

# STAFF RECOMMENDATION



C. Hart

NCPC File No. MP201

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## WHITE OAK FEDERAL RESEARCH CENTER U.S. FOOD AND DRUG ADMINISTRATION CONSOLIDATION MASTER PLAN UPDATE

Montgomery County, Maryland

Submitted by the General Services Administration

November 24, 2009

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### Abstract

The General Services Administration (GSA) has submitted an update to the master plan for the U.S. Food and Drug Administration (FDA) Consolidation at the White Oak Federal Research Center in Montgomery County, Maryland. The 2009 Master Plan Update is the fourth iteration of a master plan originally approved by the Commission in 1997 and last updated in 2006. The 2009 update reflects changes in legislative mandates in 2008 that have prompted a projected increase in the number of employees from 7,719 to 8,889. In accordance with conditions included in the Commission's approval of the 2006 master plan update, the General Services Administration has provided an updated Transportation Management Plan.

### Commission Action Requested by Applicant

Approval of master plan update for the U.S. Food and Drug Administration Consolidation at the White Oak Federal Research Center in Montgomery County, Maryland, pursuant to 40 U.S.C. 8722(b)(1).

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### Executive Director's Recommendation

The Commission:

**Approves** the 2009 master plan update for the U.S. Food and Drug Administration Consolidation at the White Oak Federal Research Center in Montgomery County, Maryland, as shown on NCPC Map File No. 3104.10(05.12)41040, and **requires** that the applicant submit

additional justification to support the proposed increase in visitor parking spaces from 500 spaces to 1000 spaces prior to submitting any future projects on the campus.

**Approves** the updated FDA White Oak Transportation Management Plan with the following conditions:

- That the applicant continue working with the local and regional transit agencies to develop and expand the number of buses and shuttles coming to the site by:
  - Continuing to allow Metrobus and Ride-On routes to use the main entryway at FDA to make transit connections easier.
  - Supporting the initiation of cross-county public express bus service between Montgomery County and the White Oak site.
- That the applicant provide an updated transportation management plan (TMP) submission in 2011, prior to completion of the campus, that reflects current conditions, in accordance with the policies of the Commission's Transportation Element in the Comprehensive Plan for the National Capital.
- That the applicant is required to conform to a parking ratio of 1 space per 1.5 employees by the end of construction in 2012, limiting the number of employee parking spaces to 5926, which is based on the projected campus population of 8,889.

**Supports** the stipulations recommended by Montgomery County in 2006 for FDA and GSA to enter into a memorandum of understanding (MOU) with the County (Park and Planning), the Department of Public Works and Transportation (DPWT), and NCPC to monitor TMP performance, assess evolving transportation conditions, and adjust TMP strategies to meet trip generation goals.

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## PROJECT DESCRIPTION

The General Services Administration (GSA) has submitted a master plan update for the U.S. Food and Drug Administration (FDA) Consolidation at the White Oak Federal Research Center (WOFRC), in Montgomery County, Maryland. The 2009 master plan update reflects internal programmatic and organization changes that are a result of recent legislative mandates the update responds to the conditions and recommendations that the Commission included in its July 7, 2006 master plan approval.

### Site

The WOFRC is a 660-acre federal facility located primarily in Montgomery County, with a portion at the eastern edge of the installation in Prince George's County, near the intersection of Columbia Pike (Route 29) and New Hampshire Avenue (650). The facility fronts on New

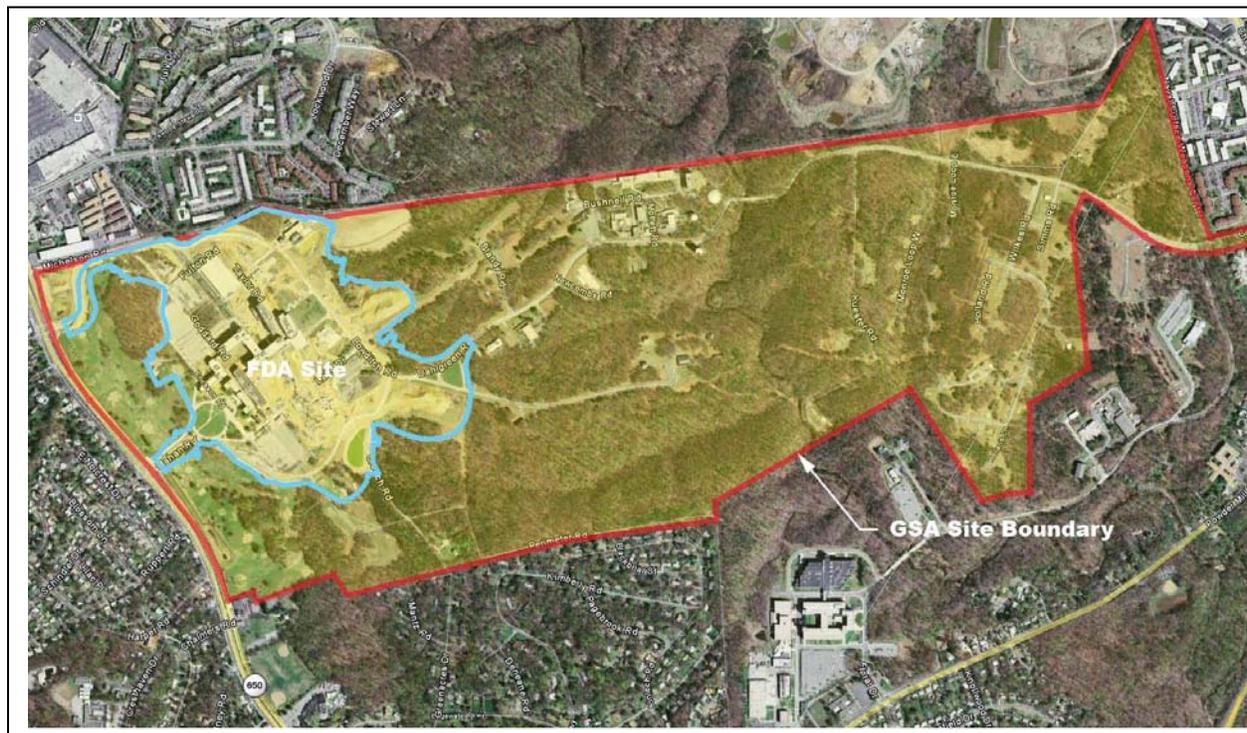
Hampshire Avenue, where a nine-hole public golf course operated by the Maryland National Capital Park and Planning Commission (M-NCPPC) fills the foreground in front of the FDA site. The WOFRC is primarily wooded with eight stream courses, running through the site. The FDA campus occupies 130 acres in the western portion of the WOFRC, on a site that slopes gradually downward to the east from New Hampshire Avenue.

Since the 2006 master plan update was approved by the Commission a number of buildings on the campus have been completed or are nearing completion. The following is a brief construction summary for the campus:

### **CONSTRUCTION SUMMARY**

<b>Building Name</b>	<b>Status</b>
Central Shared Use Building	Completed and Occupied, Fall 2006
Engineering and Physics Laboratory	Completed and Occupied, Fall 2007
CDER Expansion Office Building	Completed and Occupied, Spring 2008
Building One	Completed and Occupied, Spring 2009
CDRH Office Building	Completed and Occupied, Spring 2009
Office of the Commissioner/Office of Regulatory Affairs	Completion Scheduled for Winter 2009

In addition, three of the five structured parking garages are complete, namely: the North garage, the Northeast garage and the Southwest garage. The Southeast and Northwest garage are currently unfunded. The expansion of the Northeast and Southeast garages is included in the 2009 master plan update.



## Background

The WOFRC was operated by the Department of the Navy (DON) as the Naval Surface Warfare Center (NSWC), which included the Naval Ordnance Lab (NOL), beginning in the 1940s. Most of the facility was located at the western end of the property behind the golf course along New Hampshire Avenue where the FDA campus is located. The WOFRC became available for other federal uses as a result of the Base Realignment and Closure Act in 1995.

