

The Maryland-National Capital Park and Planning Commission
 Prince George's County Planning Department
 Countywide Planning Division
 301-952-3065



Note: Staff reports can be accessed at <http://mncppc.ig2.com/Citizens/Default.aspx>

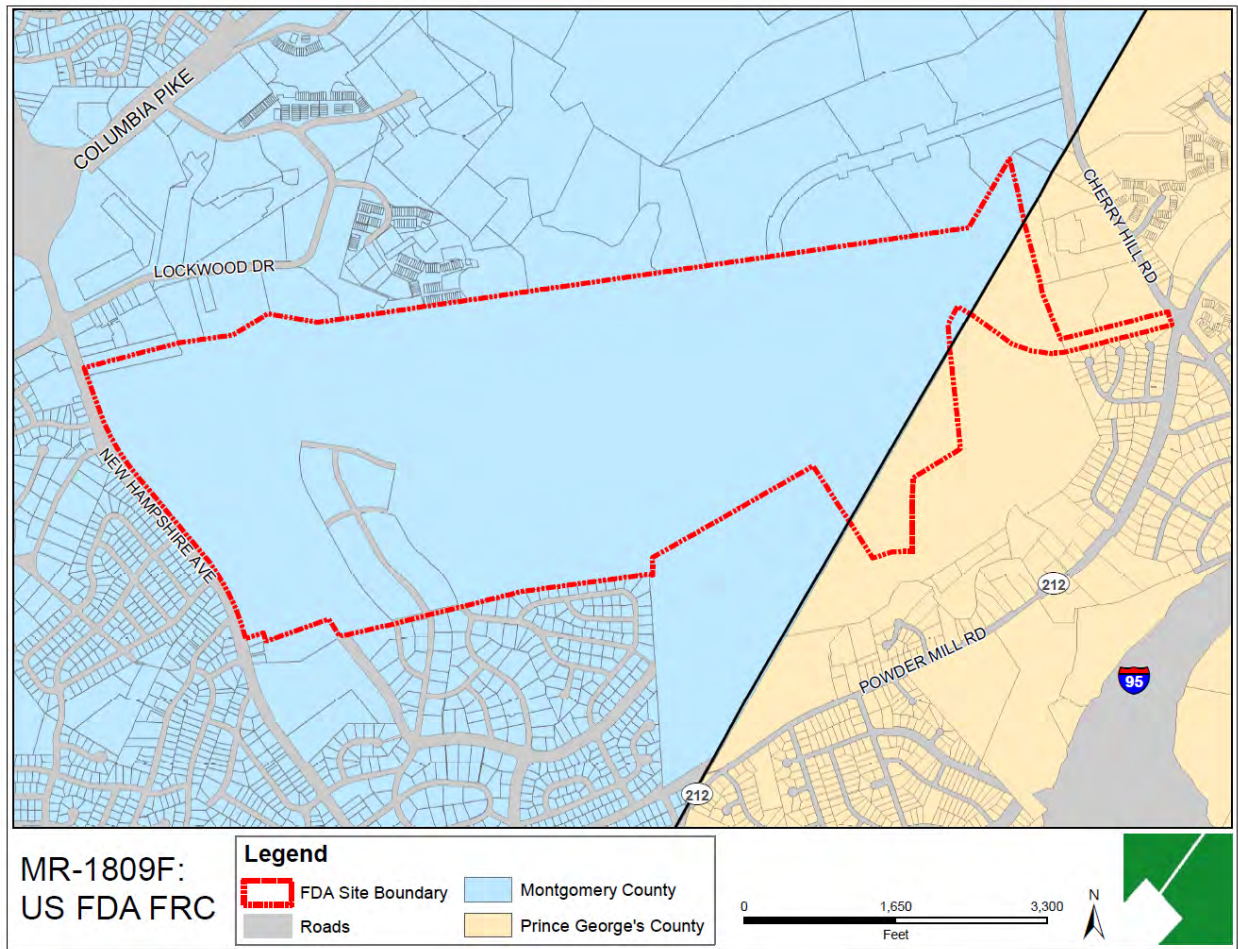
Mandatory Referral

MR-1809F

Application	General Data	
Project Name: United States Food and Drug Administration (FDA) Federal Research Center (FRC) Master Plan and Environmental Assessment Location: 40 acres in Hillandale area off Powder Mill Road of the Federal Research Center, 10903 New Hampshire Avenue, Silver Spring, Maryland Applicant/Address: United States General Services Administration 301 7th Street, SW, Suite 4004 Washington, DC 20407 Property Owner: United States of America	Planning Board Hearing Date:	04/26/2018
	Date Accepted:	03/12/2018
	Mandatory Action Timeframe:	60 Days
	Acreage:	40 acres
	Zone:	R-O-S
	Planning Area:	61
	General Plan Designation:	Established Communities
	Council District:	1
	Municipality:	N/A
	200-Scale Base Map:	214NE03

Purpose of Application	Notice Dates	
The Food and Drug Administration (FDA) is planning to accommodate up to 18,000 total employees on the Federal Research Center (FRC) site in the White Oak community, with approximately 9,000 new employees moving to the campus between 2025 to 2035.	Acceptance Mailing:	

Staff Recommendation	Staff Reviewer: Maria Martin, Master Planner	
Approval to transmit staff comments to the Full Commission	Phone Number: 301-952-3472	
	E-mail: maria.martin@ppd.mncppc.org	



MR-1809F Staff Report – United States Food and Drug Administration Federal Research Center Master Plan and Environmental Assessment

PROJECT BACKGROUND

The Land Use Article §§20-301 through 305 of the Maryland Annotated Code requires the Planning Board to review public construction projects for all federal, state, county and municipal governments, and publicly and privately-owned utilities through the Mandatory Referral (MR) review process. This project is being reviewed as part of the MR review process pursuant to the Maryland Annotated Code, and Section 27-294 of the Prince George's County Zoning Ordinance.

PROJECT SUMMARY

