1.0 Introduction

The U.S. General Services Administration (GSA) Public Buildings Services (PBS) provides work environments for more than 1 million federal employees nationwide. Created in 1949, the Rocky Mountain Region of the PBS serves as a builder, developer, lessor, and manager of federally owned and leased facilities throughout Colorado, Montana, North Dakota, South Dakota, Utah, and Wyoming, including the Denver Federal Center (Federal Center), located near Lakewood, Colorado (Exhibit 1-1).

The Federal Center, a 640-acre secured federal facility that was formerly part of unincorporated Jefferson County, was recently annexed into the City of Lakewood ~~is currently located within an unincorporated portion of Jefferson County, is surrounded by the City of Lakewood~~ (Exhibit 1-1). The Federal Center site is one of the largest contiguous parcels of land in the Lakewood area that is owned by a single entity. The Federal Center was acquired in 1941 by the federal government for the purpose of small arms ammunition production. After World War II, the ammunition plant was closed and the buildings were converted to office, research, and administrative use by a number of federal agencies. There are approximately 4.1 million square feet of space in ~~65~~ active buildings at the Federal Center, where 26 federal agencies with approximately 6,000 on-site employees are currently located.

GSA proposes to implement a new Master Site Plan for the Federal Center that will replace the existing 1997 Master Site Plan (GSA 1997b) and address new opportunities for site development. The National Environmental Policy Act of 1969 (NEPA) (42 United States Code [USC] 4321 et seq.) requires federal agencies to consider alternatives to proposed actions and to analyze the impacts of those alternatives on the human and physical environment. NEPA is implemented through regulations of the Council on Environmental Quality (CEQ) (40 Code of Federal Regulations [CFR] 1500–1508). GSA has, in turn, adopted procedures to comply with NEPA and CEQ regulations, as found in GSA Order ADM 1095.1F (Environmental Consideration in Decision Making), and in the GSA PBS NEPA Desk Guide, Final Guidance (October 1999).

This Final ~~Draft~~ Environmental Impact Statement (FEIS~~DEIS~~) was prepared to comply with NEPA as described above. It evaluates the proposed Master Site Plan alternatives and identifies the environmental effects associated with implementing the proposed alternatives. Following closure of the public comment period on the Draft EIS (DEIS), a Final Master Site Plan was ~~will be~~ prepared by GSA to articulate the vision for the Federal Center. The FEIS ~~A Final EIS~~ (FEIS) was ~~will be~~ prepared to accompany the Final Master Site Plan. GSA used ~~will use~~ the EIS process to make decisions regarding the proposed alternatives, including identifying a preferred alternative, and will prepare a Record of Decision that will summarize the Final Master Site Plan and FEIS decisions.

1.1 Purpose and Need for the Action

The purpose of the Master Site Plan is to provide a new vision and development strategy for the Federal Center over the next 20 years through an integrated, collaborative planning process. The Master Site Plan is intended to establish the nature, character, and location of

activities and development; to encourage orderly growth and change throughout the Federal Center site; and to provide the basis for future implementation actions. Ultimately, the Master Site Plan provides a direction for development and serves as a guiding document to shape future growth and investment on the Federal Center site. The preferred alternative ~~proposed action~~, and the primary focus of this EIS, is the implementation of a new Master Site Plan for the Federal Center.

The mission of GSA's PBS is to provide a superior workplace for federal customer agencies ~~the federal worker~~ at good economies to the American taxpayer (GSA 2007). Toward this end, a Master Site Plan is needed that will focus on short- and long-term planning for federal agency needs and mission requirements.

The current Master Site Plan and associated EIS for the Federal Center were completed in 1997. Since that time, several potential development and redevelopment opportunities in and around the site have been identified. As a result, there is a need for a new Master Site Plan that will address how these opportunities fit into a larger framework that realizes the federal mission of GSA and is compatible with local community issues.

The following are the opportunities that are driving the need for the new Master Site Plan:

- In 2004, voters approved the future expansion of the West Corridor Light Rail line, which includes a major transit station on the Federal Center site.
- St. Anthony Hospital plans to relocate to the Federal Center beginning in 2009–2010.
- Infrastructure improvements to meet the capital needs of federal facilities have been investigated and planned; the infrastructure project is currently being implemented in phases contingent upon funding and will result in improvements to both the core infrastructure system and specific buildings.

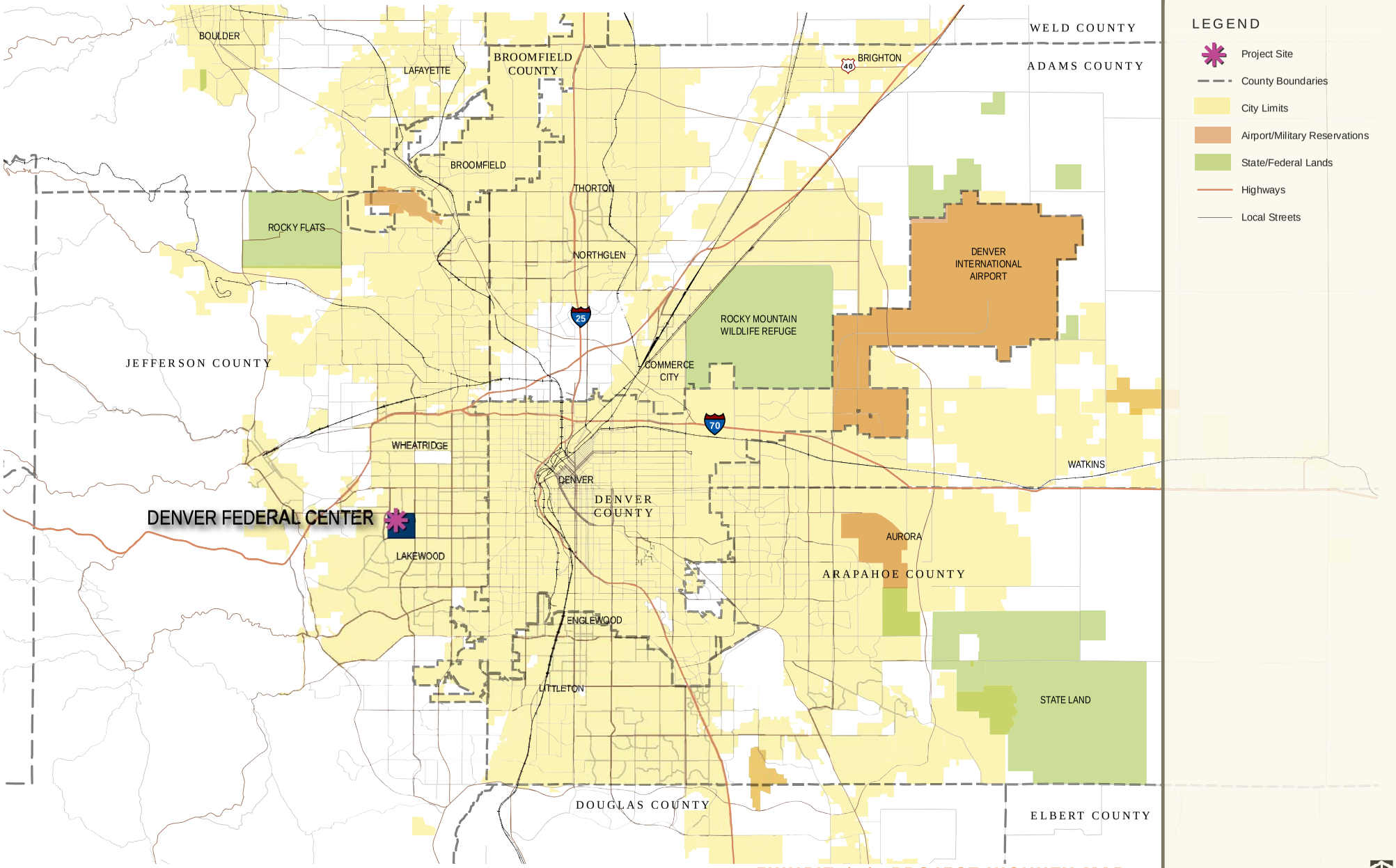
The scope and long-term permanent changes associated with any one of these activities would have been beyond the scope of the 1997 Master Site Plan. The convergence of the three projects necessitates this new master planning effort. These opportunities are described in more detail in Subsection ~~Section~~ 1.4.