The FDA Revitalization Act of 1990 authorized the consolidation of FDA facilities at the WOFRC. FDA employees are currently located at various sites in Maryland. The FDA employees who will ultimately be relocated to the WOFRC are currently housed in 48 different leased facilities in 20 locations in Montgomery County. Having multiple locations has created significant operational inefficiencies for FDA, creating the need to consolidate.

Since the approval of the Master Plan in 2006, President Bush signed the Food and Drug Administration Amendments Act of 2007 into law, which reauthorizes and expands the Prescription Drug User Fee Act (PDUFA) and the Medical Device User Fee and Modernization Act (MDUFMA). These programs were enacted to ensure that FDA staff will have the necessary resources to conduct the complex and comprehensive reviews necessary to approve potential new medications and medical devices. There were also two additional laws that were enacted that encourage more research into, and development of, treatments for children. These laws and programs have necessitated an increase in the overall number of employees relocating to the FDA campus and the need for addition buildings.

### *Previous Commission Actions*

In 2006 the Commission approved the master plan update with very specific conditions. Of these conditions, only a few have not be completed. The following are the recommendations that still need to be addressed:

**Recommends** that FDA and GSA continue working with Montgomery County and relevant transit agencies to improve transit service from Metrorail stations to the site as soon as possible, preferably to coincide with occupancy of the next major office building, focusing on:

- Supporting initiating cross-county public express bus service between Montgomery County and the White Oak site.

**Supports** the stipulations recommended by Montgomery County for FDA and GSA to enter into a memorandum of understanding (MOU) with the County (Park and Planning), the Department of Public Works and Transportation (DPWT), and NCPC to monitor TMP performance, assess evolving transportation conditions, and adjust TMP strategies to meet trip generation goals.

NCPC has also reviewed and approved several projects on this campus since the 2006 Master Plan approval. These include:

- Southwest Garage, November 2006
- Office of the Commissioner/Office of Regulatory Affairs, June 2007
- Building One Renovations, Security Pavilion and Main Forecourt, June 2007
- East Access Road, December 2007
- Northeast Garage, December 2007
- Southeast Garage, December 2008

## PROPOSAL

The 2009 Master Plan Update is an effort to address the anticipated addition of the number of personnel at the campus by exploring density changes, and redesign and expansion of some of the planned facilities. The items below, organized by quadrant, are the proposed changes included in this master plan update as GSA advances to the final phases of development for this campus:

1. Northeast Quadrant
  - Expansion of Northeast Parking Garage
  - Addition of pedestrian bridge that replaces planned vehicular bridge at this location
  - Expansion of the Central Utility Plant
2. Southeast Quadrant
  - Reconfiguration to accommodate an increase in campus population for the Center for Biologics Evaluation and Research (CBER), the Center for Veterinary Medicine (CVM), and part of the Center for Drug Evaluation and Research (CDER)
  - Relocation of the broadcast studio
  - Expansion of Southeast Parking Garage
  - Addition of a 300,000 gallon water tower
3. Southwest Quadrant
  - Relocation of Child Care Center to this quadrant
  - Relocation of Fitness Center to this quadrant
4. Northwest Quadrant
  - Addition of new Northwest Parking garage
  - Additional building being constructed to accommodate an increase in campus population for the Office of the Commissioner and the Office of Regulatory Affairs.
  - Realignment of perimeter roadway to protect a stand of mature trees along Northwest Loop Road

Since 2006, GSA and FDA have continued to modify the campus plan to meet the agency's evolving needs for expansion and reorganization. In addition, laboratory and office space has increased to support a campus population increase of 13%. An updated Transportation Management Plan (TMP) has been developed to reflect the higher population and results in additional structured parking. FDA has established and hired its first employee transportation



coordinator (ETC) to implement the TMP. Layout and design of some of the buildings, as well as their locations, have changed. Included in the submittal of the 2009 Master Plan Update are:

- A population increase of 13%; 8,889 employees, up from 7,719.
- Revised building footprints and locations.
- Revised phasing plan.
- Campus-wide Landscape Plan
- Updated TMP, with a parking ratio of 1 space for every 1.5 employees.
  - Additional structured parking totaling 1.624 million GSF
  - Accommodates a 13% increase in employee parking spaces; 5,926 spaces are now proposed up from 5,141 spaces in 2006.

Below is a summary of the 2009 proposed campus development compared to the 2006 Master Plan:

### Campus Development

<u>Summary</u>	<u>2006 Master Plan</u>	<u>2009 Master Plan</u>
Total employment	7,719	8,889
Total employee parking	5,141 spaces	5,926
Total visitor parking	500 spaces	1,000 spaces
Structured parking GSF:	1.6 million	2.2 million
Total gross square footage:	4.7 million	5.8 million
Parking ratio	1:1.5	1.1.5

### Urban Design and Architecture

The urban design and architectural style of the buildings that make up the FDA campus has not changed from the 2006 master plan. The campus consists of a complex of buildings organized around an east-west central courtyard splayed out from the rear of historic Building One, which will be used as the main building for the Office of the Commissioner. An integrated security screening pavilion in front of Building One's re-designed circular forecourt was approved by the Commission in 2007 and has been constructed.

Buildings will be grouped around defined courtyards to be landscaped in the last phase of construction, with offices and labs located in separate buildings. The main cafeteria and other shared use program elements have been located in the core area behind Building One and smaller eateries are distributed in other buildings on campus to allow for easier



FDA Courtyard

access. The childcare center, which has been moved to several different locations on campus, is now placed in the Southwest Quadrant. It is now located due east of the fitness center which has also been relocated. A broadcast center has been relocated to the southernmost part of the campus along with a 300,000 gallon water tank to be used by the campus. While Building 100 houses most of the central utility and co-generation plant, a new central utility plan addition is planned for this site due to the increase in population.

In the 2009 plan, building heights in the Southeast quadrant have been adjusted to respond to programmatic changes. As with the 2006 master plan, the 2009 includes narrow floor plate widths which dictate a compact configuration with atriums between wings to maximize natural lighting for interior offices. Sustainable features include skylight atriums to allow indirect natural light to enter without the direct sun and heat load.

### Security

The campus security concept is based on a Threat and Vulnerability Assessment prepared in 2002, that recommended a medium level of protection. The security design is based on establishing multiple tiers of security for both vehicles and pedestrians. There are 4 tiers of security and they are as follows:

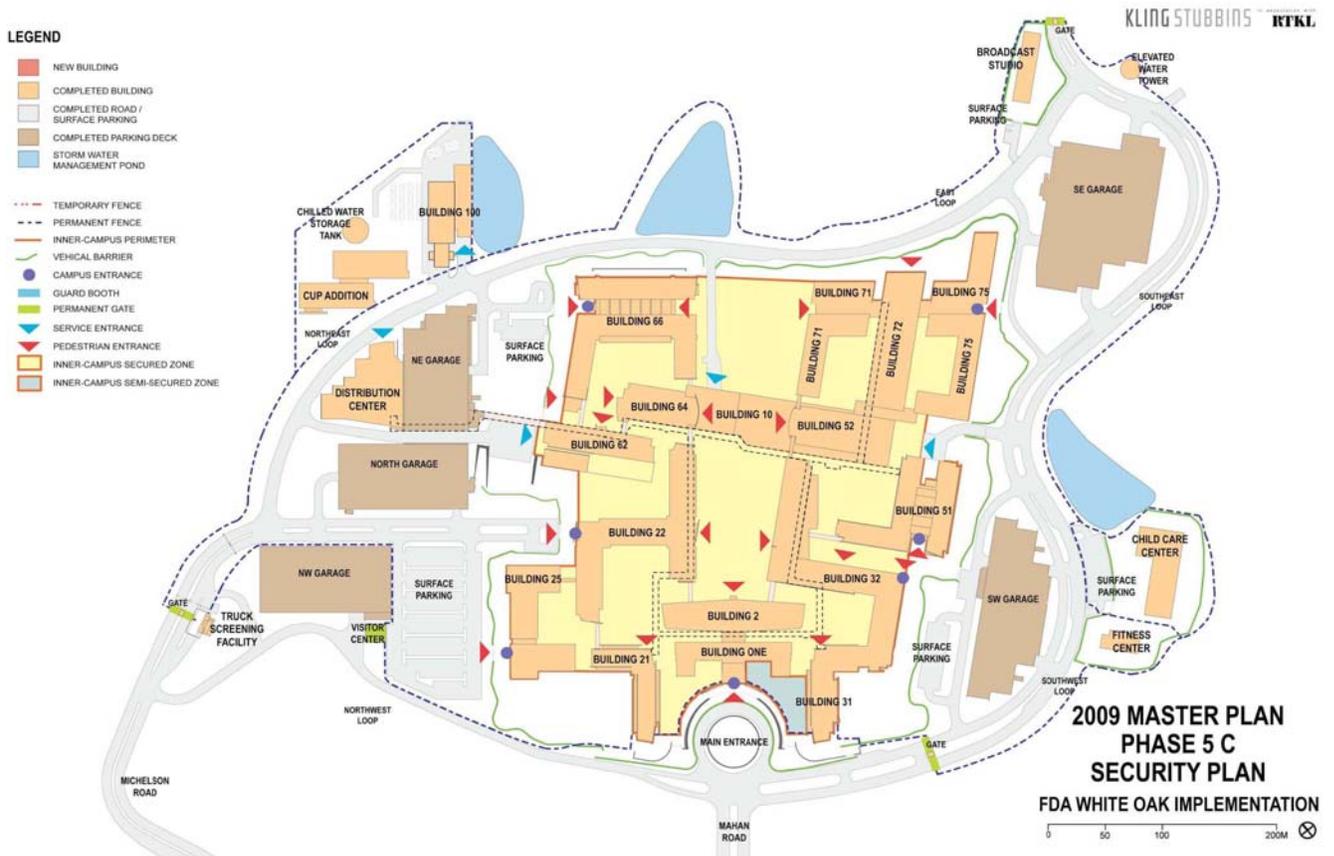
- Perimeter Fence: An anti climb fence line will encircle the entire FDA campus along the perimeter loop drive. Guard houses and gates will be provided at all locations where drives penetrate the fence.
- Vehicle Gates: Within the perimeter fence, vehicular access will be controlled to all parking areas through the use of card-activated drop-gates.
- Vehicle Barriers: A continuous line of vehicular barriers will circumscribe the inner campus, maintaining a 50 foot stand-off distance from all buildings.
- The inner campus will be a protected “free zone” within which cleared employees can move about at will. This inner campus will be protected by a perimeter consisting of the buildings themselves, retaining walls and other measures. Access to the “free zone” will be through individual building lobbies.



Building One with Security Pavilion

The campus concept security plan has been developed with the cooperation and review of the FDA security director.

## 2009 FDA Master Plan - Security



### Phasing

As in previous versions of the master plan, the phasing of program elements is based on the principles of moving FDA centers into the site as entire entities and having support functions such as parking and food service in place as the population occupies the site. Phases 1 through 4 are complete and occupied and with the completion of Phase 5A during the winter of 2009 there will be 5,840 employees working at this campus. The remaining phases, which are listed below, have been modified to reflect the FDA’s changing needs and funding.

### Parking Ratio Summary

	Number of Employees	Employee Parking Spaces	Parking Ratio
<b>Phase 5 A (end of 2009)</b>	5840	4212	1:1.39
<b>Phase 5 B</b>	7312	5371	1:1.36
<b>Phase 5 C</b>	8889	5926	1:1.5

## Landscape Plan

The 2009 master plan update also includes a revised and refined landscape plan that describes natural features of the campus, which is bordered by four stream valley buffer zones. A central green still being proposed, framed by several buildings, and a series of courtyards will also be included that will provide light and opportunities for informal gatherings for individual buildings. The proposed Landscape Plan concept is included on the following page.

Landscaping is planned within the interior of courtyards. Terraced plantings are proposed for those courtyards with steep slopes and will follow the natural grade of the site. Shaded pedestrian walkways will be a major design feature repeated throughout the campus where rows of deciduous trees will shade the western facades of buildings and reduce potential heat gain, and will extend outward beyond the buildings. Deciduous tree planting will be mixed with native plantings at the edge of the site to blend with the existing vegetation. This zone of native planting is well suited to accommodate the runoff from parking surfaces and buildings in bio-retention areas. A tree inventory mandated by State and County Forest Conservation legislation identified 275 individual trees on the property.

## Central Commons

### Upper Level



### Lower Level



The submittal includes some detailed discussion about the landscaping for the central commons as well as the smaller courtyards. The central commons is proposed as the center of outdoor life

for the campus. It is on two levels with the underground Vivarium acting as the dividing line between these two spaces. The upper common is a large lawn area will be used for fairly informal recreation and events and will be an area interspersed with trees and pathways. A terrace occurs at the transition between the two levels. As it is located near the main dining area, this terrace is a place for informal dining and congregation. The lower level will be the location of a grove of fruit trees. As the landscaping plan becomes more detailed the final design will be submitted to the Commission for review in the future.

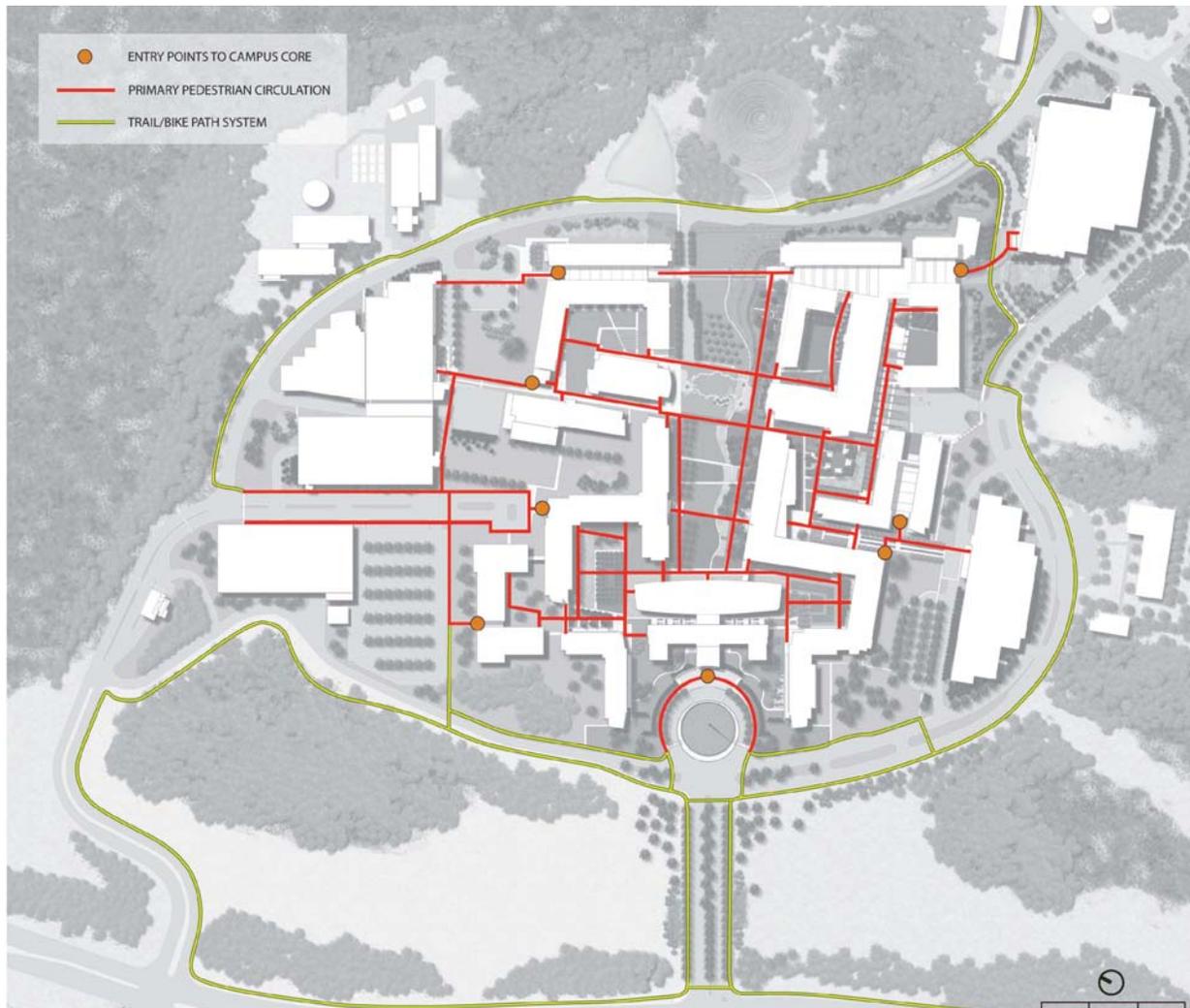
### Proposed Landscape Plan



A 2.2 kilometer recreation trail will run just outside the campus’s loop road and is expected to be used by both joggers and bicyclists. GSA is proposing that final landscaping will be implemented in the last phase of construction. Until that time, disturbed areas around buildings

will be seeded and some landscaping installed to prevent erosion. In plans, the landscape concept also includes three stormwater retention ponds envisioned beyond the loop road.