The U.S. General Services Administration (GSA) is currently consolidating the U.S. Food and Drug Administration (FDA) headquarters facilities at the Federal Research Center at White Oak (FRC) in Silver Spring, Maryland. The FDA headquarters currently encompasses a 130-acre piece of the FRC, also known as the FDA Campus, located at the west end of the FRC. Due to new Congressional mandates, FDA is projecting an increase in employees and campus support staff at the FDA Campus. The overall proposed draft master plan for the 130-acre FDA Campus is intended to:

- Consolidate the FDA headquarters;
- Develop an additional 1,100,000 to 1,200,000 GSF of office space and 300,000 to 400,000 GSF of special use space;
- Increase visitor parking by 615 parking spaces to a total of 1,615 spaces;
- Reconfigure the East Loop Road; and
- Implement a bus-rapid transit system.

Currently the FDA has 10,987 assigned personnel to the FDA Campus with a peak daily population of 7,793. The current projected growth for FDA at FRC is approximately 7,018 additional employees and support staff, which includes funded staff vacancies, existing employees currently in leased space in Montgomery and Prince George's counties, FDA support staff, and future growth projected by 2022.

Approximately 40 acres of the FRC lies within Prince George's County. The proposed development will occur around the existing development in Montgomery County.

STAFF RECOMMENDATIONS

After reviewing the environmental assessment and the draft master plan, the Prince George's County Planning Department staff has the following comments:

- Within Prince George's County, the FRC includes a piece of land that is best described as a pipestem connecting the intersection of MD 212 and Cherry Hill Road to the main part of the FRC. That pipestem contains a roadway known as Coffman Road. Given that this roadway connection would introduce complexity to the MD 212/Cherry Hill intersection and pass next to developed residential properties, it has been understood that access by means of Coffman Road is very restricted. However, several maps in the master plan appear to display Coffman Road with the same degree of importance as FDA Boulevard, which is a newer connection to Cherry Hill Road wholly within Montgomery County. See the attached transportation memorandum for the

graphic that shows a portion of Figure 1-17 from the master plan, and with Coffman Road highlighted. It is requested that Figures 1-17 and 1-19 in the master plan be revised to show Coffman Road within Prince George's County as a dashed line or some similar convention to convey the restricted use nature of the roadway.

