

STAFF RECOMMENDATION

NCPC File No. 6553



**WHITE OAK FEDERAL RESEARCH CENTER
FOOD AND DRUG ADMINISTRATION
NORTH GARAGE 1
Montgomery County, Maryland**

Submitted by the General Services Administration

January 27, 2005

Abstract

The General Services Administration (GSA) has submitted preliminary site and building plans for a 844 space parking garage at the Food and Drug Administration (FDA) consolidated campus at White Oak Federal Research Center (WOFRC) in Montgomery County, Maryland. The 257,904-gross-square-foot parking structure will complete Phase III of the campus build-out and is designed with some of its elements using the architectural vocabulary approved for the master plan. Although the applicant has requested final approval, staff believes that granting final approval would be premature.

Commission Action Requested by Applicant

Approval of preliminary and final site and building plans pursuant to Section 5 of the National Capital Planning Act (40 U.S.C. § 8722(b)(1)).

Executive Director's Recommendation

The Commission:

Approves the preliminary site and building plans for the North Garage at the FDA consolidated campus at White Oak Federal Research Center (WOFRC) in Montgomery County, Maryland, as shown on NCPC Map File No. 3212.00(38.00)41517.

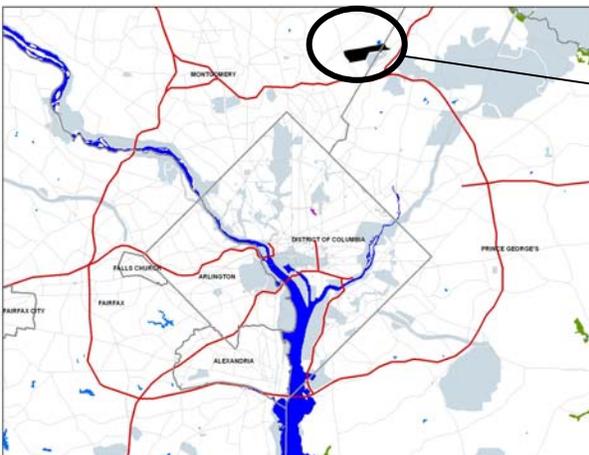
- **Requires** that GSA provide the following additional information to facilitate the final project review:
 - The intended use of the 600-space surface parking area being removed from the inventory as indicated in the submitted parking summary

- The locations of planted bio-retention areas and an explanation of how storm water would be managed during the interim prior to their construction
 - The impacts of garage lighting upon the neighboring communities to the north
 - The impact of the garage upon views from neighboring communities to the north.
 - Revised building elevations showing further articulation of the west facade to break down the building’s scale and further detail describing the north facade with the final submittal.

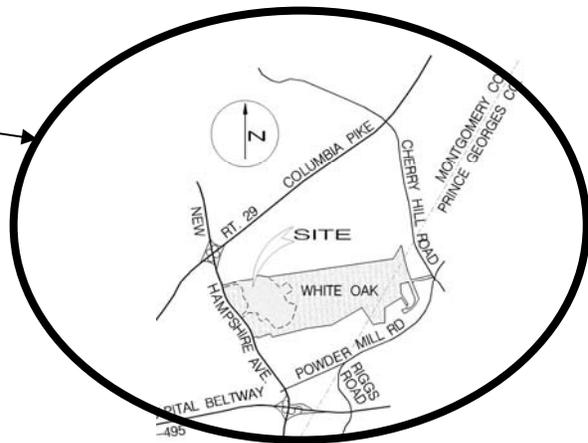
- **Requests** that the GSA demonstrate how the design relationships of the FDA campus, including buildings and landscaping, will hold together if construction ends at an intermediate phase, in light of:
 - The plan to implement all campus landscaping in the final phase rather than as part of this third phase for the north side of campus
 - The planned use of a cable-barrier system in lieu of an architectural skin where a future addition to the proposed parking garage is scheduled for a later date.

- **Reminds** GSA of the Commission’s expectation for the FDA campus to meet the approved parking ratio of 1 space for every 2 employees at final build-out and requirement for GSA to submit a revised parking plan for Commission approval within 9 months of full occupancy of CDER Office 1, in accordance with the Commission action on the 2002 revised master plan for the FDA campus.

