



Executive Director's Recommendation

Commission Meeting: September 3, 2020

PROJECT National Institutes of Health Master Plan Amendment National Institutes of Health, Bethesda Campus 9000 Rockville Pike Bethesda, Maryland	NCPC FILE NUMBER MP02
SUBMITTED BY United States Department of Health and Human Services National Institutes of Health	NCPC MAP FILE NUMBER 3101.20(05.00)45165
REVIEW AUTHORITY Approval of Master Plans for use by the Commission per 40 U.S.C. § 8722(a) and (b)(1)	APPLICANT'S REQUEST Approval of final master plan amendment
	PROPOSED ACTION Approve final master plan amendment with comments
	ACTION ITEM TYPE Staff Presentation

PROJECT SUMMARY

The United States Department of Health and Human Services (DHHS) has submitted a proposed amendment to their 2013 Master Plan to reflect two new projects: a parking garage (MLP-15) / Utility Vault and a new addition to the Clinical Center Complex, known as the Surgery, Radiology, Laboratory Medicine (SRLM) Addition. The projects would enable the Clinical Center to continue as a state-of-the-art research facility through expansion, parking replacement, and additional future power generating capacity. The DHHS has submitted the new Garage and Utility Vault for preliminary and final review by NCPC (Project # 8207) and is scheduled to submit the SRLM addition as a separate project in the late fall or early winter. The Commission previously reviewed the proposed master plan amendment at its February 2020 meeting but deferred action.

The master plan amendment now includes a detailed employee parking plan. Most importantly, in response to the Commission's request, NIH has also committed to attaining the 1:3 space/employee parking ratio goal by 2033. Further, NIH staff have completed an in-depth analysis of current parking use and the future development needs of the campus. This analysis is consistent with the policies set forth in the recently updated Transportation Element of the *Comprehensive Plan for the National Capital*.

KEY INFORMATION

- The National Institutes of Health campus was established in Bethesda in 1938, with a mission “to seek fundamental knowledge about the nature and behavior of living systems and the

application of that knowledge to enhance health, lengthen life, and reduce the burdens of illness and disability.”

- The 2013 Master Plan updated the previous 2003 Plan with a maximum total of 1.6 million square feet of new research space and 775,000 square feet of new administrative/support space. Notable projects included: a new 600,000 square foot (17-story) office tower; a new 775,000 gross square foot (4-story) laboratory building; and three new parking garages. None of these projects have been constructed.
- The NCPC parking ratio for the NIH Bethesda Campus is 1:3 due to its proximity to Metrorail service (Medical Center Station). This ratio has been in place since the 2004 Comprehensive Plan and has remained unchanged since that time. The purpose of the goal is to encourage more efficient federal development in support of federal, regional, and local sustainable travel goals.
- After significant analysis, NIH has submitted a plan to meet the 1:3 parking goal through Travel Demand Management, future employment growth, and corrected employment and parking inventory numbers.

RECOMMENDATION

The Commission:

Approves the final master plan amendment to the current 2013 National Institutes of Health (NIH) Master Plan in Bethesda, Maryland.

Notes that the master plan amendment projects would enable the Clinical Center to continue as a state-of-the-art research facility through medical space expansion, parking replacement, and additional future power generating capacity.

Notes that the new MLP-15/Utility Vault and Surgery, Radiology, Laboratory Medicine Addition must be located near the Clinical Center based on their direct operational support of the Complex.

Notes that NIH has submitted the new MLP-15 Garage and Utility Vault (Project # 8207) for NCPC review at this time, and that NIH will submit the new Surgery, Radiology, Laboratory Medicine Addition for future review as a separate project.

Notes that the Commission previously deferred action on its draft amendment review in February 2020, with the request that NIH develop a more defined employee parking plan that demonstrates how the campus would attain its 1:3 long-term parking ratio goal.

Finds that NIH has submitted a detailed proposal to meet NCPC's Comprehensive Plan parking ratio goal over the next 13 years, between 2020-2033, in response to previous Commission requests. Unlike previous submissions, NIH has provided detailed information regarding campus employment, parking use, anticipated growth, and future changes to campus parking capacity. The major changes include:

- Correcting existing and future population numbers to include all full-time campus employees based on their similarities in employment duration, commuting patterns, work hours, and space planning requirements;
- Reducing the number of existing and future employee spaces by excluding more specialized, non-employee-specific uses such as handicapped-accessible parking, leased spaces, campus shuttle parking, and previous re-striping and decommissioning activities; and
- Correcting the projected employment population (2033) based on recent temporary (10+ year) campus development and anticipated staff relocations from off-site facilities to campus.

Notes that NIH calculations are consistent with the policies set forth in the Transportation Element of the *Comprehensive Plan for the National Capital*, and with reviews of similar master plans.

Notes that NIH has removed the previously proposed MLP-14 parking garage from the 2013 Master Plan.

Notes that NIH will evaluate its future planned garage construction based on its employee census; the need to close remaining surface parking; and parking demand at the time of new building construction to stay within the 1:3 ratio (2026-2033). ~~with a proposal to remove one of its planned garages (MLP-14) from the current 2013 Master Plan.~~

Master Plan Consistency

Finds the master plan amendment to be consistent with the following planning strategies from the 2013 Master Plan including: preservation of the campus-wide perimeter buffer area; adherence to the campus-wide building height limit; and reinforcement of development nodes on-campus.

Supports the proposed modification of the 40-foot development setback along Convent Drive (reflected in the 2013 Master Plan) to accommodate the new MLP-15 Garage/Utility Vault and SRLM addition.

Finds the modified street setbacks to be appropriate given the visual compatibility of the new SRLM addition and Garage/Utility Vault with the more urban character of the campus's northwest quadrant.

Finds the new MLP-15 Garage/Utility Vault would significantly impact the existing character of the area along the western side of the project site, which the NIH Master Plan identifies as "Landscape Dominant."

Recommends that NIH restore the existing woodland character of the surrounding area as much as possible through a thoughtful and robust landscape design. The project submission for the new MLP-15 Garage/Utility Vault (Project # 8207) includes specific information for tree replacement as mitigation.

Parking Plan

Finds that the NIH proposal successfully meets the applicable 1:3 long-term goal for the campus, which equates to 8,530 employee spaces based on an assumed employment population of 25,561.

Notes that NIH has completed an in-depth analysis of current and future parking use and employment.

Finds that NIH has a robust Travel Demand Management program, operated through their Division of Amenities and Transportation Services, with programming that includes a nine-route shuttle system, Transhare benefits, ridesharing, an employee bicycling club, and a dedicated transportation listserv.

Notes that NCPC staff consulted with Montgomery County Planning Department and they have reiterated their Planning Board's previously commitment to and endorsement of the 1:3 parking ratio for the NIH campus.

Notes that NCPC staff will coordinate the Montgomery County as part of the biennial Transportation Management Plan monitoring process that was established as part of the recent update to the Transportation Element. Both monitoring and agency coordination will help ensure progress is being made toward achieving parking goals over the next 13 years.

Notes that NCPC will work with NIH to reassess future development and employee parking capacity as necessary to ensure that the campus maintains compliance with the 1:3 goal.

Future Planning

Recommends that NIH undertake a full update to its 2013 Master Plan based on NCPC submission guidelines and the number of recent NIH submissions to NCPC that are not reflected in the current Master Plan.

Recommends that NIH submit the proposed new SLRM addition for NCPC review at an early level (between 20-30%) of preliminary design.

PROJECT REVIEW TIMELINE

Previous actions	February 2020 – deferred action
Remaining actions (anticipated)	None.

PROJECT ANALYSIS

Executive Summary

The proposed amendment is necessary to update the current 2013 NIH Master Plan to reflect two significant projects (a new Garage/Utility Vault and new 527,000 square foot Clinical Center addition), which are intended to enable continued use of the Center as a premier, world-class research facility. The amendment is consistent with several Master Plan principles but would require modification to adjacent street setbacks and extensive mitigation to restore the area's woodland character. The master plan amendment includes a detailed parking plan that shows how the campus would attain an overall 1:3 goal by 2033, with detailed information on NIH personnel, employee parking, anticipated growth, and future campus parking capacity. The amendment is necessary to reflect future development in the northwestern part of the campus and is generally consistent with NIH and NCPC planning policies. Therefore, staff recommends that the Commission **approve the final master plan amendment to the current 2013 National Institutes of Health (NIH) Master Plan in Bethesda, Maryland.**

Background

The National Institutes of Health (NIH) campus currently spans 310 acres in Bethesda, Maryland, with Rockville Pike (MD 355) along its eastern boundary, Old Georgetown Road (MD 187) along its western boundary, West Cedar Lane along the north, and residential neighborhoods along its southern edge. The campus hosts approximately 75 buildings, with a steady growth in development density over the years due to a continuing need for medical research. NIH is fully enclosed with a decorative perimeter security fence, with access provided by eight gated vehicular entrances, one commercial vehicle gate, and four pedestrian/bicycle-only gates. Current planning issues include aging infrastructure, physical security, parking demand, and new facility needs as primary drivers for on-going design and construction work on the campus.

The current 2013 NIH Master Plan was granted final approval by NCPC in January 2016, updating the previous 2003 Plan in support of the organization's mission which is "to seek fundamental knowledge about the nature and behavior of living systems and the application of that knowledge to enhance health, lengthen life, and reduce the burdens of illness and disability." NIH formulated the 2013 Plan around a number of organization goals, including: Fostering innovative research to improve the nation's health; Supporting the evolving requirements for biomedical research and education; Providing a secure and supportive environment for the people involved in NIH activities, and Protecting the environment of the NIH campus and its impact on the region. The master plan translates these goals into six guiding planning principles to guide future development, with the aim of reducing off-site, leased, research space and modernizing campus research space.

The 2013 Master Plan has a timeframe of 20 years (until 2033), with a total of 28 projects (26 projects were unfunded at the time of NCPC review), and a total of 2.38 million square feet of new development. Overall, the Master Plan includes 1.6 million square feet (67%) of new research space and 775,000 square feet (33%) of new administrative and support space. As part of NCPC's final master plan approval action (January 2016), the Commission supports NIH's use of an interim parking cap to prevent any net increase in employee parking until the time of the next update, which was anticipated in 2018. The action recommended that NIH develop its next update to comply with the 1:3 campus parking goal through a combination of gradual parking removal and employment population growth.

The current master plan amendment encompasses an area of approximately 15 acres in the northwestern part of the NIH campus, with two related large projects – a new parking garage (Multi-Level Parking-15) / Utility Vault and a new Clinical Center Complex (CCC) expansion known as the Surgery, Radiology, Laboratory Medicine (SRLM) addition. NIH previously submitted the amendment for draft review by NCPC in February 2020; however, the Commission elected to defer action to allow additional time to formulate a detailed parking plan that complies with the 1:3 campus parking goal. This amendment submission includes the NIH parking plan (Campus Parking Ratio Reduction Plan), which staff describes in greater detail in the following *Parking Plan* section.

