



**U.S. FOOD & DRUG ADMINISTRATION CONSOLIDATION
CDER LABORATORY BUILDING
White Oak, Montgomery County, Maryland**

Report to the General Services Administration

December 14, 2000

Abstract

The General Services Administration has requested preliminary and final site and building plans for a laboratory/office building for the Center for Drug Evaluation and Research (CDER) at the Food & Drug Administration (FDA) consolidated campus in White Oak, Montgomery County, Maryland. The proposed building is consistent with the approved FDA Consolidation Master Plan. The CDER Laboratory Building plans are sufficiently complete for final approval; however, staff is recommending preliminary approval of the project because GSA has not yet concluded its Section 106 responsibilities.

The Commission's approval of the Master Plan in 1997 excepted out the parking for the site and requested additional information from GSA on the amount of proposed on-site parking, improved pedestrian and vehicular access to the site and improved convenience of public bus service. GSA was also directed to coordinate with the Montgomery County Planning Board regarding the items the Board raised during their review of the FDA Consolidation project. GSA is in the process of resolving these outstanding issues, at which time they will return to the Commission to revise the approved Master Plan.

Authority

Section 5 of the National Capital Planning Act of 1952, as amended (40 U.S.C. 71d).

Commission Action

The Commission **approves** the preliminary site and building plans for the CDER laboratory at the U.S. Food & Drug Administration Consolidation site in White Oak, Montgomery County, Maryland, as shown on NCPC Map File No. 3104.00(38.00)-40867.

Related Recommendation

The Commission **requests** that GSA resolve the outstanding issues identified by the Commission in its Master Plan approval of June 26, 1997, prior to submission of any proposal that:

- Incorporates a change to the approved site development plan; or
- Adds new on-site parking.

BACKGROUND AND STAFF EVALUATION

DESCRIPTION OF PROPOSAL

Location

The FDA consolidated campus will be located in the western portion of the former Naval Surface Warfare Center White Oak Installation (WOI) in Montgomery County, Maryland. The FDA site will be located in the general proximity of the former Navy research and office buildings located off of New Hampshire Avenue and will encompass 130 acres of the larger 710-acre WOI site. The golf course along New Hampshire Avenue will continue to be operated by Montgomery County and will form the foreground views to the new FDA campus.

Site

Building 1, the historic building on axis with the main entrance to the site, will be the focal point of the new campus, with the majority of the new FDA buildings radiating outward behind the building forming an asymmetrical east-west courtyard. The FDA site slopes in a northeasterly direction. The proposed CDER laboratory will eventually be located along the northern boundary of the central courtyard. The project site area is roughly 25 acres.

CDER Laboratory Conceptual Design

The proposed CDER laboratory is the first building to be located at the FDA consolidated campus and will house laboratory and office space for the Center for Drug Evaluation and Research. Although the building may eventually be used exclusively as a laboratory, in the short-term the building will serve both office and laboratory uses for up to 160 employees. The five-story building will contain approximately 115,000 gross square feet, and will have two floors of labs, two floors of offices, and a lower level for mechanical uses and a vivarium (animal storage facility). The lower level extends beyond the footprint of the upper four floors and the roof of the lower level forms a terrace off of the 2nd floor of the building. Portions of the lower level will be exposed on the north and east elevations while only the upper four floors will be visible from the south and west.

The building measures roughly 85 feet high on the north and east elevations where all five floors are exposed and 69 feet high on the south and west where only four floors are visible. The building footprint measures approximately 210 feet by 102 feet, not including the partially depressed lower level. The building materials proposed are primarily metal, with aluminum frame curtain walls, metal panel wall cladding, and horizontal aluminum frame windows with aluminum sunshades on the east and west elevations. The exposed portions of the lower level will be brick and the roof of the vivarium, which will be a terrace off of the second floor, will have precast pavers. The main entrance to the building is located at the northwest corner and will have a metal canopy.

Although portions of the existing campus may be demolished during this phase, some of the remaining buildings will be utilized to provide necessary on-site services, such as a cafeteria and meeting space for employees of the CDER laboratory. Existing infrastructure, such as steam for heat and chillers for chilled water, will be reconditioned for use by the new laboratory. Power will

be provided through a temporary pad mounted generator next to the laboratory, and phone and data connections will be fed remotely from existing service at the National Institutes of Health campus.

