RENOVATION AND EXPANSION OF THE MARRINER S. ECCLES BUILDING AND FEDERAL RESERVE BOARD–EAST BUILDING

2051 Constitution Avenue, NW and 1951 Constitution Avenue, NW
Washington, DC 20245

Finding of No Significant Impact

Pursuant to Section 102(2)(C) of the National Environmental Policy Act (NEPA), the Council on Environmental Quality (CEQ) Regulations (40 CFR, Parts 1500-1508), and the National Capital Planning Commission’s (NCPC) NEPA Regulations, I have evaluated the preliminary and final site and building plans for the renovation and expansion of the Marriner S. Eccles Building and the Federal Reserve Board-East Building, located at 2051 Constitution Avenue NW and 1951 Constitution Avenue NW, Washington, DC. As shown on NCPC Map File No. 1.34(38.00)45007; and the Marriner S. Eccles Building and Federal Reserve Board-East Building Renovation and Expansion Environmental Assessment (EA) prepared by the Board of Governors of the Federal Reserve System (Board or FRB), as project owner, with the National Capital Planning Commission (NCPC) and the National Park Service (NPS) as cooperating agencies; and the comments received on the EA. The EA is incorporated into this Finding of No Significant Impact (FONSI) by reference. Based on the foregoing, I have determined that Alternative 2, Five-Story Addition to FRB-East will not have a significant impact on the quality of the human environment and therefore an Environmental Impact Statement will not be prepared.

Purpose and Need

The Board of Governors of the Federal Reserve System (Board) proposes to renovate and expand the Marriner S. Eccles Building at 2051 Constitution Avenue NW and to renovate and construct an addition on the Federal Reserve Board-East Building at 1951 Constitution Avenue NW.

The purpose of the proposed project is to renovate and expand the Eccles Building and the Federal Reserve-East Building to address a critical backlog of upgrades, to respond to changes in building codes and regulatory requirements, and to meet requirements for information technology, building security, environmental sustainability, and energy efficiency. The project will also address increased utility demands, a growing building population, and technology not anticipated at the time of the buildings’ original design. The proposed programming changes and building additions are needed to increase spatial efficiency, reduce leased space, and consolidate staff, and provide a secure environment for the buildings’ occupants, while accommodating the growing needs of the Board and its visitors.

The proposed project will maintain the historic character of the existing buildings and their surroundings, reflecting qualities of stability, dignity, and security that are sensitive to the Board’s
civic responsibility as custodian of the central bank of the United States. It will include new state-of-the-art technology for the buildings’ entire infrastructure, security, and technology systems. The project will also improve code compliance as well as enable the Board to incorporate environmentally responsible design approaches that will help to reduce energy consumption and improve indoor environmental quality.

**Proposed Action**

The renovation and expansion of the Eccles and FRB-East buildings is a complex project with numerous components to meet the purpose and need of the project, including building envelope, infill, additions, entrances, major building systems, and sitework. The scope of the project entails providing modern, efficient workspace with amenities that support health and wellness initiatives; making the buildings more energy efficient through the replacement of all building systems; increasing the capacity of the Eccles Building through additions to the building; providing quality office space on the lower (concourse) levels of the Eccles Building; providing a multi-story addition to the FRB-East Building containing above-grade and back of house services and increasing the capacity of the building; providing underground parking; and providing tunnels for utility and pedestrian use that connect the Eccles Building with the FRB-East Building and accommodate backup mechanical and electrical systems capable of supporting the Eccles Building.

**Alternatives**

The EA considered two alternatives including a no action alternative (Alternative 1) and one action alternative (Alternative 2, Five-Story Addition to FRB-East). Two additional alternatives were identified and evaluated, then dismissed from further consideration. Alternative 2 is identified as the selected alternative and is the alternative for which NCPC is issuing this Finding of No Significant Impact. The alternatives are described in Chapter 2 of the EA and the selected alternative is summarized below.

**Alternative 2: FRB-East Five-Story Addition**

Alternative 2 includes comprehensive modernization and expansion of the Eccles Building and FRB-East Building to consolidate groups located in leased spaces while also accommodating future organization growth. At the Eccles Building, Alternative 2 incorporates construction of five-story infill additions on the east and west sides of the building that connect the existing north and south wings. An addition on the roof of the north wing connects the east and west infill additions to the existing fourth floor offices. The east and west exterior courtyards are converted into atria, with the east atrium becoming an entrance to the Eccles Building for staff and VIP’s. The landscape between the south building façade and Constitution Avenue is rehabilitated.

At the FRB-East Building, Alternative 2 adds a five-story above-grade addition to the north side of the existing FRB-East Building. The addition physically connects to the east and west wings of the existing building and includes (3) three levels below grade, which expand under 20th Street, and a mechanical penthouse. A skylight-covered atrium is created between the existing building...
and the new addition. The construction of the addition requires the demolition of the center wing of the historic building. The landscape between the south building façade and Constitution Avenue is rehabilitated.

Under Alternative 2, a new underground pedestrian tunnel below 20th Street, NW directly connects the Eccles Building to the FRB-East Building. Currently, the Eccles Building and the William McChesney Martin, Jr. Building (Martin Building), located directly north of the Eccles Building, are connected by a pedestrian tunnel located under C Street, NW.

Alternative 2 also includes a four-story, below-grade 250,654 GSF structure in an L-shaped configuration below 20th Street and the South Lawn in front of the existing FRB-East Building. The structure provides three levels of parking and meets a parking ratio of one space for every five employees (1:5). The current Governor’s parking garage in the Eccles Building becomes space for other programs.

Under Alternative 2, the existing site perimeter security of each property is replaced with a combination of new anti-ram bollards, anti-ram knee and ha-ha walls, and other site elements.

Standard for Evaluation

Under NEPA, the Council on Environmental Quality (CEQ) regulations, and the NCPC NEPA Regulations, an EA is sufficient, and an Environmental Impact Statement need not be prepared if the EA supports the finding that the major federal action will not significantly affect the quality of the human environment. The EA for this project was prepared in accordance with this standard.