The purpose of the projects is to enable continued use of the main Clinical Center (Building 10) as a premier, world-class research facility through expansion of the facility's clinical/research space. NIH selected the new addition from 11 potential alternative development scenarios based on cost and the need of continuing Clinical Center operations as efficiently as possible. Other alternatives (not selected) included different combinations of department relocations between one or more other existing buildings on-campus. The planned new MLP-15 Garage would replace area parking (removed from the project site and beneath the Clinical Center) in an accessible location and enable NIH to reduce its operating costs associated with continued use of the existing garage. Finally, the new Utility Vault would expand electrical (sub-station) capacity for the Clinical Center and new SRLM addition without disrupting the power supply that would result from constructing the project on the same site. Therefore, staff recommends that the Commission **note that the master plan amendment projects would enable the Clinical Center to continue as a state-of-the-art research facility through medical space expansion, parking replacement, and additional future power generating capacity.** Furthermore, staff recommends that the Commission **note that the new MLP-15/Utility Vault and Surgery, Radiology, Laboratory Medicine Addition must be located near the Clinical Center based on their direct operational support of the Complex.**

The NIH plan amendment is necessary to reflect the proposed projects since they are not reflected in the current 2013 Master Plan, and their development would constitute a major change to the character of the campus. The 2013 Plan describes a need for the new SRLM addition but does not identify a specific location for the project. At this time, NIH has submitted the proposed new MLP-15 Garage and Utility Vault to NCPC for preliminary and final review (Project # 8207), with plans to submit the new SRLM Addition for initial review by NCPC in the fall or winter. Staff recommends that the Commission **note that NIH has submitted the new MLP-15 Garage and Utility Vault (Project # 8207) for NCPC review at this time, and that NIH will submit the new Surgery, Radiology, Laboratory Medicine Addition for future review as a separate project.**

Parking Plan

As part of the master plan amendment submission, NIH provides a detailed parking plan to demonstrate how the campus would attain its future 1:3 parking ratio goal by 2033. The goal was originally established for NIH through the 2004 NCPC Comprehensive Plan (Transportation

Element) and continued through more recent Element updates in 2016 and 2020. The 1:3 goal applies to federal properties located in transit accessible areas near Metrorail service. The NIH Campus is situated directly adjacent to the Medical Center station (along the Red Line), just north of the Bethesda Central Business District. The current NIH Master Plan identifies a transit center on the eastside of campus next to the Metro station, with stops for Ride-On and Metrobus, bicycle parking, Bikeshare, NIH shuttle service (with nine routes), and passenger drop-off/pick-up areas. The Commission previously deferred action on its review of the draft amendment in February 2020 to allow additional time for NIH to develop a detailed plan that demonstrates how the campus would attain a 1:3 goal. Staff recommends that the Commission **note that the Commission previously deferred action on its draft amendment review in February 2020, with the request that NIH develop a more defined employee parking plan that demonstrates how the campus would attain its 1:3 long-term parking ratio goal.**

The parking plan is based on detailed information related to campus employment, parking use, anticipated growth, and future parking capacity. The plan describes “external” factors (beyond NIH control) that may increase parking demand such as potential decreases in federal transit benefits; delay of the opening of the Purple Line; and changing perceptions related to transit use in light of the on-going pandemic. On the other hand, other external factors may decrease parking demand (thereby helping NIH achieve its 1:3 goal) such as local/regional bicycle infrastructure improvements; greater availability of nearby affordable housing; and increasing employee telework capability. Specifically, the NIH plan is structured into the following sections: NIH employee and parking definitions; potential opportunities/obstacles to goal achievement, and parking inventory/employee population/parking ratio changes (shown in a table). Please refer to the EDR Appendix to reference the complete plan.

NIH has a robust Travel Demand Management (TDM) operation through its Division of Amenities and Transportation Services (DATS). DATS plays a critical role in helping NIH employees’ transition to non-Single Occupant Vehicle modes. Current TDM programming includes: Transshare benefits, ridesharing, an employee bicycling club, and a dedicated transportation listserv. In addition, the NIH plan cites several additional potential new initiatives that DATS is currently considering for future implementation such as: expanding the use of the federal Transshare subsidy to summer students and non-regular NIH employees (e.g. fellows); expanding existing bike share services; and offering bike share memberships to NIH employees in exchange for their campus parking permits.

The NIH parking plan includes corrected previous, current, and future employment population (census) figures to account for personnel (categorized as “SVA Positions” and “Guest” by NIH) with similar work and commuting patterns as other federal NIH employees and contractors. The current 2013 Master Plan includes these personnel (21,470) and NIH accounts for these workers in its future space planning efforts. NCPC previously used a lower employment figure (20,594) from the Master Plan that includes only federal NIH staff and directly funded NIH contractors for parking ratio calculation purposes. Use of the corrected higher 2013 Master Plan employment figure (21,470) would yield a slight improvement to the previous overall campus ratio from a 1:2.3 to a 1:2.4. Current 2020 NIH employment (22,792) and future employment (25,561 in 2033) figures also include SVA and Guest personnel as well. In addition, the future NIH employment

number (25,561) includes recent temporary development projects (i.e. new ADRD building) and anticipated off-site staff relocations to campus from leased space. NIH estimates that 2,769 total personnel will relocate back on to campus by 2033.

In addition to corrected employment figures, NIH proposes to exclude more specialized parking uses from its official employee parking inventory such as reserved shuttle vehicle parking (-120 spaces) and federal-mandated disabled (American Disability Act) parking (-374 spaces). NIH has consistently leased parking (100 spaces) to non-NIH workers who are on campus as part of on-going construction activities. The plan would exclude these leased spaces as well. Finally, NIH has re-inventoried all employee parking and discovered an additional 342 space deficit due to recent restriping and decommissioning activities. In total, the parking plan proposes to reduce the employee space count by 936 total spaces, which would result in an immediate ratio improvement from a 1:2.5 to a 1:2.8. NCPC staff notes that these parking exclusions are consistent with NCPC's revised Transportation Element policies.

The parking plan shows a detailed table that accounts for anticipated changes to available employee parking capacity and employment levels based on future NIH campus development. Specifically, the plan documents anticipated changes during three different time periods – 2020, 2021-2025, and 2026-2033. The plan notes that NIH will evaluate its future planned garage construction based on its employee census; the need to close the remaining surface parking; and parking demand at the time of new building construction to stay within the 1:3 ratio (2026-2033). Also, the plan further proposes to remove one planned garage (MLP-14) from the current 2013 Master Plan. Staff analysis of the plan is described in a later section of the EDR report.

Staff recommends that the Commission **find that NIH has submitted a detailed proposal to meet NCPC's Comprehensive Plan parking ratio goal over the next 13 years, between 2020-2033, in response to previous Commission requests. Unlike previous submissions, NIH has provided detailed information regarding campus employment, parking use, anticipated growth, and future changes to campus parking capacity. The major changes include:**

- **Correcting existing and future population numbers to include all full-time campus employees based on their similarities in employment duration, commuting patterns, work hours, and space planning requirements;**
- **Reducing the number of existing and future employee spaces by excluding more specialized, non-employee-specific uses such as handicapped-accessible parking, leased spaces, campus shuttle parking, and previous re-striping and decommissioning activities; and**
- **Correcting the projected employment population (2033) based on recent temporary (10+ year) campus development and anticipated staff relocations from off-site facilities to campus.**

The NCPC Transportation Element encourages dedicated parking for employees with ability impairments as well as fleet vehicles to meet Agency mission needs. NIH parks its fleet of 30 shuttles in permanently reserved spaces on campus and provides dedicated parking for disabled employees, patients, and visitors in strategic locations. NCPC has traditionally excluded more

specialized parking uses for federal vehicles, ADA parking, and 24-hour security parking from campus parking ratios. Therefore, staff recommends that the Commission **note that NIH calculations are consistent with the policies set forth in the Transportation Element of the Comprehensive Plan for the National Capital, and with reviews of similar master plans.**

Furthermore, staff recommends that the **Commission note that NIH has removed the previously proposed MLP-14 parking garage from the 2013 Master Plan.** In addition, staff recommends that the Commission note that NIH will evaluate its future planned garage construction based on its employee census; the need to close remaining surface parking; and parking demand at the time of new building construction to stay within the 1:3 ratio (2026-2033), with a proposal to remove one of its planned garages (MLP-14) from the current 2013 Master Plan.

Analysis

Master Plan Consistency

The proposed master plan amendment preserves many of the 2013 Master Plan's guiding principles including its designated 250-foot wide landscaped perimeter buffer; the campus's building height limit; and emphasis on clustered development. Some of these strategies have been in effect since NIH's 2003 Master Plan. Specifically, the new Garage/Utility Vault and SRLM Addition sites have height limits of 120- and 160-feet, respectively. In comparison, the new Garage, which is taller than the Utility Vault, would have a maximum height of approximately 100-feet (stair/elevator tower rooftop), and the new SRLM Addition would have a maximum height of 150-feet. The projects are both situated adjacent to one of the master plan's identified research-oriented development nodes and outside of the campus perimeter buffer. Therefore, staff recommends that the Commission **find the master plan amendment to be consistent with the following planning strategies from the 2013 Master Plan including: preservation of the campus-wide perimeter buffer area; adherence to the campus-wide building height limit; and reinforcement of development nodes on-campus.**

The projects would require modification to the master plan principle related to development setbacks. In particular, the new Clinical Center (SRLM) Addition is sited 18-feet from the adjacent street – Convent Drive – which is closer than the 40-foot setback prescribed in the Master Plan. The new Garage/Utility Vault project is also sited within the recommended Convent Drive setback distance, with a 15-foot setback distance. The design effect of the closer setbacks would be to intensify the urban quality of the area. However, with the existing dominant presence of the Clinical Center (Building 10) on surrounding views, the campus's northwest area already has a somewhat urban feel. Therefore, staff recommends that the Commission **support the proposed modification of the 40-foot development setback along Convent Drive (reflected in the 2013 Master Plan) to accommodate the new MLP-15 Garage/Utility Vault and SRLM addition.** Furthermore, staff recommends that the Commission **find the modified street setbacks to be appropriate given the visual compatibility of the new SRLM addition and Garage/Utility Vault with the more urban character of the campus's northwest quadrant.**

The master plan's concept landscape plan identifies the area along the western and southwestern edges of the Garage/Utility Vault site as "Landscape Dominant", characterized by natural rolling topography and mature woodland cover of various age and density. According to the Master Plan, buildings within these areas are generally "visually absorbed" by the landscape; however, the Garage/Utility Vault would require partial clearing of the existing woodland area. The landscape plan associated with the project should attempt to restore the wooded character of the area as much as possible through a thoughtful and robust design. Therefore, staff recommends that the Commission **find the new MLP-15 Garage/Utility Vault would significantly impact the existing character of the area along the western side of the project site, which the NIH Master Plan identifies as "Landscape Dominant."** As such, staff recommends that the Commission **recommend that NIH restore the existing woodland character of the surrounding area as much as possible through a thoughtful and robust landscape design. The project submission for the new MLP-15 Garage/Utility Vault (Project # 8207) includes specific information for tree replacement as mitigation.**

Parking Plan

The NIH parking plan is a detailed and comprehensive plan, with the aim of demonstrating how the campus will attain a future 1:3 goal, which is consistent with NCPC's Transportation Element. NCPC staff considers the NIH proposal to correct its employment numbers with additional SVA positions and Guest workers to be reasonable since these personnel are reflected in the 2013 Master Plan and are similar to other NIH workers and contractors in terms of their employment duration, research-related duties, commuting patterns, work hours, and space planning. The recently revised Transportation Element specifically notes that "Employees, for the purposes of the Federal Transportation Element, refers to both federal employees and on-site contractors, who would have regular commute patterns to a federal facility" (Section D, footnote 21). NIH describes these SVA and Guest personnel as similar to other NIH federal workers and on-site contractors.

