

# STAFF RECOMMENDATION

M. Marcus  
NCPC File No. 6553



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

Submitted by the General Services Administration

February 24, 2005

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## Abstract

The General Services Administration (GSA) has submitted final site and building plans for an 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 IIIB of the campus build-out.

## Commission Action Requested by Applicant

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

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## Executive Director's Recommendation

The Commission:

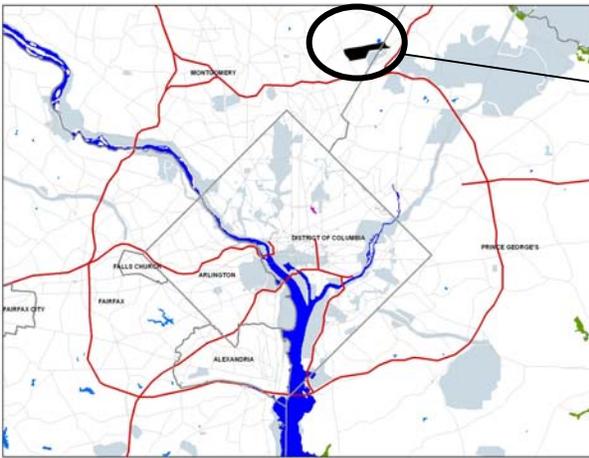
**Approves** the final site and building plans for the North Garage 1 at the FDA consolidated campus at White Oak Federal Research Center (WOFRC) in Montgomery County, Maryland, as shown on NCPC Map File No. 3212.00(38.00)41517, as revised from the previous submission to include aluminum cladding on the north elevation, river birch trees planted along the west facade, and eastern red cedar trees along the north facade.

- **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 the requirement for GSA to submit a revised parking plan for Commission approval within 9 months of full occupancy of the Center for Drug Evaluation and Research (CDER) 1

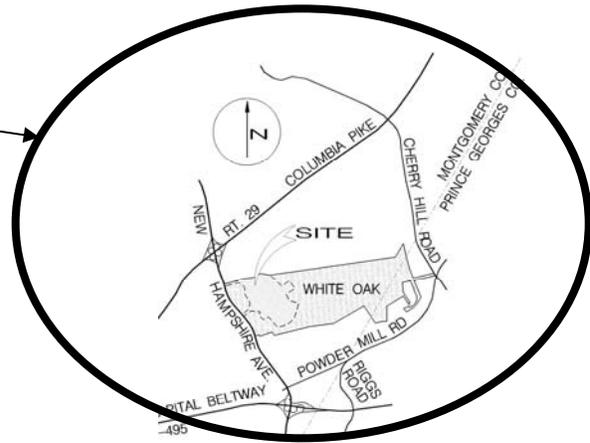
Office Building. In accordance with the Commission action on the 2002 revised master plan for the FDA campus, the revised transportation management plan (TMP) must include:

- An updated employee survey
- A commitment to undertake specific transportation demand management (TDM) strategies
- Updated data on the feasibility and frequency of public bus service to the site.

