

2.0 Alternatives

The alternatives analyzed in this document are the result of several factors, as well as agency and public scoping input throughout the planning process as described in Chapter 1. In accordance with NEPA, the action alternatives considered in this EIS must meet the purpose and need for the Proposed Action. Two action alternatives are analyzed for potential impacts in this EIS. In addition, this EIS addresses a No Action Alternative, under which current use of the Federal Center would continue consistent with the 1997 Master Site Plan, or “as is.” Alternatives that were considered but eliminated from further evaluation are also described in this chapter. Table 2-3 ~~2-4~~ at the end of this chapter summarizes the impacts of the three alternatives with respect to the technical issues identified in Chapter 1.

The goals set forth in the 1997 Master Site Plan included land use, transportation and circulation, design, infrastructure, environmental quality, community context and tenant services. That basic framework is reflected in the new Master Site Plan. Much as those developed in 1997, the goals today retain a comprehensive scope and are interrelated to provide a coordinated approach to guiding the future development of the Federal Center. The goals and objectives of the new Master Site Plan are designed to address opportunities and development in the 21st century in ways that could not have been anticipated in 1997.

While currently undeveloped land on the Federal Center site can be developed in the shorter term, currently developed parcels would likely be redeveloped over a longer term. To maintain flexibility, the Master Site Plan alternatives provide guidance for both immediate and long-range development projects. Two long-range development alternatives for the Federal Center site have been developed, the Federal Quad Alternative and the Federal Mall Alternative. The action alternatives differ primarily in physical layout, circulation patterns, and appearance. In addition, while the market forces underlying the two action alternatives are fundamentally the same, the alternatives respond differently to specific land use types.

As described in Chapter 1, the *conservative*, *moderate*, and *aggressive* levels of market capture can be used as benchmarks for understanding how ambitious a given alternative is relative to the estimate of market support for each land use type. The respective low, medium, or high level of market capture is a function of overall market demand in the region, the potential for success within the given market sector, and external constraints that may be present. More detail regarding the market analysis is provided in Appendix D.

While other proposed land uses vary in their relation to the different levels of market capture, the amount of residential development proposed in both alternatives is lower than the potential conservative capture. Tenant and other stakeholder input suggested a desire for residential development to be kept to relatively low levels.

Additional differences between the action alternatives include the overall amount of development (including the number of residential units), the physical layout and configuration of land uses and physical spaces, circulation patterns and the internal roadway network, and the density and appearance of the various land use districts. It is important to

note that all of the buildings and parking locations depicted on the alternative maps are conceptual in nature and subject to change during development and future planning.

2.1 Federal Center Planning To Date

The 1997 Master Site Plan sought to provide GSA with the flexibility to accommodate a range of possible futures activities (GSA, 1997b). Development thresholds were identified to establish three possible future level-of-uses: Status Quo, Contracted Use of the Federal Center, and Moderate Growth. The resulting concepts (Concepts A, B, and C) represented options for the overall utilization of the Federal Center taking into account the physical capabilities, the financial/economic constraints, and the range of potential development thresholds.

Five general aspects were used to develop Concepts A, B, and C: circulation, access, growth areas, open space, and security. Common components were the maintenance of the central core area and retention of open space areas. Elements of each concept were eventually incorporated into the proposed action alternative that was evaluated, along with the No Action Alternative, in the 1997 EIS. The environmental analysis assumed that of the three concepts, Moderate Growth would have the greatest potential for impacts.

Under the 1997 Master Site Plan, expansion of the Federal Center was to occur in three development districts. Stage I development would only occur within specified undeveloped portions of the central core area. Stage II and Stage III development would occur outside the central core area where large areas of open land could be developed without adversely affecting essential open space or the more dense central core area. It was assumed that 75 percent of the growth would occur in the Stage I district under the Moderate Growth development threshold. Moreover, during the life of the 1997 plan, growth outside the core area would be limited to mixed-use development within the Stage II district and last-priority development within Stage III.

Open space under the 1997 Master Site Plan was anticipated to constitute almost 40 percent of the total available area of the Federal Center. McIntyre Gulch and the Agricultural Ditch and much of the northern portion of the site along Sixth Avenue, east along Kipling Street, and in the southwestern and southeastern corners were anticipated to be maintained as natural corridors and connections to open space as well as undeveloped parcels.

Accomplishments of the 1997 Master Site Plan include the siting and construction of the Solar Park in 2007 (Stage III) along the northern edge of the site, next to 6th Avenue, and the removal of 19 of 20 buildings that were recommended for removal by 2005. Conversely, the expansion of the Federal Center under Stages I and II was not realized, nor was Gate #1, one of the main portals to the site, realigned to just south of Downing Reservoir to minimize traffic congestion on Alameda Avenue.

2.2 Common Elements

There are numerous elements consistent between the two development concepts that represent the action alternatives. The respective development concepts provide the

framework for which land use, community design, environmental, market, transportation, and infrastructure recommendations were generated. This section describes the elements that are consistent between the Federal Quad and the Federal Mall alternatives.

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 and 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 goals and strategies identified in the Wildlife Management Plan (GSA 2005b) were integral components of the alternative development concepts and both action alternatives. As a result, both action alternatives respect and avoid identified natural open space areas to the greatest extent practical. In addition, both alternatives attempt to physically link vegetative areas to help establish connected habitat systems.

Seven land use designations ~~were~~ are used to represent the overall mix of land uses for the Federal Center site, including retail, federal uses, research and development, office, lodging, residential, and community/civic. 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. ~~Because the sale is final, When the sale of the 65 acres is final,~~ the land use designations ~~will~~ would fall within the proposed zoning standards.

The action alternatives designate transit-oriented development for the area immediately adjacent to the proposed RTD Intermodal Station. As the term implies, transit-oriented development involves creating higher-density, pedestrian-friendly districts in proximity to transit. Fundamental to this are three planning considerations: *density*, *directness*, and *design*. *Density* is a primary consideration in transit-oriented development design because it creates a critical mass close to the station, resulting in an actual increase in transit ridership. *Directness* refers to the accessibility to transit stations by pedestrians, bicyclists, automobiles, and buses. Riders are more likely to walk up to about 0.5 mile to the station if the route is efficient and inviting. *Design* relates to the attractiveness of the buildings and streets near the station, which can greatly influence transit use. The environment in which people walk through is referred to as the “public realm,” or the collective experience of streets, buildings, and landscape that form the places in which people visit.

Each action alternative assumes an aggressive building demolition scenario that in some cases varies from the facility inventory designated hold periods described earlier. A total of approximately 2.8 million square feet under either action alternative would be retained relative to the approximate 4.1 million square feet of usable building space that exists today. It is assumed that the demolished buildings would be phased in an appropriate fashion to respect the operations of the current tenants and to achieve the ultimate build-out plans represented. Exhibit 2-1 shows the facilities plan for both action alternatives. (The building hold designations reflect the 2005 survey presented as Appendix A. The building hold

designations change over time and with the mission of GSA at the Federal Center. A decision has been made since the completion of the facility inventory analysis that Building 810 will be retained for the purpose of agency missions.)

Both action alternatives incorporate a stepped-down density pattern from the north to the south of the Federal Center site, approaching Alameda Avenue. The density is concentrated around the light rail transit station and the respective campus cores, with less intense development planned adjacent to existing neighborhoods. This is a fundamental principle that helps integrate new uses with the existing development on and off the Federal Center site. Similarly, increased density and building height across the Federal Center site would create a critical mass to establish a vital, attractive “heart” to the campus.

The two action alternatives would contribute to the City of Lakewood’s park and greenway system. Each alternative proposes preserving and enhancing the McIntyre Gulch corridor, with proposed trail systems running east and west through the Federal Center site. McIntyre Gulch offers the opportunity to incorporate stormwater detention and bio-filtration recharge within the existing drainage systems. Similarly, the action alternatives offer more community recreational amenities, including both active ball fields and passive open spaces, to the federal tenants and the general public than what is offered today. Specifically, a community recreation center is proposed at the southeastern corner of the Federal Center site in both alternatives. Approximate square footage for a new recreation center facility is included within the land use category of federal “new” development under the Final Master Site Plan. The location of trails and other recreation amenities will be dependent upon the final determination of perimeter security needs.

2.3 Selection of the Preferred Alternative

Concurrent with the review of comments received on the Draft Master Site Plan and DEIS, GSA began the process of examining the range of alternatives for selection of a preferred alternative. GSA examined the purpose and need identified at the beginning of the planning process, the vision developed in conjunction with a range of stakeholders, public comments, consultations, and laws and policies.

The two most often received comments referred to the desire for a maximum amount of open space and concerns regarding development, especially in the southeastern corner of the site. Both of these concerns were highlighted for many commentors for the Federal Mall Alternative, which has a recommendation to develop residential units in the lower southeastern corner of the site. The concept of housing on site grew from the marketing analysis results indicating that there were opportunities within the housing market in Lakewood for development of additional units.

GSA sought another location for housing that would concentrate any short-term impacts as well as allow more land left for a range of open space uses. GSA looked to the northwestern section of the site as a location that would put any housing in close proximity to the Office and Mixed Use districts and RTD Intermodal Station. This housing development option under the Federal Quad Alternative allowed 1,400 residential units to be moved in close proximity to the Office and Mixed Use districts and RTD Intermodal Station and allowed the southeastern corner, a contiguous area, to remain open for land uses including wildlife habitat, vegetation, and a variety of open space uses. These adjustments provided a better



Denver Federal Center SITE PLAN STUDY



LEGEND

- Buildings to Remain Based on Alternatives
- Buildings to Remain (with Modifications) Based on Alternatives
- Buildings to be Demolished Based on Alternatives
- Buildings Not Owned by GSA to Remain
- Areas not to be disturbed

Sources:
General Services Administration, 2005



EXHIBIT 2-1: FACILITIES PLAN

balance of uses that support the tenant community as well as recognize the interdependence of the larger community's needs within the surrounding neighborhood.

