STAFF RECOMMENDATION

M. Marcus

NCPC File No. 6744

WHITE OAK FEDERAL RESEARCH CENTER
FOOD AND DRUG ADMINISTRATION
BUILDING 1, ENTRY PAVILION AND PERIMETER SECURTIY
Montgomery County, Maryland

Submitted by the General Services Administration

May 31, 2007

Abstract

The General Services Administration has submitted final site and building plans for renovation of Building 1, including construction of an entry pavilion and perimeter security around the entry forecourt at the Food and Drug Administration consolidated campus at White Oak Federal Research Center in Montgomery County, Maryland. The 92,392-square-foot building renovation, 4,000-square-foot entry pavilion, and perimeter security will be in Phase IV of the campus build-out, concurrent with construction of Building 31-32.

Commission Action Requested by Applicant

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

Executive Director's Recommendation

The Commission:

Approves the final site and building plans for the Building 1 Renovation, entry pavilion and perimeter security at the Food and Drug Administration consolidated campus at White Oak Federal Research Center in Montgomery County, Maryland, as shown on NCPC Map File No. 3104.10(38.40)42225, and

Reminds the applicant of the October 26, 2006 Commission recommendation that the General Services Administration and the Food and Drug Administration continue working with Montgomery County and relevant transit agencies to improve service from Metrorail stations to the site to coincide with occupancy of the next major office building.

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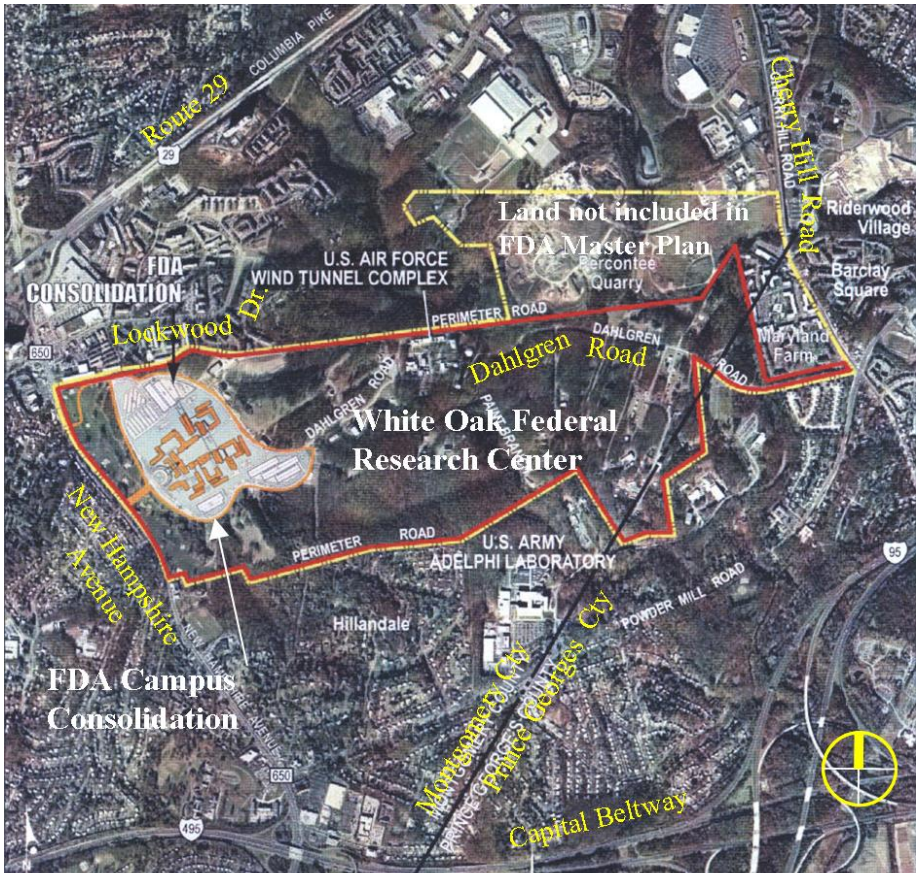