No additional parking is proposed for the CDER laboratory; existing parking lots around the campus will provide more than adequate parking for employees. Pedestrian walkways will be added to connect the existing parking areas with the new building. Due to future construction in the immediate area, landscaping improvements will be limited to seeding areas that are disturbed during construction. A new service entrance will be provided off of Bowditch Road to access the loading bays located on the lower level of the east elevation. A portion of Edison Road will be removed in order to allow for the construction of the CDER laboratory and an existing parking lot adjacent to Edison Road will be reconfigured and reduced in size to accommodate the new building.

As the FDA campus takes form, the exposed loading area will be depressed as the courtyard area above the lower level is expanded. However, the majority of the exposed brick wall will be visible because a separate, lower courtyard will be located next to the north and east sides of the building.

PREVIOUS COMMISSION ACTION

GSA received conceptual design approval for the CDER Laboratory Building from the Commission on July 6, 2000. At that time, the Commission also raised a number of outstanding issues pertaining to the approved FDA Master Plan. Staff is repeating much of that discussion below because these issues are still relevant.

At that time, some Commissioners expressed concern regarding the relocation of employees from the District of Columbia to Montgomery County, Maryland. Subsequent to the Commission meeting of July 6, 2000, GSA and FDA determined that no employees will be relocated from the District of Columbia to Montgomery County, Maryland as a result of the FDA consolidation.

EVALUATION

The proposed CDER laboratory will be the first new building of the future FDA campus and thus will determine the design character for the future campus. Stylistically, the building has a contemporary design, which is appropriate for its new, modern use. The laboratory buildings at the FDA campus will generally be constructed of glass and metal panels, while the office buildings will be constructed of brick. Staff believes that this change in style is appropriate given the site's new mission as the main FDA campus, an agency with very different goals and objectives than the former Naval Surface Warfare Center. In the short term, the juxtaposition of the new building with the remaining historic buildings will be awkward; however, subsequent development phases will continue to improve the cohesiveness of the campus.

The proposed building is consistent with the Master Plan and staff has no specific concerns directly relating to the new CDER laboratory. Staff believes that the proposed CDER laboratory building is sufficiently documented and well designed to warrant final approval by the Commission. However, the Draft MOA for the FDA consolidation project has not yet been signed and, therefore, GSA has not concluded its Section 106 responsibilities. Until the MOA is finalized, the Commission cannot give final approval of the CDER laboratory building.

GSA must still address the outstanding issues identified in the Master Plan, including the amount of on-site parking spaces, pedestrian accessibility to the site, public transportation to and within the site, and coordination with Maryland-National Capital Park and Planning Commission (M-NCPPC) regarding specific issues raised by the Planning Board during the Master Plan process.

Parking

The Commission approved the FDA White Oak Consolidation Master Plan except for the parking. In the Commission's approval, it was requested that GSA:

Vigorously implement transportation demand management strategies in an effort to meet the Comprehensive Plan's employee parking ratio of one space per two employees in the later stages of construction, and re-submit the proposed amount of parking as further data on parking needs becomes available.

The Commission did not approve the parking ratio proposed by GSA because it exceeded the Comprehensive Plan's proposed ratio of one space for every two employees (.5 spaces for every employee) and because there was not sufficient information to convince the Commission that the ratio should be decreased (GSA proposed a ratio of .83 space for every 1 employee initially, to be reduced to .67 space as employment increases). Staff understands that at this point in time it may be difficult to reassess the parking need; however, resolving some of the accessibility and public transportation issues may result in the need for fewer on-site parking spaces. Any proposed changes should be incorporated into an updated Transportation Management Plan (TMP) and included with the revised Master Plan submission materials.

Accessibility

- Pedestrian accessibility. The Commission, in its approval of the Master Plan, also encouraged GSA to work with Montgomery County to provide some type of pedestrian connection between the FDA campus and Lockwood Drive, perhaps a connection through the existing apartment complex that borders the site to the west.
- Public transportation. GSA should be coordinating with local public bus providers in order to provide improved bus service to the site, including simple circulation within the FDA campus to accommodate drop-off and pick-up.

