



May 14, 2015

Andrea Burke
Review and Compliance
Virginia Department of Historic Resources
2801 Kensington Avenue
Richmond, VA 23221

RE: FBI Headquarters Consolidation – Section 106 Initiation

Dear Ms. Burke:

On behalf of the U.S. General Services Administration (GSA), I am writing to inform the Virginia Department of Historic Resources (VASHPO) of our initiation of consultation for the Federal Bureau of Investigation Headquarters Consolidation and Exchange (FBI Consolidation) under Section 106 of the National Historic Preservation Act (NHPA). GSA intends to relocate the headquarters of the Federal Bureau of Investigation (FBI HQ), Washington, D.C., from its downtown location to a consolidated campus at a new and permanent neighboring suburban location (Undertaking). Specifically, the J. Edgar Hoover Federal Bureau of Investigation Building (FBI Building) at 935 Pennsylvania Avenue, NW, will be exchanged for the new consolidated headquarters. I have also initiated consultation on the Undertaking with the District of Columbia and Maryland State Historic Preservation Offices.

A consolidated FBI HQ is needed to support information sharing, collaboration, and integration of strategic priorities. Currently, the aging JEH building houses only 52 percent of HQ staff, with the remainder dispersed over multiple locations in the National Capital Region. Fragmentation resulting from FBI HQ's multiple locations diverts time and resources from investigations, hampers coordination and collaboration, and decreases flexibility. Dispersion across multiple locations also gives rise to redundancy in operations and inefficient use of space. The consolidation is needed to eliminate redundancies and provide for substantial space savings.

The new FBI HQ would be built by a private developer (exchange partner) chosen by GSA and FBI on one of the three sites identified as best meeting a series of minimum and additional criteria by GSA and FBI. One of the alternative sites under consideration for a consolidated FBI HQ is located in Springfield, Fairfax County, Virginia. This site is known as the GSA Franconia Warehouse Complex (Springfield), and is located along Loisdale Road just south of the Franconia-Springfield Parkway overpass and east of Interstate 95 in Fairfax County, VA. The other two sites under consideration

are the Greenbelt Metro Station (Greenbelt), located near the intersection of Interstate 495 and the Greenbelt Station (exit 24) in Prince George's County, Maryland; and the former Landover Mall (Landover), located along Brightseat Road near the intersection of Interstate 95/495 and Landover Road (exit 17) in Prince George's County, Maryland.

The exchange process is a new and innovative approach to Federal real estate investment that partners Federal agencies with private developers to cost-effectively and efficiently meet both public and private sector redevelopment needs. In this particular case, the Undertaking's process would involve GSA's acquisition of property and construction of a new facility in exchange for the FBI Building and parcel, pursuant to 40 USC §581(c)3304. Upon completion and acceptance of the new HQ facility, the exchange partner would receive title to the property, offsetting the costs of the new FBI HQ to the Federal Government and therefore the American taxpayer.

Given the Undertaking's multi-jurisdictional nature, the complexities of correlating regulatory processes, and the project schedule, GSA will establish, as part of this consultation, a Programmatic Agreement (PA) pursuant to 36 CFR §800.14(b)(1)(ii-iii, v). The PA will state the review processes and outline the multiple facets and phases of the Undertaking. GSA has consulted with the Advisory Council on Historic Preservation (Council), and will carry the Section 106 process forward pursuant to 36 CFR Part §800.8(a), in coordination with agency requirements under the National Environmental Protection Act (NEPA) and the development of the Environmental Impact Statement (EIS). Public scoping for the EIS occurred in late September/early October 2014 with four public meetings and public outreach included an extensive list of agencies, organizations, and individuals. We currently anticipate that the draft EIS, which will analyze all alternative sites identified above, will be available for public review and comment later this year.

Attached to this letter please find a map illustrating the preliminary Area of Potential Effect (APE) developed for the Springfield site as well as additional preliminary information on the identification and potential for historic resources in the APE. The APE represents a 0.25 mile radius to accommodate impacts to the site itself and to account for potential visual impacts due to the possible height of the new FBI HQ building, which is yet to be determined.

GSA appreciates the time your office has given to preliminary, informal discussions on this proposed effort and now extends an invitation to the VASHPO to formally participate in consultation. We welcome your review of the enclosed information and look forward to receiving your comments, questions, or concerns. Subsequent agency and Consulting Party meetings will be requested as the exchange partner selection and EIS processes move forward and a preferred alternative is identified as part of the development of the Final EIS. We will be holding a consulting parties meeting on Tuesday, June 16 to discuss the exchange of the J. Edgar Hoover building and will send you an invitation in case you are able to attend.