1.2 Institutional Framework

1.2.1 Planning Process

In response to operational and development changes related to the Federal Center, GSA began a comprehensive planning process in 2005 to develop a long-range Master Site Plan to guide development on the Federal Center site for the next 20 years. GSA considers establishing relationships with the community an important part of the planning process, including encouraging ~~agency~~ potential tenant and public participation. The Master Site Plan process focused on communication and outreach between GSA and other federal, state, and local agencies; community stakeholders; and members of the general public. The outreach and engagement process included, but was not limited to, the following entities:

Denver Federal Center
SITE PLAN STUDY



GSA- ROCKY MOUNTAIN REGION, LAKEWOOD, COLORADO

EXHIBIT 1-1: PROJECT VICINITY MAP

0 2.5 miles 5miles 10 miles

- On-Site Federal Agencies
  - Bureau of Alcohol, Tobacco, and Firearms
  - Bureau of Land Management
  - Bureau of Reclamation
  - Drug Enforcement Administration
  - Department of Homeland Security
  - Department of Energy
  - Department of the Interior
  - Department of Labor
  - Environmental Protection Agency
  - Federal Bureau of Investigation
  - Food and Drug Administration
  - Federal Emergency Management Agency
  - Federal Occupational Health
  - U.S. Fish and Wildlife Service
  - Federal Protective Services
  - U.S. Geological Survey
  - Government Printing Office
  - General Services Administration
  - Department of Health and Human Services
  - Internal Revenue Service
  - Minerals Management Service
  - Mine Safety and Health Administration
  - National Archives and Records Administration
  - National Institute of Occupational Safety and Health
  - Natural Resource Conservation Service
  - Public Health Service
  - U.S. Postal Service

- Off-Site Federal Agencies
  - Army Corps of Engineers
  - Department of Defense
  - Department of the Navy
  - Department of Veterans Affairs
  - Drug Enforcement Administration
  - Federal Communication Commission
  - National Park Service
  - Western Area Power Administration

- State and Local Entities
  - City of Denver
  - City of Lakewood
  - Colorado Division of Wildlife
  - Colorado Historical Society

- Creighton Middle School
- Dennison Elementary
- Department of Public Health and Environment
- Eighty-nine Homeowners Associations
- Fletcher Miller Special Education School
- Glennon Heights Elementary
- Jefferson County
- Northeast Lakewood Historical Society
- Regional Transportation District
- Union Square Home Owners Association
- Local Businesses

To begin the site planning process, an analysis of existing site conditions was completed to determine physical and economic conditions and identify opportunities and constraints. Appendix A contains a detailed analysis of the existing on-site facilities and the anticipated development opportunities and constraints. In addition, background information was collected for on-site wildlife species and a preliminary framework was developed for establishing priorities and direction in the management of wildlife at the Federal Center. Appendix B includes the background and general management sections of the Wildlife Management Plan (GSA 2005b). Together, these site and wildlife analyses, combined with stakeholder input, provided the basis from which the site development concepts were derived.

To date, the planning process has included design charrettes, roundtable committee meetings, federal focus groups, federal tenant meetings, community group meetings, EIS scoping meetings, numerous stakeholder interviews, and a public open forum. ~~Additional meetings will be conducted over the course of the master planning process.~~ Meetings were held throughout the Lakewood area to encourage input from residents, civic leaders, property owners, and community leaders. To date, more than 600 individuals have participated in more than 40 hours of meetings or workshops. Appendix C includes a summary of public involvement activities associated with developing the Master Site Plan.

As part of the new Master Site Plan process, the first charrette meeting was held in March 2006. This charrette generated approximately 20 framework plans that were consolidated into a variety of development schemes. The schemes were studied, evaluated, and combined into three planning concepts that were then presented at the public scoping meetings. The EIS scoping and stakeholder evaluation of these concepts helped identify areas of concern in each concept and resulted in the development of two action alternatives that combine the preferred aspects from each scheme. The resulting alternatives are described in Chapter 2 of this document.

Furthermore, the initiation of the Master Site Plan process prompted additional, more detailed studies of the infrastructure and transportation issues within the Federal Center site. These studies have provided GSA new information for the planning process.

1.2.2 Review and Approval Process

The EIS accompanying the Master Site Plan was ~~is being~~ prepared in accordance with the requirements of the following:

- National Environmental Policy Act of 1969 (42 USC 4321 et seq.)
- Council on Environmental Quality Regulations (40 CFR 1500–1508)
- GSA Order ADM 1095.1 D (February 11, 1985)
- GSA Order PBS P 1095.413 (Change 1, April 5, 1990)
- General Services Administration PBS NEPA Desk Guide Final Guidance (October 1999)
- Various documents outlining and supporting GSA's Asset Management goals and strategies

The DEIS was ~~will be placed~~ on the Internet and circulated to government resource agencies and the general public for 45 days of review, from April 27, 2007, through June 11, 2007. Following the comment period, GSA prepared the FEIS to respond ~~will prepare a Final EIS responding~~ to the substantive comments on the DEIS ~~draft EIS~~ as well as to reflect the ~~reflecting~~ changes made by GSA.