NIH's total future employment figure is based on increases from recent unplanned temporary development (i.e. new ADRD building) and anticipated staff relocations from off-site leased space between 2020-2033. NIH's desire to gradually shift its employees back to campus is clearly articulated throughout the current Master Plan, and it is reasonable to account for these relocated workers in the future population number. Specifically, NIH estimates a total of 2,412 workers will relocate by 2033, in addition to 357 staff from previously unforeseen programs/development.

NCPC staff finds NIH's proposal to exclude more specialized parking (i.e. reserved shuttle vehicle parking), decommissioned parking, and parking lost to restriping to be reasonable. Specifically, ADA-accessible parking is not exclusive for employee use as it is mandated by federal law and available to anyone with a disability, whether they are employees, patients, or visitors. Shuttle vehicle parking is permanently reserved for shuttle vehicle use, thereby preventing employee daytime use. Regarding leased parking, NIH has clarified that the parking is for non-NIH construction personnel only and is necessary to support continuous construction activities on the campus. These workers do not have access to employer-sponsored transit subsidies and must frequently drive based on where they live and their unusual work hours. NIH has regularly leased parking (between 100-200 spaces) since around the year 2000.

The plan's detailed parking/employment/ratio table will be useful for NCPC use in tracking future development impacts to employee parking capacity. Specifically, the table reveals an anticipated increase in employee parking (+472 spaces), however as previously described, the net increase would be offset through corrected inventory numbers (-936 spaces) and corrected employment figures, with an anticipated future increase of 2,769 workers. The resulting final total NIH population (25,561) would allow a total of 8,530 spaces to attain the 1:3 goal for the campus.

In summary, staff recommends that the Commission:

- **Find that the NIH proposal successfully meets the applicable 1:3 long-term goal for the campus, which equates to 8,530 employee spaces based on an assumed employment population of 25,561.**
- **Note that NIH has completed an in-depth analysis of current and future parking use and employment.**
- **Find that NIH has a robust Travel Demand Management program, operated through their Division of Amenities and Transportation Services, with programming that includes a nine-route shuttle system, Transshare benefits, ridesharing, an employee bicycling club, and a dedicated transportation listserv.**

As previously mentioned, the parking plan notes that NIH will evaluate its future planned garage construction based on its employee census; the need to close the remaining surface parking; and parking demand at the time of new building construction to stay within the 1:3 ratio (2026-2033). The NIH plan also proposes to remove one planned garage (MLP-14) from the current 2013 Master Plan, which is significant. With the plan's detailed employment and parking figures, NCPC can work with NIH in the future to reassess development that would increase employee-related parking and ensure that the campus is able to maintain compliance with its 1:3 goal. Therefore, staff recommends that the Commission **note that NCPC will work with NIH to reassess future development and employee parking capacity as necessary to ensure that the campus maintains compliance with the 1:3 goal.**

Future Planning

NCPC submission guidelines state that federal agencies are required to review master plans at least every five years to ensure they accurately reflect anticipated changes to the campus/installation. Applicant agencies should advise the Commission of the results of such reviews and provide the Commission a proposed schedule to update a master plan if the applicant has determined an update is deemed necessary. With the number of recent review projects not included in the 2013 Master Plan, as well as NCPC submission guideline policies, staff believe that NIH should consider undertaking a full update to its current Master Plan. Therefore, staff recommends that the Commission **recommend that NIH undertake a full update to its 2013 Master Plan based on NCPC submission guidelines and the number of recent NIH submissions to NCPC that are not reflected in the current Master Plan.**

Based on its scale and highly visible nature, NIH should submit plans for the SRLM addition to NCPC for review at an early preliminary design stage. Such a level of design, defined at between 20-30% developed, would allow NIH to reflect NCPC comments through design changes than at a later, more detailed design stage. Therefore, staff recommends that the Commission **recommend that NIH submit the proposed new SLRM addition for NCPC review at an early level (between 20-30%) of preliminary design.**

CONFORMANCE TO EXISTING PLANS, POLICIES AND RELATED GUIDANCE

Comprehensive Plan for the National Capital

The proposed amendment is generally consistent with the Comprehensive Plan for the National Capital in particular, the Transportation and Federal Environment Elements. NIH submitted an employee parking plan that demonstrates how the campus would attain a 1:3 goal within the next 13 years, by 2033. The campus goal is based on its location adjacent to a Metrorail station in an area considered to be transit accessible. The parking plan is described in greater detail in the preceding *Parking Plan* section.

National Historic Preservation Act

NIH initiated the required assessment of the Garage/Utility Vault and new SRLM Addition under Section 106 of the National Historic Preservation Act with a background submission to the Maryland Historic Trust (MHT) in March 2019. The new Garage/Utility Vault would align between 6-20-feet from a historic perimeter wall (part of a historic Convent building/grounds). After additional consultation between NIH and MHT, the Trust concurred with a “no adverse effect” determination by NIH based on proposed measures to include:

- Protecting the historic wall during construction;
- Preserving historic materials from the wall and reusing the materials to help restore various sections of the wall; and
- Planting new trees on the Convent grounds to help hide views of the new Garage/Utility Vault from the west.

For projects in the Environs, outside of the District of Columbia, NCPC does not have a formal review responsibility under Section 106 of the NHPA.

National Environmental Policy Act

The NIH is currently analyzing the proposed amendment changes through an Environmental Impact Statement (EIS), with a release of a draft EIS for public comment from July 10th - August 10th. NIH anticipates a signed Record of Decision (ROD) in early September 2020. For projects in the Environs, outside of the District of Columbia, NCPC does not have a formal review responsibility under NEPA.

CONSULTATION

NCPC staff consulted with Montgomery County Planning Department and they have reiterated their Planning Board's previously commitment to and endorsement of the 1:3 parking ratio for the NIH campus. The County also requested further consultation regarding future submissions. NCPC staff will coordinate the Montgomery County as part of the biennial Transportation Management Plan monitoring process that was established as part of the recent update to the Transportation Element. Both monitoring and agency coordination will help ensure progress is being made toward achieving parking goals over the next 13 years.

NCPC referred the proposed amendment submission to the Maryland Department of Planning clearinghouse, which forwarded the project to the following agencies: Maryland Department of Natural Resources, Maryland Department of Transportation, Maryland Department of the Environment, Maryland Department of Planning, and Maryland Historical Trust. Each of the review agencies found the project to be generally consistent with their plans, programs, and objectives, with no significant comments provided. In addition, NCPC also referred the amendment proposal directly to the Maryland-National Capital Park and Planning Commission (M-NCPPC) for review, and NIH consulted with various State and local agencies through the NEPA and Section 106 processes for its proposed SRLM addition, garage, and Utility Vault projects.

ONLINE REFERENCE

The following supporting documents for this project are available online at www.ncpc.gov:

- Submission Letter
- Project Narrative
- NCPC Staff PowerPoint Summary Presentation

Prepared by Michael Weil
09/03/2020

POWERPOINT (ATTACHED)

NIH Bethesda Campus Parking Ratio Reduction Plan

Definition of Employee:

For the purposes of transportation planning, the 2013 Master Plan (Section 4.3.8.3) and the 2020 Master Plan Amendment define employees as employees, contractors, fellows, guest researchers, tenants, and SVA positions. Summer students and vacancies are not included in this definition.

NIH Census for Transportation Planning

Category	2013 Master Plan (§4.3.8.3)	2020 Master Plan Amendment (1/9/2020)
Employee	9,841	9,575
Contractor	4,213	4,868
Auxiliary	2,349	2,338
Fellow	2,903	3,426
Guest	133	123
Tenant	582	518
SVA Positions	1,449	1,944
Total	21,470	22,792

Note: Appendix A lists the definitions and examples of each census category.

Definition of Employee Parking Space:

2013 Master Plan Definition: Per the NIH Master Plan, parking spaces marked for Single-Occupant Vehicle (*General; Red; IC-Reserved*), Rideshare (*CP; VP*), and Accessible (*HC*) are counted as employee spaces. Per the 2013 Master Plan there were 8,994 spaces.

2020 Master Plan Amendment Corrected Definition: Employee Parking Space are spaces marked for Single-Occupant Vehicle (*General; Red; IC-Reserved*) and Rideshare (*CP; VP*).

Consistent with NCPC staff feedback during the meeting of 2/14/2020, NIH made the following changes in the 2020 Master Plan Amendment Employee Parking space count:

1. NIH will not count Accessible space (HC) as employee spaces.
2. The NIH will remove 100 parking spaces from the employee parking count because the NIH Transportation Office sells parking permits to 100 construction workers. Construction workers with permits can park in NIH Employee spaces but are not counted under the employee category. These 100 spaces were inadvertently included in the 2013 Master Plan. The 2020 Master Plan Update will remove these 100 spaces because they are not for employee or employee-like staff.
3. In its 2013 Master Plan, NIH inadvertently counted, as Single-Occupant Vehicle parking spaces, the spaces where the NIH shuttles park. There are 30 shuttles, and they take up 4 parking spaces each. The shuttles are 33' x 8' and require a wide berth for the turning radius. Therefore, 120 parking spaces, counted in our 2013 Master Plan, have been omitted from the NIH 2020 Master Plan Update Employee Parking space count.
4. In addition, NIH proposes to not replace employee parking lost during the past 9 years due to re-striping (to increase the size of spaces to meet current standards) and gradual de-commissioning to meet various campus needs. In total, the campus parking inventory has been gradually reduced by 342 spaces.

Per the corrected definition there are 8,058 spaces.

NIH Bethesda Campus Parking Ratio Reduction Plan

NIH Employee Parking Spaces

Type of Parking Space	Counted in 2013 Master Plan	Number Counted in 2013 Master Plan	Counted in 2020 Updated Master Plan	Number Counted in 2020 Updated Master Plan
Single-Occupant Vehicle	Yes	8182	Yes	7891
Rideshare (CP, VP)	Yes	218	Yes	167
Accessible (HC)	Yes	374	No	0
Construction Workers*	Yes	100	No	0
Shuttle Parking	Yes	120	No	0
Total		8994		8058

* NIH charges a fee to contractors for parking permits for 100 construction workers. These 100 spaces were inadvertently included in the 2013 Master Plan. The 2020 Master Plan Update removes these 100 spaces because they are not for employee or employee-like staff.

** In its 2013 Master Plan, NIH inadvertently counted, as Single-Occupant Vehicle parking spaces, the spaces where the NIH shuttles park. There are 30 shuttles, and they take up 4 parking spaces per shuttle. Therefore, 120 parking spaces counted in our 2013 Master Plan have been omitted from our 2020 Master Plan Update.

