

# STAFF RECOMMENDATION

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NCPC File No. 6784



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**WHITE OAK FEDERAL RESEARCH CENTER**  
FOOD AND DRUG ADMINISTRATION  
EAST ACCESS ROAD  
Montgomery County, Maryland

Submitted by the General Services Administration

November 29, 2007

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## Abstract

The General Services Administration has submitted preliminary and final site and building plans for the East Access Road to the Food and Drug Administration Consolidated campus at White Oak Federal Research Center. The access road includes two security posts and two bridges, and provides the Food and Drug Administration (FDA) Consolidated campus at White Oak Federal Research Center with a second entrance at Cherry Hill Road in Montgomery County.

## Commission Action Requested by Applicant

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

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## Executive Director's Recommendation

The Commission:

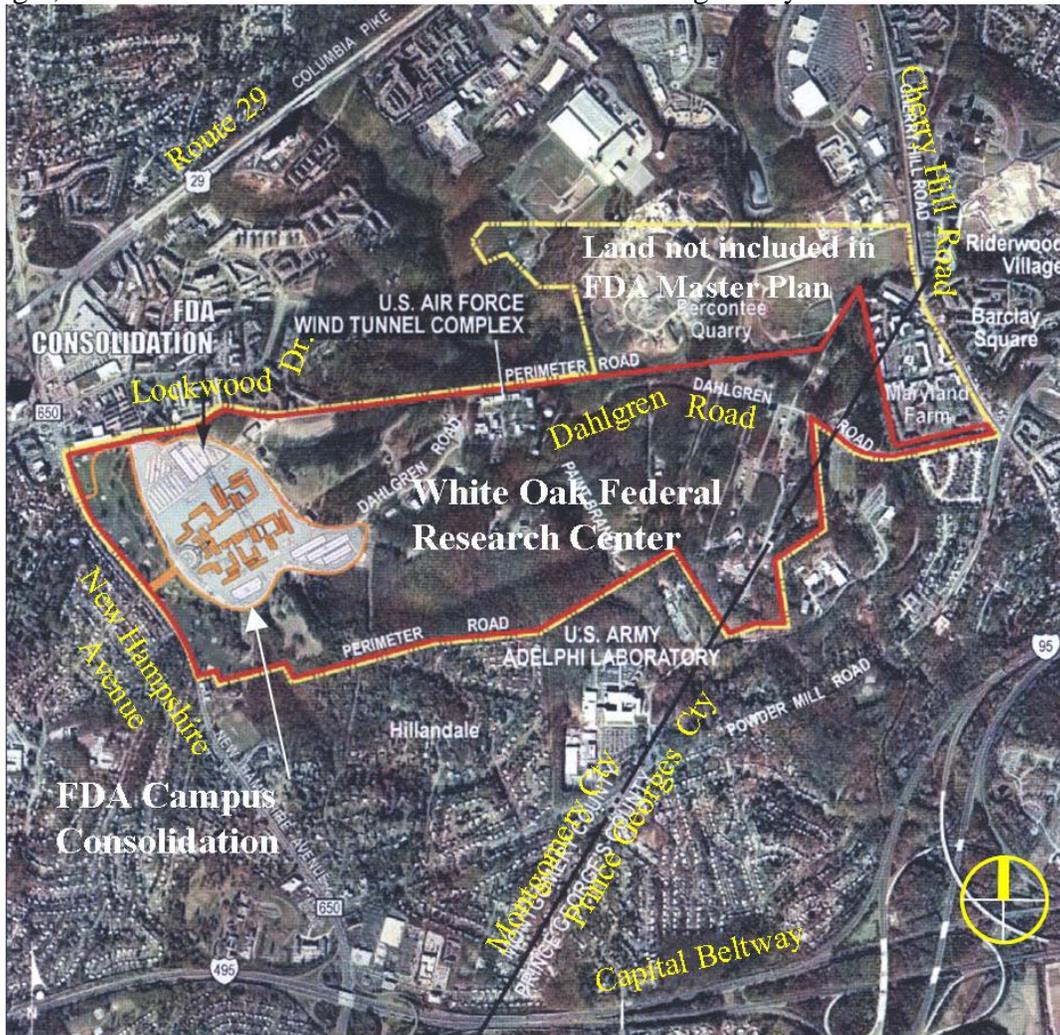
**Approves** the preliminary and final site and building plans for the East Access Road and two security guard stations at the Food and Drug Administration Consolidated campus at White Oak Federal Research Center (WOFRC) in Montgomery County, Maryland as shown on NCPC Map File No. 3104.10(41.22)42389.

