

STAFF RECOMMENDATION

Marjorie Marcus

NCPC File No. 6744



**WHITE OAK FEDERAL RESEARCH CENTER
FOOD AND DRUG ADMINISTRATION
BUILDING 1, ENTRY PAVILION AND PERIMETER SECURITY
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 renovation of Building 1, construction of an entry pavilion at its main entrance, and perimeter security around the entry forecourt at the Food and Drug Administration (FDA) consolidated campus at White Oak Federal Research Center (WOFRC) 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, following the Southwest Parking Garage, concurrent with construction of Building 31-32. Concurrently, GSA has also submitted a preliminary design for Building 31-32 and a modification to the Phase IV Phasing Plan.

Commission Action Requested by Applicant

Approval of preliminary site and building plans for Building 1, the entry pavilion, and perimeter security pursuant to Section 40 U.S.C. § 8722(b)(1).

Executive Director's Recommendation

The Commission:

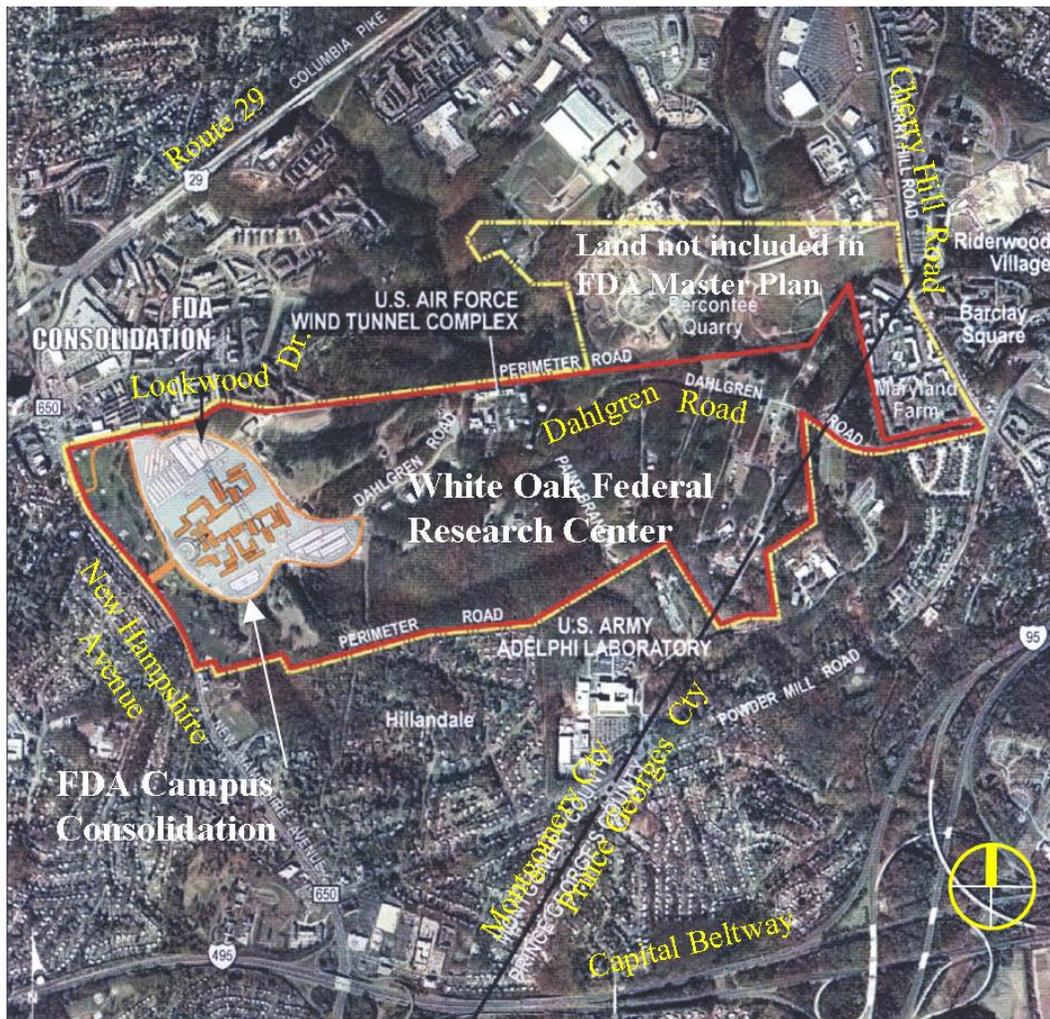
Approves the preliminary site and building plans for the Building 1 Renovation, entry pavilion and perimeter security at the FDA consolidated campus at White Oak Federal Research Center (WOFRC) in Montgomery County, Maryland, as shown on NCPC Map File No. 3104.10(38.40)42225, and

