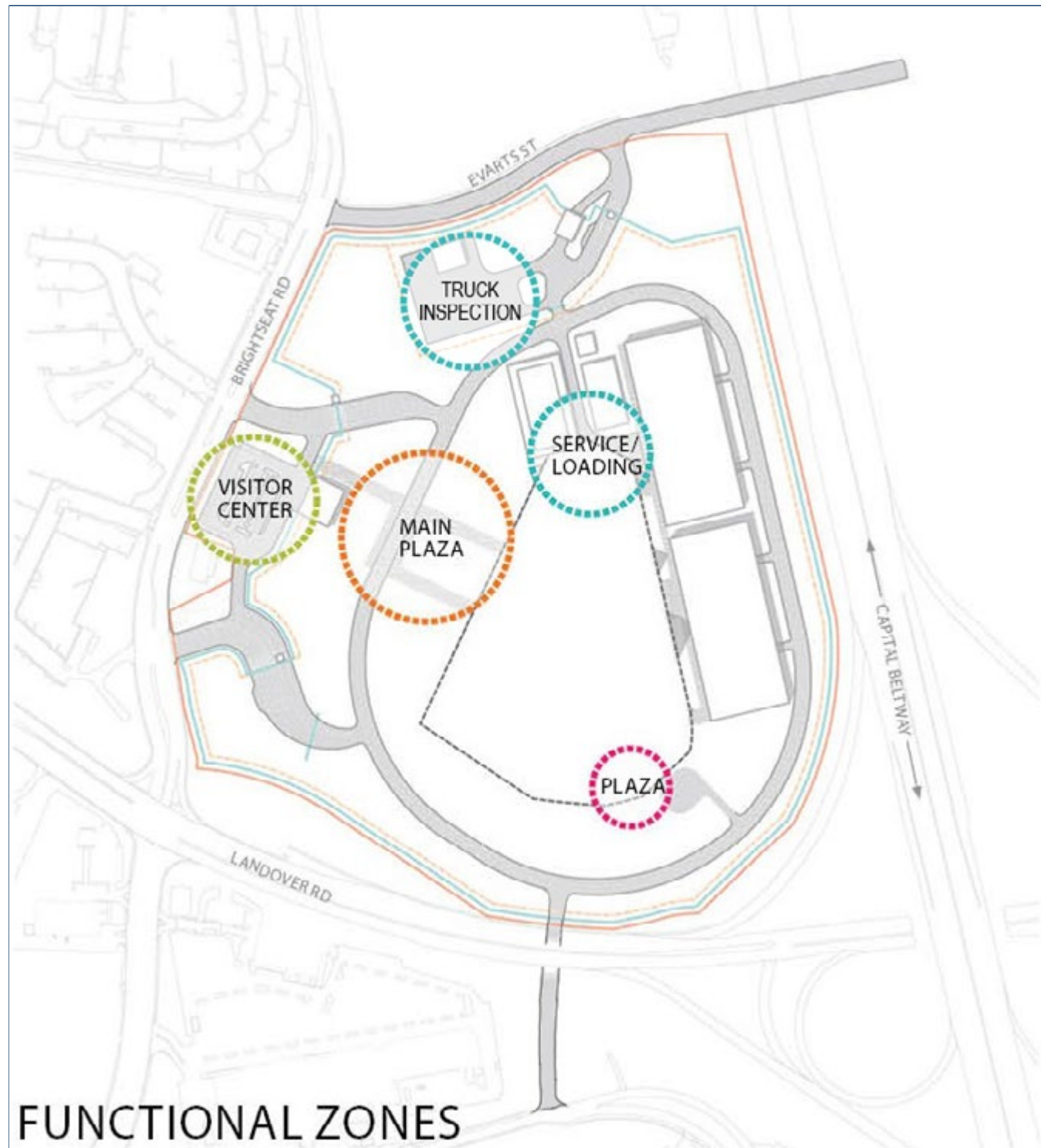


Figure 2-12 shows the site's functional zones. These zones were developed as a planning tool to keep the various functions within the FBI HQ campus separated spatially, in accordance with the planning principles and design requirements described in section 2.1. The truck inspection zone would be located in the north central portion of the site, with trucks accessing the site from the Capital Beltway via Brightseat Road and Evarts Street through the truck gate on the north side of the site. This zone would contain the TIF. The north gate would also be used for vehicular ingress and egress during morning and afternoon peak periods. The service and loading zone would be located adjacent to this zone. It would be located southeast of the remote delivery zone and adjacent to the northern end of the Main Building and west of the northernmost parking structure. This zone would contain the CUP and generators/substation, as well as provide access to the Main Building for loading and maintenance.

The 15.81-acre Main Building Developable Area would be located in the center of the site. Based on the size and configuration of the Main Building Developable Area, the planning team determined that the Main Building could be up to 11 stories. Assuming 15 feet per story, the total height is estimated at 154 feet. The area in front of the Main Building would form the main plaza zone, which would be oriented toward the VC and Brightseat Road. This zone would provide a pedestrian-oriented open space for employees and visitors to use, as well as a stage for a grand entrance to the Main Building. A smaller plaza zone would be located on the opposite end of the building, isolated from the other functional zones. The visitor center zone would be located along the western site boundary adjacent to Brightseat Road. This zone would contain the VC, visitor parking, and bus drop off. The visitor parking lot could accommodate approximately 323 surface spaces. The primary vehicular entrance would be located south of the visitor center zone, and the primary vehicular exit would be located north of the visitor center zone. Following a typical campus development model, a loop road would separate the remote delivery zone, VC, and vehicular and truck gates from the remainder of the facility components and functional zones.