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## PROJECT DESCRIPTION

### Site

The project is located partially within and northeast of the Food and Drug Administration (FDA) Consolidated campus of the White Oak Federal Research Center (WOFRC), a 660-acre federal facility located primarily in Montgomery County, near the intersection of Columbia Pike (Route 29) and New Hampshire Avenue (Route 650), with a portion at the eastern edge of the installation in Prince George's County. The FDA campus occupies 130 acres in the western portion of the WOFRC, fronting 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 primarily wooded campus slopes gradually downward to the east from New Hampshire Avenue. Completed and occupied are CDER Offices 1 and 2, two laboratories, the Central Shared Use Building, and the North Parking Garage. Under construction are the CDRH Office Building, the Southwest Garage, the Central Shared Use Building expansion, a connection to and renovation of the extant portion of historic Building 1, and the Office of the Commissioner/Office of Regulatory Affairs.



**Project Vicinity Map**

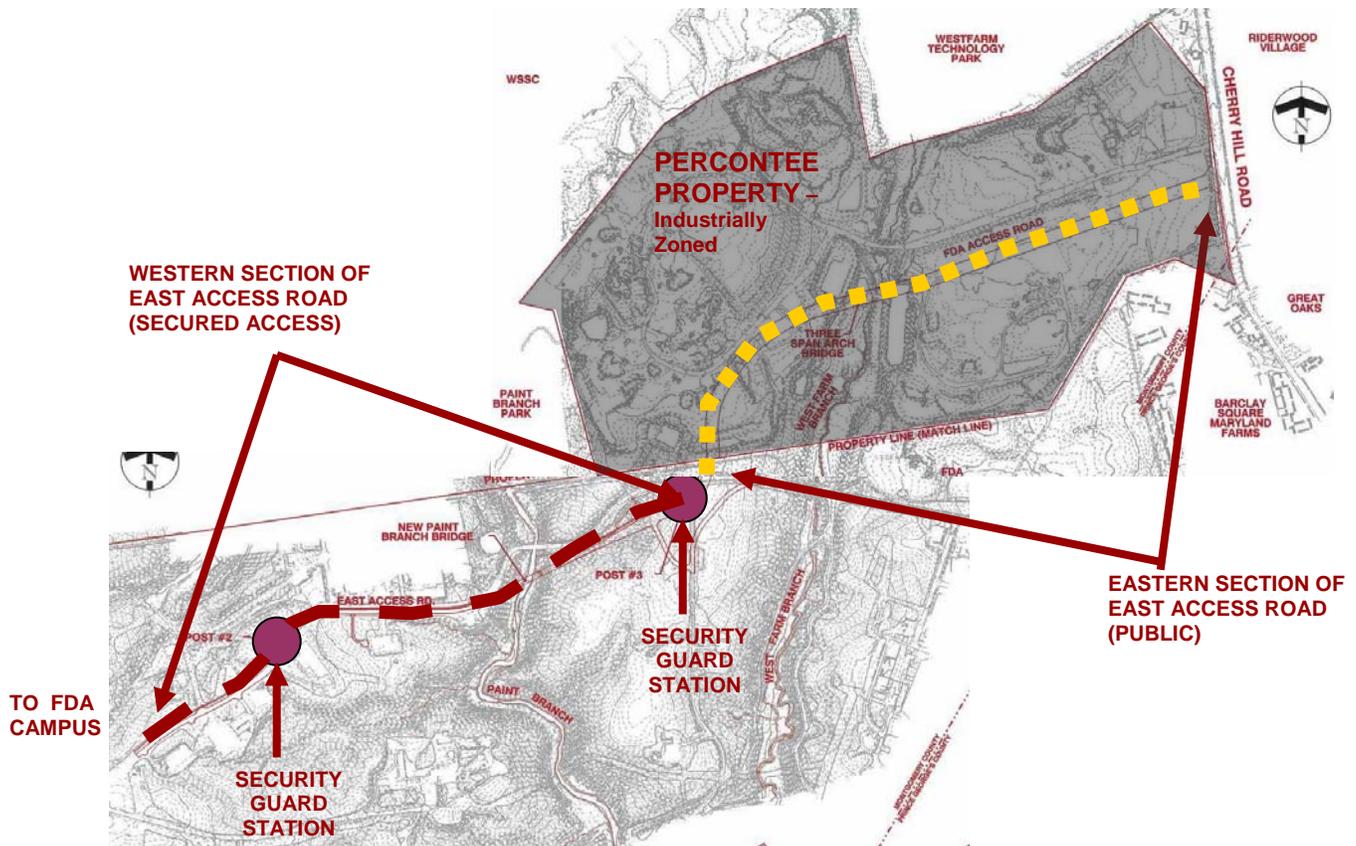
## Background

The Commission approved the Master Plan update for the Food and Drug Administration Consolidated campus in July 2006 which identified three points of access for the FDA campus. The proposed east access road was included in the Master Plan update