Project Vicinity

PROJECT DESCRIPTION

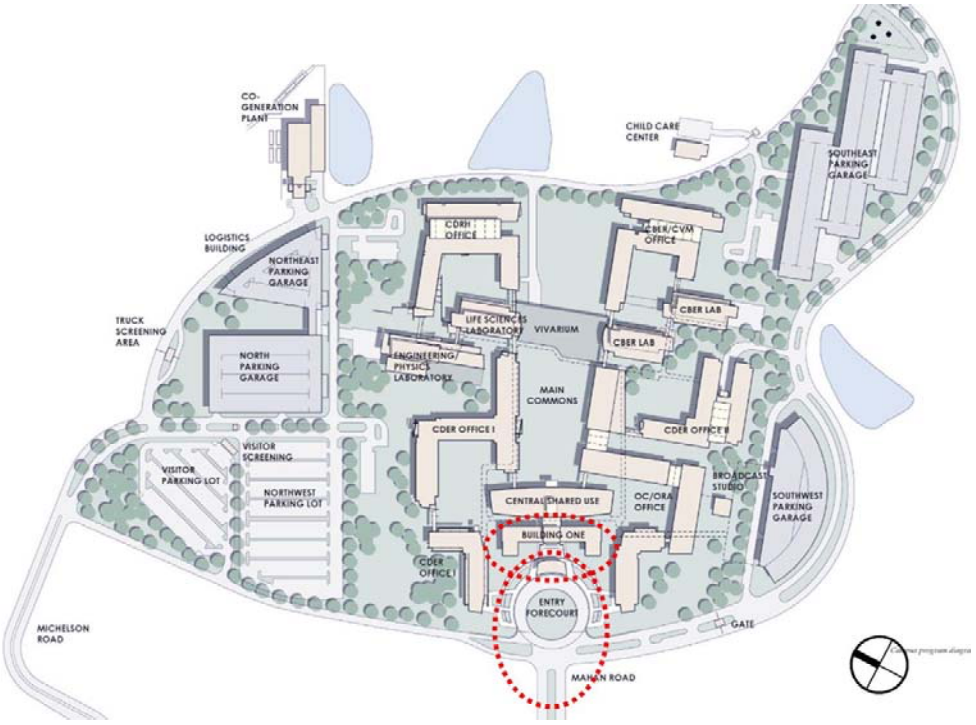
Site

The project is located within 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, and one parking garage. Under construction is the Southwest Garage, the CDRH Building, and the Central Shared Use Building. The extant portion of historic Building 1 fronts on the existing historic circle, flanked by CDER Office 1 to the north. It will connect to the Central Shared Use Building to its east and to the proposed entry pavilion to its west. Approximately 10 acres of the larger 130-acre site will be devoted to the renovation and new work.

Background

Building 1 was the focus of a Memorandum of Agreement (MOA) with the Maryland Historic Preservation Office (MD SHPO) dated July 2, 2002. A Historic Building Preservation Plan (HBPP) dated March 31, 2003 notes that:

> "Building One of the Naval Ordnance Laboratory will now become the symbolic center for the FDA campus as the focal point of the entry sequence. A formal entry forecourt at the scale of Building One will be made by framing it with two flanking office buildings. The entry drive and the forecourt will be re-graded to match the elevation of the Commons beyond in order to establish a unified procession and make a new campus entrance beneath the existing entrance of Building One. This new main campus entrance will be framed by two curved stone retaining walls, monumentally engraved to identify the FDA. The oversized existing circle will be replaced with a more modest circle appropriate to the scale of the pedestrians and the new forecourt with the historic flagpole will be retained."



Project Location in 2006 Approved Master Plan

At its July 6, 2006 meeting, the Commission approved the 2006 master plan update for the FDA consolidation at White Oak and its transportation management plan (TMP), and recommendations for improving transit service from Metrorail stations to the site to coincide with occupancy of the next major office building. Further stipulations required that the applicant submit detailed designs for specific perimeter security projects conforming to the master plan for Commission review when they are developed, and noted concern that the campus would remain without landscaping other than seeding until implementing the landscape plan during the final construction phase in 2011.

At its May 3, 2007 meeting, the Commission **approved** the preliminary site and building plans for the Building 1 Renovation, entry pavilion and perimeter security, and **required** that the applicant include the following as part of the submission for final approval:

- Fully detailed plans, sections, and elevations for perimeter security elements and all other site elements including landscaping and walls; eliminating the outer barrier line at the leading edge of the circle along the Loop Road;
- Complete landscape planting schedules;
- Material and color samples for building and site elements.

