

STAFF RECOMMENDATION

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NCPC File No. 6746



WHITE OAK FEDERAL RESEARCH CENTER
FOOD AND DRUG ADMINISTRATION
BUILDING 31-32 OFFICE OF COMMISSIONER/OFFICE OF REGULATORY AFFAIRS
Montgomery County, Maryland

Submitted by the General Services Administration

April 26, 2007

Abstract

The General Services Administration (GSA) has submitted preliminary site and building plans for construction of Building 31-32, known as the Office of the Commissioner and the Office of Regulatory Affairs at the Food and Drug Administration (FDA) consolidated campus at White Oak Federal Research Center (WOFRC) in Montgomery County, Maryland. The 481,000-square-foot building will be in Phase IV of the campus build-out, following the Southwest Parking Garage, concurrent with renovation of Building 1. With this project, GSA has submitted a modification for the Phase IV Phasing Plan.

Commission Action Requested by Applicant

Approval of preliminary site and building plans for the Commissioner/Office of Regulatory Affairs Building 31-32, and approval of Phasing Plan IV of the 2006 approved campus master plan pursuant to Section 40 U.S.C. § 8722(b)(1).

Executive Director's Recommendation

The Commission:

Approves the preliminary site and building plans for the Office of the Commissioner/Office of Regulatory Affairs Building 31-32 at the FDA consolidated campus at White Oak Federal Research Center (WOFRC) in Montgomery County, Maryland, as shown on NCPC Map File No. 3104.10(38.00)42229 and, with the exception of the vehicular vegetated berm/swale.

Requires that the applicant find an alternative to the berm/swale that is more appropriate to the campus setting.

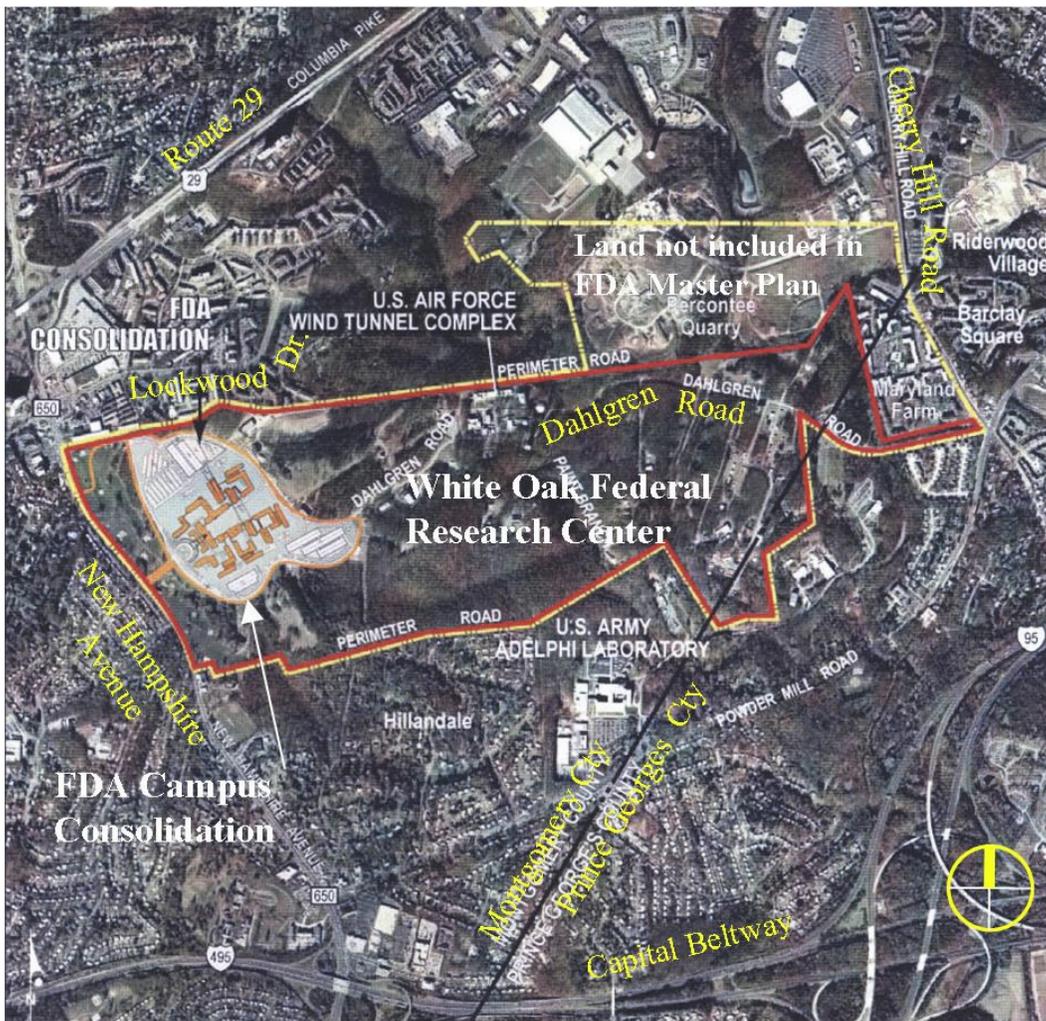
Requires that the applicant include the following as part of the submission for final approval:

