

Figure 2-16: Springfield Functional Zone Diagram

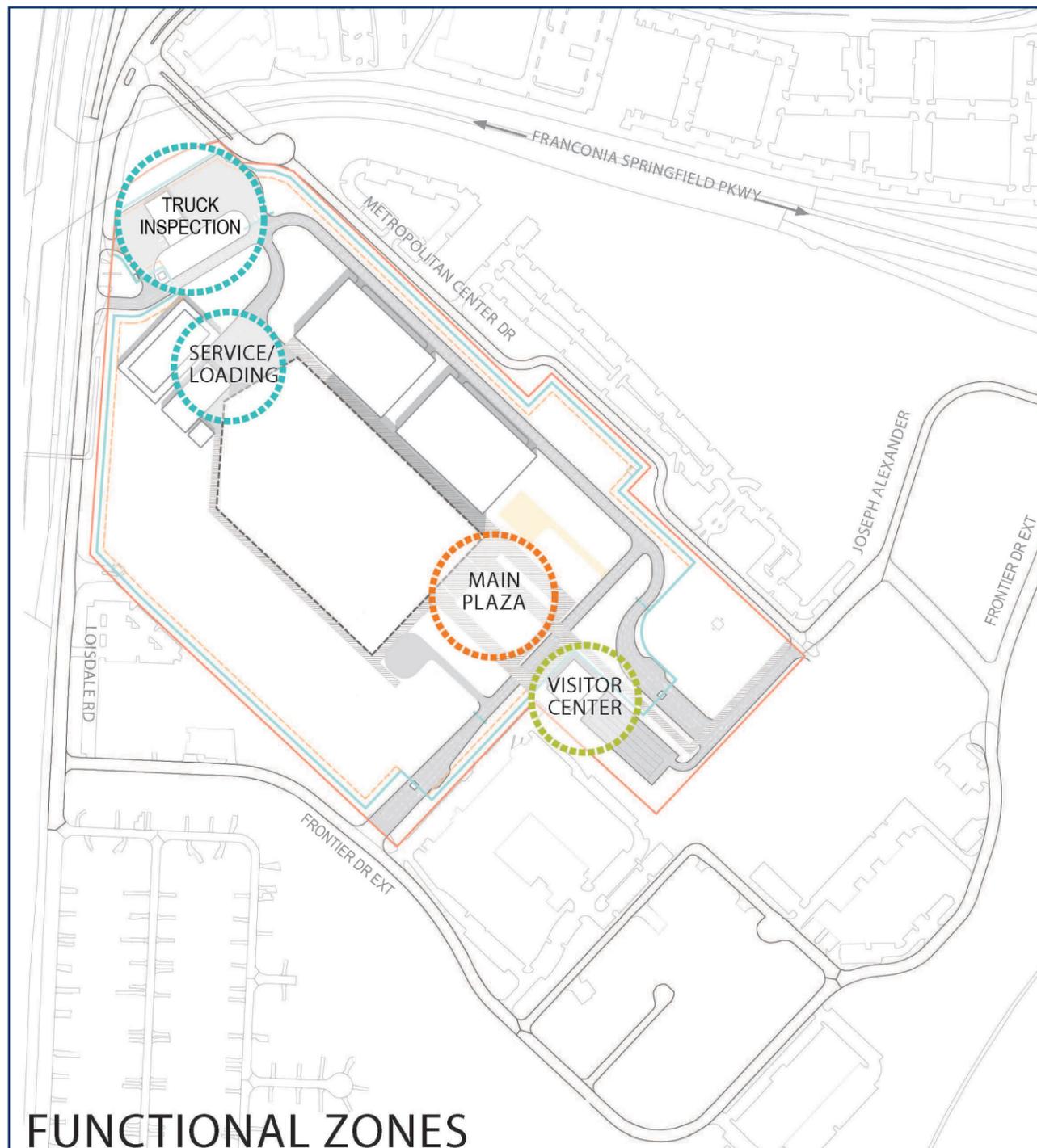
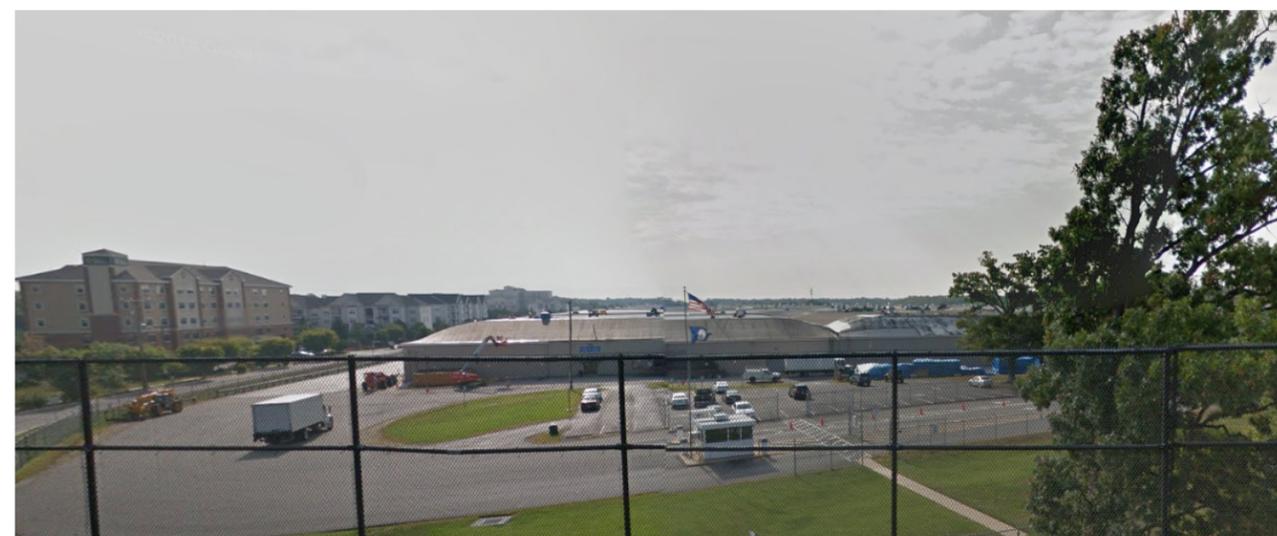