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**REGIONAL LOCATION**

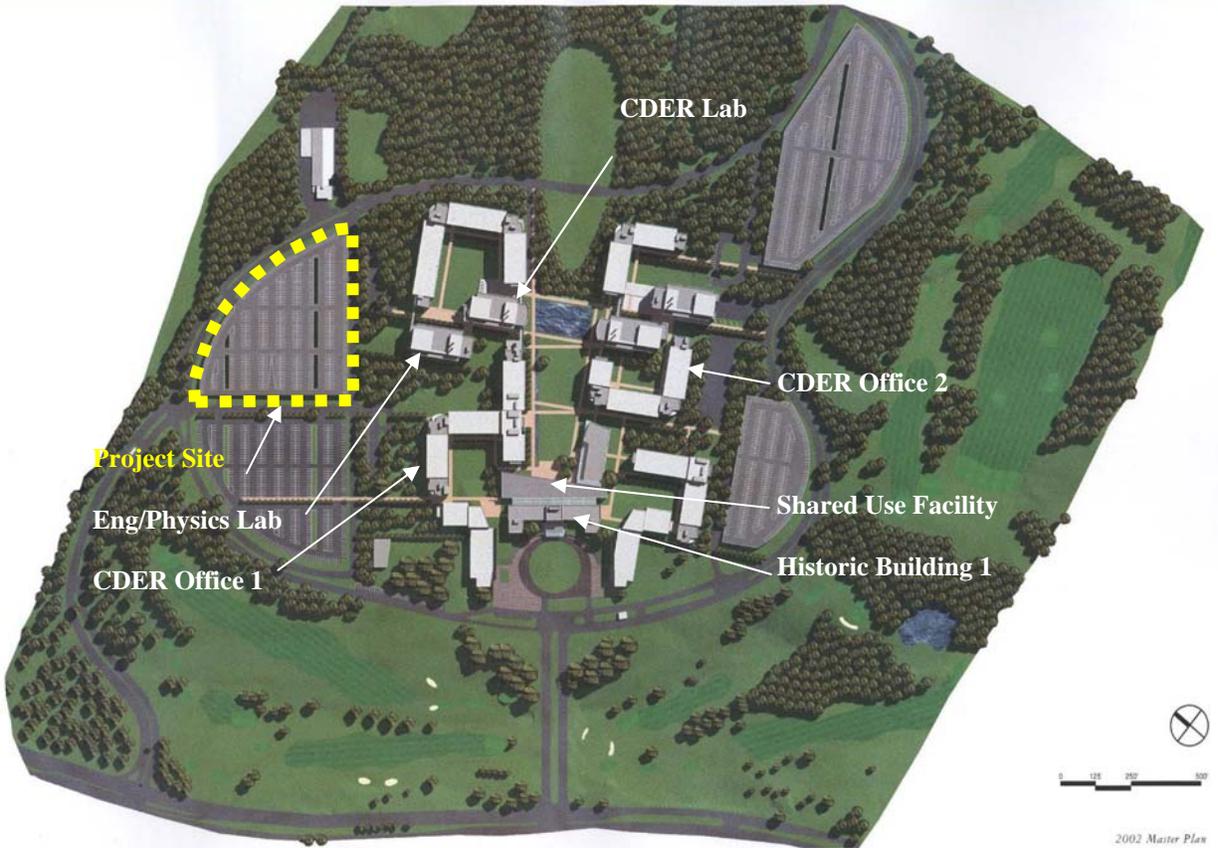


**PROJECT VICINITY**

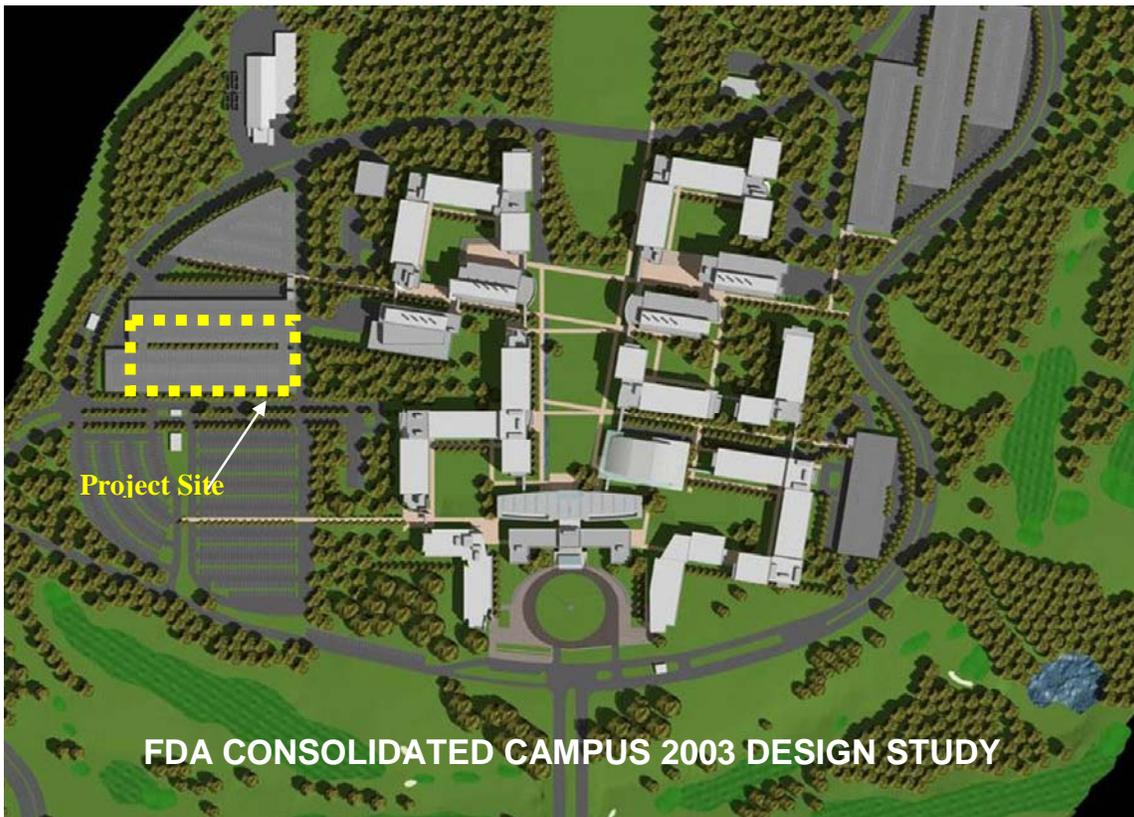
**PROJECT SUMMARY**

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 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 1 Office Building, 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.