~~A Record of Decision will be prepared in conjunction with the final EIS that reflects the decisions made by GSA relating to the Master Site Plan, including the identification of the preferred alternative.~~

GSA has selected a revised Federal Quad Alternative as the ~~will select a~~ preferred alternative based on a number of considerations, including federal need. The federal need was ~~will be~~ determined in part by evaluating the needs and missions of the tenant agencies. The other considerations included the locational value of specific parcels, the condition and value of existing buildings, the support or concern of local jurisdictions, and feedback from the public. The Federal Quad Alternative presented in the DEIS ~~preferred alternative~~ was revised as discussed in Subsection 2.3 ~~may include or exclude specific Master Site Plan components (e.g., a particular building or a residential area)~~. A Record of Decision will be prepared subsequent to the FEIS that reflects the decisions made by GSA relating to the Master Site Plan and the identification of the Federal Quad Alternative as the preferred alternative.

1.3 Overview of the Master Site Plan

1.3.1 Overall Vision and Goals

The results of the comprehensive outreach efforts and the involvement of stakeholders helped GSA gain an understanding of the key Master Site Plan issues from a variety of perspectives. The following vision statement was developed to express the collective ideas and values that the GSA stakeholders, community members, federal tenants, and other federal agencies have for the Federal Center site:

> *This world-class federal campus integrates a mix of uses that complements the larger community. The campus serves as a model for innovative partnerships,*

> *enhancing value for taxpayers and the efficiency and longevity of federal operations. In meeting the federal mission, the campus embraces sustainability, design excellence, and greater accessibility for the public. It serves as a prominent and progressive community hub, capitalizing on the availability of public transit and services. The campus reflects a renewed commitment to our collective future.*

The Master Site Plan is intended to serve as a guide to ensure that future changes benefit the GSA mission for the Federal Center site by capitalizing on the availability of transit service and helping to protect the best features of the site, including its premier location and campus-like setting. In an effort to help realize a new vision for the Federal Center site, the following goals were established at the beginning of the planning process:

- Safeguard the interests and meet the current and future mission needs of federal tenants.
- Maximize the value and appeal of the Federal Center site.
- Establish a vision for a dynamic, mixed-use center.
- Capitalize on the premier location and campus-like setting to attract new federal and non-federal users.

The collective improvements to the Federal Center's federal tenant campus and the new development anticipated near the proposed transit facility and the proposed hospital activity are intended to retain and attract federal agencies from other metropolitan Denver locations. The objective of the Master Site Plan is to enhance workplace quality-of-life through better commuting access, a broader base of amenities, and a greatly enhanced aesthetic environment.

1.3.2 Guiding Principles

The following section describes the guiding principles that focused the development of the range of alternatives. The section defines the "big picture" of each principle with the recognition that future development proposals will be accompanied by follow-on planning guidelines and recommendations.

1.3.2.1 Market Forces

Market forces rely on three primary catalyst projects to drive the demand for real estate within the Federal Center property: the Regional Transportation District (RTD) Intermodal Station development, the St. Anthony Hospital relocation, and reconfiguration and redevelopment of federal tenant space. The economic analysis used in developing appropriate land uses for the Master Site Plan includes estimates of overall market demand for major land use types in the broader Lakewood trade area. In addition, analysis includes estimates of how much of that trade-area demand could be "captured" and translated into development on the Federal Center site given the general location of the site and its planned amenities. The detailed market analysis is included as Appendix D of this document.

The estimates of attainable capture of market demand are shown as a range: *conservative*, *moderate* or *aggressive*, based on the uncertainty of forecasting the future ability of the site

to capture demand. The capture estimates are meant to show the low, medium, and upper limits of market potential for the site. They do not consider constraints such as security needs, environmental/topographic barriers, configuration problems, and the desires and needs of tenants or stakeholders. These additional factors will generally work to decrease, rather than increase, the ultimate level of development on the site. The Master Site Plan takes into account these and other factors in the allocations of space given to various land uses.

1.3.2.2 Land Use

Several land use principles were considered in the planning process, including the desire for land use compatibility, the advantages of transit-oriented development, and the preference for a mix of uses, including a federal campus core area and the retention of open space. A facilities inventory and analysis was also conducted to determine which existing buildings are likely to remain in continued use or have the potential for re-use within the Federal Center.

Identifying a location for a federal campus core reflects the desire for an attractive area with a secure perimeter that meets existing and future mission needs of federal tenants. Another land use objective for the Federal Center is to ensure compatibility both with the surrounding commercial districts and residential neighborhoods as well as the planned RTD Intermodal Station and St. Anthony Hospital projects. Higher-density transit-oriented development in the vicinity of the planned RTD Intermodal Station is intended to provide amenities that would maximize the benefits both the RTD Intermodal Station and the Federal Center. A complementary mixture of office, research and development, industrial, retail, and potential residential uses is sought within the Federal Center to increase the vitality and market balance of the site.

1.3.2.3 Community Design and Character

Given the stated vision for the Federal Center, it is essential to develop a Master Site Plan that establishes a benchmark for signature federal centers and helps the property achieve an identity as a world-class federal campus that integrates a mix of uses, is a model for innovative partnerships, and embraces sustainability, design excellence, and greater accessibility for the public. Master Site Plan development alternatives were created in response to the local community character and reinforcement of the primary physical characteristics of the site, such as existing land use character and views and consideration of the significant history of the site and its role in the community.

Views from the Federal Center site towards downtown Denver, Green Mountain, and Front Range mountain peaks are an important consideration in the Master Site Plan process. Site amenities such as passive and active open space for tenants and members of adjacent neighborhoods are integral to the future of the Federal Center. Resources and issues such as cultural resources, natural greenways and drainages, and sustainability are additional considerations in the development of the Master Site Plan.

1.3.2.4 Economics

The economic value of the Federal Center site is a critical factor in the planning process. The intent is to maximize the value of the site for federal and other uses through actions that contribute to the redevelopment of the Federal Center site. Market conditions and project feasibility are key to the Master Site Plan and help ensure that master plan alternatives would be economically viable.

1.3.2.5 Transportation

Transportation is a fundamental consideration in the Master Site Plan, not solely because of concerns about safety and function, but because connectivity to the planned RTD Intermodal Station is central to the future of the Federal Center. It is essential that the transit station be accessible to pedestrians, bicycles, autos, and regional and local buses. Clear visual and physical connections should exist between the transit station and all surrounding areas.

Traffic studies conducted and analyzed within the context of the Master Site Plan focused on operational and safety issues as well as access and circulation. Of particular importance is connecting future roadways and infrastructure with the existing hierarchy of streets. Ensuring a sufficient supply of parking on site is also a key objective.

1.3.2.6 Security

Currently, the Federal Center is a secured facility, with a perimeter fence and manned gatehouses controlling access in and out of the site. The site is publicly accessible; however, visitors are required to present government-issued identification upon entering.

