

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

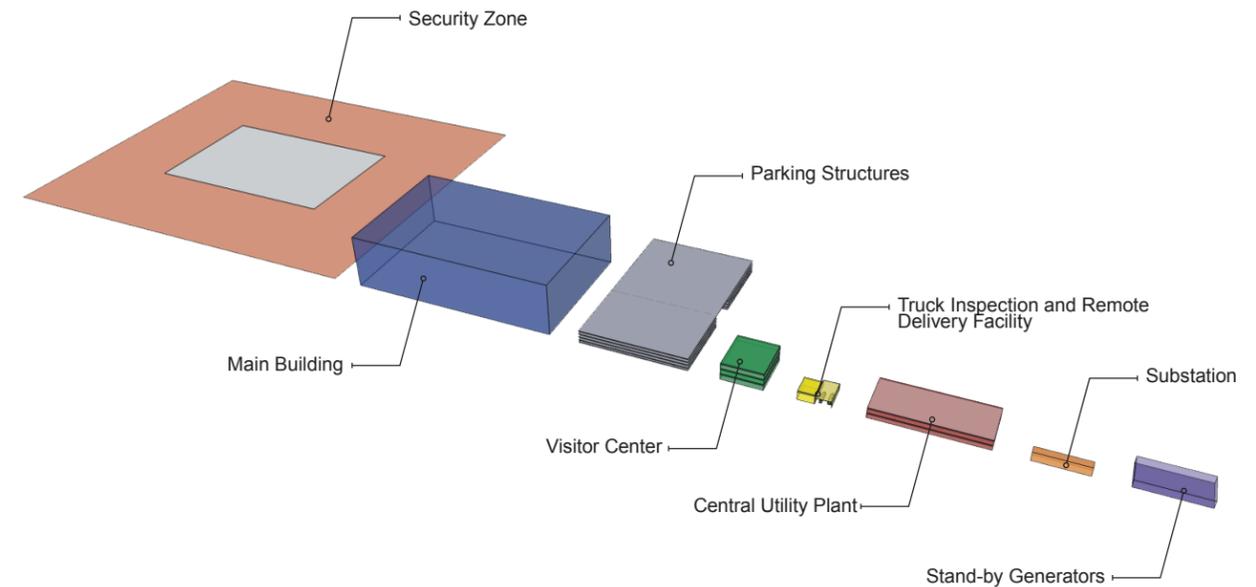


Table 2-1: Facility Component Areas

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

^a 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 required¹), 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.

¹ 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

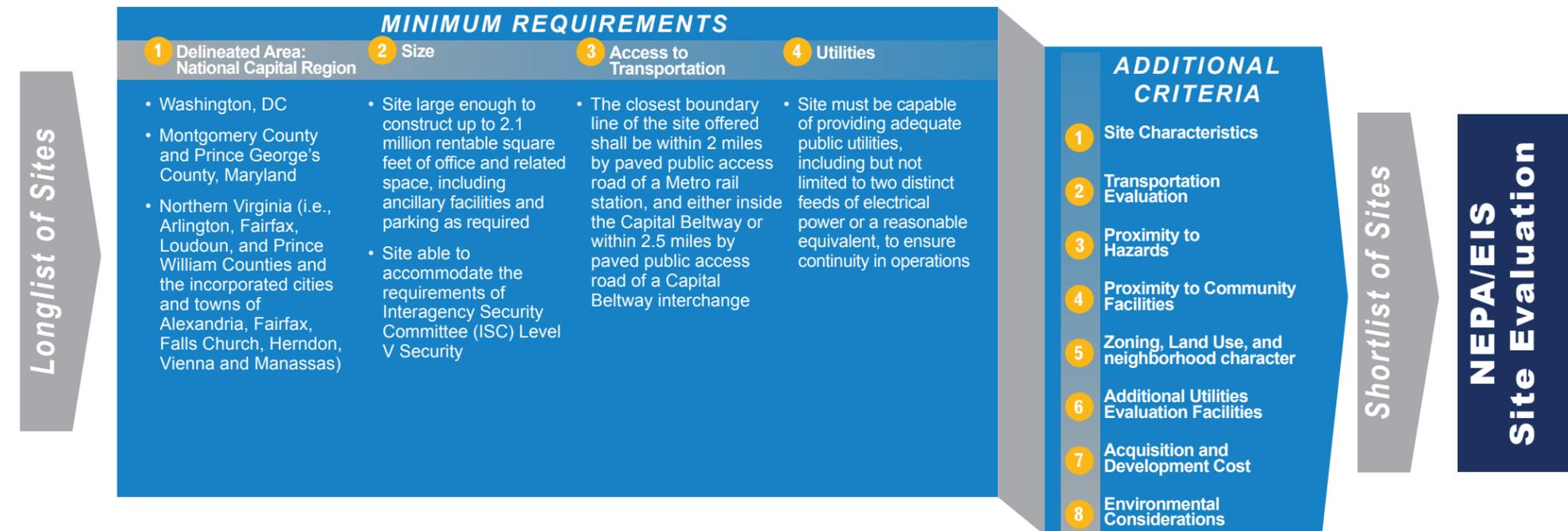
In accordance with the National Environmental Policy Act (NEPA), Federal agencies are required to evaluate a range of reasonable alternatives and provide a discussion of why these alternatives were eliminated from detailed study (40 CFR §1502.14). GSA and FBI undertook a multi-step process to identify 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 NCPC 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