- Fully detailed plans for landscaping and all other site elements;
- Complete landscape planting schedules;
- Material and color samples for building and site elements.

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.

Approves a modification to Phasing Plan IV for the 2006 approved master plan and transportation management plan.

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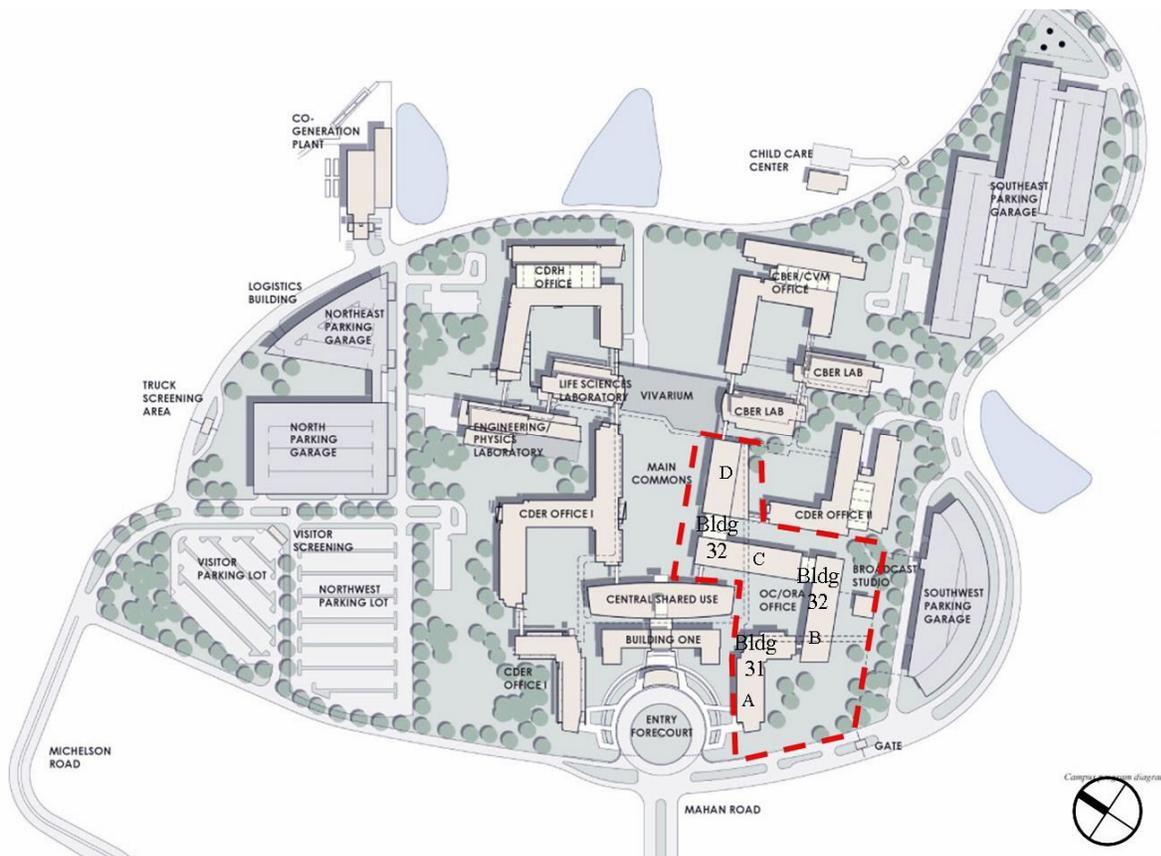