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REGIONAL LOCATION



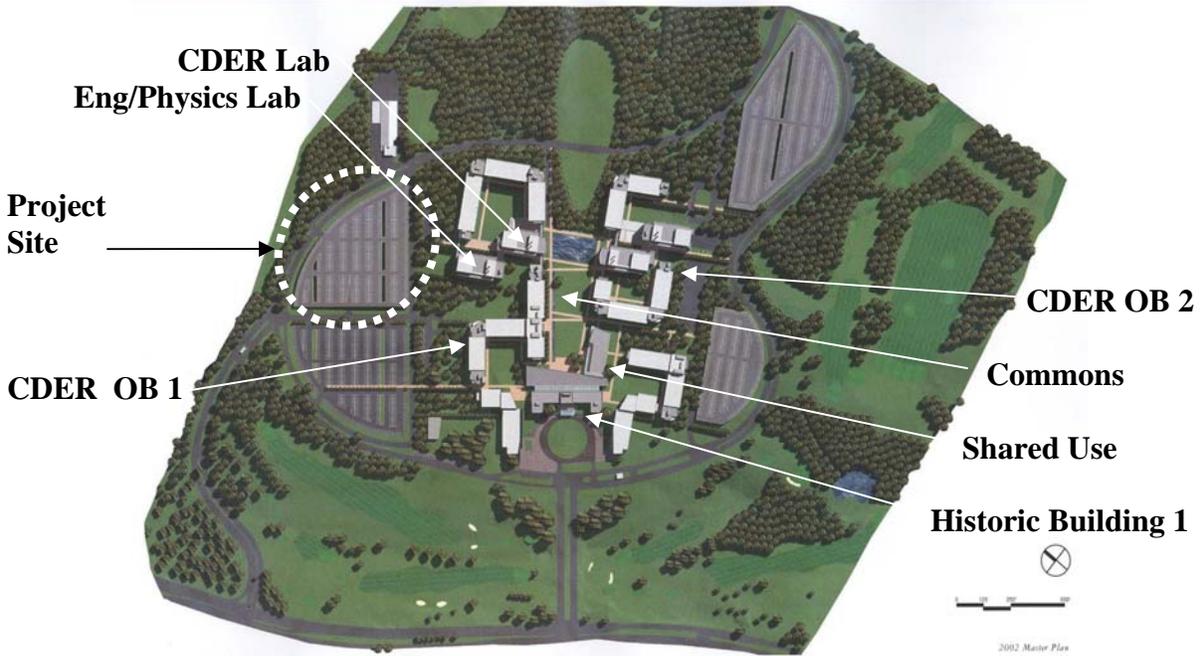
VICINITY MAP

PROJECT VICINITY

PROJECT SUMMARY

Site Description

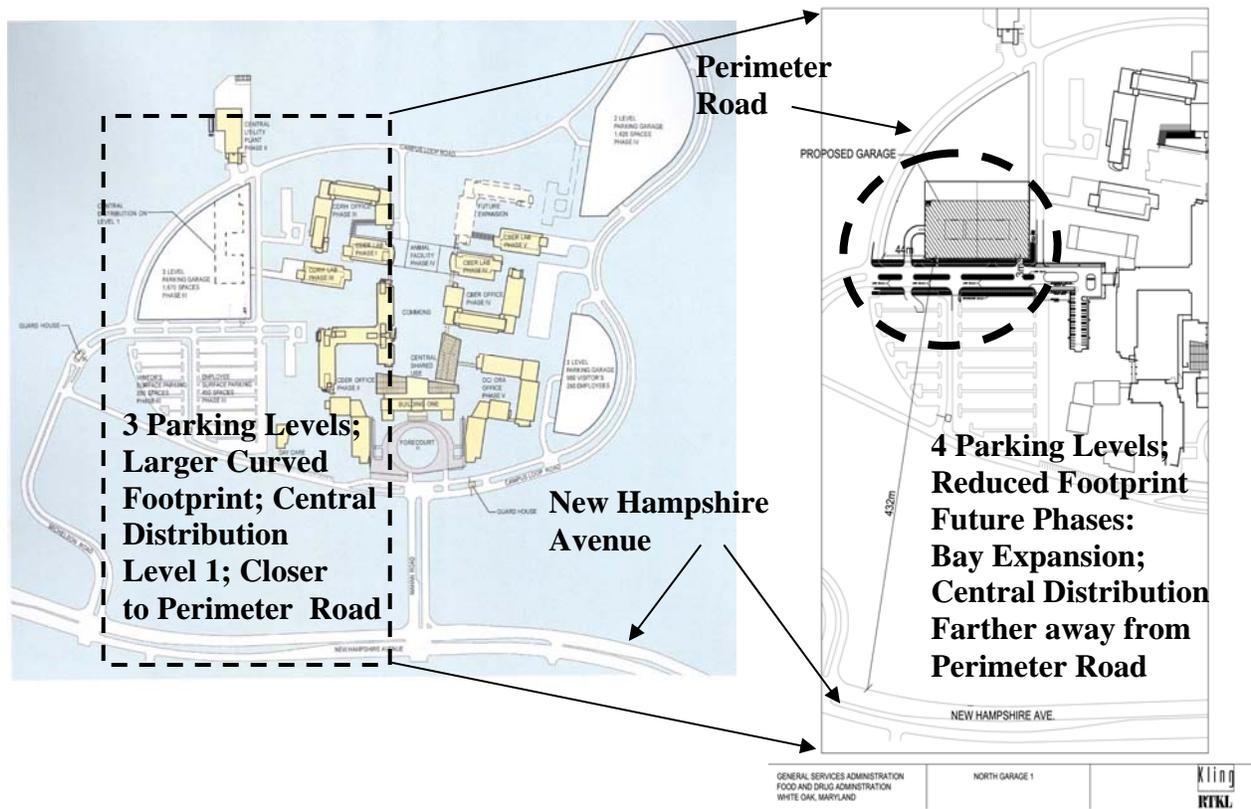
The project is located within the FDA consolidated campus in the western portion of the former Naval Surface Warfare Center now known as the White Oak Federal Research Center (WOFRC) in Montgomery County, Maryland. The FDA campus is located in the general proximity of the former Naval Ordnance Lab (NOL) research and office buildings near New Hampshire Avenue and will encompass 130 acres of the larger 710-acre WOFRC. Those portions of the WOFRC that are not previously developed are primarily wooded with eight stream courses running through the site. Topography slopes down gradually to the east from New Hampshire Avenue. The golf course along New Hampshire Avenue will continue to be operated by the Maryland-National Capital Park and Planning Commission (M-NCPPC) and will form the foreground views to the FDA campus. The proposed North Garage 1 will be the sixth building to be built at the campus. It will be north of CDER Office Building 1, expected to be completed by summer 2005, and the Shared Used Facility currently under construction. It will be northwest of the completed CDER Lab and future Engineering Physics Lab. The proposed building footprint has been revised somewhat from that shown in the master plan to a rectilinear form located in the western segment of the previous footprint due to programmatic development. Approximately 4.5 acres of the larger 130-acre site will be devoted to the proposed parking structure.



FDA CONSOLIDATED CAMPUS 2002 REVISED MASTER PLAN

Background

The Commission approved the revised master plan for the FDA consolidation at its June 6, 2002 meeting with the exception of the final number of parking spaces proposed for the campus. In its report, the Commission stated its expectation that prior to submission of the revised parking plan required within 9 months of full occupancy of the CDER Office Building 1, each submission for a new building at the FDA site should include a parking analysis which includes the following: the number of employees being added, the location and number of parking spaces associated with the building, and the proposed parking ratio as a result of the future building. The North Garage 1 will complete Phase III of the campus build-out and will follow the Shared Use Facility, now under construction, and the Engineering/Physics Lab, currently advertised for bid, also part of Phase III. The Life Sciences CDER Lab was completed in 2003 under Phase I, and the CDER Office Building 1 is expected to be completed in summer 2005 under Phase II. The CDER Office Building 2 has been moved forward from Phase IV to Phase III, while the Center for Devices and Radiological Health (CDRH) office building will move from Phase III to a later phase.