Parking Ratio:

NCPC Goal for NIH Bethesda is 1 employee parking space for every 3 employees. Using the corrected definition for Employee and total Employee Parking Spaces, the parking ratio for the Bethesda campus is currently 1: 2.83.

NIH Parking Ratio

2013 Master Plan	2020 Master Plan Amendment
1: 2.39	1: 2.83

Initiatives:

1. Employees, Fellows, and Summer Students qualify for federal Transhare subsidies. Employees and Fellows account for 13,001 employees. Most of the 7,724 contractors, auxiliary contractors and, tenants do not receive federal Transhare subsidies as an incentive to use public transportation. NIH continues to support extension of transit benefits to all NIH employees (federal employees, contractors and tenants) and will work with our office of acquisitions to explore the legal implications of requiring contractor and tenant companies with more than 10 employees to offer transit subsidies.
2. NIH will explore the feasibility and legal implications of leasing parking spaces near the Bethesda Trolley Trail, a NIH lease facility with shuttle service, and an existing bike share company bicycle

NIH Bethesda Campus Parking Ratio Reduction Plan

parking. If it is possible, NIH will pilot a program to offer bike share membership to NIH employees in exchange for their Bethesda campus parking permit.

Opportunities and Obstacles to improving the NIH Bethesda Campus Parking Ratio:

Current Factors:

COVID-19 (and the possibility of future pandemics) make it difficult to determine future parking demand:

- We predict that more staff will be willing to telework than before because:
 - They will have experienced its benefits.
 - They have become more familiar with the communication and collaboration tools and the ability to process transactions digitally.
 - They will want to minimize their exposure to COVID-19 in the workplace.
- We expect that some staff will be reluctant to take mass transit, vanpool, and carpools because they will feel safer driving to campus to reduce their exposure to the virus during their commuting time. Staff will compare the financial benefits with the perceived health risks and may prefer to commute by single occupancy vehicle.

These two factors might offset each other, which would not affect the Parking Reduction Plan. We cannot predict a neutral impact at this time but will continue to track parking demand and use of alternative modes.

Additional External Factors:

There are several other external factors that could positively or negatively affect the demand for parking on the NIH Bethesda Campus. NIH will continue to evaluate our parking needs based on the external factors that affect the ability of employees to commute via public transportation and telework.

The following external factors may facilitate progress toward parking reduction:

- Activation of the Purple Line
- Improved mass transit commute times for more employees (includes improved reliability, increased frequency, additional lines, etc.)
- Enhanced subsidies for mass transit
- Steady improvement in regional bicycling infrastructure
- Mass-transit commuting times are less than SOV commuting times

The following external factors may inhibit progress toward parking reduction:

- Continued wide distribution in employee residence (attributed in part to wage stagnation and lack of affordable housing)
- Degradation or stagnation in mass transit service (includes decreased or erratic reliability/frequency; delay or cancellation of useful improvements)
- Degradation in programs supporting alternative modes such as Transshare subsidies
- Regression in alternative work schedule and telework support
- Degradation or stagnation in safety/connectivity for commuting by bicycle.

NIH Bethesda Campus Parking Ratio Reduction Plan

NIH Bethesda Campus Plan to Improve Parking Ratio:

Time Period (subject to funding availability)	Parking Initiative	Number of Employees on the Bethesda Campus	Employee Parking Spaces	Parking Ratio
2020	Do not replace spaces lost to recent construction	22,792	8,058	1: 2.83
	NIH will lose 31 employee parking spaces for the National Institutes of Health-Alzheimer Disease and Related Facility and gain ~130 employees (lose 31 spaces and an employee increase of ~130)	22,922	8,027	1: 2.86
	NIH will not provide new parking spaces for Temporary NIAID Bioinformatics Facility (increase of 38 employees)	22,960	8,027	1: 2.86
	NIH is restriping lot 10H and MLP-7 to meet current standards. NIH will not replace the spaces lost (56 spaces)	22,960	7,971	1: 2.88
	Maintenance of Several MLPs will require intermittent shutdowns of portions of the garages. ~200 parking spaces per phase.	22,960	7,771	1: 2.95
	Maintenance to garages will be complete (~200 spaces reactivated).	22,960	7,971	1: 2.88
	NIH will not replace spaces lost to gas station relocation (~25)	22,960	7,946	1: 2.89
2021-2025	The Purple Line is anticipated to be fully operational by 2025. NIH estimates that 120 employee parking spaces can be eliminated due to the Purple line activation.	22,960	7,826	1: 2.93
	Construct and activate lot 18 (add 100 spaces). Close Lot 42 (lose 249 spaces).	22,960	7,677	1: 2.99
	Activate UVPPG (add 780 spaces) and activate MLP 12 (add 1400 spaces). Close ACRF parking garage (lose 1,125). Close parking lot 10H (lose 257 spaces) Convert employee parking in historic district to green space (lose 242 spaces). These are the parking spaces in the vicinity of buildings 1-8. Close parking lot 18 (lose 100 Spaces). Close 330 spaces in parking lot 41. Convert spaces to dedicated grounds maintenance material and equipment storage.	22,960	7,803	1: 2.94
	NIH will not supply new parking spaces for future Building 40 tower addition (189 employees from off campus leases or new hires).	23,149	7,803	1: 2.97

NIH Bethesda Campus Parking Ratio Reduction Plan

Time Period (subject to funding availability)	Parking Initiative	Number of Employees on the Bethesda Campus	Employee Parking Spaces	Parking Ratio
2026-2033	<p>Later phases of the Master Plan include additions to Buildings 1 and 11; adaptive reuse of Buildings 4, 5, 8, and 30 to administrative functions and the construction of Buildings N7, N9, N12, N14, N18, N19, N20, N21, N22, N24. Current projections would increase employee population 2,412.*</p> <p>NIH will evaluate future MLP construction based on employee census, the need to close the remaining surface parking, and parking demand at the time of new building construction to stay at the 1:3 ratio. NIH will likely need to build NMLP-13 (~725 spaces) to support the latter phases of the Master Plan. The 2020 Master Plan amendment will not include NMLP-14.</p>	25,561	8,530	1: 3.00
<p>* In 2013 the population was projected to increase by 3,265 employees. It is unlikely that NIH will relocate programs before the leases expire. Based on current information the projected population will increase by approximately 2,412 by 2033.</p>				

NIH Bethesda Campus Parking Ratio Reduction Plan

Appendix A

NIH Census Appointment Definitions

Federal Employee

Staff members with a direct nexus to the government who receive a salary or benefits, which is **directly paid** by NIH. There are several different types of employee positions that include but are not limited to:

- General Schedule (GS) / General Management (GM)
- Wage (WG, WL, WS)
- Commissioned Officers (CO)
- Senior Executive Service (SES)
- Senior Biomedical Research Service (SBRS)
- Special Expert
- Part-time Government Staff
- Term Limited Appointments
- SEEPS – Students who work part-time during the school year
- CO-Step – Commissioned Officer students who work either full or part-time

Contractors

Contractors are employees of an NIH contractor, or are self-employed. The contractor's primary work site is in an NIH facility, where workspace and other basic support services are provided. Contractors perform the same duties as a Full-Time Employee (FTE). The Courtesy and Professional Services Contracts fall under this category along with temporary staff hired through private agencies. Contract staff who are not assigned specific workspace, e.g. custodial/housekeeping, parking, guards, and do not have a NIH network account are counted under Auxiliary.

Auxiliary Contractors

Auxiliary are contractors who provide services such as janitorial, food preparation, retail, parking attendants, etc. may not be assigned a desk or a computer. Auxiliary contractors usually do not have a NIH network account but are the equivalent to an FTE.

Fellows (Fellowship Appointments)

The NIH Intramural Research Program (IRP) provides training opportunities for scientists from around the world to enhance their research skills in the resource-rich NIH environment. Training and fellowship programs at the NIH include the following programs:

- Postdoctoral Fellows Program
- Post Baccalaureate Program
- Graduate Partnership Program
- Medical Research Scholars Program
- Clinical Research Electives
- Clinical Investigators Student Training Forum

Advanced training and practical research experience appointments supported by NIH either through the Fellowship Payment Program or by other means including IRTAs, CRTAs, Visiting Fellows, and others.

NIH Bethesda Campus Parking Ratio Reduction Plan

Tenant

Auxiliary service contractors for the Office of Research Services are also equivalent to an FTE. Examples include staff employed by:

- ChildKind, Inc.
- Eurest Dining Services
- Executive Child Development Center (ECDC)
- Foundation for Advanced Education in the Sciences
- Maryland Business Enterprise Program for the Blind
- NIH Federal Credit Union
- Parents of Preschoolers, Inc.
- Recreation and Welfare Association (R&W)
- The Children's Inn

Guest

These are not just Guest Researchers, but they include Researchers who are not directly supported by NIH such as:

- National Research Council (NRC)
- NIH Health Scientist Emeritus and Scientists Emeritus Program
- Persons detailed to NIH under the Intergovernmental Personnel Act
- Authorized Guest Staff that are here over 6 months

SVA Positions

These positions fall under the Special Volunteer Authority (Health Research Extension Act of 1985).

They include:

- Foundation for the Advancement of Education in Sciences (FAES)
- National Research Service Award (NSRA)
- Student Volunteers
- Jesse Roth Foundation Fellows
- Sobel Student Fellows
- Johns Hopkins
- University of Maryland
- Biophysics Program

Summer Students

Summer Students are students who are hired to work temporarily between the months of May and September.

National Institutes of Health Master Plan Amendment

9000 Rockville Pike, Bethesda, Maryland

Approval of Final Master Plan Amendment

United States Department of Health and Human Services

Project Summary



Commission Meeting Date: September 3, 2020

NCPC Review Authority: Approval of Master Plans for use by the Commission per 40 U.S.C. § 8722(a) and (b)(1)

Applicant Request: Approval of final master plan amendment

Session: Open Session

NCPC Review Officer: Michael Weil

NCPC File Number: MP02

Project Summary:

The United States Department of Health and Human Services (DHHS) has submitted a proposed final amendment to the 2013 NIH Master Plan, which includes multiple projects: 1) a new garage (MLP-15); 2) new Utility Vault (in for Preliminary/Final review); and 3) a new Clinical Center Complex Addition (Surgery, Radiology, Laboratory Medicine (SRLM) Addition).

NEW GARAGE: The purpose of the new MLP-15 garage is to replace surface parking (on the construction site) and repurposed parking under the Clinical Center Complex. The existing CCC garage is too expensive to restore/repair for public access and requires 100% vehicle checks. The new replacement parking (MLP-15) must be situated near the Clinical Center for convenient patient, visitor, and employee access.

NEW UTILITY VAULT: The project purpose is to provide sheltered space for more modern electrical substation equipment (and expanded electrical capacity) near the Clinical Center Complex. The equipment must be available on a continual basis (which would preclude shutting the equipment down for potential expansion of the existing substation) and the current substation site is not large enough to accommodate the required expansion. The project site also encompasses a new partially underground vault (to house emergency generator fuel tanks) near the southwest side of the main Utility Vault. The structure would have a green roof, with a plaza area, and sides that are constructed with gray Carderock drywall stone (on its east and south sides).