Potential Impacts

No significant impacts were identified that will require analysis in an Environmental Impact Statement. The EA analyzed 15 environmental impact topic areas. Alternative 2 will result in either beneficial or adverse impacts to cultural resources, planning policies, economic resources, sustainability, climate change and carbon footprint, utilities, hazardous materials and wastes, solid waste management, air quality, noise levels, stormwater management, groundwater, geology and soils, vegetation, and transportation. Impacts on affected resources are summarized below along with proposed mitigation, where applicable.

Cultural Resources

The Eccles Building is listed in the DC Inventory of Historic Sites. The FRB-East Building is listed in the DC Inventory of Historic Sites and the National Register of Historic Places. Both buildings contribute to the National Register-eligible Northwest Rectangle Historic District. Alternative 2 will result in long-term moderate impacts to the Eccles Building and the FRB-East Building as character-defining features of the buildings and landscapes will be altered or removed which will reduce the integrity of the properties. Alternative 2 would cause moderate long-term visual impacts to the Northwest Rectangle Historic District as the project would impact the overall setting of and views toward the Eccles and FRB-East buildings from the Northwest Rectangle.
Historic District. For purposes of Section 106 of the NHPA, there would be an adverse effect on the Eccles Building and the FRB-East Building and the Northwest Rectangle Historic District.

In addition, the Board determined in consultation with District of Columbia State Historic Preservation Officer (DC SHPO) that archaeological identification survey has not occurred in the Project area and that there is potential for the undertaking to adversely affect yet-identified archaeological resources since the Project area contains two Archaeological Areas of Interest (AOIs): a historic AOI related to the early twentieth-century U.S. Quartermaster’s Stables, several other independent businesses and operations including a hotel called the Tumble Inn and the YWCA cafeteria and tennis club, the War Trade Building, and a prehistoric AOI related to the prehistoric occupation of the shoreline along the Tiber Creek; and the archaeological identification survey of the historic AOI may not be completed prior to the start of the early foundation construction; and the prehistoric AOI has the potential for deposits deeply buried approximately 20 feet below the existing ground surface, and is inaccessible for archaeological survey until the construction of the slurry wall, which will bisect the southern portion of the prehistoric AOI.

Also, considered with ongoing and planned projects, implementation of Alternative 2 could generate short- and long-term moderate impacts to historic resources.

Pursuant to Section 106 of the National Historic Preservation Act (NHPA), Board of Governors of the Federal Reserve System (Board or FRB), as project owner, with the National Capital Planning Commission (NCPC) as a cooperating agency; have consulted with the DC SHPO and other Consulting Parties regarding the proposed project. For purposes of Section 106 of the NHPA, there will be an adverse effect on the Eccles and FRB-East Buildings and the Northwest Rectangle Historic District and has the potential to have an adverse effect on archeological resources. As part of the Section 106 process, FRB, DC SHPO, and NCPC have entered into a Memorandum of Agreement that seeks to avoid, minimize, and mitigate the adverse impacts.

Planning Policies

Alternative 2 is consistent with the 2016 update of the Comprehensive Plan for the National Capital, Federal Elements, and the Monumental Core Framework Plan. Implementation of Alternative 2 will adhere to the comprehensive plan’s guiding principles by promoting high quality design and development, balancing accessibility, and security, preserving historic properties, preparing for the impacts of climate change, and promoting non-automobile transportation alternatives, including transit, walking, and bicycling. In addition, the renovation and expansion of the buildings will support Comprehensive Plan policies to enhance the connections between the Northwest Rectangle and the National Mall and the establishment of the area as an accessible, walkable cultural destination and high-quality workplace. Considered with the past, present, and future projects, implementation of Alternative 2 will not generate cumulative impacts to planning policies.

Public Health and Safety
Alternative 2 will have a long-term minor beneficial impact to public health and safety. The proposed project is not expected to put an undue hardship on the local police, fire, or emergency medical services. The proposed perimeter security and other securities measures under Alternative 2 will enhance security for employees and visitors to the Eccles and FRB-East buildings. Considered with past, present, and future projects, implementation of Alternative 2 will not generate cumulative impacts to public health and safety.

Economic Resources

There will be negligible long-term impacts to economic resources under Alternative 2. The District’s percentage of long-term employment is not expected to change in a positive or negative direction as a result of the project. The implementation of Alternative 2 will cause short-term negligible to minor beneficial impacts due to the needs of construction workers and associated factors related to construction, such as the purchasing of materials or leasing of equipment. Those working on the construction of the proposed project could also contribute to the city’s economy by frequenting local food or retail stores in the vicinity of the project’s location. Past, present, and future development in the District has created additional jobs, which has resulted in beneficial cumulative impacts on local economy, employment, and income. Alternative 2 will not add to these long-term beneficial cumulative impacts.

Sustainability

Implementation of Alternative 2 could result in long-term moderate beneficial impacts to sustainability. As a LEED Gold project, the Eccles and FRB-East buildings will reduce resource consumption compared to typical office buildings of their size. Renovations and additions will meet current storm water, accessibility, and building code requirements, and improve conditions compared to existing. The project will pursue WELL v2 Gold certification through the International Well Building Institute. This sustainable certification program emphasizes health and wellness and includes measurement of post occupancy conditions to validate the project performance. Additionally, the reuse of the existing buildings is an inherently sustainable approach because it avoids additional demolition, or the environmental and carbon impacts associated with the need for additional new building materials. Considered with ongoing and planned projects, implementation of Alternative 2 combined with implementation of the National Mall Plan, the Potomac River Tunnel Project, and the 23rd Street Levee Project, could have a long-term moderate beneficial impact to sustainability.

Climate Change and Carbon Footprint

Implementation of Alternative 2 will have a long-term moderate beneficial impact on climate change and carbon footprint. The project has an anticipated energy use intensity of approximately 35 energy per square foot per year (kBtu/sf/yr), which is about 50% better than the median office energy use intensity as calculated by the EPA Energy Star Target Finder Tool. Even more notably, the existing Eccles Building has an existing Energy Use Intensity (EUI) in the mid-130s and the renovation would reduce the existing EUI by nearly 75%. Some of the strategies that contribute to this energy reduction include: efficient HVAC systems that utilize chilled beams, four pipe fan coil units, dedicated outside air systems (DOAS) with energy recovery, high efficiency boilers and
chillers, and LED lighting with daylight dimming and occupancy controls. This energy consumption is further offset by onsite renewable energy in the form of a rooftop photovoltaic array system which is estimated to produce over 5% of the total average electricity use of the building.