Access to the site would be provided via three employee entrances (ECFs) primarily along Brightseat Road (figure 2-13). Visitor vehicular traffic would access the site through the visitors' parking lot located along Brightseat Road. Visitor and employee pedestrian traffic would enter the site through or near the VC, adjacent to the visitor parking lot.

Employee parking garages would be located to the east of the Main Building Developable Area along the eastern site boundary, adjacent to the Capital Beltway. Given the distance to the nearest transit station, and in accordance with NCPC parking policy, a parking ratio of one parking space for every 1.5 employees is assumed, equating to approximately 7,300 spaces. In the conceptual site layout analyzed in the EIS, these spaces would be accommodated in two, 10-story parking structures. As noted previously, the Draft EIS analysis is based on employee parking ratios recommended by the National Capital Planning Commission (NCPC). The FBI has recently completed a more detailed analysis of employee commuting patterns. The final EIS will reflect an updated traffic impact analysis and mitigation plan as necessary. The final site location, configuration, and layout of the parking structures would be determined during the design process.

Figure 2-13: Landover Circulation Diagram

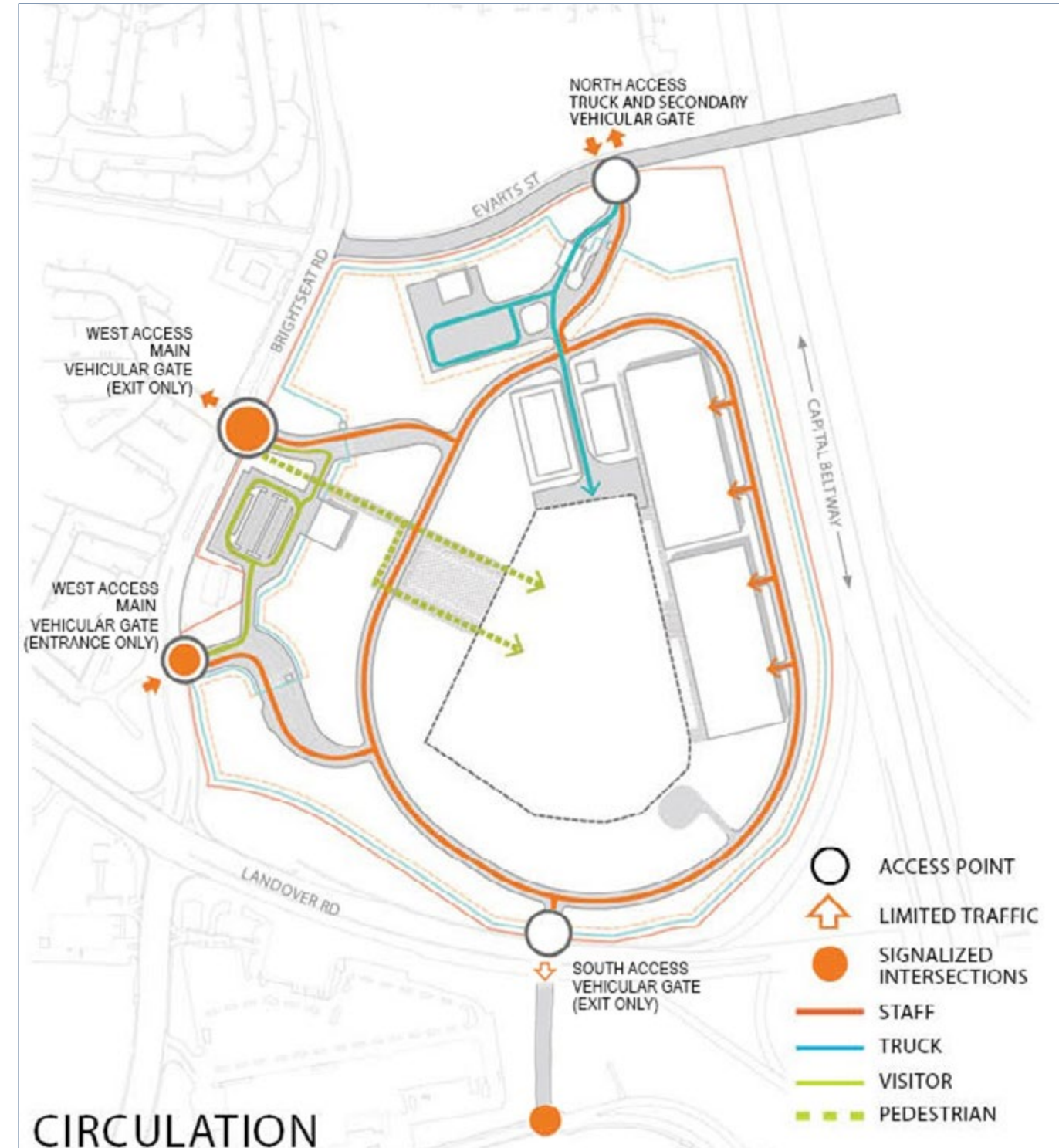
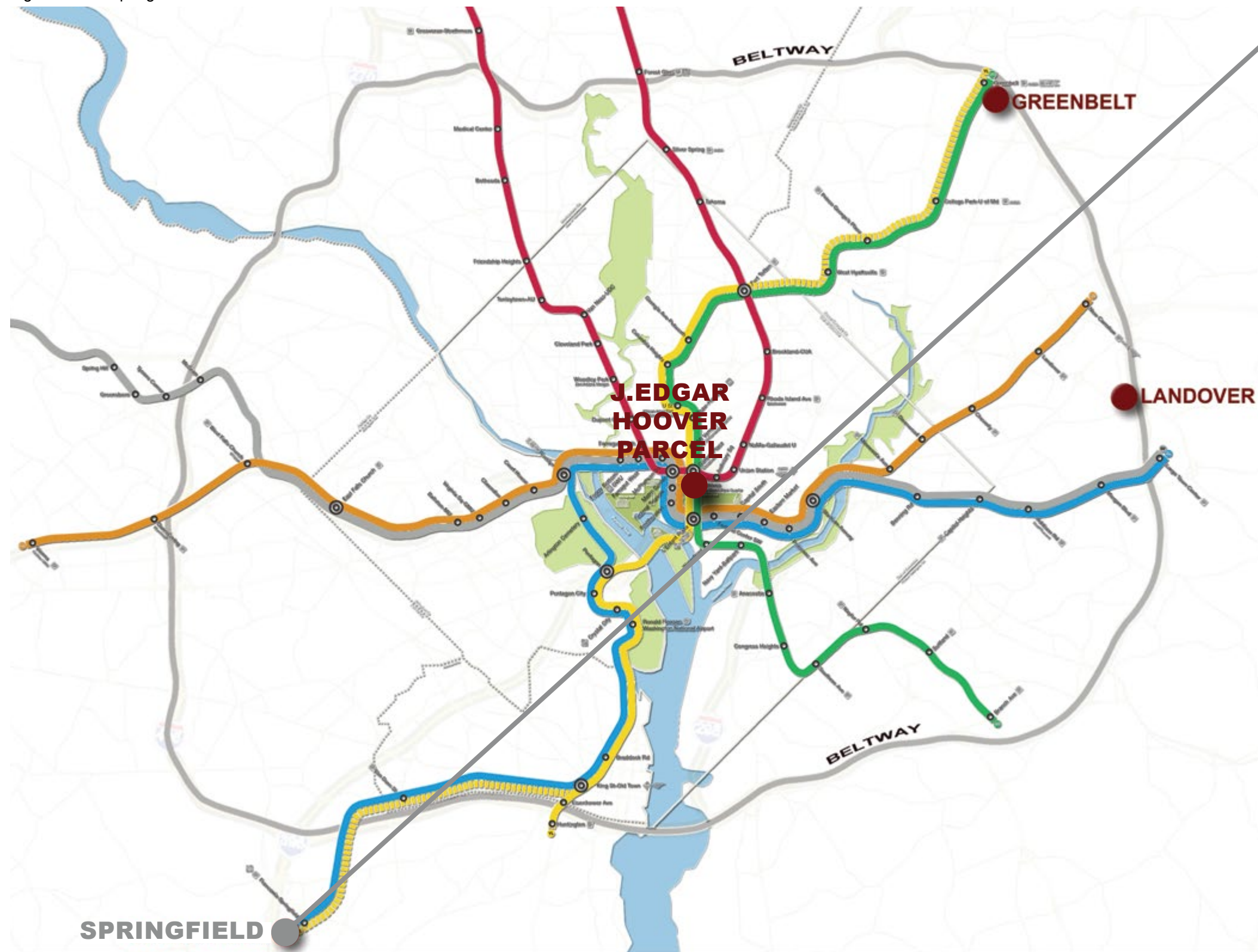


Figure 2-14: Springfield Site Overview



### Springfield Site

- Approximately 58 acres
- Owned by GSA
- Currently houses GSA warehouse and a tenant agency