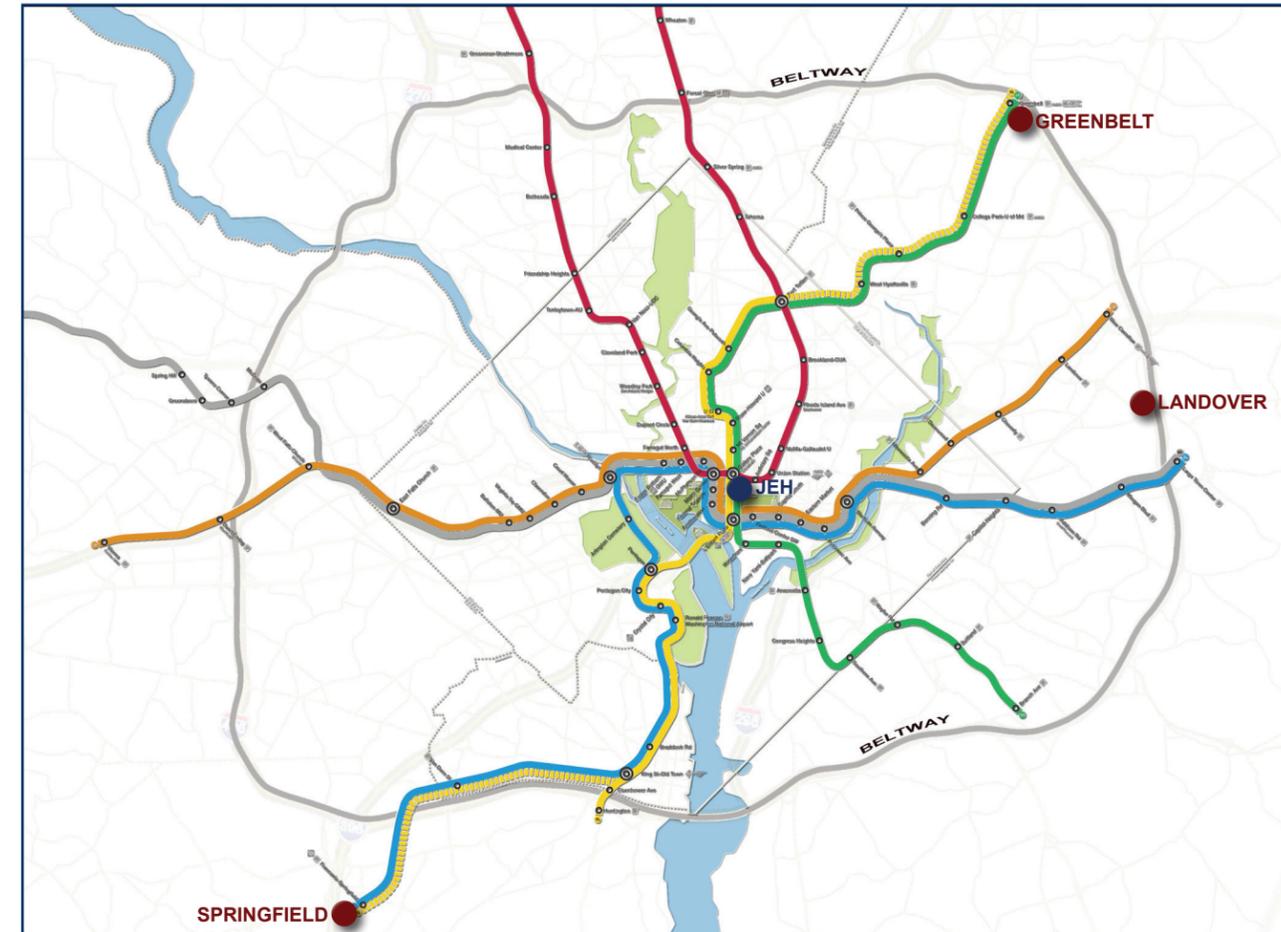


Figure 2-4: FBI HQ Consolidation Alternatives