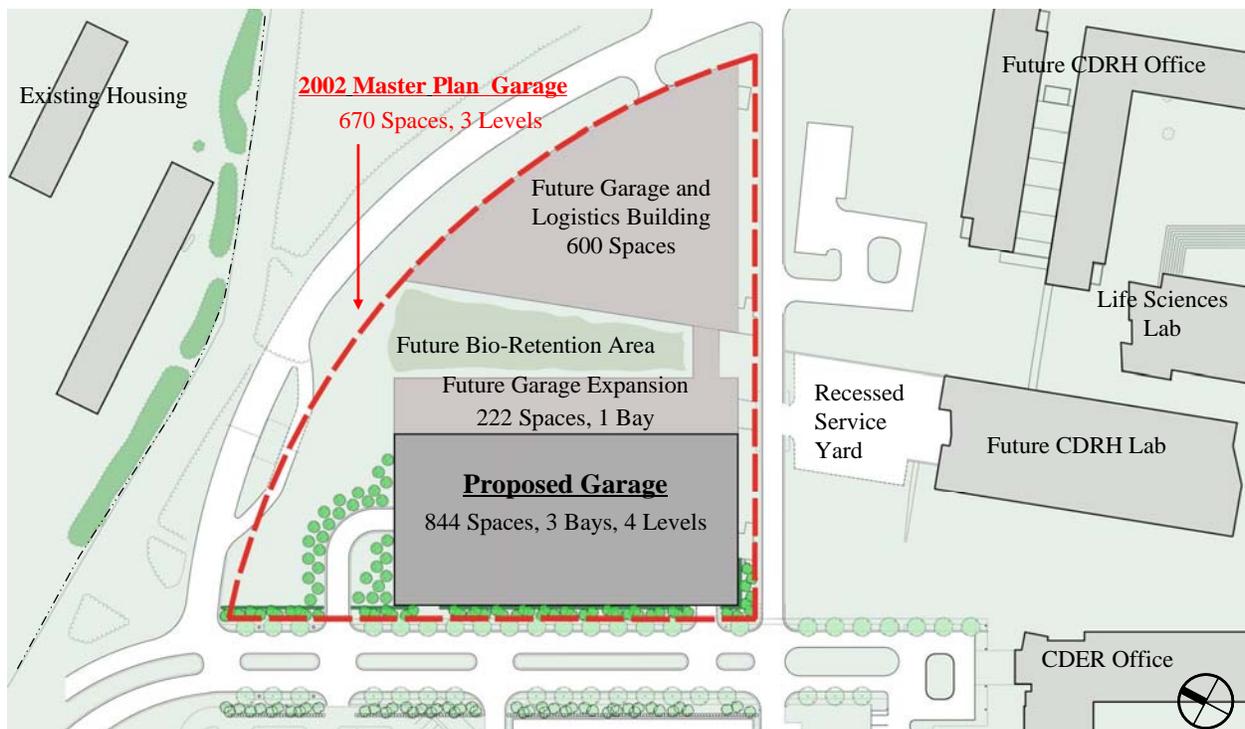
**FDA CONSOLIDATED CAMPUS 2002 REVISED MASTER PLAN**



**FDA CONSOLIDATED CAMPUS 2003 DESIGN STUDY**

## 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. The North Garage 1 will complete Phase IIIB of the campus build-out and will follow the Shared Use Facility, now under construction, and the Engineering/Physics Lab, currently advertised for bid, as 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. The 2003 Design Study shows an additional Garage Expansion with a Logistics Building east of the North Garage, projected for a future phase. The 2003 Design Study has renamed CDER Office 2 with the North Garage as Phase IIIB.



