

July 30, 2009

MEMORANDUM

TO: Prince George's County Planning Board

VIA: Steve Adams, Urban Design Supervisor

FROM: Susan Lareuse, Urban Design Coordinator

SUBJECT: FedEx Field Parking, Lot 1
Conceptual Site Plan CSP-90007/01

The Urban Design Section has reviewed the Conceptual Site Plan for a commercial parking lot for proposed Lot 1. The staff recommends APPROVAL as stated in the Recommendation section of this report.

EVALUATION

This Conceptual Site Plan was reviewed and evaluated for compliance with the following criteria:

1. Conformance to Zoning Ordinance No. 36-1988 for A-9640-C.
- b. Section 27-471 of the Zoning Ordinance for conformance to the I-1 Zone regulations.
- c. Section 27-274 of the Zoning Ordinance for conformance to the Site Design Guidelines.
- d. Conformance to the Woodland Conservation and Tree Preservation Ordinance.
- e. Referrals.

FINDINGS

1. The development proposal includes a total of 49.08 acres of land in the I-1 Zone. The purpose of the subject application is for Conceptual Site Plan review for a portion of the proposed development which is zoned I-1 and is subject to the conditions of approval of the rezoning case, A-9640-C. The Conceptual Site

Plan review is limited to the review of the proposal contained within the limits of that rezoning case, which rezoned approximately 39.3 acres of land in the R-55 and R-18 Zones to the I-1 Zone. The remaining portions of land included in this development proposal are not subject to Conceptual Site Plan review, however, the total land area proposed for development as the parking facility is shown on the plans for informational purposes.

2. The proposed development is located at the intersections of Brightseat Road, Sheriff Road and - Redskins Road. Access is proposed at two points along Brightseat Road and one point along Redskins Road. The site is currently vacant and contains woodland, moderate to steep slopes and streams.
3. This Conceptual Site Plan is being processed concurrently with a Preliminary Plat of Subdivision. The subject property consists of approximately 49 acres of land in the I-1 Zone. The property is found on Tax Map 60, Grid C-4, and is known as part of Parcel 29 and Parcel 86 and part of Parcel A, recorded in WWW 48 @ 12. The applicant proposes to combine the parcels into one lot for the construction of a 5,000 space commercial parking lot to serve adjacent FedEx Field. This Conceptual Site Plan applies only to the area of part of Parcel A, which is the subject of a rezoning case, A-9640.
4. The Conceptual Site Plan proposes a commercial parking facility to primarily serve FedEx field patrons. This proposal includes 5,000 parking spaces and a future expansion area for additional parking or a potential future building area. However, the Conceptual Site Plan does not identify the proposed use of the future building pad on the property. Since no gross floor area is proposed, any future development of a building would require a revision to the Conceptual Site Plan.
5. On July 11, 1988, the District Council rezoned the property from the R-55 and R-18 Zones to the I-1 Zone. The following conditions apply to the development of the property:

- **All use and development of the property shall require Conceptual and Detailed Site Plan approval in accordance with Part 3, Division 9 of the Prince Georges County Zoning Ordinance. All such site plans shall be referred to the District Council for approval.**

Comment: This application constitutes the Conceptual Site Plan and will be reviewed by the Planning Board and the District Council prior to the release of any permits in accordance with Section 27-270, Order of Approvals.

- **Ten percent green space shall be required for each lot, provided, however, that the overall green space for the gross tract area shall be a minimum of 25 percent of the gross tract area.**

Comment: The Conceptual Site Plan indicates 30 percent of the area of the Conceptual Site Plan as green area.

- **There shall be no ingress or egress to the subject property from Brightseat Road.**

Comment: Zoning Ordinance 36-1988 concerning A-9640 requires ingress or egress to Brightseat Road IS PROHIBITED. The site, which was rezoned by the subject petition had a short frontage about 80 feet on Brightseat Road. Access within that frontage would have had to be very near the Brightseat Road/Sheriff Road intersection, and would have been very undesirable. The development proposal subject application includes an adjacent property for which no such prohibition exists. Therefore, staff believes that the plan is not at odds with this condition.

- **No use and occupancy permits shall be issued for the subject property until such time as the owner has constructed all improvements to Ritchie Road along the frontage of the subject property.**

Comment: Zoning Ordinance 36-1988 concerning A-9640 requires that the site have all improvements to Ritchie Road along its frontage constructed prior to Use and Occupancy Permit. What was termed ■Ritchie Road■ at that time is now Redskins Road, and all improvements are consistent with the Master Plan are constructed.