**PROJECT FOOTPRINT
AS SHOWN IN 2002 MASTER PLAN**

**PROJECT FOOTPRINT
AS SUBMITTED**

The vehicle approach will be via a new four-lane road parallel to the west façade. The vehicle entrance will be at the south end of the west façade. Vehicle exit will be from the north onto an exit drive that will connect to the new parallel road and then onto Michelson Road. The primary stair tower, on the south façade, will be glazed curtain wall with details similar to the CDER Office Building 1 lobby which it will face, and whose angle it will match. This stair and elevator will serve as the main circulation path to the office buildings. Using similar finishes, a second stair tower is also articulated and angled away from the building's west elevation. The east face of the garage, where an additional bay of parking will be added in the future, will be secured with post tensioned cables at each tier to act as car barriers to a height of 3.6 feet, and will be open above, until the expansion is funded in a future phase. A third stair will be at the northeast corner, within the rectangular footprint, with exposed ground face CMU.

Landscape and Site Design

An at-grade pedestrian link will connect the southwest corner of the garage to the west lobby of the CDER Office Building 1. The landscape plans show a row of river birch trees adjacent to the garage and a larger row of willow oaks between the sidewalk and the road, mirrored on the other side of the road. Ground cover will fill in the area between the sidewalk and the low brick wall at the base of the garage. Shrubs will add additional screening where the grade is higher than the parking surface. Eastern red cedars will outline the curved exit drive. Plantings on architectural renderings show the design concept only, and are not included with this phase of construction. Because future construction will take place on three sides of the North Garage 1, only a limited quantity of landscaping will be installed in the vicinity of the garage during this phase. The disturbed areas will be seeded to prevent erosion. Sidewalks and pedestrian street lighting will be provided from the garage to the entrance of CDER Office Building 1. Top tier garage lighting will be provided by 3 single head and 3 double head fixtures on light poles at a height of 20 feet above the top parking level.



AERIAL PERSPECTIVE FACING SOUTH

The applicant anticipates that landscaping from early phases of the Master Plan will be installed in a future phase of construction. The access road parallel to the garage and 32 accessible surface parking spaces shown adjacent to CDER Office Building are not part of this project. One hundred percent of the drainage on the top tier will be routed to planted bio-retention areas to the east, which will be designed and constructed with the expansion of the garage.



AERIAL PERSPECTIVE FACING SOUTH

Development Program

Applicant:	General Services Administration
Architect:	Kling Lindquist/RTKL Associates, Inc.
Square Footage:	257,904 GSF
Cost:	\$8 million has been budgeted and approved for new construction.
Construction Schedule:	February 2005 – July 2005.



PERSPECTIVE FACING NORTHWEST

PROJECT ANALYSIS

The applicant has requested final approval, but staff believes final approval would be premature.

Building Design

The proposed parking structure will accommodate parking for 1,100 FDA employees that will relocate to the developing campus. This building will complete Phase III of the FDA consolidation in White Oak, Maryland. On at least two of its four facades, the parking garage expresses a contemporary design consistent with the approved architectural vocabulary for the FDA campus. The glass and metal curtain wall systems at the elevator and stair towers, metal accent walls, and perforated metal panels relate to the laboratory buildings completed and under construction and to entrance lobbies of the office buildings under design and construction.

The design intent of the low brick wall is to tie the garage to the rest of the campus and to give pedestrian scale to the garage. Since the new office buildings and two historic buildings being retained have significant amounts of brick, staff agrees with this rationale. Staff, however, rejects the notion that the low brick wall base provides scale to the building. Staff expressed



SIDEWALK PERSPECTIVE FACING SOUTH

concern to the applicant prior to submittal that the massive scale of the garage and vast expanse in the horizontal direction needs to be broken down in scale. The applicant remains firm in the belief that the scale of the 375 foot long elevation is sufficiently broken down by the concrete columns that appear every 23 feet from behind the aluminum panels. Moreover, the applicant believes that the elongated west elevation clad in aluminum panels serves as a background building to the future tree-lined boulevard, which, if over articulated, would compete for attention with the sculptural stair elements, and should remain neutral. Staff commends the applicant for clear and elegant articulation of the vertical circulation elements, as well as for the use of the cast in place concrete portal to articulate the vehicle entrance and to punctuate the west facade. Staff would like to see further articulation or punctuation of the facade, possibly by creating pattern through placement of the aluminum panels.