Security is an important concern to federal tenants and the surrounding community. The security needs of federal tenants on the site will continue to be analyzed and modified as required during implementation of the preferred alternative. Functional security measures are an important factor to implementation of the preferred alternative and will evolve over the course of this long-term plan. Therefore, the actual and eventual location of the perimeter security boundary (i.e., fence) was not specifically designated in any of the Master Site Plan alternatives, as it will become an integral determining component in implementation of any of the site alternatives.

The main objective in implementation will be to evaluate individual agency security requirements rather than taking a uniform approach for all agencies or for the overall site. Agencies and/or facilities with high-level security needs could be accommodated within a more secure perimeter, while agencies and/or facilities with higher public visitation and lower-level security needs could be made more accessible. This could involve movement of agencies in or out of perimeter secured areas as appropriate. The intent is to be able to respond to the evolving security needs of tenants and the public alike through phasing of security zones and security measures, as the Master Plan is implemented over time.

When the secure perimeter is relocated, existing buildings housing federal government operations located outside the new secure perimeter will be individually evaluated and

upgraded as required under the Interagency Security Committee and Department of Justice Standards for federal facilities, based on the mission and operational requirements of tenants and the physical attributes of the facility. Special consideration will be given to blast protection and physical setbacks. In the event that these standards are superseded, the new standards will apply.

The capital costs and reoccurring expense of additional required security countermeasures and upgrades will be factored into these facility evaluations and developer site activity, including feasibility and cost benefit analyses, project scope, funding request, to include the allocation and assignment of potential costs.

~~Currently, the Federal Center is a secure facility, with a perimeter fence and manned gatehouses controlling access in and out of the site. The site is publicly accessible; visitors are required to present government-issued identification.~~

~~Security is an important concern to federal tenants and others in the surrounding community. The security needs of federal tenants will therefore continue to be analyzed and security measures maintained and implemented as appropriate regardless of the implementation of the proposed action. Although functional security measures and safety concerns are important factors at the Federal Center, security was not a driving factor in the development of the Master Site Plan alternatives.~~

~~With respect to perimeter security barriers and safety fencing, the objective is to evaluate individual agency security requirements rather than taking a uniform approach for the overall site. Facilities with high-level security needs could be accommodated within a more secure perimeter, while areas with higher public visitation and lower-level security needs could be made more accessible. The intent is for the Master Site Plan to be compatible with future phasing of security zones and measures to respond to the evolving security needs of tenants and the public alike. As this occurs, the area within the secured perimeter is likely to decrease. The final Master Site Plan will explore ideas for an integrated strategy that balances an appropriate site perimeter (fence) and building-specific security measures (reinforced barriers, screening measures, etc.) in clustered use zones that share similar security requirements.~~

~~Future individual building security needs will be determined on a case-by-case basis using factors that could include an assessment of threats and the proximity of development, as well as the potential presence of existing site security features, the mission needs of tenant agencies, and the existing needs of the buildings. The capital cost and reoccurring expenses of required security countermeasures and upgrades will be factored into feasibility and cost-benefit analysis for any development activity on the site.~~

~~Nevertheless, new construction to accommodate federal government operations will be designed and constructed in compliance with the Interagency Security Committee and Department of Justice standard for federal facilities regarding blast protection and physical setbacks. In the event that these standards are superseded, the new standards will apply.~~

1.3.2.7 Implementation

The Final Master Site Plan for the Federal Center reflects ~~will reflect~~ GSA's preferred development alternative and incorporate a phased implementation and disposition strategy recommendation. This section outlines a general approach to developing the site development implementation and disposition strategy. The site improvements and development recommendations that will be included in the Final Master Site Plan will reflect the existing building portfolio strategy adopted by GSA, and the implementation of the plan will be phased across the following three broad timeframes:

- Short-term site improvements and redevelopment to be implemented over 0–5 years
- Mid-term site improvements and redevelopment to be implemented over 6–15 years
- Long-term site improvements and redevelopment to be implemented beyond a 15-year period

The St. Anthony Hospital and RTD Intermodal Station projects are anticipated to fall within the short-term ~~mid-term~~ timeframe. The greatest opportunities for redevelopment on the site will likely occur during this mid-term time period. Current and ongoing infrastructure and capital projects on the Federal Center campus could influence phasing and implementation of future redevelopment opportunities within the property. These programmed improvements might include one or more of the following:

- Access and egress improvements for site circulation and security
- Power system upgrades for looped power supply and system-wide maintenance upgrades
- Roadway and parking lot extension, expansion, seal coating, repair, and striping
- Water and sanitary sewer system relocation, upgrades, and maintenance to meet Master Site Plan layout and service requirements
- Stormwater, drainage, and open space improvements and upgrades to provide for water quality and flood flow control while enhancing open space quality, including retention or detention ponds and storage
- Building and facility upgrades to both new and existing structures to provide for security improvements, functional upgrades, or correction of deferred maintenance requirements
- Demolition of existing excess property and buildings to prepare the Master Site Plan to be implemented in a phased approach

Market and Phasing Considerations. Development within the guidelines of the Master Site Plan for the Federal Center will need to be driven by federal needs and shaped by the local and regional real estate market, including Denver-area job generation on the demand side and competing employment locations on the supply side. Because of the need for a market-driven approach, a key feature of the Master Site Plan is its built-in flexibility to adjust to changes in market conditions over time. Disposition and development must occur in appropriate stages

(rather than all at once, which could flood the market) for the overall implementation of the plan to be financially feasible.

One of the following four outcomes generally results from an implementation program that is not based on, or which significantly deviates from, the sound quantification of market potentials:

- Successful Projects—Usually involve "instincts" by a highly experienced developer who risks their own capital. This is also particularly applicable on "cutting edge" projects, where there is little comparable experience. Substantial success is uncertain, however, and involves a high level of risk.

- Never Implemented Projects—The best of the "bad" outcomes, because it involves minimal loss and leaves the property clean for an alternative development program.

- Partially Implemented Projects—Financial failure, loss of credibility, and possible lawsuits (by investors, lenders, tenants, etc.) and leaves the property tainted for alternative developments.

- Built and Failed Projects—Both financial and land use disasters. These properties usually deteriorate for some time, are sold as a steeply discounted value, stigmatize other development proposals, and are ultimately converted to some alternative, less desirable, use.

Assuming a uniform annual absorption rate, new development proposed for the Federal Center would translate into approximately 195,000 to 270,000 square feet of space each year. Annual development and absorption, however, typically varies from year to year in response to market conditions, and varies greatly between competing uses (e.g., the demand for residential units may be strong for several years while the demand for office space is weak and then the situation could reverse itself for a period of time).

