

NATIONAL CAPITAL PLANNING COMMISSION  
WASHINGTON, D.C. 20576

In Reply Refer To:  
NCPC File No. 2303

OCT 18 1983

Mr. Daniel C. King  
Director of Logistics  
Directorate of Administration  
Central Intelligence Agency  
Washington, D. C. 20505

Dear Mr. King:

In response to your request, the National Capital Planning Commission, at its meeting on October 6, 1983, approved the enclosed report to the General Services Administration and the Central Intelligence Agency on the preliminary site and building plans for the Headquarters Consolidation, Phase I, at the Central Intelligence Agency, Langley, Fairfax County, Virginia.

Sincerely,



Reginald W. Griffith  
Executive Director

Enclosure

Larry	Scan
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Imo	

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NATIONAL CAPITAL PLANNING COMMISSION  
WASHINGTON, D.C. 20576

NCPC File No. 2303

CENTRAL INTELLIGENCE AGENCY  
LANGLEY, FAIRFAX COUNTY, VIRGINIA  
HEADQUARTERS CONSOLIDATION, PHASE I

Report to the General Services Administration and  
the Central Intelligence Agency

October 6, 1983

The Commission approves the preliminary site and building plans for the Headquarters Consolidation, Phase I, at the Central Intelligence Agency, Langley, Fairfax County, Virginia, as shown on NCPC Map File No. 2201.10 (38.00)-29382, provided that a workable program of off-site road improvements, as necessary, be identified for Commission review prior to or in conjunction with the submission of Bid Package No. 2, and with the request that the General Services Administration and Central Intelligence Agency, in the preparation of final site and building plans:

1. provide back-up calculations for any adjustments or refinements in the proposed site improvements that may be necessitated by the off-site road improvements to be proposed in conjunction with the headquarters consolidation project.

2. intensify the proposed landscaping along Turkey Run Road in the vicinity of the motor pool, including the provision of additional planting south of the motor pool, adjacent to the road, on the tract that is under GSA jurisdiction, and provide scattered tree planting in the new parking areas west of the office complex;

3. provide detailed plans, including back-up calculations, for the stormwater management program, giving consideration to potential impacts of

overload flows from 100-year stormwater discharges, the possible need for improvements to stabilize natural channels below storm sewer outfalls, and the potential use of wet pond retention facilities to aid in abating non-point sources of pollution; and

4. give further consideration to the proposed color of the glass curtain wall material to determine whether a bronze or grey color would be more compatible with the dominant pre-cast concrete character of the existing CIA Headquarters Building than the proposed light aqua-green color.

\* \* \*

#### BACKGROUND AND STAFF EVALUATION

##### Description of Proposal

The CIA headquarters is located on a heavily wooded site of 213 acres at Langley, Virginia. It is bounded on the north and partially on the east by the George Washington Memorial Parkway (GWMP), with the Potomac River located nearby, bordering the parkway. The Savile Lane neighborhood, an area of single family, detached homes is located adjacent to the remaining portion of the east border. Virginia State Routes 123 (Dolly Madison Boulevard) and 193 (Georgetown Pike) border the tract on the south, with single family residential areas located beyond. Two Federal tracts, the Federal Highway Research Station (FHRS) and Turkey Run Park, border the CIA site on the west. The Turkey Run Park land is under the jurisdiction of the National Park Service, but a 53-acre portion of the tract, located along Georgetown Pike adjacent to the CIA, is operated under a permit by the Fairfax County Park Authority as Langley Fork Park. Turkey Run Farm, located in the portion of Turkey Run Park just west of the CIA and FHRS, is now operated by a private, non-profit organization under an agreement with the Park Service.

In accordance with the provisions of the revised CIA Master Plan reviewed by the Commission in early 1982, the proposed Phase I development involves the construction of approximately 1.1 million gross square feet of office space, with associated parking and site improvements. The new office space would be provided in a six-story structure located approximately 230 feet southwest of and parallel to the existing headquarters building (approximately 70 feet southwest of the existing cafeteria.) The new building would be linked to the existing building by corridors which would, in effect, create an enclosed courtyard framing the cafeteria.

