STAFF RECOMMENDATION

REVISED

M. Marcus

NCPC File No. 6649

WHITE OAK FEDERAL RESEARCH CENTER
FOOD AND DRUG ADMINISTRATION
CENTER FOR DEVICES AND RADIOLOGICAL HEALTH OFFICE BUILDING
Montgomery County, Maryland

Submitted by the General Services Administration

March 30, 2006

Abstract

The General Services Administration (GSA) has submitted preliminary and final site and building plans for the Center for Devices and Radiological Health (CDRH) Office Building at the Food and Drug Administration (FDA) consolidated campus at White Oak Federal Research Center (WOFRC) in Montgomery County, Maryland. Site plans include a surface parking lot with twelve each executive and handicapped parking spaces. The submission includes no new employee parking, and will therefore not affect the parking ratio.

Commission Action Requested by Applicant

Approval of preliminary and final site and building plans pursuant to 40 U.S.C. § 8722(b)(1).

Executive Director's Recommendation

The Commission:

Approves the preliminary and final site and building plans for the Center for Devices and Radiological Health (CDRH) Office Building, at the Food and Drug Administration (FDA) consolidated campus at White Oak Federal Research Center (WOFRC) in Montgomery County, Maryland, as shown on NCPC Map File No. 3104.00(38.00)41994, with the exception of perimeter security elements.

Notes that the applicant has submitted the Transportation Management Plan for review by the Commission at its meeting on June 1, 2006.

Requests the applicant to provide additional information on landscaping for the CDRH courtyard and **on the** perimeter security plan for the entire campus for Commission review.

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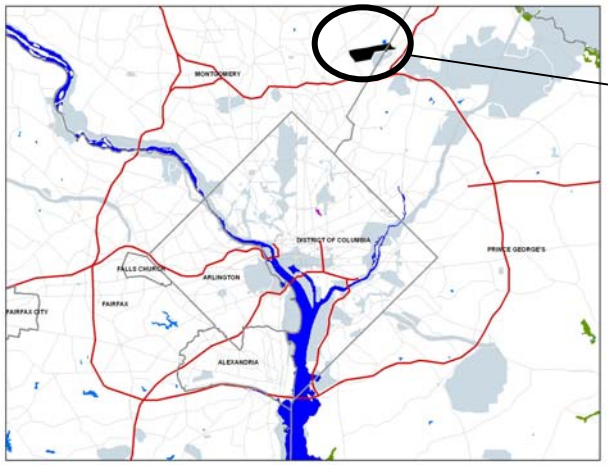
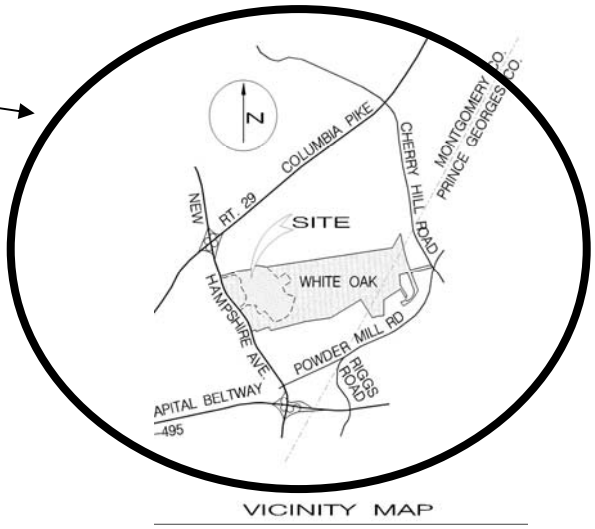