### Pedestrian Circulation Plan



### Transportation Plan

Transportation continues to be an important aspect of the overall development given the increase in overall campus population. The data in the most recent TMP was collected using an online employee survey conducted in November 2007 for employees who are currently working on the campus. Another survey was conducted in May 2008 for employees relocating to the site in subsequent project phases.

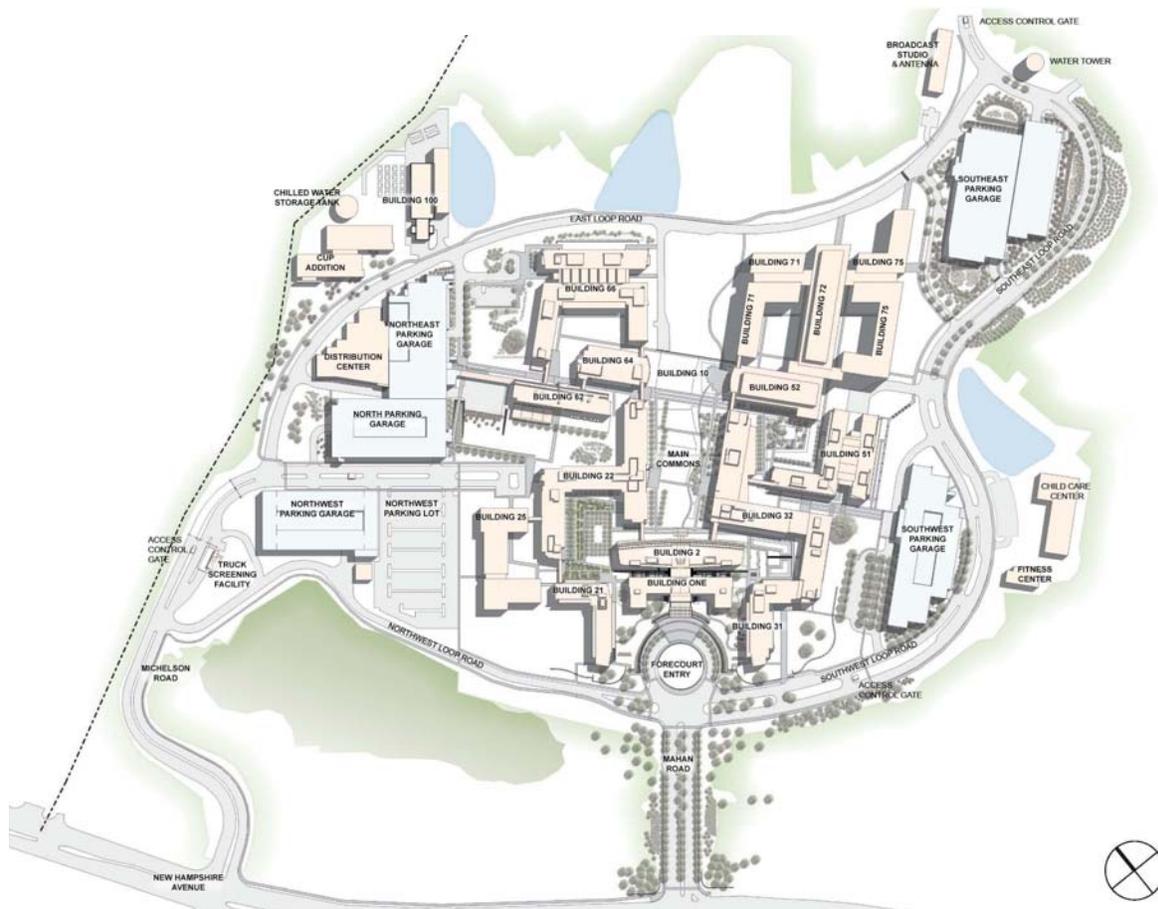
### *Parking Plan*

The 2006 plan proposed replacing nearly all of the surface parking with four structured garages. The 2009 master plan includes an additional parking garage to accommodate the increase in the

visitor parking. As in 2006, the applicant is again proposing a large surface parking lot to be located north of Building One and smaller parking lots to be distributed throughout the campus. GSA and FDA established a goal for a parking ratio of 1 space for every 1.5 employees for a total of 5,141 employee parking spaces at final build-out, anticipated in 2012. The goal to reduce peak hour auto trips by a specific percentage (previously 15 percent) is no longer stated but has been replaced by the goal to reach an average vehicle occupancy (AVO) of 1.5, corresponding to the parking ratio. The 2007 AVO was 1.27 up from an AVO of 1.17 in 2004 when the previous survey was conducted.

This master plan update includes 1,000 visitor parking spaces that will be provided, which is an increase from the 500 visitor spaces proposed in the 2006 master plan. The number of visitor spaces have not increased since the 500 visitor spaces was first approved in 1997. The applicant states that the inclusion of the 600 person conference center, added in 2002, and the smaller conference rooms and training rooms have put a strain on the parking resources on site.

### 2009 FDA Master Plan



In order to reach the stated AVO, GSA identified the following objectives:

<b>Mode Split *</b>	<b>2004 Survey</b>	<b>2008 Survey</b>	<b>Master Plan Goal</b>	<b>Objective</b>
Car/Van pool	9%	9%	20%	Increase car/van pool ridership
Transit	8%	9%	10%	Increase use of transit
Drive Alone	77%	72%	57%	Reduce single occupancy vehicle commuting
Walk/bike/dropped off	1%	1%	1%	Encourage alternative means of travel
Telecommuting	2%	7%	10%	Encourage more telecommuting

\* Note: 2% of the campus population expected to be absent at any time.

A few items should be noted about the modal split table above. First, the van/carpool numbers have been stable between 2004 and 2008, and the applicant anticipates that the opportunities for ridesharing will increase when more employees relocate to the campus. The ETC has established a database of car/van pool users to facilitate the matching of employees. Also, the transit ridership increased by a small amount, 1% between 2004 and 2008 surveys. Finally, telecommuting has become a much more accepted practice in the federal work environment than it was just a few years ago. In 2008, 7 % of the surveyed respondents said that they telecommute which is up from 2% who said that they did in 2004.