Numerous comments were also received on the various aspects of security. In response, GSA expanded the discussion of security found in Chapter 1, Subsection 1.3.2.6, to include the various aspects of security as well as the capital and recurring expense associated with security measures and upgrades.

Based on public comments and the changes to protect open space and support the transit-oriented area, the Federal Quad Alternative was selected as the preferred alternative. This plan is shown in Exhibit 2-2.

2.4 Federal Quad Alternative—Preferred Alternative

The defining characteristic of this alternative is a centrally located Quad. The open space quad would be surrounded by complementary office buildings, including secure federal buildings, non-secure federal buildings, and research buildings. The new, mixed-use center around the Quad would be the heart of the plan and would be woven into the fabric of the surrounding neighborhoods and commercial districts via road and land use connections. The enhanced streetscapes throughout the campus would encourage employees to walk between transit and adjacent districts.

As evaluated in the DEIS, the Federal Quad Alternative would include approximately 3.6 million square feet of new development (Table 2-1 and Exhibit 2-3 2-2). Additional residential space would include 1,400~~290~~ units (dwelling units are not included in square footage estimates). Overall, taking into account the selected retention and demolition of existing buildings, full development of the Federal Quad Alternative would result in a net total of approximately 6.4 million square feet of available space, which would represent a net gain of approximately 2.3 million square feet over the current approximate 4.1 million square feet that is located on site. Land uses would be organized in districts and would include office, mixed-use, ~~research and development (R&D)~~, campus, retail, and open space. The Quad itself would be an elliptical green located in the center of the Federal Center site and would contain a signature landmark building to serve as an anchor. The distance between the Quad and the transit station, via an urban street, would be equivalent to a 10-minute walk. A description of each district envisioned for the Federal Quad Alternative is provided below. Table 2-1 provides more detail regarding each land use type under the Federal Quad Alternative along with several market benchmarks for comparison. Following the table, descriptions of each land use district provide further detail of land use breakdown by district.

2.4.1 Office Center District

The Office Center district would be located in the northwestern corner of the Federal Center site, near the Union Boulevard corridor. Excellent visibility along 6th Avenue and a prominent position would make this an attractive location for office space. Because the metropolitan Denver office market is still recovering from a sharp downturn in 2002 and 2003, some retail development could also occur north of North Avenue in this alternative. This district is perhaps the most obviously valuable parcel for conventional (i.e., auto-oriented) retail development given its visibility from 6th Avenue. Under conditions of a strong regional office recovery, however, office use may be more appropriate and valuable

TABLE 2-1:
Land Use Summary: Federal Quad Alternative

| Land Use | Market Benchmarks | | | |
|---|----------------------|--------------|--------------|--------------|
| | Planned | Conservative | Moderate | Aggressive |
| Office (new non-federal) | 800,000 sf | 635,150 sf | 827,660 sf | 1,082,750 sf |
| R&D (new mixed-tenant) | 633,000 sf | 378,300 sf | 504,400 sf | 630,500 sf |
| Retail (new) | 212,000 sf | 319,140 sf | 505,500 sf | 747,920 sf |
| Federal (new*) | 1,800,000 sf | 1,600,000 sf | 1,800,000 sf | 2,100,000 sf |
| Lodging (200 units) | 200,000 sf | 164 units | 195 units | 244 units |
| Total new development (less residential) | 3,645,000 sf | | | |
| Existing Federal* (to be retained) | 2,837,000 sf | | | |
| Total net developed space (new and retained existing) | 6,482,000 sf | | | |
| | 290 units | | | |
| Residential | <u>1,400 units</u> | 0 units | 2,858 units | 3,681 units |
| | 12,977 | | | |
| Parking Spaces (new and existing) | <u>14,919</u> | | | |

sf = gross square feet

* Includes varied federal uses including office, R&D, laboratory, etc.

here because of its proximity to the proposed transit station. Such a scenario would have the added benefit of helping concentrate retail density within the Mixed-Use Core. This district would include approximately 372,000 square feet of existing federal use space in Building 67. In addition, it would include 848 residential units, 630,000 square feet of new space as follows: 400,000 square feet of mid-rise office, 200,000 square feet of R&D facility space, and 30,000 square feet of first floor retail space.

2.4.2 Mixed-Use Core District

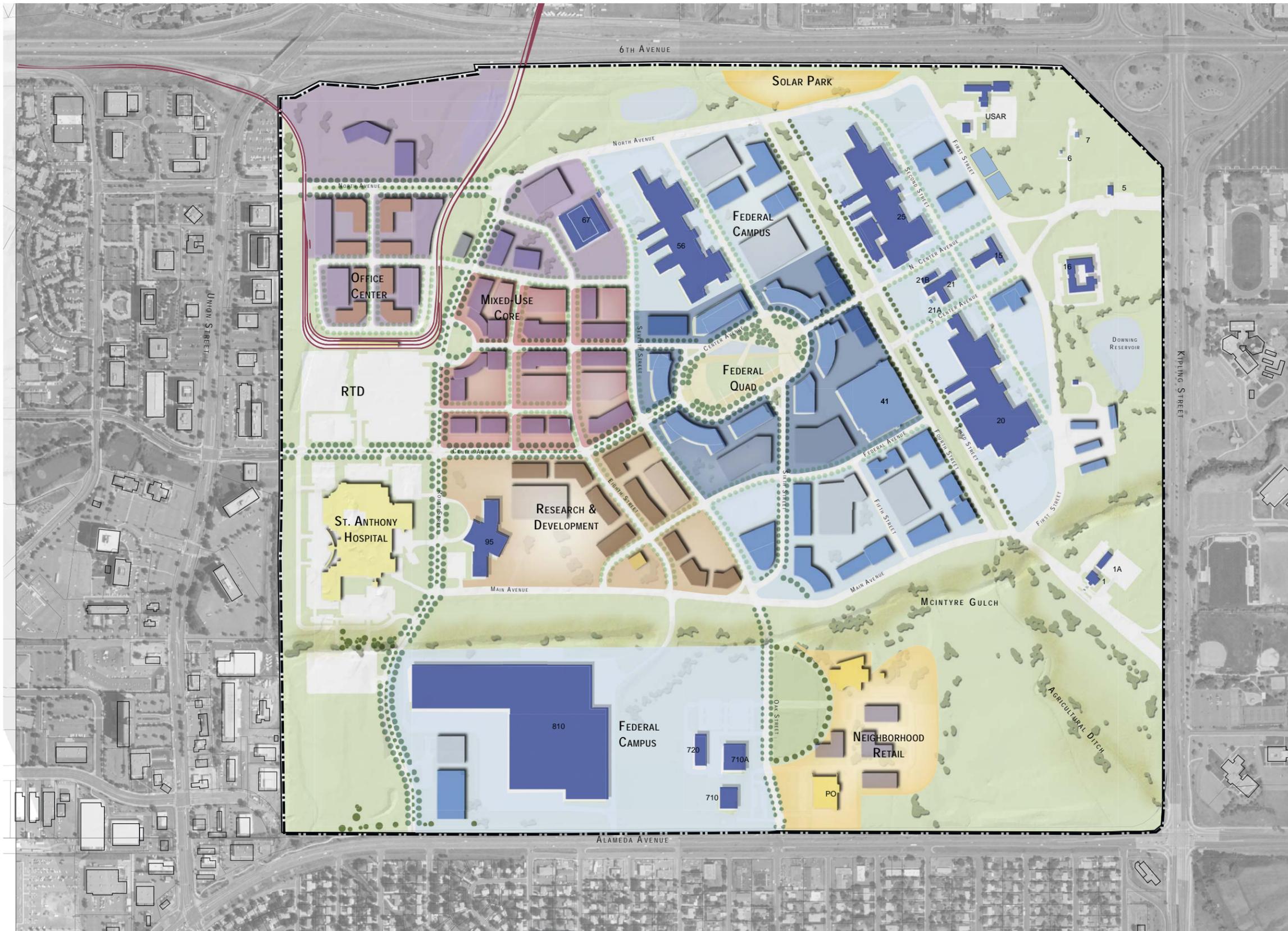
The Mixed-Use Core district would be the central element of the transit-oriented development, concentrating high-value lodging, housing, office, and ground-floor retail uses on either side of an urban Center Avenue, just east of the transit station. Buildings in this area would average three to four stories in height and would include 72,000 square feet of new retail and 400,000 square feet of mid-rise office space in addition to ~~290~~ 552 units of residential space and approximately 150,000–250,000 square feet of hotel lodging/conference space.

The lodging market in metropolitan Denver is improving, especially downtown, despite significant additions of upscale rooms to the market. With its central location, the Mixed-Use Core presents an interesting and potentially desirable location for boutiques to mid-sized hotels. A hotel at that location would serve business travelers (drawn by federal users and related businesses), hospital guests/families, and area visitors desiring a location convenient to both downtown and Interstate 70. A vertical building design would be important for visibility, given the interior location. The Mixed-Use-Core could also provide residential



Denver Federal Center

SITE PLAN STUDY



LEGEND

- Office Center District
- Mixed Use Core District
- Federal Quad District
- Federal Campus District
- Neighborhood Retail District
- Research and Development District
- Light Rail Alignment

FOR PLANNING PURPOSES ONLY NOT FOR CONSTRUCTION

Sources:
EDAW
General Services Administration



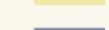


Denver Federal Center

SITE PLAN STUDY



LEGEND

-  Existing Building to Remain
- DISTRICTS**
-  Mixed-Use Core
-  Open Space / Park
-  Federal Campus
-  Office Center
-  Research & Development
-  Neighborhood Retail
-  Federal Quad

Note: All buildings and parking locations are conceptual in nature and subject to change during the development and future planning.



opportunities to those who work on the Federal Center site or in surrounding business centers, including the future hospital. Dwelling units in the Mixed-Use Core would offer convenience to transit service as a key feature.