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

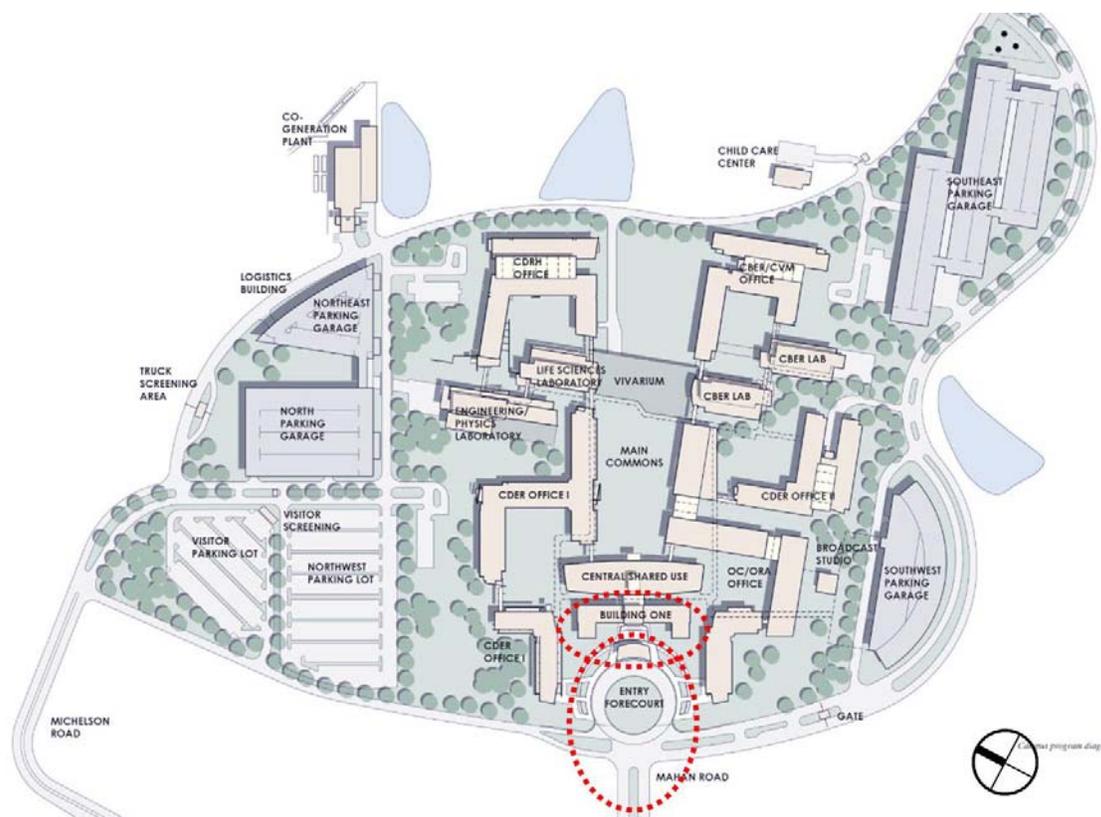
- Fully detailed plans, sections, and elevations for perimeter security elements and all other site elements including landscaping and walls; eliminating the outer barrier line at the leading edge of the circle along the Loop Road;
- Complete landscape planting schedules;
- Material and color samples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

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.

* * *



Project Vicinity



2006 Approved Master Plan Update

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 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 Security Pavilion to its west. Approximately 10 acres of the larger 130-acre site will be devoted to the renovation and new work.