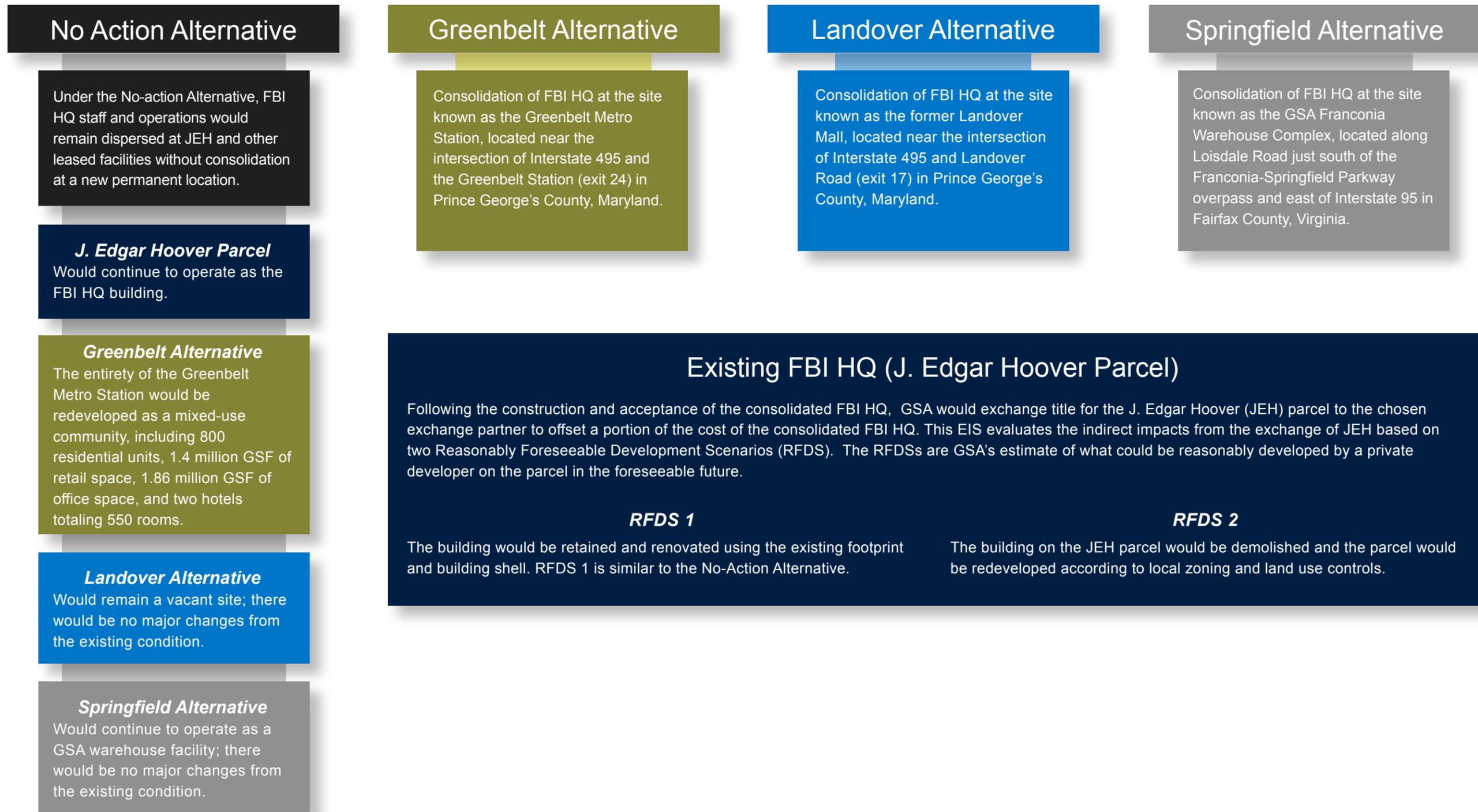
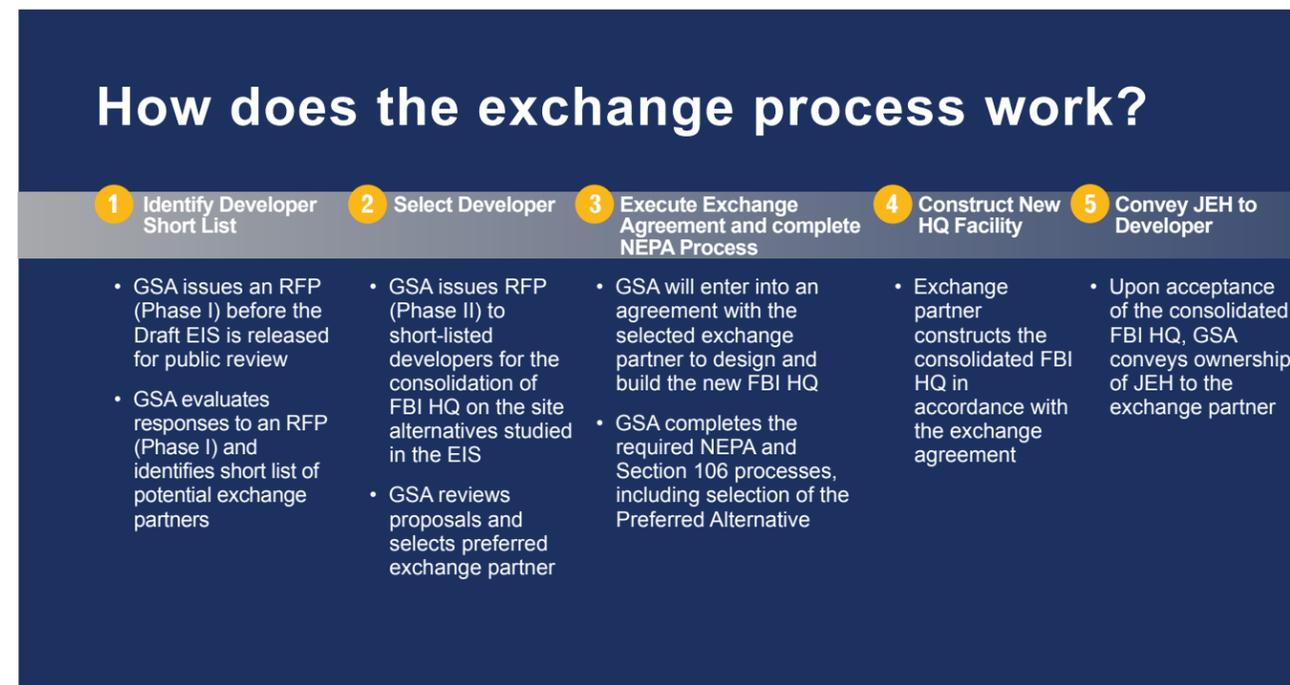


Figure 2-5: The JEH Exchange Process



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.