REGIONAL LOCATION



PROJECT VICINITY

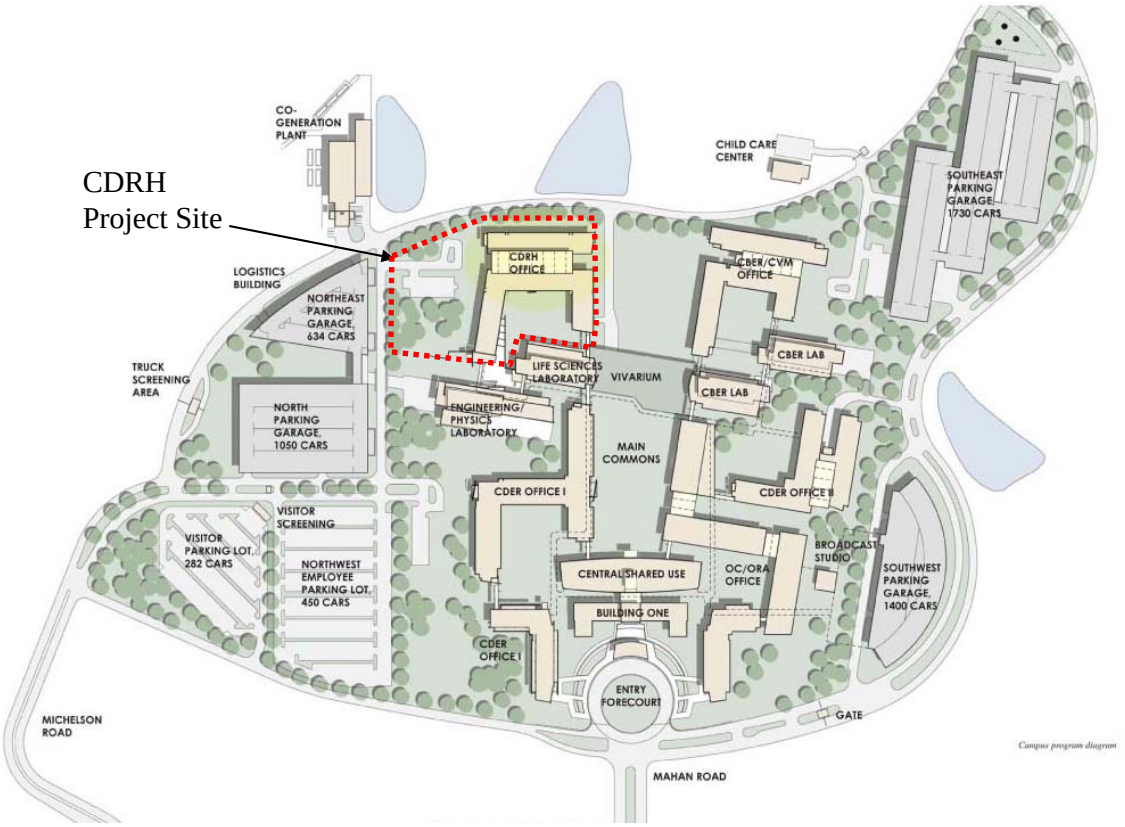
PROJECT SUMMARY

Site Description

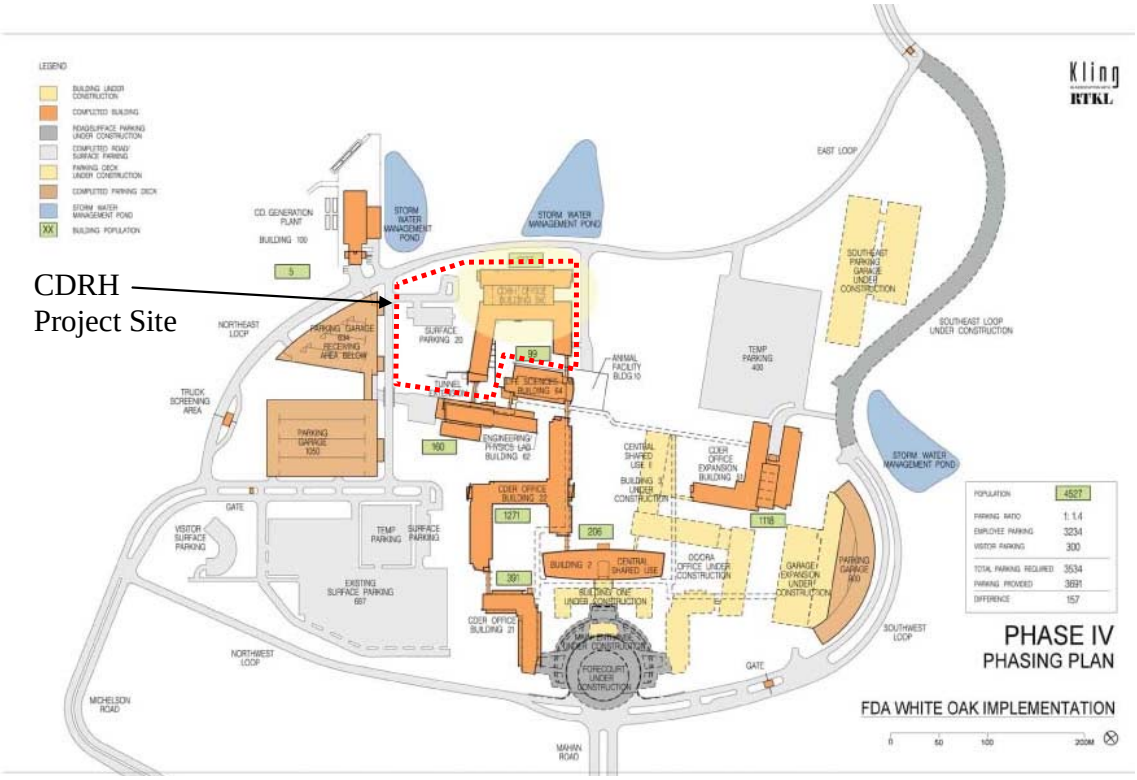
The project is located within the FDA consolidated campus in the western portion of the former Naval Surface Warfare Center now known as the White Oak Federal Research Center (WOFRC) in Montgomery County, Maryland. The FDA campus is located in the vicinity of the former Naval Ordinance Lab (NOL) research and office buildings located off of New Hampshire Avenue and will encompass 130 acres of the larger 710-acre WOFRC. Topography on the primarily wooded site with eight stream courses slopes down gradually to the east from New Hampshire Avenue. The proposed CDRH Office Building will be the 7th building to be located at the campus. It will be north east of the completed Life Sciences Laboratory, CDER Office Building 1, and future Engineering/Physics