6. Pertinent development data is contained in the following table:

Zone	I-1 Zone
Gross Area of Remainder of Parcel A	39.30 acres
Proposed Use:	commercial parking lot
Proposed Building Area	0 sq. ft.
Green Area Required (25%)	9.8 acres
Green Area Provided (30%)	12.3 acres

7. The Conceptual Site Plan has been reviewed for conformance to the I-1 Zone regulations. The plan conforms to the regulations within the I-1 Zone.
8. The Environmental Planning Section previously reviewed applications on this property numbered A-9640, 4-90002, CSP-90007 and 4-94134. A Tree Conservation Plan, TCPI/42/90, was approved with CSP-90007; another Tree Conservation Plan, TCPI/32/94, was approved with 4-94134. Preliminary Plan 4-94134 has expired and the conditions of approval, including TCP I/32/94, no longer apply.

Site Description - The property is in the southwest quadrant of the intersection of the Beltway and Largo Road. Nontidal wetlands occur in the western portion of the property. A stream approximately follows the western boundary, has a tributary which flows in a southwesterly direction in the northern part of the site, and has a second tributary which divides the property in the southern part of the site. Current air photos indicate that the majority of the site is wooded. No historic or scenic roads are affected by this proposal. The use proposed is not considered a noise generator and is not impacted by off-site noise sources. No rare/threatened/endangered species are known to occur in the project vicinity. According to the Sewer Service and Water Service maps produced by DER, the property is in categories W-3 and S-3. A Stormwater Concept Plan, CSD-8327605, is indicated on the plan. The soils map included in the review package indicates that no problematic soils occur in the proposed development area.

Environmental Review

- a. This site is subject to the provisions of the Woodland Conservation Ordinance because it is more than 40,000 square feet in size and contains more than 10,000 square feet of woodland. A Tree Conservation Plan is required to satisfy the requirements of the Woodland Conservation Ordinance.

The Forest Stand Delineation has been reviewed and meets the requirements of the Woodland Conservation Ordinance. A Tree Conservation Plan, TCPI/5/01, dated February 22, 2001, has been submitted for review. TCPI/5/01 proposes clearing 35.52 acres of woodland, which results in a minimum woodland conservation requirement of 13.69 acres. The plan further proposes to meet this requirement by providing 6.69 acres of on-site preservation and 7.00 acres of off-site conservation. Except for two road crossings, all priority woodland on the site will be preserved. The Environmental Planning Section recommends approval of TCPII/5/01. The off-site woodland conservation area will need to be recorded by an easement in the Land Records prior to the issuance of any grading or building permit.

- b. The site contains significant natural features, which are required to be protected under Section 24-130 of the Subdivision Regulations. At time of final plat, a conservation easement shall be described by bearings and distances. The conservation easement shall contain all 100-year floodplain, stream buffers, wetlands and wetland buffers except for approved variation requests, and be reviewed by the Environmental Planning Section prior to certificate approval.

Recommended Condition: The following note shall be placed on the final plat:

■Conservation easements described on this plat are areas where the installation of structures and roads and the removal of vegetation is prohibited without prior written consent from the M-NCPPC Planning Director or designee. The removal of hazardous trees, limbs, branches, or trunks is permitted.●

- c. The wetlands delineation had been previously examined in the field and determined to be correct. The 25-foot wetland buffers are correctly shown. The 100-year floodplain as shown on the plan meets the requirements. The streams and stream buffers are adequately shown on the plans.

The plan proposes impacts to floodplain, wetlands, wetlands buffers and stream buffers. Prior activities by the applicant during the construction of FedEx Field required a U.S. Army Corps of Engineers 404 Permit and Maryland Department of Environment Water Quality Certification. These new impacts will require a modification of the existing permits. Variation requests for disturbance to streams, stream buffers, wetlands and wetland buffers will be reviewed with the preliminary plan of subdivision.

Recommended Condition: Prior to the issuance of any grading permit affecting wetlands or wetlands buffers, the applicant shall submit to the Environmental Planning Section a revised copy of the approved U.S. Army Corps of Engineers 404

Permit and Maryland Department of Environment
Water Quality Certification.

Environmental Recommended Conditions

- a. The following note shall be placed on the final plat:

■Conservation easements described on this plat are areas where the installation of structures and roads and the removal of vegetation is prohibited without prior written consent from the M-NCPPC Planning Director or designee. The removal of hazardous trees, limbs, branches or trunks is permitted.●
- b. Prior to the issuance of any grading permit affecting wetlands or wetland buffers, the applicant shall submit to the Environmental Planning Section a revised copy of the approved U.S. Army Corps of Engineers 404 Permit and Maryland Department of Environment Water Quality Certification.
- c. The off-site woodland conservation area shall be recorded by an easement in the Land Records prior to the issuance of any grading or building permit.