Under the site development provisions of the master plan, the project would have required total removal of a wooded hill southwest of the existing headquarters building. Through minor siting and design refinements, the new building has been sited in the side of this hill facing the existing building, significantly reducing excavation requirements and allowing the topography to be used in the provisions for access and energy conservation. The ground level and the first three of the six floors in the new structure would be below the grade of the crest of the hill. The fourth floor of the new structure, at the grade of the top of the hill, would serve as the entrance level from the new parking garage and related parking areas. The ground level and first four floors would be approximately 800 feet long (the approximate length of the existing building) and approximately 260 feet wide. The fifth and sixth stories would be expressed in two towers, symmetrically placed around a central entrance axis, near the ends of the structure. These two towers would be approximately 230 feet by 230 feet. The building height would be generally comparable to the height of the upper massing elements of the existing building.

Excavated material from the hillside construction would be used as fill to provide a direct pedestrian spine between the new parking garage and fourth floor entrance. From this level, employees would circulate vertically to the lower levels via a series of escalators in a glass tiered atrium lobby facing the existing headquarters and cafeteria. Several banks of elevators would provide access to the fifth and sixth floors and serve as a second means of circulation to the lower floors. The space in the building would be devoted to general office use and accommodation of computers and other equipment. Although possible typical office layouts have been included in the preliminary plan submission, the precise partition layout will not be planned until later in the construction process.

Service cores are indicated on the plans, and space for employee service and convenience facilities has also been designated, largely adjacent to and in the atrium lobby area.

The new office structure will have glass facades, with light aqua-green tinted glass panels. The ground level facades will be of precast concrete panels to provide a sense of continuity in relation to the pronounced base level of the existing building. The stark glass facades are planned to provide a deliberate contrast with the "punctured" precast panels which form the facade of the existing building. A barrel-vaulted sky-light will cover the entrance corridor leading from the garage side of the new office building to the lobby facing the cafeteria. The tiered lobby wall will contain exterior planter ledges at each building floor level.

The proposed parking garage will be sited on the existing west parking lot, approximately 275 feet southwest of the new office structure and just north of a southwestward extension of the central axis through the existing and proposed office buildings. The three level garage structure will be approximately 340 feet wide and 720 feet long, with the long side placed parallel to the main pedestrian walkway leading directly to the new building entrance. Each of the three garage levels will have access at two or more points directly from driveways and service roads at grade, eliminating the need for ramps between decks. In a refinement of the site development shown in the master plan, the perimeter roadway has been further rerouted around

the parking garage so that pedestrians would not be required to cross any roadways between the garage and the office building. The garage will contain 2,408 spaces, with an overall net increase of 1,000 spaces over the existing 5,100 employee spaces (including parking on-street within the CIA tract).

In addition to containing the new parking garage, the existing west parking lot area will be improved with two surface lots of 508 and 261 spaces, separated from the new perimeter road by landscaped berms. In this same general area the existing powerhouse and PSD Building (printing and supplies) will be more intensively landscaped, and structural screen walls will be provided to screen visible electrical equipment in the powerhouse complex. Additional landscaping is proposed along Turkey Run Road, along the Motor Pool frontage, and around the west entrance gate area.

The Phase I improvements include a new visitor center on the access road from Route 123, located approximately 1,200 feet north of the highway, within the CIA tract. The visitor center improvements would include a parking lot accommodating 30 cars, a visitor reception building approximately 68 feet by 35 feet, and guard booths. The existing access drive would be widened to a four lane divided roadway between Route 123 and the visitor center. Because of concerns of adjacent neighbors, 600 to 800 feet to the east, about potential noise from the visitor center, CIA proposes to intensify and fill in the natural landscaping immediately east of the visitor center and farther east along Savile Lane.

Other Phase I improvements will include providing reoriented, expanded service areas at the ground level of the new structure adjacent to and below the grade of the existing cafeteria. The roofs of the service areas will be earth covered and landscaped as lawn areas. The existing employee recreation area north of the west parking lot will be adjusted to accommodate the western extension of the perimeter road around the new parking garage.

The CIA has submitted a preliminary storm water management plan that provides for reductions in the existing peak storm water flows by lengthening the duration of the water run-off. Under this plan, roofs will drain first, followed by site run-off, which would exit through restricted flow drainage features. Two storm water retention ponds would be provided, one in the vicinity of the employee recreation area and the other in the wooded area northeast of the visitor center.

The Phase I development is planned to permit consolidation of 3,000 employees who currently work in six other locations in Northern Virginia and the District of Columbia, largely in leased space.

