

STAFF RECOMMENDATION



NCPC File No. MP 201

U.S. FOOD AND DRUG ADMINISTRATION CONSOLIDATION
2006 MASTER PLAN UPDATE AND TRANSPORTATION MANAGEMENT PLAN
White Oak, Montgomery County, Maryland

Submitted by the General Services Administration

June 29, 2006

Abstract

The General Services Administration (GSA) has submitted an update to the master plan for the U.S. Food and Drug Administration (FDA) Consolidation at the White Oak Federal Research Center in Montgomery County, Maryland. The 2006 Master Plan Update is the third iteration of a master plan originally approved by the Commission in 1997 and last updated in 2002. The 2006 update reflects internal programmatic and organizational changes, including a projected increase in the number of employees from 6,256 to 7,719. In accordance with conditions included in the Commission's approval of the 2002 master plan update, the General Services Administration has provided an updated Transportation Management Plan documenting a proposed change in the parking ratio from one parking space per 2.0 employees to one space per 1.5 employees. Structured parking has been added to meet the increased need. The Transportation Element of the Comprehensive Plan for the National Capital adopted in 2004 recommends a parking ratio of between 1:1.5 and 1:2 for federal facilities such as White Oak which are located in suburban areas beyond 2,000 feet of Metrorail.

Commission Action Requested by Applicant

Approval of master plan update and transportation management plan pursuant to 40 U.S.C. 8722(b)(1).

Executive Director's Recommendation

The Commission:

Approves the 2006 master plan update for the U.S. Food and Drug Administration Consolidation at the White Oak Federal Research Center in Montgomery County, Maryland, as shown on NCPC Map File No. 3104.10(05.12)41040, and

- Requires that the applicant submit detailed designs for specific perimeter security projects conforming to the master plan for Commission review when they are developed.
- Notes concern that the campus will remain without landscaping other than seeding until implementing the landscape plan during the final construction phase in 2011, reminding FDA and GSA of:
 - the March 3, 2005 Commission action approving final site and building plans for the North Garage 1 that included river birch trees along the west façade and eastern red cedar trees along the north facade.
 - the April 6, 2006 Commission action approving preliminary and final site and building plans for the Center for Devices and Radiological Health (CDRH) Office Building, requesting additional information on landscaping for the CDRH courtyard for Commission review.
- Recommends that the applicant revise and resubmit landscape concept plans, including both landscape zones and the proposed landscape concept, depicting inventoried trees inventoried to be saved and the overlay stream valley buffers, and confirming that no facilities are to be located in stream valley buffers.

Approves the FDA White Oak Transportation Management Plan in accordance with the following stipulations:

- A parking ratio of 1:1.5 through 2011, limiting the number of employee parking spaces to 5,141.
 - With no new parking spaces added to those in the current master plan to accommodate any future expansion of population or buildings, except to serve the proposed on-site transit facility.
- An updated transportation management plan (TMP) submission in 2008 reflecting current conditions, in accordance with the policies of the Commission's Transportation Element in the 2004 Comprehensive Plan for the National Capital.

Recommends that FDA and GSA continue working with Montgomery County and relevant transit agencies to improve transit service from Metrorail stations to the site as soon as possible, preferably to coincide with occupancy of the next major office building, focusing on:

- Improving Ride-On Bus and Metrobus headways or augmenting Ride-On service with FDA shuttles.
- Accommodating Metrobus and Ride-On routes at an FDA on-campus transit facility.
- Supporting initiating cross-county public express bus service between Montgomery County and the White Oak site.

Supports the stipulations recommended by Montgomery County for FDA and GSA to enter into a memorandum of understanding (MOU) with the County (Park and Planning), the Department of Public Works and Transportation (DPWT), and NCPC to monitor TMP performance, assess evolving transportation conditions, and adjust TMP strategies to meet trip generation goals.

Recommends that the MOU further require FDA and GSA to work with relevant transit agencies to study, plan, and locate an on-site transit facility for FDA, while continuing to improve pedestrian access from the north perimeter of the campus to the planned White Oak Transit Center at Lockwood Drive, and to submit annual traffic counts taken at installation entrances to the Montgomery County Planning Board.

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PROJECT DESCRIPTION

The General Services Administration (GSA) has submitted a master plan update for the U.S. Food and Drug Administration (FDA) Consolidation at the White Oak Federal Research Center (WOFRC), in Montgomery County, Maryland. The 2006 master plan update reflects internal programmatic and organization changes and responds to some of the conditions and recommendations that the Commission included in its June 6, 2002 master plan approval.

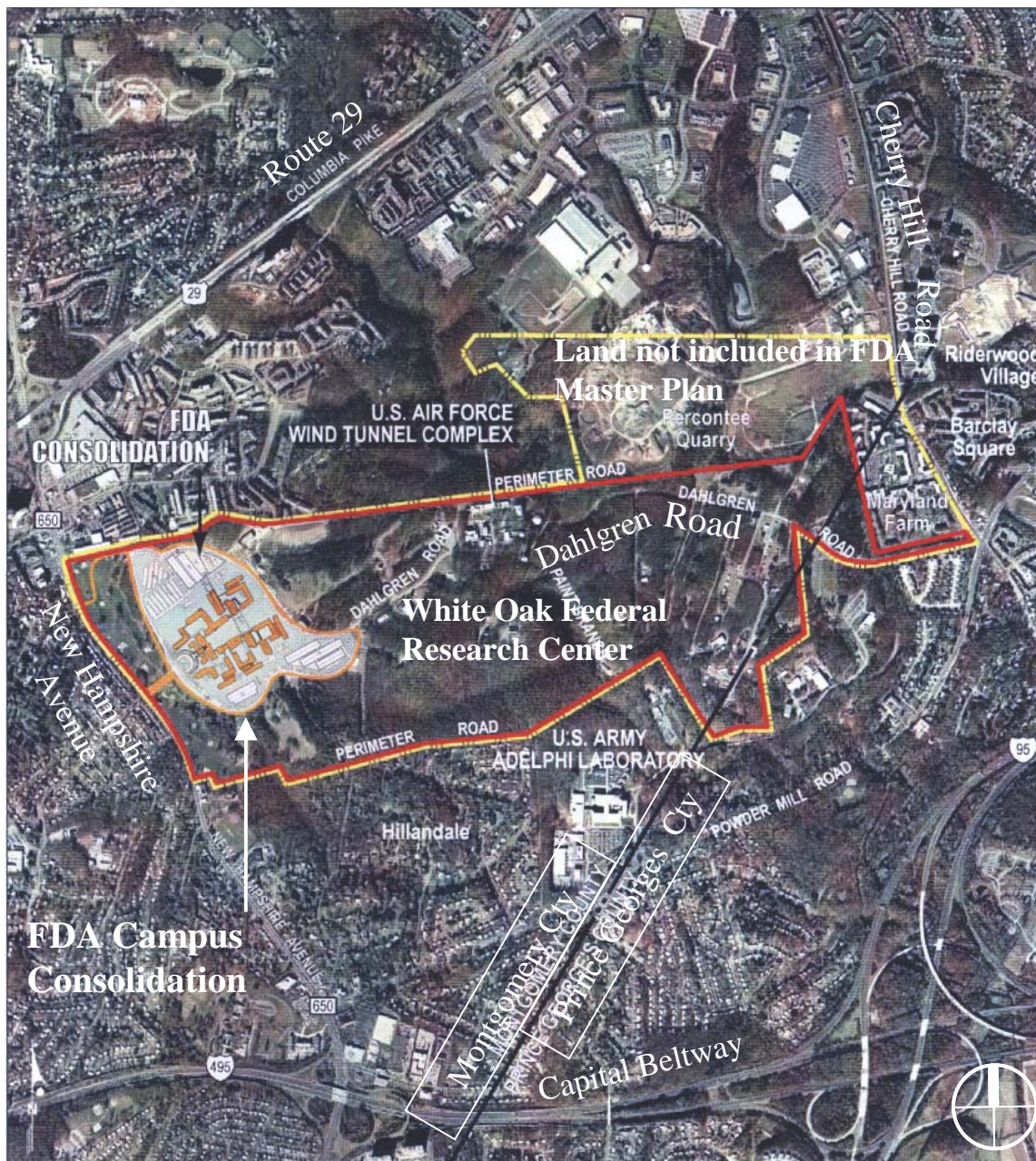
Site

The WOFRC is a 660-acre federal facility located primarily in Montgomery County, with a portion at the eastern edge of the installation in Prince George's County, near the intersection of Columbia Pike (Route 29) and New Hampshire Avenue (650). The facility fronts 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 WOFRC is primarily wooded with eight stream courses, running through the site. The FDA campus occupies 130 acres in the western portion of the WOFRC, on a site that slopes gradually downward to the east from New Hampshire Avenue.