Comment: These conditions are included in the recommendation section of this report.

9. The Transportation Planning Section has reviewed the application. The applicant seeks the development of 5,000 parking spaces which are intended to serve the adjacent FedEx Field.

Although specific transportation findings are not required for the approval of a Conceptual Site Plan, the applicant prepared a traffic impact study dated February 2001 in support of a companion application, Preliminary Plat of Subdivision 4-00074. All findings regarding that traffic study are contained in a staff memorandum to the Subdivision Section dated March 26, 2001. This memorandum details a number of off-site transportation improvements which are intended to

support findings made regarding Section 24-124 of the Subdivision Ordinance.

Plan Comments - The applicant proposes the construction of 5,000 parking spaces on the subject site. These parking spaces are proposed to replace other off-site parking which is used by stadium patrons in the area, and for that reason the applicant claims that the parking expansion would not generate new trips to the stadium, but would redistribute the trips which are already made. The Redskins organization surveyed the area extensively on October 15, 2000, the date of a sold-out professional football game, and determined the following:

- a. A total demand for 27,270 parking spaces was generated on October 15, 2000, with 19,494 of those parking spaces on-site. The stadium site, per SDP-9515/02 plans, contains approximately 21,559 parking spaces for automobiles (approximately 442 spaces of the 22,001 total are for the parking of buses).
- b. Approximately 1,560 patrons parked at Landover Mall on October 15, 2000. Since that time, the Redskins organization has worked to discourage and eliminate parking at Landover Mall, and the addition of the subject lot is intended to support that effort.
- c. Approximately 4,687 patrons parked at USAirways Arena or on an adjacent parcel on October 15, 2000. With the upcoming construction of Metrorail to the Largo Town Center and the redevelopment of the arena, it is likely that these areas will not be available for parking in the near future, and the addition of the subject lot is intended to accommodate this need.
- d. Approximately 1,529 patrons parked at the Jericho City of Praise Baptist Church on October 15, 2000. The subject lot is not intended to replace this parking.

The Conceptual Site Plan is limited to parking only, and as a result, the transportation staff would recommend that a proposal for other uses would require a modification of the Conceptual Site Plan.

The transportation recommendations in the *Landover and Vicinity Master Plan* include a recommendation for I-402. This industrial roadway was originally planned to connect Redskins Road and Brightseat Road through the Brightseat Business Park property. The Master Plan indicates that this roadway is planned to provide access to landlocked industrial properties. Given that the approval of this subdivision will leave no landlocked property, there is little need for the I-402 facility to be incorporated into this plan.

There are also several related conditions on past approvals that require attention. These include:

- a. Zoning Ordinance 36-1988 concerning A-9640 requires that the site have no ingress or egress to Brightseat Road. The site, which was rezoned by the subject petition, had a short frontage about xx feet on Brightseat Road. Access within that frontage would have had to be very near the Brightseat Road/Sheriff Road intersection, and would have been very undesirable. The subject application includes an adjacent property for which no such prohibition exists. Therefore, staff believes that the plan is not at odds with this condition.
- b. Zoning Ordinance 36-1988 concerning A-9640 requires that the site have all improvements to Ritchie Road along its frontage constructed prior to Use and Occupancy Permit. What was termed Ritchie Road at that time is now Redskins Road, and all improvements consistent with the Master Plan are constructed.
- c. The resolution approving SP-90007 requires that development of the Brightseat Business Park site be limited to 50 percent office and 50 percent warehouse/industrial uses. The pending modification to the Conceptual Site Plan will supercede the previous approved plan.

The Transportation Section provided a supplemental memorandum that addressed the Department of Public Works and Transportation. Transportation staff met with the County Department of Public Works and Transportation (DPW&T) and the applicant on Tuesday, March 27. DPW&T's comments were not well-addressed in staff's previous memorandum, in part because the above meeting was cancelled and rescheduled as staff was completing its referral.