#### Previous Commission Action

On January 21, 1982, the Commission:

1. approved the Revised Master Plan for the Central Intelligence Agency, Langley, Virginia, as shown on NCPC Map File No. 2201.10(05.12)-29100, sheets 1-17, and contained in the document entitled "Master Development Plan/Master Utility Plan, Central Intelligence Agency, Langley, Virginia" dated November 1981, except the proposed off-site road improvements contained therein;

2. recommended that, in the continuation of planning for the implementation of Phase I of the revised master plan, the General Services Administration and Central Intelligence Agency:

a. continue to assist the Virginia Department of Highways and Transportation (VDH&T) and the Fairfax County Government, in coordination with the citizens of the area, in selecting, from the range of off-site roadway improvements proposed in the revised master plan and proposed by VDH&T, an appropriate program of off-site roadway improvements, giving special care in selecting and planning such improvements to minimize their impact, to the extent possible, on the surrounding community and the CIA site, while meeting the traffic needs at this location;

b. secure funding through the U. S. Department of Transportation or direct appropriations for the recommended off-site roadway improvements prior to proceeding with the Phase I development; and

c. coordinate with the National Park Service in providing additional informal landscaping on the Turkey Run Park side of the west perimeter fence, in conjunction with the landscaping proposed inside the fence line, to improve the appearance of the public entrance to the park; and

d. continue to assist the Fairfax County Public Works Department in its planning for needed modifications to the existing facilities in the adjacent sewage pumping station and secure funding for the necessary improvements; and

3. recommended that, in the planning for the implementation of Phase II of the revised master plan, GSA and CIA locate and design all planned facilities so as to minimize impacts on the rural character of the Scattergood-Thorne tract.

In a related recommendation the Commission also requested that VDH&T and the Fairfax County Government, in coordination with GSA and CIA, jointly resolve a proposal for specific roadway improvements necessary at the Route 123/Route 193 intersection.

#### Responses to Commission Action

In responses to the Commission's recommendations CIA secured funds through its appropriations process for the planning and design of any necessary off-site road improvements, and funds are included in current budget requests for the construction of such improvements. The design and construction of the improvements will be undertaken by VDH&T on behalf of CIA. VDH&T conducted new traffic counts in April 1983 and has recently selected a transportation consultant for the project. CIA has recently established a Traffic Advisory Committee, including representatives of the McLean Citizens Association, an ad-hoc citizens group of nearby residents, the Park Service, Fairfax County Government, VDH&T and the Commission.

The preliminary site and building plans provide additional landscaping along Turkey Run Road in the vicinity of the motor pool. CIA has initiated discussion with Fairfax County regarding the upgrading of the adjacent sewage pumping station and has included funds for this work in the project budget.

#### Conformance with Comprehensive Plan

The proposed project is not inconsistent with the Federal Facilities element of the Comprehensive Plan for the National Capital, which designates the CIA site as a principal office location for "Executive Branch Administrative Facilities." This element provides for a recommended maximum parking ratio of one space for each two employees. Because of displacements of some 1,000 employees from the Langley site during the past decade to house computers and other equipment, the [ ] employees to be consolidated on the site represent a net of [ ] employees over the levels of the early- and mid-1970s. Therefore, the [ ] increase in parking spaces in relation to the [ ] net increase in employees is consistent with the recommended maximum parking level contained in the Federal Facilities element.

#### Conformance with Master Plan

Although the Phase I preliminary plans show certain refinements in site development in relation to the proposals shown in the master plan approved by the Commission on January 21, 1982, the basic program, land-uses and transportation concepts and provisions of the master plan are reflected in the preliminary plans and no significant conformity issues are raised by the current submission.

#### Environmental Impact

Pursuant to P.L. 91-190, the Central Intelligence Agency and the General Services Administration have determined that an environmental impact statement is not required for the proposed project. In lieu thereof, an environmental assessment was submitted in connection with the master plan submission.

The most significant impacts as a result of the plan are those relating to subsurface and landform. The plan will have severe impact on the area's subsurface and geological environment. The proposal would result in a large amount of excavation and spoil removal. The amount of overburden to be excavated and removed from the hillside where the new office building will be sited has been reduced from the 355,000 cubic yards estimated at the time of the master plan review to 225,000 cubic yards. CIA no longer anticipates hauling the material from the site but rather will utilize all excavated material suitable for fill in creating the new land forms around the proposed parking garage.