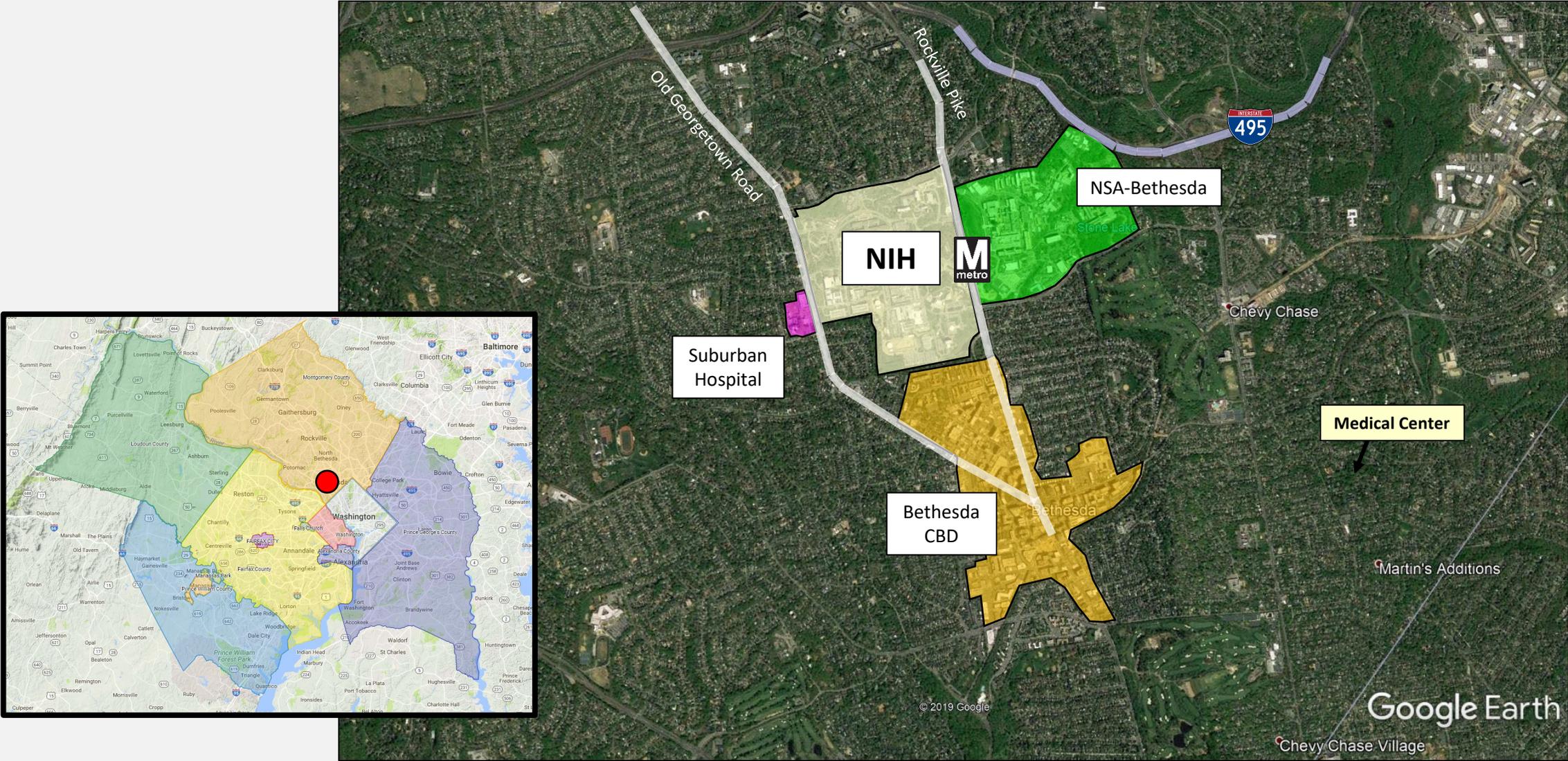
Project Summary

NEW SRLM ADDITION: NIH selected the new addition from one of 11 potential alternatives as their preference to provide much-needed expansion space for the Clinical Center Complex. The additional space is necessary to accommodate more modern medical equipment and to allow ever-changing medical operations at the Center. This project is at an early conceptual level of development at this point.

The master plan amendment includes construction of the new MLP-15 garage, with specific planning assumptions, detailed employee information, and defined anticipated changes in parking capacity on the NIH campus during the next 13 years (2020-2033). The result would be an overall campus-wide ratio that equates to 1:3, which is consistent with NCPC's Comprehensive Plan goal for NIH, with its proximity to Metrorail service. Detailed information from the parking reduction proposal is included on several of the following slides.

The amendment is consistent with several of the current 2013 master plan's planning strategies including: 1) preservation of the campus-wide perimeter buffer area; 2) adherence to the campus-wide building height limit; and 3) reinforcement of development nodes on-campus. The new garage, Utility Vault, and SRLM Addition would require modification to the 2013 plan's identified 40-foot set-back along Convent Drive. The new MLP-15 garage/Utility Vault is sited 15 feet of the western edge of Convent Drive and the new SRLM Addition is sited 18-feet from Convent Drive at its nearest point.

NIH Campus

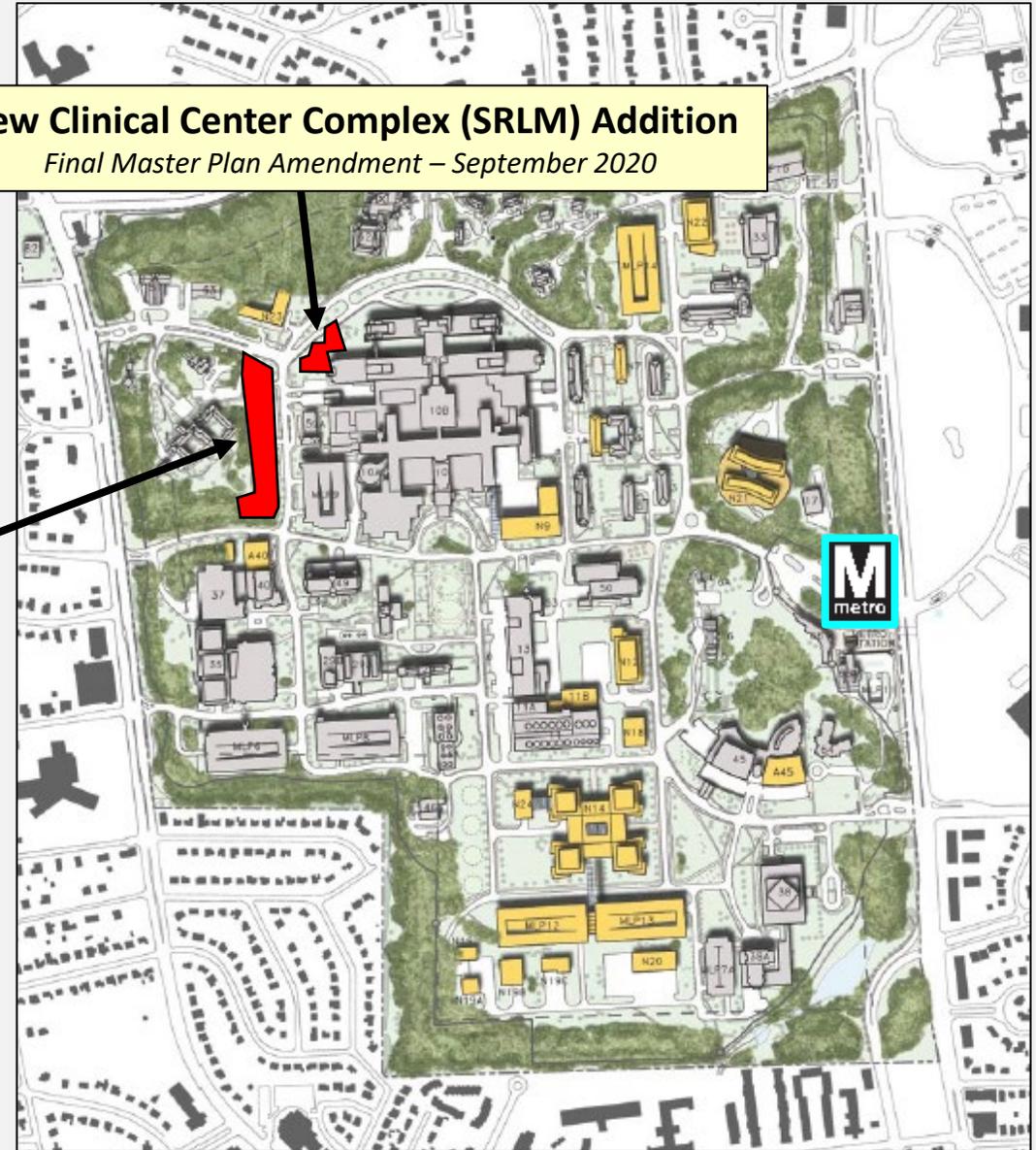


Project Location

----- NIH Property Line	Existing Building	Formal Open Space
— Security Fence	New Building	Natural Open Space
- - - - Buffer Zone	Walks/Plaza/Terrace	Water Features

New Clinical Center Complex (SRLM) Addition
Final Master Plan Amendment – September 2020

