

STAFF RECOMMENDATION

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NCPC File No. 6554



CENTER FOR DRUG EVALUATION AND RESEARCH OFFICE BUILDING 2
FOOD AND DRUG ADMINISTRATION
WHITE OAK FEDERAL RESEARCH CENTER
Montgomery County, Maryland

Submitted by the General Services Administration

December 22, 2004

Abstract

The General Services Administration (GSA) has submitted concept site and building plans for the Center for Drug Evaluation and Research (CDER) Office Building 2 at the Food and Drug Administration (FDA) consolidated campus at White Oak Federal Research Center (WOFRC) in Montgomery County, Maryland. 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. The 300,000 square foot office building will continue Phase III of the campus build-out and is designed using the architectural vocabulary approved for the master plan. This project is consistent with the revised master plan, although the building design and orientation have been refined.

Commission Action Requested by Applicant

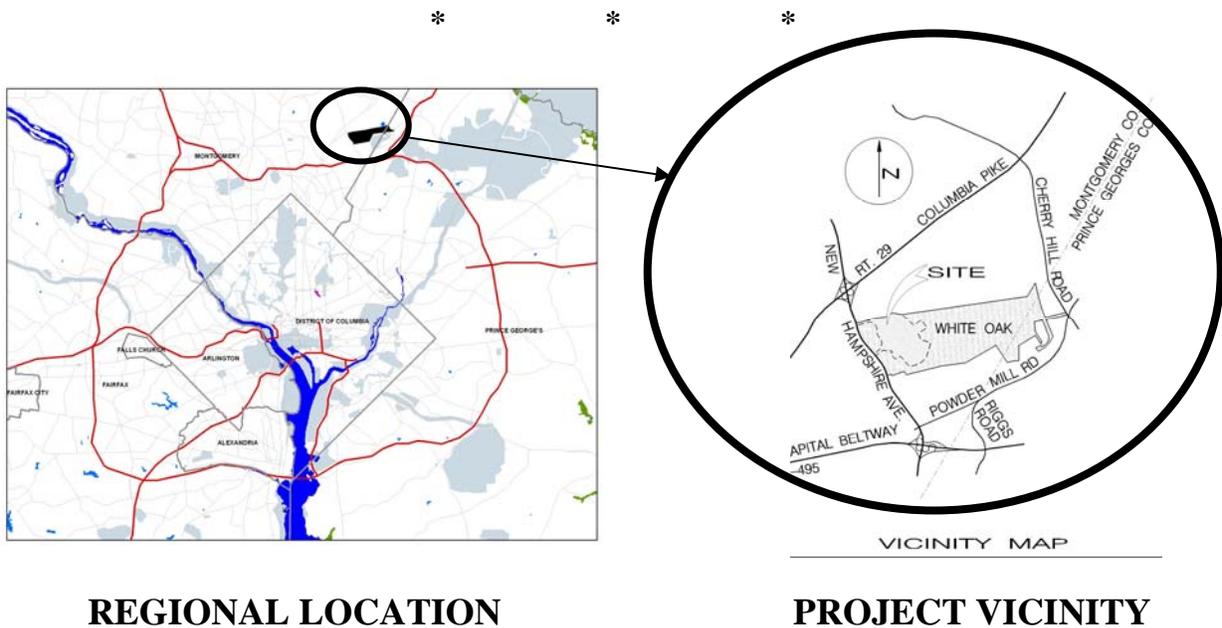
Approval of concept site and building plans pursuant to Section 5 of the National Capital Planning Act (40 U.S.C. § 8722(b)(1)).

Executive Director's Recommendation

The Commission:

Approves the concept site and building plans for the Center for Drug Evaluation and Research (CDER) Office Building 2, 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, except for the proposed parking associated with the project.

- **Expects** the General Services Administration (GSA), until such time as a revised TMP for the FDA campus is completed, to submit a parking analysis which includes the number of employees being added, the location and number of parking spaces associated with the building (CDER Office 2), and the proposed parking ratio resulting from the building project, as required by the Commission action on the 2002 revised master plan for the FDA campus.
- **Requires** the (GSA) to submit a concept design for the project landscaping before submitting this project for final approval in order to demonstrate that the design relationships of the FDA facility, including buildings and landscaping will hold together if construction ends at an intermediate phase.