Sincerely,

A handwritten signature in black ink, appearing to read "Nancy Witherell", with a long horizontal flourish extending to the right.

Nancy Witherell
Regional Historic Preservation Officer
(202) 260-0663 nancy.witherell@gsa.gov

cc Elizabeth Crowell, FCPA
Beth L. Savage, GSA Federal Preservation Officer

Areas of Potential Effect

The Area of Potential Effect (APE) consists of two distinct areas to account to take into account potential direct and indirect effects to historic resources. The Ground Disturbance APE comprises the project site in its entirety where there is potential for direct impacts from the construction of the new FBI headquarters. The viewshed APE consists of a quarter-mile radius from the project site boundary for potential visual, indirect impacts from the construction of the new headquarters. The height of the buildings is currently unknown.

Springfield Site Description

The Springfield site consists of approximately 60 acres in Fairfax County currently owned by GSA. The property sits on the east side of I-95 and is bordered by Metropolitan Center Drive on the north and Loisdale Road on the west. On the north side of the property are the Springfield Crossing apartments. East of the property are railroad tracks formerly owned by the Richmond, Fredericksburg and Potomac (RF&P, now CSX) Railroad and Long Branch Creek. The Springfield Metro Station is approximately .25 miles east of the property.

The Springfield site primarily contains two warehouses built in 1953. The larger of the two warehouses, Warehouse A, occupies the northern section of the site. The smaller warehouse, Warehouse B, stands along southwest side of Warehouse B near Loisdale Road. Several smaller prefabricated structures are located southeast of Warehouse B.

Background Research/Methodology

Background archival research was conducted to determine if any previously identified architectural or archeological resources are located within the APE and the project vicinity. Background research entailed a thorough review of survey data available through the Department of Historic Resource's (DHR) Virginia Cultural Resources Information System (VCRIS) and the DHR archives to identify recorded historic resources listed in or eligible for the National Register of Historic Places (NRHP) as well as National Historic Landmarks and archaeological sites.

In addition, historical aerial photographs and USGS maps were used to identify the potential for archeological sites within the ground disturbance APE and architectural resources older than 45 years of age within the ground disturbance and viewshed APEs. The year 1970, or 45 years, was used as a benchmark to capture resources that will be approaching 50 years of age at the time of construction initiation.

Following this research, a windshield survey was conducted in November 2014, by Louis Berger architectural historians Patti Kuhn Sarah Groesbeck to document identified above-ground resources that are older than 45 years of age and within the APEs. Photographs were taken to provide information on the types of resources found within the APEs.

Previous Studies

Background research indicated two associated previous studies within the APE:

- J.W. Joseph and David Price, *An Architectural Historical Assessment of the GSA Warehouse Property, Springfield, Virginia*. Prepared for the U.S. Army Corps of Engineers Mobile District by New South Associates, Stone Mountain, Georgia, and Tetra Tech, Fairfax, Virginia (2007).
- J.W. Joseph, *An Archaeological Assessment of the GSA Warehouse Property, Springfield, Virginia*. Prepared for the U.S. Army Corps of Engineers Mobile District by New South Associates, Stone Mountain, Georgia, and Tetra Tech, Fairfax, Virginia (2007).

Resources Identified Within the Ground Disturbance APE

Archaeological Resources

In 2007 an archaeological survey was completed for the GSA Warehouse site by New South Associates and Tetra Tech for the U.S. Army Corps of Engineers Mobile District (Joseph 2007). The study concluded that the GSA Warehouse property has a low potential to contain archaeological sites and did not warrant intensive survey. DHR concurred with this assessment in December 2007 (Landwermeyer 2007).

Architectural Resources

The two largest buildings on the Springfield property were built in 1953 by the Parr-Franconia Corporation and leased to GSA as a central supply depot for the federal government (Figures 1 and 2). Not long after its construction the Park Avenue Methodist Church of New York City purchased the warehouse property (Washington Post 1954). In 1956 GSA acquired the warehouse from the church at a cost of 7.5 million dollars (Washington Post 1956). The property remains under the ownership of GSA and federal tenants currently occupy 1.3 million square feet of office and warehouse space on the site.

