

## Bowie State MARC Station Development Board

December 15, 2011

The Honorable Andrea C. Harrison  
Chair, Prince George's County Council  
14741 Governor Oden Bowie Drive  
Upper Marlboro, MD 20772

Dear Chair Harrison:

On behalf of the Bowie State MARC Station Development Board, enclosed please find the Development Board's third quarterly status report submitted in accordance with the requirements of CR-5-2011 (DR-2). To date, the Development Board has held eight meetings with the next monthly meeting (tentatively) scheduled for January 9, 2012. The Development Board remains committed to participating and moving forward in implementation of the Bowie State MARC Station Sector Plan project.

If you or your colleagues have any questions about the status report or would like a briefing on the Development Board's work to date, please do not hesitate to contact me at (301) 552-3000, Ext. 13 or at [Boyd@BoydCampbell.com](mailto:Boyd@BoydCampbell.com).

Sincerely,

A handwritten signature in blue ink, which appears to read "Boyd J. Campbell", is written over a horizontal line.

Boyd J. Campbell  
Chairman  
Bowie State MARC Station Development  
Board

Enclosure

# QUARTERLY STATUS REPORT

(OCTOBER-DECEMBER 2011)

WITH A SUMMARY OF ACTIVITIES FROM APRIL-SEPTEMBER 2011

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prepared for the

**PRINCE GEORGE'S COUNTY EXECUTIVE  
AND  
PRINCE GEORGE'S COUNTY COUNCIL**

by the



**BOWIE STATE MARC STATION  
DEVELOPMENT BOARD**

December 2011

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## **ACKNOWLEDGMENTS**

Bowie State MARC Station Development Board

Prince George's County Council

Prince George's County Planning Department, The Maryland-National Capital Park and Planning Commission

# INTRODUCTION

In accordance with the Bowie State MARC Station Development Board Bylaws, 4.04.11, Article II (B) and Resolution CR-5-2011, the Bowie State MARC Station Development Board (referred to hereafter as the “Board”) is required to submit quarterly status reports to the Prince George’s County Council and County Executive. The first and second quarter progress reports were submitted in June and September 2011, respectively. The following report serves as the third quarter progress report and as a summary of the Board’s accomplishments between February and December 2011.

## DEVELOPMENT BOARD

### Background and Composition

The Board consists of 13 members appointed by the Prince George’s County Council in February 2011, by Resolution CR-5-2011, to help implement the recommendations of the 2010 *Approved Bowie State MARC Station Sector Plan and Sectional Map Amendment*. Its members represent public, private, and University interests (see Attachment A). The Board is staffed by the Council Administrator’s Office and the Prince George’s County Planning Department.