Rendered View of Building 1, Entry Pavilion and Perimeter Security at Forecourt

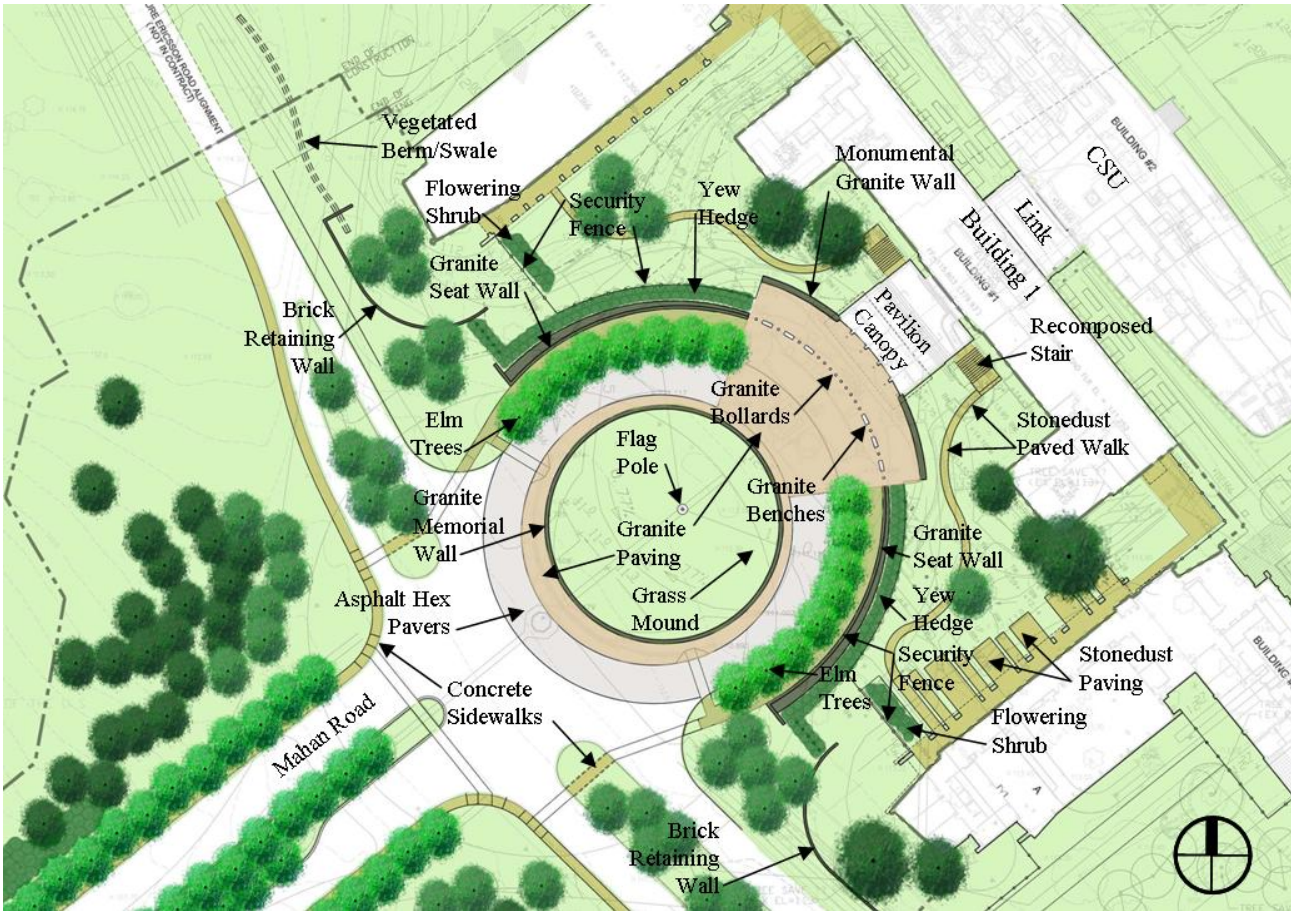
Proposal

Building Design

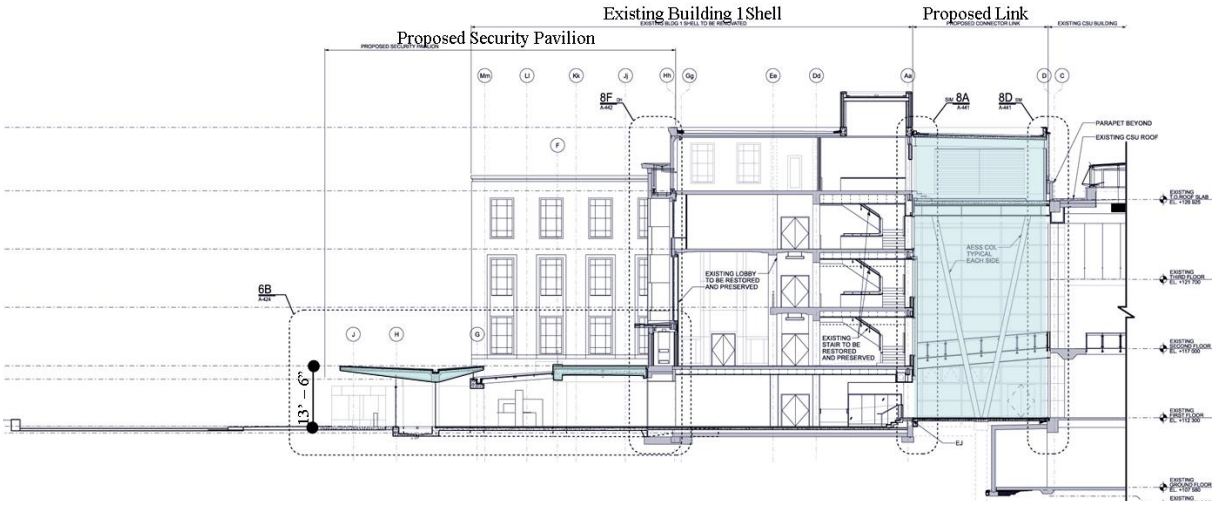
This project includes a renovation of the extant portion of historic Building 1, which consists of a 3-story main building with a partially in ground basement due to a sloping site. The existing building measures approximately 67 feet high and faces the primary campus entrance from Mahan Road. There, an entry forecourt circle will be reconstructed in a smaller diameter than the existing circle. A new 4,000 GSF entry pavilion, which will be the main entrance to both the building and the campus, is proposed at the primary facade's main entrance to allow security screening to take place.