Energy not supplied by renewable sources requires combustion of fossil fuels which creates carbon dioxide, a greenhouse gas, which then accumulates in the atmosphere. The basis of design is projected to reduce the greenhouse gas emissions by approximately 45% over the minimum LEED baseline.

In addition to beneficial operational greenhouse gas impacts, the reuse of the existing buildings contributes substantially to avoided embodied carbon. Embodied carbon is associated with Scope 3 carbon and relates to the extraction, production, and transportation of building materials. Calculations based on the build carbon neutral tool estimate 17,860 metric tons avoided CO2 equivalent by reusing this existing building material. Implementation of Alternative 2 will employ the following strategies to reduce the greenhouse gas impacts: reduce building energy demand; prioritize electric or renewable energy over fossil fuels; maximize reuse of existing building materials; use materials that have a smaller GHG footprint; reduce water consumption; and reduce waste.

Alternative 2 will also enhance the resilience of the surrounding area and reduce impact on the stormwater infrastructure by designing to accommodate the 100-year, 1% annual chance of flood event.

Considered with ongoing and planned projects, implementation of Alternatives 2 combined with implementation of the National Mall Plan, the Potomac River Tunnel Project, and the 23rd Street Levee Project, could have a long-term moderate beneficial impact on climate change and carbon footprint.

Utilities

Implementation of Alternative 2 will result in long-term minor beneficial impacts to utilities. Alternative 2 will involve the modernization and/or replacement of utilities, including water, gas, electrical, telecommunications, steam, irrigation, and storm-sewer lines. Upgrades/modifications will be made to ensure compliance with current DC Water standards.

Under Alternative 2, the Eccles Building and FRB-East Building will seek LEED for Building Design and Construction v4 Gold certification and significantly exceed minimum energy performance requirements. Building HVAC systems will include chilled beams, four pipe fan coil units, dedicated outside air systems (DOAS) with energy recovery, high efficiency boilers and chillers. The efficient systems combined with LED lighting with daylight dimming and occupancy controls and rooftop photovoltaic arrays for onsite energy generation will significantly reduce the building energy consumption. Therefore, Alternative 2 will result in a nearly 75% decrease in the energy use per square foot, and less total energy consumption compared to the existing buildings, even including the additional square footage of the renovations.
Water conservation measures reduce potable water demand and discharge to the sewer. Measures include low flow water fixtures, vegetated rooftop terraces, a high efficiency irrigation system, energy recovery to reduce cooling tower loads, and a large cistern for rainwater and condensate harvesting to be used for irrigation and cooling tower makeup water. According to initial calculations performed through the EPA WaterSense Water Budget Tool, the water requirement for the designed landscape is a 46% reduction in water use from the calculated baseline. Based on the LEED Water Use Calculator, the indoor water use for plumbing fixtures is anticipated to be reduced by 37% by making improvements to the flow and flush fixture efficiency. The existing storm-sewer pipes are in poor condition and will be upgraded and modified to ensure compliance with current DC Water, DDOT, and DOEE standards including installation of check valves for backwater prevention, and new storm sewer infrastructure (pipes, manholes, clean-outs, overflow devices). The project will require new connections to utilities, and permanently relocating other utilities. Connections will be moved or permanently removed during construction although temporary water or electric shut offs may be necessary.

Past, present, and future development in the area will place additional demands on the existing utilities. While the utility companies plan for regional growth, each future project will have to prepare studies to determine if their supply is adequate. The renovation and expansion of the Eccles Building and FRB-East Building will not contribute to these cumulative impacts because the proposed project will include measures to increase energy efficiency while decreasing the total energy and water consumption.

**Hazardous Materials and Wastes**

Alternative 2 will have a minor short-term negative impact and a minor long-term beneficial impact to hazardous materials and wastes. Hazardous materials remediation will be performed as part of the overall rehabilitation and modernization of the buildings. In the short-term, construction and demolition activities will result in the temporary disturbance of hazardous materials. These activities may cause hazardous materials to become airborne and result in increased health risks to construction workers. Remediation practices will be used to avoid and minimize the exposure of air toxics. If unknown subsurface hazardous wastes or materials are exposed or affected during construction, they will be handled in accordance with applicable local and federal regulations. In the long term, remediation of hazardous materials in the building and landscape will result in a healthier environment for occupants. When considered in combination with ongoing and planned projects, implementation of Alternative 2 will not contribute to cumulative impacts for hazardous materials and wastes.

**Solid Waste Management**

Implementation of Alternative 2 will result in minor short-term negative impacts and moderate long-term beneficial impacts to generation of non-hazardous solid waste. In the short-term, minor impacts will occur related to generation of non-hazardous solid waste in the form of existing building materials that will be removed as part of the implementation of Alternative 2. A
construction and demolition management plan will be created consistent with the requirements of a LEED-certified building.

An estimated 1,044,720 cubic feet (38,704 cubic yards) of rock removal will occur as a result of the project. The rock will either be removed by mechanical means (excavators, hammers, rippers) or by controlled blasting with explosives. Using either method, the rock will not be readily reusable on this site for the proposed construction, but could be processed and reused. Roughly one-fourth to one-half of the rock could potentially be reused on-site. The remainder will be excess. Excess rock that is not reused will be disposed of. It is likely to be crushed, or left unprocessed/uncrushed, and reused at a different project in region. Much of the bedrock that is excavated will be suitable for reuse after crushing to make it a standard material of use to the local construction industry.

Even if not processed, the excavated rock can be used as fill in non-engineered applications. A small percentage of the rock will be weathered, but could be used as soil-like fill. In the long-term, once the buildings are occupied, the on-going solid waste management practices will be similar to existing practices with a contracted waste hauling and recycling company. Consistent with LEED-certified requirements the buildings will offer recycling for the following materials: mixed paper, corrugated cardboard, glass, plastics, and metals. In addition, hard-to-recycle materials such as batteries, mercury-containing lamps, and electronic waste will be considered for storage and collection. When considered in combination with ongoing and planned projects, implementation of Alternative 2 will generate minor short-term cumulative impacts for solid waste due to construction waste.