### Purpose

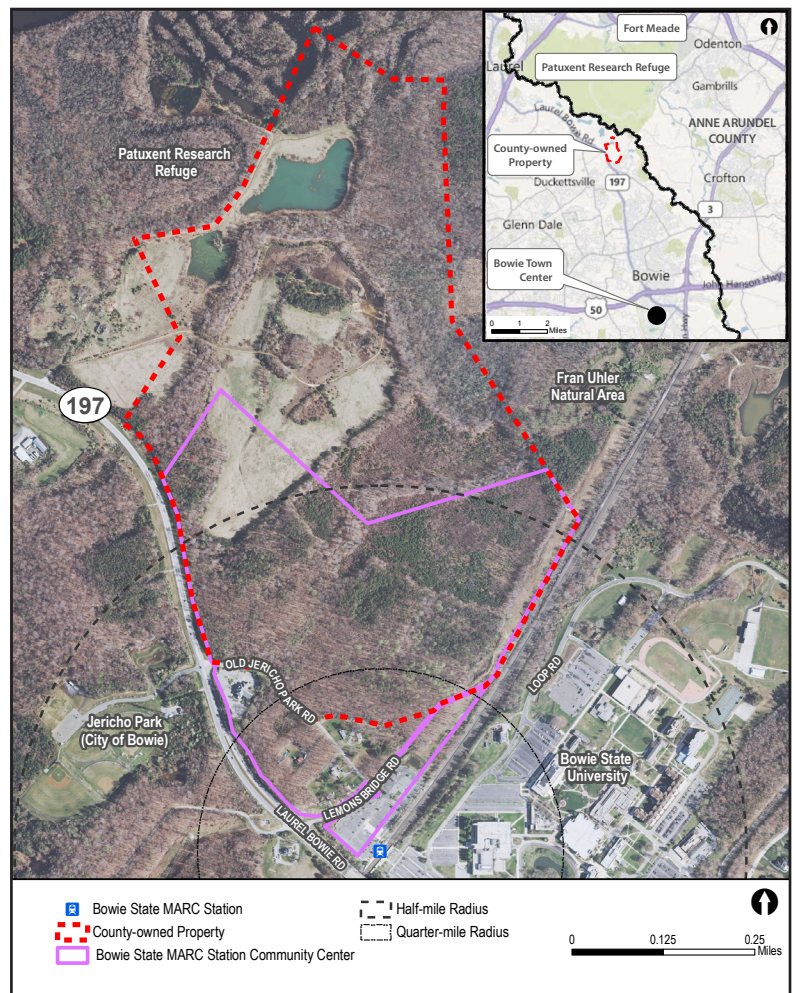
The Board is tasked with crafting recommendations for the future development of approximately 219 acres of county-owned land located adjacent to the Bowie State MARC Station and Bowie State University (see map at right). The Board’s charge includes refining the development and phasing program proposed by the approved sector plan and identifying potential funding sources and implementation strategies. The Board’s efforts will support the preparation of a Request for Developer Interest (RFI) and/or Qualifications (RFQ) in early 2012.

### Subcommittees

Pursuant to the Board’s bylaws, the Board is permitted to form subcommittees to pursue its mandate. Two subcommittees have been formed to date. The Finance Subcommittee was charged with identifying and reviewing financing tools and strategies; the Urban Land Institute (ULI) Technical Assistance Panel (TAP) Subcommittee was assigned the preparation of the ULI TAP proposal and briefing book.

### Minutes

The Board’s bylaws require minutes to be recorded at each standing board meeting. Eight board meetings have been held through December 2011. (The Board did not conduct a meeting in October due to the timing of the Urban Land Institute Technical Assistance Panel.) The approved minutes to these meetings are included as attachments (see Attachment B).



# QUARTERLY REPORTS

## First Quarter 2011 Highlights

During the first quarter, the Board conducted meetings on April 4, May 2 and June 6, 2011. Highlights from the first quarter included briefings on the Bowie State MARC Station Sector Plan, staff-conducted research on university-oriented, public-private partnerships, and the Finance Subcommittee's findings.

### Sector Plan Briefing

Prince George's County Planning Department staff provided the Board with an overview of the 2010 *Approved Bowie State MARC Station Sector Plan and Sectional Map Amendment* with a focus on the sector plan's recommendations for a new "community center" as defined by the 2002 *Prince George's County Approved General Plan* (see text box below) at the Bowie State MARC Station (see Attachment C).

#### Relationship to the General Plan

The 2002 General Plan defines three types of "centers" based on intensity and density of uses, function, and the availability of mass transit. Community centers—the lowest level of centers—are concentrations of activities, services, and land uses that serve the immediate neighborhoods near these centers. The centers typically include a variety of public facilities and service-integrate commercial, office, and some residential development and should be served by mass transit.

The sector plan envisions the new mixed-use center concentrated on approximately 119 acres of publicly and privately-owned property, including 94 acres of county-owned land (see text box at right). The future center would consist of a set of vibrant neighborhoods with active, pedestrian-oriented streets and a small "college town" character at the heart of a broader picturesque, rural community. Staff's presentation included an overview of the sector plan's outreach process, development program, and implementation plan.

#### County-Owned Property

Prince George's County owns three parcels—totalling approximately 219 acres—that are critical to the implementation of the Bowie State MARC Station mixed-use center. 94 acres are zoned M-X-T; 115 are zoned R-O-S. The parcels are undeveloped and comprise meadows and woodlands, with several wetland areas concentrated to the north.