Background

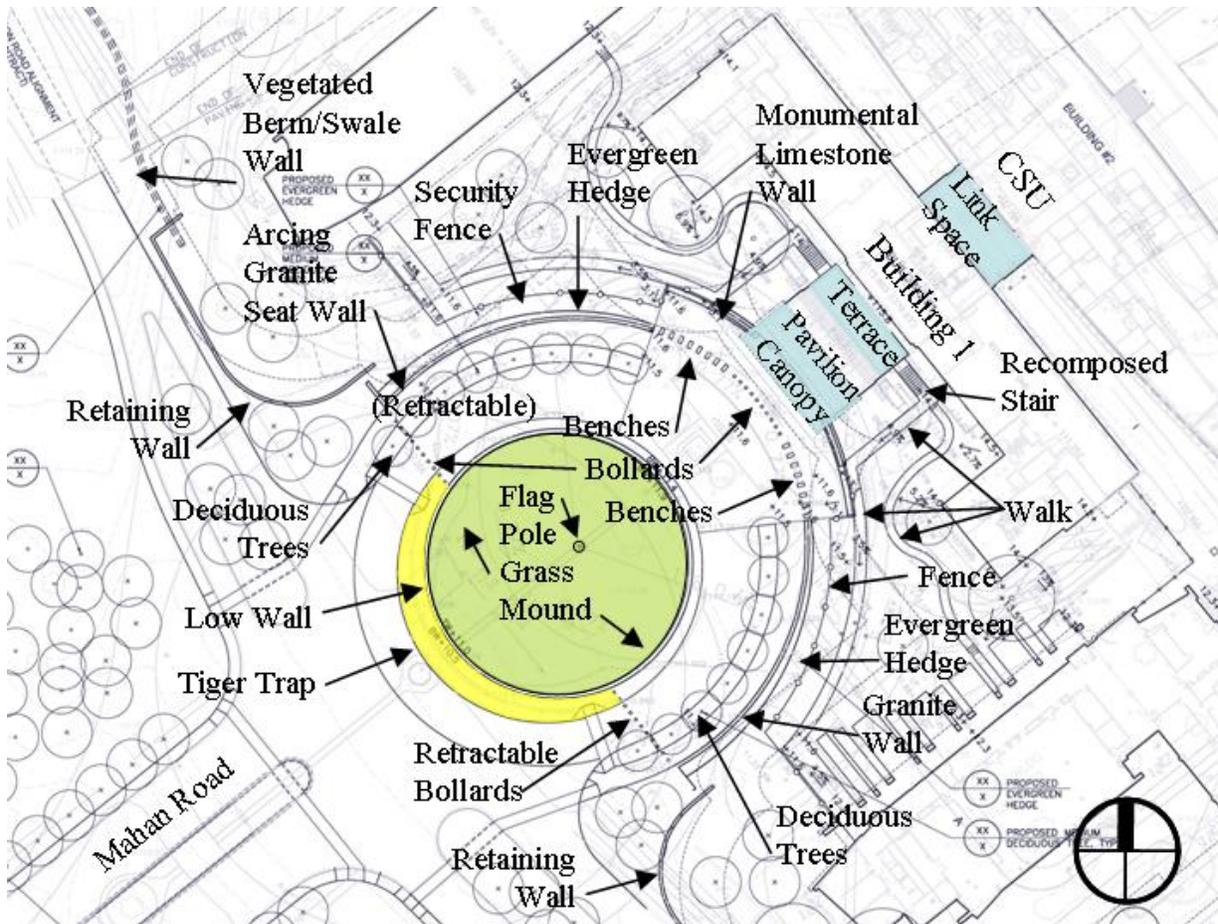
At its July 6, 2006 meeting, the Commission approved the 2006 master plan update for the FDA consolidation at White Oak and its transportation management plan (TMP), and recommendations for improving transit service from Metrorail stations to the site to coincide with occupancy of the next major office 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.

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.