Project Vicinity

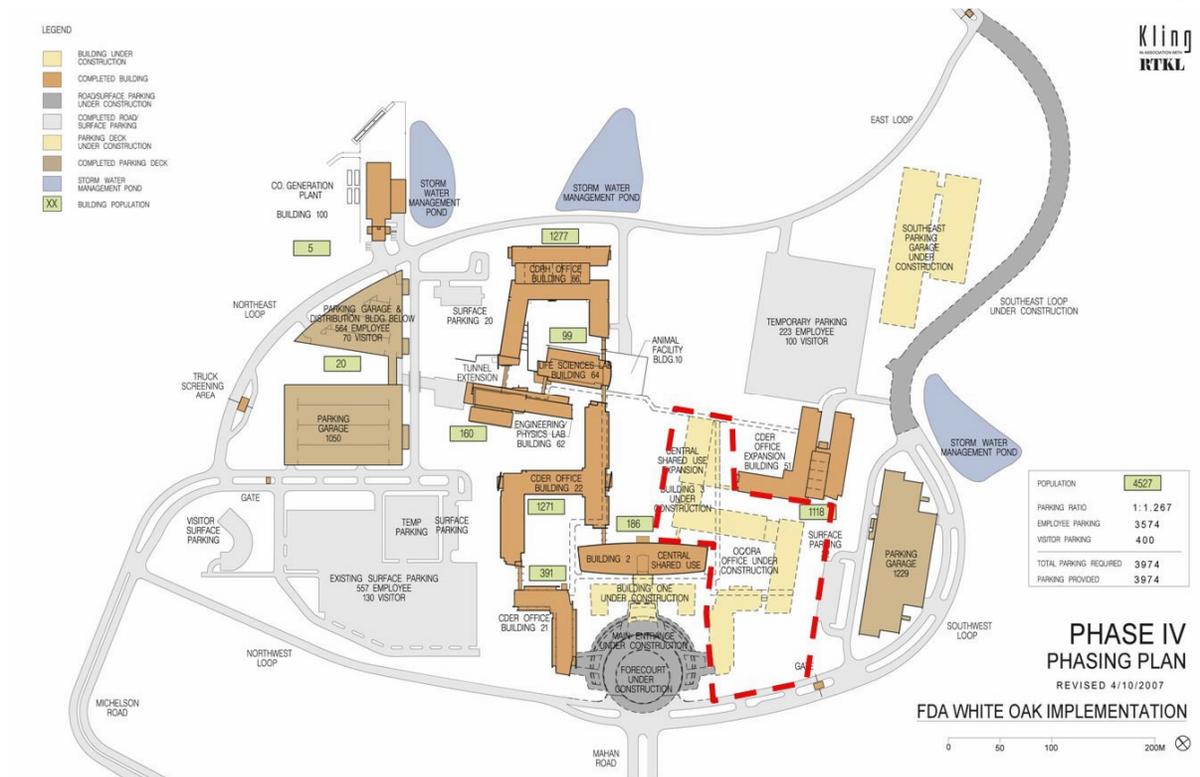
PROJECT DESCRIPTION

Site

The project is located within the 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 the Center for Drug Evaluation and Research (CDER) Office Buildings I and II, two laboratories, the Central Shared Use (CSU) Building and one parking garage. Under construction are the Southwest Garage and the Center for Devices and Radiological Health (CDRH) Building. Bldg 31 will mirror the CDER I Office Building and will flank Building 1 to its south. Building 32 will continue east to form the Southwest Courtyard with the CSU to the north, and to border the southern edge of the central open space, or Commons. Approximately 8.7 acres of the larger site will be used for the proposed project.