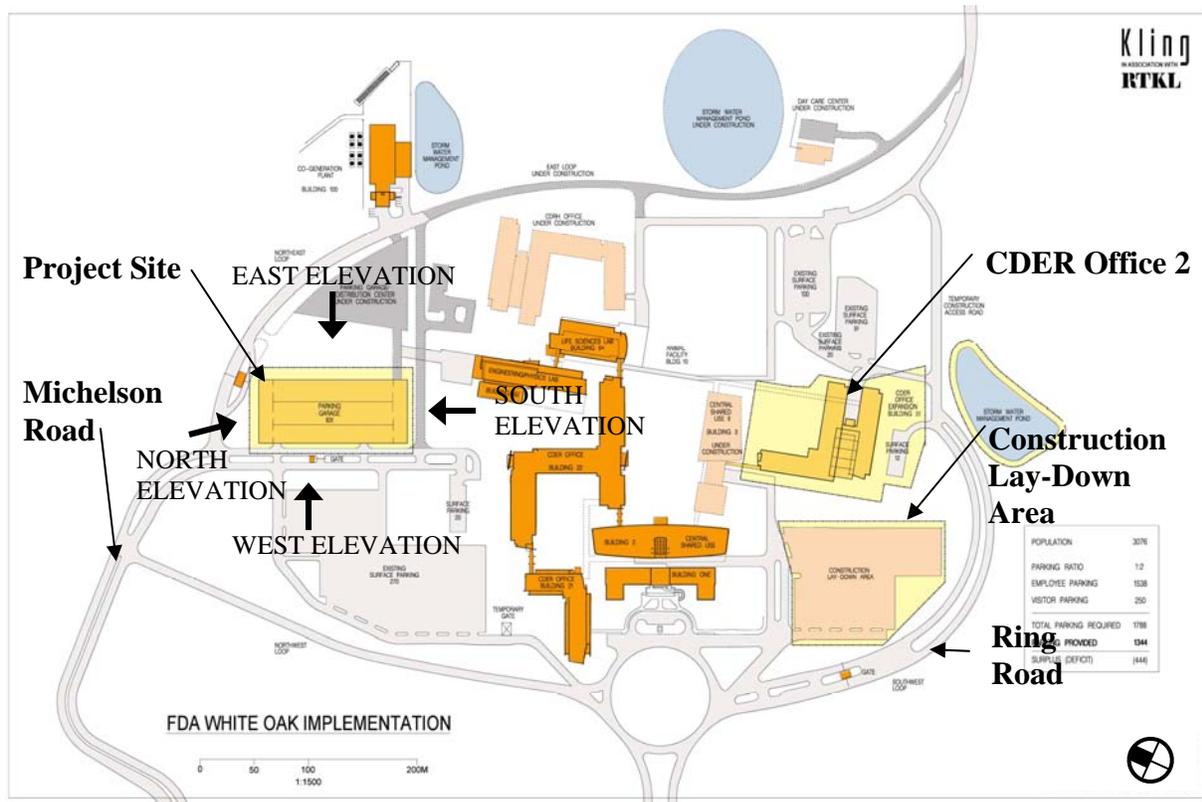
## **SITE PLAN RENDERING**

### Proposal

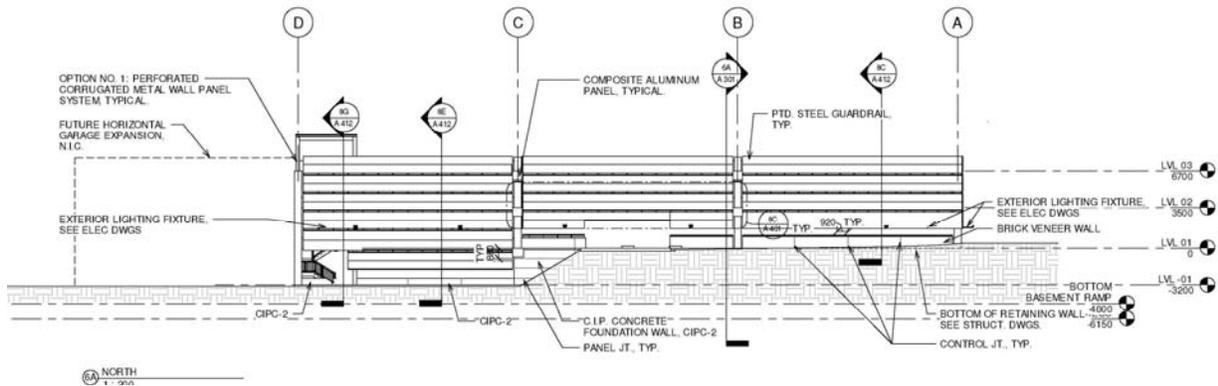
#### *Building Design*

The North Garage 1 will have a rectangular footprint with three bays, each measuring 375 feet long by 62 feet wide. It will have four tiers of parking, three at or above grade on the west side. The natural grade slopes down one story to the east, exposing a fourth tier. The building height will be 9.5 meters or 31 feet above grade from the west and 12.7 meters or 41 feet tall from the

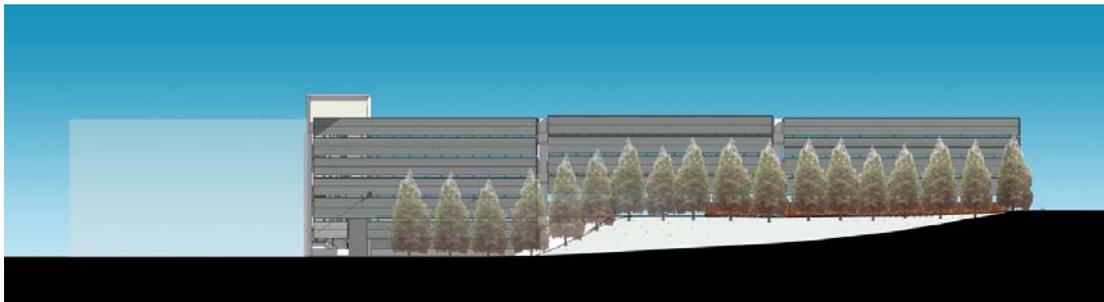
east. It will have 257,904 gross square feet of space and 844 parking spaces. The proposed parking structure will accommodate parking for 1,660 FDA employees that will relocate to the developing campus in CDER Office Building 1 along with 110 employees who currently work in the completed CDER Lab. A fourth bay expansion to the east will be submitted as a future project to accommodate 222 vehicles, with 1,066 total spaces. Its height will match that of the east facade. An at-grade pedestrian link will connect the southwest corner of the garage to the west lobby of the CDER Office Building. The vehicle approach will be via the existing northern entrance, Michelson Road, which will extend and curve to the south as a new four-lane road parallel to the west façade. Vehicles will enter at the south end of the west façade. Vehicle exit will be from the north onto an exit drive connecting to the new parallel road and to Michelson Road. New road construction is not part of this project, but will be accomplished concurrently. The design has been modified from the previous submission to extend cladding with the perforated aluminum panels across the full length of the north elevation.