Coordination with Montgomery County

A number of the issues raised by the Montgomery County Planning Board, such as circulation, parking and accessibility, are being coordinated between GSA and the County. Staff encourages this on-going dialogue to continue and looks forward to reviewing this information when the revised Master Plan is submitted.

Master Plan

The proposed CDER laboratory is consistent with the Master Plan for the FDA consolidation approved by the Commission on June 26, 1997, as shown on NCPC Map File No. 3202.00(05.12)-

40385. The Master Plan designated a laboratory/office building of this general size at the proposed location.

The approved Master Plan also established a maximum employment level of 6,000 employees for the FDA facility. As noted above, GSA and FDA have indicated that no employees will be transferred from the District of Columbia to White Oak.

National Historic Preservation Act

GSA and the Maryland State Historic Preservation Office (SHPO), as well as the Advisory Council on Historic Preservation and interested parties, have been in consultation for some time on a Memorandum of Agreement (MOA) for the redevelopment of the site.

The majority of the buildings built under the aegis of the former Naval facility at White Oak (the U.S. Naval Ordnance Laboratory Historic District) were determined eligible for listing in the National Register of Historic Places for their significance in the history of American military research and development.

Two of the historic buildings will be retained and incorporated into the redevelopment of the site, Building 1 (portion) and Building 100. The FDA will demolish the remainder of the historic structures in order to clear the site for its reuse; some of the demolition will take place during this phase of site development.

As mitigation for the demolition of contributing historic structures, GSA will complete HABS/HAER documentation (the approved standard for documentation of historic resources) of the buildings to be demolished. This documentation will be available to the public for research purposes at the offices of the Maryland SHPO.

National Environmental Policy Act

Pursuant to the regulations implementing the National Environmental Policy Act (NEPA), GSA determined that an Environmental Impact Statement (EIS) was required for the proposed project master plan. The Commission reviewed and commented on a Draft EIS in February 1995 (relating to the Clarksburg site) and another 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 Final EIS responded to several of the Commission's concerns. A forest stand delineation and tree conservation plan, as well as a site plan, have been completed for the entire site. GSA recognizes landscaping as an energy conservation method and vegetation preservation and erosion protection are directly specified to meet state and local erosion and sedimentation control objectives.