The historic entrance lobby will be retained, while granite from the main stair treads will be reused to recompose stairs on either side of a new terrace on a pedestal which will reuse stone slabs from the historic terrace. Renovation will cover 92,392 gross square feet (GSF), adding new end walls where the building formerly extended, two new elevators, building systems, and replacing the roof and steel sash windows. The existing exterior brick and limestone walls will

remain, as will the existing granite water table. A link space will connect Building 1 at its rear facade to the Central Shared Use (CSU) Building to its east. Combined space in the CSU and Building 1 will contain offices and support for 186 people.

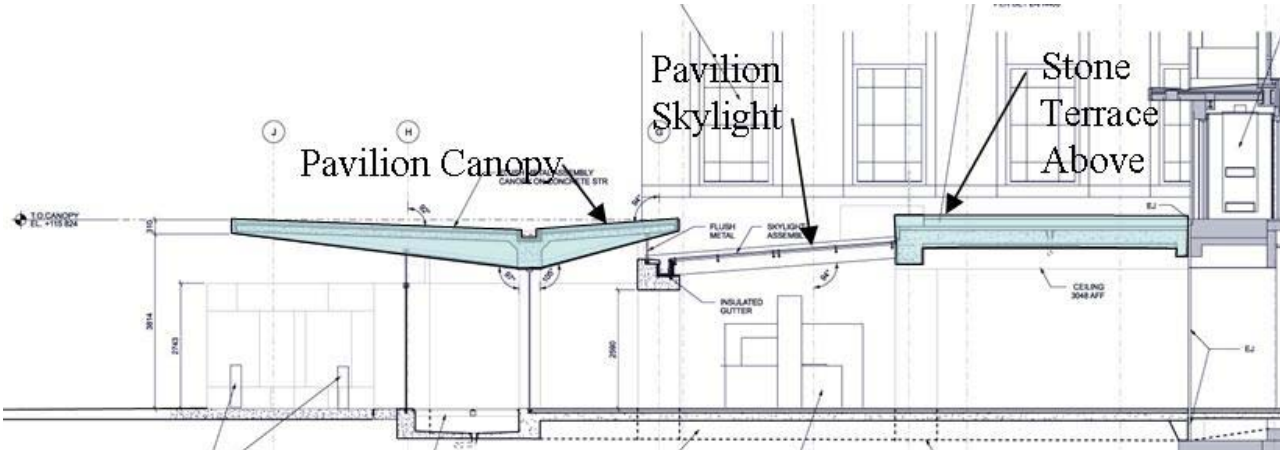


Building 1 Site and Security Plan

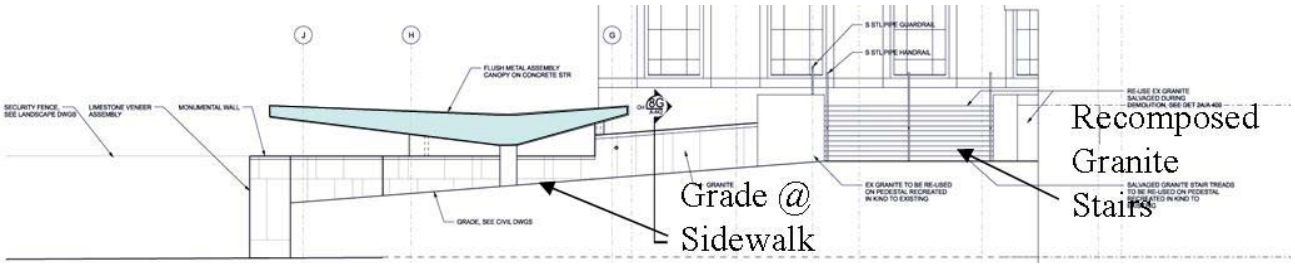


Building Section at Entry Pavilion

A reconstructed terrace within the secure perimeter will overlook a new skylight into the entry pavilion below. The pavilion will be a partially underground one-story structure enclosed by a glass and granite-clad columned facade connecting to a curving granite site wall. The wall will partially surround the new entry circle and will provide controlled access to the FDA campus. The link space to the CSU will have a roofline 2 feet lower than Building 1 and use a palette of materials (painted aluminum and a glazed curtain wall system) similar to other buildings on the campus.