- Three-tenths of a mile from the Joe Alexander Transportation Center- the southern terminus station on the Metrorail Blue line also served by the Yellow line during rush hour. It is well served by regional and local bus routes, and the Virginia Railway Express (VRE) commuter train providing service between Fredericksburg and Washington, D.C.
- Site would be accessed via an extension of Frontier Drive. Trucks would access the site from Loisdale Road.
- Main building developable Area: 9.3 acres
- Assumed main building height: Up to 12 stories/180 feet tall
- Visitor Parking: 145 spaces
- Employee Parking: 2 8-story structures containing approximately 3,600 employee parking spots
- A substation would not be required
- Shuttle bus to provide service to Franconia-Springfield Metro Station

### 2.4.3 Springfield

The Springfield site comprises 58 acres located at the site of the GSA Franconia Warehouse Complex on a portion of a parcel owned by GSA (figures 2-14 and 2-15). Potential sites for the relocation of the compound tenants have not been identified. If the Springfield site is selected, GSA will prepare the appropriate NEPA documentation for the relocation. This site is four-tenths of a mile from the Joseph Alexander Transportation Center. This transportation hub contains the southern terminus station on the Metrorail Blue line and is also served by the Yellow line during rush hour. Additionally, it is well served by regional and local bus routes, and the Virginia Railway Express (VRE) commuter train providing service between Fredericksburg and Washington, D.C.