### Developing Mixed-Use Centers through Public-Private Partnerships

At the May 2, 2011 board meeting, staff presented the research it had conducted on public-private partnerships in university-oriented, mixed-use developments adjacent to four colleges and universities—Jackson State University, Old Dominion University, Hendrix College, and the University of Notre Dame (see Attachment D). The presentation provided an overview of each project and identified key partners, funding mechanisms, and end results, such as generated or anticipated tax revenue and long- and short-term job creation. Staff concluded that the developments shared several common elements:

- public-private partnerships played an integral role in the success of the developments
- mixed-use development helped to define a sense of place as it integrated a mix of institutional- and community-related uses
- the developments realized significant economic and institutional benefits for the institutions and their communities at large

Staff also noted that the several of the sector plan area's distinguishing features—the under-utilized MARC station, the area's rural/suburban setting in an urbanized metropolitan region, and the availability of land—created promising opportunities for the county.



## Finance Subcommittee Report

During the Board's third meeting on June 6, 2011, the Finance Subcommittee (see Attachment A) shared a summary of the worksession it had called on May 31, 2011, to discuss public financing mechanisms and strategies for the development of the community center. The subcommittee identified challenges that could stymie development of the center, including the competition posed by priority sites in the county, such as transit-oriented development projects near several of the county's Metro stations as well as plans for the University of Maryland's East Campus. It also outlined potential key next steps, including creating a "capabilities" statement highlighting existing opportunities as well as university and community assets. It recommended the Board prepare a Request for Expressions of Interest (RFEI) or Request for Proposals (RFP) to gain developer insight; explore a range of financing options, such as Tax Increment Financing (TIF), bonds, incentive funds, and other funds designated for transit-oriented development; define its expectations for return on investment; and consider different options for on-going revenue generation, such as parking fees and taxes. The subcommittee provided an "Economic Development Toolkit" (see Attachment E) featuring various financing options to be considered and evaluated by the Board.

## Second Quarter 2011 Highlights

### Urban Land Institute Technical Assistance Panel Proposal

To assist with formulating its recommendations and determining the overall economic feasibility of the sector plan's proposed development program, the Board decided to apply for a Technical Assistance Panel (TAP) from the Urban Land Institute-Washington District Council. The Board prepared a proposal requesting the TAP address the following questions.

#### Development Program for the Center

1. The approved sector plan recommends future uses for each of the three focus areas (neighborhoods) within the proposed development center at the Bowie State MARC Station. Given current and projected short-range market conditions and the University's expansion timeline (in terms of both its physical campus and academic programs), which land use elements should be the highest priority for the initial implementation phase? Which elements of the plan can serve as catalysts to influence future development phases?
2. The approved sector plan recognizes that the ultimate development of the center, together with the expansion of Bowie State University, will occur over the long term and through multiple phases based on market conditions and public and private financing availability. How should the phasing of the center proceed?
3. The recommended development programs for the three focus areas that will form the future center include a range of opportunities for new residential development. Which residential development types should be a high priority? Can proposed residential development capture future residents from the surrounding community and the University faculty and student populations? Will there be opportunities for private developers to form partnerships to pursue residential opportunities that will appeal to a range of households?
4. The plan recommends that future office space be constructed that could serve a wide range of both University and private sector tenants, including office space for research and development. What will be the short and long range feasibility of developing office space for research and development and related uses? What is the feasibility of private sector office space development that can also serve the needs of the University, including future academic offices, classrooms and laboratories? Are there successful local and regional examples? Would a government office (federal, state, or county) tenant be important to enhancing the feasibility of private office development?

#### ULI TAPs

Urban Land Institute (ULI) Washington's Technical Assistance Panel (TAP) provides expert advice to public agencies and nonprofit organizations facing complex land use and real estate decisions. Drawing from its extensive, multi-disciplinary membership base, ULI Washington organizes panels to offer objective, responsible, market-based advice on a wide variety of land use and real estate issues ranging from site-specific projects to public policy questions.

ULI TAPs have been conducted for a number of sites in Prince George's County including New Carrollton, the Port Towns, College Park, and, more recently, along WMATA's Green line stations.