Background

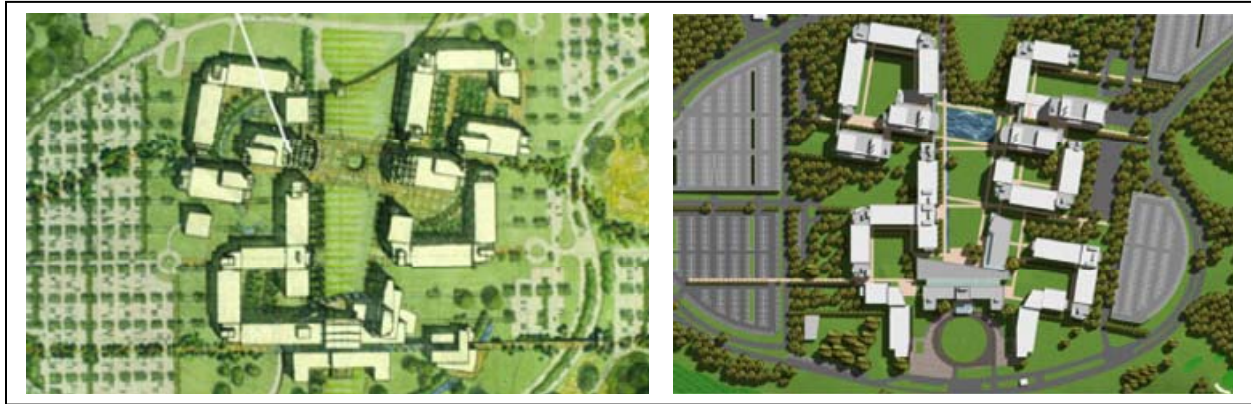
The WOFRC was operated by the Department of the Navy (DON) as the Naval Surface Warfare Center (NSWC), which included the Naval Ordnance Lab (NOL), beginning in the 1940s. Most of the facility was located at the western end of the property behind the golf course along New Hampshire Avenue where the FDA campus will be located. The WOFRC became available for other federal uses as a result of the Base Realignment and Closure Act in 1995. The 660-acre White Oak installation was transferred to GSA after the NSWC, also known as the NOL, closed. Currently, the Air Force operates a wind tunnel within the interior of the site.

FDA Campus Context



The FDA Revitalization Act of 1990 authorized the consolidation of FDA facilities at WOFRC and in 1992, Congress directed the location of new FDA facilities in both Montgomery and Prince George's County, Maryland. FDA employees are currently located at various sites in Maryland. The FDA employees who will ultimately be relocated to the WOFRC are currently

housed in 48 different leased facilities in 20 locations in Montgomery County. Having multiple locations has created significant operational inefficiencies for FDA, creating the need to consolidate. To date, there have been two previous Commission actions on master plans.



1997 Master Plan

2002 Master Plan

On June 6, 2002 the Commission approved the FDA Revised Master Plan with a number of conditions and recommendations. Below is the Commission's approval language:

The Commission:

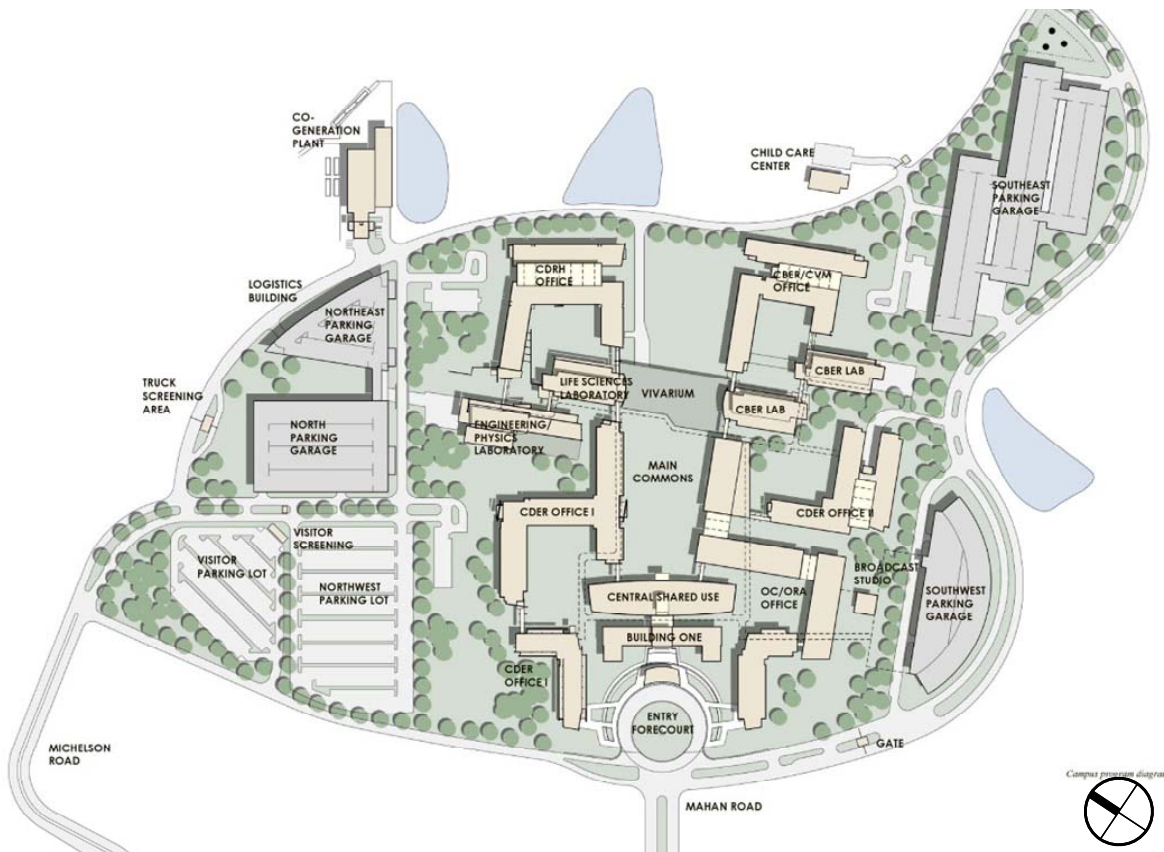
- **Approves** the 2002 master plan update for the U.S. Food and Drug Administration Consolidation at the White Oak Federal Research Center in Montgomery County, Maryland, as shown on NCPC Map File No. 3104.10(05.12)41040; and,
- **Approves** a parking ratio of 1 space for every 2.0 employees at final build-out and requires GSA to submit a revised parking plan for Commission approval within 9 months of full occupancy of CDER office (estimated move date is Summer 2005). The revised parking plan must include:
 - An updated employee survey.
 - A revised TMP with a commitment to undertake specific TDM strategies.
 - Updated data on the feasibility and frequency of public bus service to the site.
- **Strongly recommends** that GSA and FDA work with the relevant transit agencies to provide transit (bus) service from Metrorail stations to the site as soon as possible, preferably in conjunction with occupation of the CDER office.
- **Expects**, prior to submission of the revised parking plan discussed above, each submission for a new building at the FDA site to include a parking analysis which includes the following: the number of employees being added, the location and number of parking spaces associated with the building, and the proposed parking ratio as a result of the future building.

- **Recommends** that the revised Memorandum of Agreement (MOA) addressing the treatment of historic resources at the FDA site be signed by all parties prior to Commission approval of any new buildings at the FDA site.

Five years prior to that, on June 26, 1997 the Commission approved the U.S. Food and Drug Administration Consolidation with a number of conditions. Below is the Commission’s approval language for several that remain relevant to the current analysis of the new plan:

The Commission:

3. Requests that the General Services Administration:
 - c. Ensure improved convenience of bus service, including access, frequency and routing by:
 - (1) coordinating service improvements with Washington Metropolitan Area Transit Authority and Montgomery County transit officials as the FDA employment level grows;
 - d. Consider providing pedestrian access through the boundary wall immediately north of the proposed FDA complex to the extent that security permits in order to give pedestrians a shortcut to bus routes and apartments along Lockwood Drive.