Retail in the Mixed-Use Core would be located on the ground floor (below offices and residences) and oriented toward the transit station. Although retail tenant site-selection criteria may change over time as transit-oriented development becomes more prevalent, there is currently limited demand for grocery space that includes structured parking. As such, initial tenants are more likely to be specialty and service retailers, with tenant interest moving from west to east over time along Center Avenue, away from the primary north-south connection of Routh Street. Retail should benefit from excellent pedestrian visibility and an aesthetically appealing environment.

The Mixed-Use Core also provides space for office tenants with smaller square-footage requirements and who desire a more mixed, urban environment. These may include smaller medical and other health-related offices as well as banking, real estate, and other consumer-oriented financial service providers.

2.4.3 Research and Development District

The Research and Development (R&D) district is designed specifically to accommodate, within a dedicated area, both federal and other users of flexible quasi-industrial space who may benefit from being in the proximity of Federal Center tenants engaged in complementary industries. The Federal Quad Alternative takes a proactive approach to serving this market sector, anticipating demand above the aggressive market support level of 630,000 square feet. The R&D district itself includes 623,000 square feet of R&D space. Approximately 190,000 square feet of this space is existing (Building 95). The remainder would be new space located in two- to six-story buildings. Other R&D space would also be included in the Office Center district as described earlier. ~~If demand for private-sector research space is slow to materialize, this parcel is well positioned to serve as a “land bank” for other future development related either to the Mixed-Use Core district or to the St. Anthony Hospitals redevelopment project.~~

2.4.4 Federal Campus District

The Federal Campus district in the Federal Quad Alternative would focus federal agency uses in the eastern portion of the site. This district would be limited to federal uses that would not have mixed-use components and can be secured by perimeter fencing. A portion or the entirety of this district may be within the secured areas based on the needs of the users. This district would include approximately 2 million square feet of existing federal space in buildings that will not be demolished in addition to approximately 1.5 million square feet of new federal space. Real estate development within the Federal Campus district would be determined in large part by the programmatic needs of the federal government. Over the twenty year horizon, agencies may add or cut programs or otherwise expand or contract their workforce. Agencies may close altogether, or entirely new agencies may appear. These shifts in demand are not predictable, especially in terms of how these changes may be realized in Denver.

Tenant retention introduces some market considerations into the equation. Denver is attractive to many in terms of geographical location. To the extent that the Federal Center can become more desirable to tenants (particularly agency decision-makers), the viability of the Federal Center would be enhanced. Improvements to transportation/access, off-site amenities, building/campus configuration, and shared facilities should all serve to increase the attractiveness of the site. To increase the desirability of the Federal Center, the Federal Quad Alternative offers amenities such as the Quad and convenience to urban services via proximity to the Mixed-Use Core.

2.4.5 Federal Quad District

The Federal Quad district in the Federal Quad Alternative is located at the heart of the Federal Campus district and the entire Federal Center site. The Quad is an elliptical open space that would be surrounded by several structures used by federal agencies. This park open space would be an amenity for the federal users in the Federal Quad district as well as the Federal Campus district. A circular road surrounding the park serves as the nucleus for transportation circulation and connections throughout the plan.

The Federal Quad district would include approximately 255,000 square feet of existing space in Building 41 as well as approximately ~~300,000~~ 325,000 square feet of new federal office space. This district would be very similar to the Federal Campus district in that it would be limited to federal agency uses. It is anticipated that the park would be open to the public, but the Federal Quad district can be secured if the need arises. The market and tenant considerations would be the same as the Federal Campus district.

2.4.6 Neighborhood Retail District

The Neighborhood Retail district would include 110,000 square feet of retail space at 7th Street and Alameda Avenue. This district is intended to anticipate development that may potentially increase at this intersection in the future. As 7th Street to North Avenue becomes a viable diagonal route that connects Alameda Avenue to 6th Avenue (via Union Boulevard), this corner would increase in value. The existing post office provides an amenity to the local community and would help to boost overall traffic and activity for a neighborhood-oriented retail development. A grocery anchor would be a logical choice for the site, with a mix of in-line retail rounding out the center.

2.4.7 Open Space and Natural Features

Three main categories of open space would be included in the Federal Quad Alternative—perimeter open space, urban drainage and irrigation, and urban open space areas. These designated areas would total approximately ~~229~~ 230 acres (or 36 percent of the total site) and are shown in Exhibit ~~2-4~~ 2-3, along with descriptions of characteristics and allowable uses.

The perimeter open space category would include approximately ~~82~~ 81.5 acres located around the perimeter of the Federal Center site. Under the Federal Quad Alternative, this would include open space along the northern boundary, just south of 6th Avenue, as well as along the east boundary (Kipling Street). These perimeter open space areas would provide a variety of opportunities



Federal Quad Alternative

OPEN SPACE FRAMEWORK

Perimeter Open Space (81.5 acres)

| Location | Characteristics | Acceptable Uses |
|--------------------|---|---|
| 6th Ave (North) | - Natural landscape character - Detention pond - Signage - Buffers / screening - Wildlife habitat | - Stormwater retention - Water quality - Recreation trails - Potential surface storage (screened) - Solar & other demonstration projects - RTD - Recreational trails - Perimeter fencing |
| Kipling Ave (East) | - Natural landscape character - Detention pond - Wildlife habitat | - Stormwater retention - Water quality - Recreation trails - Demonstration projects - Gates / security |

Urban Drainage & Irrigation (64.3 acres)

| Location | Characteristics | Acceptable Uses |
|--------------------|---|--|
| Mcintyre Gulch | - Natural landscape character - Wildlife habitat | - Stormwater retention - Water quality - Recreation trails - Picnic areas |
| Agricultural Ditch | - Natural landscape character - Detention pond | - Stormwater retention - Recreation trails |

Urban Open Space (83.5 acres)

| Location | Characteristics | Acceptable Uses |
|-----------------------------|---|---|
| 1 Alameda Gardens | - Native front range landscape - Sustainable practices - Wildlife habitat - Interpretive signage | - Passive recreation - Educational landscape - Active recreation |
| 2 Federal Quad | - Manicured landscape & hardscape character - Evening lighting | - Open air markets - Fairs/ festivals - Community garden - Seating - Public art - Civic uses - Outdoor eating |
| 3 Boulevards & Pocket Parks | - Manicured landscape & hardscape character | - Seating - Passive recreation |

Additional Open Space Within Districts to Include:

- Pocket parks
- Transit parks

Note: All buildings and parking locations are conceptual in nature and subject to change during the development and future planning.

for stormwater drainage facilities, recreation, storage, or demonstration projects. Wildlife habitat in these areas includes Downing Reservoir and the detention/retention ponds that provide habitat for waterfowl. In addition, large trees in these areas provide nesting and roosting habitat for raptors and other birds. There is also potential for restoration of native grasses in portions of the perimeter open space.

The urban drainage and irrigation open space areas would include approximately 64 ~~64.3~~ acres along McIntyre Gulch, which runs east-west across the Federal Center site, and the Agricultural Ditch, which intersects McIntyre Gulch as shown on Exhibit 2-4 ~~2-3~~. These areas would provide stormwater retention, recreation, and wildlife habitat. Buffers along the drainage features provide opportunities for a continued corridor of wildlife habitat.

The approximately 84 ~~83.5~~-acres of urban open space would include Alameda Gardens in the southeastern corner of the site, the Federal Quad, and various boulevards, ~~and~~ pocket parks, courtyards, and plazas integrated into each district. These are more active areas that would likely ~~to~~ include educational landscapes, public and civic gathering places, ceremonies and special events, or artwork. There is the potential in some of these areas for enhancement of wildlife habitat through various means, including noxious weed control and designation of habitat areas for specific species.

The Final Master Site Plan adjusted the total amount of open space to 230 acres.

2.4.8 Circulation/Parking

The Federal Quad is connected to Union Boulevard via a well-landscaped boulevard along Center Avenue. A secondary boulevard connects the Federal Quad and Alameda Avenue via 6th Street. Rountt Street would run along the eastern edge of the St. Anthony Hospital redevelopment site, potentially connecting Alameda Avenue with Quail Street north of 6th Avenue. The main entrance to the Federal Center remains via Kipling Street. Parking would be provided to adequately support the land uses on site.

For the purpose of the Master Site Plan a study was undertaken to assess the cumulative effects of all proposed developments on the DFC transportation system (including but not limited to the St. Anthony Hospital relocation, the Federal Center light rail station, and possible changes to the DFC site) and to identify improvements that will mitigate expected impacts. This study was intended to compliment the West Central Subarea Transportation Study currently being conducted by the City of Lakewood and is presented as Appendix E.