Laboratory, and, and north of the central open space, or Commons, and of the Central Shared Use Facility under construction. Approximately 6 acres of the larger 130-acre site will be devoted to the proposed building.

Background

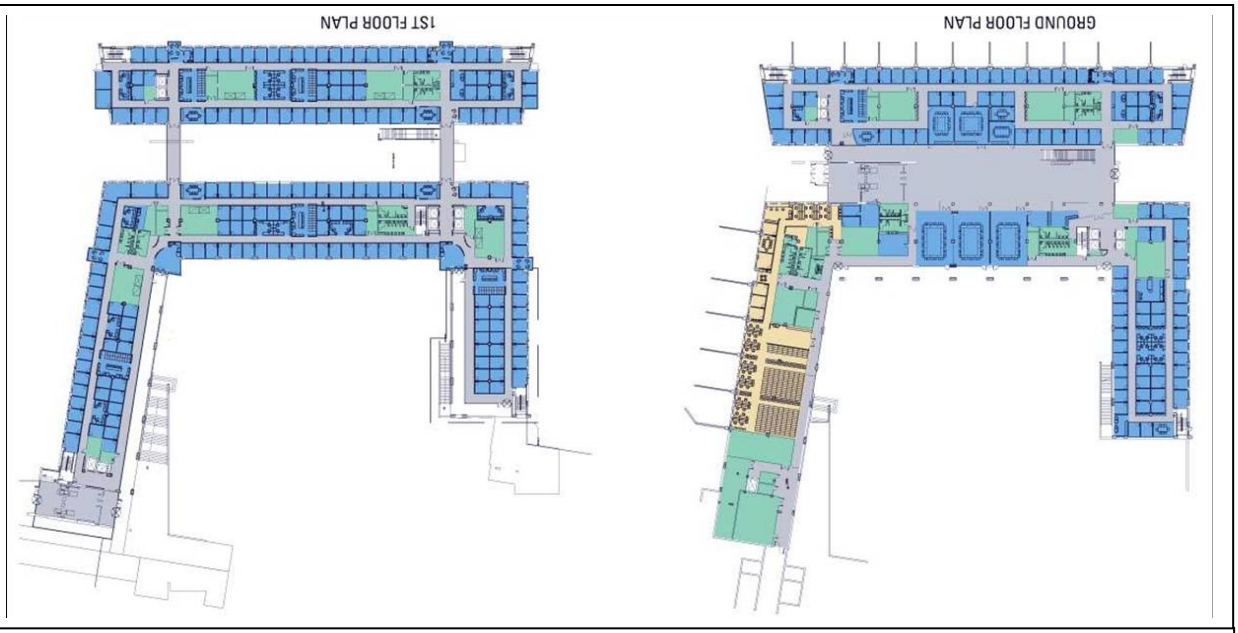
The Commission approved a revised master plan for the FDA consolidation at its June 6, 2002 meeting with the exception of the final number of parking spaces proposed for the campus. A master plan revised in 2006 has been submitted concurrently with this project for review at the June 2006 Commission meeting. Phasing in the 2006 master plan has evolved to respond to program changes and budget constraints, and to increase sustainability and daylighting. The CDRH Office Building will be part of the fourth of a six-phase campus build-out and will follow the Central Shared Use Facility, and the Engineering/Physics Lab, now under construction.



