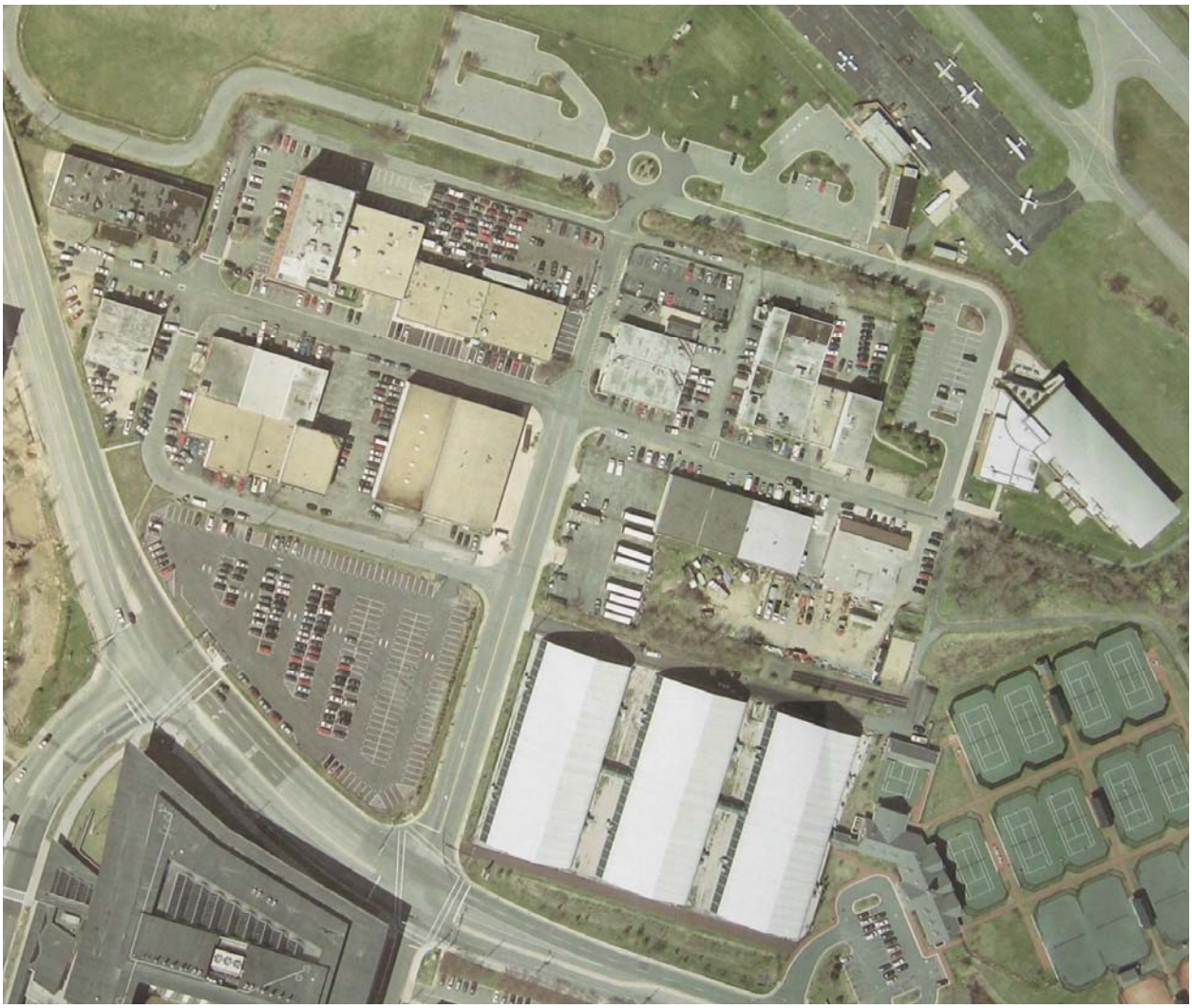
ULI Washington

A Technical Assistance Panel Report

College Park Metrorail Station Area

Sponsored by:
The City of College Park

May 14 - 15, 2008



Aerial View of the College Park Metrorail Station Study Area

College Park Metrorail Station Area
College Park, Maryland

A Highest and Best Use Analysis

May 14-15, 2008
A Technical Assistance Panel Report

ULI Washington
4909 Cordell Avenue
2nd Floor
Bethesda, MD 20814
(240) 497-1919
Fax: (240) 497-1818
www.washington.uli.org

About ULI Washington
A District Council of the Urban Land Institute

ULI Washington is a district council of ULI–the Urban Land Institute, a nonprofit education and research organization supported by its members. Founded in 1936, the Institute today has over 40,000 members worldwide representing the entire spectrum of land use planning and real estate development disciplines, working in private enterprise and public service.

As the preeminent, multidisciplinary real estate forum, ULI facilitates the open exchange of ideas, information, and experience among local, national, and international industry leaders and policy makers dedicated to creating better communities.

ULI's mission is to provide leadership in the responsible use of land and in creating and sustaining thriving communities worldwide. ULI Washington carries out the ULI mission locally by sharing best practices, building consensus, and advancing solutions through its educational programs and community outreach initiatives.

About the Technical Assistance Panel (TAP) Program

The objective of ULI Washington's Technical Assistance Panel (TAP) program is to provide expert, multidisciplinary advice on land use and real estate issues facing public agencies and nonprofit organizations in the Washington Metropolitan area. Drawing from its extensive membership base, ULI Washington conducts one and one-half day panels offering objective and responsible advice to local decision makers on a wide variety of land use and real estate issues ranging from site-specific projects to public policy questions. The TAP program is intentionally flexible to provide a customized approach to specific land use and real estate issues.

Brian J. Cullen
Chair, ULI Washington;
Principal, Keane Enterprises, Inc.

Douglas M. Wrenn
Chair, Technical Assistance Panel Program;
Principal, Rodgers Consulting, Inc.

Andrew K. Brown
Co-Chair, Technical Assistance Panel Program;
Chairman, Stanford Properties, LC

Lisa W. Rother
Executive Director
ULI Washington

Meghan M. Welsch
Director
ULI Washington

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Acknowledgments

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The panel would also like to thank Prince George's County Council Member Eric C. Olson, his legislative aide Dannielle Glaros, and Douglas M. Duncan of the University of Maryland, for their support and participation in the panel. The panel also appreciates the time of the many property owners and key stakeholders who participated in the panel's roundtable discussions, and attended the panel's presentation of its recommendations:

Stakeholder Participation
Howard S. Abramson, Capital Building Maintenance Corporation
Angela Alsobrooks, Prince George's County Department of Revenue
Michael Bearman, Vecna Technologies, Inc.
Jane Briggs, University of Maryland
Robert Burns, Washington Metropolitan Area Transit Authority
Chuck Castle, Ace Fire Extinguisher Service Inc., Property Owner
Robert T. Catlin, City of College Park, City Council
Linda Clement, University of Maryland
Mark Cook, City of College Park City Council, Yarrow Citizens Association
Brian Darmody, University of Maryland
Hugh Dent, Property Owner
Douglas M. Duncan, University of Maryland
Jon Eisen, Street Sense
Dana Evans, Tennis Center at College Park
Eric Francis, Capital Building Maintenance Corporation, Property Owner
Morgan Gale, Calvert Hills Citizens Association
Artie L. Harris, Jr., Fairfield Residential, LLC
Kwasi Holman, Prince George's County Economic Development Corporation
Sam Jarian, C+D Auto, Property Owner
John Magarelli, Washington Metropolitan Area Transit Authority
David Meiners, Manekin Development
Chuck Montrie, Prince George's County Parks and Recreation
Eileen Nivera, Prince George's County Parks and Recreation
Richard Perlmutter, Argo Investment Company

Pamela Piper, Prince George's County Central Services
Wanda Plumer, Prince George's County Economic Development Corporation
Brent Pratt, Foulger-Pratt Companies
Irene Redmiles, University of Maryland
Lee Schiek, College Park Airport
Paivi Spoon, Prince George's County, Office of the County Executive
Stephanie Stulllich, City of College Park, City Council
Chad Williams, Prince George's County Planning Department
David B. Wills, NAI Michael Company

ULI Washington hopes that the comments and recommendations in this report result in valuable contribution to the redevelopment of the study area. We encourage the city to keep us informed as the process continues and would welcome the opportunity to provide future assistance should the need arise.