Figure 2-15: Springfield Conceptual Site Plan

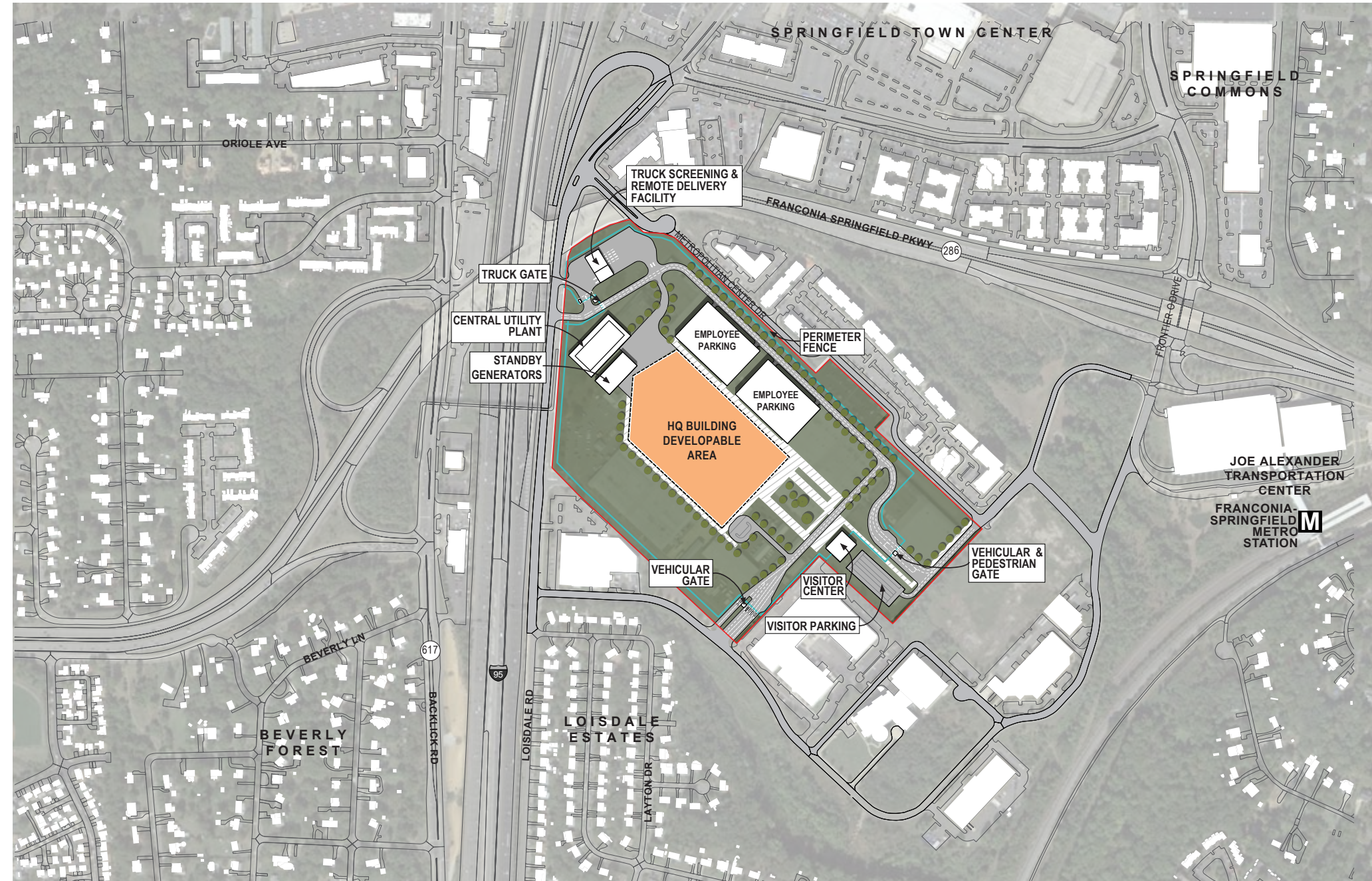


Figure 2-16: Springfield