to provide a second entrance to the campus for Cherry Hill Road. The primary access to the Food and Drug Administration Consolidated campus is located to the west of the campus and connects to New Hampshire Avenue.

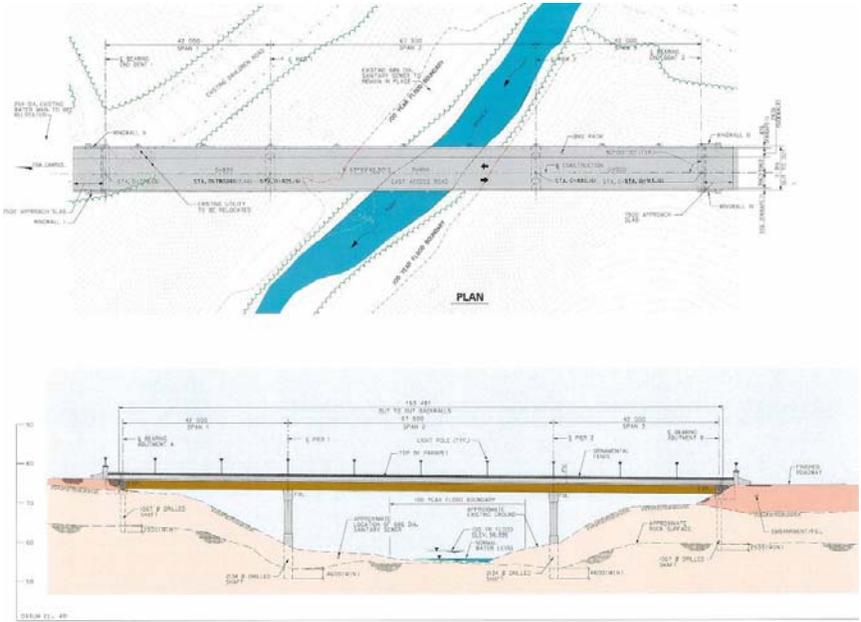
## Proposal

### *Site Description*

This 1.55 mile road is composed of two parts: one secure access roadway and one public roadway. The western section is a secured-access roadway, and will replace the existing Dahlgren Road and bridge over Paint Branch with a new alignment and bridge. This section of roadway will have two staffed security guard stations and is completely contained within the 660-acre GSA White Oak site. A single, 8 foot path will be located on the north side of the secured-access portion of the roadway. The eastern section of the roadway is the public section of roadway and will require a bridge over West Farm Branch to be built in order to connect to Cherry Hill Road. This road is also owned by the federal government, but is contained within the Percontee property. An easement agreement with Montgomery County will be established to ensure that the road can be used by the public and that the Percontee owners will be able to subdivide and develop this industrially zoned property. Along the entire easternmost portion of the new road roadway will be an 8-foot wide bike path and 5-foot wide pedestrian pathway on either side of the road.