Panel members and key stakeholders discuss issues and opportunities for the redevelopment of the study area.

ULI Washington Panel and Project Staff

Panel Chair

Mr. David Kitchens
Principal
Cooper Carry, Inc.
Alexandria, VA

Panel Members

Ms. Rita J. Bamberger
The Holladay Corporation
Washington, DC

Mr. Robert E. Brosnan
Arlington County
Arlington, VA

Mr. Andrew K. Brown
Stanford Properties, LC
Bethesda, MD

Mr. Peter R. Crowley
LandDesign
Alexandria, VA

Mr. Robert R. Harris
Holland & Knight LLP
Bethesda, MD

Mr. Duncan R. B. Kirk
Hellmuth Obata + Kassabaum (HOK)
Washington, DC

Mr. Rodney A. Lawrence
The JBG Companies
Chevy Chase, MD

Mr. Eric J. Liebmann, AIA
WDG Architecture, PLLC
Washington, DC

Mr. David E. Starnes
Basile Baumann Prost Cole &
Associates, Inc.
Annapolis, MD

Graphic Assistance

Mr. Ahmed Khalil
Cooper Carry, Inc.
Washington, DC

Mr. Yun Kim
WDG Architecture, PLLC
Washington, DC

ULI Washington Project Staff

Ms. Meghan M. Welsch
Director
ULI Washington
Bethesda, MD

Foreword: Overview and Panel Assignment

Located within Prince George's County, the City of College Park is as its name describes, a traditional college town, home to the University of Maryland – one of the top twenty research universities in the country. With U.S. Route 1 as its spine, the city, which was chartered in 1945, has grown to a population of just under 25,000 residents. Development has historically been centered along U.S. Route 1; however the city, county, and the University have begun to extend their development focus east of U.S. Route 1. In December 1993, the College Park-University of Maryland Metrorail station opened, and in October 1997, Prince George's County approved a Transit District Development Plan (TDDP) for the College Park-Riverdale Transit District Overlay Zone (TDOZ) to encourage transit-oriented development.

While the TDDP was not the immediate catalyst that the city and county had hoped for to spur transit-oriented development, the area is now beginning to change. The University of Maryland has undertaken the development of a 124-acre technology research park called *M Square* in the southern portion of the TDOZ. Once complete, *M Square* will boast over 2.5 million square feet of incubator, lab, and research space. The National Oceanic and Atmospheric Administration (NOAA) will locate in *M Square*; and its neighbors include the Food and Drug Administration's (FDA) Center for Food Safety and Nutrition, the United States Department of Agriculture, and the American Center for Physics.

In the northern area of the TDOZ, the Washington Metropolitan Transit Authority (WMATA) owns a ten-acre site at the Metrorail station that is slated for joint development with Manekin, LLC and Fairfield Residential, LLC. While the project has been delayed due to the finalization of the alignment for the *Purple Line / Bi-County Transitway* that will run through the site, the concept plan includes a mix of Class-A office, apartments, retail, and public spaces. The WMATA site is currently the only land within the TDDP that permits residential uses.

Another influential project will be located along U.S. Route 1, just outside of the TDOZ, and within one mile of the Metrorail station and study are. The University of Maryland has partnered with Foulger-Pratt Companies and Argo Investment Company to develop a 2.6 million square feet mixed-use development in the *East Campus District* of the University. The project, which will have a tremendous impact on the landscape of the city, will include retail, residential, hotel, office space, and a state-of-the-art music venue for the Birchmere.

The Assignment

The City of College Park, in conjunction with its Prince George's County partners invited ULI Washington to convene a Technical Assistance Panel (TAP) to examine the development potential of underutilized parcels within the TDOZ, and within a five-minute walk of the College Park-University of Maryland Metrorail Station. The site is bordered by Paint Branch Parkway to its south and west, and by the College Park Airport to its

north. Redevelopment of this area is a priority for the city, and the city plans to use the panel's recommendations to:

1. Begin the process of reassessing the highest and best use of these properties;
2. To set the stage for possible plan amendments to hasten the redevelopment of the area; and
3. To develop strategies to analyze planning, designing, and pursuing quality transit-oriented development projects on these sites.

The panel was asked to look at both a primary and secondary study area, both previously zoned Industrial and currently designated Mixed-Use-Transportation (M-X-T) – excluding residential uses. The primary study area includes two sites, the first of which is a 2.6-acre property owned by Prince George's County and currently used as a surface parking lot for a nearby University of Maryland office building. The second site is approximately 2.2 acres and contains one-story buildings occupied primarily by auto-related uses.

The secondary study area, which has six property owners and is comprised of six acres, includes the parcels surrounding the primary study area. The secondary area is bordered by Paint Branch Parkway to the west and south, the College Park Airport to the north, and the Aviation Museum and the Tennis Center at College Park to the east.

Questions to be addressed by Panel Members

<u>Market Potential</u>

- What is the highest and best use of these properties given the location and current market? The proximity to the Metrorail and height restrictions of the airport are considerations.
- How should these properties be positioned in relation to *M Square* and the proposed new *East Campus* project nearby on U.S. Route 1?
- What uses will best support transit-oriented development here?
- What types of retail, residential, entertainment and cultural projects would be suitable at this location? On adjoining properties?

<u>Planning and Design</u>

- Are new design standards necessary to create the urban environment envisioned in the TDDP?
- Would a form-based code for these sites be an appropriate vehicle for achieving quality urban design?
- What is the best way to incorporate the public plaza called for in the TDDP for the county-owned property?
- What would be the best practice for providing parking in this area?

Development and Implementation Strategies

- Determine various scenarios for developing the two sites. Should they be pursued separately or together? Should adjoining sites be assembled and how?
- How should the county proceed with the marketing of its property? Should proposals from the private sector be solicited? Is sale or lease preferable?
- What assistance would be available to Vecna Technologies, Inc. to meet their goal of growing at this location? How could they be part of a development scenario?

Executive Summary: The Panel's Recommendations

It is rare for a panel to be presented with true authenticity upon which to develop its recommendations. Anchored by the College Park Airport – the world's oldest continuously operating airport, the Aviation Museum, and the nearby University of Maryland, the panel felt that they had a strong foundation to build upon when determining the highest and best use for the 11 + acres across from the College Park – University of Maryland Metrorail station. Based upon the determined market potential for the study area, the panel created three prospective development scenarios, and outlined implementation strategies to guide the city through the process.

Market Potential

While there is significant development occurring nearby in *M Square* and the *East Campus* project, the panel believes that the study area will be able to carve out its own niche and provide complementary office, residential, retail, and hotel uses. The panel found that the study area offered a number of opportunities to capitalize on, making it ready for redevelopment. Specific strengths of the study area include:

- Proximity to Metrorail, bus service and air transportation;
- Location in a University setting;
- Within walking distance of an emerging research and technology park;
- Network of open space and recreational facilities;
- Cultural amenities of the College Park Airport and Aviation Museum; and the
- Limited number of property owners to work with to assemble the land.

As part of the TAP panel members tour the study area.

While the site and market offer a significant number of opportunities for revitalization, the panel found that the study area is currently constrained by:

- Lack of neighborhood retail and services;
- Few connections to nearby existing neighborhoods;
- Limited walkability;
- Zoning restrictions, and its
- Location within the 100 year-floodplain.

The panel believes that the site's limitations can be overcome, and the project will be able to sustain a healthy mix of residential, office, hotel, and retail, along with the requisite parking. The panel believes the development program can support:

- Residential. 600+ market rate units made up of flats, lofts, and stacked townhomes.
- Office. Up to 300,000 square feet of traditional and industrial loft style, specialized office space.
- Hotel. A 140-180 room limited service, extended-stay hotel.
- Retail. 40,000 square feet of neighborhood serving retail.
- Public Plazas and open space.

Development Scenarios

The panel proposed three development scenarios driven by the following physical design principles:

- Sustainability. The entire project should become certified by the Leadership in Energy and Environment Design (LEED) Green Building Rating System™.
- Highlight Cultural Experiences. The airport and museum should become the theme for the project and provide cultural catalysts for the plaza.
- Connectivity. A viable street organization should be developed to support a variety of uses within the study area, as well as outside of the study area in *M Square*.
- Civic Space. Active public gathering plazas should be incorporated into the planning and design.
- Parking. The project should accommodate parking in above-grade, structured parking garages that are screened by other uses.
- Scale. The density of the urban design should not overwhelm nearby uses. The project must only be dense enough to support needed amenities and to create a true transit-oriented development.