2006 Approved Master Plan Update



Phase IV Phasing Plan Modification

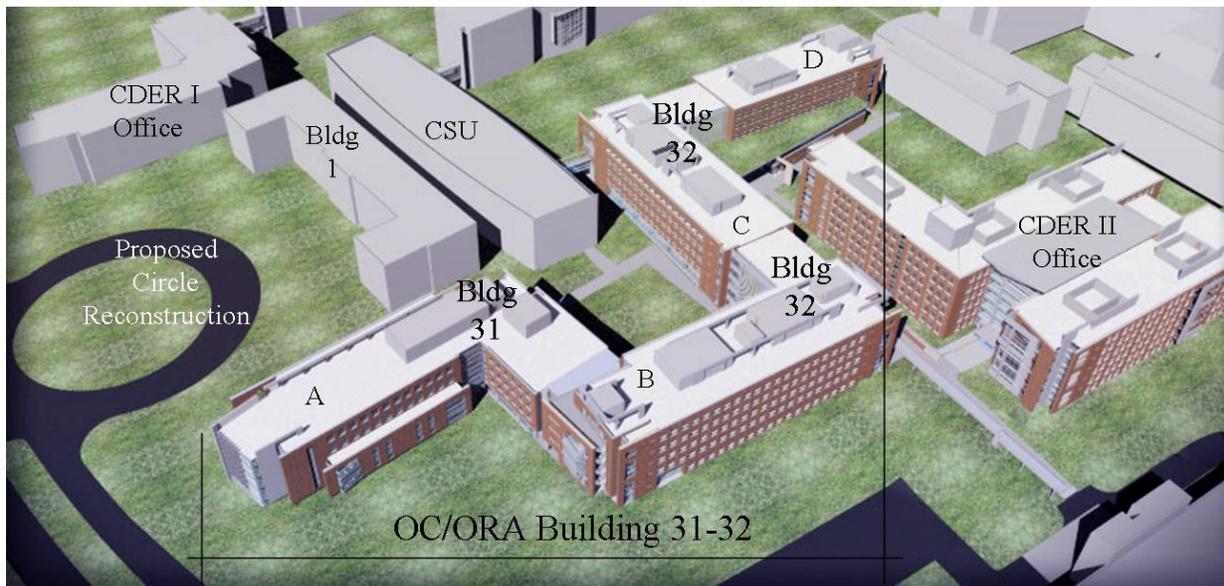
Background

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), with stipulations regarding parking ratio (1:1.5 through 2011) and limits to the overall number of employee parking spaces (to 5,141), 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 November 2, 2006 meeting, the Commission approved preliminary and final plans for the Southwest Parking Garage to be constructed in one phase and a modification to the master plan's Phasing Plan IIIB to reflect 554 additional employee parking spaces available during that phase. In response to staff's request for consistency with the master plan due to the additional employee parking spaces in the previous phase, GSA has included a modification to the master plan's Phasing Plan IV with this submittal.

A Memorandum of Agreement (MOA) with the Maryland Historic Preservation Office (MD SHPO) dated July 2, 2002, it states that "two buildings will be located in the historic buffer to create a forecourt with the remaining portion of Building 1".