Air Quality

Implementation of Alternative 2 will result in minor short-term negative impacts, minor long-term beneficial impacts, and negligible long-term negative impacts to interior and exterior air quality. In the short-term, there will be an increase in: emissions from construction equipment and from trucks hauling construction materials to the site and removing waste materials from the site; emissions from vehicles driven to and from the site by construction workers; fugitive dust from construction activities; and temporary disturbance of hazardous materials which may become airborne and result in increased health risks to construction workers.

Emissions produced during construction will vary daily depending on the type of activity. In the long-term, hazardous building materials including lead, asbestos, and PCBs will be removed from the buildings to the standards set by DC and federal regulations to safeguard the health of building occupants. In addition, WELL v2 certification requires the restriction of hazardous ingredient components in newly installed building materials, specifically through the restriction of asbestos, mercury-containing lamps, and lead in plumbing products and paint. The Board will seek to achieve a minimum of LEED®-Gold rating for the building operations. To achieve the LEED Gold rating, modern and efficient heating and cooling equipment will be installed as part of the renovation of the Eccles and FRB-East buildings. These new systems will be more efficient and have lower emissions than the current systems. Following the completion of the project, the new building systems will generate emission below de minimis thresholds in conformity with the CAA. A long-term minor increase in traffic from Alternative 2 is expected; therefore, there will be negligible long-term impacts to ozone from vehicular emissions. Considered with past, present,
and future projects, Alternative 2 will not contribute to cumulative impacts. At the completion of the proposed project, the new building systems will generate emissions below minimum thresholds.

**Noise Levels**

Implementation of Alternative 2 will result in minor short-term impacts and minor long-term beneficial impacts to noise levels. In the short-term, persons within the immediate construction area will be subjected to construction-related noise. Construction vehicles going to and from the project area will also increase vehicular traffic and noise. Visitors to the National Mall and memorials, which are considered to be sensitive noise receptors, may be affected by demolition and construction activities such as removal and hauling of materials and construction activities. All construction will occur during normal business hours as required by the DC Noise Ordinance. The proposed project is required to meet the DC Noise Ordinance requirements. All new mechanical equipment installed as part of this project will meet these requirements. In addition, removal of the GSA steam service to the FRB-East Building and replacement of the GSA tunnel ventilation fan will lower noise levels in the project area. Implementation of Alternative 2, when considered with ongoing planned projects, could generate minor short-term cumulative impacts to noise levels during construction. There will be no long-term cumulative impacts to noise levels.

**Stormwater Management**

Implementation of Alternative 2 will result in minor long-term beneficial impacts to stormwater management. In addition, negligible short-term impacts could occur. Though the project area is not located within a FEMA mapped floodplain area (100-year, 1% annual chance of flood) it is understood that the frequency and intensity of storm events are expected to increase. Under Alternative 2, the stormwater management program will be designed to accommodate the 100-year, 1% annual chance of flood event. Phases 1 and 2 of this project will trigger requirements of a Major Substantial Improvement (MSI) activity, a Major Land Disturbing (MLD) activity, and a Maximum Extent Practicable (MEP) compliance process for improvements within the public right-of-way (PROW). The project will be considered a major regulated project by the District Department of Energy and the Environment (DOEE). Per DOEE regulations, the Stormwater Retention Volume (SWRv) must be retained on-site or through a combination of on-site and off-site retention practices.

Alternative 2 will implement measures to reduce stormwater runoff and improve stormwater quality, including rainwater harvesting, vegetated roofs, bioretention areas, permeable pavement, and tree preservation/planting. Implementation of the stormwater management plan will include a new rainwater harvesting tank to collect runoff from the building roofs, for use in the building cooling towers and irrigation. Because Alternative 2 will decrease the total rate and volume of stormwater runoff compared to existing conditions, a long-term minor beneficial impact will result. Alternative 2 will be in compliance with the current DOEE Stormwater Management (SWM) retention and detention requirements of Title 21 of the District of Columbia Municipal Regulations (DCMR) and the 2020 Stormwater Management Guidebook. Additional requirements per the DC Water Green Infrastructure Utility Protection Guidelines and the District Department of Transportation (DDOT) Green Infrastructure Standards will be met due to the work proposed
within the PROW. These requirements provide guidance on appropriate distances between SWM practices and infrastructure. There could be short-term impacts from construction due to increased sediment flows. However, this would be minimized by implementing erosion and sediment control practices. This will create a negligible, short-term impact.

Impervious surfaces are increased by approximately seven percent, due to the building additions; however, there will be a net reduction in stormwater runoff. Past, present, and future development in the area will impact stormwater management depending on the area of disturbance. For future projects that meet the land disturbance threshold, adequate stormwater management in accordance with federal and local policies will be provided. The rehabilitation and modernization of the Eccles Building and FRB-East Building will beneficially contribute to the cumulative impacts by improving the quality of stormwater runoff and reducing the quantity of stormwater runoff.

**Groundwater, Geology, and Soils**

Implementation of Alternative 2 will have minor short-term and negligible long-term impacts to groundwater, geology, and soils. During construction, excavation and removal of soil and rock and pumping of groundwater will occur to accommodate building underground structures. Excavation and pumping of groundwater will occur within excavations that are temporarily supported with slurry and secant pile walls. These wall types are relatively impermeable and will extend well below the bottom of excavations, serving to “cut-off” groundwater to maintain groundwater levels near existing levels outside of the excavations during construction. The walls will be left in place permanently. Surplus excavated material removed from excavations will be approximately 1,044,720 cubic feet (38,704 cubic yards) of rock removal. Performance criteria will be established for the excavation of soil and rock and pumping of groundwater. The criteria will be established considering the need to protect existing buildings, utilities etc. Below-grade walls and lowest floors of the new underground buildings and parking garage will either be waterproofed to keep water from entering the buildings and/or subdrainage systems would be installed to manage the minor and incidental groundwater seepage into the buildings and serve as redundancy to waterproofing. This design will maintain existing groundwater levels outside of the buildings and parking structure, which is required to protect existing buildings to remain and in the surrounding area. Implementation of Alternative 2, when considered with ongoing planned projects, could generate minor short-term cumulative impacts to soils and geology during construction due to excavation and construction of new underground structures associated with the Potomac River Tunnel and possibly the Organization of American States project.