- Nearly every plan within the master plan shows a "potential access road" starting at a traffic circle along the Southwest Loop Road in the vicinity of what is now known as Bowditch Road. The plan needs to indicate where this access road will go, and what the potential alignment of this road would be.
- If new construction is proposed in the eastern portion of the FDA Campus, historic resource PG:61-045, Aurora Pulsed Radiation Simulator and M:33-025, Naval Ordnance Laboratory Survey District could be impacted. Any new construction should consider visual impacts on the Naval Ordnance Laboratory Survey District (M:33-025).
- If new construction is proposed in the eastern portion of the FDA Campus, impacts to archeological site 18PR466, the Shadrack Beall Farmstead, should be considered. Archeological site 18PR466 meets the criteria for listing in the National Register of Historic Places. The site should be preserved in place and avoided by new construction. If the archeological site cannot be avoided, Phase III archeological mitigation is recommended.
- **Building massing and spatial pattern-** The existing FDA campus has been developed under four different master plans and established a unique site layout that features a central green open space surrounded by a series of human-scaled open courtyard spaces enclosed by midrise buildings. The open courtyards further complement the central green. Various buildings of different building techniques and finish materials from different time periods provide visual interest surrounding the open courtyards. This unique open space/courtyard pattern should be preserved in the new master plan for future expansion to maintain the integrity, continuity and strong spatial eligibility of the FDA campus
- **Viewshed-** The existing FDA campus is part of the historic resources of the White Oak Naval Ordnance Laboratory Historic District. The prominent features of the primary viewshed from New Hampshire Avenue to the campus are the existing Main Administration Building and the flagpole. The development alternative that continues the building massing and clustering of the existing campus will not only preserve the organic pattern of the FDA campus, but also preserve this historic vista from New Hampshire Avenue.
- **On-site circulation-** Pedestrian circulation needs to be strengthened within the proposed master plan by eliminating gaps in the existing network and by providing wider sidewalks that can accommodate bicycling. The master plan proposes 10-foot wide sidewalks only for the new loop streets. Ten-foot-wide sidewalks should be implemented in phases throughout the entire campus. Vehicular circulation is building on the existing roadways and oriented toward New Hampshire Avenue. An additional access road- FDA Boulevard off Cherry Hill Road is a good addition to improve the accessibility of the FRC campus. The master plan also includes construction of a new distribution center and truck screening facility and shows two possible locations-one is located along New Hampshire Avenue and the other is located in the northeast section of the site off FDA Boulevard. The Urban Design Section supports the location off FDA Boulevard because this location will separate truck traffic from the employee traffic and help evenly distribute trips to the larger campus. In addition, this location is very close to the Interstate Highway System, where the intersection of 1-95 and Beltway 1-495 is located.

- **Native Species**-The Federal Government is a leader in sustainable development. The additional buildings on the campus will achieve LEED Gold certification. The master plan also provides some general design guidelines for future landscaping on the campus. The Urban Design Section suggests that in addition to the proposed landscaping design guidelines, all landscaping materials should be native species and all herbaceous planting materials should be pollinator friendly species.

PROJECT LOCATION, DESCRIPTION, AND SCHEDULE

Location/Description:

The Federal Research Center (FRC) at White Oak is located at 10903 New Hampshire Avenue, Silver Spring, Maryland. The FRC is located east of New Hampshire Avenue (MD 650) and west of Cherry Hill Road in Montgomery and Prince George's counties. The site is bounded to the north by commercial and residential properties, the Paint Branch Stream Valley Park, and the Percontee Quarry.

To the south of the FRC lie the U.S. Army's Adelphi Laboratory, residential properties, and the Powder Mill Community Park.

Approximately 40 acres of the FRC lies within Prince George's County and is zoned R-O-S (Reserved Open Space).