Development Program

The panel created three scenarios for the redevelopment of the study area. Alteration of the grid, connections to existing infrastructure, and the total development program was based upon whether property owners would cooperate with the overall vision for the project.

Scenario 1 - Consolidated Land Development. In this first scenario, the panel developed the most comprehensive scheme for the study area. The scenario includes the primary and secondary sites as well as the indoor facilities of the Tennis Center at College Park, which the panel hopes could one day move to adjacent parkland. The value in the first scenario is created by having the cooperation of all property owners so that the entire study area can be assembled at once, allowing for a new grid system that provides better access and connectivity to the site, and a more robust development program. The

To achieve the highest and best use of the study area, the panel recommends relocating the indoor tennis facility to adjacent parkland.

Aviation Museum and airport are highlighted in all scenarios, but with the relocation of the tennis facility, the museum becomes much more visible and accessible to visitors. This scenario makes the most out of the market potential of the study area and can support more than one million square feet of development. Renderings of the plan and detail of the development program for the three scenarios is elaborated on in the *Planning & Design* section as well as the *Appendix*.

Scenario 2 – Primary and Secondary Study Areas with Original Grid Intact. The second scenario assumes that not all landowners will agree to assemble their properties at the same time, resulting in an incremental redevelopment of the parcels with the original street grid remaining intact. This scenario also assumes that the indoor tennis facility will remain in its current location.

While the scenario limits development to a maximum of 750,000 square feet, it still accommodates a strong mix of uses – just less of each use. Scenario Two is a compromised scenario in the panel's opinion because there is an overall reduction in the amount of office space, and because a majority of the office space is relocated from Paint Branch Parkway to College Avenue. The second scenario also moves the main entrance to the Aviation Museum from 52nd Street to College Avenue, which is no longer a designated entrance for the museum.

Scenario 3: Primary and Secondary Study Areas -- Including the Enclosed Tennis Courts. The third scenario assumes the same phased approach as the second scenario – forcing a majority of the grid to stay in tact. The major change in this design scheme is the relocation of the indoor tennis center. The panel, in following its assignment to provide the highest and best use for the study area, could not do so without including the land that the indoor tennis facility occupies. Scenario three reintroduces condominiums that were taken out of scenario two, reconnects the museum to Paint Brach Parkway, and moves the location of office space back to Paint Branch Parkway where it receives maximum visibility – the total development program is 900,000 square feet.

Implementation Strategy

The panel developed a six-phase implementation strategy for the City of College Park to take the city from its next steps through the development's final approval.

Phase I: 0-3 Months. Convene community members to review and get input on the preliminary concept plans. Review the history of the transit planning district and the TDOZ to prepare for this transit-oriented development program.

Phase II: 3-6 Months. Create a well coordinated plan for development beginning with conversations with all property owners. Within six months the panel would like the city to have reviewed concept options for development with all property owners and reach a preliminary agreement to work together.

Phase III: 6-12 Months. Create a system for cooperation amongst government agencies with the goal of an agreement to support the project and help move it forward. The first stage of this collaboration would include the County Executive, the County Council, the City of College Park, the Maryland-National Capital Park and Planning Commission (M-NCPPC), WMATA and the Maryland Transit Administration. The second stage would include the Prince George's County Department of Public Works and Transportation, the Federal Aviation Administration (FAA), and the Maryland Department of Environment.

Phase IV: 12-18 Months. Approve the concept plan, outline community benefit expectations, seek zoning amendments, gain approvals from county's Department of Public Works and Transportation, and the FAA, and finalize economic development incentives.

Phase V: 18 months. Begin the RFP / RFQ process following the East Campus RFP/RFQ model.

Phase VI: 24 – 48 months. Final approval and commence construction.

Market Potential

There is a significant redevelopment opportunity to provide a true transit-oriented development in College Park. The study area is able to capitalize on *M Square* and university related development nearby, and will provide complementary residential, office, hotel, and retail uses to adjacent and future development. The project fills a need for retail and services within walking distance of *M Square* and adjacent neighborhoods, and provides needed amenities for those who visit the College Park Aviation Museum. With the purpose of the panel to create a development plan that achieves the highest and best use for the study area while taking advantage of the nearby transit, the panel first looked at the study area's opportunities and constraints.

A context map shows that the study area (red star) is surrounded by a vast amount of parkland, as well as single family residential, and office space.

Opportunities

Panel members came to the TAP optimistic about the opportunities that the study area has to offer for redevelopment. It is close to train, bike and air transportation; it is in a university setting; the study area is nearby an emerging research and technology park; there are a limited number of landowners in the study area; the airport and aviation museum provide a cultural attraction; and there is a network of open space and recreation facilities – all of which make the study area ripe for redevelopment.

<u>Transit.</u> The study area's proximity to Metrorail, Maryland Area Regional Commuter (MARC) train service, the College Park Airport, and regional bike trails, creates a tremendous amount of opportunity. One of the fundamental principles that came out of ULI Washington's 2005 regional visioning exercise *Reality Check*[1] was that development in our region should be accommodated around transit, providing residents, workers and visitors opportunities to take advantage of alternative transportation options. The panel was especially interested in opportunities to connect the airport to

[1] *Reality Check* was a 2005 visioning exercise that brought together a multi-disciplinary group of 300 leaders in the greater Washington metropolitan region to address how and where the region would accommodate the 2 million people and 1.6 million new jobs that are anticipated by the year 2030.

the rail for purposes of commuting, and recommends pursuing the marketability of that option.

University. The University of Maryland – a world class university that offers educational, research, cultural, and athletic opportunities for residents and businesses to take advantage of – is nearby the study area. The panel sees an opportunity for incubators that would benefit from being affiliated with the university, as well as growing, small businesses like Vecna Technologies, Inc., to locate in the study area. The panel also sees an unmet potential demand to house retirees who would like to move back to a university setting and take advantage of the opportunities that the university provides.

Technology and Research Facilities. As mentioned above, the panel believes that the study area can capitalize on the growing depth of research and technology facilities in *M Square* and the surrounding area. The panel believes the site can successfully cater to a business in need of a smaller office space than what is offered in *M Square,* or an extended-stay hotel that caters to the technology park as well as to visitors of the university. The panel also understands that the site is under consideration as a potential location for a Biotechnology Research and Development Center, which would be a complementary use to current study area tenants and *M Square*.

Access to Open Space / Recreation. A true asset to the study area is the surrounding Anacostia Tributary Trail System. Its bicycle and walking paths provide a true recreational amenity. The study area is also surrounded by parkland, a world-class tennis facility, a hockey center, and a pool. These are tremendous amenities that will attract residents and visitors alike.

Limited Number of Land Owners. One of the most difficult elements of any redevelopment project is gaining the support of current land owners. In this situation there are only eight property owners; most of whom participated in the panel process. The fact that a large percentage of the property in the study area is under public control, and there are only five private property owners, should be easier for the city to convene and enter into discussions with these stakeholders.

Aviation Facilities / Museum. The College Park Airport and Aviation Museum are assets that the panel strongly believes should be acknowledged in the planning and design of the study area. Few panel members were aware of the history of the airport, and only one knew of the museum prior to the panel. The facility is impressive as

The College Park Aviation Museum is an anchor for the area.

is, and its expansion plans will only enhance the experience of visitors and future residents. The museum provides a civic amenity that has the opportunity to become the anchor of the project, drive entertainment and retail development, and help make the development sustainable over a long period of time.

Constraints

While the site offers a significant number of opportunities for revitalization, the study area is currently constrained by a lack of existing neighborhood retail and services, few connections to local neighborhoods, limited walkability, zoning, and its location within the 100-year floodplain.

Limited existing amenity base. While the transit and recreational amenities are abundant, there are few retail and entertainment amenities in place for current and future users. The study area needs to establish neighborhood serving retail, as well as sit down and quick-service restaurants for the surrounding community.