**Vegetation**

Implementation of Alternative 2 will have moderate short-term negative impacts and minor long-term beneficial impacts to vegetation. Use of plants selected to thrive in the local site conditions and increase species diversity while retaining the character of the significant historic landscape and use of native plants will improve long-term health and resilience of plants across the property. The short-term stresses caused by construction activities will be minimized by tree protection measures. Removal of existing vegetation during construction will be necessary to construct the underground parking garage and implement perimeter security upgrades, resulting in negative impacts to vegetation. Replacement of vegetation, soil, drainage systems, and adding irrigation will improve overall vegetation health across the site in the long term. The high-level pruning
proposed to increase visibility and improve safety may have a negative impact on the health of the affected plants. The design includes a tree preservation strategy that will seek to protect as many healthy existing trees as possible. Considered with ongoing and planned projects, implementation of Alternative 2 could generate short-term and long-term moderate impacts to vegetation. Alternative 2 will add to the overall long-term, cumulative impacts to vegetation. If construction of the proposed Eccles and FRB-East project occurs concurrently with the implementation of other construction projects along the National Mall and in the Northwest Rectangle, the combined effects could temporarily change the overall canopy cover in the area during and for several years following construction.

Transportation

Implementation of Alternative 2 will result in long-term minor impacts to transportation. The configurations and traffic controls for the 2022 Total Future Conditions are based on those for the 2022 No-Action Conditions with the following changes as part of Alternative 2: the western and eastern driveways at the Eccles Building would be removed; the access points at the FRB-East Building would be reversed, with entry now from 19th Street and exit from 20th Street. Existing, planned, and future development in the area will place additional demand on the transportation network within the District. The renovation and expansion of the Eccles and FRB-East buildings will have minor long-term cumulative impacts by providing additional office space.

Cumulative Impacts

Potential cumulative impacts of Alternative 2 in combination with other past, present, or reasonably foreseeable future actions were analyzed and found to be not significant.

Marcel C. Acosta
Executive Director
Since the publication of the EA, Alternative 2 has been refined as a result of consultation and coordination with NCPC, DC SHPO, CFA, DDOT, and NPS.

Since the publication of the EA, the design team identified the need to access and make changes to the National Park Service (NPS) Reservation 108 that is located directly to the north of the FRB-East Building.

In order to access Reservation 108, the Board is required to obtain a NPS Special Use Permit. The issuance of a permit by the NPS is a federal action that requires NEPA compliance by the NPS, whether it be by adopting this EA, or preparing a categorical exclusion. As a result of the project’s impacts to Reservation 108, and required permit, the NPS joined as a cooperating agency to this EA and a consulting party in the Section 106 process.

Impacts to the NPS property include excavation related to building addition foundations, installation of perimeter security system and corresponding foundations, utility improvements, steam tunnel related alterations, and an emergency egress path from the north facade of the building in place of the existing circulation from the existing parking area. These improvements will disturb the existing tree root systems and walkway along the edge of the property. The design team proposes to remove and plant a new row of trees and install a continuous planting buffer at the ground plane on the NPS’s property to minimize visual impacts as well as to create a buffer between the two properties. The row of trees will align with street trees at C Street between 21st and 20th Streets, reinforcing the historic roadway alignment and framing views to the future memorial site. These trees could potentially be removed at a later date if the NPS decides to make changes to the property. The design team will work with the NPS to review and coordinate all improvements. The project will install a new east-west walkway to replace the existing walk that is currently in poor condition.

- **Right of Way Improvements:**
  Currently the sidewalk at the intersection of 19th Street NW and Virginia Avenue NW is constricted and inaccessible due to existing traffic lights, a fire hydrant, and curb ramps crossing the sidewalk. The improvements also include installing a widened universally accessible sidewalk with a continuous planter strip along 19th Street to create a vegetated buffer from vehicular traffic. In addition, the team is coordinating with various entities to clean up the corner of 19th Street and Virginia Avenue and to remove/relocate the traffic control box to a better location.

- **Utility Infrastructure:**
  - Wastewater Heat Recovery: Wastewater Heat Recovery (WWHR) will connect to the 11’-3” existing brick sewer in the public right of way. Two 16” pipes will traverse NPS property for supply and return. The location is pending flow tests for 11’-3” brick sewer.
Stormwater: One 24” pipe will connect to the 11’-3” brick sewer outside of NPS property, however, this stormwater line will cross the NPS property. A drain basin and two (2) 6” storm pipes will be on NPS property and will provide outfall drainage for the wall between NPS and FRB property. From the drain basin, a 15” line will connect to the combined sewer with a direct connection in NPS property.

Telecom Line: A telecom ductbank may traverse NPS property to connect to a telecom manhole within Virginia Ave.

The Virginia Avenue NW Cultural Landscape Inventory identifies features that contribute to the significance of the property. A summary of the effects of the undertaking to the landscape are explained here:

1. Land Use – the undertaking will not impact the continual use of Virginia Avenue as a major thoroughfare in the Washington, DC, street network.
2. Topography- the undertaking will not impact the topography of Reservation 108.
3. Spatial organization – the undertaking will not impact the overall spatial organization centered along the axis of Virginia Avenue or secondary relationships to monuments and other elements of the larger L’Enfant plan.
4. Circulation – the undertaking will have a short-term, minor impact on the sidewalk at Reservation 108.
5. Cluster arrangement – the undertaking will not impact the overall collection of reservations along the Virginia Avenue corridor.
6. Views and Vistas – the undertaking will not impact the axial view along Virginia Avenue to the Washington Monument.
7. Vegetation – the undertaking will have a short-term, minor impact on the lawn and will not impact the yew hedge border or Magnolia tree.
8. Small-Scale features – the undertaking will not impact any contributing small-scale features.

No changes to the analysis of environmental effects result from these refinements.

This errata sheet documents the modifications to the EA as a result of the selection of a preferred alternative. All modifications are additions to the document.
ATTACHMENT 2: Section 106 Memorandum of Agreement
MEMORANDUM OF AGREEMENT
AMONG
THE BOARD OF GOVERNORS OF THE FEDERAL RESERVE SYSTEM,
THE NATIONAL CAPITAL PLANNING COMMISSION,
AND THE DISTRICT OF COLUMBIA STATE HISTORIC PRESERVATION OFFICE
REGARDING
THE MARRINER S. ECCLES AND FEDERAL RESERVE BOARD-EAST
RENOVATION AND EXPANSION PROJECT IN
WASHINGTON, DC

THIS MEMORANDUM OF AGREEMENT (“MOA” or “Agreement”) dated _________________, 2021, is
made by and among the BOARD OF GOVERNORS OF THE FEDERAL RESERVE SYSTEM (“Board”), which
will act as the lead federal agency, the NATIONAL CAPITAL PLANNING COMMISSION (“NCPC”), and the
DISTRICT OF COLUMBIA STATE HISTORIC PRESERVATION OFFICE (“DC SHPO”). The Board, DC SHPO, and
NCPC are collectively referred to as “Signatories” or individually as a “Signatory”.