Functional Zone Diagram

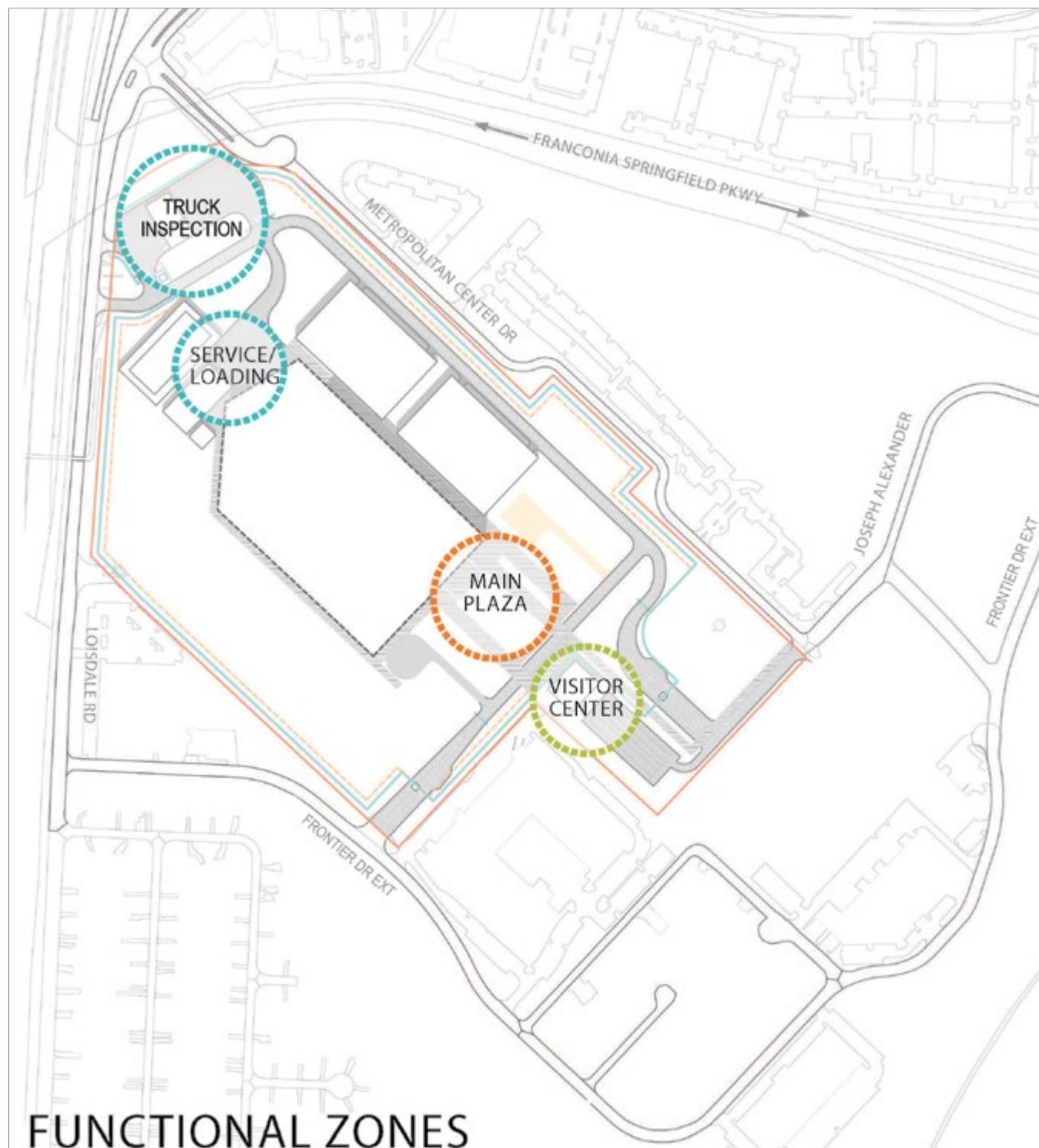
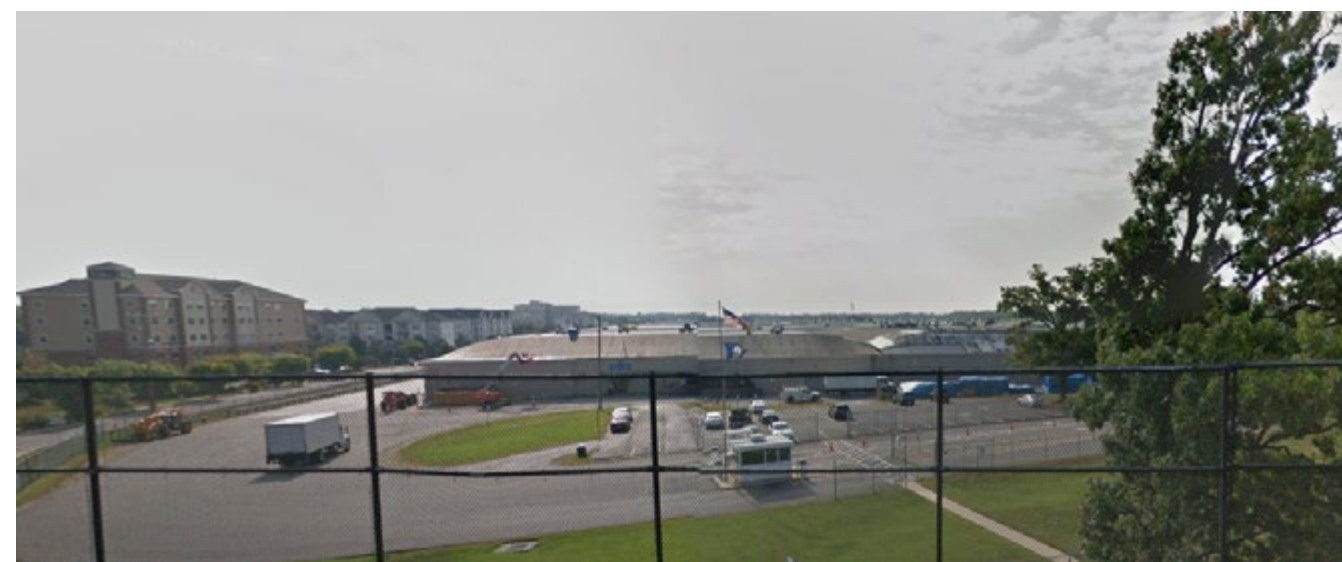