An architectural survey was completed for the GSA Warehouse site in 2007 by New South Associates and Tetra Tech for the U.S. Army Corps of Engineers Mobile District (Joseph and Price 2007). The study concluded that the buildings on the GSA Warehouse Site are not eligible for the NRHP due to lack of significance and integrity. DHR concurred with this determination of eligibility in December 2007 (Landwermeyer 2007).

A railroad spur from the RF&P, built for the warehouse property, is located along the north side of the Springfield Crossing apartments, north of Building A, on property owned by GSA. The 2007 archaeological study noted that the railroad tracks were not included in its assessment of the site. Since the warehouse property is not eligible for the NRHP and the railroad tracks are physically separated from the warehouse site by the Springfield Crossing apartments, it is unlikely that the railroad would be eligible for the NRHP as an individual resource.

Resources Identified Within the Viewshed APE

Loisdale Estates

The subdivision of Loisdale Estates is located south of the project site on the east side of I-95 and west of the railroad tracks. The neighborhood consists of approximately 300 houses that are predominately modest one-story brick ranch and split level single-family houses.

In 1955 Alexander Hassen, a Washington area land developer, purchased approximately 200 acres for Loisdale Estates. A 1958 article in the Washington Post advertised two “rambler” models available in Loisdale Estates that were built by Town and Country Developers: the Riviera and the Catalina. Architect Edward M. Pitt designed the two models and sales of the houses were managed by Yeonas Realty, Inc. A later advertisement for the subdivision noted that in addition to ramblers, the subdivision also offered split level houses (Washington Post 1955, 1958, 1960) (see Figures 3-6 below).

Beverly Forest

The subdivision of Beverly Forest stands southwest of the project site on the west side of I-95 and Backlick Road. It consists of approximately 140 houses built between 1952 and 1958.

Builders Joseph S. Gordin, Harry Mensh, and Thomas C. Roumel developed Beverly Forest with custom-built ramblers on large, one-and-a-half acre lots in a wooded setting. The subdivision also provided lots on and residents access to a small lake, located in its southeast corner. Advertisements in the Washington Post illustrate modern-style and traditional one-story houses; however, the majority of the houses within the subdivision appear to be one-story, traditional, red-brick ranch houses (Washington Post 1952, Carter 2013) (see Figures 7-9 below).

Springvale

Springvale is located northwest of the project site on the east side of I-95 and north of the Franconia Springfield Parkway. Unlike Loisdale Estates and Beverly Forest, this area of single-family houses does not appear to be a cohesive planned subdivision. Standing structures over 45 years of age within the APE are located along Oriole Avenue and were built between 1951 and 1958. The houses consist of modest Cape Cod and ranch houses interspersed with more recent development (see Figures 10-12 below).

References

Carter, Robyn

2013 “Ready for Some More Nostalgia? Part IV.” North Springfield Civic Association, Inc. Newsletter. May.

Joseph, J.W. and David Price

2007 *An Architectural Historical Assessment of the GSA Warehouse Property, Springfield, Virginia.* Prepared for the U.S. Army Corps of Engineers Mobile District by New South Associates, Stone Mountain, Georgia, and Tetra Tech, Fairfax, Virginia. On file, Virginia Department of Historic Resources, Richmond, Virginia.

Joseph, J.W.

2007 *An Archaeological Assessment of the GSA Warehouse Property, Springfield, Virginia*. Prepared for the U.S. Army Corps of Engineers Mobile District by New South Associates, Stone Mountain, Georgia, and Tetra Tech, Fairfax, Virginia. On file, Virginia Department of Historic Resources, Richmond, Virginia.

Landwermeyer, H.T. Jr.

2007 Letter from H.T. Landwermeyer Jr., Brigadier General, U.S. Army, Director, Operations, Washington, D.C., to Marc Holma, Office of Review and Compliance, Virginia Department of Historic resources, Richmond, Virginia. On file, Virginia Department of Historic Resources, Richmond, Virginia.