WHEREAS, the Board proposes to renovate and expand the Marriner S. Eccles Building (“Eccles
Building”), located at 20th and C Streets, NW, and the Federal Reserve Board-East Building (“FRB-East
Building”), located at 1951 Constitution Avenue, NW (“Project” or “Undertaking”); and

WHEREAS, the Eccles Building was constructed in 1935-1937 as the headquarters of the Board; is listed
in the DC Inventory of Historic Sites; and contributes to the National Register-eligible Northwest
Rectangle Historic District; and

WHEREAS, the FRB-East Building was constructed in 1931-1933 as the headquarters of the United States
Public Health Service; is listed in the DC Inventory of Historic Sites; is listed in the National Register of
Historic Places; and contributes to the National Register-eligible Northwest Rectangle Historic District;
and

WHEREAS, the Undertaking will complete a comprehensive modernization and expansion of the Eccles
Building and FRB-East Building that will consolidate employees currently located in leased spaces while
also accommodating future organization growth; and

WHEREAS, the Undertaking includes the following at the Eccles Building: construction of five-story infill
additions on the east and west sides that will connect the existing north and south wings; an addition on
the roof of the north side; the conversion of the east and west exterior courtyards into skylight covered
atria; interior alterations; a new entrance on the east side; and rehabilitation of the front landscape;

WHEREAS, the Undertaking includes the following at the FRB-East Building: a five-story above-ground
addition on the north side; creation of a skylight-covered atrium between the existing building and the
new addition that will require the demolition of the center wing of the historic building; interior
alterations; and a new landscape design including fountains on Constitution Avenue; and

WHEREAS, the Undertaking includes the following site elements: a new underground pedestrian and
utility tunnel below 20th Street that will directly connect the Eccles Building to the FRB-East Building; a
three-story, below-grade parking structure below 20th Street and the South Lawn; replacement of the
existing site perimeter security of each property; and realignment of 20th Street; and

WHEREAS, the Board initiated consultation with DC SHPO by letter dated August 15, 2019; and
WHEREAS, the Board invited the individuals and organizations identified on Appendix B attached hereto to participate as consulting parties in the review of the Project (the “Consulting Parties”); and

WHEREAS, the NCPC is a Consulting Party and has elected to fulfill its responsibilities required by Section 106 of the National Historic Preservation Act by participating in this consultation and becoming a Signatory to this MOA; and

WHEREAS, the Board and DC SHPO, together with NCPC and the other Consulting Parties, established the Undertaking’s Area of Potential Effects (“APE”), as defined under 36 CFR §800.16(d). The APE is provided in Appendix C attached hereto; and

WHEREAS, the Board, in consultation with the DC SHPO and the other Consulting Parties, has determined that the Undertaking will have an adverse effect on the Eccles Building, the FRB-East Building, and the Northwest Rectangle Historic District, as defined under 36 CFR § 800.5 and detailed in the Summary of Adverse Effects Determination in Appendix D hereto; and

WHEREAS, the Board, in consultation with DC SHPO, has determined that an archaeological identification survey has not occurred in the Project area and that there is potential for the Undertaking to adversely affect archaeological resources since the Project area contains the following two Archaeological Areas of Interest (AOIs), as further detailed on Appendix E; and

WHEREAS, the Signatories agree to a phased approach to the identification and evaluation of archaeological resources and the application of the criteria of adverse effect, as appropriate, as the archaeological identification survey may require a mix of both pre-construction and during-construction effort; and

WHEREAS, the Board has notified the Advisory Council on Historic Preservation (“ACHP”) on October 26, 2020, of its adverse effect determination, and the ACHP has chosen not to participate in the consultation. Execution of this MOA by the Board, NCPC and SHPO and implementation of its terms evidence that the Board has considered the effects of the Undertaking on historic properties and afforded the ACHP an opportunity to comment; and

WHEREAS, NCPC, in meetings before the public, reviewed, commented on, and approved comments on a concept design for the Project on December 5, 2019, and a preliminary design on October 1, 2020; and

WHEREAS, on September 11, 2020, the Board released for public review and comment the draft Marriner S. Eccles Building and FRB-East Building Renovation and Expansion Environmental Assessment, and the Board has agreed to prepare a Finding of No Significant Impact (FONSI) following NCPC’s final review of the Project.

NOW, THEREFORE, the Signatories agree that the Undertaking shall be carried out in accordance with the following Stipulations in order to consider the effects of the Undertaking on historic properties.

STIPULATIONS

The Board agrees to the following:

I. QUALIFICATIONS
The Board shall perform all historic preservation and archaeology work in connection with the Project under the direct supervision of a person or persons who meet(s) or exceed(s) the pertinent qualifications in the Secretary of the Interior’s Professional Standards published in the Code of Federal Regulations, 36 CFR Part 61.

II. DESIGN CONSULTATION

The plans for the Project included in Appendix A illustrate the design and site plan that are current as of the date of the last signature on this Agreement. The Board shall continue to consult with the Signatories regarding any design changes or modifications recommended by NCPC and/or CFA after final approval. Consultation shall be carried out as follows:

A. The Board shall review any proposed changes and decide whether the revised design may result in new adverse effects that have not already been resolved and/or the intensification of known adverse effects to historic properties.

B. The Board shall provide its determination in Stipulation II.A and, if applicable, any revised design to the Signatories for a fourteen (14) calendar day review and comment period.

C. If as a result of the consultation conducted pursuant to Stipulation II.B, DC SHPO or NCPC identifies new adverse effects or an intensification of adverse effects previously identified, the Signatories will consult to determine if additional mitigation is required and amend this Agreement pursuant to Stipulation VIII, as appropriate.

