

GSA would rely on the following authorities to implement the consolidation of FBI HQ and the exchange of the JEH parcel, including:

- 40 U.S.C. § 3304,
- 40 U.S.C. § 584, and
- 40 U.S.C. § 581(c)

There are two primary decisions to be made by GSA, in coordination with FBI and NCR as cooperating agencies:

- Whether or not to consolidate the FBI HQ through the exchange of JEH, and
- To consolidate FBI HQ at either the Greenbelt, Landover, or Springfield site.

The Proposed Action would encompass 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 to support the space consolidation efforts of GSA and the FBI. The exchange would convey the JEH parcel to the private sector consistent with local land use controls and redevelopment goals for Pennsylvania Avenue.

GSA would rely on various authorities to implement the exchange, including 40 U.S.C. § 3304, which authorizes GSA to seek donated sites or no-cost assignable purchase options for sites. In addition, 40 U.S.C. § 581(c) allows GSA to acquire, by purchase or otherwise, real estate and interests in real estate to meet FBI's space needs through exchange of the current HQ facility. GSA would notify and coordinate with its oversight and authorization committees in the context of an exchange.

Purpose and Need of the Proposed Action

The purpose of the Proposed Action is the consolidation of the existing FBI HQ into one location within the National Capital Region (NCR) and to provide the FBI with a HQ complex that meets the Interagency Security Committee (ISC) Level V security standards. This standard is reserved for agencies with mission functions that are critical to national security or the continuation of government.

As previously stated, the FBI has occupied the JEH building since its completion in 1974. However, since that time, the mission and operations of the FBI have evolved in such a way that multiple leased facilities across the NCR are required to fulfill its HQ and mission functions. As a result, a consolidated FBI HQ is needed to support information sharing, collaboration, and the 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 NCR.

Fragmentation resulting from the FBI HQ's multiple locations diverts time and resources from investigations, hampers interoffice coordination, 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 significant space savings.

The Proposed Action is also necessary to provide an FBI HQ that adheres to the ISC Level V facility standards. Currently, FBI HQ elements are housed in the JEH building and in multiple locations throughout the NCR that do not meet the ISC Level V facility standards. As an integral agency for the management of intelligence and national security programs, the FBI needs a HQ that provides highly reliable utilities and infrastructure.

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 **ain 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).

- **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^a), and building maintenance workshops. The CUP components would be located inside the security zone but offset from the Main Building.

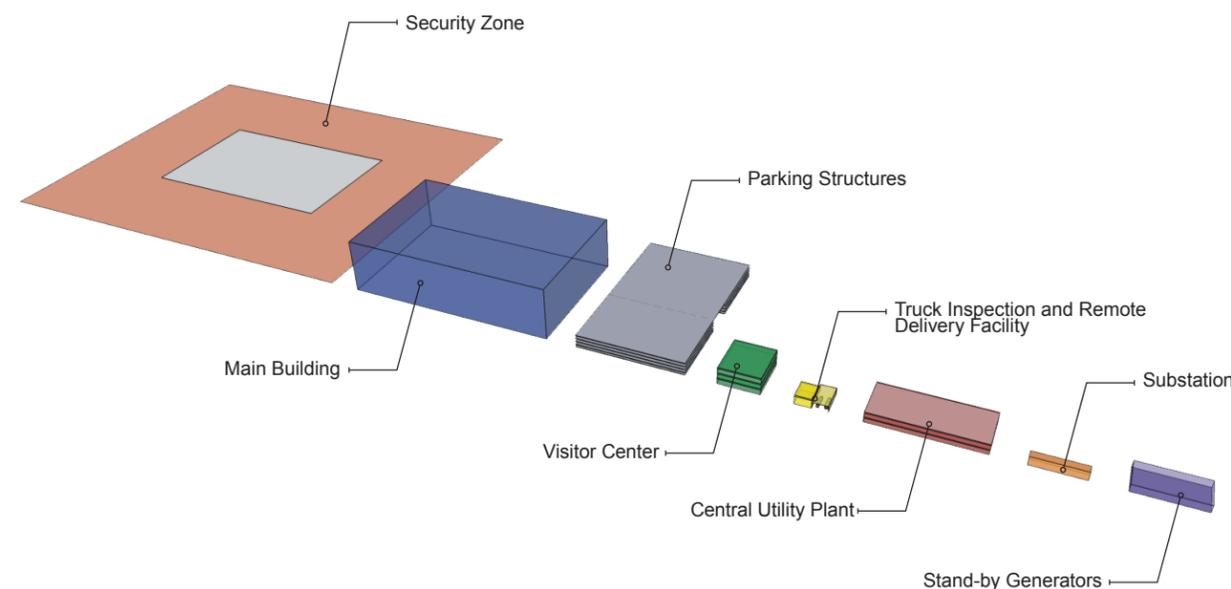
Providing sufficient access to the campus while complying with Interagency Security Committee (ISC) Level V security requirements is critical to the campus as well as the FBI's ability to carry out its mission. To that end, in addition to the components, described previously, the provision of vehicular 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 ES-1 identifies the total area required for each facility component, and figure ES-2 diagrams the facility components.