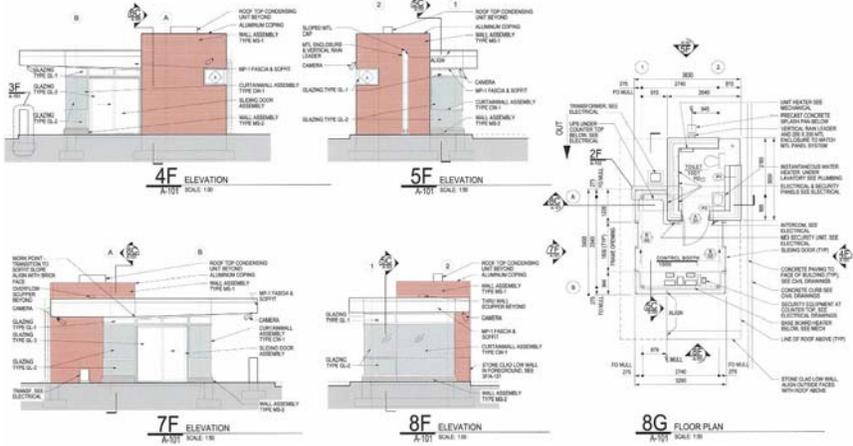


The westernmost section of the roadway will have two travel lanes, each 12 feet wide, and cross the Paint Branch downstream (south) of the existing bridge and will include a pedestrian and bike path. The existing bridge will not be demolished. This proposal is for a three-span bridge with piers on each side of Paint Branch outside of the 100-year floodplain. The bridge entrance will have stone-textured, concrete pilasters with an ornamental cap, concrete bridge parapets and wing walls with stone texture. The parapet on the sidewalk side will have an ornamental fence above it.



**Paint Branch Bridge**

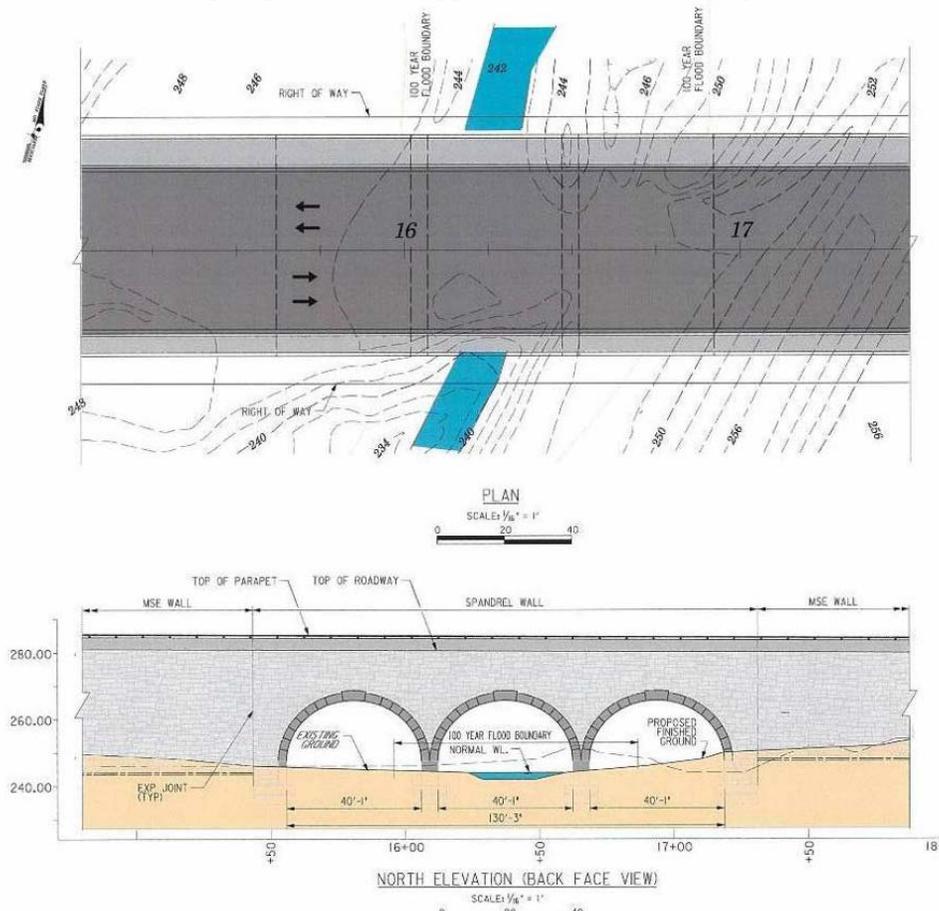
Two security guard stations are proposed along the westernmost section of this new road; one leading to Building 300, the Air Force’s water treatment facility, and another just east of Building 132. These guard stations will use some of the materials and finishes approved in the Master Plan at FDA; metal panel, face brick stone and aluminum/glass storefront.



### East Access Road Security Stations

This easternmost section of the roadway will have four travel lanes, each 12 feet wide, and will be publicly accessible to allow access for the owner of the Percontee property. This roadway will be built to Montgomery County specifications for a Commercial-Business District Road classification (Maryland County Department of Transportation (MCDOT) Standard MC-241.01).

The West Farm Branch Bridge, a three-span, prefabricated arch bridge, will have a sidewalk and bike path on either side of the road. This bridge will be stone-textured concrete with Mechanically Stabilized Earth (MSE) headwalls and wing-walls to retain the roadway embankment. The concrete parapet will be capped with a metal railing.