MASTER PLAN REVISED 2006



PHASE IV REVISED MASTER PLAN 2006



FIRST FLOOR PLAN **GROUND FLOOR PLAN**

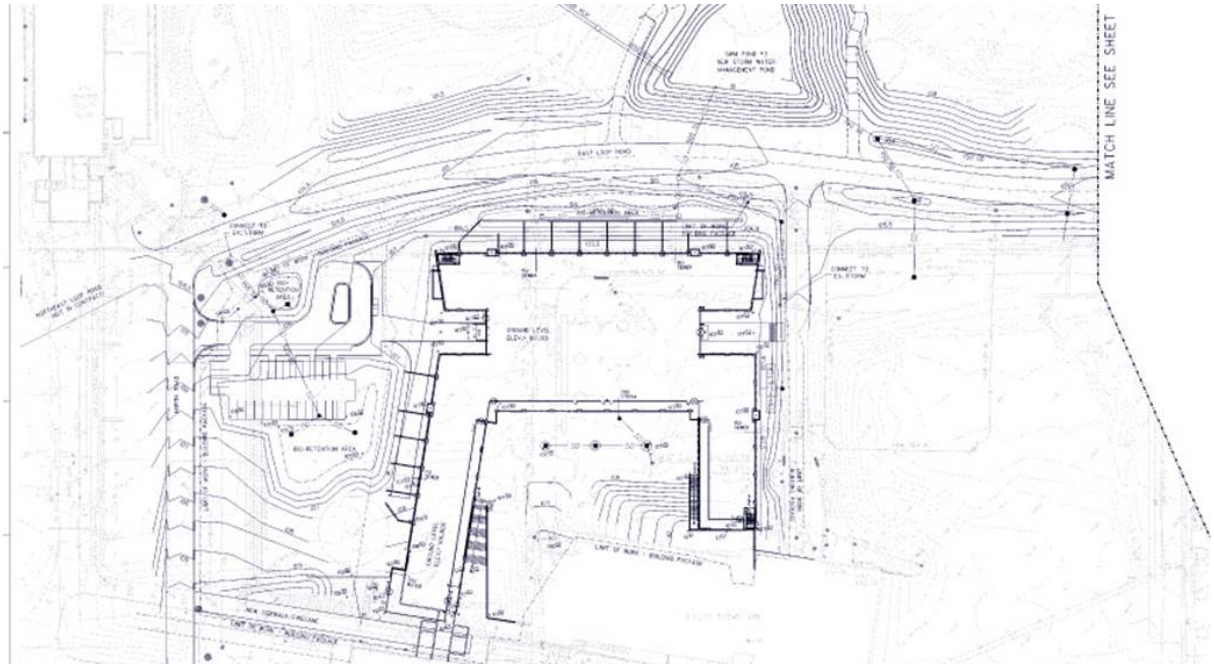
Building Design

The CDRH Office Building will be six-stories in height and will have approximately 394,000 gross square feet of space, which will include offices and related support spaces for 1,277 employees. The facility will be comprised of 4 wings, connecting at the intersection of three of the wings and across an atrium to a fourth. The main entrance to the building will be through the atrium on the north side of the building. The exterior material palette will be similar to other office buildings on campus, mostly brick with punched windows and accents of painted aluminum panels, used in some cases to articulate shared support service and conference areas. Cast stone window sills and parapet caps remain but limestone accents at entries have been reduced. The floor plate is similar to the Center for Drug Evaluation and Research (CDER) 2 Office, incorporating its refinements in design, where the narrow floor plate width, approximately 62 feet, had dictated a compact configuration with an atrium between 2 wings to maximize natural lighting and views. The sustainable design features a sawtooth skylight atrium roof designed to allow indirect natural light to enter without the direct sun and the heat load associated with it, and a green roof at the west entrance.