MLP-15 garage / Utility Vault
Final Master Plan Amendment – September 2020



2013 Master Plan

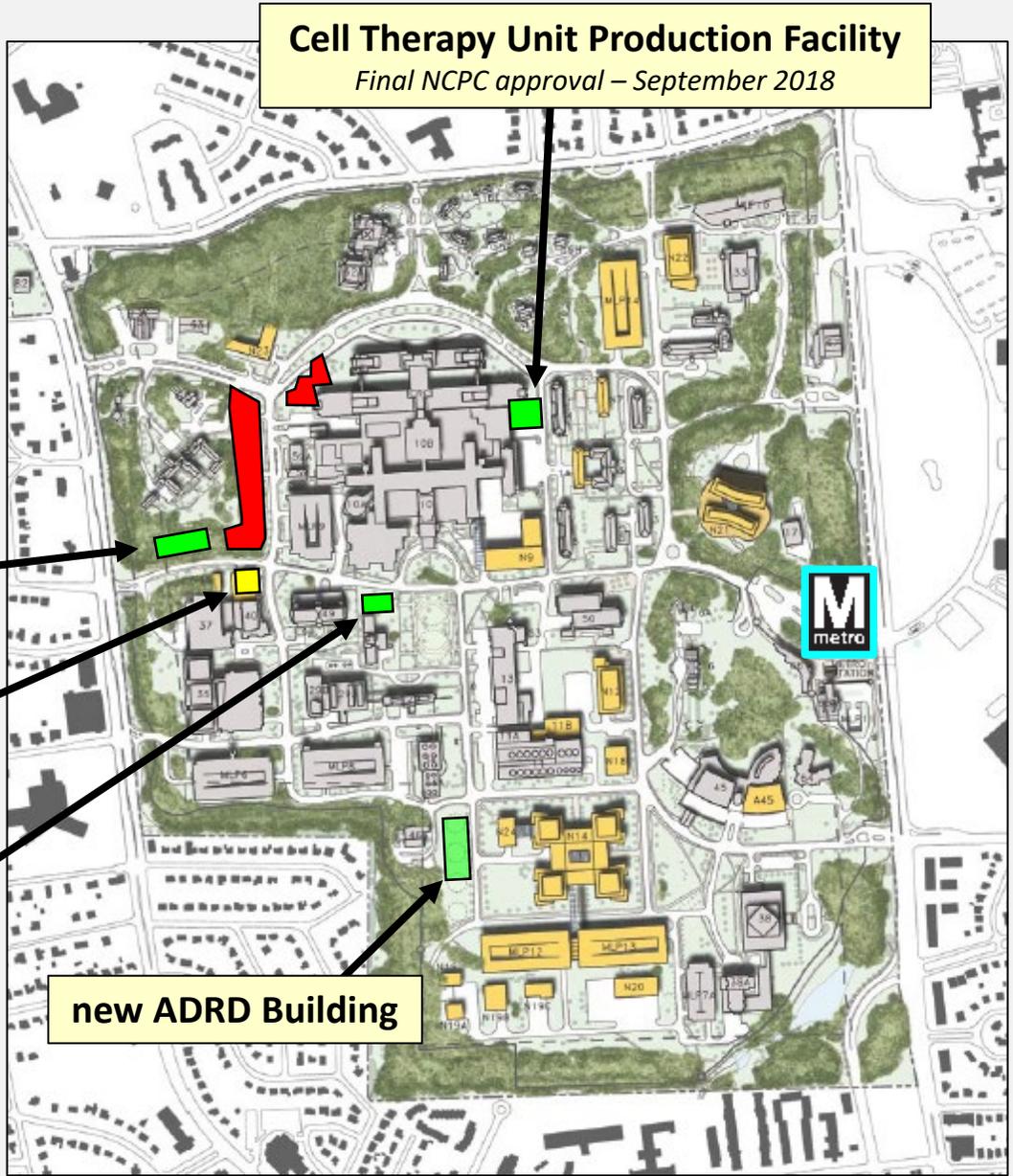
Planning Context

----- NIH Property Line	Existing Building	Formal Open Space
— Security Fence	New Building	Natural Open Space
- - - - Buffer Zone	Walks/Plaza/Terrace	Water Features

NIAID Bioinformatics Facility
Final NCPC approval – September 2019

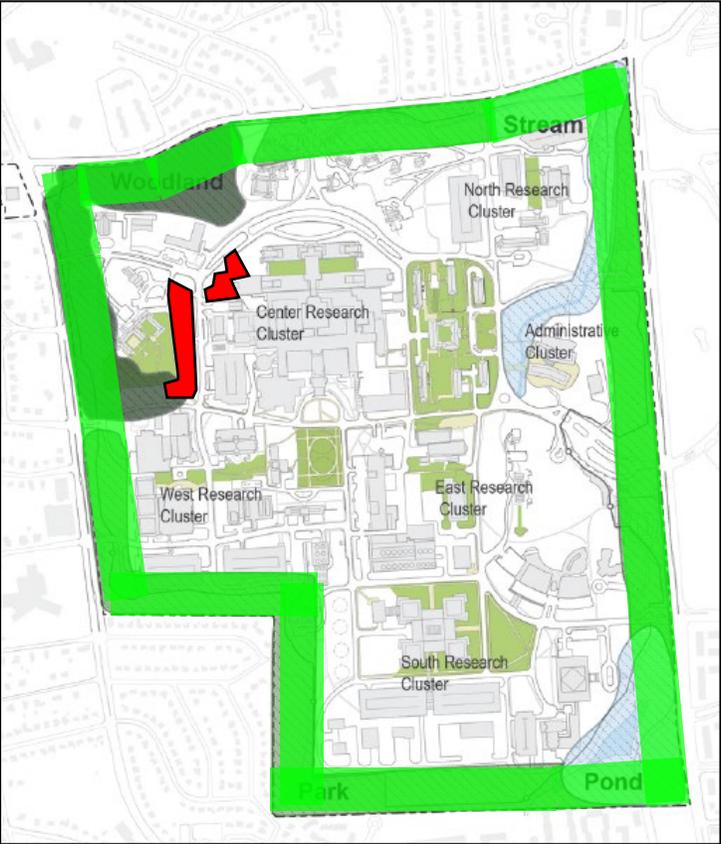
new Building 40A Addition
Preliminary NCPC approval - September 2020

Tumor Infiltrating Lymphocytes Cell Processing Facility
Final NCPC approval - June 2018