Furthermore, the development of the Federal Center will also depend on the availability of key parcels at the market-appropriate time. For instance, developers of private-sector office space may prefer to locate near the transit station after the RTD facility is completed; before that time, an office user may prefer to be located near easily accessible roadway locations. Similarly for residential developers, transit-oriented dwelling units located near the rail station may be attractive to potential residents (and therefore economically viable) only after completion of the transit infrastructure. Federal users may prefer to be located near the core of the Federal Center while other users, such as retail or research and development (R&D), may prefer a perimeter parcel to take advantage of visibility or roadway access.

Overall, real estate market analysis and resulting conclusions, while not exact science, are more science than art, relying primarily on the quantitative analysis of market demand versus competition, the past experience of the most comparable situations, and the availability of developable land at a market-supportable price. The approach to the successful implementation of the Federal Center Master Site Plan must therefore recognize the need for flexibility in response to changes in the market over the short, mid, and long-term redevelopment of the property.

Disposition and Disposal Considerations. A discussion of disposition options and recommendations will be developed in conjunction with the Final Master Site Plan. For analysis purposes, the EIS assumes an ultimate build-out of the Master Site Plan. In doing so, the EIS attempts to capture the widest possible impact scenario.

Several ~~There are a variety of~~ tools are available to GSA and other federal landholders that can be considered for disposal of property at the Denver Federal Center, all of which are under evaluation for applicability to the Master Site Plan. These include the following:

- Section 412 Authority—The Section 412 Authority is broadly structured to enable creative applications of public-private partnerships and private-sector investment in existing and new facilities and infrastructure. These authorities will be applied to short term, mid-term, and long-term site improvements such that property sales and lease mechanisms will provide either the funding for upgrading facilities and infrastructure or that in-kind improvements by private-sector investors will be used to achieve much needed upgrades to the same. The Exchange Authority allows the GSA to sell existing property to third-party users in exchange for the design and construction of programmed building or infrastructure needs that are either not yet funded through the standard procurement process or that are under funded in any fiscal year. If a potential purchaser of excess federal property enters into such an agreement, the Section 412 Authority allows for the in-kind exchange of equal value or a combination of funds and/or facilities in exchange for the surplus federal land of equal value. Further, the authority allows the exchange to be applied at the Federal Center site or at another site of the GSA's choice.

- Enhanced Use Leasing—Under this concept, other federal agencies have partnered with private-sector developers to rebuild, renovate, and/or improve existing federal buildings and lease back such facilities under a building or ground lease that allows for private-sector amortization of such improvements over an extended lease term. These facilities may also be leased by the public when the federal use does not require special security treatments or where those access and egress requirements cannot be met in the design and construction of the improvements. Should GSA receive authorization to utilize a similar approach, application of this disposition method could provide tremendous benefit for short- and mid-term site improvement or building improvement goals. This authority may even be applied where property is not deemed excess.

  Under an enhanced use lease concept, if authorized, GSA could also partner with a private entity to provide new facilities and buildings that may house new or existing federal users under the enhanced lease concept. Private and federal leases are then applied to long-term financial obligations related to the design and construction of the building that is constructed on GSA land and leased by the private sector developer.

- Sale Option—GSA may elect to sell surplus or non-excess real property and apply the funds to the Federal Center site specifically without fear of losing such funds to the treasury or other GSA facilities nationwide. These funds may be used to achieve Master Site Plan goals and objectives related to phased development of infrastructure, buildings, or federally encouraged sustainability improvements such as alternative fuel vehicle charging stations and the like.

The disposition and implementation strategy for the preferred Master Site Plan will reflect the federal needs of GSA and its tenants and will take into consideration the following:

- Value Creation ~~creation~~ —Value to the GSA will be evaluated based on physical improvements, financial return, in-kind services, and quality-of-life or operational advantages provided by the implementation of the Master Site Plan and the application of public and private partnerships.

- Timing and Phasing of Development—Private-sector investments, funding, and in-kind services will be timed to coincide with just-in-time delivery of needed infrastructure and other improvements based on the Master Site Plan implementation.

- Partnerships—A decision to partner with a master developer or several partners in the implementation of the Master Site Plan (and the appropriate use of those partnerships) will be critical to successful implementation and improvement of the property.

- Design Guidelines and Standards—The development of design guidelines and standards will be important to achieving overall project quality and consistency objectives related to architecture, infrastructure, landscape treatment and amenities, and place-making objectives.

- Land Use/Zoning Regulations—Land use and zoning concepts will be important in controlling the types and mixes of uses throughout the Federal Center campus, including those planned for private-sector property sales, mixed-use federal parcels, and in the areas designated for only federal users.

1.3.2.8 Building Inventory

An inventory of the existing facilities at the Federal Center site was conducted during fall 2005 (see Appendix A). The building inventory involved a multi-step process to provide a framework analysis for the Master Site Plan alternatives. Initially, GSA Asset Management personnel provided their review of the existing buildings. This inventory information was verified through visual observations of the interior spaces of most major buildings. The future plans for the buildings were discussed with GSA's asset management, property management, and portfolio management personnel. GSA documentation of the buildings, including existing conditions and capital needs, were also reviewed.

In 2005, the 65 buildings that were active on site ~~The 65 active buildings~~ were classified by GSA into one of three hold periods: short-term (0 to 5 years), mid-term (6 to 15 years), and long-term (greater than 15 years) based on GSA's criteria such as facility assets, hold period preference, tier, condition, financial performance, security needs, size, age, and other criteria. Occupying agency mission or basic tenant information was not a factor in determination of hold period. Of the 65 then-active buildings, 35 buildings were identified as having the potential for either mid- or long-term continued use or re-use and 30 buildings were identified for demolition, short-term hold, or as small storage facilities (Exhibit 1-2 and Table 1-1). The approximate number of active buildings on site in October 2007 is 50.

TABLE 1-1:
Building Hold Period Designations

Hold Period	Buildings
Short-term (0 to 5 years)	2, 2A, 3, 3A, 13, 14, 42, 46, 47, 49B, 49C, 49D, 61, 64A, 71, 73, 74A, 77, 78, 82, 82A~~82[a]~~, 83K, 84A, 85B, 90C, 106, 110D, 111G, 111H, 111J
Mid-term (6 to 15 years)	10, 11, 15, 20, 21, 21A, 21B, 40, 44, 45, 48, 50, 52, 53, 54, 55, 64, 75, 710, 710A, 720
Long-term (> than 15 years)	1, 1A, 6, 7, 16, 25, 41, 56, 67, 85*, 85A*, 94, 95, 810

* Mid- to long-term hold. The demolition plan for the Master Site Plan shows that Buildings 85 and 85A are slated for demolition under the preferred alternative as described in the Final Master Site Plan under Phase 2a.

Buildings demolished since the 2005 survey was conducted.