Figure 2-16 shows the site's functional zones. These zones were developed as a planning tool to keep the various functions within the HQ campus separated spatially, in accordance with the planning principles and design requirements described in section 2.1. The truck inspection zone would be located 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.

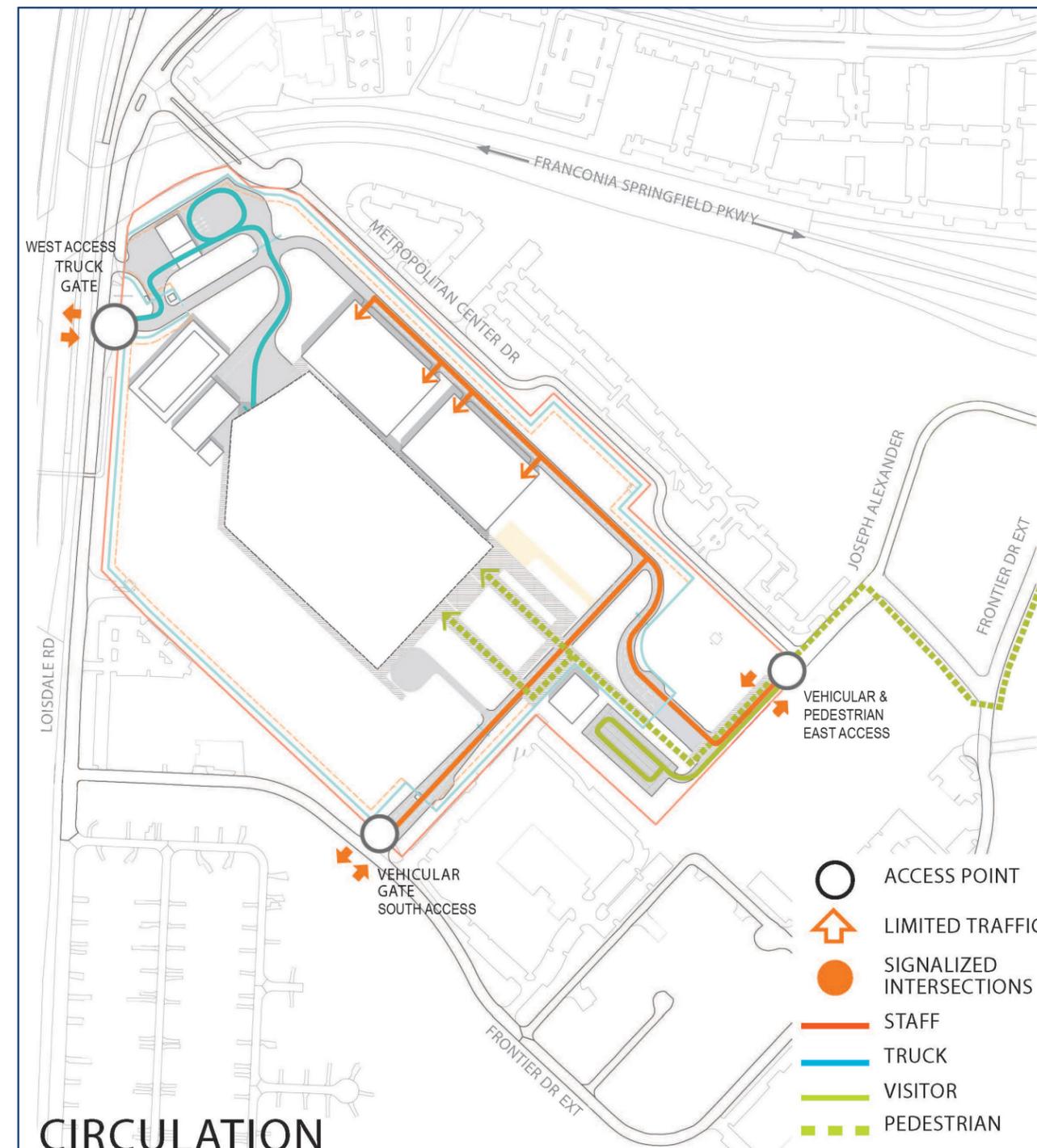


View of Springfield Site from the Franconia-Springfield Parkway. Photo Courtesy of Google (2014)

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
TOTAL	2.583 million GSF	

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.