Table ES-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 Landover and Greenbelt sites, but would not be required at Springfield site. See Sections 4.1.12, 5.1.12, and 6.1.12 for more information.

Figure ES-2: FBI HQ Facility Components



¹ 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.

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 developable area for the main building(s).
- 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 proximity to transit. 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 based on total acreage of 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).

Alternatives Considered

After careful review against Federal site evaluation criteria, three sites within the NCR were selected to comprise a shortlist of sites to be considered for the consolidation of the FBI HQ. Section 2.3 describes this process in detail.

The analysis of environmental impacts for each of the three alternatives is based on conceptual site plans informed by both site planning principals and broad 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 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 (described in the gray box to the left), avoid and preserve sensitive environmental resources, and respond to concerns raised in public and agency scoping comments.

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 potentially be altered during the final design process with the selected exchange partner. GSA would perform supplemental NEPA analysis, as necessary, if there is substantial variance from what is considered in this Draft EIS.

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 by a team of urban designers, landscape architects, environmental planners, security experts, transportation planners, transportation engineers, and civil engineers in an iterative and collaborative process, which regularly interfaced with GSA and FBI leadership.

This EIS also considers a No-action Alternative (Section 2.4.5), wherein FBI HQ would not consolidate, and its staff and operations would remain dispersed throughout the NCR at JEH and other leased facilities. CEQ regulations, identified in 40 CFR 1502.14(d), require that the evaluation of alternatives in the 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 Proposed Actions. Figure ES-3 graphically summarizes the alternatives evaluated in this EIS.