2006 Master Plan Update

Proposal: Overview

The 2002 Revised Master Plan included the FDA drug and medical-related divisions below:

- Center for Drug Evaluation and Research (CDER)
- Center for Devices and Radiological Health (CDRH)
- Center for Biologics Evaluation and Research (CBER)
- Office of Commissioner and Office of Regulatory Affairs (OC/ORO)

Since 2002, GSA and FDA have continued to modify the campus plan to meet the agency's evolving needs that include expansion and reorganization. The Center for Veterinary Medicine (CVM) and Prescription and Generic Drug User Fee Acts (PDUFA and GDUFA) legislation have been added to update the program. Lab and office space has increased to support a population increase of 23% at the site at full build-out. A revised Transportation Management Plan (TMP) has been developed to reflect the higher population and results in additional structured parking. FDA has established and hired its first employee transportation coordinator (ETC) to implement the TMP. Layout and design of the buildings, as well as their locations, have changed. The major changes reflected in the 2006 Master Plan Update are as follows:

- A population increase of 23%; up 1,463 employees from 6,256.
- Program updates to include CVM, PDUFA, and GDUFA
- Campus Wide Security Plan.
- Revised Building footprints and locations.
- Revised phasing plan.
- New TMP, with a recommended parking ratio of 1 space for every 1.5 employees.
 - Additional structured parking totaling 1.624 million GSF
 - Accommodates 23% more spaces; up 971 spaces from 4170 employee spaces.
 - Parking Ratio of 1 space for every 1.5 employees.

<u>Summary of Statistics</u>	<u>2002 Plan</u>	<u>2006 Plan</u>
Total employment:	6,256	7,719
Total employee parking:	4,170 spaces	5,141 spaces
Total visitor parking:	500 spaces	500 spaces
Structured parking GSF:	< 0.9 million	1.6 million
Total gross square footage:	3.0 million	4.7 million

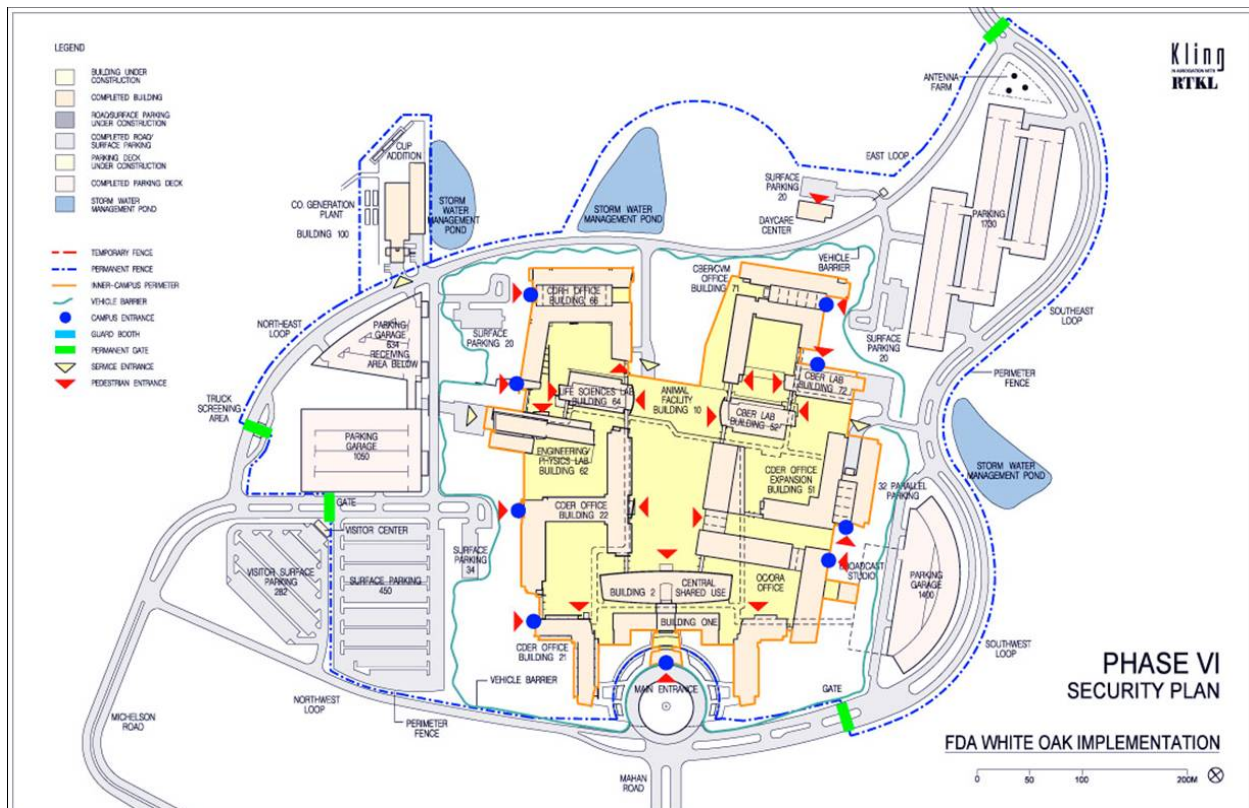
Urban Design and Architecture

The urban design and architectural style of the buildings and open spaces that make up the FDA campus have not changed. The campus consists of a complex of buildings organized around an east-west central courtyard splayed out from the rear of historic Building 1, which will be used as the Office of the Commissioner. The current master plan update includes a free standing security screening pavilion in front of Building One's re-designed circular forecourt, and the

phasing has been revised so that the renovation of Building One will be completed sooner than under the prior phasing.

Buildings will be grouped around partially defined courtyards to be landscaped in the last phase of construction, with offices and labs located in separate buildings. The main cafeteria and other Shared Use program elements have been located in wings of the OC/ORO office building rather than in a free-standing building behind Building 1 as envisioned in the 2002 Plan. A below-grade core area for research animals (vivarium) will be located under the central courtyard, accessible from each laboratory. The childcare center has been relocated to the back of the campus for increased security. Deliveries will be processed in a separate logistics facility located northeast of the North Garage, rather than combined with the garage as shown in the 2002 Plan. From there, deliveries will be made through underground tunnels. Building 100 has been modified and houses the central utility and co-generation plant.

In the 2006 plan, building footprints have been adjusted to respond to programmatic changes and sustainability issues. Narrower floor plate widths dictate a compact configuration with atriums between wings to maximize natural lighting for interior offices. Sustainable feature include skylight atriums to allow indirect natural light to enter without the direct sun and heat load.



Campus Security Concept

Security

The campus security concept is based on a Threat and Vulnerability Assessment prepared in 2002, which recommended a medium level of protection. The security design is based on establishing multiple tiers of security for both vehicles and pedestrians. The tiers of security are as follows:

- A perimeter fence encircling the entire FDA campus along the perimeter loop drive. Guard houses and gates will be provided at all locations where drives penetrate the fence.
- Within the perimeter fence, vehicular access will be controlled to all parking areas through the use of card-activated drop-gates.
- A continuous line of vehicular barriers, in the form of berms, bollards, tension cable systems or other measures, will circumscribe the inner campus to maintain a minimum 75 foot vehicle stand-off from all buildings.
- The inner campus will be a protected “free zone” within which cleared employees can move about at will. This inner campus will be protected by a perimeter consisting of the buildings themselves with fences spanning the gaps between them. Access to the “free zone” will be through individual building lobbies.

New to the 2006 plan, a free-standing security screening pavilion will be located in front of Building One, where the main entrance forecourt will accommodate additional security features including an anti-ram vehicular barrier and retractable barriers at the traffic circle.

Phasing

As in previous versions of the master plan, the phasing of program elements is based on the principles of moving FDA centers into the site as entire entities and having support functions such as parking and food service in place as the population occupies the site. Phases I and II are complete and occupied. The remaining phases have been modified to reflect the FDA’s changing needs and funding.

	Proposed Construction	Employees	Employee Parking Spaces	Parking Ratio
Phase I & II	- Life Sciences Lab	99	1,100	Existing surface lots Visitor spaces (space: employee) 1:1.8
	- CDER Office Building	1,662	-150	
	Total	1,766	950	
Phase III A	- Central Shared Use Building	130		(space: employee) 1:1.26
	- Engineering & Physics Lab	160		
	- Surface spaces existing		826	
	- North Parking Garage		800	
	Subtotal	290	1626	
Total		2,056	1,626	

Phase III B	- CDER 2 Office Building	1,118		
	- Surface spaces		-18	
	- Southwest Garage		800	
	Subtotal	1,118	782	(space: employee)
	Total	3,174	2,408	1:1.31
Phase IV	- CDRH Office Building	1,277	20	Bldg HC Spaces
	- Central Shared Use fit-up	56		Visitor spaces
	- Logistics Building	20		
	- Surface spaces		-28	
	- Northeast Garage		564	
	- North Garage Expansion		250	
	Subtotal	1,353	806	(space: employee)
	Total	4,527	3,214	1:1.41
Phase V	- OC/ORR Office	1,258		
	- Central Shared Use Expansion	160		
	- Building One Renovation	124		
	- Security Pavilion			
	- Surface spaces existing			
	- Southeast Garage		613	
	- Southwest Garage Expansion		552	
	- Surface spaces		-264	
	Subtotal	1,544	901	(space: employee)
	Total	6,069	4,115	1:1.47
Phase VI	- CBER Labs	343		
	- Vivarium	25		
	- CBER Office	820		
	- CVM Office	425		
	- Child Care Center	12		
	- Broadcast Studio	25		
	- Southeast Garage Expansion		1,012	
	Subtotal	1,650	912	(space: employee)
	Total	7,719	5141	1:1.5