#### *Vehicle Access*

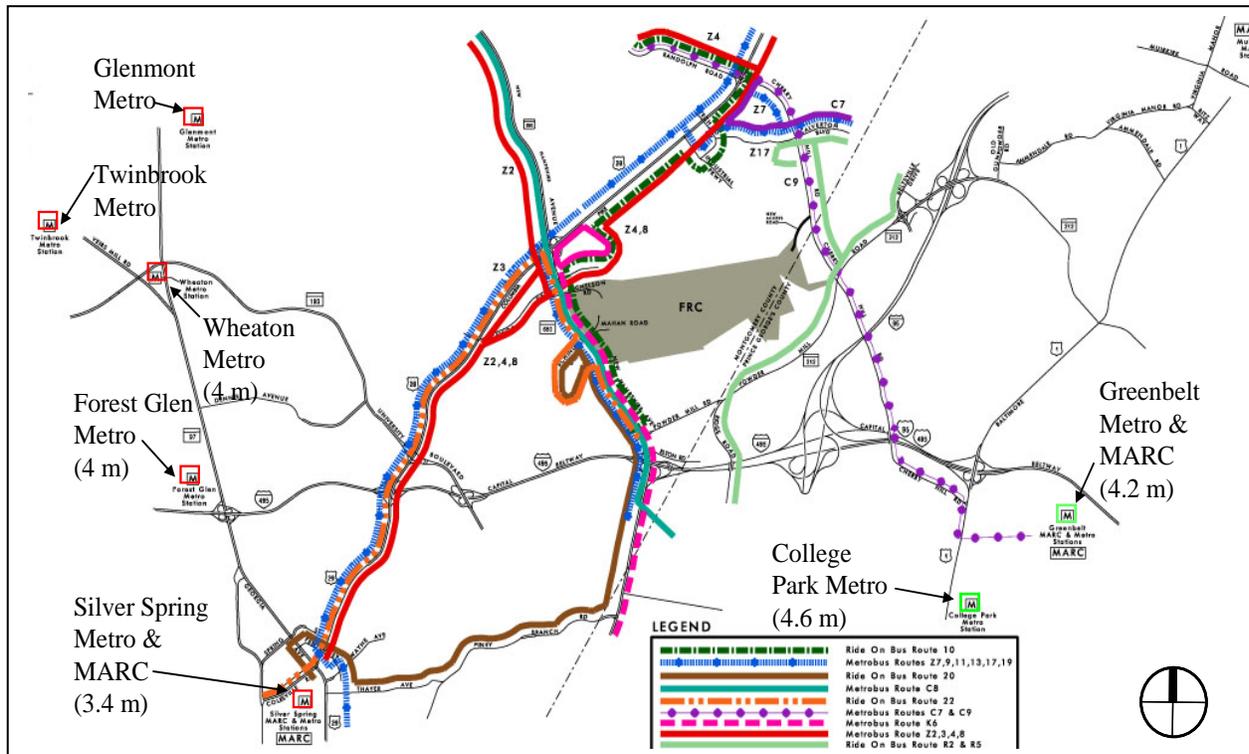
The plan shows that primary vehicular entrance for employees and visitors to the FDA campus will be Mahan Road. Michelson Road, which was realigned during Phase IIIB and will provide a second access to the campus from New Hampshire Avenue. Mahan Road will be used for public bus and shuttle access to the site as well. Northwest Loop Road, which connects Mahan and Michelson Roads has been realigned from what was proposed in the 2006 master plan in order to protect a stand of mature trees.

A new entrance/exit off of Cherry Hill Road will replace an existing substandard road near the intersection of Cherry Hill Road and Powder Mill Road in Prince George's County. GSA has acquired Congressional funding to acquire additional land for this new entrance. The East Access Road project, a 1.55 mile road with an 8-foot wide pedestrian path and two security guard stations, was approved by the Commission in December 2007.

#### *Metro*

The site is within five miles of a number of Metro stations—Greenbelt and College Park on the green line and Silver Spring, Forest Glen and Wheaton on the Red line. The closest and most accessible Metro to the FDA campus is the Silver Spring station, which is 3.4 miles from the site.

### Existing Transit: Public Bus Routes, Metrorail, and MARC Stations



#### *Bus Transit*

The 2009 plan includes an improvement in bus transit to the site. The 2009 TMP states that the employee transportation coordinator (ETC) has worked with Montgomery County to evaluate the need for additional service, and report quarterly meetings with transit agencies to ensure transit service is available and enhanced as employees continue the relocation process. As a result of these meetings, Montgomery County's Ride On # 22 bus service was increased from 8 daily trips to 20 daily trips since 2006 and an increase in bus ridership has occurred. This service has 15 minute headways, an improvement over the 30 minute headway reported in the 2006 TMP. In 2006, transit agencies had indicated a willingness to provide increased services, but not until sufficient demand exists and can be demonstrated.

The master plan illustrates that buses now enter the site and drop off employees at a transit center at the main arrival court which is co-located with the existing campus shuttle service. On campus shuttles arrive nearly every 15 minutes to drop off and pick up campus employees and visitors. The 2006 Master Plan didn't include transit access to the main arrival court, but this has now been achieved.

#### *Shuttle Service*

In October 2005, FDA initiated shuttle service between the site and three Metrorail stations; the Silver Spring, Twinbrook, and College Park. The three-shuttle bus system provides shuttle service to the Twinbrook station, Silver Spring Station and College Park Station. This shuttle

only provides off-peak service to the Silver Spring Metrorail station, which is the closest to the FDA White Oak campus. It is helpful to note that the TMP indicates that peak hour service to the Silver Spring Metrorail station would compete with Montgomery County's Ride On bus service, in particularly the #22 bus, which has increased its service to the campus since 2006.



There are currently 400 riders who use the off-campus shuttle to the nearby Metro Stations each week. There are also 400 riders that use the campus-wide shuttle service each week as well.

## PROJECT ANALYSIS

### Executive Summary

Staff finds that the applicant has responded to many of the conditions included in NCPC's approval of the 2006 Master Plan update and commends the applicant for a more thoughtful project in the 2009 Master Plan submission for the FDA Consolidation at the WOFRC. Staff analysis will address several areas including:

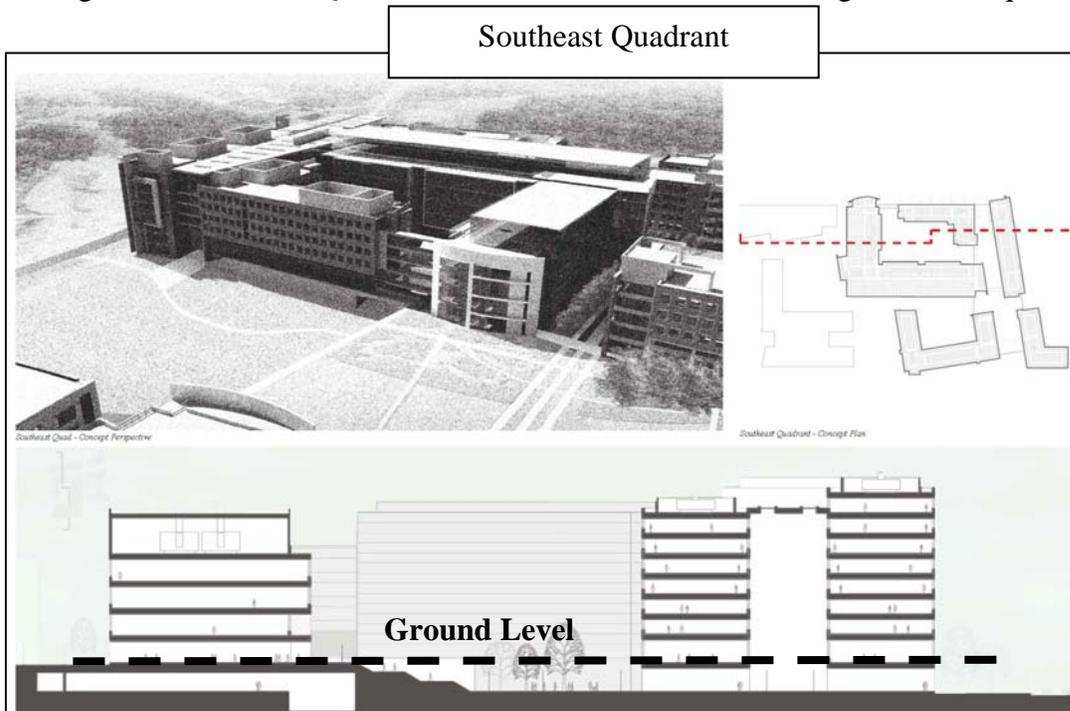
- Increased density proposed for and conceptual design of the Southeast Quadrant
- Security Plan
- Phasing of the project
- Landscape Plan
- TMP (bus service, shuttle, other methods to decrease SOV trips)
- Parking ratio through development phases

Staff will also address the design changes that are included in the 2009 Master Plan including: the Southeast Quadrant building changes; the proposed new and expanded parking garages; the