Landscape and Site Design

CDRH will have an interior courtyard with a steep four foot drop in grade that follows the campus nature topography. Major landscaping is envisioned within the interior courtyard, but will be delayed until a later phase of construction. Disturbed areas around the building will be seeded to prevent erosion, and sidewalks will be provided from the building entrances to parking as interim measures. Until additional funding is secured, the steeply sloping courtyard will not be

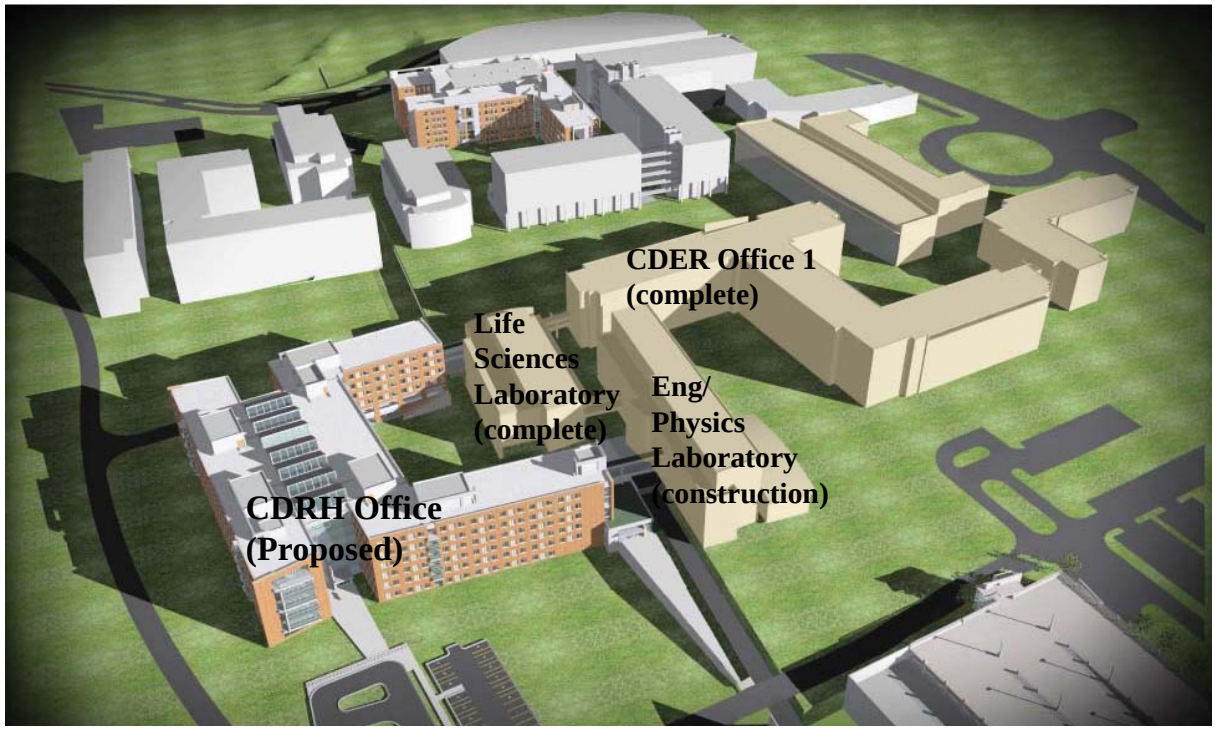
landscaped. Two sets of stairs will connect the high and low areas of the courtyard, one monumental and telescoping as it descends, faced with a sloping concrete retaining wall as high as 18 feet. Surrounding the courtyard, pedestrian bridges will connect CDRH to neighboring buildings to the southeast at second and third floor levels in the future. Twenty-four surface parking spaces are shown to be provided north of the entrance, with twelve designated as handicapped accessible. Some renderings and site plans show over forty closely spaced bollards between the entrance and a vehicle turn around. The last major storm water management basin envisioned in the master plan will be included in the site grading and drainage for this project.