Structural materials without finishes proposed for both the east and north facades concern staff. The east elevation expresses the split across development and construction phases where a future bay will be added. Use of a cable barrier system and exposed CMU at exit stairs in lieu of a completed architectural skin on that elevation to match the surrounding permanent skin does not meet the phasing approach described in the master plan. Although not scheduled for expansion, in a similar manner, the majority of the north facade will expose the post-tensioned concrete structure and its textured surface. Design rationale for this facade is not clearly articulated in the submittal. Staff observes, however, that the north facade may receive less intense scrutiny because drivers will exit rather than approach it, and it will be partially hidden from view by

eastern red cedars once landscaping is planted and allowed to mature. Master plan approval was not based on review of building design or elevations. Only now that the design has been developed and submitted for review may staff comment on the articulation of elevations.

Parking

The Commission stated in the revised master plan approval that prior to the submission of a revised parking plan following occupancy of CDER Office Building 1, each submission for a new building at the FDA site was to include a parking analysis which included the following: the number of employees being added, the location and number of parking spaces associated with the building, and the proposed parking ratio as a result of the future building. With this project, GSA has submitted a parking summary, which shows 844 spaces designated for 1,100 employees in the garage. The applicant shows 600 parking spaces eliminated from the inventory of existing surface parking spaces, resulting in only 500 remaining surface spaces at the completion of this parking structure, for an overall parking ratio of 1 space for every 1.47 employees (1:1.47). This would not meet the approved parking ratio of 1 space for every 2 employees at final build-out as stated in the Commission action on the 2002 revised master plan and requires GSA to submit a revised parking plan for Commission approval within 9 months of full occupancy of CDER Office Building 1. The Parking Summary does not include an explanation for the reduction in surface spaces by 600, their location, or their intended new use.