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



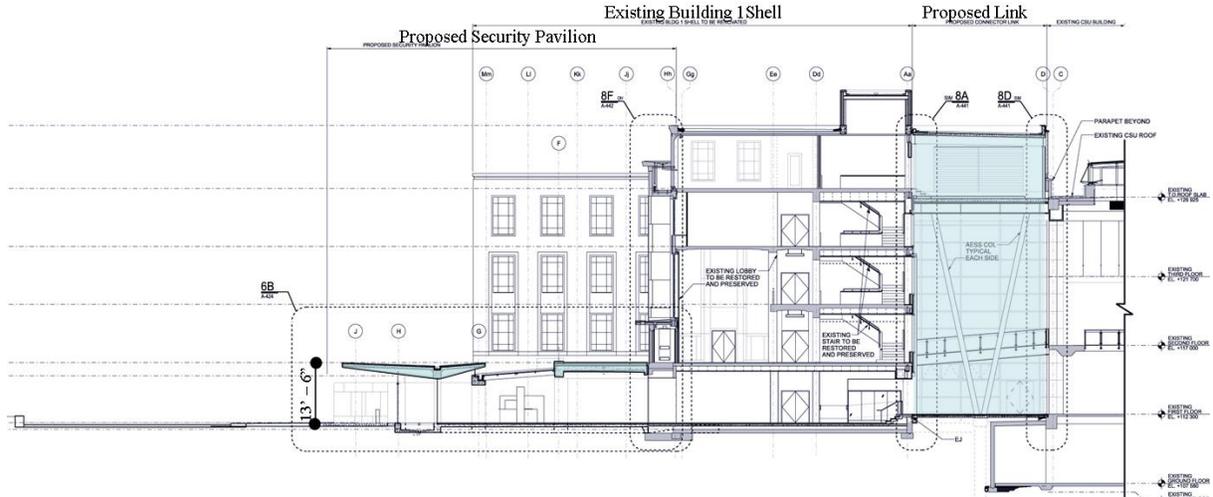
Building 1 Site and Security Plan

Proposal

Building Design

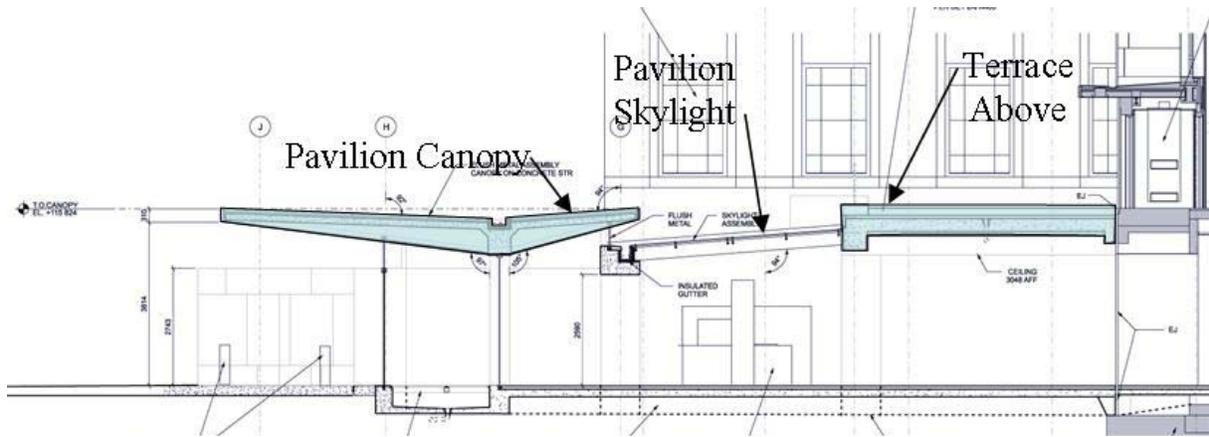
This project includes a renovation of the extant portion of historic Building 1, which consists of a 3-story main building with a partially in ground basement due to a sloping site. The existing building measures approximately 67 feet high and faces the primary campus entrance from Mahan Road. There, an entry forecourt circle will be reconstructed in a smaller diameter of an existing circle. A new 4,000 GSF entry pavilion 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 the new terrace on a pedestal recreated in-kind and reuse stone slabs removed 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 the 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.

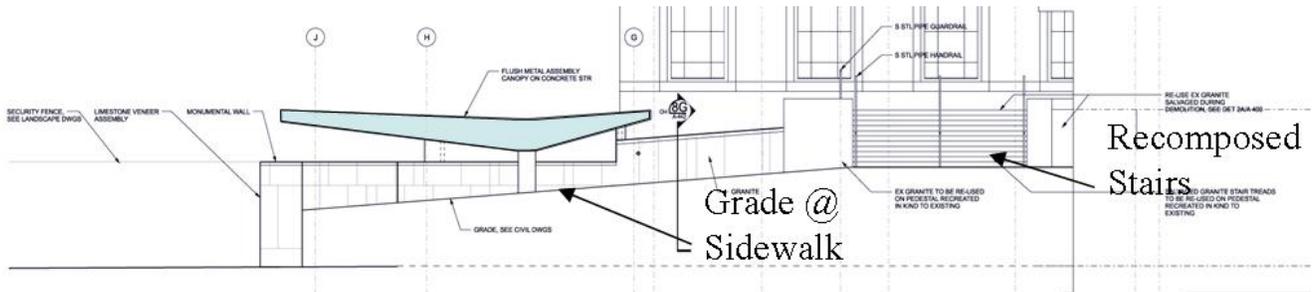


Building Section at Security Pavilion

The entry terrace will overlook a new skylight into the pavilion below and the pavilion canopy. The security pavilion will be a partially underground one-story structure enclosed by a glass and stone-encased 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