Many of DPW&T's comments regarding the traffic study submitted by the applicant will need to be resolved by analyzing operations, and not by constructing considerable physical improvements. The applicant intends to mark travel lanes on the east side of the main parking compound of FedEx Field to connect the proposed parking lot with Arena Drive. Some cash parking and subscription parking will also be relocated in order to improve traffic operations. There is also a concern about the path that pedestrians will utilize from the subject parking lot to the stadium, as one alternative (up to Brightseat Road and down Redskins Road) is very circuitous; another alternative (south through the warehouse property and/or the Jericho Church property) is not desirable, while the most direct alternative would involve a stream crossing. Finally, there remain concerns about the operations of Brightseat Road in front of the subject site. Some of these concerns are properly delayed until Detailed Site Plan; others should be refined before and after the proposed lot is constructed.

Based on the preceding findings, the Transportation Planning Section concludes that the Conceptual Site Plan represents a reasonable and workable resolution of the site design guidelines presented in the Zoning Ordinance. The transportation staff would make this finding if the application is approved with the following condition:

- a. The applicant, his heirs, successors, and/or assigns, shall dedicate right-of-way as shown on the submitted plan along Brightseat Road. This dedication shall occur at the time of final plat. All improvements within the right-of-way shall be determined by DPW&T, and shall include the widening of Brightseat Road along the frontage of the subject property to no less than four lanes.
 - b. The Detailed Site Plan shall address the pedestrian connection between the proposed parking lot and the FedEx Field stadium on the adjacent Redskins Stadium subdivision.
 - c. The applicant shall, prior to the issuance of construction permits for parking areas on the property, address operational issues on a conceptual basis, such as ratio and location of cash versus permit parking lots, interparcel access between parking lots, and issues of signage and pavement markings along Brightseat Road. It is recognized that these issues and others will be subject to continuing refinement and modification, working with the Traffic Coordinating Group (which includes representatives from the Police and Fire Departments, SHA, DPWT, and other member groups) both prior to and after the construction of the contemplated improvements.
10. The Community Planning Division has reviewed the Conceptual Site Plan and has identified a number of issues. The Community Planning Division believes the proposal is not in accord with the transportation recommendations of the master plan and that other issues regarding access, buffers/landscaping, and gateway protection need to be resolved. The Community Planning Division identified the following planning issues:
- a. Transportation - The proposed road (I-402) was recommended in order to provide adequate access points for two properties which are now proposed to be consolidated as lot 1. Now that the two properties are proposed to be consolidated

into one lot, the issue of having limited frontage onto only one of the roads is somewhat removed for this lot. In fact the subdivision proposes access onto both roads. While it would seem that if an owner desired to resubdivide the property into several lots at some point in the future, a public road could then be required; however, at that point the land for the connection may be blocked by development of the lot. It would seem prudent to explore this issue carefully before eliminating the opportunity to require a public road.●

Comment: This issue relating to I-402 is addressed in the Transportation Section's review. The future subdivision of lots will require additional analysis in the form of a new preliminary plat submission.

- b. Location of Northern Access - The northern access point should be examined to determine the need to align the northern access points with the rear entrance to the Landover Crossing Shopping Center on the opposite side of Brightseat Road.●

Comment: This issue was reviewed by the Transportation Section. Their analysis did not find a conflict and they do not support the movement of the entrance.

- c. Covenants - For information only, the covenants recorded by Washington Homes during the Landover SMA (and enforceable by local civic associations) prohibit certain objectionable uses on the property, and require site plan review.●

Comment: This issue will be addressed at the time of the subsequent Detailed Site Plan, since the subject application does not include the property above.

- d. Buffers/Landscaping - An opaque buffer should be provided on the east side of the property to shield the Landsdowne Village apartments from views of the parking lots and noise from FedEx Field and whatever uses may be placed on the subject property. The proposed use of existing forest, which likely consists of deciduous trees and scrub growth, does not seem adequate. A noise wall and berm were provided on the west and south sides of the FedEx Field parking lots. A noise study should be considered to determine the correct height and composition for such a wall at this location. In addition to noise from football games and several hours of tailgate parties, there have reportedly been other noisy uses taking place in the existing parking lots of FedEx Field such as motorcross races on Sunday mornings. Consideration should be given to limiting the use of the parking lots to parking and/or to specific times of the day/week.●

Comment: The plan proposes a 50 foot tree preservation area along the entire Landsdowne Village apartments. This buffer should be sufficient to address the compatibility issue, particularly since the landscape bufferyard required by the *Landscape Manual* is only 20 feet. Any use of the property which is not consistent with the zoning approvals would be an issue to be addressed by Zoning Enforcement.