Lack of Connectivity to Local Neighborhoods. One of the key emphases of the panel's time together was to strengthen connections to the nearby growth areas and existing neighborhoods. *M Square* and the *East Campus* project should be seen as complementary to the study area. The current lack of connectivity to these projects as well as nearby residential neighborhoods must be resolved in order to attract residents, workers, and visitors to future retail and services that the project will provide.

Floodplain. A major engineering issue that has the potential to limit the marketability and feasibility of the project is the study area's location within the 100-year floodplain. The panel believes that the issues that are inherent to floodplain development can be overcome with proper planning and communication with the U.S. Corps of Engineers and Prince George's County Department of Public Works and Transportation. There will be a need to ensure that any lost floodplain storage resulting from development in the project area is compensated for elsewhere within the floodplain.

The study area as it exists today.

Zoning. The current TDOZ will not result in creating a true mixed-use project within the study area because it does not allow for residential development. Because residential development is a key to energizing the area, the panel believes that a zoning amendment will be necessary.

Walkability. The panel took the opportunity to walk from the Aviation Museum to the Metrorail station and found the area favors the automobile over the pedestrian. To attract nearby residents and workers to the study area, and to provide a safe walk from the Metrorail station to future development, connectivity will need to be improved, intersections will need to be narrowed, and the street grid pattern will need to be completed in order to provide sidewalks.

Rail. While rail is a tremendous asset and a key driver for redevelopment of the study area, the tracks currently act as a barrier. It is very difficult to cross the tracks by vehicle or as a pedestrian, and as a result neighborhoods are unnecessarily separated from one another. Pedestrian and vehicular connections will need to be added in order to improve connectivity.

Market Potential by Sector

Residential. The panel believes that the site can accommodate 600 or more market rate, residential units at varying price points. The units can take the form of flats, lofts, and stacked townhomes. The target market for this residential product is those affiliated with the university including faculty, staff and alumni; the up to 7,700 people who will make up the nearby research park employment base; and those who want to live by transit.

Office. Up to 300,000 square feet of office space can be accommodated in the study area in the form of Class A traditional and industrial loft style, specialized office space. The office space would complement the office development taking place in *M Square*, and would accommodate smaller tenants, the growing technology sector, business incubators, and companies including and similar to Vecna Technologies, Inc. The panel believes that these users would find the study area ideal given amenities and services that the project would provide, as well as the ability to expand into larger, nearby office space should their companies grow.

Office development should accommodate companies like Vecna Technologies, Inc., currently located in the study area.

Hotel. While the *East Campus* project will include a full service hotel, the panel thinks that there is the demand for a 140-180 room limited service, extended-stay hotel with conference meeting space. Brands such as Starwood's Aloft and Element hotels or Hyatt Place are potential hotels. The panel anticipates that users of this hotel would include *M Square* visitors and employees, University of Maryland visitors and alumni, and other nearby large employers.

Retail. In order to attract office users and residents to the study area, convenience and neighborhood retail will have to be incorporated into the project. The panel believes that the project will support 40,000 square feet of retail, including two to three sit down restaurants, and three to four casual, quick-service restaurants, along with community service retail. With the exception being the FDA's cafeteria, there is currently nowhere in the area to walk to lunch. The panel therefore believes that on-site residents, the surrounding large employment base, and visitors to the Aviation Museum will be key users of the neighborhood retail and services.

Development Scenarios

To create a dynamic mixed-use project, the panel spent a significant amount of time on planning and design. Three scenarios were developed, all driven by physical design principles that the panel found important to include in the urban design of the study area.

Sustainability. The importance of building sustainable communities is core to the mission of the Urban Land Institute. The Leadership in Energy and Environment Design (LEED) Green Building Rating System™ is a well known and accepted accreditation system that provides tools and criteria for the design, construction, and operation of green buildings. While the panel believes that it is important that the buildings within the study area become LEED certified, it would like to see the entire project become LEED certified. Still in its pilot phase, the U.S. Green Building Council, in collaboration with the Congress for New Urbanism and the Natural Resources Defense Council have developed a LEED for Neighborhood Development (LEED ND) rating system that integrates the principles of smart growth, urbanism, and green building neighborhood design, to ensure that the development's location and design is environmentally responsible and sustainable.

Highlight Cultural Experiences. The panel believes that the airport and museum are the cultural catalysts for the public realm, and recommends highlighting aviation through the physical design of the study area. The panel recommends that the plan establish visual connections to the Aviation Museum, as well as an aviation theme throughout the public space. The panel would also like consideration given to naming the development *Aviation Plaza*.

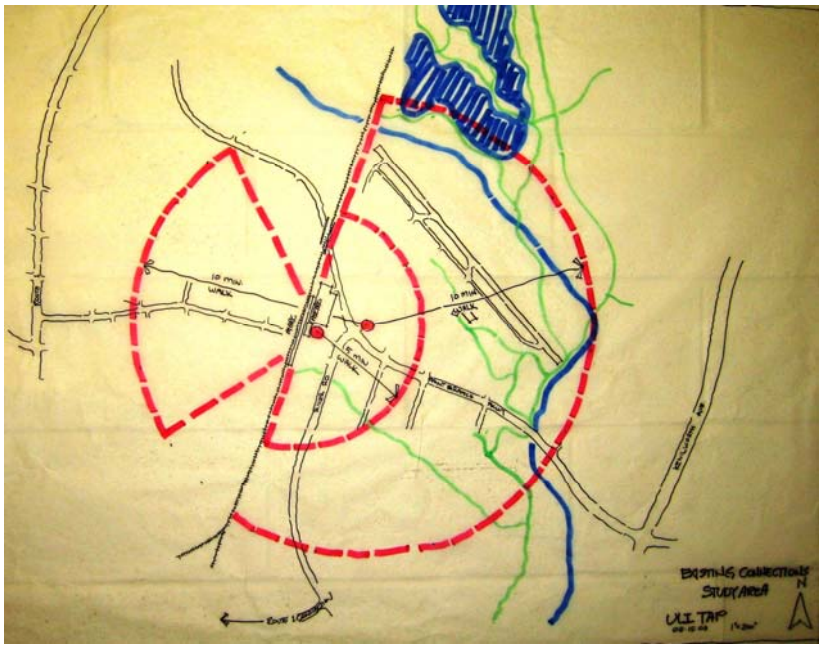
The panel recommends building off of the authenticity that the airport and museum brings to the study area.

Connectivity. The panel noted that the city had established a strong grid system west of the rail tracks. To the east of the rail tracks however, the road network is very suburban. The panel recommends that the city work to develop a viable street organization that can support a variety of uses both within the study area, and outside of the study area in *M Square*. The panel recommends a connection to River Road through the Cafritz Property to establish an additional way to access *M Square* and the study area.

To create a grid system within the study area, the panel recommends extending River Road across Paint Branch Parkway into the project, and connecting College Avenue to

Paint Branch Parkway. The panel also recommends extending 52nd Street across Paint Branch Parkway to connect directly to the Aviation Museum.

Outside of the road network, the panel would like to see pedestrian connections improved to the study area from adjacent development and existing neighborhoods. There is also an opportunity to connect the Anacostia River Trail System to the project. While signage and wayfinding will be necessary, the panel sees an opportunity to pull people off of the trails to visit the Aviation Museum and eat lunch at the proposed restaurants.



Red dots indicate the Metrorail station to the west and the study area to the east. The red dotted line shows a five minute and ten minute walk, and the need to provide better connections to take advantage of the area. ***See Appendix for larger diagram.***

Civic Space: A key element of successful mixed-use developments is the incorporation of active, public gathering plazas. In the planning and design of the study area, the panel sought to incorporate opportunities for children activities, outside dining, and places to people watch.

Parking. While it is important to have wayfinding and easy access to parking, the panel believes that the more out of site the parking is, the more successful the project will be. The panel recommends that the project accommodate parking in above-grade, structured parking garages that are screened by other uses. Given its proximity to the Metrorail station and bus system, the panel would also like careful consideration given to parking ratios and opportunities to incorporate shared parking strategies.

Scale. Due to the FAA's height restrictions for development along the flight path for the College Park Airport, as well as the scale of adjacent development, the panel proposes a human-scaled development program. The urban design should be dense enough however, to both support needed amenities, and to create a true transit oriented development. Further study is suggested to determine the actual scale and density of the study area.