Landscape Concept Plan

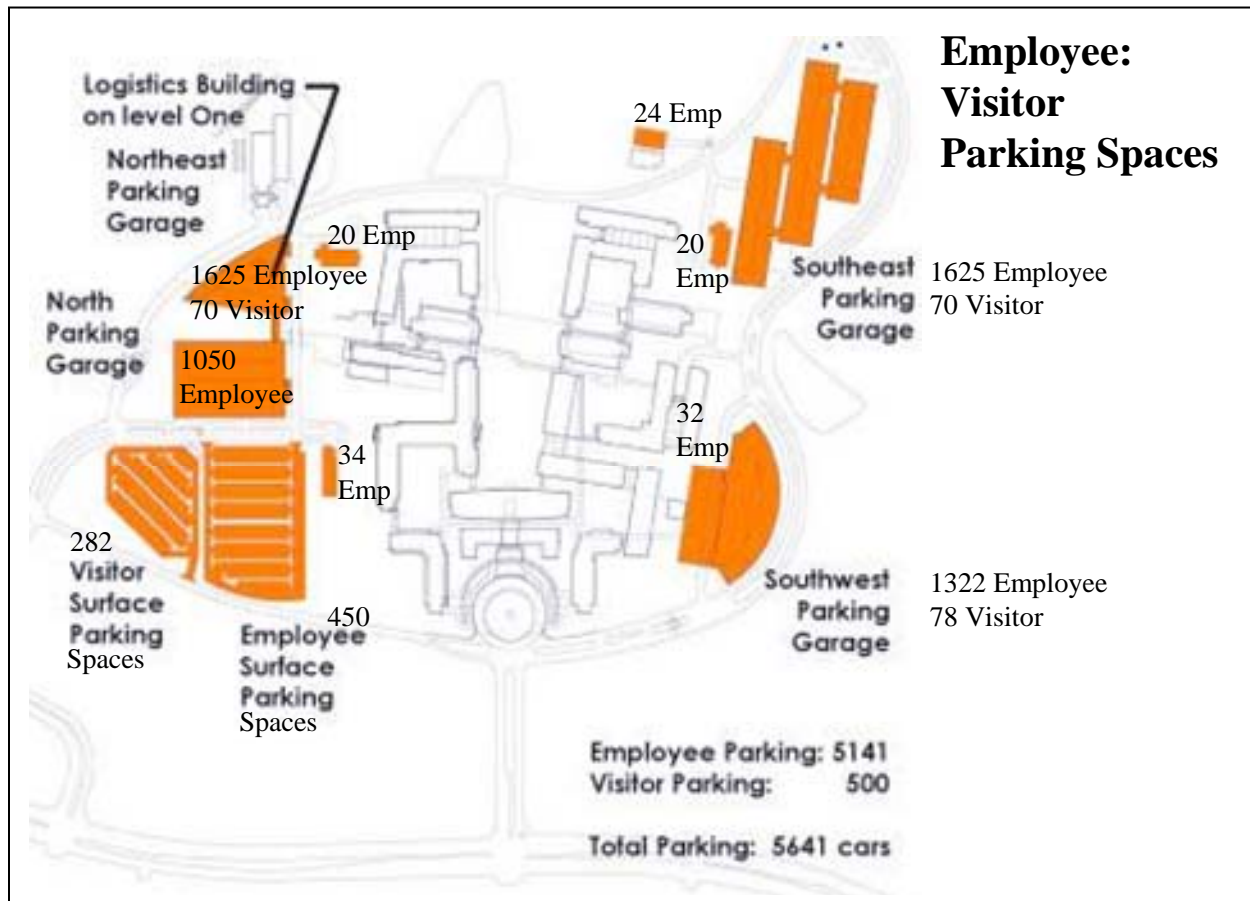
The landscape concept plan describes natural features of the campus, bordered by four stream valley buffer zones, as well as a central green which buildings will frame and a series of courtyards that they will define. Major landscaping is envisioned within the interior of courtyards. Terraced plantings are envisioned for those with steep slopes, which follow the natural grade of the site. Shaded pedestrian walkways will be a major design feature repeated throughout the campus where rows of deciduous trees will shade the western facades of

buildings and reduce potential heat gain, and will extend outward beyond the buildings. Deciduous tree planting will be mixed with native plantings at the edge of the site to blend with the existing vegetation. This zone of native planting is well suited to accommodate the runoff from parking surfaces and buildings in bio-retention areas. A tree inventory mandated by State and County Forest Conservation legislation identified 275 individual trees on the property.



Proposed Landscape Concept

Although the clustered campus plan, roadway and drainage require re-grading, it is possible to save some of the selected trees through careful grading to match existing conditions, especially along the loop road and at the main entry. A 2.2 kilometer recreation trail will run just outside the campus's loop road. The golf course in the foreground of the campus will be improved and enlarged and will provide opportunities for active recreation for FDA employees. All landscaping will be implemented in the last phase of construction rather than beginning in Phase III as envisioned in the 2002 Plan. Until that time, disturbed areas around buildings will be seeded to prevent erosion, and sidewalks will be provided from the building entrances to parking. In plans, the landscape concept shows three stormwater retention ponds envisioned beyond the loop road, and does not show the existing stream valley buffers.



Parking and Transportation Plans

Parking Plan

The 2002 plan proposed to replace surface parking with three structured garages. The 2006 plan adds a fourth building to serve both as a logistics facility and a parking garage. Proposed garages would provide at least 75% greater square footage and 4,814 spaces. Surface parking lots north of Building One would provide 282 visitor spaces and 450 employee spaces (732 vs. 500) spaces previously, as well as scattered surface parking throughout the campus next to each center complex for handicapped individuals and executive staff. The master plan update summary reports that 500 visitor parking spaces will be provided, however the parking facilities diagram below identifies 282 spaces outside the secure perimeter as visitor parking and 484 surface parking spaces inside the secure perimeter as employee parking, with no additional visitor spaces designated.

Submission materials for the 2006 update include a revised TMP with a Parking Demand Study based on an updated employee survey conducted in 2004, in which 3,730, approximately 60% of those surveyed, responded. FDA has initiated two of the traffic demand management (TDM) strategies considered in the previous TMP by hiring an employee transportation coordinator (ETC) and by establishing shuttle service to Metro or MARC stations. Within the Division of

Logistic Services, the ETC is responsible for implementing, evaluating and monitoring TMP. This team has established and initiated shuttle service, and the ETC has and held quarterly meetings and worked with transit agencies to ensure that transit service is available and enhanced as employees relocate to the site.

GSA and FDA established a goal for a parking ratio of 1 space for every 1.5 employees for a total of 5,141 employee parking spaces at final build-out, anticipated in 2011. The goal to reduce peak hour auto trips by a specific percentage (previously 15 percent) is no longer stated but has been replaced by the goal to reach an average vehicle occupancy (AVO) of 1.5, corresponding to the parking ratio. In order to reach the stated parking ratio as a goal, GSA identified the following objectives:

	Surveyed 2004	Survey Projects	2006 Plan Goal	Objectives
Car/Van	8.9%	5.6%	29%	Increase participation in a carpool or vanpool program
Transit	8.0%	6.0%	10%	Increase transit usage
Drive Alone	77.8%	82.9%	56%	Reduce the number of employees who drive alone
Other	5.4%	5.5 %	5.0%	
Total	100.1%	100%	100%	