- e. Gateway To Brightseat Business Park - Consideration should be given to protecting the view of the proposed parking lots from nearby roads by retaining existing vegetation or adding a buffer at the northern perimeter of the property instead of

clearing it for parking. As one approaches the property from the north on Brightseat Road, the property sits at a much lower elevation. This approach is one of the entrances or gateways to the Brightseat Industrial Park, which contains many very well designed properties including the well received Centre Point project. Of course, internal landscaping of the proposed parking lots would likely help to alleviate the heat created by such a large lot and break up the large expanses of pavement.●

Comment: The Conceptual Site Plan indicates that part of the existing woodland on the property will be preserved as part of a natural contour stormwater management facility. This preservation of trees will provide for a softening of the parking lot on the east half of the property as viewed from the north end of Brightseat Road. The Urban Design Section does believe that the interior of the parking compound will be visually softened through the addition of interior green space as required by the *Landscape Manual*. The *Landscape Manual* also requires landscape strips along the perimeter of the site when the parking compound is adjacent to a public street.

- f. Trails - The subdivision does not reflect the trails recommended in the master plan. Trails in this part of Landover are intended to serve residents and employees, not just Redskin patrons.●

Comment: The trails coordinator reviewed the plan for master plan compliance. A master plan trail is recommended along Redskin Road. This separate, off-road trail has already been completed as part of the previous stadium construction and road improvements. A master plan trail is also recommended along Brightseat Road. Along the subject property's frontage, this recommendation is already satisfied by the existing wide sidewalk (see attached picture). Within the existing roadway, there appears to be room for the inclusion of a striped shoulder or bike lane. This option should be explored at the time the road is resurfaced. However, bikeway signage is appropriate at this time. This is consistent with recommendations made for other subdivisions along Brightseat Road. A master plan trail is also recommended along proposed I-402. However, as this road is no longer planned to be built, there are no recommendations in this regard.

11. The Urban Design Section has reviewed the application and finds the proposed development subject to the *Landscape Manual*. The development of a commercial parking lot is not subject to Part 11 , Parking and Loading Requirements, but the development is subject to the *Landscape Manual*. The required internal green and the landscape strips around the parking lot will soften the appearance of the parking facility. The staff is concerned about the proposed future grading of the property as it relates to the required landscaping. The I-1 Zone is allowed to have the maximum slope allowance within the Grading Ordinance, which is 2:1. The planting of landscaping on steep slopes causes the plants to suffer from lack of water infiltration and rootball exposure. The staff recommends that the areas of landscaping as required by the *Landscape Manual* be no more than a 4:1 slope in order to assure the development of the plant material to their natural genetic potential.
12. The Conceptual Site Plan represents a reasonable alternative for satisfying the site design guidelines without requiring unreasonable costs and without detracting substantially from the utility of the proposed development for its intended use.

RECOMMENDATION

Based upon the foregoing evaluation of this report, the Urban Design Section recommends that the Planning Board adopt the findings of this report and APPROVE Conceptual Site Plan CSP-01004 and TCPI/5/01 with the following conditions:

1. The applicant, his heirs, successors, and/or assigns, shall dedicate right-of-way as shown on the submitted plan along Brightseat Road. This dedication shall occur at the time of final plat. All improvements within the right-of-way shall be determined by DPW&T, and shall include the widening of Brightseat Road along the frontage of the subject property to no less than four lanes.
2. The Detailed Site Plan shall address the pedestrian connection between the proposed parking lot and the FedEx Field stadium on the adjacent Redskins Stadium subdivision.
3. The applicant shall, prior to the issuance of construction permits for parking areas on the property, address operational issues on a conceptual basis, such as ratio and location of cash versus permit parking lots, interparcel access between parking lots, and issues of signage and pavement markings along Brightseat Road. It is recognized that these issues and others will be subject to continuing refinement and modification, working with the Traffic Coordinating Group (which includes representatives from the Police and Fire Departments, SHA, DPWT, and other member groups) both prior to and after the construction of the contemplated improvements.
4. The following note shall be placed on the final plat:
 - Conservation easements described on this plat are areas where the installation of structures and roads and the removal of vegetation is prohibited without prior written consent from the M-NCPPC Planning Director or designee. The removal of hazardous trees, limbs, branches, or trunks is permitted.●
5. Prior to the issuance of any grading permit affecting wetlands or wetlands buffers, the applicant shall submit to the Environmental Planning Section a revised copy of the approved U.S. Army Corps of Engineers 404 Permit and Maryland Department of Environment Water Quality Certification.
6. The off-site woodland conservation area shall be recorded by an easement in the Land Records prior to the issuance of any grading or building permit.
7. The Detailed Site Plan shall be designed so that the underlying grading of the area where landscaping is required by the *Landscape Manual* shall not exceed 4:1 in slope.