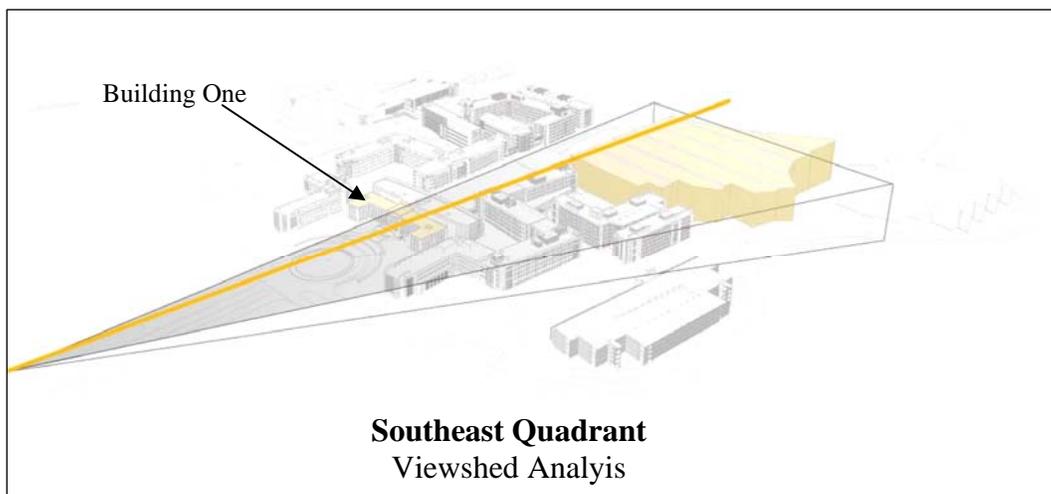
relocation of the child care center, broadcast center and the fitness center; and the water tank. Each of these will be discussed in the appropriate sections below.

Urban Design and Architecture

The master plan update proposes locating greater development density in the Southeastern Quadrant of the campus. The heights of several buildings in this quadrant would increase from 7 stories to 10 stories to accommodate the increase in campus population. Staff finds that this height difference from the 2006 Master Plan is not readily apparent given the topography which steps down to the east, away from Building One. The images below show a perspective rendering of the Southeast Quadrant and a north-south section through the same quadrant.



The images are a graphic representation of how these buildings would be viewed from New Hampshire Avenue. In each of the images, the Southeast Quadrant development is identified as a solid mass and not an actual building. This was done to show that a building would not be visible from New Hampshire Avenue, which is off to the left in the drawing below.



## Security

The master plan update includes a concept plan for perimeter security for the entire installation. Staff commends FDA and GSA for the detailed phasing plan showing replacement of temporary fencing over time by permanent fencing. The main concern the Commission raised in 2006 was the design of the security around Building One and the main security pavilion. The proposed security pavilion in 2006 for Building One was changed following staff consultation in 2006 and 2007. The Commission approved the security pavilion located at Building one in June 2007. This project was completed recently and is shown in the photograph below.

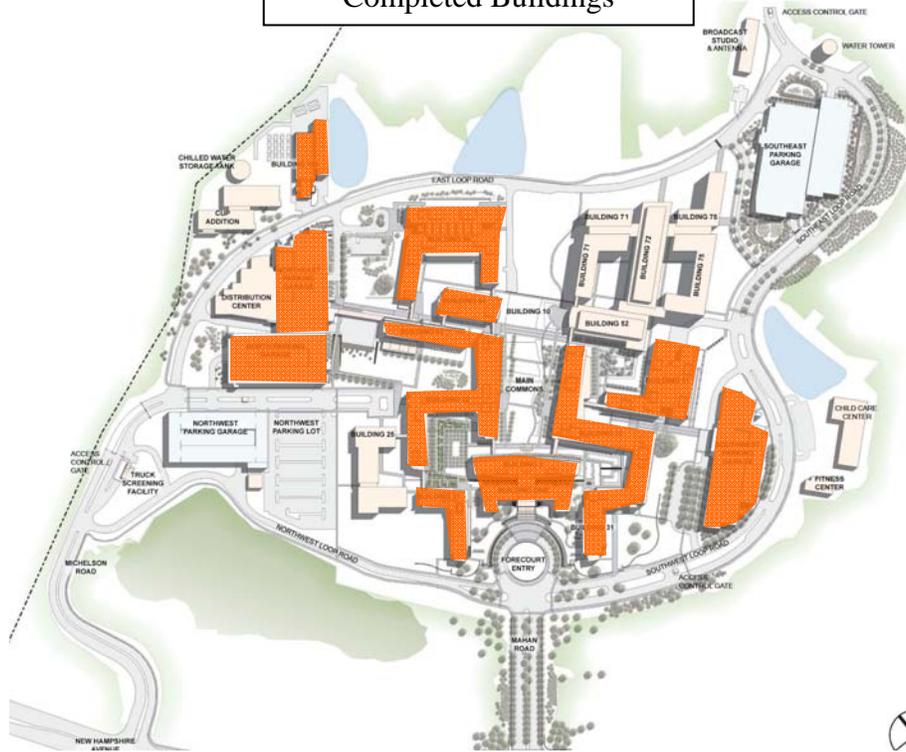


**Building One with Security Pavilion**

## Phasing Plan

Staff commends GSA for completing many of the buildings on site and note that now more than 4,300 employees work on the campus. The completed buildings are shaded and included in the image on the following page. There are only two planned phases remaining on the campus. Generally speaking the last phases will complete buildings in the Southeast Quadrant and individual buildings and facilities dispersed through the campus.