Development Program

The panel created three scenarios for the redevelopment of the study area. The first scenario assumes consolidated land development with all property owners in agreement and moving forward together – including the relocation of the indoor tennis

facility – providing the opportunity to reshape the grid. The second scenario maintains the current grid and does not include the tennis center, and the third scenario maintains the grid but once again incorporates the relocation of the indoor tennis facility into the overall plan.

Scenario 1 - Consolidated Land Development. In this first scenario, the panel gave themselves *carte blanche* to truly design what it feels is the most comprehensive development scheme for the study area. The scenario includes the primary and secondary sites as well as the indoor tennis facility of the Tennis Center at College Park. While the panel recognizes the importance of the tennis center, it understands that it is located on, and adjoined to the east by parkland owned by the M-NCPPC. The panel recommends that should the city move forward with the first scenario, the indoor facility be relocated to adjacent parkland.

Assuming in this scenario the cooperation of all property owners, the panel assembled all parcels at once. The panel was therefore able to ignore the existing street grid and provide connections from River Road, 51st Street and 52nd Street into the community. By opening up 52nd Street through the indoor tennis facility and right-of-way easement, residents and visitors will have an unobstructed view shed directly to the Aviation Museum providing a true gateway for the museum.

Scenario One: Represented by a reconfigured grid and relocation of the indoor tennis facility. ***See Appendix for larger diagram.***

The panel designed the plan with the primary entrance at Paint Branch Parkway and River Road. This proposed tree-lined boulevard is flanked with retail and a large public plaza at its entrance. It celebrates the museum with iconic planes for children to climb: it includes places to people watch, as well as outdoor dining options; and it creates a gateway for residents, workers and visitors. The panel placed pocket parks at secondary entrances and around residences to provide ample green space for the residents. Tree-lined streets are also proposed throughout the project. These “green streets” should offer direct connections to the surrounding trail system.

The development program will include a minimum of 600 residential units made up of a mix of lofts, traditional condominiums and apartments, as well as stacked townhomes. Depicted in the rendering in yellow, the residential units will be situated along tree-lined boulevards, and will take advantage of the views of the museum and airport. Parking for the residences will be on the interior of the buildings, wrapped by residential and capped with a rooftop amenity deck.

Shown in purple, the panel proposes a 140 - 180 room, limited service hotel along Paint Branch Parkway. The hotel will reflect the scale of existing development across Paint Branch Parkway and will have strong visibility from the roadways. The 300,000 square feet of proposed office space along Paint Branch Parkway (shown in blue) will be four to six stories, representing the same scale as the hotel.

In the first scenario, the panel proposes 40,000 square feet of neighborhood retail (depicted in orange) located within the first two blocks of the development's main boulevard. As mentioned above, the retail will serve residents, workers within and nearby the development, visitors to the museum, and those utilizing the trail system.

This development scheme accommodates approximately one million square feet of development, and provides the most flexibility of any of the three schemes to accommodate additional density should there be increased market demand.

Scenario Two: Grid and tennis facility remain as they are today.
See Appendix for larger diagram.

Scenario 2 – Primary and Secondary Study Areas with Original Grid Intact. In the second scenario the panel assumes that not all landowners may come together at once to assemble their properties and as a result the parcels will have to be developed incrementally. Without the support of all property owners, the grid, which has to be established at the onset, will remain as it exists today. This scenario also assumes that the indoor tennis facility will remain as is.

The infrastructure plan for the second scenario, while more strict and dependent upon phasing, will still provide connections to and from the project. While 52nd Street will no longer extend across Paint Branch Parkway and directly link to the Aviation Museum as

it does in Scenario 1, the panel instead recommends extending College Avenue to Paint Branch Parkway, allowing College Avenue to serve as the new gateway for the museum.

While the overall development program for the first scenario is one million + square feet, the second scenario limits development to a maximum of 750,000 square feet. The hotel in Scenario Two is reduced to 120 rooms, the retail is reduced to 24,000 square feet, and the residential units are reduced to 200 urban lofts. While the panel was able to increase the amount of office space to 250,000 square feet of traditional office space and 118,000 square feet of loft office space because the indoor tennis facility remains in place, a majority of the office space will relocate from Paint Branch Parkway to College Avenue – a less marketable, compromised position. If further market study determines that the priority should be to retain the residential over the office, the panel recommends taking the office building that is positioned behind the tennis facility, and replacing it with a residential building.

The panel notes that the office building located in the first scenario at the corner of Paint Branch Parkway and Corporal Frank Scott Drive, remains in the second and third scenarios, providing the opportunity to accommodate an office building at any point in time. This parcel may also be suitable for the Biotechnology Research and Development Center that has been proposed for the study area.

Scenario 3: Primary and Secondary Study Areas -- Including the Enclosed Tennis Courts. The third scenario assumes the same phased approach as the second scenario, forcing a majority of the grid to stay in tact. The major change in the design scheme is the relocation of the indoor tennis facility. The panel, in following its assignment to provide the highest and best use for the study area, could not do so without including the land that the indoor tennis facility occupies. The panel would like to see the tennis center's indoor practice facility moved just beyond its outdoor courts to the grounds of the 94th Aero Squadron, remaining on the M-NCPPC's parkland.

Scenario Three: The grid remains intact, but the indoor tennis facility is relocated to adjacent parkland. ***See Appendix for larger diagram.***

The main difference with the development program of Scenario Three is the addition of more residential to the plan. While the 200 urban lofts in Scenario Two are once again represented in Scenario Three, the plan is now able to accommodate an additional 170 condominiums or apartments. There is a net loss of 88,000 square feet of loft office space in the third scenario, but traditional office space remains at 250,000 square feet. Retail development remains at 24,000 square feet, and this scenario retains the 120 room extended-stay hotel. The aggregate of Scenario Three, including the necessary allocation of parking, is approximately 900,000 square feet of development.

In all three scenarios, River Road is extended beyond the intersection with Paint Branch Parkway to create a gateway into the new development.

Implementation Strategies

The panel developed a six phase implementation strategy for the City of College Park to take the city from its next steps through the development's final approval.

Phase I: 0-3 Months
The panel was pleased with how many stakeholders attended the panel's roundtable discussions and final presentation, and recommends that the first step the city takes should be to convene community members to review and get input on the preliminary concept plans developed over the course of the day and a half panel. The panel also recommends that the city educate stakeholders on the history of the transit planning district with the goal that an education on the background will help the stakeholders reach agreement more quickly.

Phase II: 3-6 Months
In the second phase, the panel would like to see the city create a well coordinated plan for development. This begins with the city opening up conversations to assemble the land with private sector and public sector property owners. The panel also recommends that the city begin discussions with the M-NCPPC and the Tennis Center at College Park to discuss relocation opportunities for the indoor tennis facility. Through working together to review concept options for development, the panel hopes that within six months the city could have a preliminary agreement for the property owners to work together. This agreement would include the principles of working together; the concept plan, the valuation process, and the overall timing of the project, which the panel proposes takes no longer than two to five years.

Phase III: 6-12 Months
The main goal of the third phase, which could take six months, is the creation of a system for cooperation amongst government agencies with the goal being to have all agencies agree to support the project and help move it forward. The first stage of this collaboration would include the County Executive, the County Council, the City of College Park, the M-NCPPC, WMATA and the Maryland Transit Administration. The second stage would include the Prince George's County Department of Public Works and Transportation, the FAA, and the Maryland Department of Environment. Once these agencies have had an opportunity to review the concept plans, and the city has received expressions of support and interest, the panel recommends that the city create a process for formal review and approval of the final concept plan. The city should then reach out to the community to let them know that these agencies are working together and to garner support for the final concept plan.

Phase IV: 12-18 Months
The first step of the fourth phase is to approve the final concept plan. This includes finalizing uses, density, heights, infrastructure expectations, and community benefit requirements. It is important that the expectations and community benefit requirements are understood explicitly.

While the panel does not endorse *Form Based Code* for this project, it does recommend a *Form Based Plan* that reaches agreement around the fundamentals – fixed street grid, mix of uses, building heights, open space locations – while intentionally maintaining flexibility in the remainder of the development; including the architecture. The TDDP should be amended at this time so that it is more flexible and allows for residential uses.

Zoning ordinances may also need to be revised at this time to simplify the approval and review process. The panel feels that it is important that an unofficial approval of the concept plan be given prior to entering the formal process to ensure that the investment that is necessary to get through the formal approval process will be worthwhile for all stakeholders.