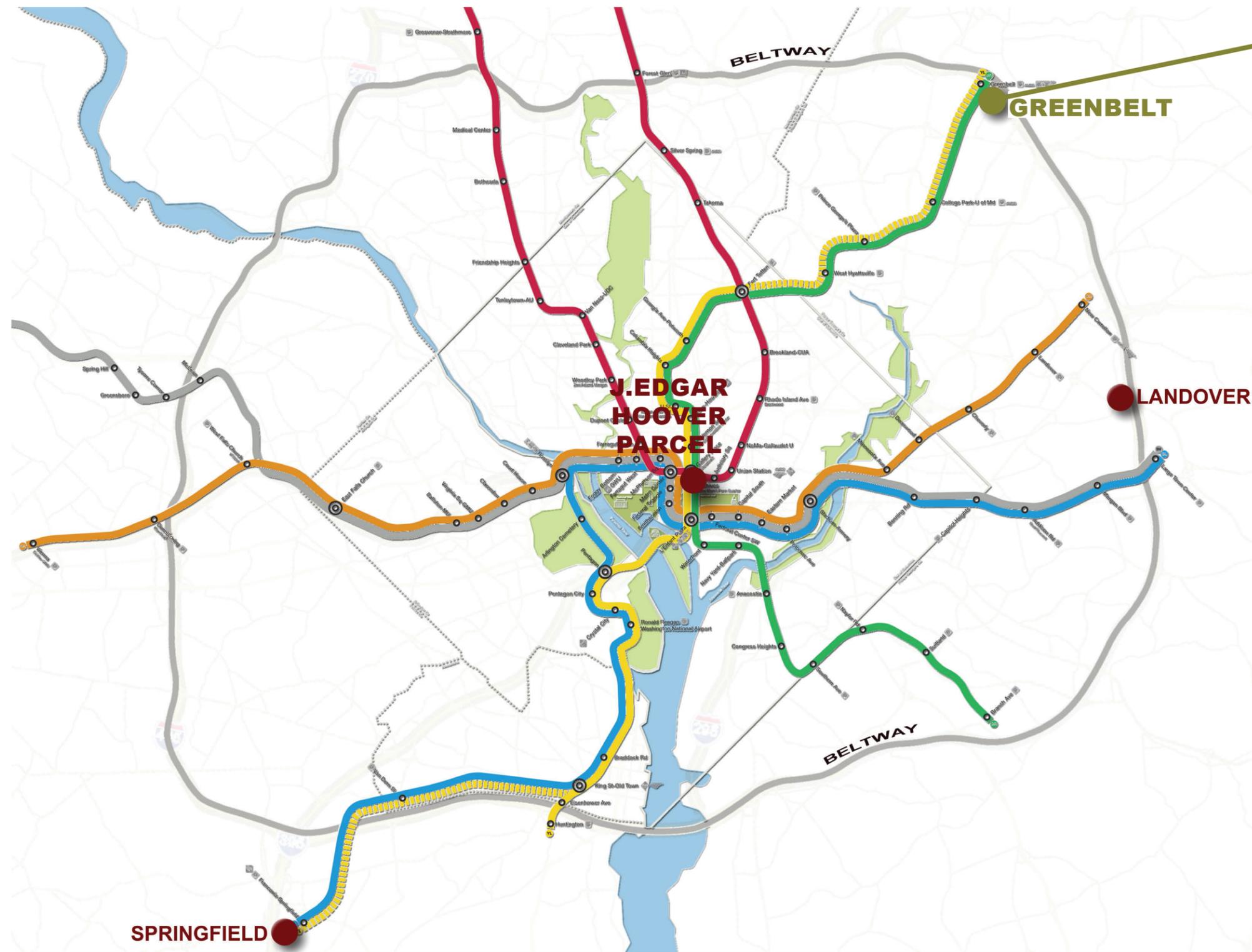
These redevelopment scenarios, known as RFDS 1 and RFDS 2, are an estimate of what could be reasonably developed on the JEH parcel in the foreseeable future based on Pennsylvania Avenue Development Corporation (PADC) guidelines and D.C. zoning requirements (see section 2.4.4). These scenarios were based 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