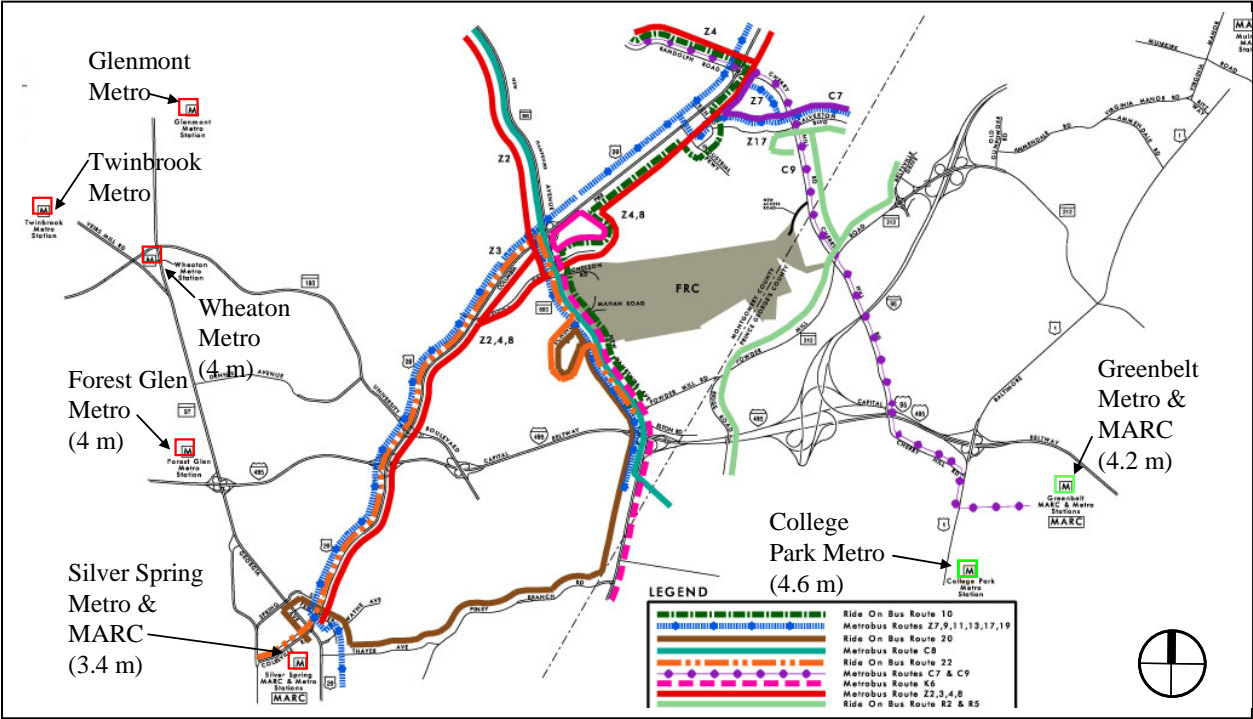
Vehicle Access

The plan shows that primary vehicular entrance for employees and visitors to the FDA campus will be from New Hampshire Avenue on Mahan Road. Michelson Road, which was realigned during Phase IIIB to provide a second access to the campus from New Hampshire Avenue. Both Michelson Road and Mahan Road will be used for public bus access to the site as well.

A new entrance/exit off of Cherry Hill Road will replace an existing substandard road near the intersection of Cherry Hill Road and Powder Mill Road in Prince George's County. GSA has acquired Congressional funding to acquire additional land for this new entrance. Alternatives for the alignment of the new entrance are included in the Final Supplemental Environmental Impact Statement (SEIS) dated March 2005, but the proposed road is not included as part of this 130 acre master plan, and the Record of Decision (ROD) signed December 8, 2005, documents the decision to "Implement Alternative 1A for the construction of a new eastern access road from Cherry Hill Road through the FRC to the FDA campus, and construct a new bridge over Paint Branch stream;"

Metro

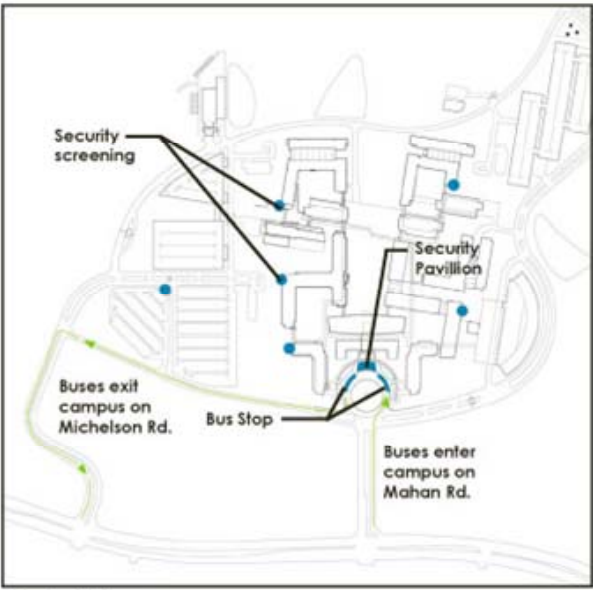
The site is within five miles of a number of Metro stations—Greenbelt and College Park on the green line and Silver Spring, Forest Glen and Wheaton on the Red line. The closest and most accessible Metro to the FDA campus is the Silver Spring station, which is 3.4 miles from the site.



Existing Transit: Public Bus Routes, Metrorail, and MARC Stations



Vehicular Access



Public Bus Routes

Bus Transit

The 2006 plan documents no additional public bus routes currently using New Hampshire Avenue in front of the FDA campus than were documented in the 2002 master plan and TMP.

Buses to the site from the Silver Spring Metrorail station currently have 30 minute headways. The previous TMP indicated that increased bus service should be provided beginning at Phase III given the number of employees being added at that time, but this has not occurred to date. The 2006 TMP indicates that the employee transportation coordinator will work with Montgomery County to evaluate the need for additional service during early phases through 2007, and reports quarterly meetings with transit agencies to ensure transit service is available and enhanced as employees begin the relocation process. Transit agencies have indicated a willingness to provide increased services, but not until sufficient demand exists and can be demonstrated. The master plan illustrates that buses will enter the site and drop off employees in front of Building 1 without entering the secure perimeter. Both the master plan and TMP note that the Washington Metropolitan Area Transit Authority (WMATA) is in the process of planning and designing a transit facility at the FRC, which would allow employees better and faster access to buses.

Shuttle Service

In October 2005, FDA initiated shuttle service between the site and three Metrorail stations; the Silver Spring, Twinbrook, and College Park. The two-shuttle bus system provides peak hour shuttle service to the Twinbrook station, in outer Montgomery County, and the Greenbelt and College Park Stations, in from Prince Georges County. It provides off-peak hour shuttle service to the Silver Spring Metrorail station, closest to White Oak. GSA believes that peak hour service to Silver Spring would compete with Montgomery County's Ride On bus service.

PROJECT ANALYSIS

Executive Summary

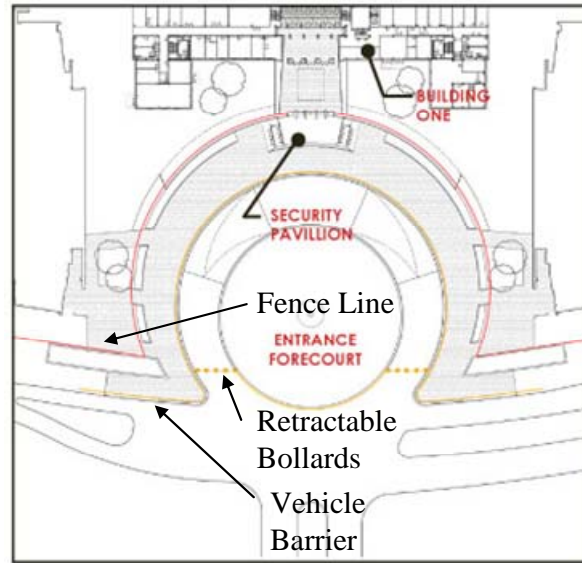
Staff has identified issues that stem from new developments such as the campus security concept, organizational and programmatic changes, and incremental funding limitations, as well as some ongoing issues highlighted in the 2002 Commission action on the revised master plan, which include transportation management, parking ratio and increasing transit availability to the site. Both the evolving as well as the unresolved issues are addressed below.

Security

The master plan update includes a concept for perimeter security for the entire installation. Although staff commends FDA and GSA for the detailed phasing plan showing replacement of temporary fencing over time by permanent fencing, without more detailed information on the design, materials, and character of the elements, staff is unable to recommend approval beyond that of the barrier line locations shown on the plan. Elements that are currently too conceptual to evaluate beyond location include fencing, gates, a free-standing security pavilion at the redesigned entry forecourt circle, and permanent anti-ram vehicular barriers and retractable barriers. **Staff recommends that detailed designs for specific perimeter security projects, conforming to the master plan, be submitted for Commission review when developed.**



Stream Valley Buffers



Entrance Forecourt

Landscape Concept Plan

The landscape concept plan submitted describes natural features of the campus, which borders four stream valley buffer zones, as well as a central green which buildings will frame and a series of courtyards that they will define, showing further definition and development since the 2002 plan. The 2002 plan added landscaping in each of the last three phases. To offset delays in incremental funding for landscape (design and implementation), the 2006 master plan defers landscaping until the final phase of construction. Although staff understands the rationale for funding as well as logistics of construction and excavation in one phase to increase efficiency, **staff notes concern that the campus will remain without landscaping other than seeding until implementing the landscape plan during the final construction phase in 2011.** Landscape deferral was first introduced in three projects subsequent to the 2002 plan. The Commission approved landscape deferral for the two office buildings. **Now that the garage is operational, staff reiterates the March 3, 2005 Commission action that approved the final site and building plans for the North Garage 1 as revised to include river birch trees planted along the west facade, and eastern red cedar trees along the north facade.**