5. The plan defines the potential for the center to provide space for a number of facilities that will serve the university student body, including a convocation center and fitness facility. What will be the feasibility for these facilities as potential joint University and private sector development projects? Will these facilities add value to the short and/or long range phases of development of the center?
6. The plan also proposes the addition of supporting retail, hospitality, and related space, including a 20,000 square foot grocery store. How should supporting retail space be addressed as part of a phasing plan for the center development? Will there be short-term potential for vertical mixed retail and residential development? At what phase in the development program should a grocery store be considered? When and what type of hotel development will be feasible for the center development?

### **Supporting Infrastructure**

1. Significant public and private investments in infrastructure improvements will be necessary to support the plan's development objectives. Many of those investments are identified by the sector plan's Action and Phasing Plan. Which infrastructure investments will need to proceed and/or be concurrent with the initial phases of development? Which infrastructure investments should be funded by the public sector, private developers and/or the University? What will be the appropriate funding mechanisms to support infrastructure investment to support short- and long-range development?
2. The Plan recommends a number of improvements to the MARC station facility to increase accessibility and safety, support growth in transit ridership and intermodal connections, enhance the station's physical appearance and environment, and provide physical and visual connections between the University and the future community center. What, if any, are the opportunities for joint MARC and private development? If there are opportunities for joint development, how can those opportunities leverage station revitalization and improvements? How should those opportunities be pursued as part of the overall development phasing plan?

### **Public-Private Partnerships**

1. The Development Board will advise the County Council on the future disposition of the property that is proposed for development as a mixed-use community center. The Board is considering the structure of a Request for Developer Interest (RFI) and/or Qualifications (RFQ). What alternative structures and approaches should the Board consider in terms of issuing an RFI or RFQ? Should the Board consider issuing an RFI or RFQ for a master developer or for separate developers for each phase?

The ULI Washington District Council agreed to conduct a TAP on October 17-18, 2011 at Bowie State University (see Third Quarter 2011). Prince George's County Planning Department staff prepared a detailed briefing book for the TAP members (see Attachment G).

### **Disposition Process**

Prince George's County is a major property owner within the defined boundaries of the "community center". Per Prince George's County Ordinance Section 2-111.01, Sale, Lease, and Other Disposition of County Property, the County Executive is authorized to sell, lease, or otherwise dispose of any county-owned real property when such property is no longer needed for county use or is deemed to have a higher and better use. Disposition of any surplus property must first be approved by resolution by the Prince George's County Council declaring the property surplus to county needs.

To help guide the Board through the disposition process, on September 26, 2011 Board Members Aubrey Thagard and Josh Hamlin and Tracy Benjamin from the Office of Law discussed a three-phase development strategy (see Attachment F). Phase 1 would involve the release of an RFEI or RFQ to gauge developer interest. Phase 2 would formally designate the county-owned property as surplus. During the final phase, the county's Office of Central Services would issue a Request for Proposals (RFP). The RFP would include a more detailed description of the scope of the development project including specific tasks and fees. The presentation concluded with a description of the key roles the Development Board could play throughout the process and a draft timeline of next steps.



## **Third Quarter 2011 Report**

### **Urban Land Institute Technical Assistance Panel**

The nine-member ULI TAP convened on October 17-18, 2011 at Bowie State University. Following a site visit of the area and a briefing on the Board's expectations of the panel, the sector plan vision, and the university's campus facilities master plan, the TAP members conducted an intensive, closed-door worksession. The worksession concluded with a public presentation the evening of October 18, 2011 (see Attachment H). A final report is expected by the end of December.

#### **Market Potential**

In the near-term—defined as the next 5-10 years—the committee anticipated the market potential to translate to a modest demand for graduate student/faculty/staff housing (100-125 units) and urban townhome starter homes (50 units). Additional demand could be generated by higher growth in enrollment at the university and by new complementary institutional uses (e.g., a laboratory school/residential learning center, the Redskins training facility, conference center, spa/retreat/hotel, environmental center). The TAP underscored that the university—due to its close proximity—was the catalyst for the development of the mixed-use center and that the MARC station should be viewed as an amenity. In the longer term, small-scale retail would follow the construction of higher-density residential development.