Washington Post

1954 Church Buys Big Fairfax Warehouse. July 4:5.

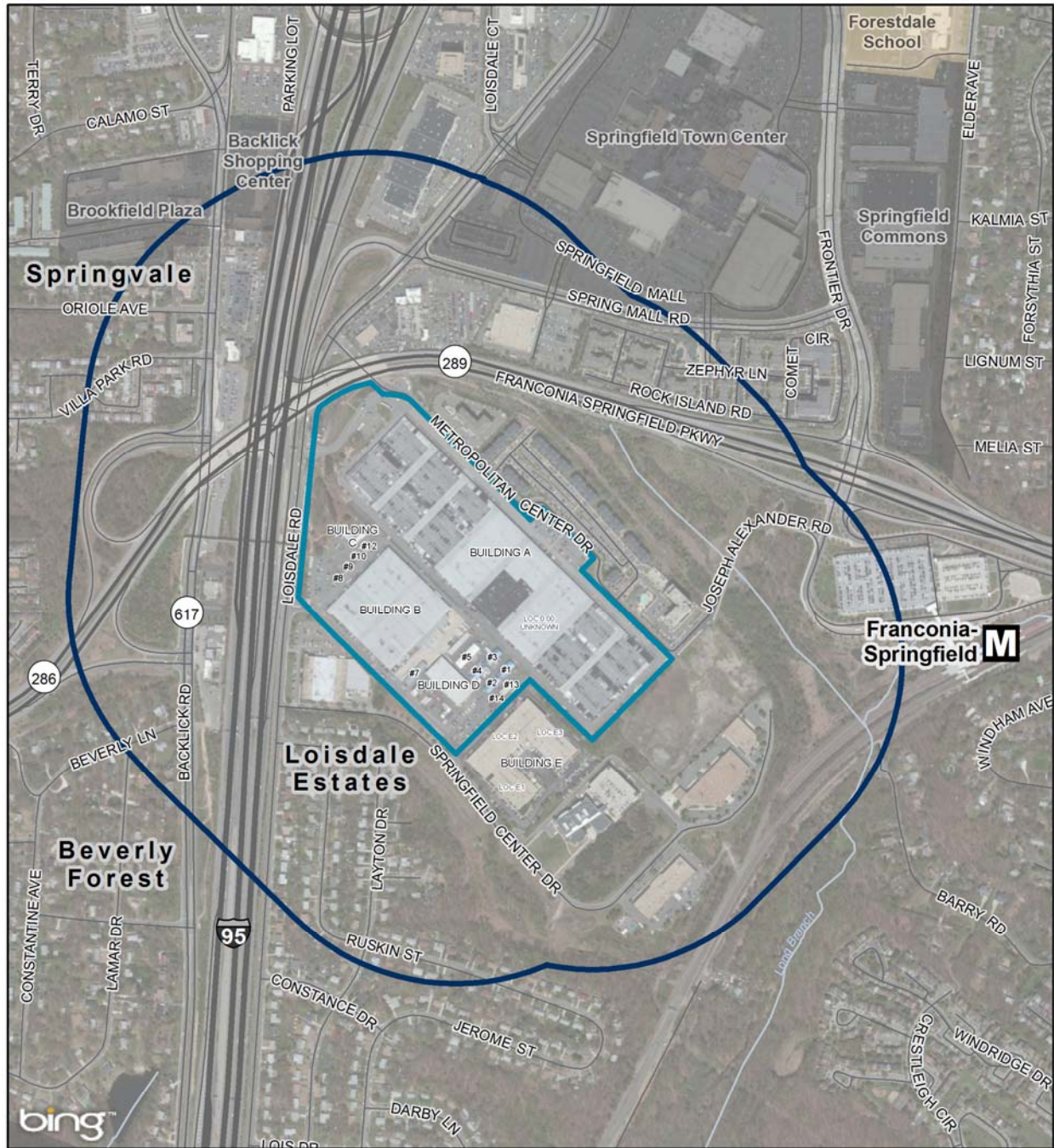
1955 Historic Land Sold for Home Subdivision. April 24:G1.

1959 1958 Models Shown at Loisdale Estates. May 3:C5.

1960 GI Financing at Loisdale Estates. Feb 20:B2.

1978 Roof at GSA Warehouse Collapses. July 28:A8.

1952 Rules for Judging Well-Built Houses. October 5:R4.



**FBI HQ Consolidation EIS
Section 106 APE and Site Map
Springfield, VA**

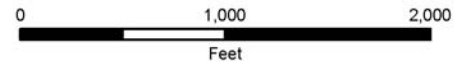
M Metro Station

Shopping Center

Site Boundary/Ground Disturbance APE

School

Draft Viewshed APE



1 inch = 750 feet



Sources:
ESRI (2013), GSA (2013),
Fairfax County (2014)