III. MITIGATION

A. Historic American Building Survey (HABS) Documentation. Within six (6) months of the execution of this MOA and prior to any construction, the Board will complete documentation meeting the criteria for “Level II” standards (as set forth in the National Park Service’s HABS guidelines) on the FRB-East Building and the east and west elevations and courtyards of the Eccles Building. The Board will submit the HABS documentation to NPS and provide a copy of the documentation to DC SHPO.

B. National Register of Historic Places Documentation. The Board will, within two (2) years following the date of this Agreement, compile the information required by a National Register Nomination Form and provide such information to the DC SHPO for its review and comment in recognition of the historic significance of the Eccles Building. DC SHPO will have 30 days to review and provide written comment on such submission. Within 30 days of receiving comments from DC SHPO, the Board will incorporate revisions and submit a revised submission to DC SHPO. Should the Board object to any revisions, the Board shall provide SHPO with a written explanation of its objection and will initiate consultation with the same to resolve the objection. If no agreement is reached within 15 calendar days following SHPO’s receipt of the Board’s written explanation, the Board will request the ACHP to review pursuant to Stipulation VIII. If the SHPO does not provide written comments within the agreed upon timeframes noted above, the Board may assume that the SHPO does not have any comments.
C. **Website, Virtual Tour, and Brochure.** Within three (3) years following the date of this Agreement, the Board will develop and maintain a public website that will (i) offer virtual tours of significant spaces in the Eccles and FRB-East buildings, (ii) provide information about the buildings, to include illustrated content addressing the history of each building, information about the architects and landscape architects, the buildings’ chronology of use, and photographs of the construction work and interiors, and (iii) include a downloadable brochure on the history of the Eccles and FRB-East properties. The Board will install exterior signage directing the public to the website. The Board will submit draft content of website, brochure, and signage to the DC SHPO for review and comment. DC SHPO will have 30 days to review and provide written comment on such submission. Within 30 days of receiving comments from DC SHPO, the Board will incorporate revisions and submit a revised submission to DC SHPO. Should the Board object to any revisions, the Board shall provide SHPO with a written explanation of its objection and will initiate consultation with the same to resolve the objection. If no agreement is reached within 15 calendar days following SHPO’s receipt of the Board’s written explanation, the Board will request the ACHP to review pursuant to Stipulation VIII. If the SHPO does not provide written comments within the agreed upon timeframes noted above, the Board may assume that the SHPO does not have any comments. If the Board determines at a future date that this content should not be made available on a public website, it will provide a copy of the website materials to the DC SHPO for its records.

D. **Public Access to South Lawns.** The Board has designed accessible paths to portions of the south lawns of the Eccles Building and FRB-East Building as part of the Project. The Board will develop a plan, prior to construction completion, that describes the procedures to provide public access. The Board will provide the Signatories a draft of the plan in order to allow for review and comment. The Signatories will have 30 days to review and provide written comment on such submission. Within 30 days of receiving comments from a Signatory, the Board will incorporate revisions and submit a revised submission to the Signatories. Should the Board object to any revisions, the Board shall provide Consulting Parties with a written explanation of its objection and will initiate consultation to resolve the objection. If no agreement is reached within 15 calendar days following receipt of FRB’s written explanation by the Consulting Parties, the Board will request the ACHP to review pursuant to Stipulation VIII. If a Consulting Party does not provide written comments within the agreed upon timeframes noted above, the Board may assume that that Consulting Party does not have any comments. The extent and times of public access will be consistent with the security posture determined by the Board’s Law Enforcement Unit.

IV. **ARCHAEOLOGICAL TREATMENT MEASURES**

A. **Purpose and Applicability**

This MOA sets forth the process by which the Board shall work in good faith during the Project to identify, evaluate, and treat the archaeological resources located within the AOIs of the Project and establishes how the Board and the DC SHPO will be involved.

B. **Responsibilities of the Board and the DC SHPO**
The Board will use reasonable efforts to ensure that no ground disturbing activities will commence in the AOI until the phased archaeological investigation survey has been conducted except where during-construction investigations are required and the Signatories have concurred that the undertaking will not adversely affect eligible resources, or until any unavoidable adverse effects have been mitigated. DC SHPO shall complete all reviews within a thirty (30) calendar-day period.

C. Use of Qualified Professionals

The Board shall use reasonable efforts to ensure that archaeological investigations are conducted by qualified professional archaeologists that meet the Secretary of the Interior’s Professional Standards (36 C.F.R. § 61), and that principal investigators must meet the minimum standards for Registered Professional Archaeologist (RPA) qualification.

D. Identification of Archaeological Resources

The Board will use reasonable efforts to conduct (i) phased archaeological investigations to identify archaeological resources within the AOI and evaluate them for National Register of Historic Places (National Register) eligibility and (ii) ground-disturbing activities associated with the Project in accordance with the DC SHPO-approved Phase IB Archaeological Identification Survey Work Plan on file for this Project.

1. Phase I Identification of Archaeological Resources

The DC SHPO approved a Phase IB archaeological Identification survey work plan for this Project for two overlapping AOIs, one historic, and the other prehistoric, identified in an assessment of archaeological potential for the Project site (Appendix F). The prehistoric AOI is deeply buried up to 20 feet below ground surface and shall require deep mechanical trenching to access. The archaeological work for this Project will be performed in two stages, one for pre-construction investigations, and a later stage for during-construction survey due the depth of the prehistoric AOI. The Board agrees to conduct a Stage 1 Phase IB survey prior to any ground-disturbing activities in the AOI. A Stage 2 Phase I Phase IB survey will be conducted during construction following completion of the slurry wall due to limitations caused by the depth of the AOI. The investigations shall employ a mixture of mechanical trenching and manual excavation to locate, expose, define the boundaries of, and document any archaeological resources within each AOI.

2. Phase II Evaluation and Assessment of Effect

If any archaeological resources are identified, the Board shall endeavor to (i) consult with DC SHPO to determine whether Phase II archaeological investigations are necessary to evaluate the National Register eligibility and integrity of the resources and (ii) submit a Phase II Evaluation Survey Work Plan to the DC SHPO for review before additional investigations may proceed. If the resources are determined eligible, the Board shall make a reasonable effort to avoid or minimize adverse effects to them.
3. Treatment of Eligible Archaeological Resources

If adverse effects to eligible resources cannot be avoided, the Board shall consult with the DC SHPO regarding the appropriate treatment(s) to mitigate adverse effects. The type of archaeological resources present will inform the basis for the treatment and may include a Phase III data recovery and/or alternative mitigation plan, which the Board shall endeavor to develop in consultation with the DC SHPO and in accordance with Stipulation IV.G.