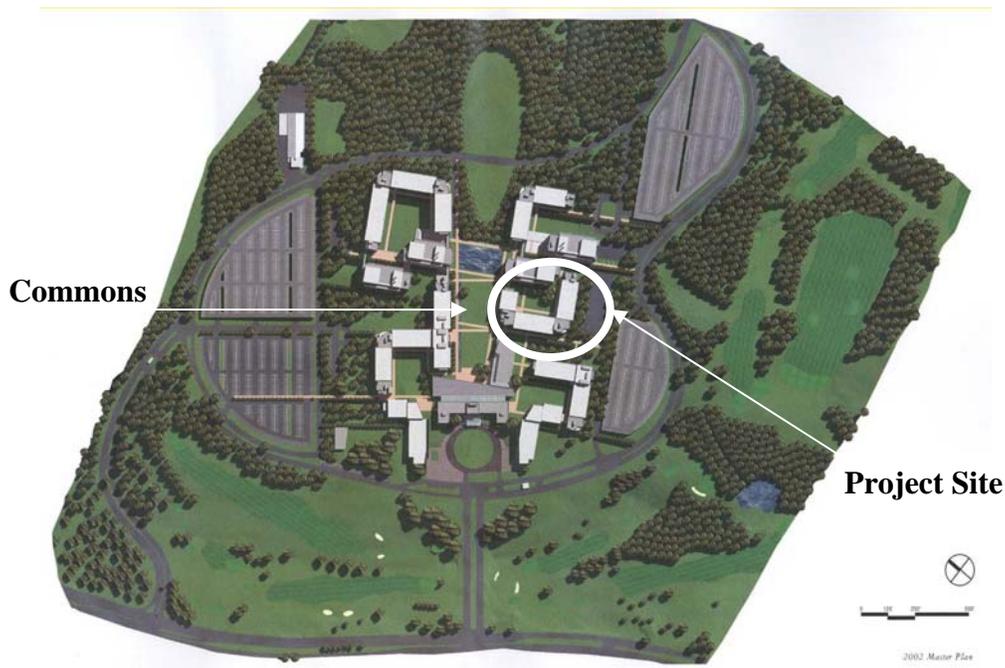


PROJECT SUMMARY

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 located off of New Hampshire Avenue and will encompass 130 acres of the larger 710-acre WOFRC. The WOFRC is 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 CDER Office

Building 2 will be the fifth building to be located at the campus. It will be south of the completed CDER Lab, future Engineering Physics Lab, and CDER Office Building 1, expected to be completed in 2005, and the central open space, or Commons. It will be east of the Shared Use Facility under construction. The proposed location has been shifted slightly south of the site shown on the revised master plan and the footprint varies from the shape depicted in the plan. Approximately 12 acres of the larger 130-acre site will be devoted to the proposed building.



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 that it 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 CDER Office Building 2 will continue 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 Spring 2005 under Phase II. The CDER Office Building 1 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.

Proposal

Building Design

The CDER Office Building 2 will be six-stories in height with a partial basement and have 300,000 gross square feet of space, which will include offices and related support spaces for 1,100 employees. The facility will be comprised of 3 wings, connecting at the intersection of two of the wings and across an atrium to a third. It will connect to a below grade utility and service tunnel to be constructed as part of this project. The main entrance to the building will be through the atrium on the west side of the building. The exterior material palette will be similar to the first office building, mostly brick with punched windows and cantilevered metal panel wall systems as accents, used in some cases to articulate shared support service and conference areas. Aluminum panel wall systems have a warm gray titanium finish like the earlier buildings.

Although similar in concept to the CDER Office Building 1 now nearing completion, refinements have been made to the design for CDER Office Building 2, resulting in some significant changes. The predominant change in form from the first CDER building is the narrowing of the footprint by four meters to maximize natural lighting and views. Narrowing the floor plate has resulted in a compact configuration with an atrium between 2 wings. Containing six floors, each with the same ceiling height as the first Office Building, this building height has been reduced by two meters through use of an under floor air distribution system. Departures from the earlier office building include further differentiation of metal wall systems and include perforated metal scrim extended beyond the first metal panel at the west facade. The use of limestone as an accent to articulate entries has been reduced significantly compared to the earlier office building, and glass curtain wall now predominates at entries. The design features sun-shading devices such as the metal roof above the atrium which varies in angle and thickness.



FOURTH (TYPICAL) FLOOR PLAN

Landscape and Site Design

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. The master plan states as a goal creation of a pedestrian-scale environment with buildings defining landscaped grounds. However, future construction will take place around the facility on four sides in subsequent phases of development on the FDA campus. Therefore, during construction of this project, the 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. Most of the landscaping for the first phases of the master plan development will be designed as well as installed in future phases. Located adjacent to the golf course to the east, beyond the loop road, one of the three major storm water management basins envisioned in the master plan will be carried out as part of the site grading and drainage for this project.