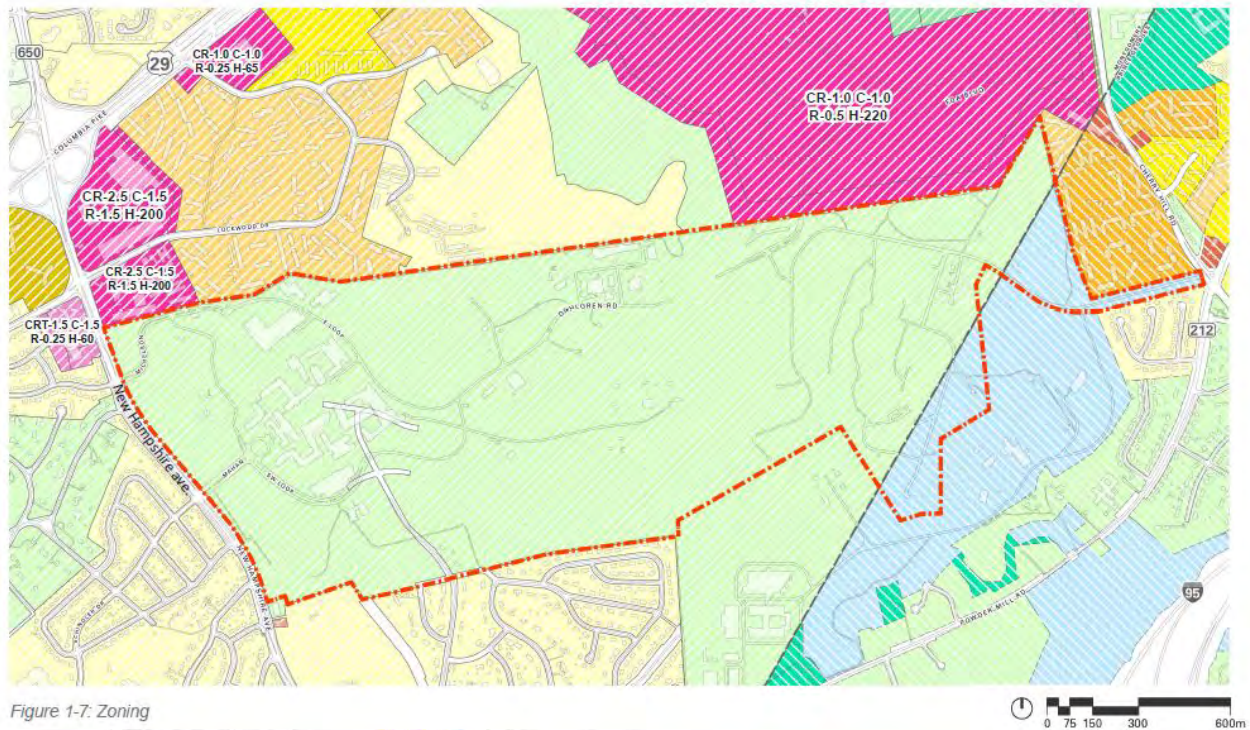


Figure 1-7: Zoning



Project Schedule Overview:

The development of the draft master plan was supported by three major project components:

- The **Land Use Feasibility Study (LUFS)** was completed in the Spring of 2017 and put forward a series of development options and identified related costs for the FRC site to accommodate additional FDA staff.
- The **National Environmental Policy Act (NEPA)** compliance Public Scoping Period occurred in the Summer and Fall of 2017. At this same time, technical studies were conducted that informed a Draft Environmental Impact Statement (EIS) issued in March 2018.
- The **National Historic Preservation Act (NHPA)** compliance process has been tracking concurrently with the NEPA compliance process to identify, assess and resolve adverse effects to historic structures or landscapes. A Programmatic Agreement (PA) with appropriate state entities and other Consulting Parties will be completed in advance of the Final Master Plan.

Below is the work schedule that the GSA staff has developed for the project approval.

Date	Activity Events
May 11, 2018	Referral comments due for the Draft Master Plan & Draft Transportation Management Plan (TMP)
May 16, 2018	MNCPPC Full Commission Meeting on the Draft Master Plan & Draft TMP

May 22, 2018	Montgomery and Prince George's Counties' referral letters due to U.S. GSA
May 23, 2018	Montgomery and Prince George's Counties' referral letters due to National Capital Planning Commission (NCPC)
June 7, 2018	NCPC Commission meeting on the Draft Master Plan & Draft TMP
July 20 through August 19, 2018	Public comment period for the Final Environmental Impact Statement (FEIS) Counties may provide comments.
TBD	Montgomery and Prince George's Counties' referral letters due on Final Master Plan & Draft TMP
September 28, 2018	Final Master Plan submitted to NCPC
TBD	Montgomery and Prince George's Counties Planning Board meeting on Final Master Plan & Draft TMP
November 1, 2018	NCPC Commission meeting on the Final Master Plan & Draft TMP

ANALYSIS OF PROJECT IMPACT AREAS

The Maryland-National Capital Park and Planning Commission, Prince George's County Planning Department, staff has reviewed the proposed project and provided the following comments:

1. ENVIRONMENTAL ASSESSMENT

After an evaluation of the site plan submitted by the applicant, the Environmental Planning Section has determined that because this is a federally owned and operated property, the project is not subject to the Prince George's County's Woodland and Wildlife Habitat Conservation Ordinance or local building and grading regulations. Nor does M-NCPPC have regulatory jurisdiction over activities, development or otherwise. The following information is provided for the benefit of the applicant.