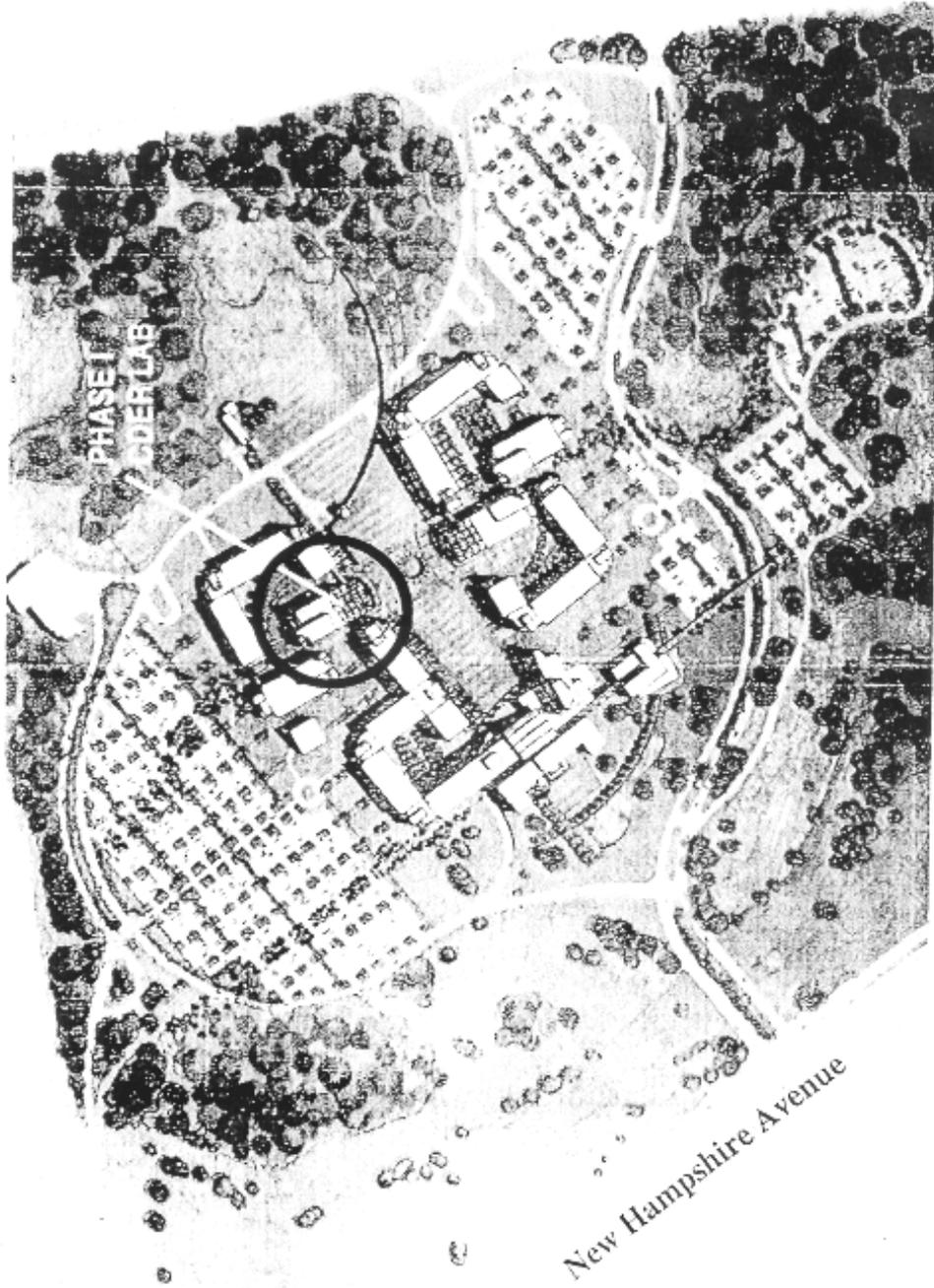
GSA completed a Traffic Impact Study dated April 1997 that includes existing traffic conditions, future traffic conditions, and Transportation Demand Management (TDM). GSA currently proposes five TDM strategies: flex-time; preferential parking for car and vanpools; ride-matching; guaranteed emergency ride home; and establishing bus routes onsite to serve the new White Oak FDA complex. Also, as a result of the implementation of Executive Order 13150, FDA will be required to provide transit subsidies to all eligible employees for transit use.

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 \$606.6 million with funding programmed in Fiscal Years 2002-2004.