**2009 FDA Master Plan -  
Completed Buildings**

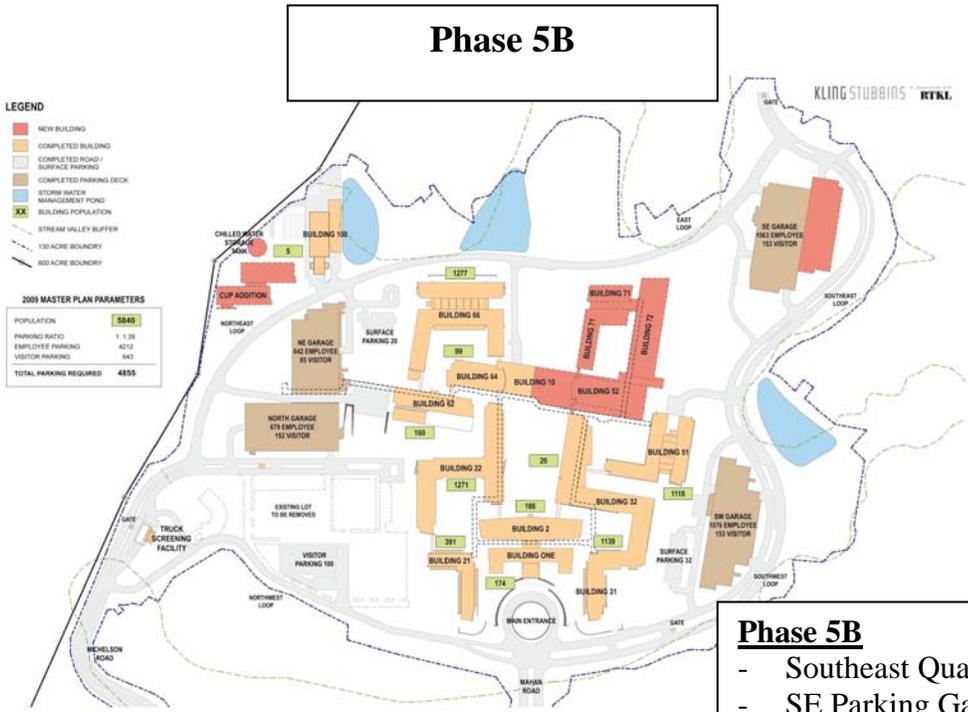


*Phase 5B*

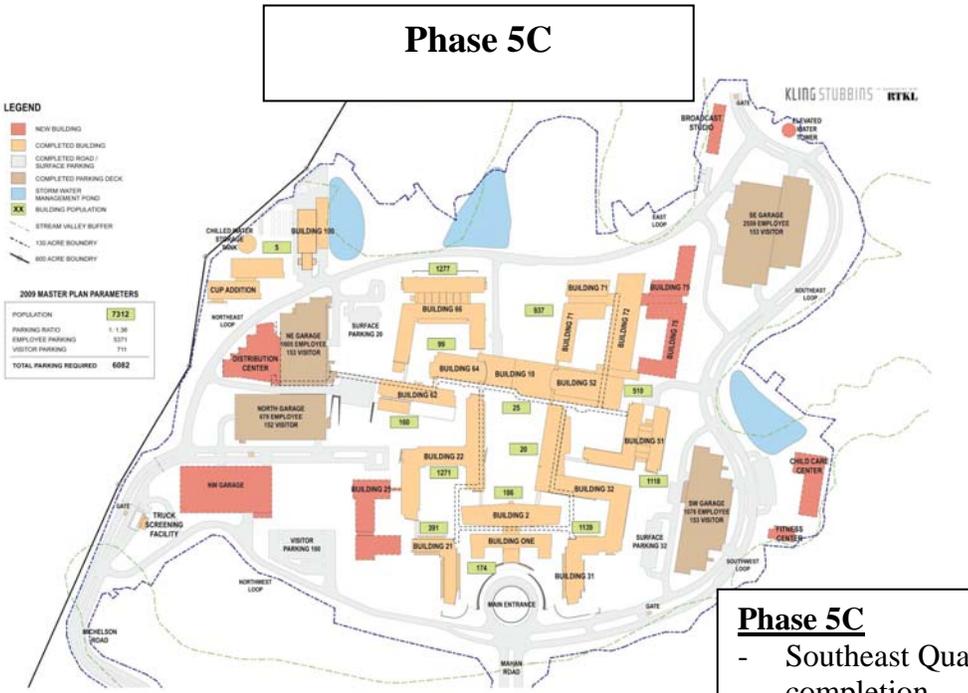
The next phase of this project will be to begin working on the Southeast Quadrant, the Central Utility Plant and the Southeast Parking Garage Expansion. This phase will include 1.3 million gross square feet of development to the nearly 3.8 million gross square feet already constructed or under construction. The plan for this phase is on the next page.

*Phase 5C*

The final phase of this project will be to complete the Southeast Quadrant, and build the Broadcast Studio, 300,000 gallon water tower, child care center, fitness center, Distribution Center, Center for Veterinary Medicine, OC2/CDER2 Office Building, and the Northwest Garage. Staff has been generally supportive of these facilities; however some of these locations may not be in the right place on campus. The broadcast studio, which seemed to have moved to the east away from the main campus to be near the antennas, now seems not to need the antennas. Also, the fitness center is not centrally located, which may be preferable.



- Phase 5B**
- Southeast Quadrant
  - SE Parking Garage Expansion
  - Central Utility Plant



- Phase 5C**
- Southeast Quadrant completion
  - Broadcast Studio
  - Water Tower
  - Child Care Center
  - Distribution Center

## Landscape Concept Plan

The landscape concept plan submitted describes natural features of the campus, which borders four stream valley buffer zones, as well as a central green which buildings will frame and a series of courtyards that they will define, showing further definition and development since the 2006 plan. While landscape development was discussed in earlier master plan submittals, staff understands some landscaping around Building One, CDRH courtyard, and the main entrance has been executed at the campus and can be seen in images submitted with the 2009 master plan update.

Staff finds that the planning of the central commons space has progressed over the last three years and is effective in integrating the site well. It also has design interest that allows for outdoor activities on the campus and serves an part of the integrated security measures. The design includes both free form spaces and regular shapes to help define and organize the space. While the design is appreciated, staff would like the small hill proposed at the terminus of the viewshed of the central commons to be rethought as a design element.

## Central Commons

Upper Level



Lower Level



### Parking and Transportation Plans

The 2009 master plan update responds to components required in the Commission's 2006 action. The applicant has submitted a revised TMP with an updated employee survey conducted in 2008. Demonstrating its commitment to undertake specific TDM strategies as required by the Commission, FDA has initiated two such demand management strategies by hiring an employee transportation coordinator (ETC) and by establishing shuttle service to Metrorail stations. FDA has provided updated data on the increased frequency of public bus service to the site as required. The following is a table showing the modal split proposed until full build-out of the campus in 2012:

#### MODAL SPLIT GOALS

	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>
<b>Car/van pool</b>	14%	14%	16	20%
<b>Transit</b>	10%	10%	10%	10%
<b>Drive Alone</b>	63%	63%	61%	57%
<b>Walk/bike</b>	1%	1%	1%	1%
<b>Absent</b>	2%	2%	2%	2%
<b>Telecommuting</b>	10	10%	10%	10%

#### *Parking Plan*

Although TDM strategies are implemented to achieve the recommended parking ratios, FDA has not met the parking ratio of 1 space to 1.5 employees as required in the Comprehensive Plan for the National Capital. The applicant has stated that this goal will not be reached until the final phase of development is completed in 2012.

The 2004 Comprehensive Plan for the National Capital acknowledges that for federal facilities beyond the reach of regional transit systems, not served by high occupancy vehicle (HOV) lanes, ridesharing and other forms of commuting by means other than single-occupant vehicles are problematic. Therefore, the Comprehensive Plan has been restructured around transit such that:

- Parking ratios for federal facilities outside of the District, and beyond 2,000 feet of a Metrorail station: One parking space for every 1.5 employees (1:1.5)
- More stringent parking ratios for these facilities should be phased in over time as new transit infrastructure, transit services, and HOV lanes are provided to serve these outlying areas. As new transportation infrastructure near a federal facility comes on line, the facility will be required to meet the more stringent parking ratios associated with the availability of the new infrastructure.

Staff also understands that the FDA is requesting additional visitor parking to address changing parking demands for two reasons: 1) the visitor parking allotment had not been addressed since 1997 when the population was 6,256 and 2) more employees will be relocating to the campus as

the buildings completed over the next few years and this will cause an increase in the visitors to the campus.

The proposed visitor parking allotment is 1,000 spaces, a 100% increase from the 500 spaces approved in 2006. The applicant estimates that approximately 6 to 12 visitors per 100 employees are on-site daily which doesn't include visitor parking from scheduled conferences. With a campus population of 8,889, the number of visitors expected on-site is approximately between 500 and 1,000 people. The conference center has a capacity of 600 people and there a number of other meeting rooms and training facilities distributed throughout the campus. In all, the applicant expects up to 1,600 visitors on the site.

While staff understands that an increase in the number of visitors may be appropriate, staff is not convinced that 1,000 parking spaces are necessary. Staff would appreciate additional information on how visitors arrive at the campus to understand if this increase is warranted.

Therefore, staff recommends that the Commission **requires that the applicant submit additional justification to support the proposed increase in visitor parking spaces from 500 spaces to 1000 spaces prior to submitting any future projects at the campus.**

#### *Shuttle Service*

Approximately 60% of survey respondents live in Montgomery County. Peak hour shuttle trips between the Twinbrook station and White Oak average just under one hour of travel time, while it would take a metro rider from the Twinbrook Metrorail Station one hour and 15 minute travel time. As of May 2008 when the TMP was conducted there were 2,080 employees on site. Staff finds that shuttle service is serving FDA employees well and encourages augmentation of the transit service from metro rail stations.

#### *Public Transit and Amenities*

White Oak Transit Center, is being planned by the County off-site from the WOFRC at the intersection of New Hampshire Avenue (MD 650) and Lockwood Drive. It would consist of high quality bus shelters and new traffic islands and would serve as a transfer center for the public; mainly for east west transit.

In 1997, GSA and FDA noted that the Maryland State Highway Administration had not proposed pedestrian access from Lockwood Drive as part of its pedestrian and bike path improvement plans. The Commission's comment to "consider providing pedestrian access through the boundary wall immediately north of the proposed FDA complex to the extent that security permits in order to give pedestrians a shortcut to bus routes and apartments along Lockwood Drive" has assumed renewed relevance to the planned White Oak Transit Center that will be located near the intersection of New Hampshire Avenue and Lockwood Drive.