4. Phase III Data Recovery

Should Phase III data recovery investigations be selected as a mitigation, the Board shall consult with the DC SHPO regarding the appropriate scope and extent of the recovery efforts. The Board shall endeavor to develop a Phase III data recovery work plan in accordance with the protocols requested by the DC SHPO.

E. Laboratory Work and Curation

The Board shall endeavor to clean, process, analyze, and prepare any artifacts for permanent curation in accordance with the protocols requested by the DC SHPO.

F. Reporting Requirements

The Board shall endeavor to develop draft and final reports in accordance with the protocols requested by the DC SHPO.

G. Post-Review Discoveries

1. Unanticipated Archaeological Discoveries

If a previously unidentified archaeological resource(s) is discovered in the APE, including outside the AOI, during ground disturbing activities, the Board shall endeavor to proceed in accordance with the protocols requested by the DC SHPO.

2. Treatment of Human Remains

Should human remains, burials, or funerary objects be discovered during construction of the Project or any action taken pursuant to this MOA be encountered during the undertaking, the Board shall endeavor to proceed in accordance with the protocols requested by the DC SHPO.

V. DURATION

This Agreement will expire if its terms are not carried out within seven (7) years from the date it is executed. Prior to such time, the Board may consult with the Signatories to reconsider the terms of this Agreement and amend it in accordance with Stipulation VIII below.

VI. ELECTRONIC COPIES
Within one week of the last signature on this MOA, FRB shall provide the Signatories one legible, color, electronic copy of the fully executed MOA and all its attachments fully integrated into a single document.

VII. MONITORING AND REPORTING

The Board will provide the Signatories with an annual summary detailing work undertaken pursuant to the terms of this Agreement which includes the Board’s efforts to carry out the terms of this Agreement, any scheduling changes proposed, the overall status of the project, and any disputes and objections received by the Board on this Agreement. The summary will be distributed by electronic mail.

VIII. DISPUTE RESOLUTION

Should any signatory to this MOA object at any time to any actions proposed or the manner in which the terms of this MOA are implemented, the Board shall consult with such party to resolve the objection. If the Board determines that such objection cannot be resolved, the Board will:

A. Forward all documentation relevant to the dispute, including the Board’s proposed resolution, to the ACHP requesting the ACHP’s advice regarding resolution of the objection within thirty (30) days of receiving adequate documentation. Prior to reaching a final decision on the dispute, the Board shall prepare a written response that considers any timely advice or comments regarding the dispute from the ACHP, signatories and concurring parties, and provide them with a copy of this written response. The Board will then proceed according to its final decision.

B. The Board’s responsibility to carry out all other actions subject to the terms of this Agreement that are not the subject of the dispute remain unchanged.

IX. AMENDMENTS

This Agreement may be amended when such an amendment is agreed to in writing by all Signatories. The amendment will be effective on the date a copy signed by all the Signatories is filed with the ACHP.

X. TERMINATION

If any Signatory to this Agreement determines that the terms of the Agreement cannot be or are not being carried out, that Signatory shall so notify the other Signatories in writing and consult with them to seek resolution or amendment of the Agreement. If within sixty (60) days a resolution or Amendment cannot be reached, any Signatory may terminate the Agreement upon written notification to the other Signatories.

XI. AVAILABILITY OF FUNDS

The obligations of federal agencies under this Agreement (not including the Board) are pursuant to the Anti-Deficiency Act, 31 U.S.C. § 1341(a)(1), therefore nothing in this Agreement shall be construed as binding the United States to expend in any one fiscal year any sum in excess of appropriations made by Congress for this purpose, or to involve the United States in any contract or obligation for the further expenditure of money in excess of such appropriations.

The terms outlined in this Agreement must fall within the funding allocated to the Board.
XII. COUNTERPARTS AND ELECTRONIC COPIES
This Agreement may be executed in multiple counterparts, each of which when executed and delivered shall be deemed an original, and such counterparts together shall constitute one and the same instrument. Electronic signatures shall have the same binding effect as original signatures, and a copy of this Agreement, transmitted electronically containing the signatures (original or electronic) of the Parties shall be binding. Within one week of the last signature on this MOA, the Board shall provide the DC SHPO one legible, color, electronic copy of the fully executed MOA and all its attachments fully integrated into one, single document. Internet links shall not be used to provide copies of attachments since web-based information often changes.

XIII. ATTACHMENTS
The following documents are appended to this Agreement:
Appendix A: Project Plans, May 2021
Appendix B: List of Consulting Parties for the Project
Appendix C: Area of Potential Effects
Appendix D: Summary of Adverse Effects
Appendix E: Map of the Historic and Prehistoric Archaeological Areas of Interest (AOI)
Appendix F: Phase 1A Archaeological Survey

[END OF MOA. SIGNATURES ON FOLLOWING PAGES.]
SIGNATURE PAGE
MEMORANDUM OF AGREEMENT
REGARDING
MARRINER S. ECCLES AND FEDERAL RESERVE BOARD-EAST RENOVATION AND EXPANSION
PROJECT

BOARD OF GOVERNORS OF THE FEDERAL RESERVE SYSTEM

By: ________________________________________ Date: _____________________
Name: ______________________________________
Title: _______________________________________
SIGNATURE PAGE
MEMORANDUM OF AGREEMENT
REGARDING
MARRINER S. ECCLES AND FEDERAL RESERVE BOARD-EAST RENOVATION AND EXPANSION
PROJECT

FOR THE DISTRICT OF COLUMBIA STATE HISTORIC PRESERVATION OFFICE

By: ________________________________ Date: ____________________
    David Maloney
    State Historic Preservation Officer
MEMORANDUM OF AGREEMENT
REGARDING
MARRINER S. ECCLES AND FEDERAL RESERVE BOARD-EAST RENOVATION AND EXPANSION PROJECT

FOR THE NATIONAL CAPITAL PLANNING COMMISSION

By: ________________________________________ Date: _____________________
Marcel Acosta
Executive Director, National Capital Planning Commission