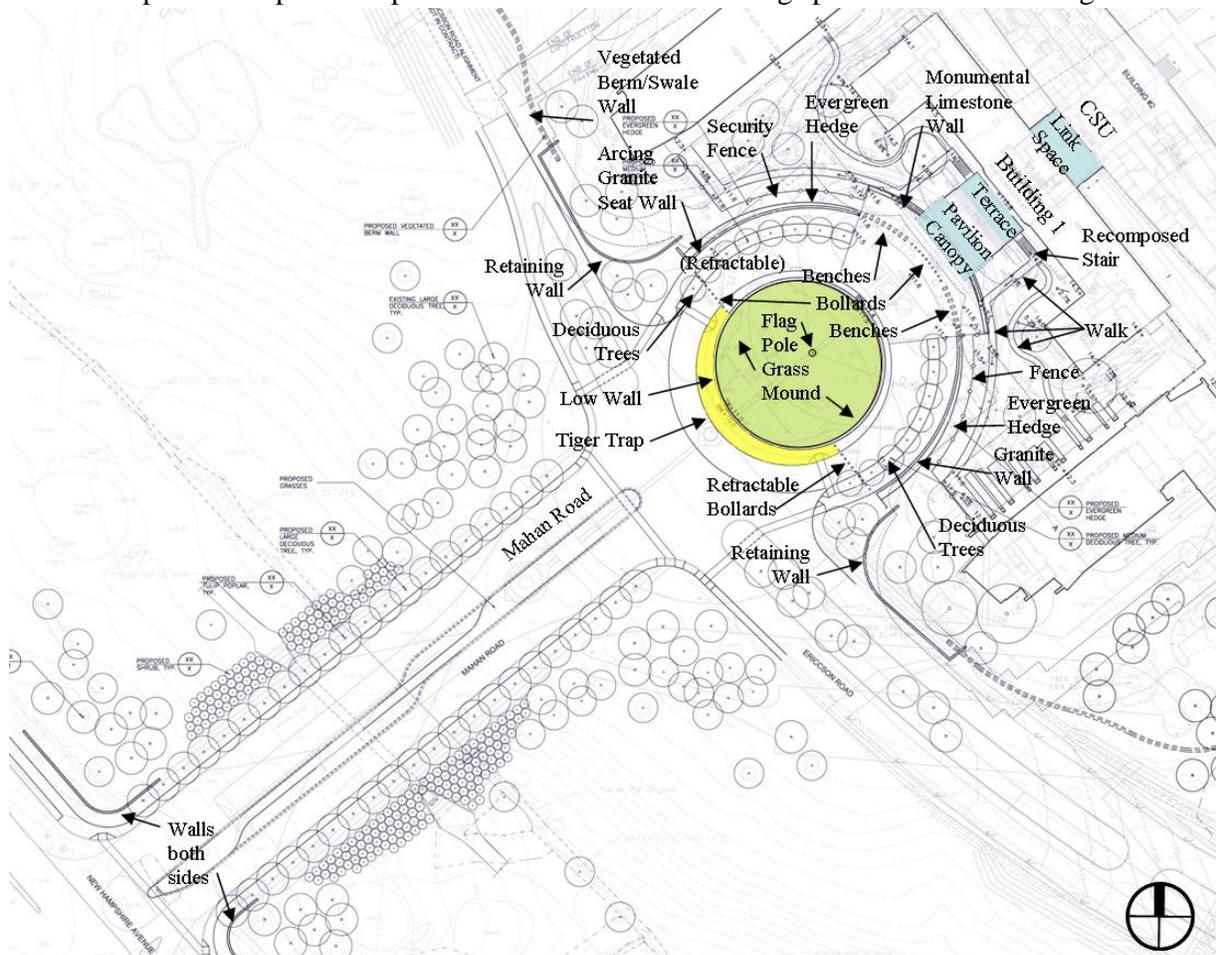
Security Pavilion & Terrace Elevation

Perimeter Security

A perimeter protection zone for vehicular control will consist of:

- Two stone walls curving inward from New Hampshire Avenue,
- A low wall 18 inches high encircling a mound of dirt and grass behind a Tiger Trap vehicle barrier of collapsible material at the front of the entry circle,
- Two barriers of retractable bollards crossing the circular roadway.
- A continuous vegetated berm wall at the Loop Road, with a 14-foot swale depth
- Two retaining walls curving inward from Mahan Road,
- Two granite seat walls arcing up and curving in towards the entrance, and
- Bollards and precast benches in front of the entry (41 inches high and 47 inches apart).

Behind the vehicular protection zone closer to Building 1 will be a security fence with an evergreen shrub directly in front of it. Where the fence stops behind the arced seat wall, a set of recessed monumental stone walls will continue to the entrance at a height of 9 feet. Behind the fence a pedestrian path will provide visitor access to meeting space in future Building 31.



Building 1 Site and Security Plan

Site and Landscape Design

This project includes landscape design which extends 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 based on a smaller diameter of the original lawn circle used by the Navy.

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

- Rows of large tulip poplars and deciduous trees will be planted on each side of Mahan Road with low grasses in the median, with a row of medium tulip poplars ringing the circle.
- A circle of lawn will be centered on the arrival court with the historic flagpole on axis but shifted slightly back, surrounded by a low 18-inch high stone wall, described both as a seat wall and as a surface for Naval memorial plaques.



Rendered View of Landscaping at Building I Main Entrance

Development Program

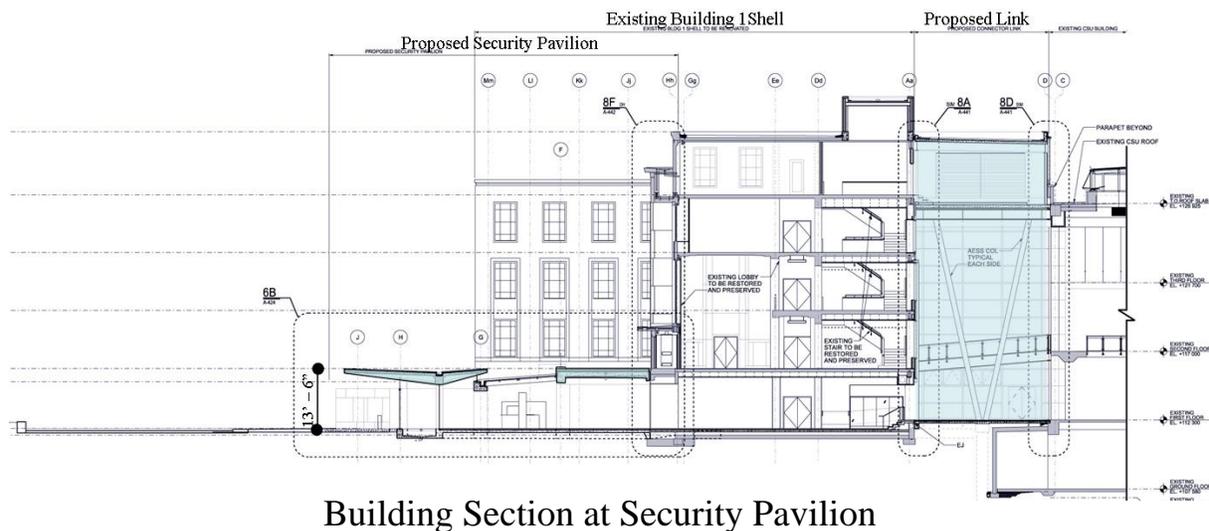
Applicant:	General Services Administration
Architect:	Kling Stubbins teamed with RTKL Associates, Inc.
Square Footage:	96,392 GSF
Cost:	\$21.6 million total budgeted and approved for new construction
Construction Schedule:	November 2007– January 2010

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 campus, as well as the incorporation of landscaping in the project. However, staff has raised issues about the perimeter security, questioning the need for a redundant barrier line. The applicant has since agreed to remove the tiger trap and operable bollards, thus eliminating this concern.