**PHASE III B PLAN**



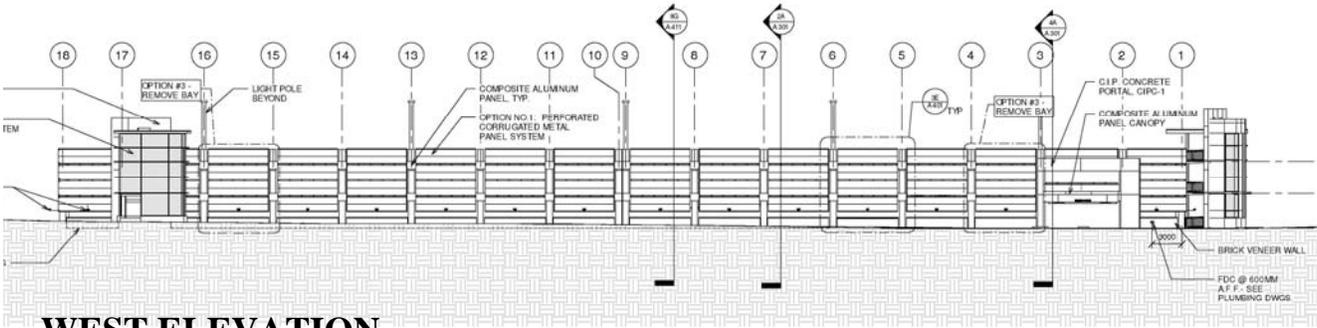
**NORTH ELEVATION**



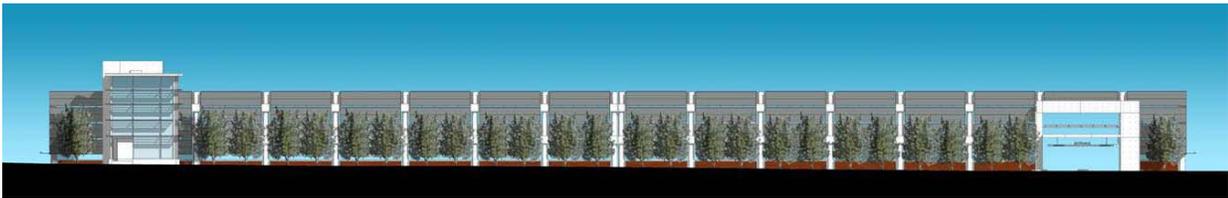
**RENDERING OF NORTH ELEVATION**



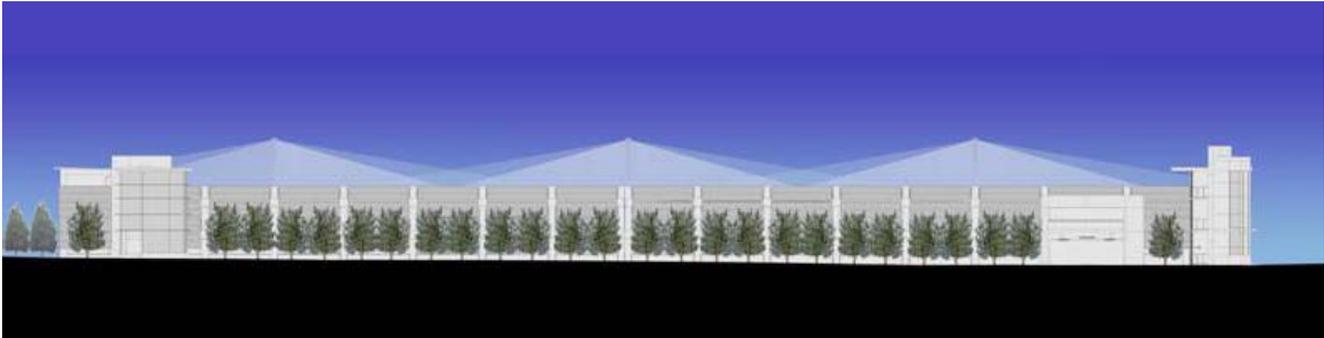
**VIEW OF PARKING GARAGE AND CDER 1 OFFICE BUILDING**



**WEST ELEVATION**

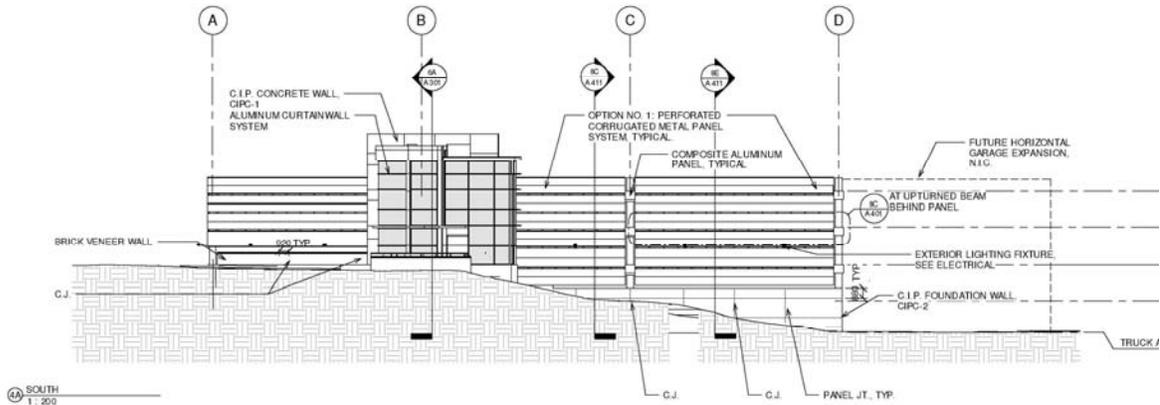


**RENDERING OF WEST ELEVATION**



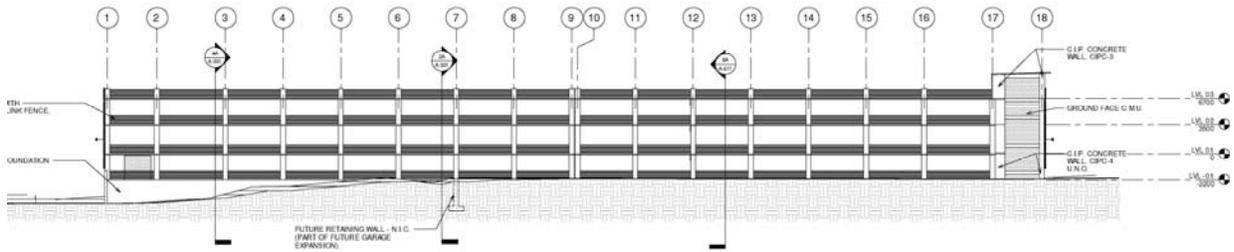
**WEST ELEVATION ILLUMINATED AT NIGHT**

The west façade will have a low brick wall at its base. Above the brick wall the façade will be clad with perforated metal panels, finished in a grey titanium color to match the lab and office buildings on the campus. Concrete columns, spaced at 23 feet on-center, will be partly exposed and visible between the aluminum panels and at an opening above the brick wall. A stair tower will be located at the north end of the building’s west elevation, angled away from it. On the top tier of parking, 10 low cut-off light fixtures will be mounted on 21-foot-tall poles to provide illumination. Light fixtures will be set back 62 feet from the building edge to enable the lighting level to drop to the minimum required one foot-candle at the perimeter closest to neighboring communities.