The narrative indicates that adverse impacts to the regulated environmental features on-site and off-site during clearing, grading, and road and building construction, will be minimized by utilizing Best Management Practices (BMP) such as silt fence, erosion matting, inlet protection, sediment traps, sediment basins and revegetation of exposed sediment. The statement also indicates that stormwater management plans and erosion and sediment control plans will be prepared and submitted to the Maryland Department of the Environment (MDE) for review and approval prior to construction. Temporary impacts to streams and wetlands will be restored to pre-construction conditions to the maximum extent practicable, following construction. Additionally, GSA will obtain authorization under the Maryland State Programmatic General Permit 5 (MDSPGP-5), by the US Army Corps of Engineers and provide compensatory mitigation at a minimum of 1:1 ratio for stream impacts exceeding 200 linear feet.

Long term impacts are proposed to be minimized by implementing mitigation, reduction, and elimination, as necessary. The plan states that M-NCPPC will be consulted prior to final design to determine appropriate compensatory mitigation for impacts to the stream valley buffers. Increases in impervious coverage will be mitigated through the implementation of environmental site design/low impact design (ESD/LID) strategies including bioretention, bioswales along roadsides, rooftop rainwater harvesting, green roofs, pervious pavement, tree planting and stream restoration efforts. All remaining stormwater volume is proposed to be directed to structural BMPs such as stormwater management ponds.

2. TRANSPORTATION ASSESSMENT

1. Within Prince George's County, the FRC includes a piece of land that is best described as a pipestem connecting the intersection of MD 212 and Cherry Hill Road to the main part of the FRC. That pipestem contains a roadway known as Coffman Road. Given that this roadway

connection would introduce complexity to the MD 212/Cherry Hill intersection and pass next to developed residential properties, it has been understood that access by means of Coffman Road is very restricted. However, several maps in the master plan appear to display Coffman Road with the same degree of importance as FDA Boulevard, which is a newer connection to Cherry Hill Road wholly within Montgomery County. See the attached transportation memorandum for the graphic that shows a portion of Figure 1-17 from the master plan, and with Coffman Road highlighted. It is requested that Figures 1-17 and 1-19 in the master plan be revised to show Coffman Road within Prince George's County as a dashed line or some similar convention to convey the restricted use nature of the roadway.

2. Nearly every plan within the master plan shows a "potential access road" starting at a traffic circle along the Southwest Loop Road in the vicinity of what is now known as Bowditch Road. The plan needs to indicate where this access road will go, and what the potential alignment of this road would be.

3. HISTORIC PRESERVATION/ARCHEOLOGY

Historic Preservation

Findings: The eastern portions of the FRC campus (areas 300, 500, 600, and 700) are characterized by the former explosives research area of the Naval Ordnance Laboratory. Most of the facilities have been removed or demolished since the closure of the Laboratory in 1997. Some facilities continue to exist in a decaying state.

Recorded historic resources within the Prince George's County section of the FDA campus include PG:61-045, Aurora Pulsed Radiation Simulator and M:33-025, Naval Ordnance Laboratory Survey District, the eastern portion of which lies in Prince George's County.

Conclusions: If new construction is proposed in the eastern portion of the FDA Campus, PG:61-045, Aurora Pulsed Radiation Simulator and M:33-025, Naval Ordnance Laboratory Survey District could be impacted. Any new construction should consider visual impacts on the Naval Ordnance Laboratory Survey District (M:33-025).

Archeology

Findings: The property is located within the Atlantic Coastal Plain, a relatively flat topographical region. The Paint Branch and West Branch stream valleys are in the eastern part of the property. The FDA campus has been surveyed for archeological resources.

