



MONTGOMERY COUNTY PLANNING DEPARTMENT
THE MARYLAND-NATIONAL CAPITAL PARK AND PLANNING COMMISSION

MCPB
Item #
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MEMORANDUM

TO: Montgomery County Planning Board

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SUBJECT: Draft Supplemental Environmental Impact Statement (SEIS)
U.S. Food and Drug Administration (FDA) Headquarters
2009 Master Plan Update
Department of Health and Human Services
Federal Center, White Oak

STAFF RECOMMENDATION

Approval to transmit the following comments to the National Capital Planning Commission for the review of the Draft Supplemental Environmental Impact Statement (SEIS) for the U.S. Food and Drug Administration Headquarters (FDA):

1. Provide additional landscaping adjacent to the proposed Central Utility Plant (CUP) to reduce the impact on the adjacent apartments.
2. Enhance the tree planting adjacent to the Child Care Center, Broadcast Studio, and the CUP to mitigate the loss of existing trees.
3. Adjust the building design and storm water management outfall location, to eliminate impacts to the wetlands.

4. Mitigate the impact on the Paint Branch stream system by augmenting the stormwater management facilities and reducing the amount of surface parking to minimize the amount additional impervious surfaces as follows:
 - a. Meet the more rigorous requirements for new development, and
 - b. Provide 12-hour extended detention for the ultimate build-out condition in each drainage area and not only for the impervious area that is added to what already exists.
5. Show the environmental buffer (per our December 2004 map) designated as a protected conservation area or easement to protect the aquatic resources of the Paint Branch from the cumulative adverse effects of the past and current campus development. Make a clear, written commitment that the environmental buffer will be protected and managed as a natural conservation area to help mitigate impacts on the important aquatic resources of Paint Branch as follows:
 - a. Locate stormwater management facilities outside the recommended stream buffers, and
 - b. Locate the Broadcast Studio, and the Child Care and Fitness Center to avoid the stream buffer.
6. Implement the Forest Conservation Plan for the entire FDA site to accomplish the following:
 - a. Remove and control invasive plants
 - b. Plant native species in the stream and wetland buffers, and parallel to New Hampshire Avenue
7. Continue to support and monitor the Transportation Management Program to reduce the number of single occupant vehicles on-site.
8. Participate with the Planning Department in the preparation of a US 29 Mobility and Land Use Plan study beginning in FY11, to find pragmatic mobility solutions for the US 29 area. Delay construction as long as possible of the additional visitor parking to provide for coordination with this study.

PROJECT DESCRIPTION

The General Services Administration (GSA) is currently consolidating the new U.S Food and Drug Administration (FDA) headquarters at the Federal Research Center at White Oak. Since the most recent Supplemental EIS, the congressional mandates have resulted in expansions to FDA's programs resulting in revisions to the 2006 Master Plan for the FDA Headquarters.

The following changes to the approved 2006 Master Plan are examined in the SEIS:

- Construction of facilities to accommodate an increase in FDA employees from 7,719 to 8,889
- Relocation of a 21,000 square foot Child Care Center from the northeast area to the southeast area of the site

- Construction of a 10,000 square foot Fitness Center in the southeastern area of the site
- Relocation of a 10,000 square foot Broadcast Studio to the eastern area of the site
- Construction of a 50,000 square foot expansion of the Central Utility Plant (CUP) and a thermal water storage tank
- Construction of a 300,000 gallon elevated storage tank for potable water on the eastern area of the campus near the Broadcast Studio
- Increase in visitor parking from 500 to 1,000 parking spaces for a total of 6,926 parking spaces

The proposed action is needed to update the 2006 FDA Master Plan to support FDA's evolving mission by consolidating new and expanded programs at the FDA Campus. The increase in employees is needed to conduct the complex and comprehensive reviews necessary for new drugs and medical devices.

Summary of Alternatives

The SEIS identified three alternatives to study in detail. The maps included in the attachments locate the proposed facilities in each alternative. The alternatives are summarized in the following paragraphs:

Alternative 1: No Action - The FDA consolidation would continue as designed in the approved 2006 FDA Master Plan. The number of employees at the Campus would remain at 7,719.

Alternative 2: Dispersed Density Action Alternative - Building heights would follow existing buildings heights to keep uniformity throughout the campus. This would provide a more dispersed location of buildings across the campus. This alternative would add a parking garage to the northwest area, a fitness center in the southeastern area, and a Central Utility Plant (CUP) would be expanded to the west of the existing CUP. A thermal storage tank would be placed near the CUP. A 300,000 gallon potable water storage tank would be located in the eastern area. A Child Care Center would be relocated to the southeastern area of the site next to a proposed Fitness Center. The Broadcast Studio would be relocated from the southwestern area to the eastern area. The number of employees would increase to 8,889.