Building Design

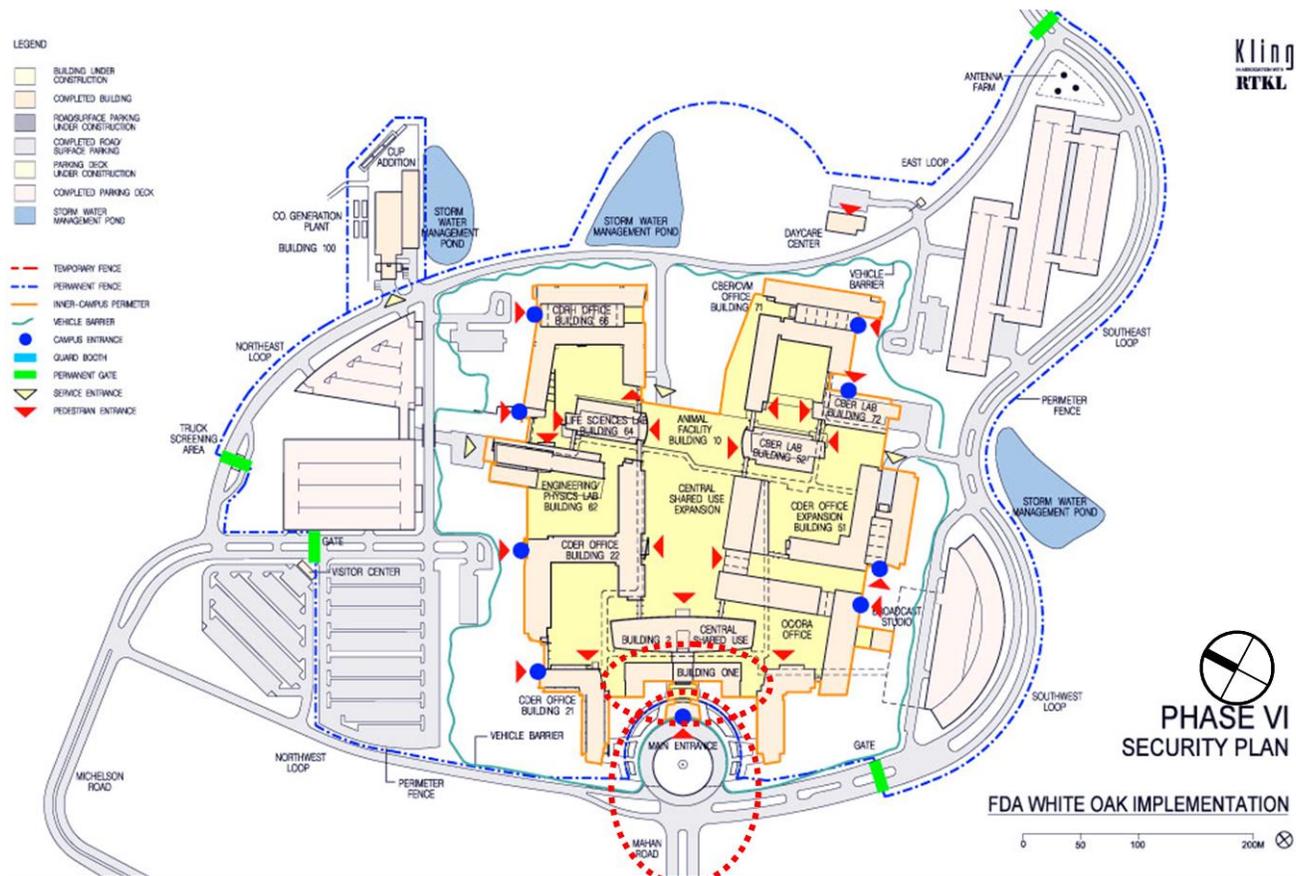
The applicant has stated the design intent of preserving the historic character of the building as outlined in the MOA with the MD SHPO and in the HBPP. Staff is satisfied that the design for renovating Building 1 and that the proposed security pavilion follows the intent of the MOA, which acknowledges 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 in the proposed location underneath the existing entry, 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