Land forms and surface drainage will be altered significantly. The amount of impervious area will increase by approximately eight acres and runoff by twelve percent.

Currently, some of the roadways in the area of the site are functioning below desired levels of service in either the AM or PM rush hour period. According to the assessment, traffic loads generated by the proposed consolidation could, if unregulated, create additional traffic congestion problems off-site. The CIA has proposed staggering work hours to spread out the impact of increased traffic flows during the AM and PM peak hour periods. Because VINEET and Fairfax County have concerns about depending on such traffic management strategies the major current emphasis is, as noted above, on an updated traffic study that will examine potential improvement needs based on existing peak hour trip distribution patterns.

#### Employment and Housing

STAT As noted at the time of the master plan review, because the [ ] employees being relocated to the site are currently employed in the National Capital Region, GSA and CIA have not identified any housing requirements associated with the consolidation. The vast majority, 78%, of the employees to be relocated to the site presently live in Virginia. Eight percent live in the District of Columbia, and 14% live in Maryland.

#### Historic Preservation

Pursuant to the provisions of the National Historic Preservation Act, a Phase I archeological survey was conducted on the CIA site by Fairfax County. This survey was reviewed by the Virginia Research Center for Archaeology of the Virginia Historic Landmarks Commission, which has concluded that no further survey work is necessary on the site.

#### Federal Regional Referral Process

The revised master plan was referred prior to the Commission's January 1982 action for review and comments to the Virginia State Clearinghouse, the Metropolitan Washington Council of Government, the Northern Virginia Planning District Commission, the Fairfax County Government, and the Virginia Department of Highways and Transportation, Northern Virginia Division. Comments were received from all of these agencies and were reflected in the Commission's action on the master plan. Regional referrals are not normally made at the preliminary site and building plan stage where projects conform to an approved master plan. In view of the high level of interest in the CIA project, however, with the consent of CIA, the preliminary site and landscape plans for the project were referred to the various jurisdictions and organizations that previously reviewed the master plan in an effort to insure adequate coordination of this project. The site and landscape plans were also referred directly by CIA to the McLean Citizens Association.

In response to the recent referral, the Director of the Office of Comprehensive Planning, Fairfax County, advised that the County strongly supports the CIA commitment to off-site road improvements but noted that a final statement of support for the project by the County is contingent upon satisfactory resolution of the issue of off-site road improvements. The County staff recommended additional landscaping along Turkey Run Road to effectively screen the motorpool and new garage area. It also suggested that some areas of the plan, such as the PSD Building, appear to be overplanted.



The staff also recommended that final design plans and backup engineering computations be provided for the storm water management system, noting concerns about possible impacts of overland flows from 100-year stormwater discharge and the stability of natural channels below storm sewer outfalls.

### Evaluation of Proposals

The successful accommodation of increased traffic resulting from the consolidation project remains the principal planning issue surrounding the project. As noted, CIA has included funds in its budget request to construct necessary off-site road improvements, has secured funds for planning and design, has entered into an agreement with VDH&T under which that Department will plan and construct the required off-site road improvements, and has established a traffic advisory committee, including representatives of citizens in the area, to advise in the preparation of an updated traffic study for the project.

During recent months citizens of the area have continued to express serious concern about traffic volumes and resulting impacts, including potential safety problems, on Routes 123 and 193 (Georgetown Pike). Several views have been expressed that the GMP should be assigned more of the additional CIA traffic. As a result of these concerns, the traffic study now getting underway will involve an examination of three basic traffic assumptions, in addition to a no action option, one under which all new traffic is assigned to the Route 123 side of the site, one under which all new traffic is assigned to the GMP, and a third under which the new traffic assignments would be distributed between the access points on these two sides of the site. The analysis will include an evaluation of impacts extending to the Capital Beltway on the GMP, since the interchange at the Beltway is considered the principal limiting factor on GMP capacity. The consultant will evaluate pertinent data and, after reporting to the advisory committee, will identify potential roadway improvement options which will be evaluated and reported back to the advisory committee. Potential pedestrian circulation needs will also be considered at this time if any such needs are identified. CIA expects to reach the stage of tentative identification of a preferred option or options in three to four months. This is approximately the same time that final site and building plans for at least part of the Phase I development are expected to be ready for submission to the Commission.