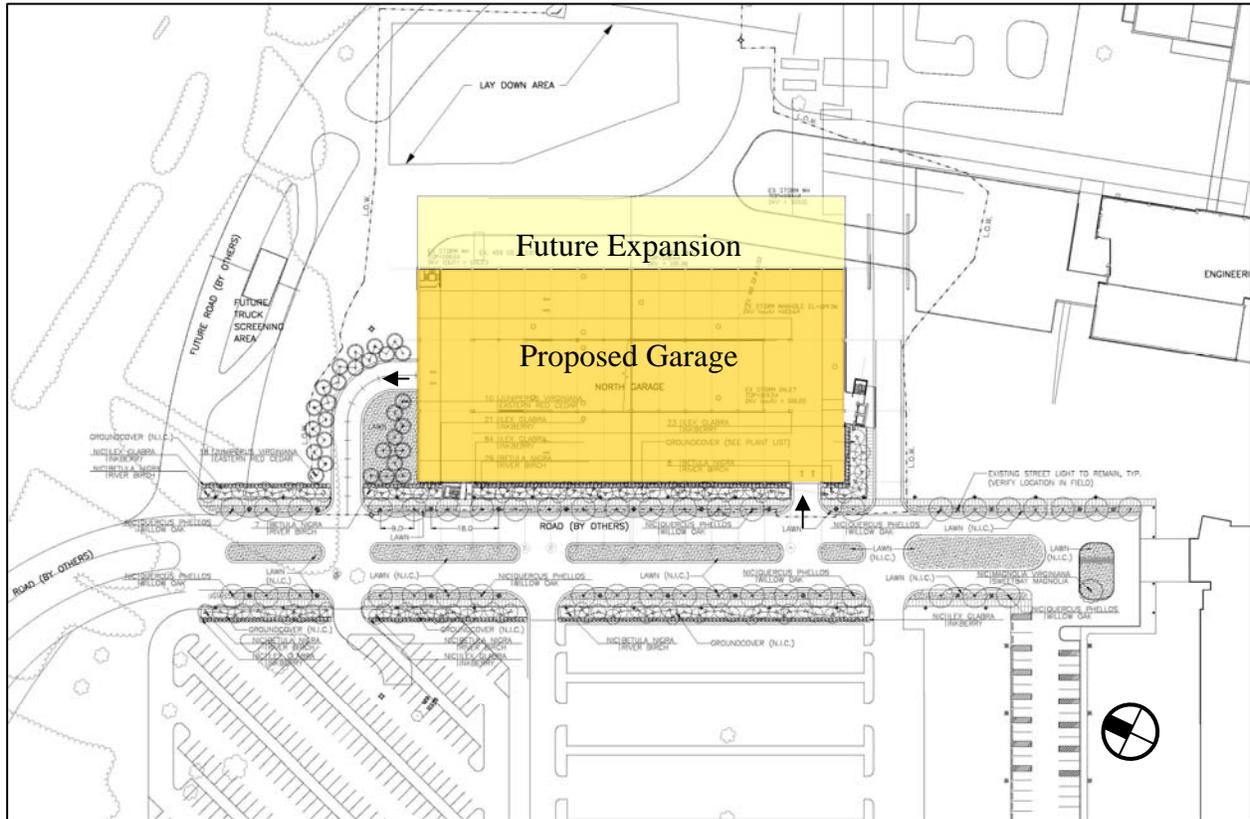
### SOUTH ELEVATION

The primary stair tower, on the south façade, will be aluminum and glass curtain wall with details similar to the CDER Office Building 1. This stair and elevator will serve as the main point of access to and from the garage, with a pedestrian connection to the office buildings at grade. Viewed from both north and south elevations, the terrain can be seen sloping down to the east to expose a fourth parking level. Also shown on the south elevation is the future bay expansion to the east.



### EAST ELEVATION

The east face of the garage, where an additional bay of parking will be added in the future, exposes four levels of parking. It will be secured with post tensioned steel cables at each tier to serve a barrier for cars to a height of 3.6 feet, and will be open above, until the expansion is funded in a future phase. Exposed to the exterior, a chain link fence will be attached to the cable barrier system. A third stair will be located at the northeast corner, faced with concrete masonry units (CMU) exposed on its east elevation.



## SITE/LANDSCAPE PLAN

### *Site and Landscape Design*

A sidewalk will extend along the west façade of the garage and provide pedestrian access between the south and west stair towers and the CDER 1 Office Building. A row of river birch trees will be planted between the sidewalk and the west façade, and eastern red cedars will flank the exit driveway on the north façade. Grass will be planted in areas disturbed during construction to prevent erosion. Sidewalks and pedestrian street lighting will be provided from the garage to the entrance of CDER 1 Office Building. The applicant anticipates that the remainder of the landscaping will be designed and installed as part of the final phase of construction; now projected for 2010. As part of the future bay expansion, a planted bio-retention area will be constructed east of the garage. From that time on, all drainage from the top tier will be routed through the bio-retention areas en route to a storm water management detention basin next to the Central Utility Plant. Prior to that time, drainage will be piped directly to a storm water detention basin east of the garage.

### Development Program

Applicant: General Services Administration  
Architect: Kling Lindquist/RTKL Associates, Inc.  
Square Footage: 257,904 GSF  
Cost: \$8 million  
Construction Schedule: March 2005 – July 2005.