Figure 2-16 shows the site's functional zones. These zones were developed as a planning tool to keep the various functions within the HQ campus separated spatially, in accordance with the planning principles and design requirements described in section 2.1. The truck inspection zone would be located in the northwestern corner of the site, with trucks accessing the site from Loisdale Road through the truck gate on the north side of the site. This zone would contain a truck only gate and the TIF. The truck gate would only allow vehicles to enter and exit during non-peak periods and would be located off of Loisdale Road to prevent trucks from using local neighborhood roads to access the site. Adjacent to this zone would be the service and loading zone. It would be located southeast of the remote delivery zone and adjacent to the northern end of the Main Building. This zone would contain the CUP and stand-by generators; a substation would not be necessary at this site. Access to the Main Building for loading and maintenance also would occur in this zone. The 9.28-acre Main Building Developable Area would be located in the center of the site. Based on the size and configuration of the

Main Building Developable Area, the planning team determined that the Main Building would be up to 12 stories, or 180 feet. The area in front of the Main Building would form the main plaza zone. This zone would be oriented toward the VC and the Joseph Alexander Transportation Center, on the opposite side of the site from the service and loading zone. This zone would provide a pedestrian-oriented open space for employees and visitors to use, as well as a stage for a grand entrance to the Main Building. The visitor center zone would be located along the southeastern site boundary between the Frontier Drive extension, currently Springfield Center Drive and Metropolitan Center Drive. This zone would contain the VC, visitor parking, and bus drop off. The visitor parking lot would provide approximately 145 surface spaces. A secondary vehicular entrance would be located within the visitor center zone, while the primary vehicular gate would be located to the south and west of the visitor center zone.

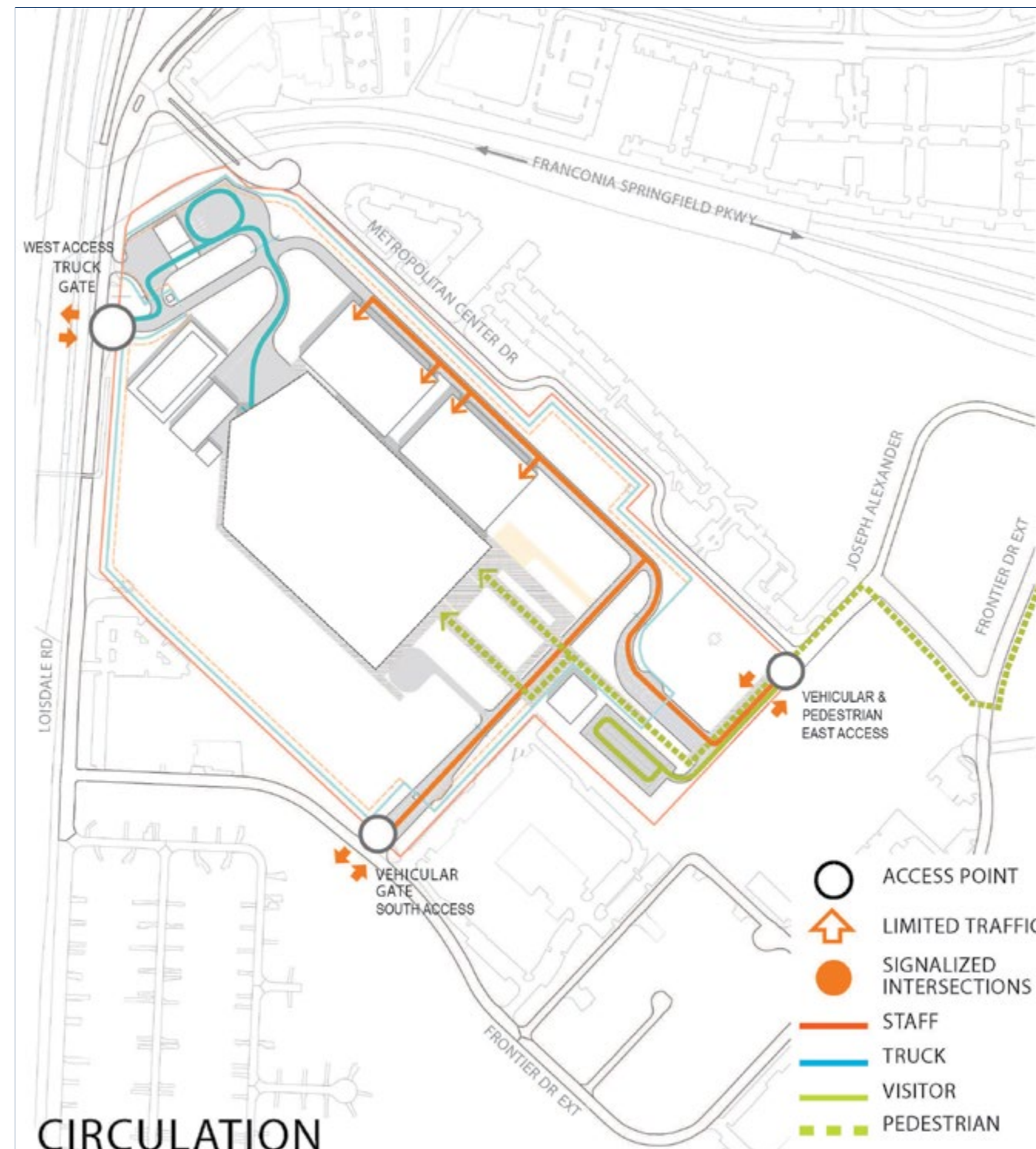


View of Springfield Site from the Franconia-Springfield Parkway. Photo Courtesy of Google (2014)