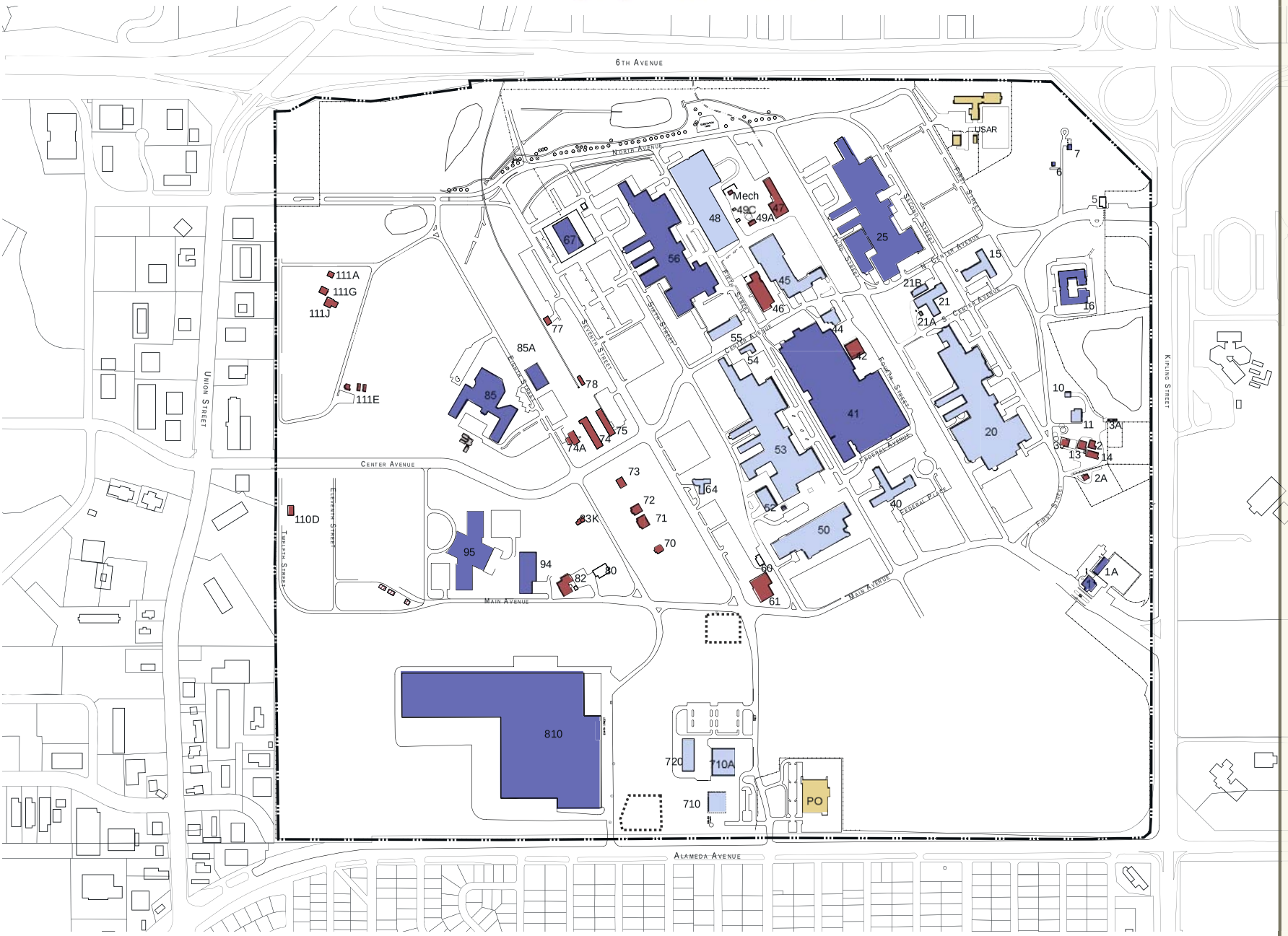
The 2005 ~~above~~ inventory and hold classification was then analyzed to develop three approaches for the ultimate demolition scenario, conservative, moderate, and aggressive. Given the long-term nature of the Master Site Plan, the aggressive demolition scenario is the baseline for both action alternatives. In some cases, buildings designated with mid-term hold were identified to remain in the Master Site Plan. In general, this occurred when factors such as unique uses, unique facilities, prior investments, planned upgrades, or historic designation determined that the building should remain on site into the long-term. Conversely, some buildings designated as long-term hold, such as buildings 85, 85A, and 94, would be demolished in the aggressive scenario that is the baseline for both Master Site Plan alternatives. These decisions were based on further evaluation of asset value or level of compatibility with desired components of the alternatives. More detail regarding the demolition plan associated with the Master Site Plan alternatives is given in Chapter 2 and ~~as previously mentioned, more detail regarding the facility inventory is included~~ in Appendix A.

1.4 Related Development Projects

GSA recently completed ~~is currently in the process of~~ a federal land disposal action that transferred ~~would transfer~~ approximately 65 acres to the City of Lakewood by negotiated sale. The City of Lakewood also recently annexed ~~is also in the process of completing an annexation process that will include not only the 65 acres but~~ the rest of the Federal Center site into the city limits. Included in the Memorandum of Understanding for the sale of the 65 acres was ~~is~~ authorization to construct an Intermodal Station ~~inter-modal transit station~~ as part of the RTD's larger West Corridor Light Rail Transit Line project. The action alternatives addressed in this EIS assume successful construction and completion of the RTD ~~inter-modal transit station~~ Intermodal Station. The action alternatives also assume the successful study and relocation of St. Anthony Hospital to the site. Exhibit 1-3 displays the locations of these projects within the larger context of the Federal Center site.

The disposal process for the 65 acres was initiated in early 2005. Specifically, GSA's regional office performed an analysis of the property to report it as excess to the GSA Disposal Office, in accordance with the Federal Property Management Regulations (Section 101-47.202, Reporting Excess of Real Property). The Disposal Office was ~~is then~~ responsible for implementing the actual disposal process, which included ~~includes~~ a series of screening steps.