GRADING PLAN

Parking

The current submission includes a surface parking lot with twelve each executive and handicapped parking spaces. A revised Transportation Management Plan (TMP) was submitted on April 1, 2006 and has been referred to county and state planning agencies for review and comment. NCPC staff will incorporate county and state planning agency comments in its report to the Commission for action at the June, 2006 meeting. Based on a parking ratio summary submitted with this project, when the CDRH Office Building is complete, 1,277 employees will relocate to the campus to occupy it, bringing total employment for the campus to 4527. The summary submitted with this project adds 850 spaces for employees in a new Southwest Garage shown to become operational in Phase IIIB, before the CDRH Building is occupied. When the total employee designated parking spaces reaches 2503, the parking ratio will decrease to one space for every 1.8 employees, or 1:1.8.



CDRH OFFICE BUILDING SET IN CAMPUS DEVELOPMENT

RENDERED VIEW OF NORTHERN ATRIUM ENTRANCE

NORTHWESTERN ENTRANCE, CONTROLLED COURTYARD ACCESS

Development Program

Applicant:	General Services Administration
Architect:	Kling Lindquist/RTKL Associates, Inc.
Square Footage:	394,000 GSF
Cost:	$86 million
Schedule:	Completion date of January 2009.

PROJECT ANALYSIS

Building Design

Stylistically, the office building design is consistent with the approved architectural vocabulary for the FDA campus, and incorporates refinements initiated in the CDER 2 Office Building. The floor plate development was informed by GSA's standards on daylight access, achieved though

long and narrow floor plates, which subsequently dictated the compact configuration with an atrium between two wings. The orientation of the atrium is perpendicular to the CDER 2 atrium, and requires a difference in treatment, resulting in the sawtooth skylight atrium roof.

Parking

The Commission stated in its approval of the Revised 2002 Master Plan that prior to the submission of a revised transportation management plan (TMP) following occupancy of CDER Office Building 1, each new project submission at the FDA site must include a parking summary including 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. A revised 2006 TMP was submitted on March 3, 2006 and has been referred to state and county agencies for review and comment. The TMP is scheduled for review by the Commission at its meeting on June 1, 2006.

The parking analysis for this project is based on a parking summary included in the submission materials. The summary shows that 850 spaces will be provided for employees in a new Southwest Garage that will become operational in Phase IIIB, before the CDRH Building is occupied in Phase IV. NCPC staff will analyze the parking supply when it reviews the TMP.