### PROJECT ANALYSIS

Issues raised during the previous review have been prioritized and addressed in this submittal. The applicant has revised the drawings to show cladding and landscaping of the north elevation, as well as the primary row of trees associated with the garage's west elevation. Aluminum panels added to the north elevation are shown in the submission materials as Option No. 1.



**CDER 1 OFFICE BUILDING UNDER CONSTRUCTION: SOUTH LOBBY**



**ENTRANCE AT WEST FACADE**



**SIDEWALK VIEW OF WEST FACADE**



**3 TRUNKED RIVER  
BIRCH TREES**

### *Building Design*

On three 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.

Staff has determined that the concern regarding the need to break down scale of the garage façade and expanse in the horizontal direction has been mitigated by the applicant's decision to plant trees along the west facade now, rather than waiting until completion of the campus. Ten to 12 feet high when planted, the river birch trees, with three trunks, will provide variation through shade, color and texture.



### **VIEW OF PARKING GARAGE AND CDER 1 OFFICE BUILDING**

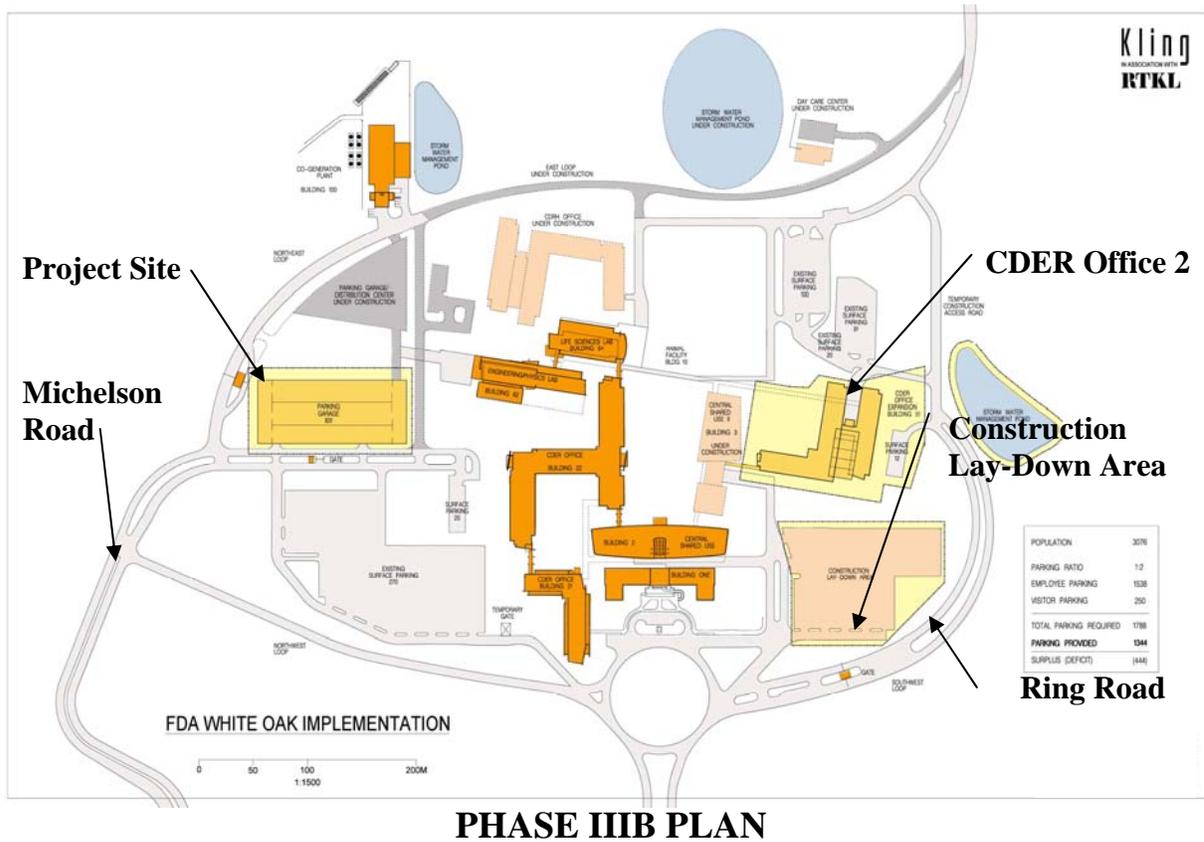
Use of unclad structural materials on the north façade in the previous submittal produced an unfinished appearance and concern for staff. For this submittal, the north façade has been revised to extend cladding with the aluminum panels used on the west and south façades along the entire length of the north façade. The north façade is prominent in that employees approach it first as they drive towards the garage and the CDER Office 1. In addition to providing the first impression to FDA employees approaching the campus from the north, it will provide the public face to the neighbors to the north. Staff notes that the revised construction documents showing the elevation indicate the aluminum panels on the north façade as Option No. 1, but expects this option to be picked up in construction.