Denver Federal Center
SITE PLAN STUDY



LEGEND

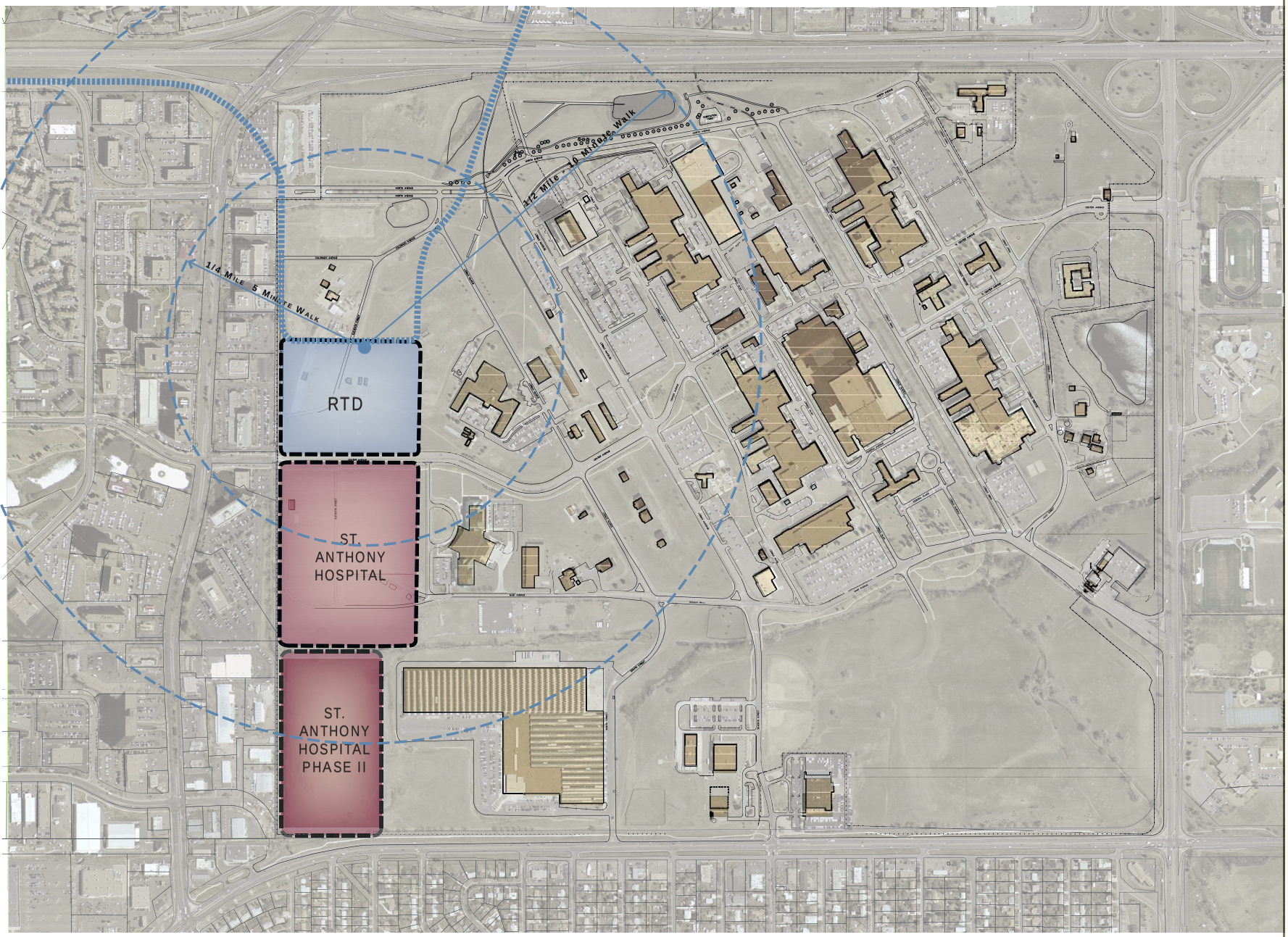
- Buildings with a Long-Hold Period
- Buildiings with a Mid-Hold Period
- Buildings with a Short-Hold Period (0-5 yrs) that have been or will be demolished
- Buildings Not Owned by GSA to Remain
- Areas not to be disturbed

Sources:
General Services Administration, 2005

GSA- ROCKY MOUNTAIN REGION, LAKEWOOD, COLORADO

EXHIBIT 1-2: EXISTING FACILITY INVENTORY

0 150' 300' 600' 1/4 Mile



LEGEND

Buildings

Light Rail Line

GSA- ROCKY MOUNTAIN REGION, LAKEWOOD, COLORADO

EXHIBIT 1-3: PLANNED PROJECTS

0 150' 300' 600' 1/4 Mile

First, GSA screened ~~screens~~ the property with other federal agencies to determine whether there is an interest. Upon completion of the federal agency screening, GSA submitted ~~submits~~ a detailed checklist to the U.S. Department of Housing and Urban Development as required by the McKinney-Vento Homeless Assistance Act (42 USC 11301–11412) and the property underwent ~~undergoes~~ a 60-day homeless screening process. Concurrent with the homeless screening, GSA also conducted a public-body screening with the City of Lakewood.

GSA determined, following completion of required screening processes and other pertinent studies, that the disposal was feasible and entered negotiations for conveying by sale the land to the City of Lakewood, pursuant to 41 CFR Section 102-75.880 (Federal Property Management Regulations, Real Property Disposal). Since it has been ~~Once~~ acquired, the City of Lakewood is responsible for assigning ~~will assign~~ all or part of its interest in the land to the hospital, RTD, and other representatives of these entities. This pending land disposal was addressed in *Environmental Assessment, Potential Development of the Western Portion of the Denver Federal Center* (GSA 2005a). One intent of the Master Site Plan is to influence how the two proposed development projects address connections to the Federal Center and the surrounding community, the pedestrian environment, street connections, as well as the preferred orientation and position of the respective buildings.

1.4.1 RTD Intermodal Station

Current RTD plans for the expansion of the light rail transit system anticipate completion ~~construction~~ of the West Corridor rail line to Golden ~~Lakewood~~ in 2013. The line will generally follow the alignment of the 13th Street corridor ~~6th Avenue~~ and include an intermodal ~~a~~ station in the northwestern portion of the Federal Center.

In general, the RTD Intermodal Station will provide increased commuter transportation options and will open a wide array of pedestrian-oriented land use configurations focused around the transit station itself. This transit-oriented development opportunity increases the viability of much denser, higher-value development with a more diverse mix of uses.

1.4.2 St. Anthony Hospital

The St. Anthony Hospital Campus, relocated from Denver, will be constructed in a two-phase process with expected completion of the first phase by ~~2009~~ –2010. Ultimately, the new hospital campus will include approximately 380 beds and 150,000 to 200,000 square feet of medical office buildings (figures are approximate) according to Saint Anthony Hospital. Additional expansion that could include medical offices and other ancillary businesses may also occur over the long term.

The construction of the hospital to an area just south of the transit station is expected to further enhance the vitality of the transit-oriented development, ~~(~~particularly for ground-floor retail and medical-related office uses,~~)~~ by increasing ridership levels and improving general pedestrian activity.

1.4.3 Other Related Projects

1.4.3.1 Infrastructure Project

Utilities planning projects, including improvements to core infrastructure as well as buildings, investigated how public utilities, including the sanitary sewer, storm sewer, water distribution, electrical supply, and communications systems, will be upgraded and expanded at the Federal Center site. This upgrade and expansion will keep the utility systems functioning more reliably and allow for some development within and outside of the central core area (i.e., the portion of the site where buildings, railroad lines, and streets were originally built) of the Federal Center site, depending on the location of proposed development parcels.