#### **Development Strategies**

The TAP urged the county and Bowie State University to partner to identify and lure anchor uses that were complementary to the university's core competencies. It recommended the county consider contributing financial resources (in the form of water, sewer and other infrastructure investments) in addition to land and that the university accelerate on-campus undergraduate housing.

#### **Planning and Design—Linkages**

The TAP reaffirmed many of the sector plan recommendations. It noted that the campus and mixed-use center were intrinsically linked and that development on *both* sides of the MARC station should serve to strengthen and capitalize on those ties.

#### **Implementation**

To secure a better sense of what the private sector sees as possible for the area, the TAP recommended the Board reach out to and interview developers. Based on received feedback, the Board (through the Office of Central Services) was advised to issue an RFQ for a master developer. The Board was urged to select a partner, not a plan and to identify a county liaison to coordinate all aspects related to the mixed-use center's development.

### **Bowie State University Campus Facilities Master Plan**

To better understand the university's facility needs, enrollment expectations, and academic plans, the Board invited Dr. Mickey Burnim, president of Bowie State University, to brief them on the university's campus facilities master plan (see Attachment I). Dr. Burnim pointed out that the master plan was in the process of being approved by the University System of Maryland's Board of Regents and that it dovetailed with the Bowie State University's Strategic Plan.

#### **Enrollment**

The university's enrollment plan anticipates growth of 35% between 2010 and 2020, increasing enrollment to approximately 7,600 students. Enrollment growth projections were based on current trends and on an enrollment management plan used by the Board of Regents. The Board of Regents has identified Bowie State University as one of several growth institutions in Maryland.

#### **Housing**

The campus facilities master plan will facilitate the anticipated growth in student enrollment and addresses the unmet demand for on-campus undergraduate housing. The university's goal is to be able to accommodate 35-40% of its students

on campus. The university also lacks adequate graduate housing and currently has no capacity to provide accommodations for married students. Its master plan calls for the construction of two 300-bed dormitories within the next ten years.

Dr. Burnim noted that Bowie State University has one student housing complex that was constructed through a public-private partnership; he recognized that pursuing this model of development might be an effective vehicle through which to increase on-campus student housing options in the shorter term.

### **Other facility needs**

The campus facilities master plan identified a series of other facility needs including a new student center, enhanced academic facilities such as a new humanities building and a new (funded) science building, a health center, and a convocation center.

Dr. Burnim noted that development of the county's property would benefit Bowie State University. It could expand retail and restaurant options within walking distance of the campus and provide new employment, internship and housing opportunities for graduate and married students.

## **Survey and Environmental Assessment of County-Owned Property**

To assist with the disposition of the county-owned property and with the preparation of the scope of work for the Request for Information and/or Qualifications (RFI/RFQ) for a master developer, the Board has authorized Planning Department staff to draft RFPs for a survey and phase I environmental assessment. A description of the purpose of each is included below.

### **Survey**

Prior to the release of a Request for Information and/or Qualifications (RFI/RFQ), it will be necessary to conduct a survey of the property to determine its exact boundaries, existing topographical conditions, and the location of any improvements and/or encumbrances. Such a survey will typically involve a thorough examination of the historical records relating to the subject and surrounding properties and will include the locations of all rights-of-way, utility and other easements, and other encumbrances; boundary line data including all distance, bearing, delta, and other necessary information; and contours at two-foot intervals.

### **Phase I Environmental**

Completing a Phase I Environmental Site Assessment (ESA) will be critical to assessing the degree to which the county-owned land can be developed. An ESA will typically include:

- A thorough database/records review of all available sources of recognized environmental conditions
- A historical land use research
- A site inspection including surrounding properties
- Interviews with property owner, occupants and possible neighbors
- The geologic characteristics of property, soils, surface and groundwater
- Other relevant documents such as tax maps and title records, zoning and land use records

A comprehensive ESA should identify all known or suspected hazardous materials (underground storage tanks, illegal dumping, etc) with recommendations for sampling and analysis (referred to as Phase II) and/or remediation/clean-up (Phase III). The latter phases are typically performed by the developer.



**BOWIE STATE MARC STATION  
DEVELOPMENT BOARD**