View of Proposed OC/ORA Building 31-32 Looking North From Above

Proposal

Building Design

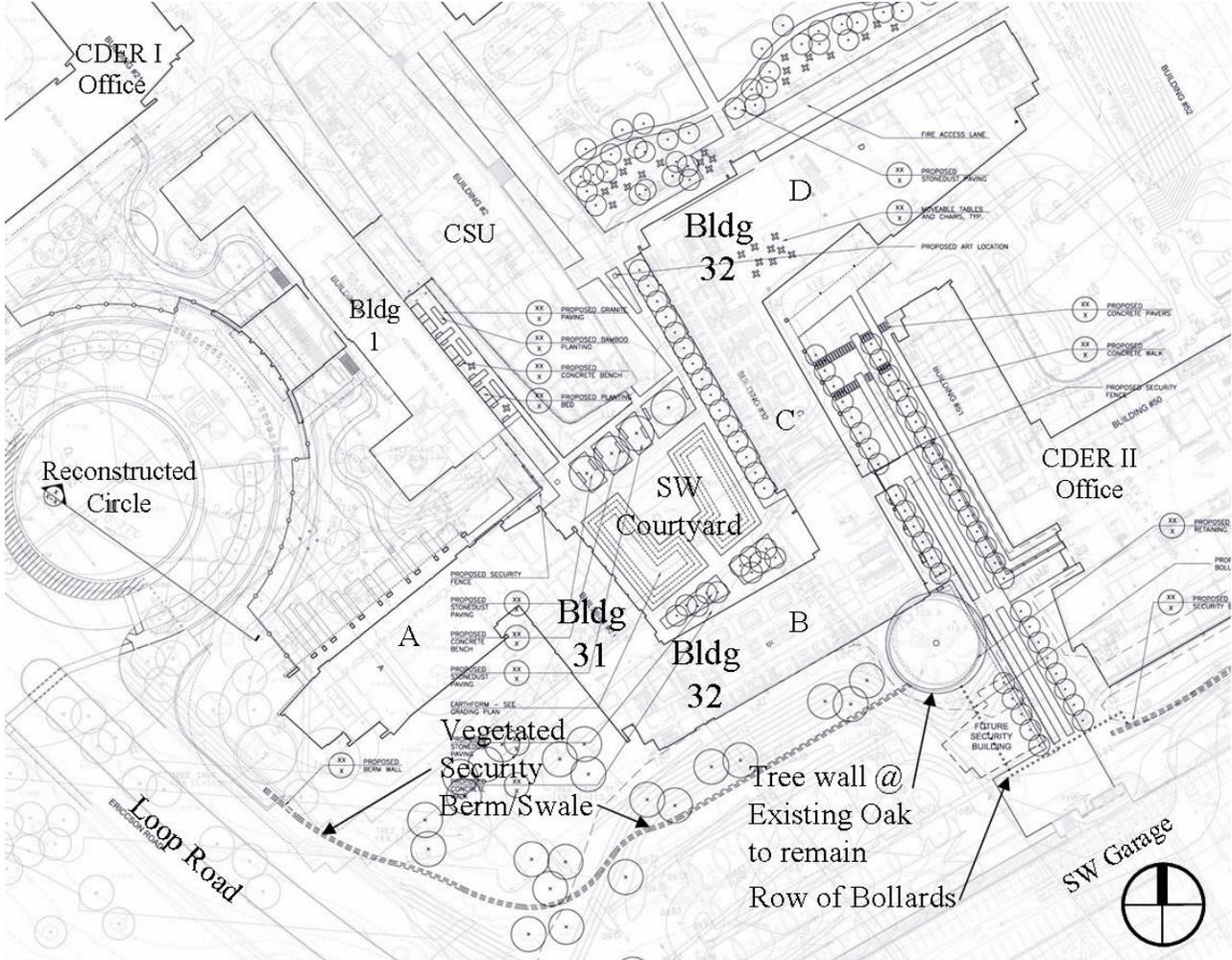
The Office of the Commissioner/Office of Regulatory Affairs (OC/ORA) Building 31-32 will consist of four wings, (A, B, C and D), consecutively from west to east. The wings will be connected by atrium spaces and contain office space for 1,258 employees, as well as “shared use spaces”. Of these, the main cafeteria will support all departments on campus. The 4 and 5-story building wings will contain 481,000 gross square feet (GSF). The westernmost Wing A, adjacent to Building 1 will have four stories, rise approximately 62 feet, and hold a 600-person meeting room. To access the meeting space, visitors will enter through the Security Pavilion, be routed through Building 1, and finally approach via an outdoor path. It will mirror the wing of CDER Office Building I to the north in geometry and form, with an exterior material palette similar to that wing. The other wings (B-D) will each have five stories. The facades will be mostly brick with punched windows and accents of limestone as well as painted aluminum and glazed curtain wall systems similar to other office buildings on campus.

Site and Landscape Design

The major landscape elements proposed and included with this project are depicted on the landscape plan and described in the narrative as follow:

- The main axis from the parking garage to the Southwest Courtyard entry will be flanked by two rows of deciduous trees, with covered pedestrian walkways. Between the rows of trees, three bands of pavement (lanes for pedestrians and emergency vehicles) will alternate with lawn strips to share a path from parking to building and courtyard entries.

- The Southwest Courtyard will be bordered by rows of deciduous trees planted along the western side of Wing C and shaded by small garden spaces at the northern edge and two small groves of trees set in stone dust in front of Wing B. The courtyard will be shaped by a raised landform that will result in a sloped and grassy natural amphitheater providing seating facing Building 1. The courtyard will have direct paths and sight lines into a bamboo garden between Building 1 and the CSU. The northern path will lead to the main Central Green, where a narrow curbed walkway on its eastern edge will define a stone dust area with moveable tables and chairs under groves of trees adjacent to Wing D.



Site Plan Layout of OC/ORA Building 31-32

Perimeter Security

A perimeter protection zone for vehicular control will include

- A continuous vegetated berm wall with a 14-foot deep swale to provide a specified stand-off distance south of Wings A and B along the Loop Road and in front of surface parking,

- A future security booth between the south face of Wing B and the surface parking north of the Southwest Garage,
- An “L” shaped row of bollards 41 inches high and 47 inches apart running from a tree-wall parallel to and crossing entry path in the footprint of the future security booth, and
- Other movable barriers.