~~Parking would be provided to adequately support the land uses on site. To ensure an efficient use of land resources, GSA encourages a mix of surface and structured parking to provide the 12,997 existing and future spaces needed for the entire plan.~~

A full list of proposed on- and off-site recommendations needed for the Federal Center to meet the 2030 travel forecast are discussed in Volume I, Appendix E, of the EIS. The following on-site transportation improvements are being proposed as part of the Master Site Plan:

- The proposed RTD Intermodal Station is a critical transit improvement. To maximize this improvement, new land uses and density have been concentrated within walking distance to the station. In addition, the surrounding street grid and open spaces have been designed to maximize the accessibility of the station by pedestrians, bicyclists, automobiles, and buses.

- Generally, most new road construction should occur on the western side of the site, near the proposed RTD Intermodal Station. On the eastern part of the site, the majority of the existing roads would continue to exist as they are today.
- Rouff Street should have four through lanes from Alameda Avenue to 8th Avenue. Separate left turn lanes should be provided at all signalized intersections.
- Both North Street and a new east/west street located south of North Street should have an at-grade crossing of the light rail tracks to ensure connectivity between the Office Center and the rest of the Federal Center site.
- The proposed internal street system should allow for public access through the site between Union Boulevard and Kipling Street.
- A bike path along McIntyre Gulch with an underpass of future Rouff Street should be constructed that is consistent with the Lakewood Bicycle Master Plan (City of Lakewood 2005).
- Bike lanes should be constructed along the newly constructed Rouff Street from Alameda Avenue to North Avenue.
- The Master Site Plan does not forestall the opportunity to realign Central Avenue with the intersection of Kipling Street and 1st Street, but the improvement would not be funded by GSA.
- Parking is provided to adequately support the land uses on site. To ensure an efficient use of land resources, GSA encourages a mix of surface and structured parking to provide approximately 14,900 existing and future spaces needed for the entire plan. New required parking space estimates are based on the land use program and applying industry standard parking ratios for the various land uses and their relative location to the Intermodal Station.

2.4.9 Implementation Approach

The Master Site Plan for the Federal Center incorporates a phased implementation and disposition strategy. In this section, two framework plans, seven phasing plans, a new federal building plan, and an implementation framework flowchart provide a guide to the implementation of the development strategy.

Site improvements and development recommendations included in the Master Site Plan incorporate and are based in part on GSA's existing overall building portfolio strategy for the site. The implementation of the plan will be phased across the following three broad timeframes:

- Short-term site improvements, policies and actions, 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 open at the end of the short-term timeframe. The greatest opportunities for redevelopment on the site will therefore likely occur during the mid-term time period. Current and future planned infrastructure and capital projects on the Federal Center campus will also influence phasing and implementation of future redevelopment opportunities within the property. These programmed improvements might include one or more of the following:

- Existing building and facility upgrades and modernizations, correction of deferred maintenance requirements, and security enhancements
- Demolition of existing excess buildings and site clearance for future redevelopment
- Access and egress improvements for site circulation and security
- Power system upgrades for looped power supply and system-wide maintenance
- Water and sanitary sewer system relocation, upgrades, and maintenance for service area 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
- Roadway and parking lot extension, expansion, seal coating, repair, and striping.

2.4.9.1 Implementation Process

On July 18, 2007, an implementation workshop was held with GSA staff and selected personnel to review and discuss the range of options and outcomes that should be considered as GSA moves forward with implementation of the Master Site Plan. The following section highlights various issues discussed and summarizes the implementation recommendations.

Implementation of any Master Site Plan needs to be market-driven and based in economic and political reality. However, to position the property to respond to those conditions in a manner that best serves the Federal government's long-term interests, a series of actions and decisions will be required.

Primary among the steps required for implementation is to define the land areas and parcels that can be made available for development, along with appropriate timing, terms, and conditions for that development. Most importantly, the tools and mechanisms available for implementation must also be clearly identified. Planning and impact analysis in the surrounding market and community, such as utility infrastructure and roadway improvements, must also be considered in phasing development.

2.4.9.2 Framework Plans

The two framework plans shown in Exhibit 2-5 and Exhibit 2-6 provide a foundation on which to prepare the Federal Center for phased implementation. These plans lay out the necessary roadway and open space components that are considered mandatory framework components. These key roads enable clear circulation through both the Federal District to the east and the Development District to the west. The mandated open space areas incorporate the Federal Quad as the primary urban gathering space within the Federal District, and incorporate McIntyre Gulch and the existing Agricultural Ditch as being important drainage, wildlife, and recreation corridors within both the Federal District and the Development District.

The Development Framework Plan (Exhibit 2-5) focuses on the area in the immediate vicinity of the RTD Intermodal Station and St. Anthony Hospital and includes:

- A pattern of east/west streets and utility corridors to connect the Intermodal Station to the existing Federal Center and to the surrounding Union Boulevard development
- The construction of Routt Street with construction of bicycle lanes from Alameda Avenue to North Avenue
- Initial enhancement of McIntyre Gulch Greenway

The Federal District Framework Plan (Exhibit 2-6) outlines the addition improvements for the portion of the site with the highest concentration of existing buildings and includes:

- New streets and utility corridors that define the location of the Quad
- Existing major streets in the federal campus to be retained and upgraded
- Continued enhancement of greenways along McIntyre Gulch and the Agriculture Ditch

2.4.9.3 Phased Implementation Plans

- Phase 1: Demolition Plan
 - Demolition of short-term hold buildings, including several in proximity to the Intermodal Station and the surrounding transit-oriented development zone
- Phase 1: Development Plan
 - The development of a neighborhood retail center near existing post office along Alameda Avenue
 - The development of blocks in the Mixed Use Core and Office Center Districts in the immediately vicinity to the Intermodal Station
 - Several new buildings as can be implemented in the Federal Campus District on available sites