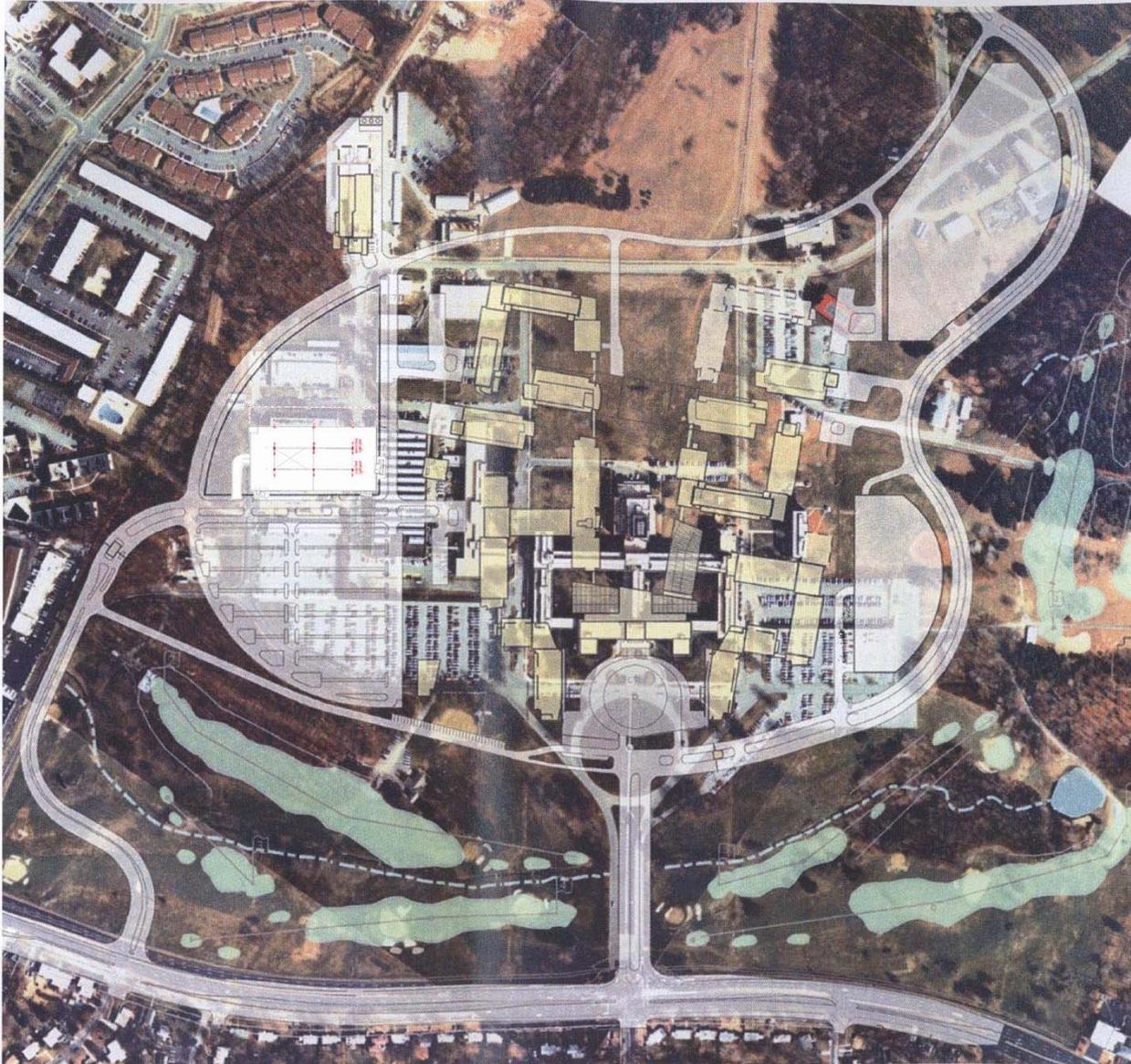


PERSPECTIVE FROM CEDER 1 FACING NORTH

Landscape and Site Design

The concept landscape design included with this submittal follows the principles of the master plan in form and function by showing rows of trees adjacent to the garage intended to serve as screening elements for buildings and sidewalks, to define pedestrian paths, and adjacent to roads and sidewalks to provide shade. However, it deviates in its phasing and timing, which is carefully spelled out in the master plan and reiterated under the “Project Conformance to Master Plan” Section of this report.

Plantings on architectural renderings show the design concept only, and are not included with this phase of construction. Because future construction will take place on three sides of the North Garage 1, only a limited quantity of landscaping will be installed in the vicinity of the garage during this phase. Actual site work will consist of seeding disturbed areas to prevent erosion. Sidewalks and pedestrian street lighting will be provided from the garage to the entrance of CDER Office Building 1. Planted bioretention areas to the east will not be designed and constructed until the expansion of the garage at a later phase. Since storm water discharged to the planted bioretention area to the east would be collected by inlets and piped to the existing storm water quantity management facility next to the Central Utility plant, it is unclear how storm water would be managed during the interim in the absence of the bioretention areas.



**2002 MASTER PLAN SUPERIMPOSED ON
AERIAL PHOTO OF EXISTING SITE**

The degree to which top tier pole mounted lighting would impact neighboring multi-family communities to the north is unclear. Existing deciduous trees are shown at the property line as part of an extensive zone of native planting, but the degree to which they would screen lighting is undetermined. Although the applicant provided some information to describe adjacent residential properties, the degree to which they would be impacted by lighting fixtures located 20 feet above the top tier of parking is still unclear. Staff requests the applicant to state affirmatively what the impacts from lighting will be on neighboring properties.

CONSULTATION

The requirement for consultation and coordination with affected local and state governments and the Metropolitan Washington Council of Governments (COG) has been satisfied for the building project, located outside of the District since the project generally conforms to an approved master plan. However, during development of the master plan and the phase four project, the GSA and FDA, met regularly with various community organizations including LABQUEST.

PROJECT CONFORMANCE

Master Plan

The Commission approved the revised master plan for the FDA consolidation at White Oak during its June 6, 2002 meeting with the exception of the final number of parking spaces proposed for the campus. This project is not consistent with phasing aspects of the revised master plan, nor with the following exception described below:

- The sequence of construction phasing has changed due to the order in which projects were funded. Therefore, this project, initially planned as part of Phase IV, is now planned to complete Phase III construction. The master plan calls for landscaping the north side of the campus to be completed at this time, concurrent with development of the north side of the campus. Shifting projects out of sequence has delayed completion of landscaping of the north side of campus until the final master plan development phase.
- The footprint has been reconfigured from curvilinear to rectangular and the area has decreased. However, an additional tier of parking has been added, up from three to four levels. The master plan states that parking will be no more than three levels.
- According to the Parking Summary submitted with the project and enclosed in this report, 600 parking spaces will be eliminated from the inventory of existing surface parking spaces at the completion of this parking structure, which will add 844 spaces. This is shown to result in only 500 remaining surface spaces at the completion of this parking structure. Based on the 844 spaces added for this project, an overall parking ratio of 1 space for every 1.47 employees (1:1.47) would result. This would not meet the approved parking ratio of 1 space for every 2 employees at final build-out as stated in the

Commission action on the 2002 revised master plan. Therefore, GSA would be required to submit a revised parking plan for Commission approval within 9 months of full occupancy of CDER Office Building 1. The Parking Summary does not include an explanation for the reduction in surface spaces by 600, their location, or intended reuse.