Enlarged Building Section



Security Pavilion & Terrace Elevation

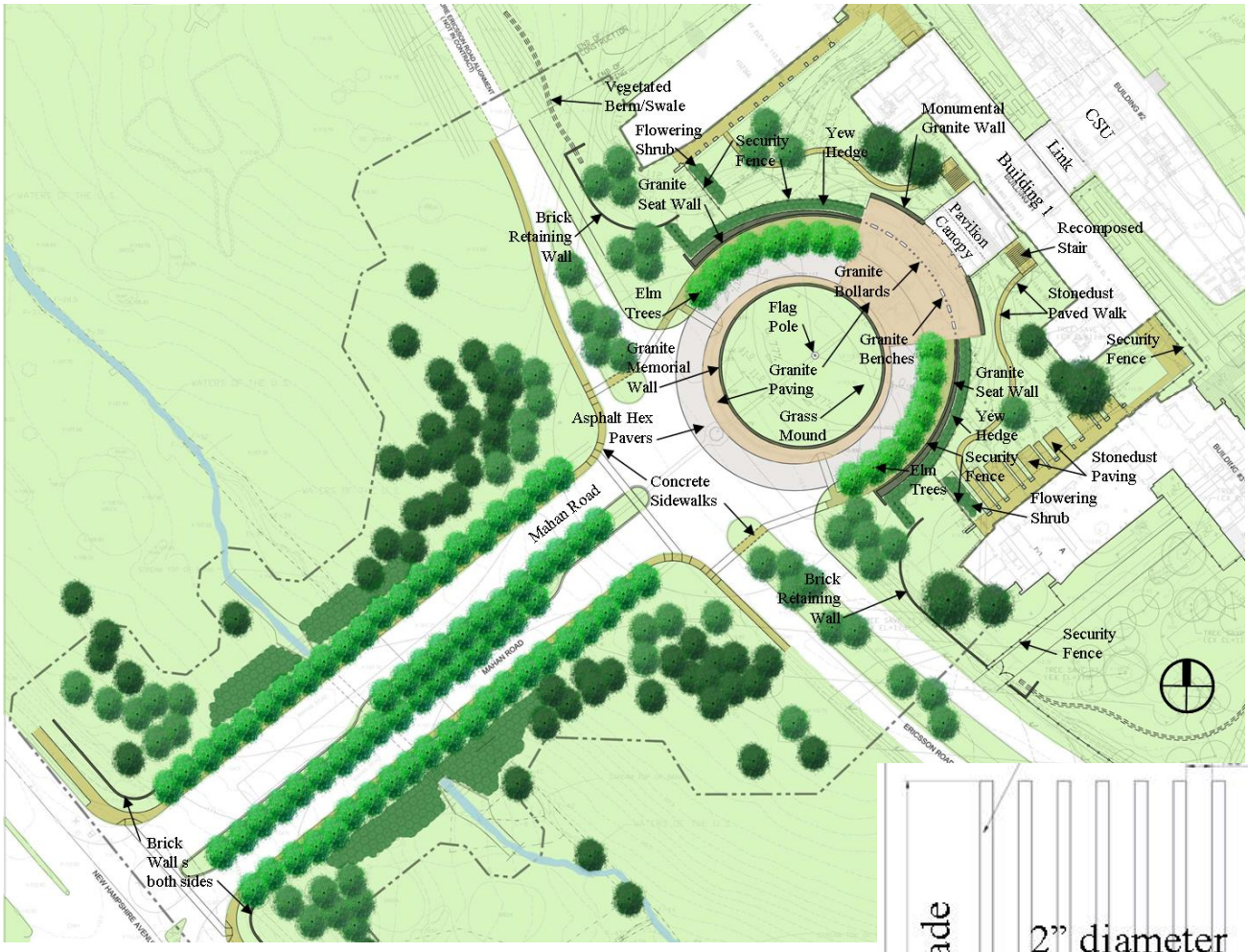
Perimeter Security

A perimeter protection zone for vehicular control will consist of:

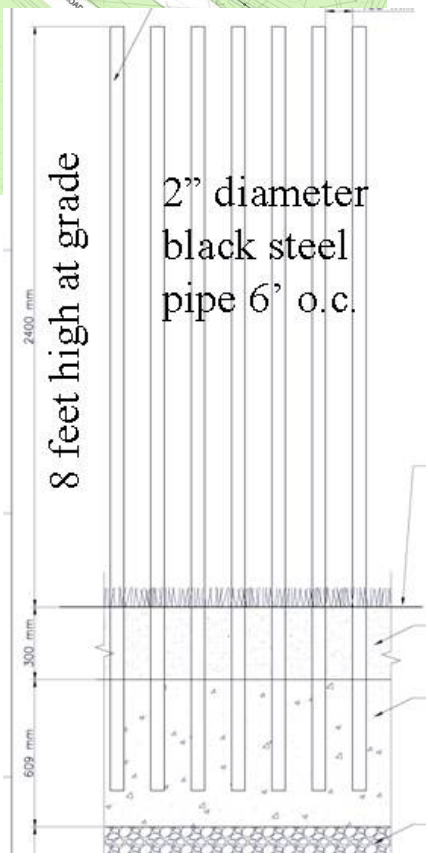
- An 18-inch high memorial wall encircling a mound of dirt and grass in the entry circle,
- A continuous vegetated berm/swale wall at the Loop Road, with a 40” swale depth,
- Two 36-inch high brick retaining walls curving inward from Mahan Road,
- Two granite seat walls arcing up and curving in towards the entrance, and
- Granite-clad bollards and benches in front of the entry (36 inches high, spaced 4’-6” apart between bollards with a14-inch diameter and benches).

Behind the vehicular protection zone closer to Building 1 will be an eight-foot high black steel pipe security fence with an evergreen (yew) hedge directly in front of it. Where the fence stops

behind the seat wall arcing up to a height of eight feet, a set of recessed monumental granite walls will continue to the entrance at a height of nine feet. Behind the fence a pedestrian path will provide visitor access to meeting space in future Building 31.



Building 1 Site and Security Plan



Security Fence Detail

Site and Landscape Design

This project includes a landscape design extending the length of Mahan Road through the golf course until it intersects at New Hampshire Avenue. The site slopes gradually from north to south and from west to east. Mahan Road will be regraded and leveled but remain aligned perpendicular to Building 1. The landscape for the arrival court will be reconstructed using a smaller diameter circle than the original lawn circle used by the Navy.

The major landscape elements proposed are shown on the landscape plan as follows:

- Rows of tulip trees will be planted on each side of Mahan Road with low grasses in the median, and a row of American Elms ringing the circle.

- A circle of lawn will be centered on the arrival court on axis with the historic flagpole, surrounded by an 18-inch high granite clad wall, described as a seat wall and as a memorial wall for Naval plaques.

- A narrow band of granite pavers will encircle the lawn and pave an area the width of the bollards and benches in front of the entrance and crosswalks. Hex asphalt pavers will encircle the road around the band of granite, bordered by a flush granite curve. Stonedust paving will be used for sidewalks leading between Building 1 stairs and the surrounding building terraces, also paved in stonedust.

- Two 3-foot high brick walls will curve inward from New Hampshire Avenue.

Rendered View of Landscaping at Building I Main Entrance

Development Program

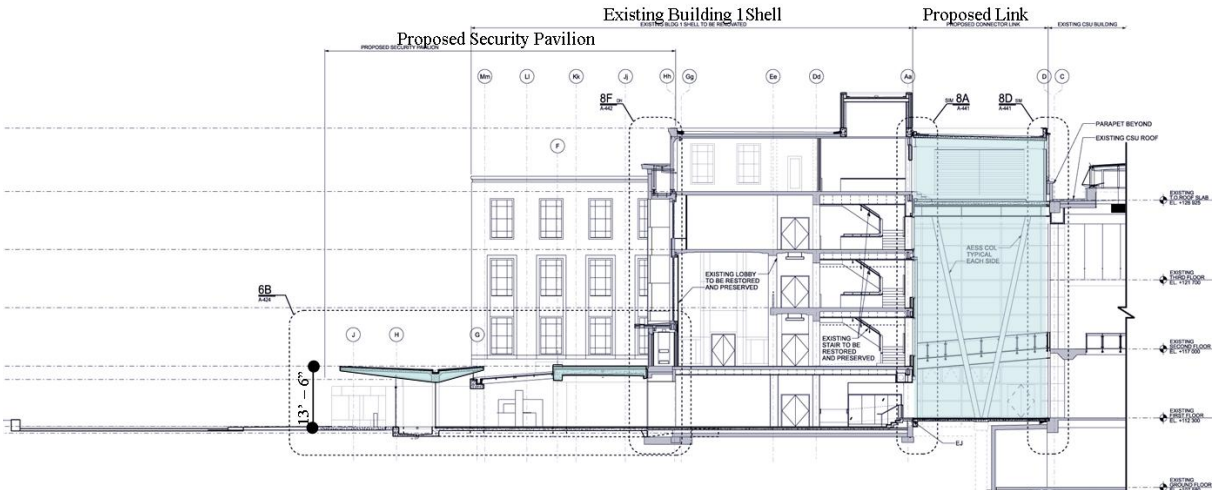
Applicant:	General Services Administration
Architect:	Kling Stubbins teamed with RTKL Associates, Inc.
Square Footage:	96,392 GSF
Cost:	$21.6 million total budgeted and approved for new construction
Construction Schedule:	November 2007– January 2010