### *Parking*

In its action on the 2002 revised master plan, the Commission required 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 1,770 employees in the garage. The applicant has indicated that 600 parking spaces will be

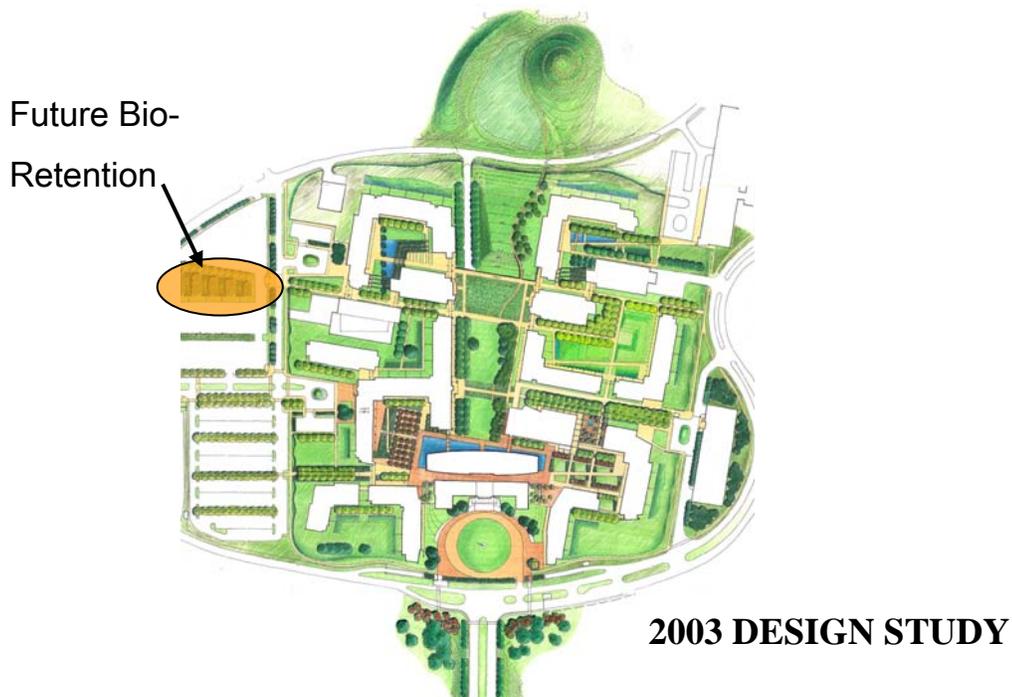
eliminated from the inventory of existing surface parking spaces to accommodate construction lay-down activities, resulting in only 500 remaining surface spaces at the completion of this parking structure. After subtracting 150 parking spaces designated for visitors, an overall parking ratio of 1 space for every 1.48 employees (1:1.48) would result. Although this would not meet the approved parking ratio of 1 space for every 2 employees, this requirement is to be met at final build-out. Staff anticipates that this can be achieved through the development of a transportation management plan. In accordance with the Commission action on the revised master plan, the revised transportation management plan (TMP) must include:

- An updated employee survey
- A commitment to undertake specific transportation demand management (TDM) strategies
- Updated data on the feasibility and frequency of public bus service to the site.



*Site and Landscape Design*

The species of trees selected by the applicant for the west facade is relatively fast growing, which will help to mask and soften the building mass in a relatively short time. In addition the row of trees will begin to create a pedestrian-scale environment, shade the western facade of the building to reduce the potential heat gain, and extend outward beyond the buildings to shade a pedestrian walkway as envisioned in the master plan. When the river birch trees lose their bark in the fall, they will turn a shade of silver which should compliment the grey titanium color of the perforated aluminum panels. The applicant has indicated and staff concurs that the extensive construction planned on the site make greater investment in landscape materials at this time impractical. Staff expects that concerns about pedestrian connections between buildings will be addressed at a later date, as the design for the campus evolves. Planted bio-retention 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 bio-retention 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, the bio filtration through the planted bio-retention area would simply be skipped and drainage routed directly to the storm water detention basin until the bio-retention area is constructed with the expansion.



The impacts of top tier pole mounted lighting on communities to the north have been clarified in this submittal. It appears that existing deciduous trees at the property line would provide some canopy screening at eye level of observers from off campus. The main mitigation to contain light pollution from spilling into existing communities is the lighting design and layout. The lighting has been designed to minimize spill-over to adjacent property. Low cut off down lights will be mounted on ten 21-foot-high poles. The lighting has been designed to achieve the

minimum 1 foot candle lighting required for the security cameras. Based on computer modeling, the applicant believes that no measurable light from the fixtures will reach the adjacent property to the north. The rendering that was submitted illustrates a previous layout where light would be directed in three downward cones from light poles to the top tier. The current scheme should show two rows of five fixtures each, with five downward cones of light rather than three.

Nearby Community to the North



## **GARAGE LIGHTING RELATIVE TO NEARBY COMMUNITY**



## **SIDEWALK TO SOUTH ELEVATOR/ STAIR TOWER**

### **PROJECT CONFORMANCE**

#### 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.

#### Facility 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 departs from certain aspects of the revised master plan with regards to phasing as well as the items described below:

- While the footprint differs from what was proposed in the master plan, its size and location are still consistent with the master plan. However, a fourth level of parking has been added, while the master plan states that parking will be no more than three levels.
- According to the Parking Summary re-submitted 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. Out of 500 surface spaces to remain at the completion of this parking structure, 150 will be designated for visitors. Based on net spaces added, an overall parking ratio of 1 space for every 1.48 employees (1:1.48) will result. This will 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 is required to submit a revised parking plan for Commission approval within 9 months of full occupancy of CDER Office Building 1.
- 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.
- The planted bio-retention area to the east will be designed and constructed with the expansion of the garage, in a future phase. Implementation of the storm water management system is also split between phases. Storm water will be piped directly to the detention basin prior to implementing the plan for bio-retention.
- 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. This project lays the groundwork for the master plan.
- One of its principle design conventions 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. The design submitted with this project conforms to this principle.



**STAIR TOWER AT WEST ELEVATION**

### 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 MOA terms.

### 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.

### 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.