The city should then begin to work with the Prince George's County Department of Public Works and Transportation to receive approval for floodplain development and to understand the obligation to create compensatory floodplains nearby. The city should also receive approval at this time from the FAA that the project does not infringe upon the airport's flight path and zone of influence. The final step of this phase is to finalize any and all economic development incentives that will be provided for this project.

Phase V: 18 months
Once zoning is in place and there is approval of the first phase of the final concept plan, the city should begin the RFP / RFQ process. Marketing for the project should be done similarly to the successful *East Campus* RFP/RFQ process.

Phase VI: 24 – 48 months
Once a master developer has been selected the panel should work with the development team to reach final approval of a development plan. Afterwards, phased development can begin.

Conclusion

Land surrounding the Metrorail station is limited, and the panel understands that it is an important decision to determine how to best develop the land. The panel believes that it provided the city with a number of options that all make good use of the land – the highest and best use given the market and environmental constraints. Whether the city pursues one of the three scenarios created by the panel or develops an alternative development scenario, it is important to keep in mind that in order to create an authentic place and not just a project, the city should focus on the history and cultural amenities that the study area already provides.

The City of College Park is in a great position to take the lead in providing new amenities for the community while promoting some of the region's hidden treasures. A well-conceived plan for a mixed-use, transit-oriented development that takes advantage of the aviation resources and the park system will be very successful so long as the city gains the support of the landowners, and has the backing of all stakeholders.

Appendix

Scenario One

Provides a new grid pattern and relocation of the indoor tennis facility.

Blue: Office
Yellow: Residential
Red: Civic Amenities
Orange: Retail
Purple: Hotel
Grey: Parking / Roadways
Dark Green: Trees
Light Green: Park space

Scenario Two

The grid remains in tact, and the tennis facility remains in place.

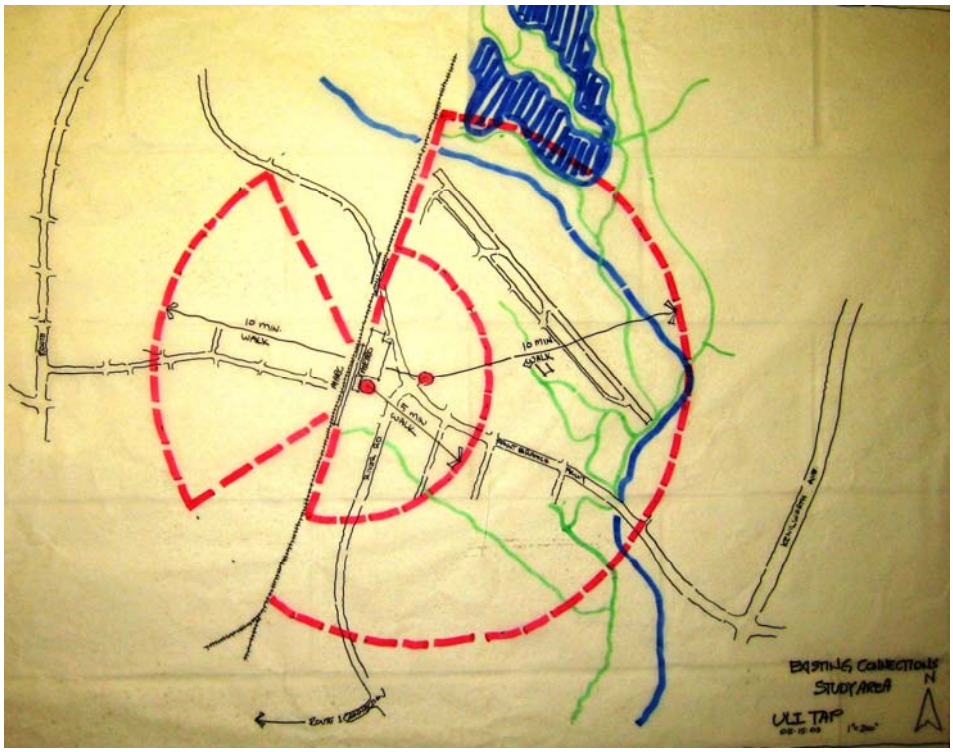
Blue: Office
Yellow: Residential
Orange: Retail
Purple: Hotel

Grey: Parking / Roadways
Dark Green: Trees
Light Green: Park space
Red: Aviation Museum, Airport, and Tennis Facility

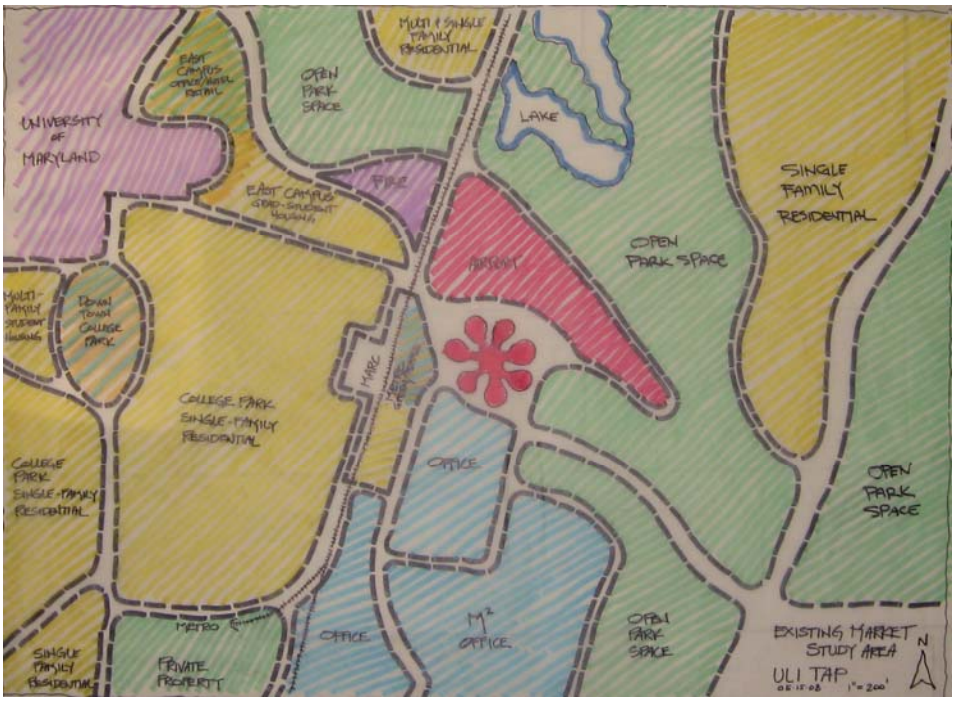
Scenario Three

The grid remains in tact, but the indoor tennis facility relocates to adjacent parkland.

Blue: Office
Yellow: Residential
Red: Civic Amenities
Orange: Retail
Purple: Hotel
Grey: Parking / Roadways
Dark Green: Trees
Light Green: Park space



Red circles indicate the Metrorail station to the west and the study area to the east. The inner, red-dotted line that encompasses the station and study area represents a five-minute walk from both locations. The outer, red-dotted lines represent a ten-minute walk. The rendering shows the importance of connectivity to attract residents, workers and trail-users to the study area.