In addition, an “L” shaped security fence will connect Buildings 31 and 1.

Phasing Plan Modification

The applicant has submitted an Illustrative phasing plan as a modification to Phase IV to indicate a revised parking ratio of 1 parking space for every 1.27 employees as opposed to the previous 1:1.41. The number of employee parking spaces is shown to increase by 482, to 2,837 spaces.

Development Program

Applicant: General Services Administration
Architect: Kling Stubbins teamed with RTKL Associates, Inc.

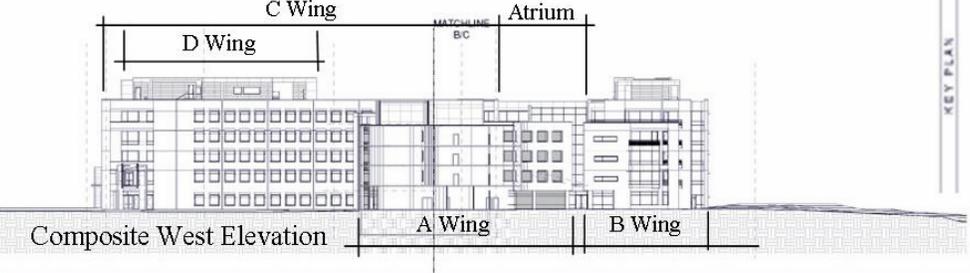
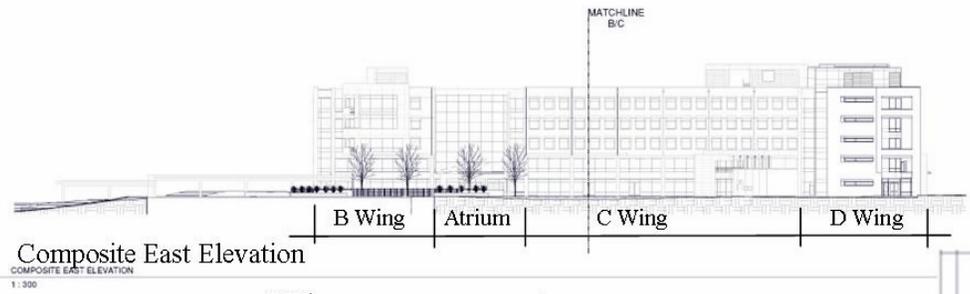
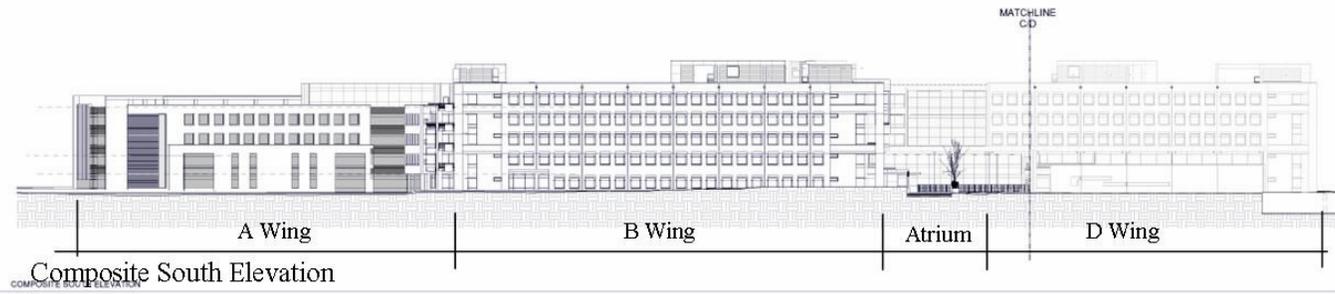
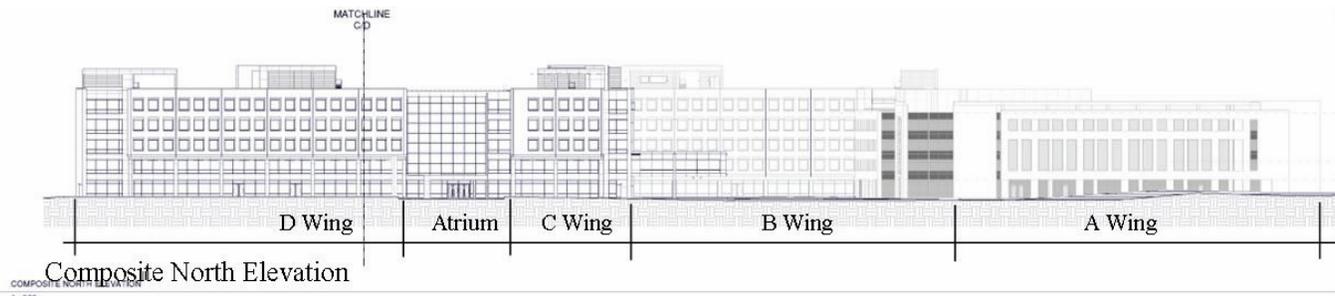
Square Footage: 481,000 GSF
Cost: \$115 M
Construction Schedule: November 2007 - January 2010