Figure ES-3: FBI HQ Consolidation Alternatives

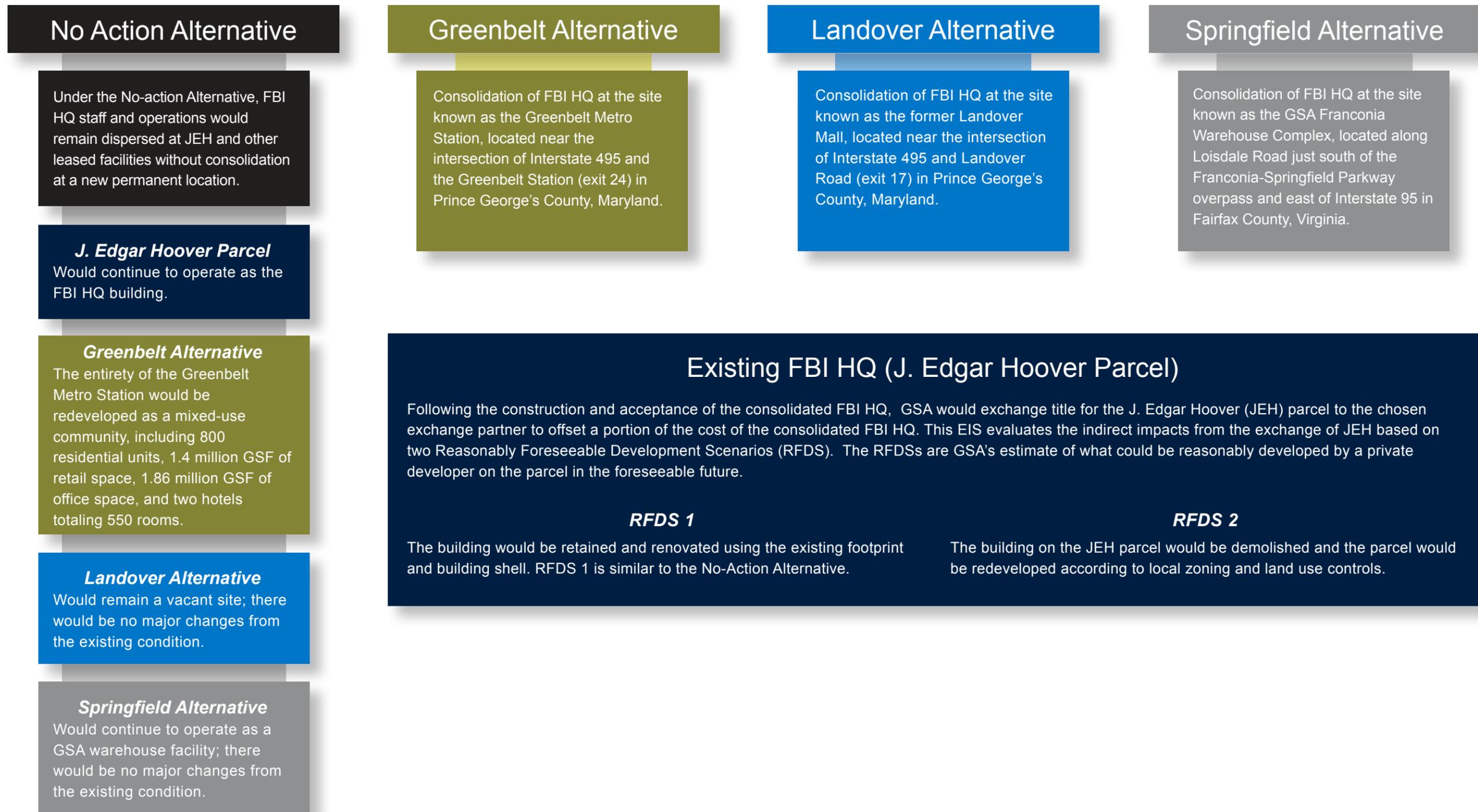
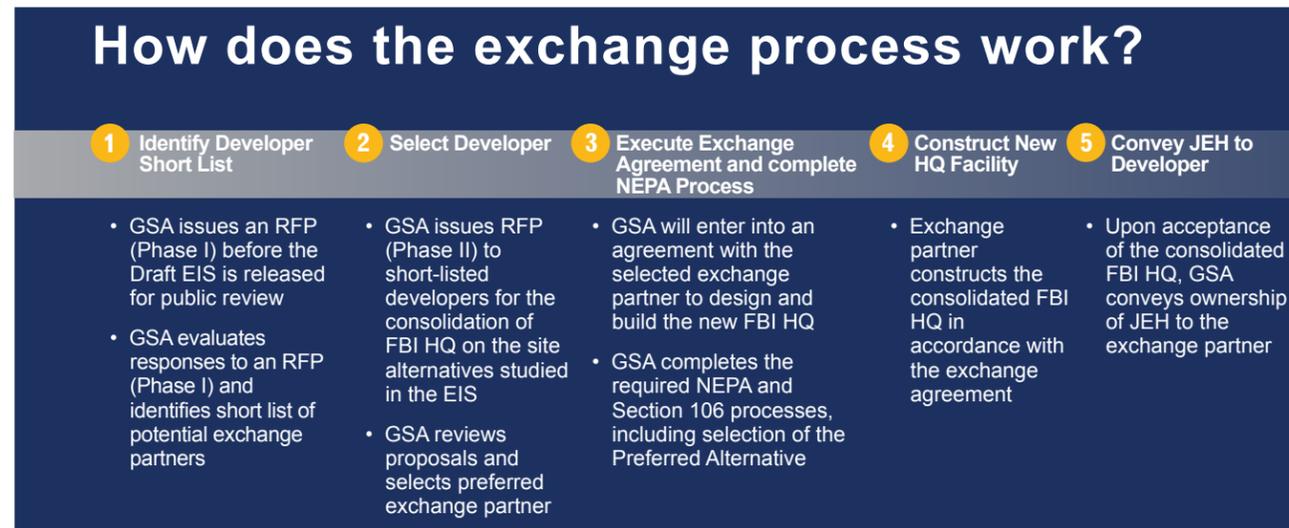


Figure ES-4: The JEH Exchange Process



The exchange of the JEH parcel to a private exchange partner, outlined in figure ES-4, 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 exchange partner and potential future tenants.