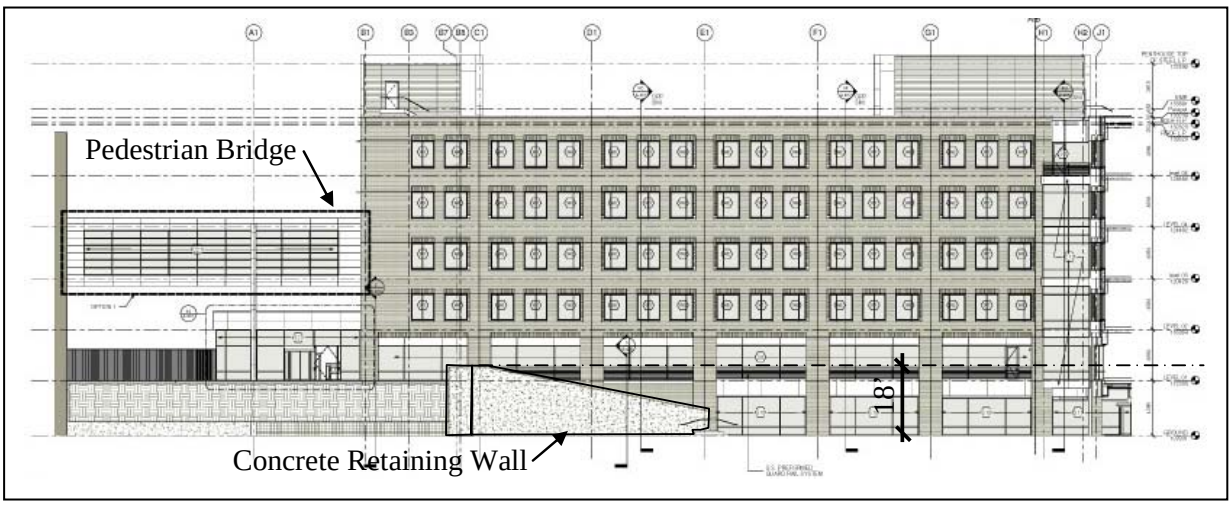
Landscape and Site Design

The lack of a landscape design with this submittal has been explained as a result of revised phasing and lack of funding to design or implement landscaping until the final construction phase. That is, the entire north side of campus will not be built out before the south campus as originally planned, and, it would not make sense to landscape that portion of the campus first. Major construction will occur on four sides of a majority of buildings in the future, including lab buildings to the southwest, underground facilities to the south below the commons, and a parking garage to the north. This has led to the acceptance that implementing landscape on a project by project basis would not be practical or feasible. Typically, efficiency would be gained in the construction by implementing landscaping after major earth moving and excavation activities are complete. Typically, implementing the landscape plan as the last construction phase would eliminate the redundant and wasteful effort to accomplish multiple excavations.

For most of the campus, future construction will surround facilities on all sides. However, the overriding master planning principle is the use of buildings to create a series of pedestrian courtyards and paths, and creation of pedestrian-scale environment with buildings defining landscaped grounds. For the CDRH Building, the major landscaping is envisioned within an

VIEW INTO COURTYARD TO NORTHEAST

interior courtyard, where it will play a vital role to soften the steep four foot drop in grade and 18 foot high concrete retaining wall and activate the courtyard space into which atrium conference rooms will open. Although not shown on this project submission, designers have told staff that they envision a series of Spanish steps or terraces as landscaping coming down from the Life Sciences Laboratory to form an amphitheater in the courtyard as an oasis from the ongoing construction on the remainder of the campus. Logistically, if basic landforms, both hardscape and landscape, are not created before the courtyard is enclosed, the logic for delaying landscape



NORTHWEST COURTYARD ELEVATION

on the remainder of campus could backfire. Once the CDRH buildings enclose the courtyard, it would be landlocked, with access limited to openings between buildings, where CDRH meets the laboratory buildings to the southwest. Staff does not object to controlling pedestrian access into the courtyards, but believes that as with the remainder of campus landscaping exterior to the courtyard, it would be premature to implement parts of a perimeter security plan piecemeal without benefit of the entire plan and would be inefficient if not implemented in a later phase with the majority of landscaping. Staff therefore requests that the applicant provide information regarding landscape design and the logistics of its implementation within the CDRH courtyard, and submit the perimeter security plan for the entire campus for Commission review.

CONSULTATION

Consultation and coordination occurred previously during the master planning process when the master plan was referred out to affected local and state governments. GSA and FDA, met regularly with various community organizations including LABQUEST. This project is consistent with and generally conforms to the approved master plan.

PROJECT CONFORMANCE

Master Plan

Although there have been minor modifications and refinements to the building footprint and orientation, the project is still generally consistent with the overall intent of the 2002 revised master plan for the campus, with the exception of phasing due to program and budget. Phasing changes are reflected in the 2006 revised master plan submitted with this project, which will be reviewed for the June 2006 Commission agenda.

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 CDRH 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 FDA consolidation, the proposed building is consistent with applicable policies in the Federal Facilities and the Federal Employment Elements of the Comprehensive Plan for the National Capital adopted in 1983, which were in effect when the master plan was approved. As stated in the approval for the 2002 revised master plan, applicable policies specify that:

- 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 $867 million with $623 million programmed in Fiscal Years 2005-2010.