GSA's infrastructure project, beginning in 2008, will upgrade the utility service within the central core area ~~of the Federal Center~~ and accommodate a planned expansion across the site (from the existing utility lines) with a planned 25 percent growth factor designed into the project. ~~The projects that will be a part of the infrastructure project were identified.~~

~~The sanitary sewer system has a planned 25 percent growth factor designed into each of the lines.~~ This growth opportunity may become a constraint if development loading exceeds the capacity planned within this construction program. Completion of the infrastructure project is contingent upon funding.

1.4.3.2 Solar Technology Project

In May 2007, GSA awarded a $6.9M contract to SunEdison for the design and construction of a solar park at the Federal Center. The park will consist of photovoltaic arrays located on a 6-acre site adjacent to 6th Avenue. Construction is expected to start during early fall 2007, with electric generation beginning mid-December 2007. The solar park is an important opportunity for GSA to meet the renewable energy guidelines set forth by Congress, and it brings the Federal Center closer to its vision of being "the most sustainable campus in the country by 2020." The 1-megawatt system will generate nearly 10 percent of the 1-square-mile campus' peak electric demand, or the equivalent of powering approximately 145 homes each year.

~~Another potential project proposed for the Federal Center site is a partnership with Xcel Energy (doing business as Public Service Company of Colorado) to implement a proposed solar technology demonstration project on the northern portion of the site. It would be located on a 6.5-acre site between 6th and North avenues. The project is currently in the planning stages. Implementation of this project is contingent upon funding.~~

1.4.3.3 Designated Outdoor Research Area

A future no-build area to conduct research will be designated in the open space of the Federal Center. This area would be used to conduct scientific experiments or for data collection in support of experiments, such as sampling air quality or recording wind speeds.

1.5 EIS Scoping Process

An early part of an environmental review under NEPA includes project scoping, a process that is intended to identify the breadth and depth of resources that may be affected by a proposed project (i.e., the scope of the project). The scoping process is the first step toward identifying the project alternatives that would best achieve the purpose and need while minimizing impacts. For the Federal Center EIS, GSA conducted internal scoping with GSA staff and contractors, external scoping with the federal and state resource agencies, and public scoping with interested and affected community groups and agencies.

A Notice of Intent to prepare an EIS and hold a public scoping meeting for the Master Site Plan was published in the Federal Register on May 3, 2006.

1.5.1 Scoping Meetings

A public open house was held jointly with the City of Lakewood at the Lakewood Heritage Center on March 2, 2006, to provide a forum for the public to learn more about the hospital relocation, RTD Intermodal Station plans, as well as the Master Site Plan and EIS process. Approximately 300 people attended the meeting. In addition, an open house meeting was held with Federal Tenants on March 2, 2006.

Two scoping meetings, conducted as open houses, were conducted on May 16, 2006, for Denver Federal Center tenants and on May 17, 2006, for the general public. These open-house style meetings were held at the start of the EIS process as a means to present and discuss the preliminary plan concepts with the public and stakeholders. A more detailed account of the public involvement process can be found in Appendix C.

The Federal Center tenant open house was publicized through individually mailed/e-mailed invitations to approximately 200 federal tenant agency employees who had participated in previous meetings/open houses or who had requested inclusion in the database. Other methods of advertisement included a Federal Center-wide distribution of a flyer promoting both the tenant open house and the community event, e-mail forwards from agency managers, inclusion in tenant-agency e-newsletters, and posting on the Federal Center Site Plan Study web page. Approximately 130 individuals attended the tenant open house meeting.

A public open house was publicized through newspaper advertisements in the *Lakewood Sentinel* (May 4), *Rocky Mountain News* (May 6), and *The Denver Post* (May 7); postcard or e-mail invitation mailings to approximately 2,200 recipients; city/county websites and e-newsletter distributions; homeowner association (HOA) newsletters and e-mail distributions; and public access TV community calendars. Approximately 150 individuals attended the public open house.

During the meetings, GSA provided copies of existing site maps of the Federal Center for review along with preliminary plan concepts and other informational display boards. Attendees recorded their comments on GSA-provided comment forms, and a laptop computer was available for typed comments. Facilitators were also available to record attendees' verbal comments on flip charts. Forty-six attendees completed comment forms; six site plan/drawings maps with comments were received.

Two additional small-group scoping meetings were held on May 18, 2006, with a Community Leaders Forum and a Federal Management Focus Group meeting.

Personal letters of invitation to the Community Leaders Forum were sent to approximately 100 individuals, with 22 attending. The group represented a cross section of city and county staff, elected officials, business leaders, Jefferson County School representatives, RTD representatives, HOAs, community action groups, and the Federal Center Roundtable group.

Personal e-mails and invitation letters to the Federal Focus Group were sent to approximately 50 individuals representing management of federal agencies located on the Federal Center campus. Approximately 17 individuals attended. Attendees offered ideas, suggestions, and questions in the group question-and-answer sessions and facilitated break-out discussion groups and provided comments on GSA-provided forms. In addition, several individual agency and community briefings have taken place.

1.5.2 Scoping Documentation

The input received during scoping was documented and compiled into a scoping report that is available upon request from GSA and is summarized in Appendix C. The scoping comments and suggestions provided by the public and resource agencies were examined and incorporated into the Master Site Plan and EIS as appropriate.

Substantive issues identified during scoping included traffic, preservation of open space, parking, aesthetics, environmental contamination issues, and security. Scoping comments were reviewed and considered as the preliminary Master Site Plan concepts were refined into the two action alternatives analyzed in this EIS.

1.6 Technical Resource Issues

The Federal Center site is located adjacent to the foothills of the Rocky Mountain Front Range along the western edge of the Colorado high plains. While the site is generally flat, the foothills begin to rise directly to the west of the site. The Federal Center is bordered by U.S. Highway 6 (6th Avenue) to the north, Kipling Street to the east, Alameda Avenue to the south, and Union Boulevard to the west. It is located in Township 4 South, Range 69 West, Section 9 and a portion of Section 8. Based on the comments received during the public scoping meetings and on resource information specific to the proposed study area, resources that could be affected by implementation of the Master Site Plan alternatives were identified. Environmental topics analyzed in this EIS include the following:

- Land Use
- Socioeconomics
- Environmental Justice
- Community Services
- Public Utilities
- Transportation
- Geology and Soils
- Hazardous Materials
- Hydrology and Water Quality

- Vegetation
- Wildlife
- Threatened, Endangered, and Sensitive Species
- Cultural Resources
- Visual Resources
- Air Quality
- Noise and Vibration

~~In particular, the key issues mentioned during scoping included traffic, parking, preservation of open space, visual aesthetics, environmental contamination issues, and security. Scoping comments were reviewed and considered as the preliminary Master Site Plan concepts were refined into the two action alternatives analyzed in this EIS.~~

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