PROJECT ANALYSIS

Staff is satisfied that the building design follow the intent of the MOA. Staff supports the use of the various landscape plantings proposed to frame the approach from parking to the Southwest Courtyard entry through Building 32, as well as development of land forms and landscape to create multiple spaces at a variety of scales in the courtyard that will encourage use of the outdoor space throughout the year, as well as its connection to the Central Green. Staff also supports development and incorporation of landscaping as part of this project.

Building Design

Staff is satisfied that the design for Building 31 follows the intent of the MOA, which stipulates that the design provides the mirror image to complete the flanking of Building 1, and respects its symbolic and central prominence by standing no taller than Building 1 in its role of defining the courtyard in front of it. Exterior facade materials proposed for all four wings, A,B, C and D of Building 31-32 also respect their proximity to Building 1 as well as their integral relationship to other campus buildings.



Composite Building Elevations



Southwest Perspective



2006 Master Plan Update Landscape Concept

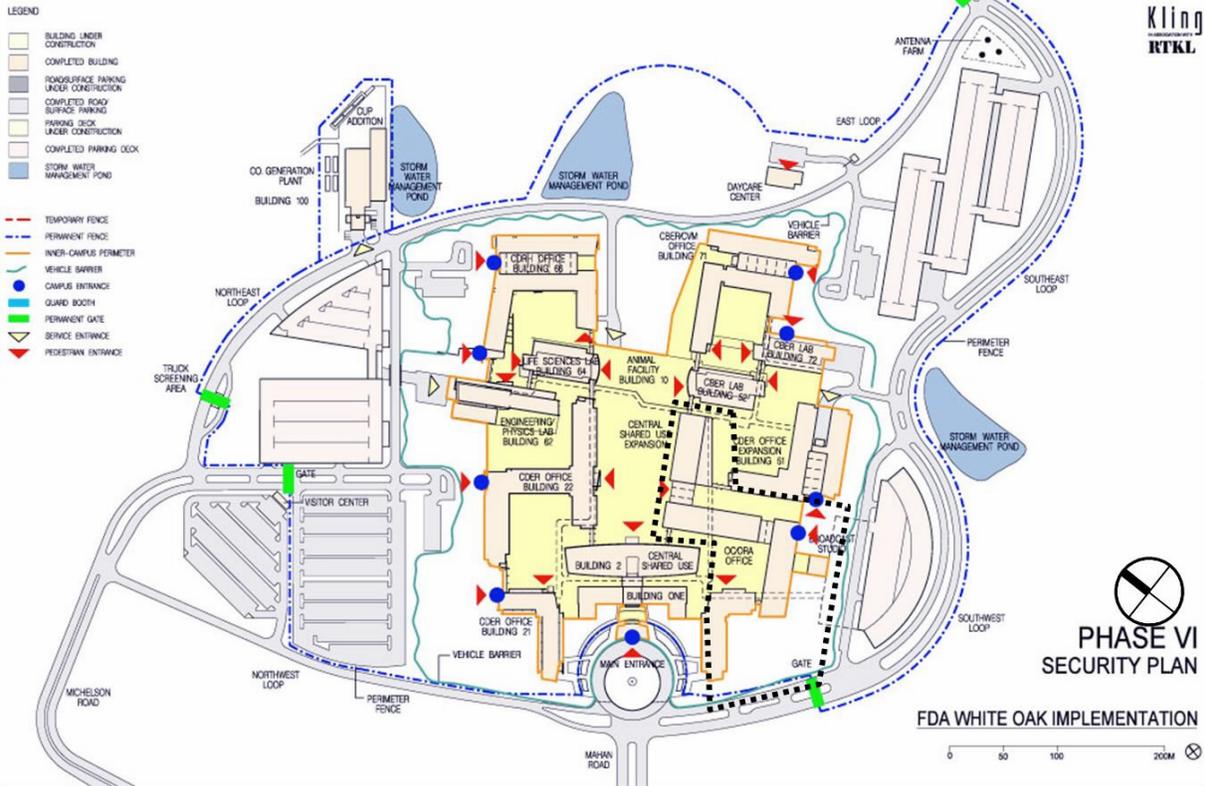
Landscape Design

Landscape planting and material plans and site details are sufficiently complete for a preliminary submittal but incomplete for a final submittal in their conveyance of information about the site elements and landscape plantings. For instance, landscape planting schedules have not been included and standard details of site elements have not been customized for the purposes of this project. Therefore, staff recommends that when submitting the project for final approval, the applicant include the following in relation to Building 31-32:

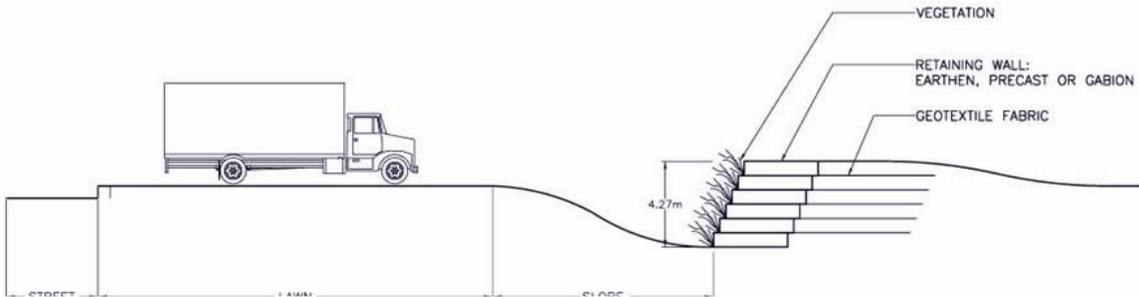
- Fully detailed plans for landscaping and all other site elements;
- Complete landscape planting schedules;
- Material and color samples for building and site elements.

Further, although the submittal does not address or identify locations for public transit drop-offs, staff reminds the applicant of the Commission's recommendation to coordinate with Montgomery County including planning for the location of an on-campus transit facilities.

Kling
RTKL



Phase IV Security Plan



Vehicular Security Vegetated Berm/Swale Detail

Perimeter Security