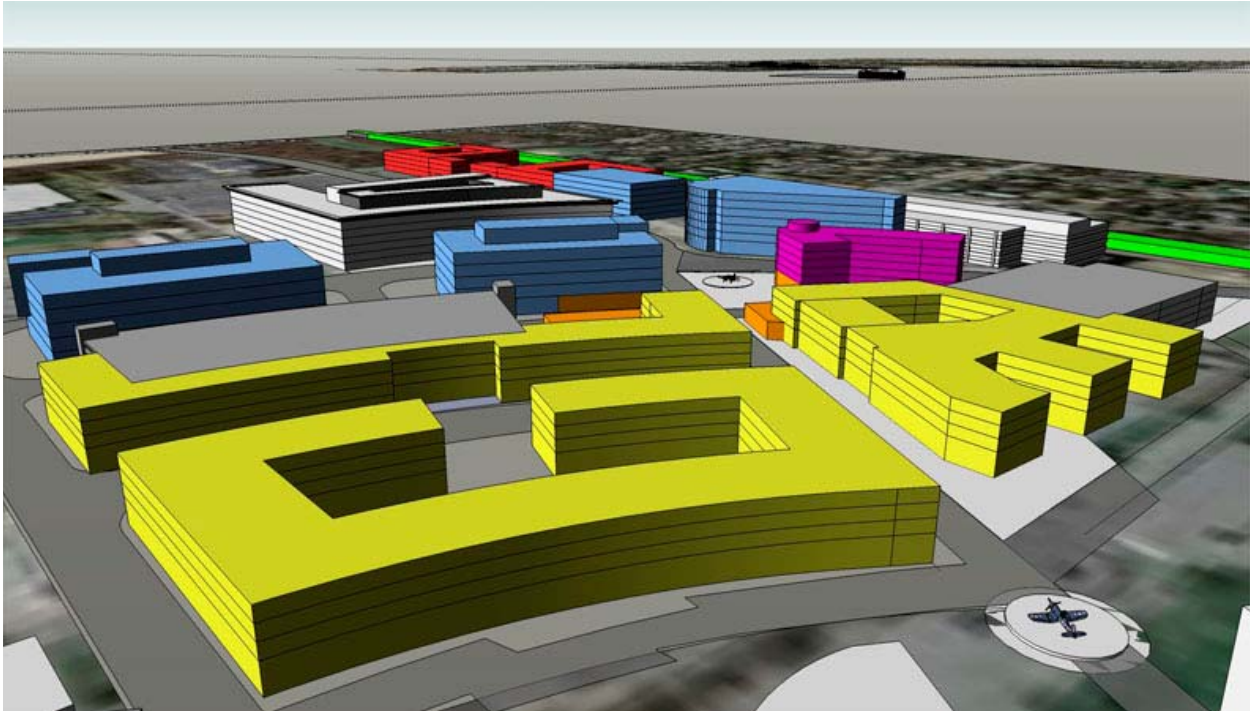


The red star represents the study area. The map's purpose is to illustrate the amount of parkland (green), residential (yellow), and office (blue) surrounding the study area. The airport is shown in red and the university and fire station is shown in purple.

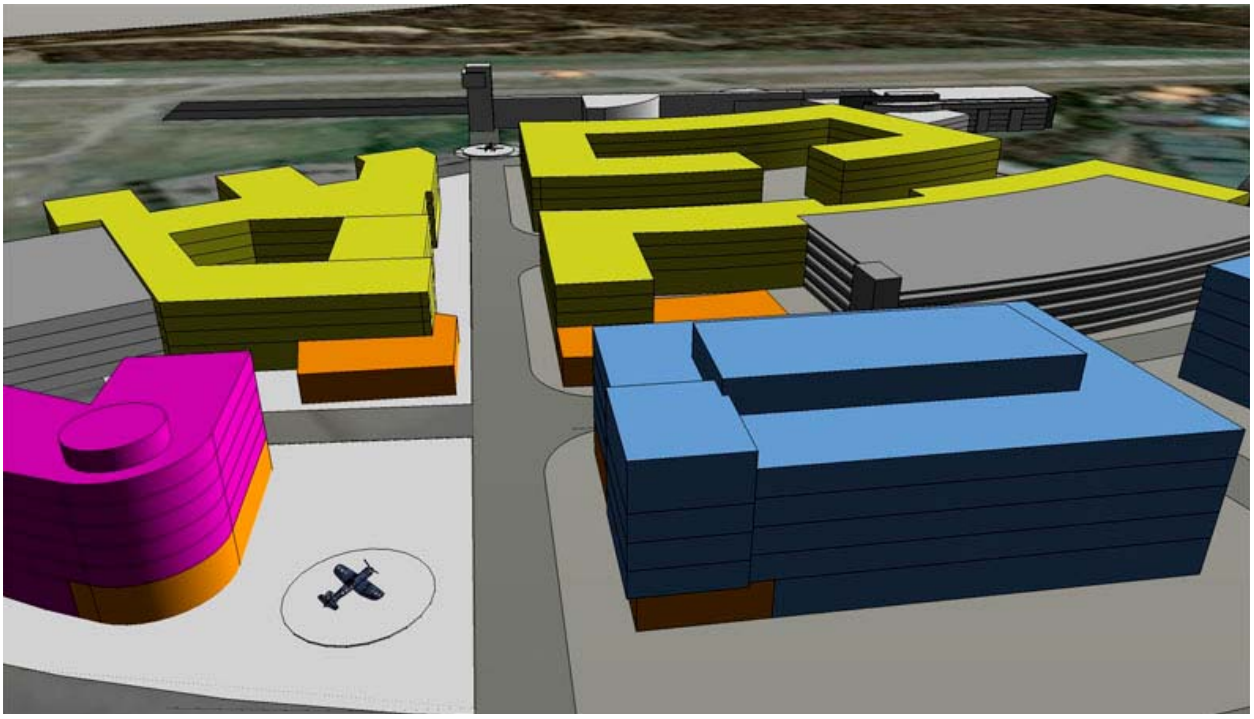
Renderings Created with Google Maps as Base Maps

An aerial view of Scenario One from the airport. Indoor tennis facility has been placed on outdoor courts to illustrate relocation.

An aerial view looking north at Scenario One. Green line represents rail tracks.



A perspective from the Aviation Museum looking south at the residential development and beyond.



Looking down the main boulevard at the extension of River Road north to the airport.

About the Panel

David Kitchens (chair)
Cooper Carry, Inc.
Alexandria, VA

David Kitchens serves as Principal-in-Charge of Cooper Carry's Alexandria, Virginia office. In 20 years of service with Cooper Carry, David has led mixed-use design efforts on a variety of award-winning projects including Mizner Park in Boca Raton, Florida. This mixed-use development has been recognized by a variety of organizations including the AIA, which bestowed upon it the Excellence of Design Award. Kitchen's work includes Bethesda Row in Bethesda, Maryland, which was awarded the Best Block in America 2002 by The Congress For New Urbanism, the Award of Excellence from the Urban Land Institute and the Maryland/DC NAIOP Award of Excellence for Best Smart Growth Master Plan. David is presently leading designing efforts on several mixed-use and urban infill developments throughout North America.

David is a member of the American Institute of Architects (AIA), the Urban Land Institute (ULI), the National Trust for Historic Preservation and serves on a number of committees for the District of Columbia Building Industry. He participates on AIA-sponsored Urban Design Assistance projects, making recommendations to cities for downtown redevelopment. David holds Bachelors and Masters degrees in Architecture from the Georgia Institute of Technology. He is NCARB certified and is registered in multiple states and the District of Columbia.

Rita J. Bamberger
Holladay Corporation
Washington, DC

As a partner at Holladay for the past 13 years, Ms. Bamberger oversees the acquisition, development, financing, and management of the company's projects. She has focused on urban condominiums and mixed used projects in the District of Columbia, Arlington, Alexandria, and Bethesda, as well as the development of high density townhomes.

Prior to joining Holladay in 1995, Ms. Bamberger was Director of Development for The Charles E. Smith Companies, and a Development Partner at Trammell Crow Residential. She brings over 20 years of residential development experience in the Washington area.
Earlier in her career, Ms. Bamberger was an associate in the Public Finance Group of the Urban Institute.

Ms. Bamberger is on the Executive Committee of the Washington District Council of the Urban Land Institute and a member of the Board of Directors of the Arlington

Partnership for Affordable Housing. Ms. Bamberger has a B.A. degree from the University of Colorado and a Masters Degree in Urban and Regional Planning from The George Washington University

Robert E. Brosnan
Arlington County
Arlington, VA

Mr. Brosnan has been the Planning Director for Arlington County since 1988 and has worked in Arlington since 1977. In his capacity as the Planning Director he is responsible for overseeing the Development Review Process, Comprehensive Planning, and Zoning Administration. Much of his career with Arlington has been focused on planning for two transit corridors that bisect the County and he has been closely involved in planning for and developing land use and zoning tools to encourage development as well as negotiating development proposals. This work was recently was recognized when Arlington was awarded the first National Award for Smart Growth Achievement by EPA and a 2005 Sustainable Community Award from the National Association of Counties. The Planning Division has also recently completed working with the community to develop a form based code for the Columbia Pike Corridor to encourage the revitalization and works closely with the Housing Division to implement affordable housing policies and to encourage the construction of new affordable housing. During his time in Arlington, the county has seen the development of 20,280,399 sq. ft. of office/retail and 20,625 residential units in the two transit corridors

Mr. Brosnan received a Master's of City and Regional Planning from Catholic University and a BA in Business Administration; Management from Georgetown University.