Five archeological sites have been recorded in the Prince George's County portion of the FDA Campus. Site 18PR436 is an early twentieth century house foundation. Site 18PR437 is also an early twentieth century house foundation. Site 18PR438 is a prehistoric lithic scatter. Site 18PR465 is Late Archaic short-term camp or base camp and lithic quarry/extraction site. Site 18PR466 was identified as the Shadrack Beall Farmstead, an eighteenth- to twentieth-century farm site. Site 18PR466 was the only site that was determined to be eligible for listing in the National Register of Historic Places.

Conclusions: If new construction is proposed in the eastern portion of the FDA Campus, impacts to archeological site 18PR466, the Shadrack Beall Farmstead, should be considered. Archeological site 18PR466 meets the criteria for listing in the National Register of Historic Places. The site should be preserved in place and avoided by new construction. If the archeological site cannot be avoided, Phase III archeological mitigation is recommended.

4. CONSISTENCY WITH DEVELOPMENT/REGULATORY STANDARDS

The Urban Design Section offers the following observations relating to the Master Plan as proposed within Montgomery County. The Master Plan proposes three development alternatives, adjacent to the existing FDA campus with a combination of various types of architecture. The general proposed campus layout is compact development that grows organically out of the existing FDA campus. Given the size of the existing FRC campus of 660 acres, integration with the surrounding community is not occurring because the site is isolated. In addition, the Urban Design Section has suggestions regarding building massing, viewshed, on-site circulation, and planting materials.

- **Buildings and spatial pattern-** The existing FDA campus has been developed under four different master plans and established a unique site layout that features a central green open space surrounded by a series of human-scaled open courtyard spaces enclosed by midrise buildings. The open courtyards further complement the central green. Various buildings of different building techniques and finish materials from different time periods provide visual interest surrounding the open courtyards. This unique open space/courtyard pattern should be preserved in the new master plan for future expansion to maintain the integrity, continuity and strong spatial eligibility of the FDA campus
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5. CONSISTENCY WITH APPROVED PLANS

In the 2010 *Approved Subregion 1 Master Plan and Sectional Map Amendment*, the subject property is designated as an Institutional land use.

In the 2014 *Plan Prince George's 2035 Approved General Plan*, the subject property is located inside the boundaries of the Established Communities.

6. EXISTING PUBLIC FACILITIES

The proposed project is in Police District VI station, which is located at 6707 Groveton Drive in Clinton.

The property is served by Beltsville Fire/EMS Station 841 which is located at 4321 Sellman Road, Beltsville.

The 2008 *Approved Water and Sewer Plan*, places this property in Water and Sewer Categories 5, Future Community System.

7. COMMUNITY OUTREACH

Planning Department: On April 17, 2018, notification letters were mailed to adjoining property owners and area civic association.

The Applicant: GSA issued a Notice of Intent (NOI) to prepare an Environmental Impact Statement (EIS) on August 18, 2017. The letters included information on the public scoping meeting and asked for the public's comments on the proposed FDA Master Plan. The NOI was published in the Federal Register, as well as The Washington Post, the Montgomery Sentinel, and the Prince George's Sentinel. NOI letters were mailed to approximately 125 federal, state, and local agencies, public officials, community groups, special interest groups, and area residents.

GSA held a public scoping period on the EIS/ Master Plan from August 21, 2017 through September 25, 2017. GSA also held an Open House for the public on September 12, 2017 from 6:30 to 8:30 pm. Approximately 50 people attended the public meeting, including FDA employees and staff from the following offices:

- Senator Van Hollen and Congressman Sarbanes' offices,
- Montgomery and Prince George's County Councils,
- Maryland Department of Commerce,
- Montgomery and Prince George's County governments,
- Prince George's County Police Department, and,
- Maryland Park Police.

In addition, several organizations (Strengthen FDA, LabQuest, North White Oak Civic Association, Percontee, Inc., Eyes of Paint Branch, Greater Colesville Civic Association, Whitehall Square Homeowner's Association, and the Alliance for a Stronger FDA) and members of the local communities were in attendance.

Poster boards were displayed showing the site plan; a history of the FDA consolidation; the Environmental Impact Statement (EIS) and National Historic Preservation Act (NHPA) processes; the Area of Potential Effect (APE); preliminary Master Plan alternatives; and environmental features. In addition, a continuously running slide presentation was shown. The public was invited to comment on the proposed project and twenty-four comments were received from organizations, government agencies, and individuals.