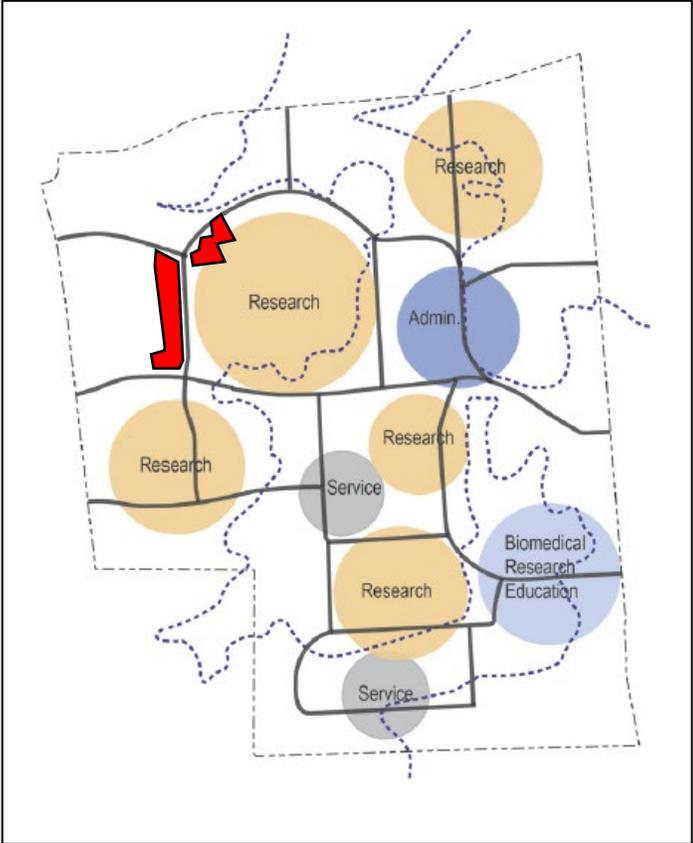


2013 Master Plan

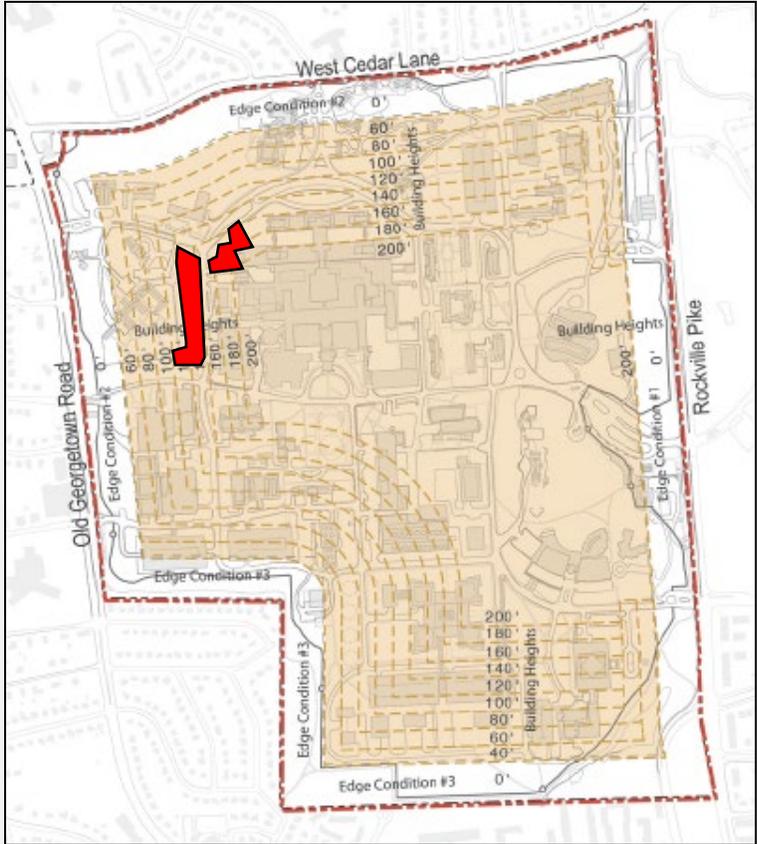
Master Plan Consistency



Natural Perimeter Buffer Zone

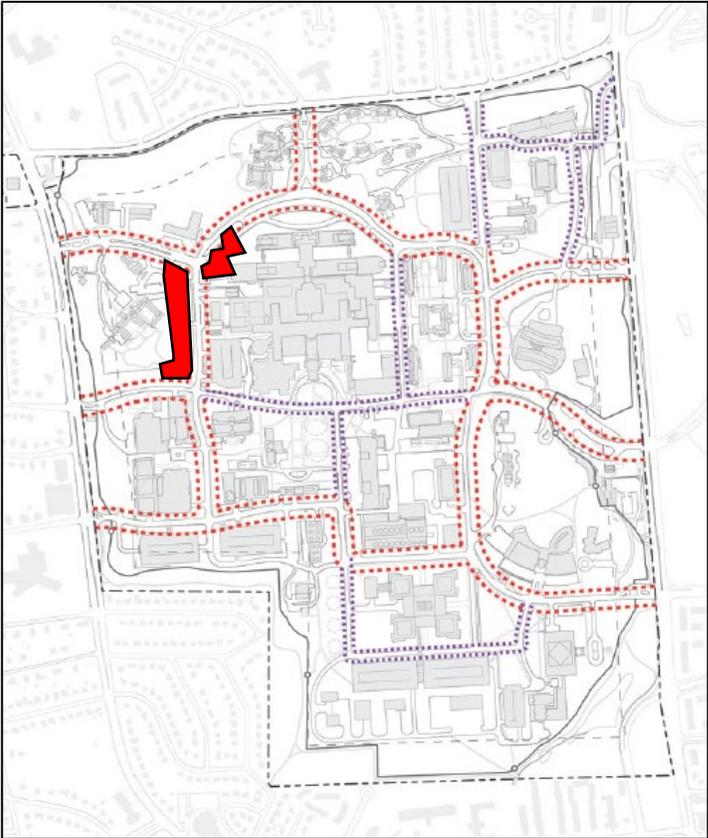


Campus Organization and Structure

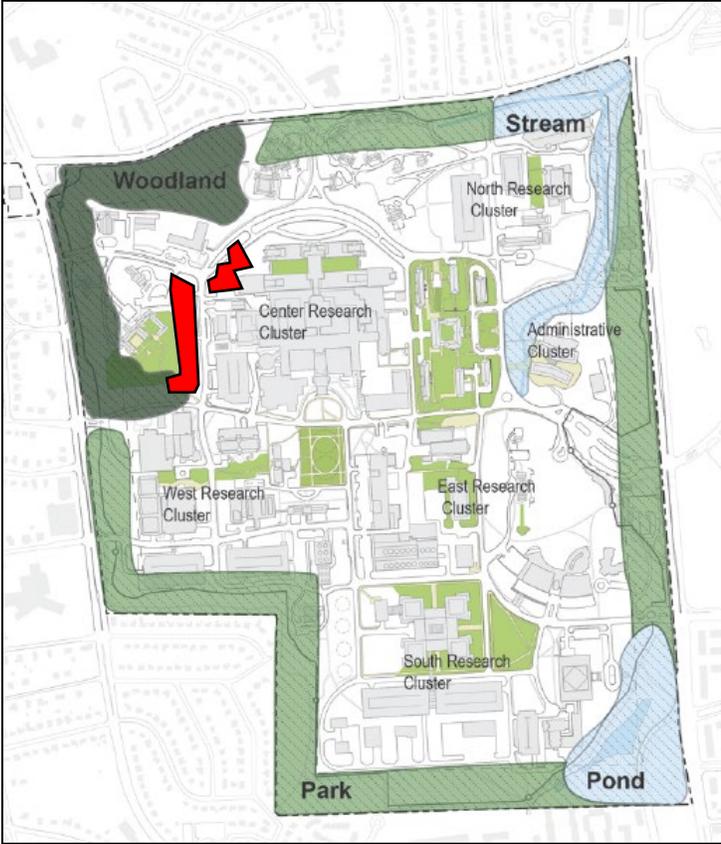


Maximum Building Heights

Master Plan Modifications



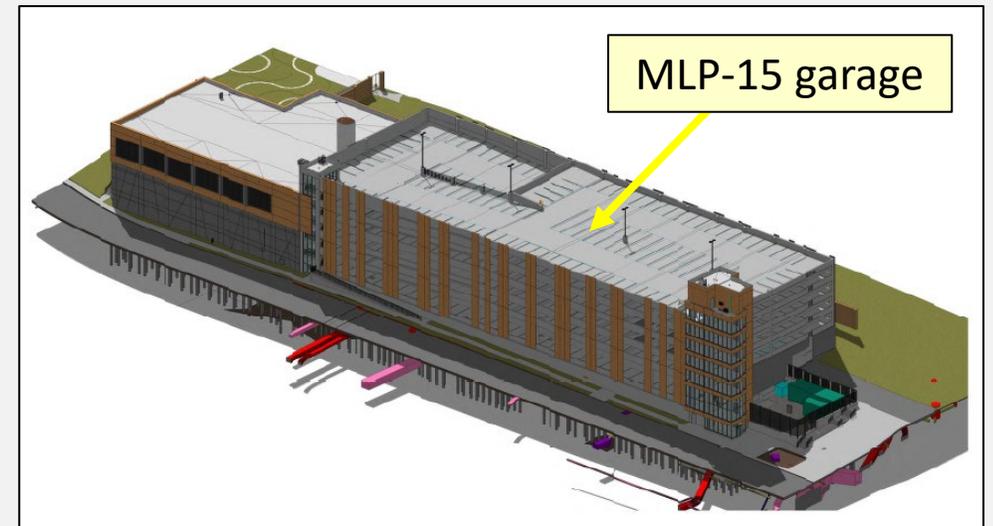
Major Building Setbacks



Landscape Concept

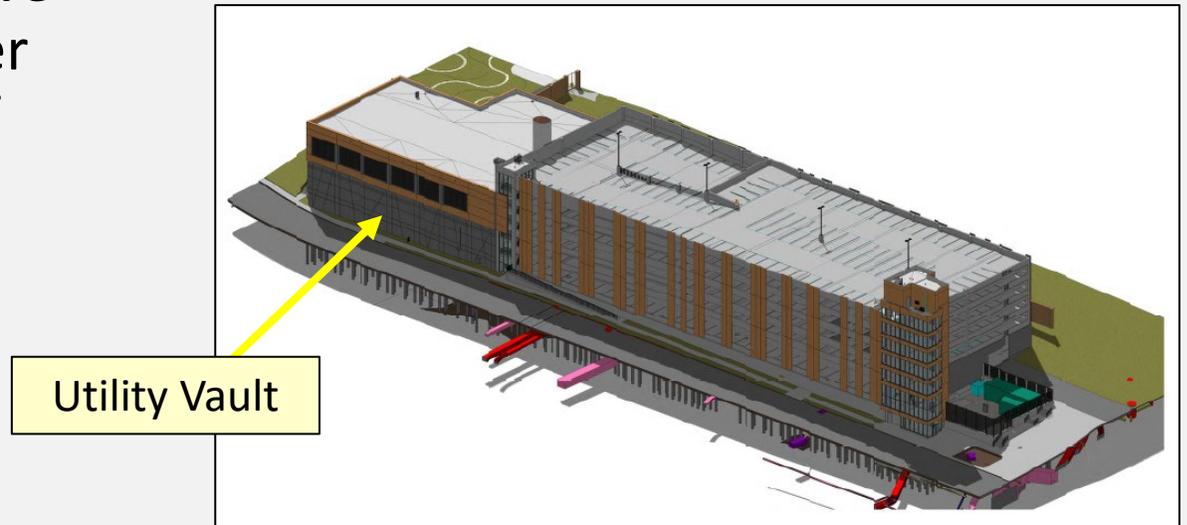
New Parking Garage (MLP-15)

- Designed as a 6-level structure (40,000 SF footprint) measuring 120-feet wide (east-west), 340-feet long (north-south), and with a main (not including stair/elevator towers) structure 60-80-feet above grade.
- Capacity of 780-spaces, 40% (310 spaces) of which, would be reserved for employees.
- Eastside of project site (15-foot setback) along Convent Drive would include a 5-foot grassy strip; 5-foot sidewalk; and a 5-foot landscaping/street tree buffer area.
- Garage would be 8-20-feet from the historic perimeter wall (part of a historic Convent building/grounds) along its westside.



New Utility Vault

- Fully enclosed 2-level (45-feet above grade), 31,000 square foot structure, constructed of reinforced concrete, measuring 120-feet wide (east-west) and 160-feet in length (eastern portion, north-south).
- Sited within 6-8 feet of the historic Convent perimeter wall (along its westside).
- Development would include a partial above-ground vault to house fuel tanks (to power emergency generators), with a green roof and plaza area.



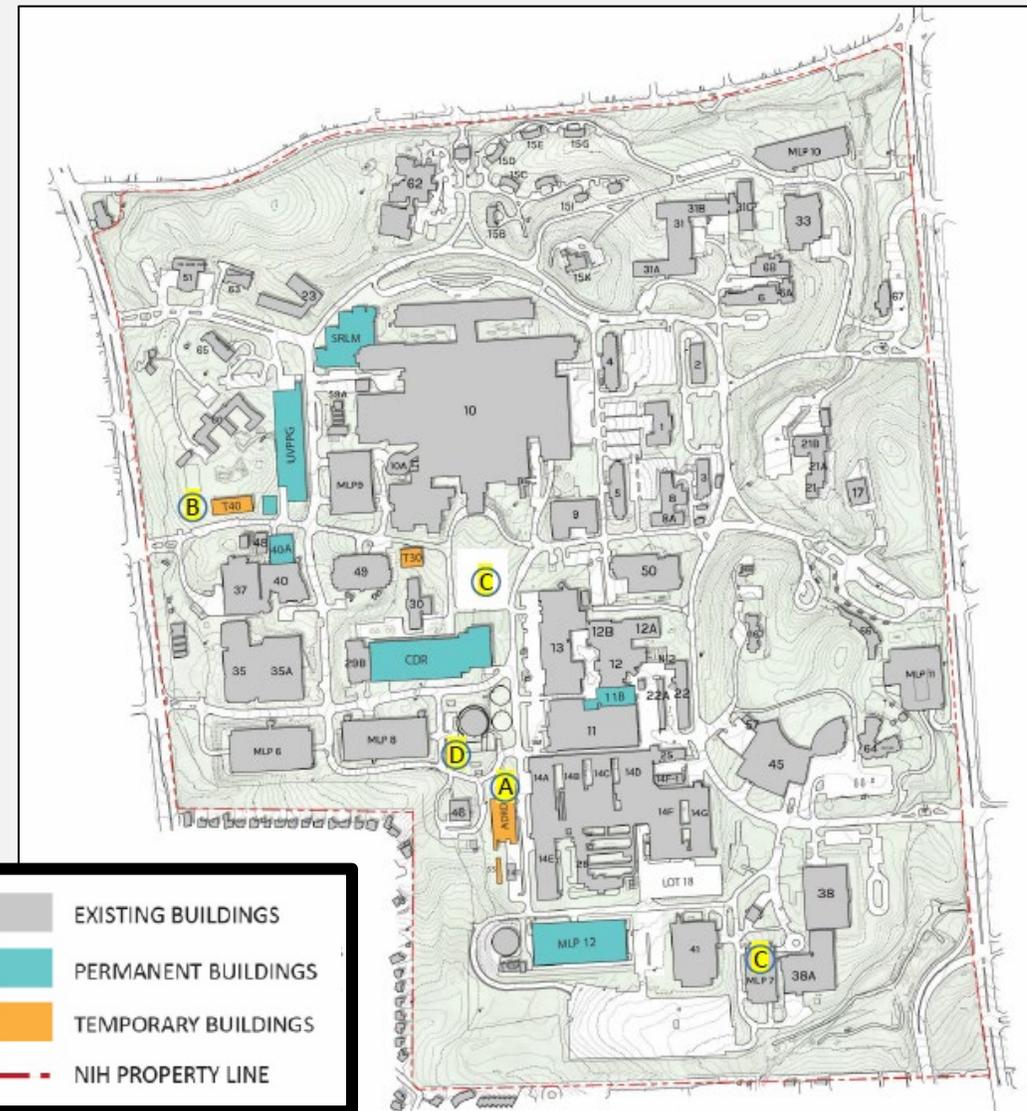
Surgery, Radiology, Laboratory Medicine (SRLM) Addition

- Efficiently co-locates shared uses / allows maintenance of operations during construction.
- Will not exceed existing height limits, with a planned maximum height of 150 feet.
- Design approach shown in the early renderings to create a more urban environment.