### West Farm Branch Bridge

#### *Wetlands and Floodplains*

Wetlands within the project area were identified during preparation of the SEIS and a field investigation was performed. Paint Branch was identified as an R2 Perennial Riverine Wetland area. Several pockets of wetlands will be disturbed by the alignment of the eastern section of the East Access Road. The West Farm Branch stream will be redirected to pass through the three-

span bridge. A Wetland Report and request for Jurisdictional Determination has been submitted to the Army Corps of Engineers.

### *Landscaping and Lighting*

The landscape design provides shade trees to line the East Access Road, and ornamental trees as accents at the two security guard station areas. Where feasible, the curbed medians will be planted with groundcover, shrubs, and ornamental trees. The ground plane will consist of lawn grasses and will be blended with warm-season, meadow grasses further from the road, transitioning to the wooded areas. This landscaping will only be planted on the secured portion of the East Access Road and will end at the WOFRC property line.

Road lighting will consist of 25 foot over head cut-off fixtures, positioned on the north side of the new roadway, lighting the pedestrian pathway as well. The security guard stations will have additional 16 foot high pole lights to increase lighting for security purposes.

### Development Program

Applicant:	General Services Administration
Architect:	Kling Stubbins in association with Greenhorne & O'Mara, Inc.
Acreage:	18.5 acres, 1.55 miles
Cost:	\$21M
Construction Schedule:	commencing in March 2008

## PROJECT ANALYSIS

### Executive Summary

While NCPC staff raised several issues during the initial review process concerning the alignment of the roadway and environmental impacts of the proposed roadway alignment, the main issue was the need for coordination with Maryland Department of Planning, Maryland Historic Trust (Maryland SPHO) on the impacts to the archeological resources of this site or evidence of this coordination. Since connection to Cherry Hill Road was only briefly mentioned in the previous Master Plan update in July 2006, the next update to the Master Plan should include a discussion of the access roadway options to reflect this change.

NCPC staff has received the copy of a letter, dated February 2, 2006, that demonstrates coordination between Maryland SHPO and GSA has occurred. In this letter the Maryland SHPO offered the following comments on GSA's proposed strategy on mitigating adverse effects on historic properties: that no additional archeological investigations were warranted for this project, that GSA was taking appropriate action by documenting the adversely affected historic resources in accordance with Stipulation III of the July 2002 MOA, and finally that GSA was correct in their assessment that there were no historic properties issues associated with the

Percontee property portion of the project. With this letter, NCPC staff is satisfied that GSA is complying with the MOA terms.

## CONFORMANCE

### Federal Capital Improvements Plan

The entire FDA campus build-out at WOFRC is included in the Federal Capital Improvements Program fiscal Years 2007 – 2012, adopted by the Commission on September 7, 2006. The overall project cost at the campus during FY 2007 – 2012 is estimated as \$479,300,000. The estimated total project cost is \$814,149,000 and has received \$332,849,000 in prior funding.

### Facility Master Plan

The Commission approved a master plan update for the FDA consolidation at WOFC during its July 6, 2006 meeting which identified, at a conceptual level, an eastern access to the FDA campus to Cherry Hill Road. Since the access described here was to be aligned fully within the GSA property along Dahlgren Road, an update to the Master Plan is required that shows its current alignment through the Percontee property to Cherry Hill Road.

### National Environmental Policy Act (NEPA)

An environmental impact statement was completed for the FDA Consolidated campus at White Oak in 1997. In March 2005, a supplemental environmental impact statement was completed that analyzed the impacts of an east access road, additional employees to be located on-site and inclusion of a day care center. The NEPA process has been satisfied for this project.

### National Historic Preservation Act (NHPA)

GSA completed a Memorandum of Agreement (MOA) for future review of development phases at White Oak in 2002. As required by the MOA, GSA performed a Phase I archeological survey for the east access road and submitted this report to Maryland SHPO for review and comment. The Maryland SHPO reviewed the materials and in letter to GSA in February 2, 2006 summarized its comments, which agreed with the GSA findings that no additional archeological investigations were warranted, that documentation of the adversely affected historic resources would be sufficient and that no archeological resources are present on the Percontee property. GSA is complying with the MOA terms.

## CONSULTATION

### Referral to relevant local planning agencies

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 project, since the project conforms to an approved master plan. Additionally, during development of the

master plan and the phase four project, the GSA and FDA, met regularly with various community organizations including LABQUEST on these changes.