Denver Federal Center

SITE PLAN STUDY

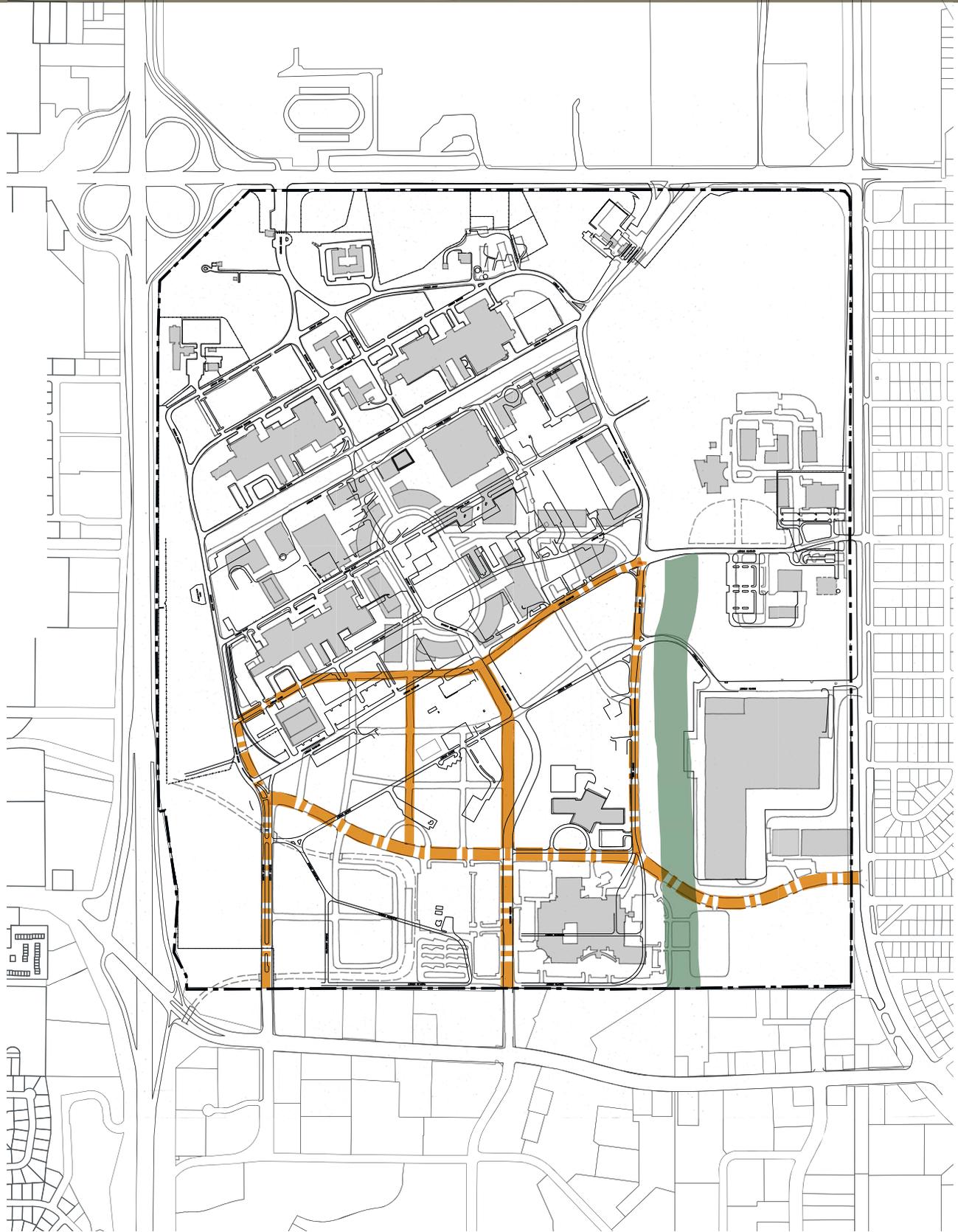


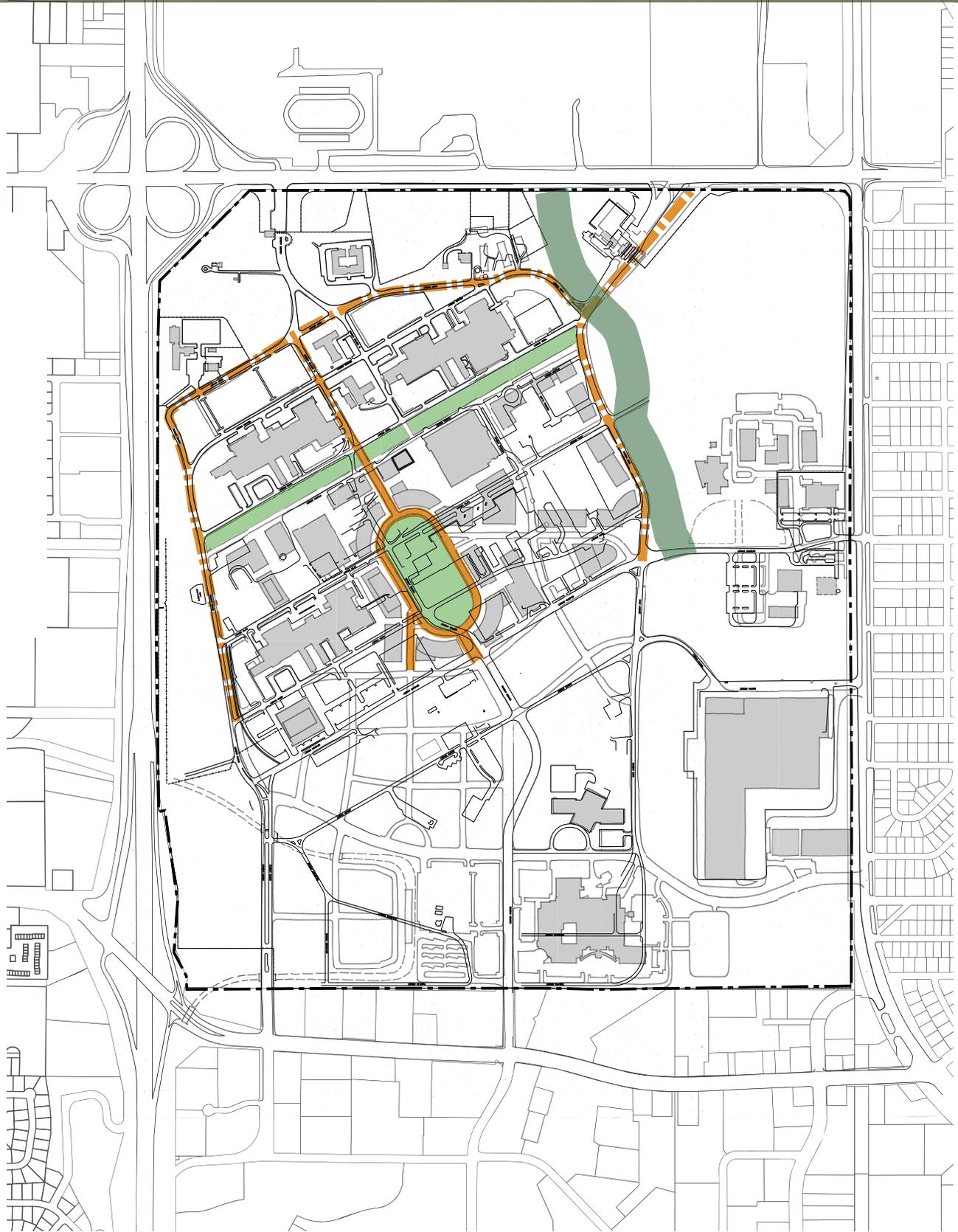
EXHIBIT 2-5: DEVELOPMENT FRAMEWORK PLAN





Denver Federal Center

SITE PLAN STUDY



LEGEND

-  Park
-  "Natural" Environmentally Significant Open Space
-  Existing Road to be Retained and/or Upgraded
-  Proposed New Road

- Phase 2a: Demolition Plan
 - Demolition of buildings as replacement space is available for tenant needs in the Mixed-Use Core District
 - Demolition of buildings as replacement space is available for tenant needs in the Federal Campus District adjacent to the Quad
 - Demolition of additional small structures throughout the campus
- Phase 2a: Development Plan
 - Build-out of the Office Center to the north
 - Build-out of the Mixed-Use Core District to the south
 - Initial development of the R&D District
 - Development of buildings as can be implemented in the Federal Campus along the quad and to the immediate north and south of the Quad
 - Initial development of the Quad Green
 - Proposed development of a shared community/recreation facility in the Neighborhood Center
- Phase 2b: Demolition Plan
 - Demolition of Buildings as replacement space is available for tenant needs on the eastern edge of the Quad
- Phase 2b: Development Plan
 - Completion of the Office Center District along 6th Avenue and around Building 67
 - Additional R&D development to link the R&D District to the Quad
 - New buildings in the Federal Campus, as can be implemented, to complete the Federal Quad District
 - Completion of the Quad Green.
- Phase 3: Development Plan
 - No demolition anticipated in this phase
 - Completion of the Mixed-Use Core District and linking this district to the Quad
 - Completion of the R&D District along McIntyre Gulch
 - Additional infill buildings as can be implemented in the Federal Campus Districts

2.4.9.4 Implementation Alternatives

There are several different approaches available to GSA for the implementation of the Master Site Plan, each of which comes with a different level of “risk and reward.” During the implementation workshop, the following alternative implementation structures were reviewed and discussed. A detailed review and analysis of the advantages and disadvantages of each will allow GSA to then determine a level of “risk and reward” strategy.

- GSA Developer Strategy—Under this strategy, GSA assumes the role of “lead developer,” which then sells or leases individual development parcels over time as replacement space is available for tenant needs.

- “Super-Block” Strategy—Under this strategy, a phased approach is taken that identifies and sells or leases three to four major phased-development parcels.
- Master Developer Strategy—Under this strategy, land is sold to a single lead developer. Specifically, a Master Developer Strategy would establish a contractual relationship between GSA and a private developer to encourage private investment, with a controlled, but market-driven, development schedule and approach.

2.4.9.5 Funding Mechanisms

Multiple funding sources will be required to economically improve and redevelop the Federal Center property because of the inherently higher costs associated with demolition, environmental remediation, and phased development. The overarching goal is to create public-private partnerships to optimally leverage traditional developer contributions against the wide array of public funding mechanisms. A detailed cost and revenue model and financial plan should be prepared to evaluate the potential availability and use of the following funding sources:

- Traditional and new federal funding sources through GSA
- Private developer investment
- Title 32 metropolitan districts
- Water and sewer tap fees
- City of Lakewood impact fees
- City of Lakewood stormwater utility service charges
- Tax increment financing
- Special levies and assessments
- State and federal funds

2.4.9.6 Implementation Action Plan Summary

Based on the discussion of the preceding issues and strategies, a series of future actions by GSA will be required to implement the plan. A summary of implementation recommendations, is therefore provided as part of this Master Site Plan, including the following steps, which are illustrated in Exhibit 2-7:

1. Project definition and appropriate redevelopment strategy
2. Prepare a Request for Qualifications package
3. Conduct proposal process to evaluate and select a preferred proposal
4. Negotiate a Memorandum of Understanding
5. Preferred developer(s) conduct due diligence
6. Negotiate Disposition and Development Agreement

2.4.9.7 Summary of Next Steps and Recommendations

In summary, there are several steps outlined above that GSA must consider and take as it works towards actual implementation of the Master Site Plan. First, GSA must work to identify and prioritize the needs and requirements for the Federal facility. Second,