Access to the site would be primarily provided via three entrances along the extension of Frontier Drive (figure 2-17). All visitor pedestrian and vehicular traffic would enter through the East Access gate, visitors' parking lot adjacent to the southeastern site boundary. Employee pedestrian traffic would access the site through a separate pedestrian gate, located in the vicinity of the VC and East Access gate.

Employee parking garages would be located to the north and east of the Main Building, along the northeastern site boundary, adjacent to Metropolitan Center Drive. Given the distance to the nearest transit station, and in accordance with NCPC parking policy, a parking ratio of one parking space for every three employees is assumed, equating to approximately 3,600 spaces. In the conceptual site layout analyzed in the EIS, these spaces would be accommodated in two, eight-story parking structures. As noted previously, the Draft EIS analysis is based on employee parking ratios recommended by the National Capital Planning Commission (NCPC). The FBI has recently completed a more detailed analysis of employee commuting patterns that, along with other factors, points to a need for more parking spaces. The final EIS will reflect an updated traffic impact analysis and mitigation plan as necessary. The final site location, configuration, and layout of the parking structures would be determined during the design process.

Figure 2-17: Springfield Circulation Diagram



GSA Franconia Warehouse Complex - Building A

**RFDS**

An RFDS is essentially a “what-if” development scenario for future private redevelopment. It is GSA’s estimate of what could be reasonably developed by a private developer on the parcel in the foreseeable future. **The RFDSs are not GSA’s suggestions or proposals for future use or design of the JEH parcel and have been developed in this EIS for environmental impact analysis purposes only.**

Under **RFDS 1**, the selected exchange partner would implement an adaptive reuse of the existing building for private commercial use.

Under **RFDS 2**, the selected exchange partner would demolish the existing building and redevelop the parcel so as to maximize development capacity for private commercial use based on the following land use controls:

- Pennsylvania Avenue Plan (PAP)
- The Height of Building Act of 1910
- Proposed D-7 zoning

Detailed descriptions of these land use controls can be found in section 4.1.4.

**2.4.4 Reasonably Foreseeable Development Scenarios J. Edgar Hoover (JEH) Parcel**

Upon the selection of an action alternative and the conclusion of the NEPA and Section 106 processes, it is anticipated the exchange partner would be selected and able to proceed with design and construction of the new facility on the selected site. It is anticipated that following the construction of the consolidated FBI HQ, acceptance of the facility by GSA, and occupancy of the facility by the FBI, GSA would then convey title for the JEH parcel to the exchange partner to offset a portion of the cost of the consolidated FBI HQ. The exchange partner could then redevelop the parcel according to applicable law and regulations, including the 1974 Pennsylvania Avenue Plan (PAP); the PADC 1996 MOA, of which GSA is a signatory; zoning and permitting regulations; historic preservation review board review; and any other applicable land use controls.

The exchange of the JEH parcel is common to all of the Action Alternatives under NEPA review as it would be required to facilitate the consolidation of the FBI HQ at any of the sites. As such, the JEH parcel exchange has been incorporated as an element of the Proposed Action. Since the exchange of the JEH parcel was deemed a crucial component of this project, its conceptual redevelopment was assessed for the purposes of environmental review. Consequently, two RFDSs, and accompanying site activities, were hypothesized for the future private redevelopment of the JEH parcel to provide templates for analysis of the site prior to the identification of the end user. These conceptual redevelopment scenarios, known as RFDS 1 and RFDS 2, were based on (A) what is viewed as the most likely primary use of the site, and (B) a potential reuse that would yield the most conservative results for analysis (or a worst-case scenario in terms of impact).

**It is important to underscore that the RFDSs are conceptual in nature and have been developed for analysis purposes only. They do not serve as GSA’s recommendation or proposal for the future use, development, or design of the JEH parcel.**

Table 2-2: RFDS 2 Components

Use	Size (GSF)	Details
Ground Floor Retail	173,000 GSF	
Commercial Office	1,400,000 GSF	12 stories
Residential	750,000 GSF	14 stories / 1,066 units
Parking	260,000 GSF	800 spaces
<b>TOTAL</b>	<b>2.583 million GSF</b>	

Parcel Specifics	Description
Developable Area	290,000 SF
Floor Area Ratio (FAR)	8.03
Building Front Setback (from Pennsylvania Avenue curbline)	75 Feet

RFDS 1 is the adaptive reuse of the existing JEH building and is similar to the No-action Alternative as it would continue to support 5,000 employees. The development of RFDS 2 was informed by local development and market trends as well as applicable land use and zoning controls.