Andrew K. Brown
Stanford Properties
Bethesda, MD

Mr. Brown directs all activities of Stanford Properties, LC, a real estate investment and development company based in Bethesda, Maryland. Mr. Brown has acquired and developed over twenty-five residential and commercial projects with an aggregate value in excess of $250 million since the company's founding in 1992. His recent projects include conversion of an underperforming retail big-box center into a high density residential condominium project; development of a traditional grocery anchored retail center; and development of a 50 acre mixed-use residential and retail town center. Mr. Brown directs site selection, acquisition, governmental entitlements, financing, construction, leasing, and ongoing asset management of completed projects.

Prior to founding Stanford Properties, Mr. Brown was the Director of Retail Development for Baier Properties, Inc. where he oversaw development of numerous retail and

residential land development projects, and prior to that held positions in acquisition and project management with two Washington based real estate firms.

Mr. Brown received his B.A. in Economics from Stanford University in 1983. He is an active member of the Urban Land Institute where he is an Officer of the Washington District Council's Executive Committee and Co-Chair of the TAP Committee. Mr. Brown is a founding member of Greater D.C. Cares, Inc.; a founding member of the Stanford Real Estate Association, and the President and Founder of New Community Foundation, Inc. He lives in Bethesda, MD with his wife, Robyn, and his three children.

Peter Crowley
LandDesign
Alexandria, VA

Peter Crowley is partner and president of LandDesign, founded thirty years ago to create memorable exterior experiences through its urban design, land planning, civil engineering, landscape architecture and branding services. Peter joined the firm in 1979 and has used his masterful planning skills to craft a wide variety of compelling projects involving urban infill, brownfield development, mixed-use and new urban communities. He actively advocates aligning client needs with market conditions, bringing stakeholders together, embracing and sustaining the environment, and differentiating a place to engage the user.

Over the last five years, Peter has emphasized these approaches as he led the firm into China where it has now established an office in Beijing and completed several large-scale and influential projects, including planning the new district of Baotou, Inner Mongolia that eventually is projected to house a population of 400,000. He also continues to focus in the United States on transit-oriented development, town center design and innovative master-planned communities.

A graduate of the University of Georgia's School of Environmental Design, Peter is a member of the American Society of Landscape Architects, the Urban Land Institute and American Planning Association. From the Washington, DC office that he established in 1983, Peter coordinates the work of multidisciplinary teams operating in LandDesign's six U.S. offices and the Beijing office, with the stated objective of creating a balance between market forces and design aspirations.

Robert R. Harris
Holland & Knight
Bethesda, MD

Robert R. Harris is a Partner in the Bethesda office of Holland & Knight. His practice includes zoning, land use, real estate, and municipal affairs. He regularly represents

clients in various real estate matters before planning commissions, courts, agencies, departments and elected officials.
Mr. Harris' representation of major corporations, builders, retailers, developers and landowners of all types includes advising and representing clients in a variety of real estate and land development matters including master planning, zoning, subdivision, site plans, special exceptions and other matters related to the ownership and use of land. This work includes representation in legislative matters at both the local and state levels and in court proceedings.
His work includes experience in a number of issues including Smart Growth, traffic management, adequate public facilities controls, public infrastructure, mixed use planned development, environmental issues, urban design, affordable housing, and historic preservation.

He has served on numerous boards, committees and task forces advising the government on matters ranging from airport development, infrastructure finance, redevelopment of aging shopping centers, and master plans, to urban renewal and water and sewer service. Mr. Harris is an advisor to the Smart Growth Alliance, a group he helped form, comprised of businesses and land use and environmental organizations working to address Smart Growth issues. Mr. Harris is also a member of the Montgomery County Chamber of Commerce, the Suburban Maryland Building Industry Association, the Urban Land Institute, where he serves on the Washington District Council Executive Committee, and the Maryland-National Capital Building Industry Association. He has authored articles on many different topics affecting the real estate and development industry and is a regular speaker at conferences and seminars.

Duncan R. B. Kirk
Hellmuth Obata + Kassabaum (HOK)
Washington, DC

A Senior Principal at Hellmuth Obata + Kassabaum (HOK) in Washington, DC, Mr. Kirk brings over 25 years of architectural experience to the office. As a Senior Project Manager for the firm, he specializes in the leadership of HOK's largest corporate and office projects. He is particularly experienced in working with developer clients and consistently completes projects within budget and schedule parameters. His wide range of previous experience includes high technology corporate facilities, speculative office buildings and mixed-use development, and academic and cultural centers.

Mr. Kirk's most recent completed projects include the Chevy Chase Center, a mixed-use development in Chevy Chase, Maryland, and the recently completed Hampton Convention Center in Hampton, Virginia. He is also designing the North Bethesda Town office building. Mr. Kirk received his Bachelor of Architecture from the University of Idaho.

Rodney A. Lawrence
The JBG Companies
Chevy Chase, MD

Rod Lawrence has over 20 years of experience in all aspects of commercial real estate management and development. Mr. Lawrence joined The JBG Companies in 1989. He served as President of the Suburban Maryland/DC Chapter of the National Associate of Industrial and Office Properties (NAIOP). He continues as a member of its National Board of Directors and is currently a member of the National Industry Trends Task Force for NAIOP. In addition, he formerly served as the Vice President of the Rosslyn Business Improvement District and currently serves as a Trustee of the William and Mary Athletic Education Foundation. Mr. Lawrence received his B.A. in Economics from the College of William and Mary and his M.B.A. from American University.

Eric Liebmann, AIA
WDG Architecture
Washington, DC

Mr. Liebmann joined WDG Architecture in 1987 and serves as a Managing Principal and Director of Design. Recognized as a designer of sensitivity and vision, he plays a leading role in the design of WDG's commercial, residential and hospitality projects. Prior to joining WDG, he was a Senior Designer with Richard Meier and Partners as well as a designer with Cesar Pelli and Associates. Mr. Liebmann was a member of the design team responsible for the World Financial Center in lower Manhattan.

Mr. Liebmann's relevant experience includes but is not limited to *Rockville Town Square* in Rockville, MD, which was awarded the 2008 Congress for New Urbanism Charter Award; *the Metropolitan* in Bethesda, MD which includes a $21 million, 12-story, 308-unit residential building; 15,000 sf of retail space; a 22,000-sf, five-story office building and a 5,000-sf child care center; *City Crescent Federal Office Building* in Baltimore, MD; and *Arlington Gateway Office Building* which has won the 2006 NoVa AIA Design Award, and the 2006 NAIOP Award of Merit in Architecture: Best Highrise Office Building.

Mr. Liebmann is a member of the American Institute of Architects (AIA), NAIOP, the Urban Land Institute, and the Congress for the New Urbanism. He received his Master of Architecture from Harvard University Graduate School of Design and his Bachelor of Architecture from the University of Pennsylvania.

David Starnes
Basile Baumann Prost Cole & Associates
Annapolis, MD

David Starnes is a vice president at Basile Baumann Prost Cole & Associates (BBPC), an Annapolis, Md.-based national economics and real estate development advisory firm which counsels an array of public and institutional clients, as well as both novice and sophisticated private investors, interested in bringing development projects to fruition.

Mr. Starnes specializes in land use and development planning and real estate analysis for both the public and private sectors. He has worked on all facets of the development process from idea conception to project feasibility with expertise in development programming, project management, deal structuring and innovative partnerships, financial, economic and market analysis and implementation. Mr. Starnes has extensive experience in a wide variety of real estate product types nationwide, including retail, office, residential, industrial and mixed use. His specialized experience includes public/private development ventures, transit/land use integration, revitalization and redevelopment and urban mixed use.

Prior to BBPC, Mr. Starnes worked for Carter & Associates, an Atlanta-based commercial real estate development firm, where he worked on various public and private development sites throughout the southeast and for Dewberry Capital Corporation, a commercial real estate firm, where he assisted with the planning, financing, and management of various commercial, retail, and multi-family residential projects. Mr. Starnes has a Master of City Planning from the Georgia Institute of Technology.