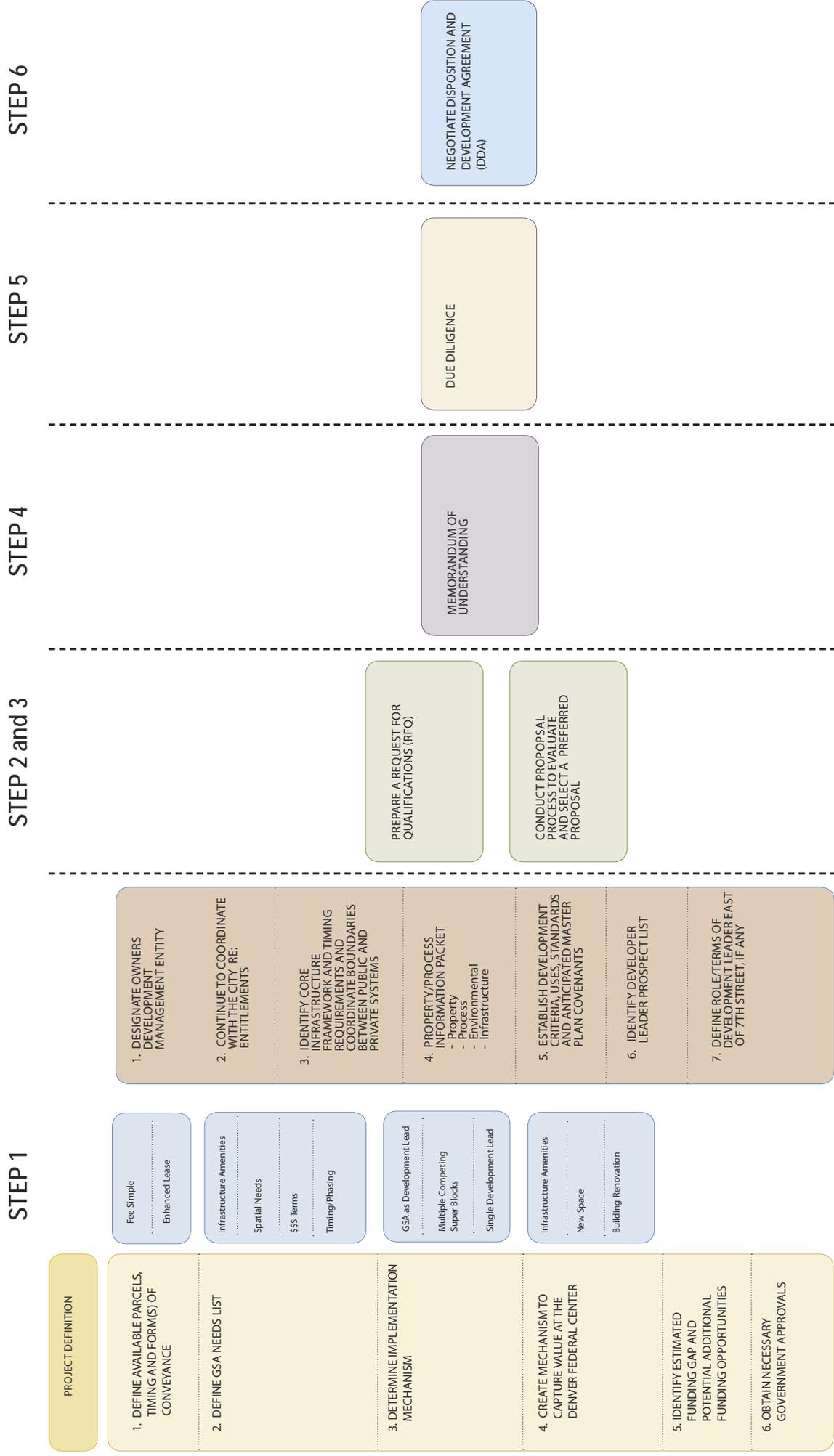


EXHIBIT 2-7: IMPLEMENTATION FRAMEWORK FLOWCHART

replacement space needs to be identified for federal tenants on a case-by-case basis before demolition of existing federal buildings. Third, GSA must continue to explore and define the available tools, mechanisms, and authorities that exist now and in the future for implementation. Only then can a specific strategy be determined.

During the implementation process, the Master Site Plan must be a flexible plan in order to allow continued refinement and to capitalize on future changes and opportunities. All of this needs to be performed with a keen awareness of the market dynamics, federal government priorities, federal tenant needs, and the cooperation and partnership of the surrounding community.

Finally, completion of this Master Site Plan is the first milestone toward the vision of a new world-class federal campus. The implementation framework outlined in this chapter is the next critical action in this process to make the vision a reality.

2.5 Federal Mall Alternative

The defining characteristic of this alternative would be the creation of a linear “Federal Mall” that would connect Union Boulevard, the St. Anthony Hospital redevelopment site, and the Federal Core. This road is envisioned to have a 200-foot setback on the northern side, and would be framed by buildings to enclose the public space. The Mall would act as the main entry promenade to the heart of the Federal Center from the west. The Mall would be defined by three- to four-story buildings and terminate at a six-story landmark building that would create a prominent statement on the campus.

The Federal Mall Alternative would include approximately 3.8 million square feet of new development (Table 2-2). In addition, 1,400 new residential units (dwelling units are not included in square footage estimates) would be available in the mixed use and residential neighborhood districts of this alternative. Overall, taking into account the selected retention and demolition of existing buildings, full development of the Federal Mall Alternative would result in a net total of approximately 6.7 million square feet of available space, which would represent a net gain of approximately 2.6 million square feet over the current approximate 4.1 million square feet that is located on site. This alternative would include additional space allocated to federal uses, devote a tract in the southeastern portion of the property to residential development, and reserve additional land for office and retail development. Its physical arrangement would feature a landscaped boulevard (Mall) as an organizing element (Exhibit 2-82-4). Table 2-2 provides land use detail followed by a detailed description of each district envisioned for the Federal Mall Alternative.

2.5.1 Office Center District

In the Federal Mall Alternative, the Office Center district is located between the Mixed-Use Core district and the Federal Campus itself. Visibility from 6th Avenue to offices in this district would be unobstructed and access from 6th Avenue or Union Boulevard would be excellent. This alternative would include development of 630,000 new square feet of new mid-rise office space, along with an existing 372,000 square feet of space in Building 67. In addition, 40,000 square feet of retail space would be located within this district.

The Office Center district would be bordered on two sides by major federal office tenants. Office development in this location would also be close enough to the hospital site to capture

TABLE 2-2:
Land Use Summary: Federal Mall Alternative

| Land Use | Market Benchmarks | | | |
|---|-------------------|--------------|--------------|--------------|
| | Planned | Conservative | Moderate | Aggressive |
| Office (new non-federal) | 950,000 sf | 635,150 sf | 827,660 sf | 1,082,750 sf |
| R&D (new mixed-tenant) | 446,500 sf | 378,300 sf | 504,400 sf | 630,500 sf |
| Retail (new) | 250,000 sf | 319,140 sf | 505,500 sf | 747,920 sf |
| Federal (new*) | 2,000,000 sf | 1,600,000 sf | 1,800,000 sf | 2,100,000 sf |
| Lodging (200 units) | 200,000 sf | 164 units | 195 units | 244 units |
| Total new development | 3,846,500 sf | | | |
| Existing federal* (to be retained) | 2,876,330 sf | | | |
| Total net developed space (new and retained existing) | 6,722,830 sf | | | |
| Residential Units—Mixed-Use District | 1,160 units | 0 units | 2,858 units | 3,681 units |
| Residential Units—Residential Neighborhood District | 240 units | 0 units | 2,858 units | 3,681 units |
| Parking Spaces (new and existing) | 14,902 | | | |

sf = gross square feet

* Includes varied federal uses including office, R&D, laboratory, etc.

potential medical office expansion related to the St. Anthony Hospital redevelopment. Aesthetically, the Office Center district would benefit from adjacency to a planned park to the south encompassing a landscaped 7th Street as a central element.

2.5.2 Mixed-Use Core District

In the Federal Mall Alternative, the Mixed-Use Core district has a transit-oriented residential/commercial mix and is located adjacent to the RTD Intermodal Station, near the intersection of 6th Avenue and Union Boulevard. This arrangement preserves the transit-oriented development theme of the Mixed-Use Core district, but it allows for more auto-oriented access and visibility to the retail and lodging components given its prominent corner location. The proposed hotel location, in the far northwestern corner of the site, is connected to the RTD Intermodal Station via a landscaped retail corridor and would provide 200 rooms and approximately 150,000–250,000 square feet of lodging/conference space. This is a favorable arrangement for the ground-floor retail tenants given the increased potential for pedestrian traffic. Ground floor retail would encompass approximately 30,000 square feet.

This alternative would have a strong residential component, concentrated in 1,160 units consisting of multi-story apartment and condominium buildings. The relocated hospital center, Federal Center offices, and associated employment should all serve to increase the desirability of multi-family housing on the property. Live-work units, either above retail or on the ground floor, should also have strong appeal within such an urban environment, especially given the proximity of light rail service.

2.5.3 Research and Development District

The R&D district is designed specifically to accommodate, within a dedicated area, both federal and other users of flexible quasi-industrial space who may benefit from adjacency to Federal Center tenants engaged in complementary industries. The Federal Mall Alternative anticipates demand between the *moderate* and *conservative* market support levels. If private-sector research space demand materializes more quickly as a result of federal agency spin-offs or purely market reasons, such development could be integrated within the Federal Campus itself. Building 95 would continue to provide 190,000 square feet of R&D space. In addition, new buildings in this district would be between two and six stories in height and would provide approximately 446,500 square feet of R&D space.

2.5.4 Federal Campus District

The Federal Campus district in the Federal Mall Alternative would focus federal agency uses in the eastern portion of the site. The Federal Campus district would contain linear open space along 3rd Street with connections to the McIntyre Gulch. This district would be limited to federal uses that would not have mixed-use and can be secured by perimeter fencing. A portion or the entirety of this district may be within the secured areas based on the needs of the users. This district would include approximately 2.1 million square feet of existing space that would be retained in addition to approximately 1.2 million square feet of new space for federal uses.

Real estate development within the Federal Campus district would be determined in large part by the programmatic needs of the federal government. These shifts in demand are not predictable, especially in terms of how these changes may be realized in Denver. Improvements to transportation/access, off-site amenities, building/campus configuration, and shared facilities should all serve to increase the attractiveness of the site.

2.5.5 Federal Mall District

Within the Federal Mall Alternative, the plan contains a Federal Mall district that would provide a transition from federal agency uses to mixed-uses and public accessibility. The Federal Mall district would contain 788,000 square feet of new space for federal agency uses toward the eastern edge and transition to office and R&D uses to the west on Center Avenue totaling 320,000 square feet. Federal buildings would be clustered, so security fencing can be used if necessary. Additional land use in this district would include 70,000 square feet of new retail space.

This district would enhance visual aesthetics via a linear, landscaped Mall that would provide a grand entry from the western boundary into the heart of the Federal Center. Federal tenant employees would not be located adjacent to dining and service retail opportunities; however, these would be accessible by walking. Federal Mall employees would still be reasonably close to the RTD Intermodal Station to make rail commuting a possibility without resorting to internal shuttle service. In addition to the linear Mall, the alternative would contain an open space square as an amenity to the Federal Mall district and other surrounding uses within the Federal Center.

Unlike the Federal Campus district, real estate opportunities would not be limited to the programmatic needs of the federal government. Although this district would contain some federal agency uses, it would also include office and research needs based on market demands.