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 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. 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. When identifying a Preferred Alternative, GSA and FBI will consider, among other things, the impact analysis in this EIS, costs, and ability of the alternatives to meet FBI mission requirements.

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Figure ES-5: 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.

Greenbelt

The approximately 61-acre Greenbelt site is situated in Prince George's County, Maryland (figure ES-5) 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 ES-6). 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.



Greenbelt Metro Station Bus Bays

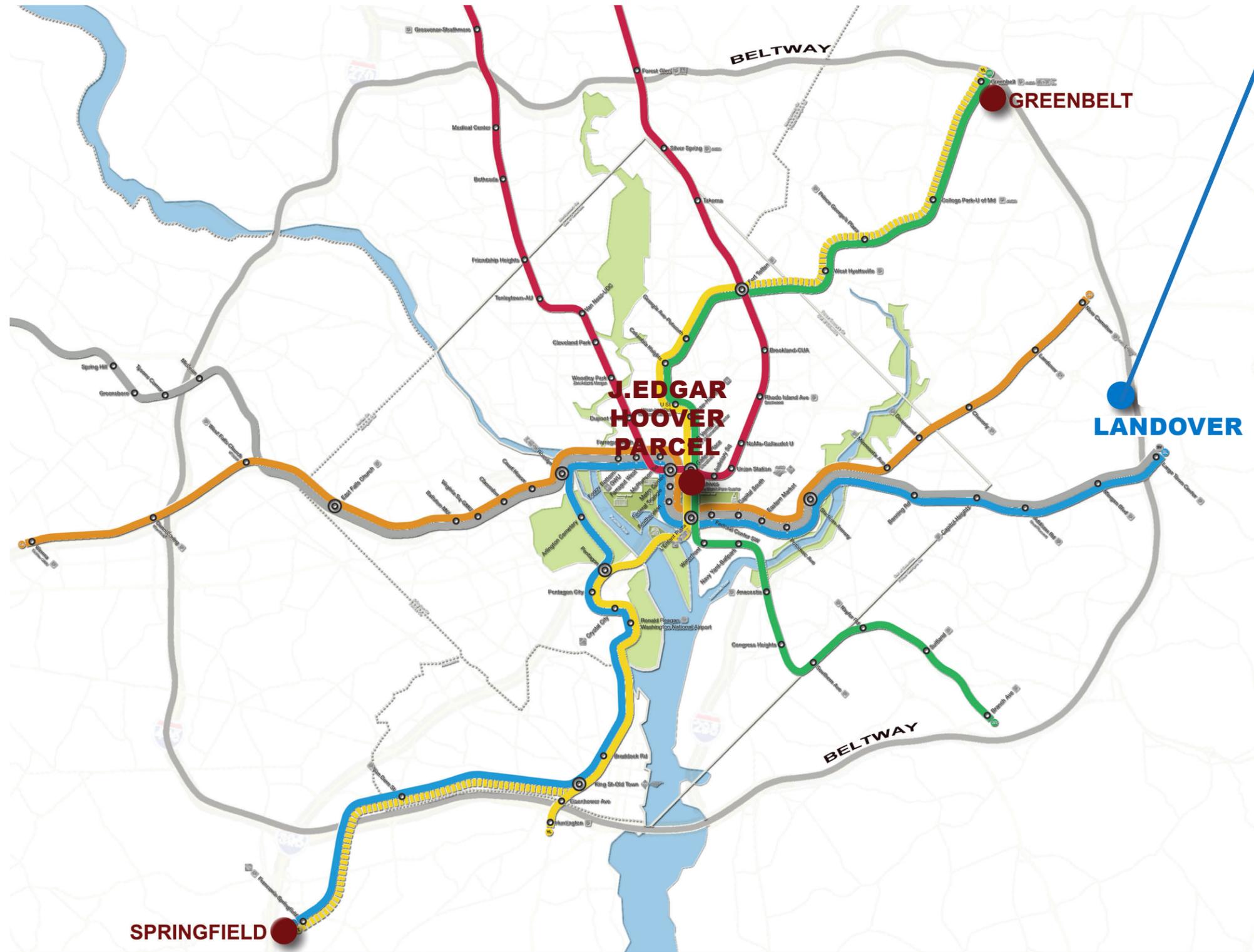


Indian Creek

Figure ES-6: Greenbelt Conceptual Site Plan



Figure ES-7: 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