- The master plan shows a logistics distribution center allocated to a portion of the lower parking level. Although a distribution center has been eliminated from this project phase, the applicant expects to develop it in a future phase east of this project within the footprint shown in the master plan for this project.
- The master plan states that each phase is intended to result in buildings fully usable by the intended FDA personnel with all associated site and utility infrastructure in place. It further states that if a building is split across two or more phases, the phasing line will have a completed architectural skin to match the surrounding permanent skin. Future phases would remove this skin as necessary, reuse any parts practicable and proceed with the next phase of construction. Use of a cable barrier system as an external skin on the east elevation does not meet the phasing approach described in the master plan; neither does the stair exterior faced with CMU.
- The planted bioretention areas to the east will be designed and constructed with the expansion of the garage, in a future phase. Therefore, implementation of the storm water management system is also split between phases. It is unclear from the submittal how storm water would be managed during the interim prior to construction..
- The lack of funding to implement landscaping until the final construction phase has hindered the GSA's ability to demonstrate the cohesive design relationship sought between buildings and landscaping as a goal and objective of the master plan.
- The overriding principle stemming from the master plan is the use of buildings to create a series of pedestrian courtyards and paths, forming a unified, compact pedestrian campus. A goal of the master plan is creation of a pedestrian-scale environment with buildings defining landscaped grounds. Although the landscape design concept submitted with this project does define a pedestrian path, future construction around the facility on three sides in subsequent phases will delay landscape implementation.
- One of its principle design interventions are shaded pedestrian walkways. Rows of columnar deciduous trees are intended to shade the western facades of buildings to reduce the potential heat gain, and to extend outward beyond the buildings to shade pedestrian walkways. This design submitted with this project conforms to this principle.
- In addition, the master plan describes and shows a perimeter jogging trail that weaves in and out of the planted zones along the perimeter road north of the garage. A segment of this path, although apparently a separate project, is shown in the master plan north of the garage, but the garage project makes no gesture to allude to it.

National Environmental Policy Act

In conformance with the National Environmental Policy Act (NEPA), GSA determined that an Environmental Impact Statement (EIS) was required for the originally developed master plan of 1997. The Commission reviewed and commented on a Draft EIS in May 1996 relating to the current White Oak site. GSA completed the Final EIS in April 1997 and a Record of Decision was signed in July 1997. The CDER office building location and effects were reviewed and considered within that completed Record of Decision.

National Historic Preservation Act

GSA completed a Memorandum of Agreement (MOA) for future review of development phases at White Oak in 2002. Under the terms of the agreement, GSA is to circulate the design plans for each phase to the Maryland Historical Trust (MD SHPO) for comment. GSA has initiated this concept design review with the Trust. In staff's judgment, the proposed office complex is similar in plan and location to the scheme shown in the Master Plan and does not affect the fabric or setting of historic Building 1. GSA is complying with the terms of the MOA.

Comprehensive Plan

As part of the ongoing consolidation, the proposed building is consistent with applicable policies in the Federal Facilities and the Federal Employment Elements Comprehensive Plan for the National Capital, as stated in the approval for the revised master plan, which specify:

- Consideration should be given first to the use of existing underdeveloped Federal Facilities in selecting new locations or relocating Federal activities before additional lands are purchased and prior to leasing space.
- Agencies or activities with common or complimentary functions should be consolidated in common or adjacent space to improve administration, employee management and productivity.

Federal Capital Improvements Program

This project is included in the Federal Capital Improvements Program, Fiscal Years 2001 – 2005, adopted by the Commission on August 3, 2000. This project is part of the FDA Consolidation at White Oak in Montgomery County. The total estimated cost of the FDA Consolidation is \$641 million with funding programmed in Fiscal Years 2003-2008.