It should be noted that this EIS does not evaluate the potential environmental impact associated with the backfilling of other leased sites occupied by the FBI, should they be vacated as part of the HQ consolidation process. Given the high demand for lease space in the NCR, this EIS assumes the owners will be able to backfill this office space in the foreseeable future. Furthermore, GSA has no authority over a private developers decision on the future use of its lease space.

**2.4.4.1 RFDS 1**

Under RFDS 1, after the JEH parcel is conveyed from Federal ownership to the selected exchange partner, the existing building would be renovated using the existing footprint and building shell. The existing multi-story (7 stories on Pennsylvania Avenue side, 11 stories on the E Street Side), 2.4 million GSF building would undergo major interior renovations to complete necessary upgrades for continued commercial use. Additionally, due to the existing condition of the façade, some level of exterior façade repair would be required under RFDS 1. The site would continue to support approximately 5,000 daily employees during a regular work week and include a parking garage with approximately 800 parking spaces. RFDS 1 is similar to the No-action Alternative.

#### **2.4.4.2 RFDS 2**

Under RFDS 2, after the JEH parcel is conveyed from Federal ownership to the selected exchange partner, the existing building would be demolished, and the parcel would be redeveloped. Based on recent local development and market trends in the downtown D.C. area, it is unlikely that one large building would be constructed. For this conceptual analysis, the following assumptions were made:

- The parcel would contain multiple buildings with pathways between them for pedestrian access.
- Vehicular circulation is unlikely to occur inside the parcel except as necessary to service the buildings.
- There would be a mix of commercial and residential uses with ground floor retail space.
- Future development would be consistent with limits on building heights, setbacks, intensity, and use found in the proposed DCOP D-7 zoning, Height of Buildings Act, and the 1974 PAP.

Based on the assumptions noted previously, and building out the site to its highest market-reasonable density, RFDS 2 would theoretically include the following elements (see table 2-2) distributed across 5 buildings ranging from 12 to 14 stories.

Prior to the exchange of the JEH parcel, GSA anticipates requesting the transfer of jurisdiction over the public right-of-way within the parcel from NPS to GSA, which would be studied in subsequent NEPA analysis prior to the Record of Decision (ROD).

#### **2.4.5 No-action Alternative**

CEQ regulations, identified in 40 CFR 1502.14(d), require that the evaluation of alternatives in the Draft EIS include the “alternative of the no action”. The No-action Alternative provides a baseline in the EIS for comparative analysis. The intent of the No-action Alternative is to enable decision makers to compare the environmental consequences of continuing to operate under current conditions against the consequences of the Build Condition.

Under the No-action Alternative, the FBI HQ would not consolidate, and its staff and operations would remain dispersed throughout the NCR at JEH and other leased facilities. More specifically, the No-action Alternative considers conditions at both the JEH parcel and each site alternative, as described in the following sections and illustrated in figure 2-18.

##### **2.4.5.1 JEH and Existing HQ Functions**

Under the No-action Alternative, FBI HQ staff and operations would remain dispersed at JEH and other leased facilities without consolidation at a permanent location. FBI HQ personnel would remain dispersed in facilities that do not meet the agency’s ISC Level V facility requirements and that hinder the collaboration and information sharing necessary to implement the intelligence and national security mission of FBI and allow the agency to defend against terrorists, weapons of mass destruction, and other threats. Fragmentation of staff and resources would continue to divert time and resources from investigations, decrease flexibility, and create operational redundancies and inefficient use of space. The physical condition of JEH would continue to negatively impact FBI HQ operation due to the continued deterioration of the building and the substantial capital outlay required to keep it operational. Lastly, under this alternative, the continuation of FBI HQ operations during a crisis would be compromised since the current HQ facilities do not provide highly reliable utilities and infrastructure.

#### **2.4.5.2 Greenbelt**

Under the No-action Alternative, the entirety of the Greenbelt Metro Station would be redeveloped as a mixed-use community, including 800 residential units, 1.4 million GSF of retail space, 1.86 million GSF of office space, and two hotels totaling 550 rooms, based on current development approvals. Greenbelt Station Parkway would be extended from its current terminus south of the Greenbelt Metro Station, through the middle of the existing surface parking north to Greenbelt Metro Drive. The existing surface parking for the Greenbelt Metro Station would be replaced by a new parking structure. To serve the increased vehicular traffic to this development, new and modified Capital Beltway ramps would be constructed and maintained by the Maryland State Highway Administration (Maryland SHA). External roadways in the remainder of the WMATA metro site would be constructed by the mixed use developer and maintained by Prince George’s County.

If Greenbelt is chosen as the Preferred Alternative, a reduced-scale, mixed-use development would still be implemented between the site and the Greenbelt Metro Station. This mixed-use development is not part of the Greenbelt Action Alternative, but it is included in the cumulative impacts analysis in section 8.1.

##### **2.4.5.3 Landover**

Under the No-action Alternative, the former Landover Mall would remain as a vacant site. While the Prince George’s County Office of Economic Development has advocated for redevelopment of the site, there are no other development approvals. This EIS assumes there would be no substantial changes from the existing condition.

##### **2.4.5.4 Springfield**

Under the No-action Alternative, GSA Franconia Warehouse Complex would continue to operate as a GSA warehouse facility. This EIS assumes there would be no major changes from the existing condition.

Figure 2-18: No-action Alternative Overview