2.5.6 Residential Neighborhood District

The Federal Mall Alternative would include a medium-density residential neighborhood near the southeastern corner of the property that would consist of 240 residential units. In a real estate market unconstrained by Federal Center tenants and their needs, residential development would have strong potential for success at this location—as reflected in the market study’s projections of attainable capture. The Federal Mall Alternative would approach the moderate level of market-supportable residential unit capture (the conservative scenario assumed no residential units). Apartments and single-family attached dwellings (townhomes, condominiums, and patio homes), would likely enjoy strong market support in this location.

The Residential Neighborhood district would also have a neighborhood-serving retail component (110,000 square feet). The existing post office provides an amenity to the local community and would help to boost overall traffic and activity for a neighborhood-oriented retail development. A grocery would be a logical choice for the site, with a mix of in-line retail rounding out the center.

2.5.7 Open Space and Natural Features

Three categories of open space would be included in the Federal Mall Alternative—perimeter open space, urban drainage and irrigation, and urban open space areas. Under this alternative, there would approximately ~~192~~ 193 acres of designated open space or approximately ~~36~~ 30 percent of the total site.

The perimeter open space category would include approximately 97 ~~96.6~~ acres of open space located around the perimeter of the Federal Center, including along the northern boundary just south of 6th Avenue and along the east boundary (Kipling Street). These perimeter open space areas would provide a variety of opportunities for stormwater drainage facilities, recreation, storage, or demonstration projects. Wildlife habitat in these areas includes Downing Reservoir and the detention/retention ponds that provide habitat for waterfowl. In addition, large trees in these areas provide nesting and roosting habitat for raptors and other birds. There is also potential for restoration of native grasses in portions of the perimeter open space.

The urban drainage and irrigation open space areas would include approximately 56 ~~55.5~~ acres along McIntyre Gulch, which runs east-west across the Federal Center site, and the Agricultural Ditch, which intersects McIntyre Gulch, as shown on Exhibit ~~2-92-5~~. These areas would provide stormwater retention, recreation, and wildlife habitat. Buffers along the drainage features would provide opportunities for a continued corridor of wildlife habitat.

The urban open space would include approximately 40 ~~39.7~~ acres that includes active recreation parks, the federal square, and boulevards and pocket parks. These areas could support educational landscapes, athletic facilities, public and civic gathering places, or



Federal Mall Alternative

OPEN SPACE FRAMEWORK

Perimeter Open Space (96.6 acres)

| Location | Characteristics | Acceptable Uses |
|---------------------|---|---|
| 6th Ave (North) | - Natural landscape character - Detention pond - Signage - Buffers / screening - Wildlife habitat | - Stormwater retention - Water quality - Recreation trails - Potential surface storage (screened) - Solar & other demonstration projects - RTD - Recreational trails - Perimeter fencing |
| Kipling Ave (East) | - Natural landscape character - Detention pond - Wildlife habitat | - Stormwater retention - Water quality - Recreation trails - Demonstration projects - Gates / security |
| Alameda Ave (South) | - Natural landscape character | - Stormwater retention - Water quality - Recreation trails & passive recreation |

Urban Drainage & Irrigation (55.5 acres)

| Location | Characteristics | Acceptable Uses |
|--------------------|---|--|
| Mcintyre Gulch | - Natural landscape character - Wildlife habitat | - Stormwater retention - Water quality - Recreation trails - Passive recreation |
| Agricultural Ditch | - Managed landscape character - Detention pond - Evening lighting | - Stormwater retention - Recreation trails - Passive recreation |

Urban Open Space (39.7 acres)

| Location | Characteristics | Acceptable Uses |
|-----------------------------|---|---|
| 1 Active Recreation Parks | - Formal active spaces | - Baseball field - Basketball court - Tennis court - Children's play area - Health clubs |
| 2 Federal Square | - Manicured landscape & hardscape character - Evening lighting | - Open air markets - Fairs/ festivals - Community garden - Seating - Public art - Civic uses - Outdoor eating |
| 3 Boulevards & Pocket Parks | - Manicured landscape character - Evening lighting | - Seating - Passive recreation |

Additional Open Space Within Districts to Include:
- Pocket parks
- Transit parks
- Urban plazas

Note: All buildings and parking locations are conceptual in nature and subject to change during the development and future planning.



artwork. This alternative would allow for a formal recreation center to be established between the residential development and McIntyre Gulch to serve both federal tenants and residents. There is the potential in some of these areas for enhancement of wildlife habitat through various means such as noxious weed control and designation of habitat areas for specific species.

2.5.8 Circulation/Parking

Within the addition to the landscaped boulevard along Center Avenue, there would be a primary circulation route that connects Union Boulevard to Kipling Street. There would also be two new boulevards that carry traffic north and south through the Federal Center. These two boulevards would join at a roundabout to the north and potentially connect with Quail Street north of 6th Avenue. 6th Street would be the easternmost of these boulevards and would provide a physical barrier between the Mall and the private/quasi-public development. Routt Street would run along the eastern edge of the St. Anthony Hospital Campus.

Parking would be provided to adequately support the land uses on site. To ensure an efficient use of land resources, GSA encourages a mix of surface and structured parking to provide the 14,902 existing and future spaces needed for the entire plan.

2.6 No Action Alternative

Under the No Action Alternative, GSA would not implement a new Master Site Plan for the Federal Center. Though currently planned upgrades to site infrastructure would move forward contingent upon funding, a new vision for a dynamic, mixed-use center with transit service would not be established and the value and appeal of the Federal Center site would not be maximized. Under the No Action Alternative, no new residential or non-residential development would occur within the Federal Center. With growing capital needs of the existing buildings, facilities would decline and there would be an inability to provide necessary space and services to tenants. The attraction to new federal tenants and the appeal to existing tenants may decline over time.

2.7 Alternatives Considered but Eliminated from Further Analysis

As discussed in Chapter 1, Subsection 1.2, the planning process included development of 20 framework plans that were refined by charrette teams and public scoping efforts to yield the action alternatives described in this chapter. Some of the early framework plans that were initially considered, but ultimately not carried forward, include the following:

- **Total Demolition Option**—An option considering the total demolition of existing buildings was not supported because of the impact on the perceived historical character and questions regarding the economic viability of such a scheme. In addition, existing federal tenants and local residents share some affection for both the natural and cultural history of the site.
- **No Security Option**—A development option contemplating a completely open, public campus was considered as an early concept. It was eliminated from consideration, however, given the need to support secure federal uses on the site.
- **Optional Uses and Configurations**—A number of land uses and site configurations were initially explored. Some of the more notable options included:

- An expanded residential concept was considered but eliminated given the perceived security issues associated with commingling housing in close proximity to federal uses and the concerns expressed by the local community regarding potential over-development of the site and associated traffic impacts.
- A more intense retail concept that included “big box retail” development as well as local service retail facilities was considered. Issues associated with this concept were related to the proximity of the site to other existing retail destinations, the potential for competition with the existing adjacent retail amenities, and concerns over local traffic impacts.
- The idea of a large scale recreation facility such as a golf course was considered to supplement the range of recreational uses that exist in proximity to the Federal Center. When the idea was discussed with federal tenants and representatives of the local community, there was strong support for additional recreation facilities, but there was also a preference for more “inclusive” smaller scale recreation facilities.

2.8 Comparative Analysis of Alternatives

Table 2-3 summarizes the impacts from each of the three alternatives that would occur with respect to the technical issues listed in Chapter 1. The existing conditions for each technical issue are described in Chapter 3 and the impacts in Chapter 4.

2.9 Environmentally Preferred Alternative

According to CEQ's "Forty Most Asked Questions Concerning CEQ's National Environmental Policy Act Regulations" (Federal Register 1981; Question 6a), the Environmentally Preferred Alternative generally means “the alternative that causes the least damage to the biological and physical environment.” It also means “the alternative that best protects, preserves, and enhances historic, cultural, and natural resources.” The Federal Quad Alternative, as modified (the Preferred Alternative), is the Environmentally Preferred Alternative. The Environmentally Preferred Alternative is further defined by CEQ as the alternative that best meets the following criteria or objectives, as set out in Section 101 of NEPA:

1. Fulfill the responsibilities of each generation as trustee of the environment for succeeding generations.
2. Ensure for all Americans safe, healthful, productive, and aesthetically and culturally pleasing surroundings.
3. Attain the widest range of beneficial uses of the environment without degradation, risk of health or safety, or other undesirable and unintended consequences.
4. Preserve important natural, cultural, and historic aspects of our national heritage, and maintain, whenever possible, an environment that supports diversity and a variety of individual choice.
5. Achieve a balance between population and resource use that would permit high standards of living and a wide sharing of life's amenities.
6. Enhance the quality of renewable resources and approach the maximum attainable recycling of depletable resources.

The No Action Alternative would satisfy to varying degrees the majority of the six requirements detailed above with either no impacts or no adverse impacts, except for transportation resources. Traffic is expected to increase in the vicinity of the Federal Center, and this increase would not ensure safe, healthful, productive, and aesthetically and culturally pleasing surroundings for community residents and workers, would not attain beneficial use without risk of health or safety, and would not achieve a balance that permits high standards of living.