PROJECT ANALYSIS

Staff is satisfied with the design for renovation of Building 1, and finds that the proposed entrance pavilion would solve multiple design issues. Further, staff supports the use of the various landscape plantings proposed to frame the approach and ceremonial entrance to the campus, as well as the general incorporation of landscaping in the project. During the preliminary review, staff raised issues about the perimeter security, questioning the need for a redundant barrier line. Preliminary approval was based on the applicant's agreement to remove the tiger trap and operable bollards at the leading edge of the circle, alleviating this concern. During the current review of the final submittal, staff questioned the bollard bulk, height and spacing, which the applicant has also agreed to revise to reduce height and increase spacing between bollards.

Building Design

The applicant has stated the design intent of preserving the historic character of the building as outlined in the MOA with the MD SHPO and in the HBPP. Staff is satisfied that the design for renovating Building 1 and that the proposed security pavilion follows the intent of the MOA, which acknowledges that the design should modify the front entrance of the remaining portion of Building 1 to provide a visitor's entrance from the basement underneath the current entry steps and decks. Providing an entry pavilion underneath the existing entry as proposed will allow security screening to occur outside the building footprint while also providing an accessible entry for those with physical disabilities. The link space directly behind Building 1 shows proper deference in height by measuring slightly lower than the Building 1 roofline.

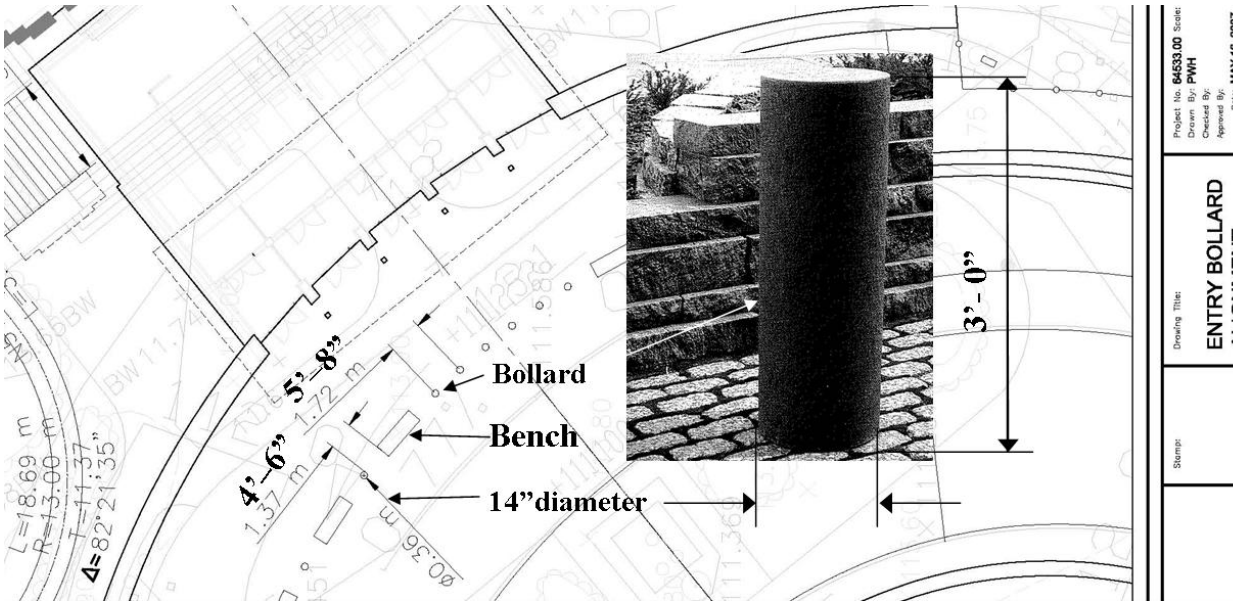


Building Section at Security Pavilion

Perimeter Security

In response to specific staff recommendations during early consultation, the applicant eliminated a row of bollards at the sidewalk. During preliminary review and consultation, the applicant agreed to eliminate a collapsible concrete "tiger trap" and retractable bollards near the leading edge of the circle, thus alleviating staff's concern regarding the redundant barrier line.