Commission approval of the 2006 Master Plan update stipulated that the applicant submit detailed designs for specific perimeter security projects conforming to the master plan for Commission review when they are developed. Although information submitted in the perimeter security portion of the project is incomplete to convey its intent for final approval, it is sufficient for a preliminary submittal. Although a barrier line is shown at the approach from the Southwest parking areas, the elements of the barrier line are not completely described or depicted in terms of material, design, or diameter. While the applicant refers to “other moveable barriers to protect the fire lane” in the narrative, no such measures are described or shown on drawings.

Staff is concerned that the Vehicular Security Vegetated Berm/Swale (detail shown above) is inappropriate for its campus setting, and recommends that the applicant consider less obtrusive methods for achieving the desired standoff.

Finally, NCPC submission guidelines require detailed information for all proposed perimeter security projects. Staff notes that this information must be included in the final submittal, along with material and color samples for all site elements.

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

The building design portion of 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 changes from the plan for the most part have been or will be reconciled with it.

The revised phasing approved for the Phase IIIB Phasing Plan results in additional employee parking spaces available at this phase as well. Therefore, the applicant has submitted an Illustrative phasing plan as a modification to Phase IV to indicate a revised parking ratio of 1 parking space for every 1.27 employees as opposed to the previous 1:1.41 in order to reconcile the parking ratio. The number of employee parking spaces is shown to increase by 482 spaces.

National Environmental Policy Act

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. 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, a 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 was to circulate the design plans for each phase (30% and 70%) to the Maryland Historical Trust (MD SHPO) for comment. The MD SHPO has reviewed the 70% plans for consistency with existing plans and the MOA and wrote to GSA on April 4, 2007 that the current plans are consistent with the intent of the existing plans and agreements. Staff is satisfied that the terms of the MOA for design and for consultation with the parties to the MOA, have been met.

Comprehensive Plan

As continuation of the ongoing consolidation, the proposed project is generally consistent with applicable policies of the Comprehensive Plan for the National Capital.

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.