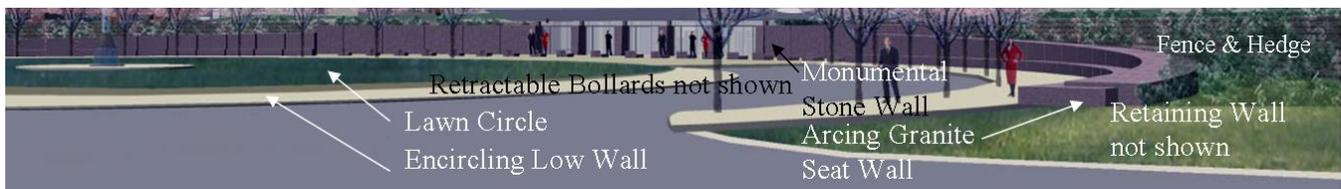
Perimeter Security

The applicant and staff met for a consultation on January 23rd after which staff recommended further consultation regarding perimeter security. In response to specific staff recommendations during the consultation, the applicant has eliminated a row of bollards at the sidewalk, but bollards still remain in front of the entry, and the applicant has introduced a collapsible concrete “tiger trap” and retractable bollards near the leading edge of the circle. Staff questioned the need for the redundancy, and requested that the applicant consider removing one of the two perimeter security lines. The applicant has since agreed to remove the tiger trap and operable bollards, thus eliminating staff’s concern regarding the redundant barrier line.



2006 Master Plan Update Security Plan

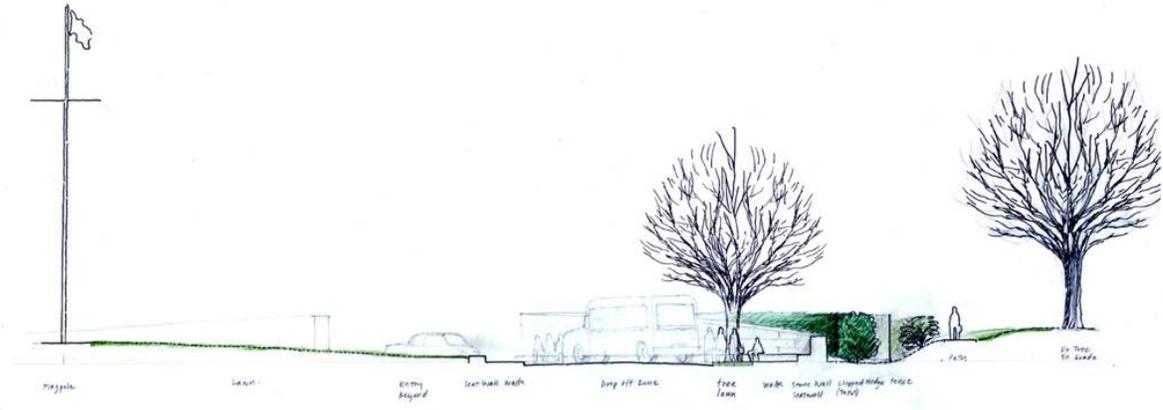
Commission approval of the 2006 Master Plan update stipulated that the applicant submit detailed designs for specific perimeter security projects conforming to the master plan for Commission review when they are developed. Individual perimeter security proposals should include descriptions of the massing, material and dimensions including wall heights and bollard diameters and should include section cuts that clearly show all of the proposed security measures in the context of the surrounding buildings. Walls leading from New Hampshire Avenue to Mahan Road, and retaining walls at the Loop Road as well as a section through the circle lack sufficient detail and standard details of site elements have not been customized for this project. Although staff finds that 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.



Rendered View of Building I Main Entrance

Therefore, staff **recommends** that when the applicant submits the project for final approval, the following need to be included in the submittal:

- Fully detailed plans and details for perimeter security elements and all other site elements including walls, eliminating the redundant barrier line at the leading edge of the circle and the Loop Road consisting of moveable bollards and tiger trap.
- Material and color samples for building and site elements.



Section through the Arrival Court

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 tree lined Mahan Road framing the entrance. However, staff finds that landscape planting and material plans and site details are sufficiently complete for a preliminary submittal but incomplete for a final submittal to convey 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 1, the entry pavilion, and the site:

- Fully detailed plans for landscaping and all other site elements including walls,
- Complete landscape planting schedules.

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 to plan location(s) of an on-campus transit facility.

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 changes from the plan for the most part have been or will be reconciled with it. The location of the security pavilion has been moved closer to Building One in order to be located behind the arcing granite seat wall. Although the relatively incremental population increase to the campus that would occupy both the renovated Building 1 and the CSU would not be classified as a major office building move, a modification to Phase IV the Master Plan is being submitted with another project concurrent to this one to reconcile 544 additional parking spaces that will be built during the phase.

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, 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.