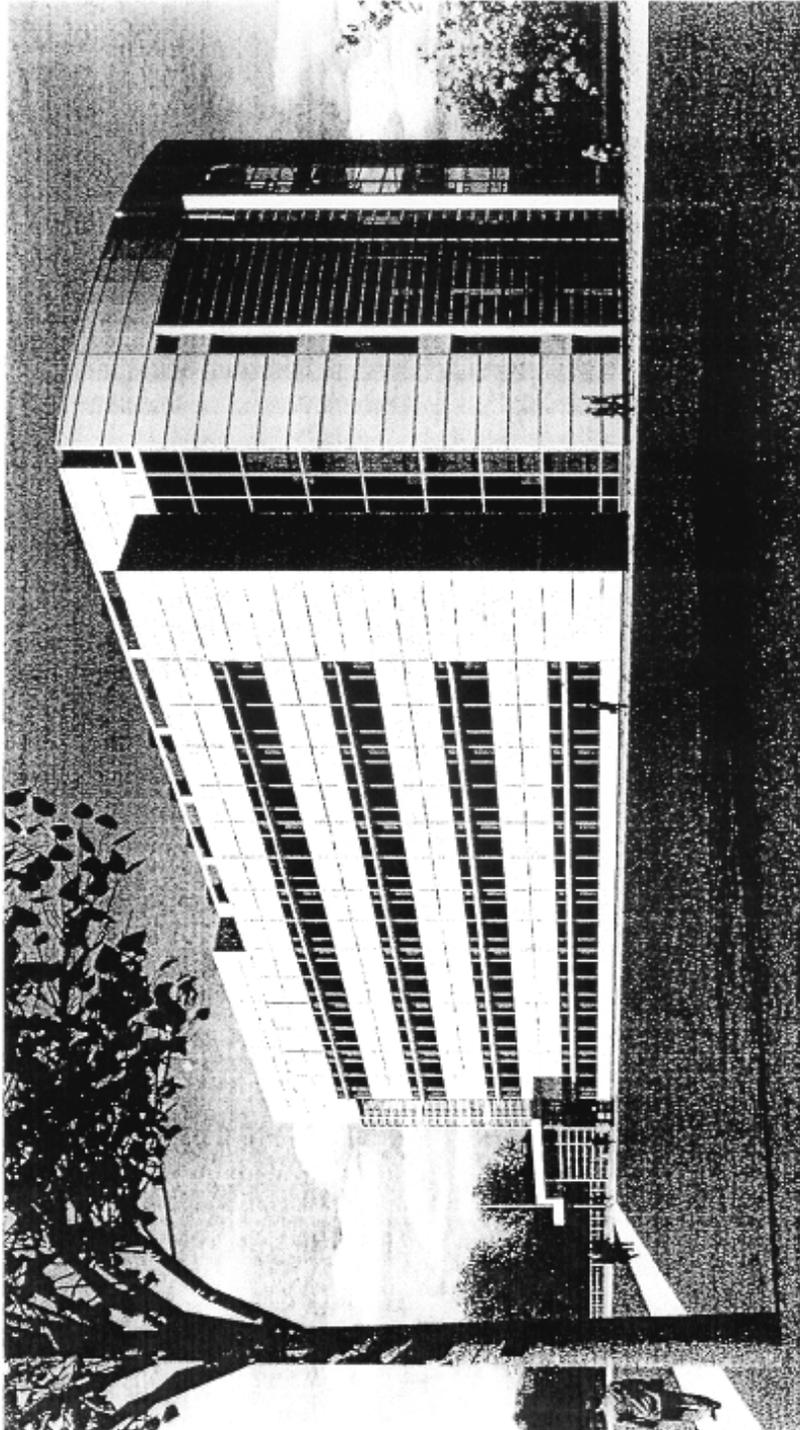
Comprehensive Plan

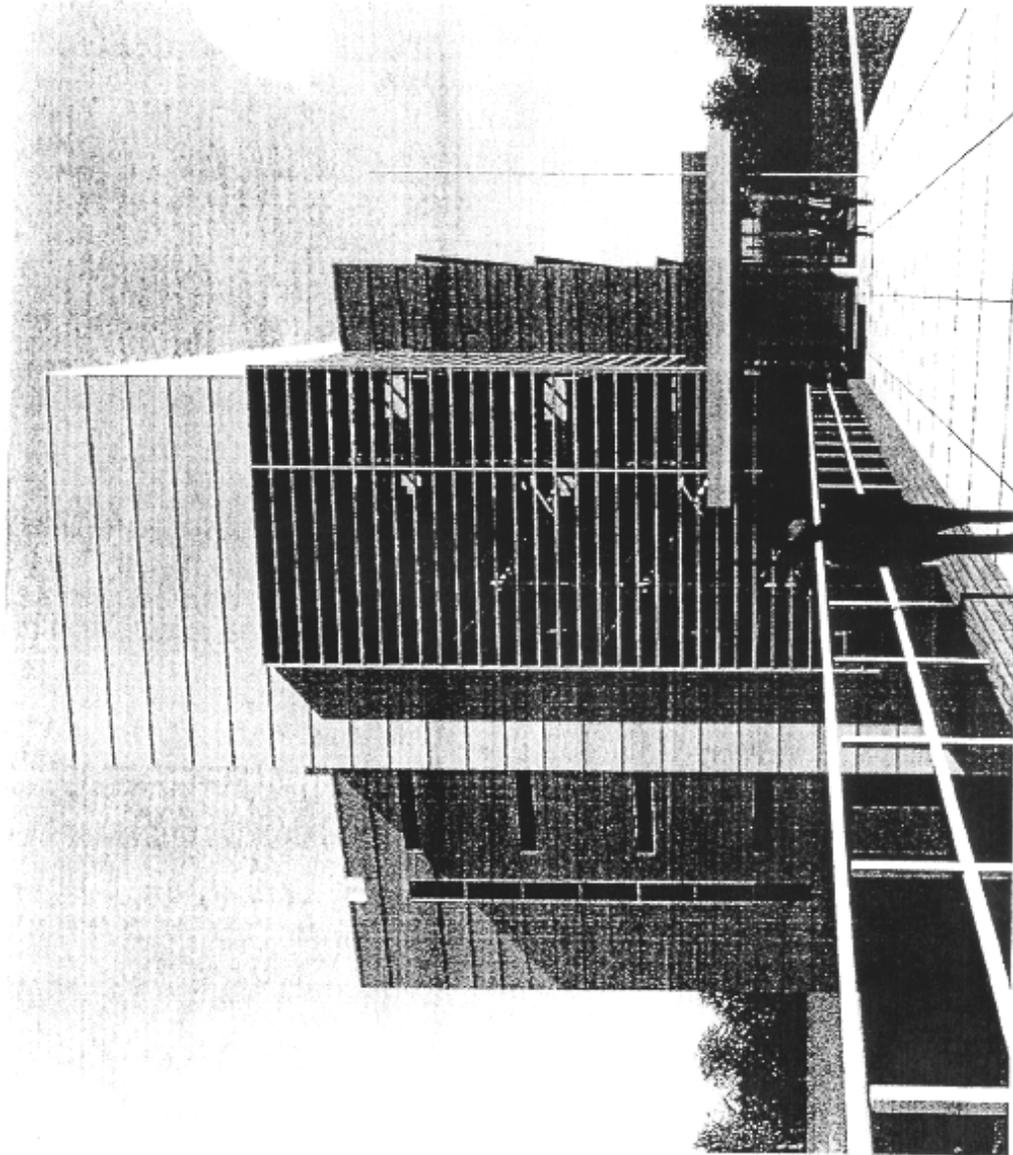
This proposal for the construction of the CDER Laboratory Building represents the first phase of the five-phase campus plan for the consolidation of the Food and Drug Administration. The Commission continues to encourage GSA to implement TDM strategies and limit the number of proposed parking spaces to meet the Comprehensive Plan's employee parking ratio of one space per two employees.