As the applicant explained, the entire north side of campus will not be built out before the south campus as originally planned. Therefore, to implement the landscape plan as the last construction phase would eliminate multiple excavations around buildings. This has led to staff acceptance that implementing landscape on a project by project basis would not be feasible, and that construction efficiency would be gained by a delay until other major earth moving activities are complete. However, one of the overriding master planning principles is the use of buildings to create a series of pedestrian courtyards, shaded pedestrian paths, and a pedestrian-scale environment around landscaped grounds. In addition to shading the western facades of buildings and reducing potential heat gain, deciduous trees would provide shade and soften the courtyard

spaces created between buildings. For those clusters of buildings with enclosed courtyards, especially those with terraced earth, landscaping will play a vital role to soften the grade changes and bare surfaces. Once the buildings are constructed and enclose the courtyards, there would be limited access to openings between buildings. Therefore, **staff reiterates the April 6, 2006 Commission action that approved the preliminary and final site and building plans for the Center for Devices and Radiological Health (CDRH) Office Building with the request for additional information on landscaping for the CDRH courtyard for Commission review.**

In this landscape concept report, the assessment for saving individual trees is less optimistic than in the 2002 Plan, and **staff recommends that the landscape concept plan be revised and resubmitted to show which of those trees inventoried are to be saved.** Stream valley buffers are shown on a site plan in the master plan, but are not included as an overlay to the rendered landscape concept plan, one of which appears to conflict with the proposed location of the daycare center. **Staff recommends that the landscape concept plan be revised further and resubmitted to show stream valley buffers overlaid on the rendered landscape concept plan to confirm that no facilities are to be located in a stream valley buffer.**

Parking and Transportation Plans

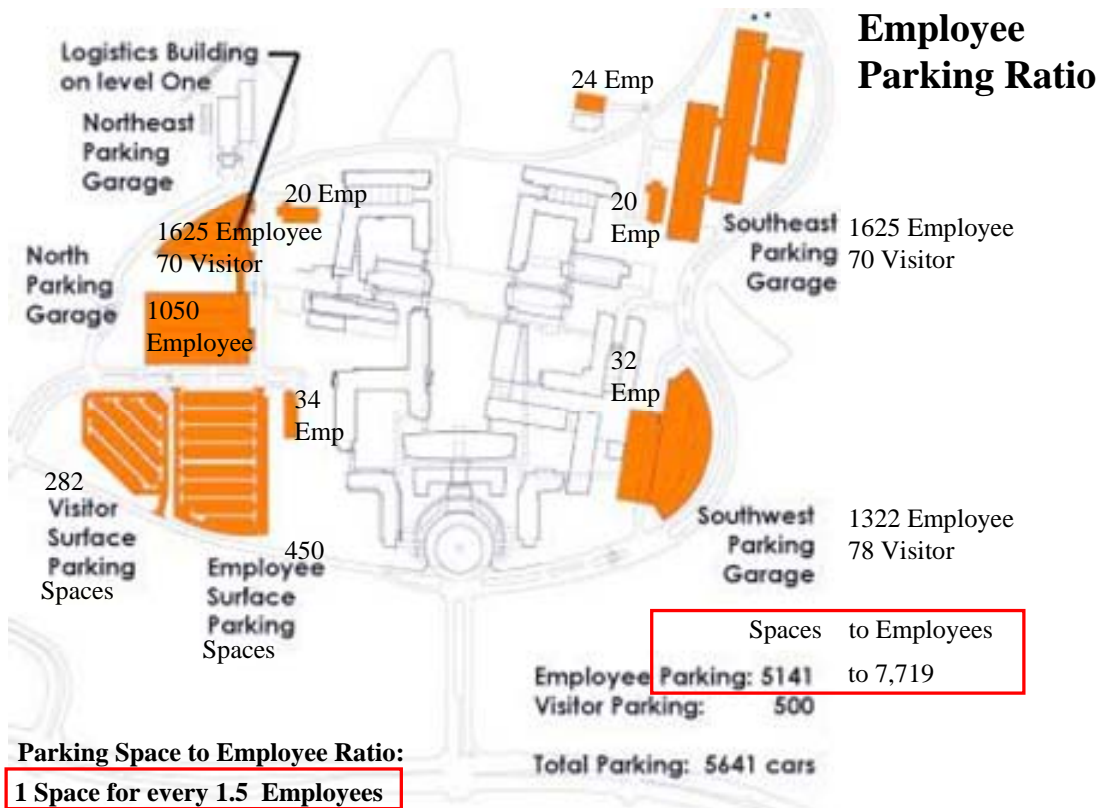
Parking Plan

The 2006 master plan update responds to components required in the Commission's 2002 action. The applicant has submitted a revised TMP with an updated employee survey conducted in 2004. Demonstrating its commitment to undertake specific TDM strategies as required by the Commission, FDA has initiated two such demand management strategies by hiring an employee transportation coordinator (ETC) and by establishing shuttle service to Metrorail stations. Although TDM strategies are implemented to achieve the recommended parking ratios, FDA has not accepted the parking ratio of 1 space to 2 employees approved in the Commission action. FDA has provided updated data on the feasibility and frequency of public bus service to the site as required. However, with no firm commitment from transit agencies, the FDA has fallen short of the Commission's strong recommendation to provide transit service from Metrorail station to the site as soon as possible, preferably in conjunction with occupation of the CDER office.

Shuttle Service

Staff commends FDA and GSA for initiating shuttle service so soon after Congress passed legislation allowing federal agencies to provide its employees transportation from mass transit facilities to their place of employment. FDA reports that it is the first agency to implement the authority granted by the new law. Approximately 60% of survey respondents live in Montgomery County. Peak hour shuttle trips between the Twinbrook station and White Oak average just under one hour of travel time, while it would take a metro rider from the Twinbrook Metrorail Station one hour and 15 minute travel time. In its first three weeks of operation with 1,700 employees working at White Oak, the shuttle served 756 passengers, exceeding expectations. Staff believes that shuttle service could serve FDA employees further by augmenting the transit service from metro rail stations. Staff believes that by offering shuttles

during peak hours inter-timed with the 30-minute existing headways provided by transit agencies, FDA could help build ridership and demand for transit service.



Parking Ratio

Although FDA and GSA have continued to develop the TMP, they have felt unequipped to commit to the parking ratio of 1 space for every 2 employees at final build-out approved by the Commission for the reasons given below:

- Survey predicts future behavior indicating employee expectation to drive alone
- Survey reports that 60% of employees live in Montgomery County from which metro travel time would average one hour and 15 minutes.
- Lack of available transit:
 - Closest Metrorail stations are 3.4 (Silver Spring) and 4.2 miles (Greenbelt).
 - Public bus connections from Metrorail stations currently have 30 minute headways.
 - FDA shuttles do not make peak hour trips to the closest Metrorail stations.
 - Lack of express bus service between Montgomery County and the site.
 - The site is not served by high occupancy vehicle (HOV) lanes.

Although the high percentage of employees living in Montgomery County may not be conducive to high transit use as it currently operates, those numbers, as well as the applicant’s finding that at least 20 employees live in 41 zip codes do support car/van pool formation. In addition, if

transit agencies would implement express bus service from Montgomery County, the high percentage of employees living there would support its use. The 2004 Comprehensive Plan for the National Capital acknowledges that for federal facilities beyond the reach of regional transit systems, not served by high occupancy vehicle (HOV) lanes, ridesharing and other forms of commuting by means other than single-occupant vehicles are problematic. Therefore, the Comprehensive Plan has been restructured around transit such that:

- Parking ratios for federal facilities outside of the District, and beyond 2,000 feet of a Metrorail station: One parking space for every 1.5 employees (1:1.5)
- If HOV lanes exist along or are included in the Constrained Long Range Plan (CLRP) for the major highway corridor in proximity to a federal facility in this category, and the completion of the HOV lanes coincides with the federal facility’s build-out schedule: One parking space for every two employees (1:2)
- More stringent parking ratios for these facilities should be phased in over time as new transit infrastructure, transit services, and HOV lanes are provided to serve these outlying areas. As new transportation infrastructure near a federal facility comes on line, the facility will be required to meet the more stringent parking ratios associated with the availability of the new infrastructure.



Phase VI Implementation Plan

As described in the TMP, the proposed Intercounty Connector (ICC), currently planned for completion in 2010, will provide a new limited access freeway with toll lanes connecting I-270

in Montgomery County and US 1 in Prince George's County. Interchanges are expected to include MD 97 (Georgia Avenue), MD 650 (New Hampshire Boulevard), US 29, and I-95, and should be conducive to car/vanpooling as well as convenience of cross-county express transit.