Alternative 3: Southeast Quadrant Density Action Alternative - The number of proposed buildings would be greater than currently seen at the FDA Campus in the southeastern area. The new parking garage proposed in Alternative 2 would be eliminated, but a parking garage located in the northeastern area of the site and proposed in Alternative 1 would be expanded. The remaining structures would be located in the same area as proposed in Alternative 2. The number of employees would also increase to 8,889 as proposed in Alternative 2.

ANALYSIS

Master Plan

The proposed expansion is consistent with the recommendations in the Fairland and White Oak Master Plans. The use of the White Oak site as a federal employment center conforms to the

recommendations in the White Oak and Fairland Approved and Adopted Master Plans. It is consistent with the recommendations for the Urban Ring in the General Plan ...on Wedges and Corridors.

Development Standards

The FDA is a governmental use located in the RE-2 Zone. The three alternatives meet the requirements for side yards, green space, and setbacks. The following table compares the development standards for each of the three alternatives.

Table: Comparison of Alternatives:

| | No Action (2006 Master Plan) | Alternative 2: Dispersed Density | Alternative 3: Density in the Southeast Quadrant |
|--|--|---|--|
| Location of Buildings | Grouped around research and administrative functions | Density dispersed throughout the campus | Most density in the southeast quadrant |
| Building Heights | 1 to 7 stories | 1 to 7 stories | 1 to 10 stories |
| Number of Buildings | 14 | 16 | 14 |
| Number of Parking Garages | 4 | 5 | 4 |
| Number of surface parking lots | 2 | 1 | 2 |
| Gross square feet | 4,735,012 | 5,989,934 | 5,989,934 |
| Acres Disturbed over pre-construction conditions | 51 | 56.6 | 53.9 |

Environment - Branch

Stormwater Management - The Paint Branch is a high quality, temperature sensitive stream. To minimize adverse effects on aquatic resources, all stormwater management facilities should be located outside of the stream buffer areas.

Stream Buffer Areas - The locations of the future Broadcast Studio, and the Child Care and Fitness Center proposed in Alternative 2 and 3 will increase the impervious area adjacent to, or within a stream buffer. Provide scaled natural resources maps with construction limits of disturbance (LOD) overlaid to facilitate a more thorough evaluation of any impacts to stream buffers. should Relocate or redesign these facilities to remain outside of the stream buffer.

Impervious Area - Alternative 2 increases the impervious surface by 5.6 acres over the 2006 Master Plan. Alternative 3 increases the impervious surface area by 2.9 acres over the 2006 Master Plan. Additional stormwater management facilities will be needed to mitigate the impact on the Paint Branch stream. To reduce this new impervious area, consider:

- Locating the Fitness Center within an existing or proposed building
- Configuring all parking as structured parking to eliminate or significantly reduce the amount of surface parking. Where new surface parking is unavoidable, it should at the

least, be designed and constructed with porous material and should be as a component of the project's stormwater management concept.

- Adjust the campus extension design to accommodate the increase in staff in fewer buildings.

Forest Conservation - A minimum amount of existing forest cover over the 2006 Master Plan may be removed as proposed in Alternatives 2 and 3, if absolutely necessary. Replacement or mitigation for this loss of Existing trees should be located adjacent to the existing apartment buildings, near the Child Care and Fitness Center, and near the Broadcast Studio and Water Storage Tank. A Forest Management/Tree Conservation Plan for the Master Plan Update alternatives should be prepared. This Forest Management Plan should be implemented over the entire FDA site and not just within or near the LOD. The Forest Management/Tree Conservation Plan should remove and control invasive species, plant native species in wetlands and upland buffers, create additional vegetated buffers, and focus on replanting unforested stream buffers throughout the property including enhancing the green buffer parallel to New Hampshire Avenue.

Compatibility

Additional landscaping should be provided adjacent to the existing apartment buildings located near the CUP expansion and thermal water tank to establish compatibility. The Northwest Parking Garage 585 proposed in Alternative 2 should include lighting that is directed away from New Hampshire Avenue.