The staff feels that it is important that proposed off-site roadway improvements be identified by the time of action on the final plans for the consolidation project. CIA realizes that there may be some risk in proceeding with construction plans simultaneously with the conducting of the new traffic study. The CIA staff feels, however, and the Commission staff concurs, that the provisions for the perimeter road in the consolidation plans provides considerable flexibility for accommodations and adjustments in the CIA circulation and access plan, should the updated traffic study lead to new access proposals not previously contemplated. There is also potential flexibility in the location and arrangement of the visitor reception facilities should the road improvement proposals dictate changes in those facilities. With such potential for easily adjusting to various access arrangements and with concerns about costs escalations associated with any lengthy delay in planning for the project, CIA and GSA have proceeded with

preliminary plans and expect to proceed with the preparation of final plans as the traffic study is conducted.

The staff believes that with the flexibility offered by the CIA circulation plan, it is appropriate to approve preliminary project plans at this time based upon a proviso that a workable program of off-site road improvements, as needed, be identified for Commission review prior to or in conjunction with the review of final plans for any portion of the Phase I development. Such workable plans should, of course, provide for adequate accommodation of CIA access needs and should be planned to minimize impacts on the surrounding environment to the extent reasonably possible. Although it may not be possible to satisfy all parts of the community in proposing roadway improvements, efforts should be made to insure that the roadway improvement proposals are as acceptable to the community as is reasonably possible, while also minimizing environmental impacts to the extent feasible. It is hoped that the traffic advisory committee will provide a vehicle for successfully accomplishing this objective. CIA and GSA should, of course, adjust and refine the project plans in the final submission to accommodate any changes necessitated by the selected off-site road improvements.

CIA and GSA have submitted detailed plans providing for generous planting throughout the portions of the site to be disturbed by the construction program. In addition the screen planting along Savile Lane, on the east side of the tract, appears to respond to requests of citizens in that area for such planting. The staff feels that additional planting should be provided along Turkey Run Road in the vicinity of the motor pool and the west gate entrance. In particular, additional screen planting should be located along the west and south sides of the motor pool, extending into the GSA tract along the east side of Turkey Run Road. Also, as noted previously in the review of the master plan, an additional landscaping effort along Turkey Run Access Road should be undertaken in coordination with the Park Service. This effort should be directed toward placing additional scattered and informal landscaping along the west side (outside) of the power line and the existing, somewhat rigid line of trees inside the fence at the entrance into the park. Since portions of this area may be used for contractor parking during construction, it is particularly important that there be provisions to restore and improve the appearance along the park road.

Consideration should also be given to providing scattered tree planting in the large parking surfaces west of the new building site. This effort should include investigation of the feasibility of having some planter areas on the top, six-acre deck of the parking garage, since this deck is at an elevation that will be readily visible throughout much of the site, including from the new building entrance. CIA appears to have developed a commendable stormwater management plan, which would reduce post development peak flows below the predevelopment levels. As noted by the Fairfax County staff, more detailed information is needed to fully evaluate this plan. In providing the more detailed plan and back-up calculations, CIA and GSA should evaluate the potential impacts of overload flows associated with a 100-year storm discharge, particularly since the outfall will be through an enclosed system for some distance downstream.

The largely glass structure proposed southwest of the existing CIA Headquarters will, as noted, deliberately contrast with the facades of the existing building, which are characterized by the somewhat heavy, punctured or grid-like pre-cast concrete panels. The staff believes such a contrast is desirable and that it would not be wise to attempt to reflect the existing building facades in a more deliberate way, particularly considering the enormous sizes of the two buildings. The staff is, however, somewhat concerned about the proposed color for the glass curtain wall of the new building. Some of this concern may relate to the technique of rendering used in the presentation materials. These materials show a very dominating light aqua-green color which seems to make the new structure almost overpowering in contrast to the existing structure. The staff believes that a different color, such as a bronze or grey tone, could result in greater compatibility with the existing structure, although green glass is used in the existing cafeteria. CIA staff indicates some concern that a grey or bronze color would create darker interior spaces. Another alternative would possibly be a different shade of green which would avoid a 1950s aqua look that appears to be suggested by the renderings. CIA and GSA should be urged to study the glass color further and address these concerns in the submission of final plans.