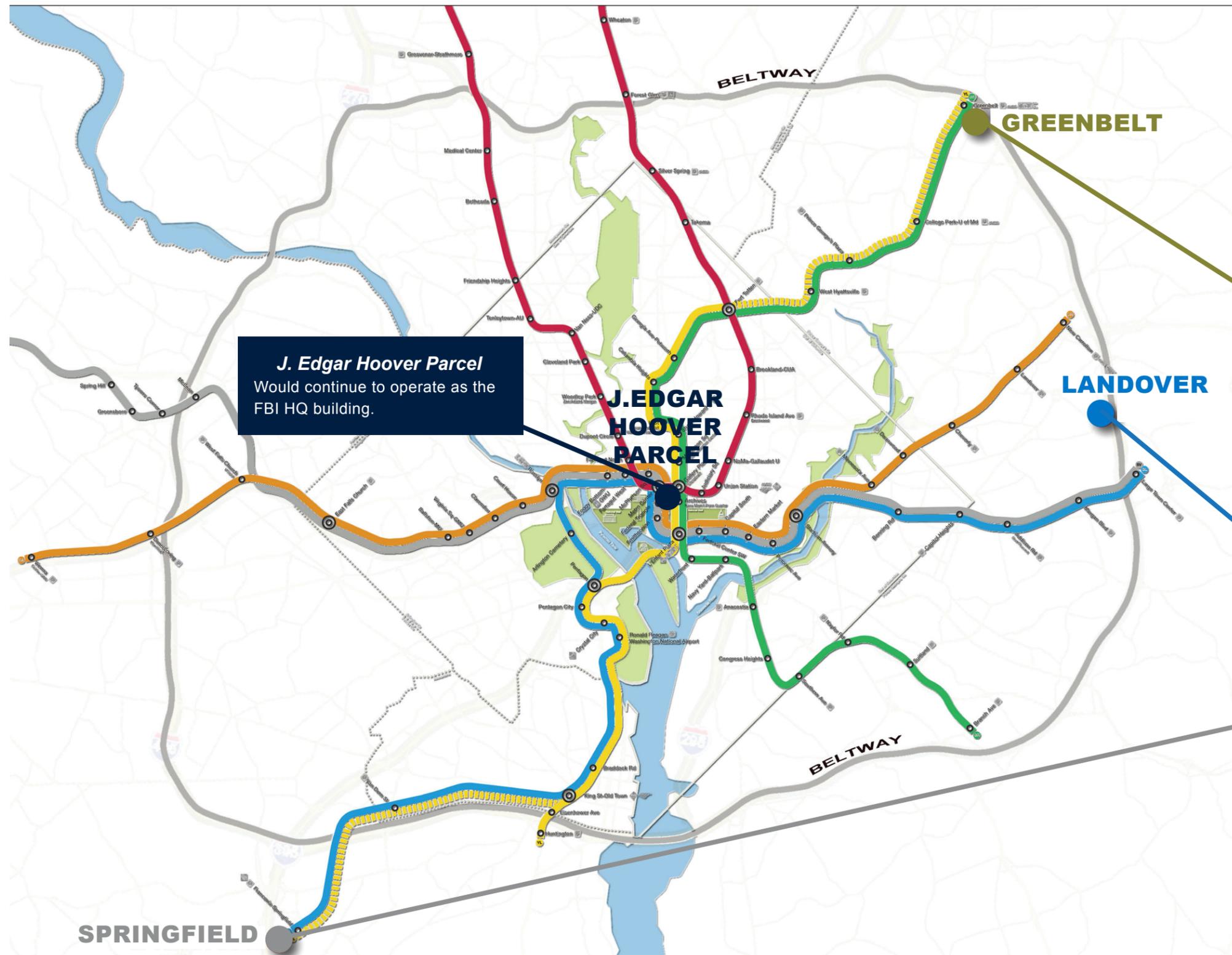
2.4.5.3 Landover

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



J. Edgar Hoover Parcel
Would continue to operate as the FBI HQ building.

No Action Alternative

Under the No-action Alternative, FBI HQ staff and operations would remain dispersed at JEH and other leased facilities without consolidation at a new permanent location.

Greenbelt Site
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.

Landover Site
Would remain a vacant site; there would be no major changes from the existing condition.

Springfield Site
Would continue to operate as a GSA warehouse facility; there would be no major changes from the existing condition.