Although proposed pedestrian access would likely require an easement along property between Lockwood Drive and the FDA, it would shorten a significantly longer walk for employees FDA

employees along New Hampshire Avenue through the main entrance to about a quarter mile walk from the FDA's north perimeter.

An on-site transit facility for FDA employees had been considered in discussions about the FDA campus since 2000. The 2009 master plan update refers to an on-site transit facility that is now incorporated into the main entry at Building One. Staff supports the inclusion of a transit facility that collocates campus-wide and off campus transportation in an effort to make transit more efficient and therefore more appealing.

Staff recommends that the Commission **approves the updated FDA White Oak Transportation Management Plan with the following conditions:**

- **That the applicant continue working with the local and regional transit agencies to develop and expand the number of buses and shuttles coming to the site by:**
  - **Continuing to allow Metrobus and Ride-On routes to use the main entryway at FDA to make transit connections easier.**
  - **Supporting the initiation of cross-county public express bus service between Montgomery County and the White Oak site.**
- **That the applicant provide an updated transportation management plan (TMP) submission in 2011, prior to completion of the campus, that reflects current conditions, in accordance with the policies of the Commission's Transportation Element in the Comprehensive Plan for the National Capital.**
- **That the applicant is required to conform to a parking ratio of 1 space per 1.5 employees by the end of construction in 2012, limiting the number of employee parking spaces to 5926, which is based on the projected campus population of 8,88**

### *CONFORMANCE*

#### Comprehensive Plan for the National Capital

As a continuation of the ongoing consolidation, the 2009 master plan update is consistent with applicable policies for Locating Federal Workplaces under the Federal Workplace Element of the Comprehensive Plan for the National Capital, which specify that the federal government should:

- Utilize available federally owned land or space before purchasing or leasing additional land or building space.
- Consider the modernization, repair, and rehabilitation of existing federally owned facilities for federal workplaces before developing new facilities.
- Agencies should continually monitor the employment levels at installations and revise installation master plans as necessary to reflect changed conditions and provide an up-to-date plan for the development for the installation.
- Locate employees near other federal agencies and departments with which they regularly interact.

The following policies for Development of Workplaces with Communities within the Federal Workplace Element also apply, which specify that:

- The characteristics of the installation and its surroundings should be established through the master planning process as required by the Commission.
- Agencies should review master plans on a periodic basis to ensure that both inventory and material and development proposal are current. Any rehabilitation or construction of federal workplaces must be architecturally compatible with the character of any surrounding or adjacent historic district, and the federal government should:
- Make primary pedestrian entrances at federal workplaces readily accessible to public transportation options, where available,
- Encourage federal employees to rideshare, including the use of carpools, vanpools, privately leased buses, public transportation, and other multi-occupant modes of travel, and,
- Design security barrier lines and elements that complement and enhance the character of the area in which they will be located and that respect the historic context of the area when applicable, and that:

Within the Transportation Element, the following policies for Parking and Parking Ratios apply, which specify that the federal government should:

- Provide parking only for those federal employees who are unable to use other travel modes, and
- Give priority to carpool and vanpool parking over that for single-occupant vehicles.

Further, policies for TMPs specify that the federal government should

- Update TMPs at least every two years to reflect the most current employee information
- Reflect, within TMP's, planned regional transportation infrastructure or service improvements within five miles of the federal facilities.

In the 2004 Comprehensive Plan, parking ratios have been divided into categories depending on the urban character or each area as well as the availability of infrastructure that supports alternative commuting modes. Master Plans will be evaluated against the new ratios (below), and must be supported by revised TMPs.

- Parking ratios for federal facilities outside of the District, and beyond 2,000 feet of a Metrorail station: One parking space for every 1.5 employees (1:1.5)

Within the Preservation and Historic Features Element, the following policy under Stewardship of Historic Properties applies, and specifies that the federal government should:

Use historic properties for their original purpose, or, if no longer feasible, for an adaptive use that is appropriate for the context and consistent with the significance and character of the property, and

The proposed master plan is consistent with these identified policies.

### Federal Capital Improvements Program

This project is included in the Federal Capital Improvements Program Fiscal Years 2010 – 2015, adopted by the Commission on September 8, 2005, which shows an estimated project cost during FY 2010-2015 of \$533,200,000. This project is listed in the category “Recommended and Strongly Endorsed” in this document.

### National Historic Preservation Act

The MD SHPO found that the updated Master Plan was consistent with its previous findings and the executed 2003 Memorandum of Agreement between GSA and the MD SHPO. The MD SHPO has found that the updated Master Plan will have No Adverse Effect on historic properties beyond those addressed in the Memorandum of Agreement.

As a project in the environs, NCPC does not have an independent Section 106 responsibility.

### National Environmental Policy Act

The General Services Administration and the Food and Drug Administration had completed, in July 2009, a Supplemental Environmental Impact Statement to address potential environmental impacts involving the update and modifications of the FDA master plan. The prepared supplemental EIS conforms to the Commission’s submission requirements of its Environmental and Historic Preservation Policies and Procedures for project review.

The Federal Research Center at White Oak was formerly used as the Naval Ordnance Laboratory (NOL). The entire site encompasses approximately 660 acres, with 130 acres designated for the consolidation of the U.S. Food and Drug Administration (FDA). The remainder of the site, at close to 500 acres, is reviewed in the supplemental EIS in the context to provide a revised access road from the east for future use tenant use and improved access to the FDA compound.

The NCPC staff, in review of the SEIS, suggested that the parking ratio should be met through the various phases, that the 300,000 gallon water storage tank be studied further to understand possible impacts to views to Building One from New Hampshire and to blend it in with surroundings, and to reduce noise impacts from expansion of Central Utility Plant.

The U.S. EPA Region 3 office reviewed the Final SEIS and rated the Proposed Action Lack of Objections (LO).

GSA submitted its Record of Decision on September 2, 2009. Staff has evaluated the GSA Record of Decision and finds the planning and implementation actions acceptable. Staff has reviewed this proposal in accordance with 40 U.S.C. § 8722(b)(1) and notes that GSA’s NEPA analysis demonstrates appropriate mitigation and no unresolved significant adverse environmental impacts from the planned action.

## *CONSULTATION*

Commission staff has worked with GSA and FDA as they revised the campus plan for the FDA consolidation at White Oak. In addition, GSA and FDA have consulted with local governments and community organizations (primarily through LABQUEST but with input from the Eyes of Paint Branch as well) since the mid-1990s. The Eyes of Paint Branch is a grassroots conservation group dedicated to preserving, protecting, and restoring the Paint Branch and its watershed. The County Executives of Montgomery and Prince George's Counties recognize LABQUEST as the authorized information clearinghouse organization for the project. NCPC staff referred the current submission to the Maryland Department of Planning State Clearinghouse (MDP), on September 7, 2009 for their review and comment in accordance with the Procedures for Intergovernmental Cooperation in Federal Planning in the National Capital Region. In response, the following agencies have provided comments, summarized below:

### Maryland National Capital Park and Planning Commission

MNCPPC provided comments on the draft EIS and their comments focused on several areas, including: traffic concerns, visitor parking increase, antenna farm, landscaping, stormwater management, use of renewable energy, and the inclusion of ICC in the traffic study. GSA noted each concern raised and addresses them in the Final EIS.

### Maryland Historical Trust (MD SHPO)

The MD SHPO found that the updated Master Plan was consistent with its previous findings and the executed Memorandum of Agreement between GSA and the MD SHPO. The updated Master Plan will have No Adverse Effect on historic properties beyond those addressed in the Memorandum of Agreement. In the updated Master Plan, a proposed security building has been located, but not designed, in front of Building 1, on axis with the entrance drive. The bulk and design of the building will be subject to review during design development.

### Maryland Department of Planning (MDP)

MDP found the 2009 master plan update consistent with their plans, programs, and objectives.

### Maryland Department of Transportation (MDOT)

MDOT found the 2009 master plan update consistent with their plans, programs, and objectives.

### Maryland Department of Environment (MDE)

MDP found the Landscape Report to the 2009 master plan update to be consistent with their plans, programs, and objectives.