The full range of transportation improvements discussed under the action alternatives would likely not be implemented under the No Action Alternative, resulting in adverse impacts to the transportation network. The No Action Alternative, however, would have a similar potential for a positive cumulative impact with the RTD Intermodal Station as experienced in the action alternatives. In terms of the implementation of the Purpose and Need of the project to achieve the vision for the Federal Center, the No Action Alternative entails continuing operations with limited financial resources to make capital improvements to the site and buildings. Current trends suggest that Congressionally approved funding for alteration projects or new construction will continue to decrease as the Federal Center is faced with the increasing need over time for funds to provide capital upgrades for existing facilities. Unlike the action alternatives, existing resources would not be leveraged to attract capital to the site. In such a scenario, any enhancements or improvements would become more unattainable, and the No Action Alternative would struggle to maintain the resources on the site to serve Federal tenant and overall community needs.

The Federal Mall Alternative would satisfy the majority of the six requirements detailed above to varying extents. With this action alternative, existing resources would be leveraged to attract capital to the site for needed improvements and upgrades. The Federal Mall Alternative, however, would not give GSA the best protection of the urban open space in the southeastern corner of the site. The proposal for housing units in this area could lead to incremental impact to natural resources. Overall, the Federal Mall Alternative provides less open space than does the Federal Quad Alternative. The Federal Mall Alternative, therefore, would not ensure aesthetically pleasing surroundings, would not prevent degradation of the environment, and would not achieve a balance between population and resource use that permits a wide sharing of amenities. The Federal Mall Alternative would not be the Environmentally Preferred Alternative because it has the potential to damage more of the biological and physical environment at the Federal Center than either the No Action Alternative or the Federal Quad Alternative.

The Federal Quad Alternative would more completely satisfy the six requirements than either the No Action Alternative or Federal Mall Alternative. When coupled with two revisions, the modified alternative becomes the Environmentally Preferred Alternative. First, a redesign of the northwestern corner of the site to include housing would create a dynamic and sustainable area around the combination of mixed-use core, office center, and the RTD Intermodal Station. This adjustment in the northwestern corner allows for a second change, between the draft alternatives, maintaining more open space. Both of these design changes were prompted by public comments on the Draft EIS and Draft Master Site Plan. The Federal Quad Alternative also maintains the urban open space in the southeastern corner of the site. Much as in the Federal Mall Alternative, this action alternative would leverage existing resources to attract capital to the site for needed improvements and upgrades. It allows for this while helping to ensure the preservation of the campus-like setting, including the important natural

resources, and maintaining an environment that supports diversity and a variety of individual choices within this premier location.

Based on the analysis associated with the Master Site Plan at the Federal Center, the Federal Quad Alternative, as modified, is considered the Environmentally Preferred Alternative by best fulfilling GSA responsibilities as trustee of natural resources; by ensuring safe, healthful, productive, and aesthetically and pleasing surroundings; and by achieving a balance between population and resource use that would permit high standards of living and working and a wide sharing of life's amenities.

Table 2-3 highlights the criteria when viewed from the perspective of each alternative. The revised Federal Quad Alternative benefits from grouping like activities, such as the residential development outlined for the southeastern corner of the Federal Mall within the Mixed Use Core of the Federal Quad, to create a more dynamic opportunity for transit-oriented development in the northwestern corner of the site, while also enhancing open space opportunity in the southeastern section of the site. Overall, these modifications to the Federal Quad Alternative enhance the environmental viability of the alternative.

TABLE 2-3:
Comparison of NEPA Criteria

| Criterion | Environmentally Preferred Alternative (Federal Quad as Modified) | No Action | Federal Quad Alternative | Federal Mall Alternative |
|---|--|---------------------------|---------------------------|---------------------------|
| 1. Fulfill the responsibilities of each generation as trustee of the environment for succeeding generations. | Satisfies | Satisfies | Satisfies | Satisfies |
| 2. Ensure for all Americans safe, healthful, productive, and aesthetically and culturally pleasing surroundings. | Satisfies | Less completely satisfies | Satisfies | Satisfies |
| 3. Attain the widest range of beneficial uses of the environment without degradation, risk of health or safety, or other undesirable and unintended consequences. | Satisfies | Less completely satisfies | Satisfies | Satisfies |
| 4. Preserve important natural, cultural, and historic aspects of our national heritage, and maintain, whenever possible, an environment that supports diversity and a variety of individual choice. | Satisfies | Satisfies | Satisfies | Less completely satisfies |
| 5. Achieve a balance between population and resource use that would permit high standards of living and a wide sharing of life's amenities. | Satisfies | Less completely satisfies | Less completely satisfies | Satisfies |
| 6. Enhance the quality of renewable resources and approach the maximum attainable recycling of depletable resources. | Satisfies | Satisfies | Satisfies | Satisfies |

TABLE 2-3 2-4:
 Comparative Analysis of Environmental Impacts

| Environmental Issue/ Resource | Quad Alternative— <u>Preferred Alternative</u> | Mall Alternative | No Action Alternative |
|----------------------------------|---|--|---|
| Land Use | <ul style="list-style-type: none"> Positive direct, indirect, and cumulative impacts. <u>Provides more usable open space.</u> | Positive direct, indirect, and cumulative impacts. <u>Incremental cumulative impact given less usable open space.</u> | <ul style="list-style-type: none"> No impacts. |
| Socioeconomics | <ul style="list-style-type: none"> Overall positive socioeconomic impact: negligible impact on population and housing, slight positive impact on income, no impact on education and ethnicity, positive impact on employment; positive cumulative impacts. | Overall positive socioeconomic impact: negligible impact on population and housing, slight positive impact on income, no impact on education and ethnicity, moderate positive impact on employment; positive cumulative impacts. | <ul style="list-style-type: none"> No impacts. |
| Environmental Justice | <ul style="list-style-type: none"> No adverse impacts. | <ul style="list-style-type: none"> No adverse impacts. | <ul style="list-style-type: none"> No adverse impacts. |
| Community Services | <ul style="list-style-type: none"> No adverse impacts; positive cumulative impacts. | <ul style="list-style-type: none"> No adverse impacts; positive cumulative impacts. | <ul style="list-style-type: none"> No adverse impacts; positive cumulative impacts. |
| Utilities | <ul style="list-style-type: none"> Slight adverse impact; positive impacts with implementation of mitigation; positive cumulative impacts. | <ul style="list-style-type: none"> Slight adverse impact; positive impacts with implementation of mitigation; positive cumulative impacts. | <ul style="list-style-type: none"> No adverse impacts; positive cumulative impacts. |
| Transportation | <ul style="list-style-type: none"> <u>Adverse impacts; negligible</u> Negligible adverse impacts with implementation of mitigation; potential for positive cumulative impacts from light rail project. | <ul style="list-style-type: none"> <u>Adverse impacts; negligible</u> Negligible adverse impacts with implementation of mitigation; potential for positive cumulative impact from light rail project. | <ul style="list-style-type: none"> Adverse impacts; improvements not completed as under action alternatives; potential for positive cumulative impact due to light rail. |
| Geology and Soils | <ul style="list-style-type: none"> No adverse impacts. | <ul style="list-style-type: none"> No adverse impacts. | <ul style="list-style-type: none"> No adverse impacts. |
| Hazardous Materials | <ul style="list-style-type: none"> Positive direct, indirect, and cumulative impacts with implementation of mitigation measures and acceleration of Consent Order activities. | <ul style="list-style-type: none"> Positive direct, indirect, and cumulative impacts with implementation of mitigation measures and acceleration of Consent Order activities. | <ul style="list-style-type: none"> No impact; continued cleanup and monitoring under state of Colorado oversight, but not at accelerated pace. |

| Environmental Issue/ Resource | Quad Alternative— <u>Preferred Alternative</u> | Mall Alternative | No Action Alternative |
|--|---|--|---|
| Hydrology and Water Quality | <ul style="list-style-type: none"> Slight positive impacts. | <ul style="list-style-type: none"> Slight positive impacts. | <ul style="list-style-type: none"> No impacts. |
| Vegetation | <ul style="list-style-type: none"> Potential for slight positive impact through preservation of riparian communities and improved wetlands protection. <u>Provides more usable open space.</u> | <ul style="list-style-type: none"> Potential for slight positive impact through preservation of riparian communities and improved wetlands protection. <u>Incremental cumulative impact given less usable open space.</u> | <ul style="list-style-type: none"> No impacts. |
| Wildlife | <ul style="list-style-type: none"> No adverse impacts. <u>Provides more usable open space.</u> | <ul style="list-style-type: none"> No adverse impacts. <u>Incremental cumulative impact given less usable open space.</u> | <ul style="list-style-type: none"> No impacts. |
| Threatened and Endangered Species | <ul style="list-style-type: none"> No impacts. | <ul style="list-style-type: none"> No impacts. | <ul style="list-style-type: none"> No impacts. |
| Cultural Resources | <ul style="list-style-type: none"> Impacts to archeological <u>and</u> or historic resources not expected. No impacts to Cultural Resources. | <ul style="list-style-type: none"> Impacts to archeological resources <u>and historic resources</u> not expected. No impacts to <u>C</u>eultural <u>R</u>esources. | <ul style="list-style-type: none"> No impacts. |
| Visual Resources | <ul style="list-style-type: none"> Positive impacts. | <ul style="list-style-type: none"> Positive impacts. | <ul style="list-style-type: none"> No impacts. |
| Air Quality | <ul style="list-style-type: none"> Temporary short-term minor adverse impacts; no measurable long-term impacts. | <ul style="list-style-type: none"> Temporary short-term minor adverse impacts; no measurable long-term impacts | <ul style="list-style-type: none"> No impacts. |
| Noise and Vibration | <ul style="list-style-type: none"> Temporary short-term minor adverse impacts; no significant long-term impacts. | <ul style="list-style-type: none"> Temporary short-term minor adverse impacts; no significant long-term impacts | <ul style="list-style-type: none"> No impacts. |

 Gray-shaded column highlights preferred alternative.