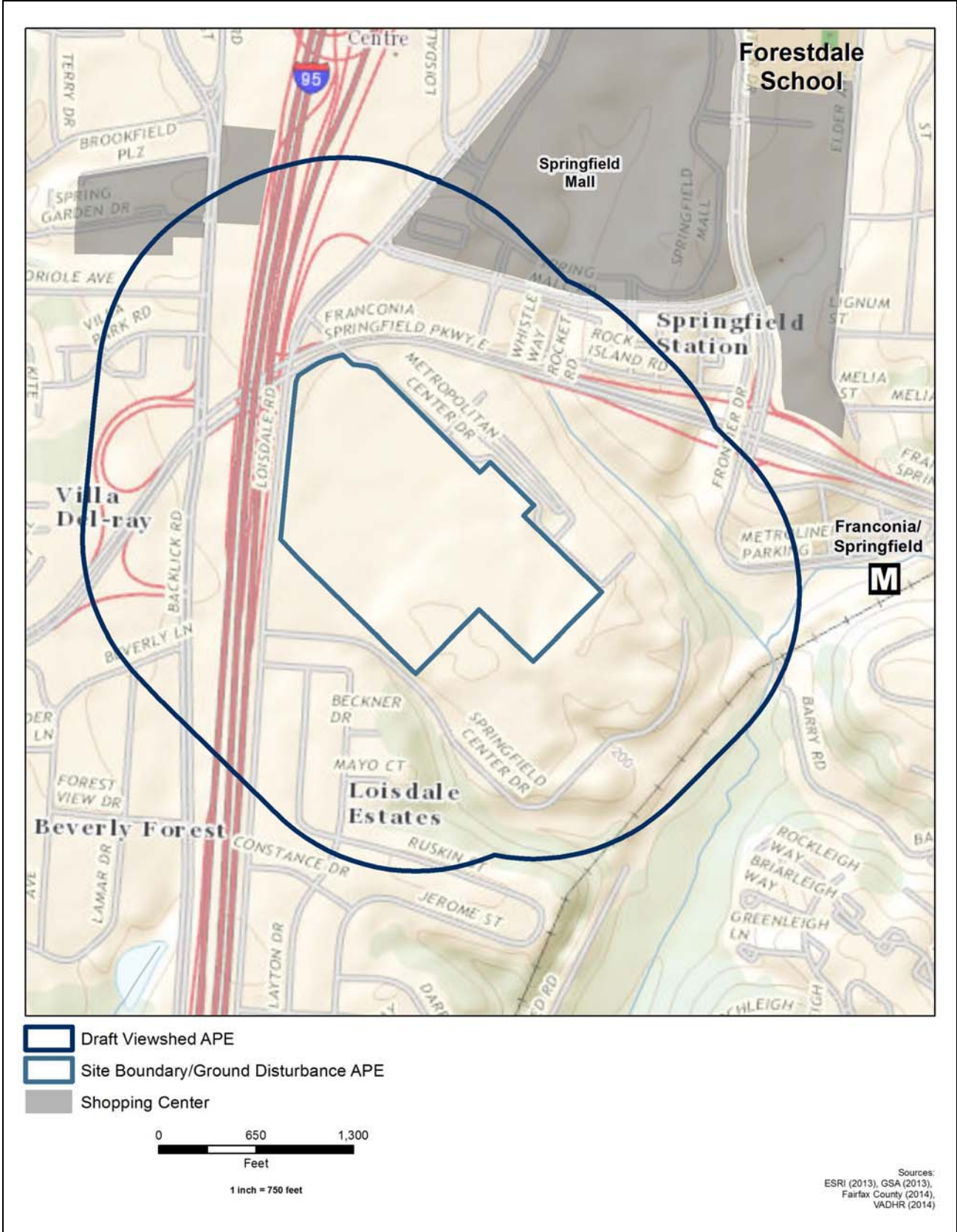




Figure 1. GSA Warehouse Property, looking north



Figure 2. GSA Warehouse Property, looking south



Figure 3. Loisdale Estates



Figure 4. Loisdale Estates



Figure 5. Loisdale Estates



Figure 6. Loisdale Estates



Figure 7. Beverly Forest



Figure 8. Beverly Forest



Figure 9. Beverly Forest



Figure 10. Springvale (Oriole Avenue)



Figure 11. Springvale (Oriole Avenue)



Figure 12. Springvale (Oriole Avenue)