Parking Reduction Plan

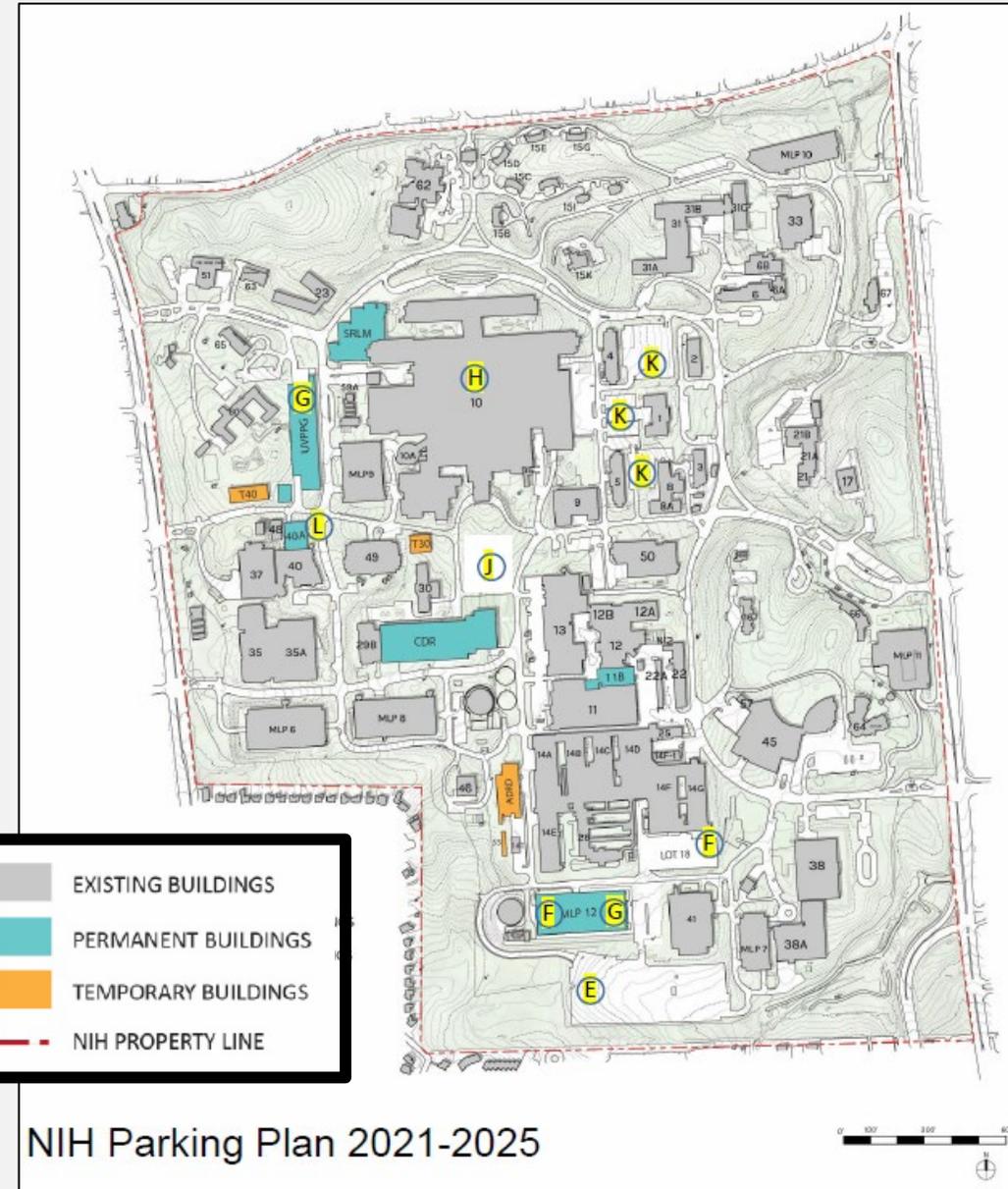
- A** NIH will lose 29 employee parking spaces for the National Institutes of Health-Alzheimer Disease and Related Facility and gain ~130 employees (29 spaces and an employee increase of ~130)
- B** NIH will not provide new parking spaces for Temporary NIAID Bioinformatics Facility (increase of 38 employees)
- C** NIH is restriping lot 10H and MLP-7 to meet current standards. NIH will not replace the spaces lost (56 spaces)
- Maintenance of Several MLPs will require intermittent shutdowns of portions of the garages. ~200 parking spaces per phase.
- Maintenance to garages will be complete (~200 spaces reactivated).
- D** NIH will not replace spaces lost to gas station relocation (~25)



NIH Parking Plan 2020

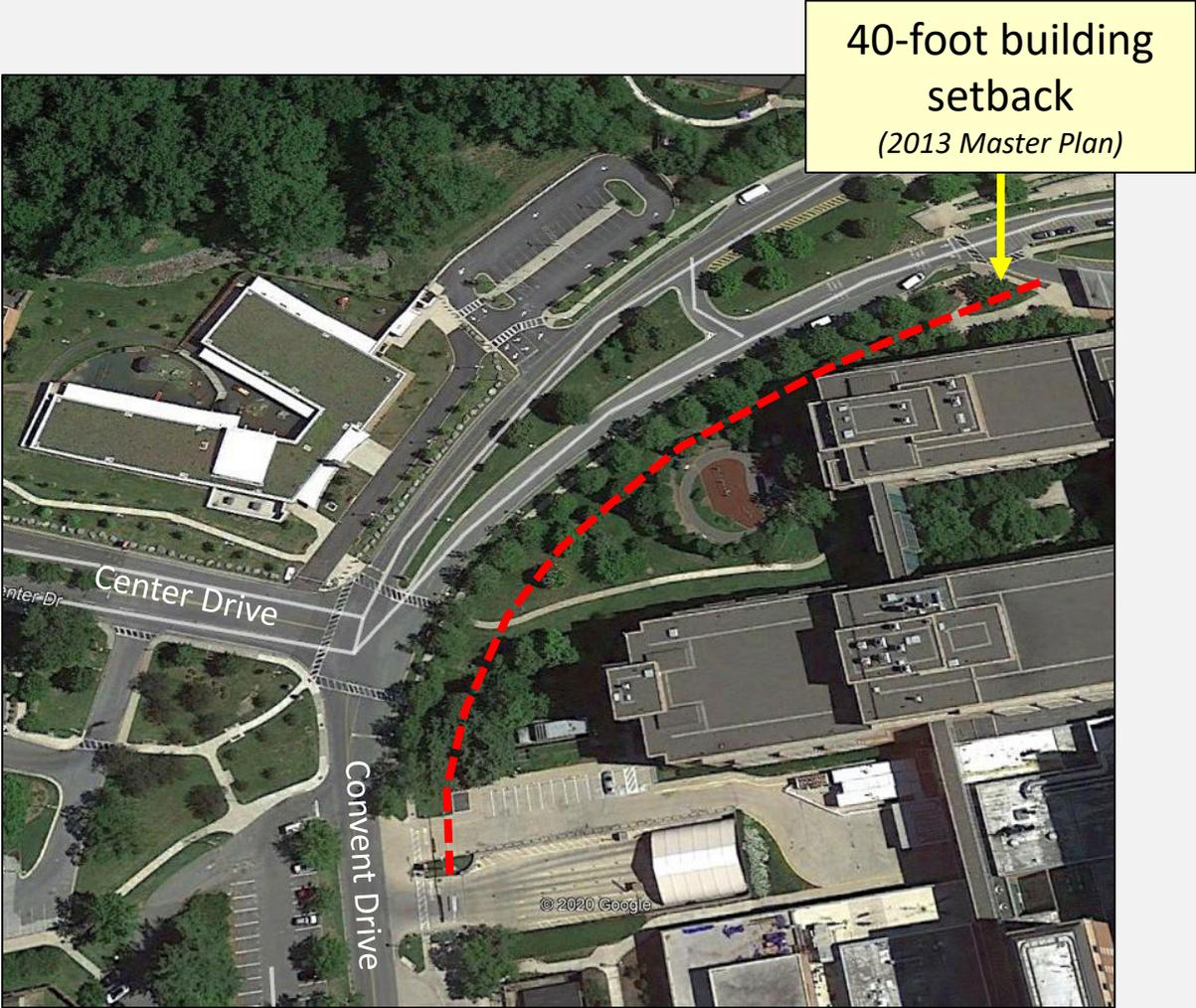
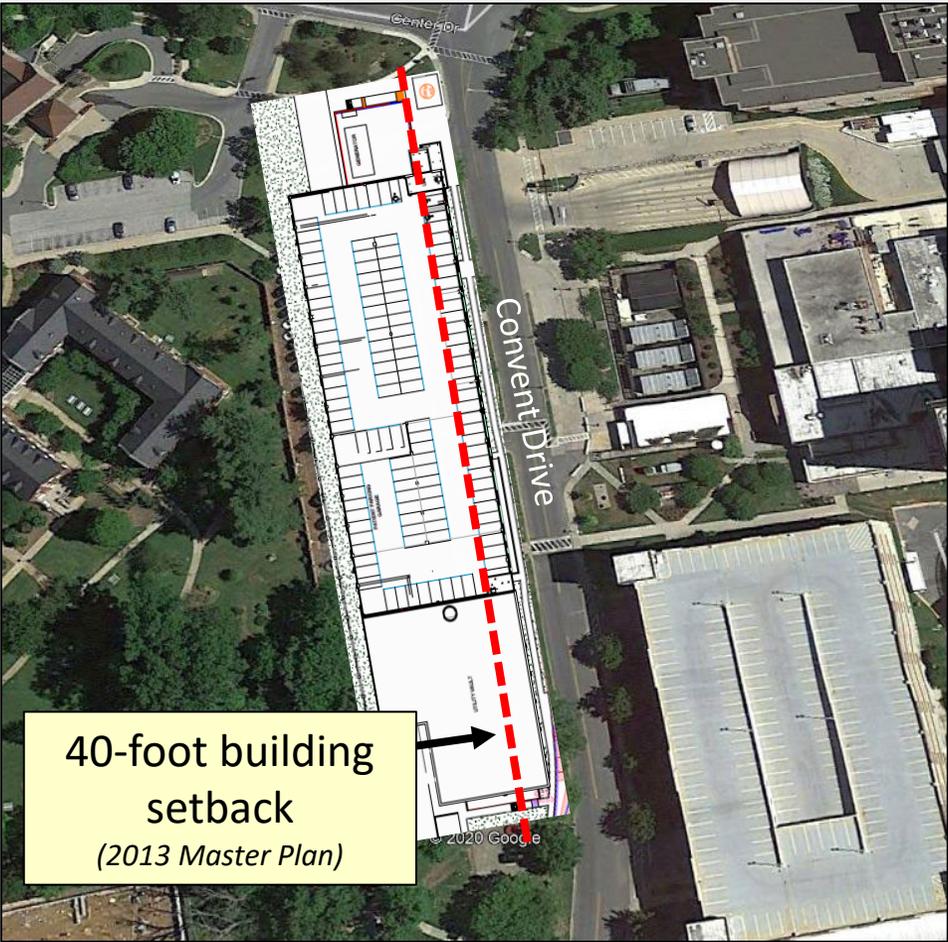
Parking Reduction Plan

- E** The Purple Line is anticipated to be fully operational by 2025. NIH estimates that 120 employee parking spaces can be eliminated due to the Purple line activation.
- F** Construct and activate lot 18 (add 100 spaces). Close Lot 42 (lose 249 spaces). Lot 42 is an existing lot on the future site of MLP-12.
- G** Activate UVPPG (add 780 spaces) and activate MLP 12 (add 1400 spaces).
- H** Close ACRF parking garage (lose 1,125).
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- K** Convert employee parking in historic district to green space (lose 242 spaces). These are the parking spaces in the vicinity of buildings 1-8.
- F** Close parking lot 18 (lose 100 Spaces).
- E** Close 330 spaces in parking lot 41. Convert spaces to dedicated grounds maintenance material and equipment storage.
- L** NIH will not supply new parking spaces for future Building 40 tower addition (189 employees from off campus leases or new hires).



NIH Parking Plan 2021-2025

Decreased Street Setbacks



Fuel Tank Vault