In addition to the ICC, staff believes that other future conditions would support a parking ratio of 1 space per 2 employees, due to development of a more robust transportation infrastructure, and the demographic shifts cited by FDA, both of which support further van/carpool formation:

- Employee work relocation to the site and
- Employee residential relocation closer to the site.

Therefore, staff recommends approval of a parking ratio of 1:1.5 through 2011, limiting the number of employee parking spaces to 5,141, and

- Recommends that no new parking spaces be added to those in the current master plan update proposal to accommodate any future expansion of population or buildings, except to serve the proposed on-site transit facility.
- Requires the applicant to submit for review a master plan and transportation management plan (TMP) update in 2011 to reflect evolving conditions.

The TMP identifies methods that should be used to measure the effectiveness of the TDM strategies, but does not commit to implement any of the methods. Staff views the lack of commitment to specific methods of measuring progress as a major weakness in the TMP. Therefore, staff **endorses the recommendation by Montgomery County for FDA and GSA to enter into a memorandum of understanding (MOU) with the County (Park and Planning) and the Department of Public Works and Transportation (DPWT) and NCPC.** Further discussion of NCPC staff's position on an MOU is included in the CONSULATION section of this report under "Monitoring the TMP performance". As reported in the CONSULATION section, WMATA staff have described the TMP as "descriptive rather than proscriptive as regards transit service to the new facility."

Public Transit and Amenities

Discussions regarding two proposed transit facilities in the vicinity are underway with Montgomery County. Both were called to NCPC staff's attention by M-NCPPC comments in its regional review of the master plan update. The first, White Oak Transit Center, is being planned by the County off-site from the WOFRC at the intersection of New Hampshire Avenue (MD 650) and Lockwood Drive. It would consist of high quality bus shelters and new traffic islands and would serve as a transfer center for the public; mainly for east west transit. An on-site transit facility for FDA employees had been considered in discussions about the FDA campus since 2000. The master plan update refers to an on-site transit facility to be planned by WMATA, does not discuss potential site locations for it, since funds will not be available until July 2006 to study feasibility, purpose, scale, and potential locations. Staff understands that an FDA facility would serve as a terminus rather than a transfer point as envisioned for the White Oak Transit Center, but has concerns that its location has not been coordinated with this master

plan and TMP. Following are GSA and FDA responses to Commission comments that accompanied its action on the 1997 master plan, showing that transit facilities and amenities have been under consideration since FDA campus plans began to take shape:

- (3c1) Bus Service (Applicant response to 1997 Commission action)

GSA, FDA and Montgomery County Transportation Ride-On service coordinators, along with representatives from the State of Maryland and WMATA, had several meetings to discuss public bus service to the site. There is overwhelming agreement that transportation provided by these authorities is a key factor and a significant TDM strategy. All parties agree that a bus stop will be located in the vicinity of Building 1 for central access for visitors and employees. The exact timing of the public bus service is unknown at this time and will be timed to coincide with increased employees on the site.

- (3d) Pedestrian Access (Applicant response to 1997 Commission action)

In 1997, GSA and FDA noted that the Maryland State Highway Administration had not proposed pedestrian access from Lockwood Drive as part of its pedestrian and bike path improvement plans. The Commission's comment to "consider providing pedestrian access through the boundary wall immediately north of the proposed FDA complex to the extent that security permits in order to give pedestrians a shortcut to bus routes and apartments along Lockwood Drive" has assumed renewed relevance to the planned White Oak Transit Center that will be located near the intersection of New Hampshire Avenue and Lockwood Drive.

- Although proposed pedestrian access would likely require an easement along property between Lockwood Drive and the FDA, it would shorten a significantly longer walk for employees FDA employees along New Hampshire Avenue through the main entrance to about a quarter mile walk from the FDA's north perimeter. NCPC staff **recommends that the applicant continue to work with the County to study and provide pedestrian access between the Lockwood Center and FDA**, since the facility along Lockwood Drive is anticipated to be completed first.
- NCPC staff **recommends expanding the proposed MOU between FDA, GSA and Montgomery County to cover development of a transit facility on-site at White Oak as well as access to the County facility at Lockwood Drive**. Public bus routes are shown entering and exiting the campus in the master plan. If siting the transit facility changes any of the bus routes shown, staff **recommends that the applicant submit revised circulation plans as an addendum to the master plan**.

CONFORMANCE

Comprehensive Plan for the National Capital

As a continuation of the ongoing consolidation, the 2006 master plan update is consistent with applicable policies for Locating Federal Workplaces under the Federal Workplace Element of the Comprehensive Plan for the National Capital, which specify that the federal government should:

- Utilize available federally owned land or space before purchasing or leasing additional land or building space.
- Consider the modernization, repair, and rehabilitation of existing federally owned facilities for federal workplaces before developing new facilities.
- Agencies should continually monitor the employment levels at installations and revise installation master plans as necessary to reflect changed conditions and provide an up-to-date plan for the development for the installation.
- Locate employees near other federal agencies and departments with which they regularly interact.

The following policies for Development of Workplaces with Communities within the Federal Workplace Element also apply, which specify that:

- The characteristics of the installation and its surroundings should be established through the master planning process as required by the Commission.
- Agencies should review master plans on a periodic basis to ensure that both inventory and material and development proposal are current.
- Any rehabilitation or construction of federal workplaces must be architecturally compatible with the character of any surrounding or adjacent historic district, and the federal government should:
- Make primary pedestrian entrances at federal workplaces readily accessible to public transportation options, where available,
- Encourage federal employees to rideshare, including the use of carpools, vanpools, privately leased buses, public transportation, and other multi-occupant modes of travel, and,
- Design security barrier lines and elements that complement and enhance the character of the area in which they will be located and that respect the historic context of the area when applicable, and that:

Within the Transportation Element, the following policies for Parking and Parking Ratios apply, which specify that the federal government should:

- Provide parking only for those federal employees who are unable to use other travel modes, and
- Give priority to carpool and vanpool parking over that for single-occupant vehicles.

Further, policies for TMPs specify that the federal government should

- Update TMPs at least every two years to reflect the most current employee information
- Reflect, within TMP's, planned regional transportation infrastructure or service improvements within five miles of the federal facilities.

In the 2004 Comprehensive Plan, parking ratios have been divided into categories depending on the urban character or each area as well as the availability of infrastructure that supports alternative commuting modes. Master Plans will be evaluated against the new ratios (below), and must be supported by revised TMPs.

- Parking ratios for federal facilities outside of the District, and beyond 2,000 feet of a Metrorail station: One parking space for every 1.5 employees (1:1.5)
- If HOV lanes exist along or are included in the Constrained Long Range Plan (CLRP) for the major highway corridor in proximity to a federal facility in this category, and the completion of the HOV lanes coincides with the federal facility's build-out schedule: One parking space for every two employees (1:2)

Within the Preservation and Historic Features Element, the following policy under Stewardship of Historic Properties applies, and specifies that the federal government should:

Use historic properties for their original purpose, or, if no longer feasible, for an adaptive use that is appropriate for the context and consistent with the significance and character of the property, and

The proposal is generally consistent with these identified policies.

Federal Capital Improvements Program

This project is included in the Federal Capital Improvements Program Fiscal Years 2006 – 2011, adopted by the Commission on September 8, 2005, which shows an estimated project cost during FY 2006-2011 of \$380,000.

National Historic Preservation Act

The MD SHPO found that the updated Master Plan was consistent with its previous findings and the executed 2003 Memorandum of Agreement between GSA and the MD SHPO. The MD SHPO has found that the updated Master Plan will have No Adverse Effect on historic properties beyond those addressed in the Memorandum of Agreement.

The staff concurs with this finding, but notes that in the updated Master Plan a proposed security building has been located (but not yet designed) in front of the entrance to Building 1, on axis

with the entrance drive. The bulk and design of the building will be reviewed during design development.

Building One is one of two historic buildings to be retained in the conversion of the former Naval Ordnance facility to the new FDA campus, and has been the subject of substantive design study as it has been integrated into the Master Plan and new buildings on the White Oak campus. The Memorandum of Agreement stipulates continuing consultation with the MD SHPO and consulting parties as needed.

National Environmental Policy Act

The General Services Administration and the Food and Drug Administration had completed, in March 2005, a Supplemental Environmental Impact Statement to address potential environmental impacts involving the update and modifications of the FDA master plan. The prepared supplemental EIS conforms to the Commission's submission requirements of its Environmental and Historic Preservation Policies and Procedures for project review.