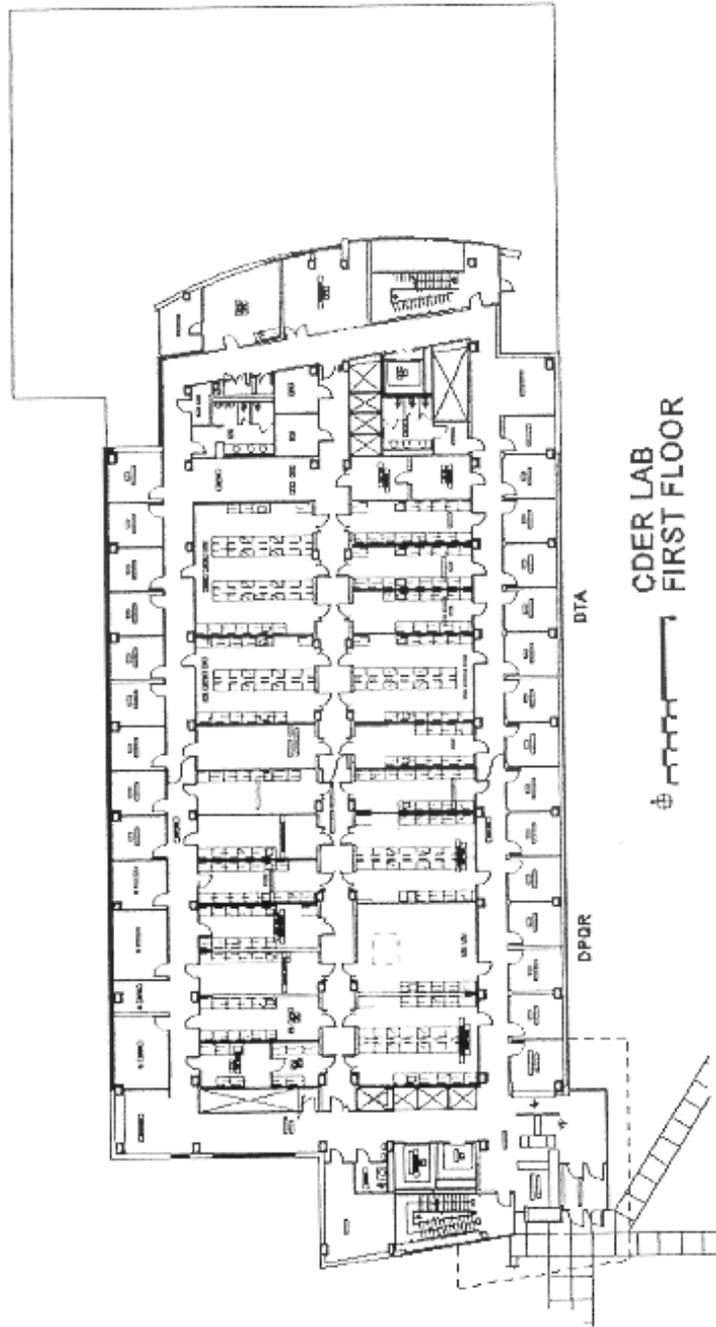


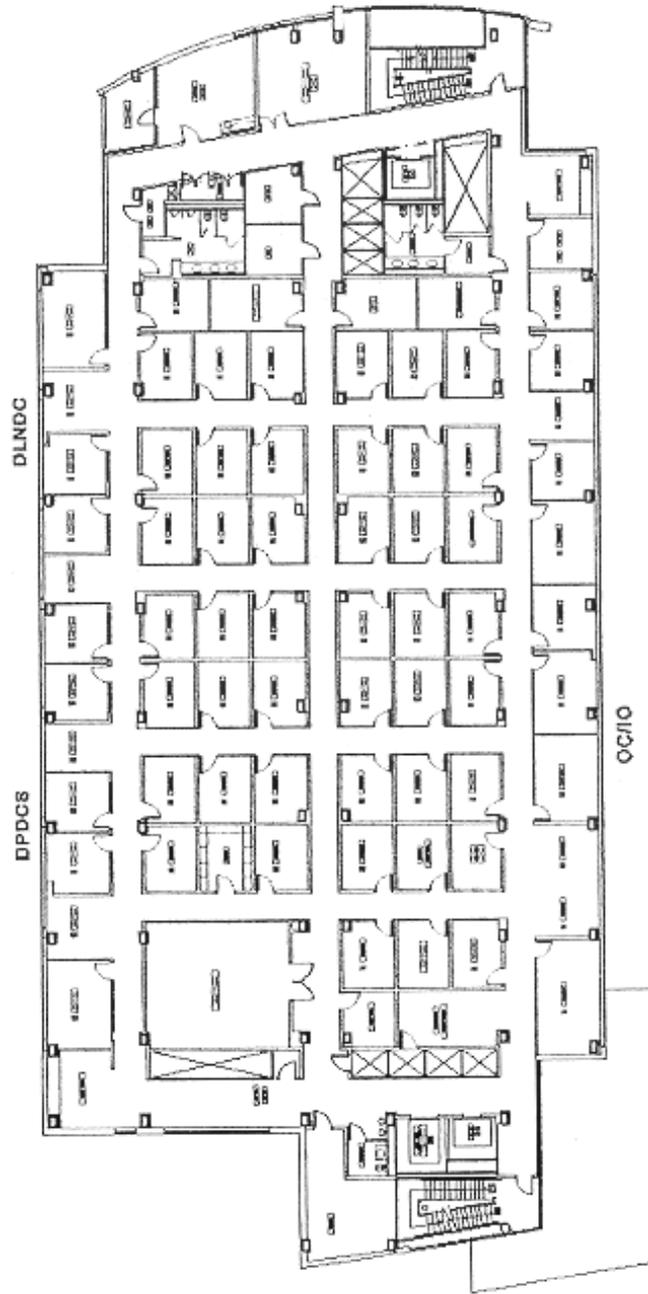
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Approved Site Development Plan









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