MODEL OF SITE LAYOUT WITH SIDEWALK



CDER OFFICE BUILDING 2: SOUTHWEST PERSPECTIVE



CDER OFFICE BUILDING 2: NORTHEAST PERSPECTIVE

Development Program

Applicant: General Services Administration

Architect: Kling Lindquist/RTKL Associates, Inc.

Square Footage: 300,000 GSF

Cost: \$56 million has been appropriated for the project.

Schedule: Completion date of February 2007.

PROJECT ANALYSIS

Building Design

The proposed CDER Office Building 2 will add a significant number of FDA employees to the developing campus. This building and a structured parking garage that will be submitted to the Commission for action in February 2005 will complete Phase III of the FDA consolidation in White Oak, Maryland. Stylistically, the office building has a contemporary design consistent with the approved architectural vocabulary for the FDA campus. The brick walls with punched openings relate to the surrounding residential development, and to two historic buildings that are being retained and integrated into the evolving campus. The glass curtain wall portions and metal accent walls relate to the laboratory buildings completed and under construction.

In a departure from the first CDER building, the predominant change in form is the narrowing of the footprint by four meters to maximize natural lighting and views. Narrowing the floor plate has resulted in a compact configuration with an atrium between 2 wings. It will allow direct skylight to reach more employee offices than in the earlier scheme with a wider loaded corridor. Sun-shading devices permeate this iteration of the office building. These include louvered canopies above windows, perforated metal screens at the west facade, and the roof above the atrium which varies in thickness and inverse slope. The roof angles will allow sunlight to enter at angles that vary seasonally, but will block out excess solar heat gain that would unduly burden the mechanical systems. Containing six floors as in portions of the first Office Building, each has the same ceiling height as in the earlier building, but overall building height has been reduced by two meters through use of an under floor air distribution system.

The use of limestone as an accent to articulate entries has been reduced significantly compared to the earlier office building, and glass curtain wall now predominates at entries. Reduction of limestone accent has been explained as a cost cutting measure to balance increased cost of the improved elongated floor plate. Staff believes the main entrance should be further highlighted, and recommends that the applicant give further study to this important building element.

SUN ANGLES



WEST ELEVATION WITH MAIN ENTRY



PERSPECTIVE AT MAIN ENTRY

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 800 spaces designated for 1,100 employees. The 800 spaces included with submittal of this project are to be designated in a proposed structured parking garage that GSA will submit for Commission action in February 2005 as part of the same construction phase. Although the use of structured parking facilities is preferred over surface parking in the Commission's 2002 revised master plan approval and in the Comprehensive Plan, the resulting parking ratio of 1 space for every 1.375 employees (1:1.375) for assigned spaces is not consistent with the Comprehensive Plan or with the Commission's action.

Landscape and Site Design

The lack of a landscape design with this concept building and site plan submittal and the further lack of funding to design or implement landscaping until the final construction phase will hinder the GSA's ability to demonstrate the cohesive design relationship sought between buildings and landscaping.

CONSULTATION

The requirement for consultation and coordination with affected local and state governments and the Metropolitan Washington Council of Governments (COG) does not apply to 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 proposal is generally consistent with the revised master plan for the FDA White Oak campus, which was initially approved in 1997 and approved as revised in 2002, with the following exceptions:

- 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 as part of Phase III construction.

- The layout has been reconfigured in a narrower footprint surrounding an atrium to maximize natural lighting in a refinement of the master plan.
- The building orientation has been shifted slightly south of the siting shown on the revised master plan. The explanation for the shift is to accommodate a future wing of the Shared Use Facility that will extend closer to the CDER Office Building 2 than anticipated when the master plan was revised.
- The name of the division to occupy the office building has been changed from CBER to CDER as a result of FDA reorganization.
- The lack of a landscape design with this concept building and site plan submittal and the further lack of funding to design or implement landscaping until the final construction phase will hinder the GSA's ability to demonstrate the cohesive design relationship sought between buildings and landscaping.
- This project has been submitted under the auspices of the approved revised 2002 master plan. Parking ratios approved for the revised master plan apply to this project. The parking summary submitted for this project does not conform to the Commission's action on the 2002 revised master plan, as described in the analysis section of this report.

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.