The Federal Research Center at White Oak was formerly used as the Naval Ordnance Laboratory (NOL). The entire site encompasses approximately 660 acres, with 130 acres designated for the consolidation of the U.S. Food and Drug Administration (FDA). The remainder of the site, at close to 500 acres, is reviewed in the supplemental EIS in the context to provide a revised access road from the east for future use tenant use and improved access to the FDA compound.

In late March of 2005 the Commission staff commented to GSA that the FEIS transportation data fell short in addressing the issues of the future transportation impacts of the revised Master Plan and in particular the full evaluation of potential transit use and carpooling efforts in conjunction with the eventual existence of the ICC within the project vicinity. NCPC staff cautioned the GSA work team about the importance of this planned transportation facility, because the ICC was identified within the Washington Metropolitan Council of Governments Transportation Board Constrained Long Range Plan.

In addition, staff reminded GSA that the Transportation Management Plan (TMP) was unacceptable without its consideration of any ICC effects to the FDA Master Plan and the FDA facility's parking requirements. Other issues of the TMP include the timing of the functioning assignment of the necessary employee transportation coordinator and the establishment of discussions and agreement for bus service to the Federal Research Center at White Oak. All of these issues are now addressed by the revised TMP developed in February through April 2006 and submitted to the Commission.

The NCPC staff in review of the final SEIS also stressed to GSA that the substantial removal of vegetation in any proposed Master Plan would not be supported by the Comprehensive Plan objectives of the new policies of the Commission's Comprehensive Plan. NCPC staff noted that it would be expecting a full re-assessment of land areas to be directed toward specific mitigation efforts including dedicated conservation and buffer areas under the guidance of a prepared tree conservation plan and re-vegetation effort adjacent to the planned eastern access road area of the FDA White Oak Federal Research Center.

The U.S. EPA Region 3 office reviewed the Final SEIS on April 15, 2005, and concurred with the final document determinations as expressed by GSA. The Region's final review found the SEIS responded to EPA's comments on the Draft Supplemental Environmental Impact Statement. GSA's addition of recommended mitigation measures into the document were found to minimize short-term environmental impacts associated with the proposed project actions and were acceptable to the EPA.

GSA, in its Record of Decision has specified tree conservation efforts to maintain streamside vegetation at and near the new access road alignment within the modified master plan. Staff has evaluated the GSA Record of Decision and finds the planning and implementation actions acceptable. 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.

CONSULTATION

Commission staff has worked with GSA and FDA as they revised the campus plan for the FDA consolidation at White Oak. In addition, GSA and FDA have consulted with local governments and community organizations (primarily through LABQUEST but with input from the Eyes of Paint Branch as well) since the mid-1990s. The Eyes of Paint Branch is a grassroots conservation group dedicated to preserving, protecting, and restoring the Paint Branch and its watershed. The County Executives of Montgomery and Prince George's Counties recognize LABQUEST as the authorized information clearinghouse organization for the project. Recently, the applicant has participated with transit agencies in quarterly transportation working group meetings. NCPC staff referred the current submission to (WMATA), the Maryland Department of Planning State Clearinghouse (MDP), and the Montgomery and Prince George's County Planning Boards of the Maryland-National Capital Park and Planning Commission (M-NCPPC) for their review and comment in accordance with the Procedures for Intergovernmental Cooperation in Federal Planning in the National Capital Region. In response, the following agencies have provided comments, summarized below:

Maryland-National Park and Planning Commission (M-NCPPC)

County staff found the 2006 master plan update to be generally consistent with the recommendations of the approved White Oak and Fairland Master Plans and that it appropriately reflects the findings of the March 2005 FSEIS. At M-NCPPC's Planning Board's May 18, 2006 Public Hearing/Work Session, the Board transmitted its comments to NCPC, highlighted below:

- Strengthening of natural resource protection objectives:

The County strongly recommended that stormwater management strategy incorporate more infiltration and other ESD techniques that treat stormwater runoff, in order to eliminate or greatly reduce the need for stormwater ponds, and continues to urge that FDA:

- Clearly show the environmental buffer as a protected conservation area on a plan drawing of the site that includes the ultimate buildout of FDA (including the new access road). This plan drawing should be included as part of the FDA master Plan so that it is clear that environmental buffer preservation is a major objective for the master plan.

NCPC staff notes that the stream valley buffer is shown on the more conceptual Design Framework site plan, but not on the rendered plan showing the Proposed Landscape Concept. Although it appears to conflict with the location proposed for the Day Care Center in the Design Framework, NCPC staff **recommends that the applicant overlay the buffer on the rendered Landscape Concept Plan and Landscape Zones Plan, and confirm that no facilities are to be constructed in a stream valley buffer.**

- Implementation of public transit amenities:

Regarding public transit amenities, County staff urged GSA to go further to enhance campus accessibility through an expanded regional bus transit service to the campus and to reduce single occupant vehicle trips. Early in the discussions about the FDA campus in 2000-2002, an on-site transit center for FDA employees to complement the new White Oak Transit Center on Lockwood Drive had been considered. Park and Planning Staff believes that this on-site transit center would substantially bolster the percentage of both employee and visitor transit trips. The County passed on to WMATA federal funding to design an on-site transit facility at White Oak. Subsequently, WMATA received a grant from the Federal Transit Administration to initiate the planning study, which it must initiate by June 30, 2006. **NCPC staff endorses the recommendation to take advantage of all available transit options, current and planned, and work with Metro and Ride-On to accommodate many of these routes at an FDA on-campus transit facility. Further, NCPC staff supports public express public bus service from Montgomery County as soon as possible.**

- Monitoring the TMP performance through MOU with County)

M-NCPPC expressed concern about accountability and monitoring of the TMP. Two of the M-NCPPC staff recommendations are addressed in the TMP as options available for the ETC to gauge the success of the programs internally, including:

- Performing employee surveys and updating the TMP annually, (starting at build-out)
- Performing traffic counts (at access point to WOFRC).

FDA's ETC already carries out the spirit of a third recommendation by meeting quarterly with the County and LABQUEST to discuss traffic concerns, but stops short of including representatives of the rest of the community and discussing plan compliance.

NCPC staff endorses the M-NCCP staff recommendations for an MOU stipulating:

- Re-assessing transit and parking needs annually, and
- Consulting with M-NCPPC, DPWT, and NCPC to adjust strategies.

Further, **NCPC staff recommends that the MOU be expanded to stipulate that FDA and GSA continue to work with relevant transit agencies including DPWT to study, plan and located an on-site transit facility for FDA, as well as to provide a solution for pedestrian access from the north perimeter of the campus to the White Oak Transit Center at Lockwood Drive.** At the May 18, 2005 public hearing, four citizens testified against the MOU, and two citizens testified in favor of it. One citizen asked the Board members not to support the change in parking ratio until FDA/GSA presents another master plan revision which emphasizes the commitment to transit and solutions to reducing peak hour trips.

Washington Metropolitan Area Transit Authority (WMATA)

WMATA staff took no issue with the facts presented in the TMP, but noted that the document is descriptive rather than proscriptive as regards transit service to the new facility. Staff highlighted the following ongoing issues that have been under discussion among FDA, GSA, and both Montgomery and Prince Georges Counties since 2001:

- The provision of an efficient mix of, and location for, shuttle and transfer connections from the variety of Metrobus and MTA commuter services north of the campus,
- The establishment of direct express services connecting park & ride lots and other pick-up points in Montgomery County with FDA,
- The most effective way to serve residents of other jurisdictions by Metrobus service and that of other providers,
- The optimization of bus connections with MARC commuter rail service at Silver Spring Station,
- The establishment of additional Silver Spring Station-to-FDA service using buses that now deadhead between the station and outlying terminals in the Route 29 corridor to make second trips, and
- The appropriate phasing of additional services to FDA to coordinate with increase in the number of employees on site.

Prince George's County Planning Department

The Prince George's County Planning Department had no comments regarding the FDA 2002 master plan update.

Maryland Historical Trust (MD SHPO)

The MD SHPO found that the updated Master Plan was consistent with its previous findings and the executed Memorandum of Agreement between GSA and the MD SHPO. The updated Master Plan will have No Adverse Effect on historic properties beyond those addressed in the Memorandum of Agreement. In the updated Master Plan, a proposed security building has been located, but not designed, in front of Building 1, on axis with the entrance drive. The bulk and design of the building will be subject to review during design development.

Maryland Department of Planning (MDP)

MDP found the 2006 master plan update consistent with their plans, programs, and objectives.

Maryland Department of Transportation (MDOT)

MDOT found the 2006 master plan update consistent with their plans, programs, and objectives.

Maryland Department of Environment (MDE)

MDP found the Landscape Concept Report appendix to the 2006 master plan update to be consistent with their plans, programs, and objectives.