As NCPC approval of preliminary site and building plans required of the final submission, more fully detailed plans and details of the perimeter security elements have been included. This brought to staff's attention that bollard diameter (16 inches) had almost doubled from the diameter (9 inches) shown in the preliminary submittal. The height remained 42 inches high, and the spacing was not defined. Based on staff input and comment during the review, GSA has agreed to decrease bulk and height and employ a wider spacing between bollards, and has confirmed a bollard diameter of 14 inches, a height of 36 inches, and spacing of 5'-8" on center with 4'-6" openings between bollards and benches. GSA provided the following revised details:



Revised Detail of Bollard Size and Spacing

The perimeter security portion of this project has been revised such that details and descriptions of the massing, material and dimensions including wall heights and bollard diameters are acceptable. Drawings clearly show the proposed security measures in the context of the surrounding buildings, including retaining walls at the Loop Road and the eight-foot high black steel pipe security fence. Although staff does not expect the security fence to be completely hidden by the proposed yew hedge for several years, it has been designed to blend into the background rather than to stand out. Material and color samples for building and site elements have been submitted, including granite cladding. Staff now finds that information submitted in the perimeter security portion of the project is acceptable to convey its intent and therefore recommends final approval.

Rendered View of Building I Main Entrance

Elevation of Landscape Screening for Security Fencing

Landscape Design

The narrative describes a dramatic and picturesque approach to the campus and its symbolic center through a procession that includes the golf course and the tulip-tree lined Mahan Road framing the entrance. Landscape planting and material plans and site details now submitted include fences and walls and are acceptable for a final submittal to convey information about the site elements and landscape plantings. Landscape planting schedules are included and standard details of site elements are customized for the purposes of this project. Material and color samples for site elements submitted include granite cladding and paving and sandstone paving. Stonedust will be recycled from salvaged stone from buildings on site to increase sustainability.

PROJECT CONFORMANCE

Federal Capital Improvements Program

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 and Transportation Management Plan

This project generally comports with the Master Plan Update for the FDA consolidation at White Oak approved by the Commission during its July 6, 2006 meeting. Minor footprint changes such as relocation of the security pavilion closer to Building 1 are considered to be within the approved plan. On May 3, 2007, the Commission approved a modification to Phase IV the Master Plan to reconcile 544 additional parking spaces that will be built during the phase.

National Environmental Policy Act

Staff notes that GSA's NEPA analysis demonstrates appropriate mitigation and no unresolved significant adverse environmental impacts from the planned action. Staff has evaluated the December 8, 2005 GSA Record of Decision (ROD) and finds the planning and implementation actions acceptable. Modifications included with this submittal are not significant enough to change the conclusions reached in the Final Supplemental Environmental Impact Statement (SEIS) and ROD.

- Leading up to the ROD, The General Services Administration and the Food and Drug Administration had completed, in March 2005, an SEIS to address potential environmental impacts involving the update and modifications of the FDA master plan.

As this project is in the Environs and not in the District of Columbia, the Commission does not have an independent responsibility under NEPA.

National Historic Preservation Act

GSA completed a Memorandum of Agreement (MOA) for future review of development phases at White Oak in 2002. Under the agreement, GSA is to circulate the design plans for each phase to the Maryland Historical Trust (MD SHPO) for comment. Staff is satisfied that the design for renovating Building 1 and that the proposed entrance pavilion follow the intent of the MOA, which acknowledges that the design will modify the front entrance of the remaining portion of Building 1 to provide a visitor's entrance from the below-grade level underneath the historic entry steps and terrace.

In staff's opinion the applicant has also met the MOA's stipulations for Design Review, since the applicant submitted to the MD SHPO for review and that the SHPO has responded. The MD SHPO stated in its April 4 letter to GSA that the historic metal windows for Building 1 should be repaired and retained, if possible, as called for in GSA's Historic Preservation Building Plan (HPBP) for White Oak. If the windows are deteriorated beyond repair, then they should be replaced in kind. Staff concurs with this recommendation, which was identified in the HPBP, and encourages GSA to respond to this recommendation from the MD SHPO.

Comprehensive Plan

As continuation of the ongoing consolidation, the proposed project building is generally consistent with applicable of the Comprehensive Plan for the National Capital. Specifically, policies for Locating Federal Workplaces under the Federal Workplace Element specify that the federal government should consider the modernization, repair, and rehabilitation of existing federally owned facilities for federal workplaces before developing new facilities.

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.