Transportation

A transportation study was submitted as part of the SEIS. The goal of the study was to mitigate FDA impacts. The White Oak and Fairland areas will remain congested even if all the proposed road improvements indicated in the SEIS are made. The study also determined that several of the intersections along major roadways that lead to the FDA Campus, without or with the ICC, will operate above the Fairland/White Oak Policy Area congestion standard of 1,475 CLV under the No-Action and both Action scenarios. The additional FDA traffic will further increase the need for mobility improvements along US 29, and it will reduce available transportation capacity for other development in the area. With the expiration of APF approval for several of pipeline developments in the West*Farm area included in the study in July 2009 and with the proposed roadway/intersection improvements along Cherry Hill Road at Plum Orchard Drive and at Calverton Boulevard/Broadbirch Drive as part of Washington Adventist Hospital relocation to West*Farm, traffic impacts at intersections along Cherry Hill Road are expected to be better than projected in the FDA traffic study. Additionally, existing/projected through traffic growth along US 29 (specifically to the south of the ICC at Fairland Road/Musgrove Road, at Tech Road/Industrial Parkway, and at Stewart Lane intersections) will ultimately require implementation of master-planned interchanges at these intersections to mitigate impacts, since short-term at-grade intersection capacity improvements may only have limited value. Finally, impact at the New Hampshire Avenue (MD 650)/Michelson Road intersection is an on-site issue

that GSA must carefully monitor and address in coordination with Maryland State Highway Administration (SHA).

On-site trip mitigation for the proposed 1,170 employees will be provided. The trip mitigation plan will continue to limit on-site parking to one space for every 1.5 employees as approved in the 2006 Master Plan. The Transportation Management Program (TMP) has been designed to reduce the demand for employee parking for single occupant vehicles.

The TMP is an outstanding example of traffic mitigation. The TMP will include the following:

- Employees will continue to be eligible to receive transit subsidies
- FDA will continue to provide shuttle service from the Silver Spring, Twinbrook and College Park Metro stations, and other FDA locations
- Circulator shuttle service will be provided within the FDA Campus
- Carpool/Vanpool incentives such as preferred parking, and Guaranteed Ride Home service will be provided
- On-site transit stop will be provided
- Telecommuting programs will continue to be provided
- Bicycling/walking-to-work incentives will be provided
- Full time transportation coordinator will be provided

A significant portion of the employees arrive during non-peak times. The on-site shuttle service will operate both during peak and off-peak hours.

The GSA should explore shared-parking/shuttling opportunities in the area before a final decision on this significant increase in visitor parking. The Planning Department is proposing to conduct a US 29 Mobility and Land Use Plan study beginning in FY 11, and recommend that FDA participate in finding pragmatic mobility solutions in the corridor.

SUMMARY OF PREVIOUS ACTIONS

The FDA Consolidation has been reviewed by the Planning Board on a variety of occasions. The review of the master plans and environmental impact statements for the master plans occurred on the following dates:

- June 5, 1997 - The Mandatory Referral for the original master plan was reviewed by the Planning Board
- January 6, 2005 - Review of the Draft SEIS for the 2006 Master Plan for the consolidation of the FDA
- April 28, 2005 - Review of the Final SEIS for the 2006 Master Plan for the consolidation of FDA
- July 8, 2008 - Review by the Maryland Department of the Environment of the Draft SEIS for the Consolidation Master Plan Update 2009

OUTREACH AND COORDINATION

Hillandale residents were concerned about the fate of the now-FDA site when the Navy announced plans in 1995, to close their existing Naval Surface Warfare Center and transfer the land. Labquest was instrumental in supporting the consolidation of FDA in White Oak.

The GSA and FDA conducted extensive outreach and coordination with the White Oak and Fairland communities. The GSA issued a notice of intent to prepare the SEIS on March 7, 2008. Approximately 300 federal, state and local agencies, public officials, community groups, special interest groups, and area residents were notified. The GSA also held an Open House for the public on March 27, 2008 with the Hillandale Citizens Association, the Burnt Mills Citizens Association, Labquest, the Greater Colesville Citizens Association, and other local residents. GSA and the FDA have also attended monthly Labquest meetings.

CONCLUSION

The staff recommends approval to transmit comments and recommendations to the National Capital Planning Commission for the review of the Draft Supplemental Environmental Impact Statement (SEIS) for the U.S. Food and Drug Administration Headquarters (FDA). The specific comments are shown on the first pages of this report.

Attachments:

- Zoning Map
- Alternative 1: No Action
- Alternative 2: Dispersed Density Action Alternative
- Alternative 3: Southeast Quadrant Density Action Alternative
- Water Resources

G: carter/FDASEIS Final









