PGCPB No. 05-244 File No. 4-05040

R E S O L U T I O N

WHEREAS, Parcel D2, LLC is the owner of a 8.51-acre parcel of land known as Parcel 2, Block D, VJ180@37, Tax Map 67, Grid E-2 said property being in the 13thth Election District of Prince George's County, Maryland, and being zoned M-A-C; and

WHEREAS, on June 16, 2005, an application was filed for approval of a Preliminary Subdivision Plan (Staff Exhibit #1) for 4 lots; and

WHEREAS, the application for approval of the aforesaid Preliminary Subdivision Plan, also known as Preliminary Plan 4-05040 for Largo Metro Center was presented to the Prince George's County Planning Board of The Maryland-National Capital Park and Planning Commission by the staff of the Commission on November 17, 2005, for its review and action in accordance with Article 28, Section 7-116, Annotated Code of Maryland and the Regulations for the Subdivision of Land, Subtitle 24, Prince George's County Code; and

WHEREAS, the staff of The Maryland-National Capital Park and Planning Commission recommended APPROVAL of the application with conditions; and

WHEREAS, on November 17, 2005, the Prince George's County Planning Board heard testimony and received evidence submitted for the record on the aforesaid application.

NOW, THEREFORE, BE IT RESOLVED, that pursuant to the provisions of Subtitle 24, Prince George's County Code, the Prince George's County Planning Board APPROVED the Type I Tree Conservation Plan (TCPI/22/05), and further APPROVED Preliminary Plan of Subdivision 4-05040, Largo Metro Center for Lots 1-4 with a variation request to Section 24-121 with the following conditions:

1. At time of specific design plan, a lighting study shall be submitted that addresses the reduction of spillover lighting into residential areas and the total lighting output of the individual sites. The plan shall show the use of full cut-off optics and the photometric plan shall show no more than 0.5 foot-candles of light at each property line.

2. Prior to signature approval of the preliminary plan, the TCPI shall be revised as follows:

   a. Include the disposition of the specimen trees in the specimen tree table;

   b. Change the NRI approval block to a TCPI approval block; and

   c. Have the revised plans signed and dated by the qualified professional who prepared them.

3. In the future if residential or residential-type uses are proposed, impacts to outdoor activity areas and interior living areas shall be addressed.

4. Total development within the subject property shall be limited to 160,000 square feet of commercial office uses or equivalent development that generate no more than 255 AM and 236 PM peak-hour vehicle trips. Any development with an impact greater than that identified herein above shall require a new preliminary plan of subdivision with a new determination of the adequacy of transportation facilities.

5. At the time of specific design plan, the trip generation for any proposed uses shall be estimated during review by the Transportation Planning Section. The estimation shall consider the walking distance to the Metrorail station, the ease of walking access, and the availability of other trip reduction strategies in computing a level of transit mode share.

6. Access to the site shall be limited to a full-movement access along Arena Drive and a right-in/ right-out access along Lottsford Road.

7. Development of the site shall be in accordance with the approved stormwater management concept plan (8006110-1990-00) or any approved revision thereto.

8. The applicant shall provide an eight-foot-wide sidewalk along the subject site's entire frontage of Arena Drive, unless modified by DPW&T.

9. Any residential development of the subject property shall require the approval of a new preliminary plan of subdivision prior to the approval of a specific design plan.

BE IT FURTHER RESOLVED, that the findings and reasons for the decision of the Prince George's County Planning Board are as follows:

1. The subdivision, as modified, meets the legal requirements of Subtitles 24 and 27 of the Prince George's County Code and of Article 28, Annotated Code of Maryland.

2. The property is undeveloped and is located at the southwest corner of Arena Drive and Lottsford Road.

3. **Development Data Summary**—The following information relates to the subject preliminary plan application and the proposed development.

	EXISTING	**PROPOSED**
Zone	M-A-C	M-A-C
Uses	Vacant	Commercial Office
Acreage	8.51	8.51
Lots	0	4
Parcels	1	0
Square-footage:	0	160,000 square feet

4. **Environmental**—A review of the available information indicates that no streams, wetlands and 100-year floodplain occur on this site. Several transportation-related noise generators have been identified in the immediate vicinity of this residential use, including I-95, Arena Drive, Lottsford Road, and the WMATA Metro System. The WMATA tracks are also a source of vibrations that could affect foundations. The soil found to occur, according to the Prince George's County Soil Survey, is the Collington fine sandy loam, which poses few difficulties to development. According to available information, Marlboro clay is not found to occur in the vicinity of this property. According to information obtained from the Maryland Department of Natural Resources, Natural Heritage Program publication entitled "Ecologically Significant Areas in Anne Arundel and Prince George's Counties," December 1997, there are no rare, threatened, or endangered species found to occur in the vicinity of this property. There are no designated scenic or historic roads located along the frontage of this property. This property is located in the Southwest Branch watershed of the Patuxent River basin and in the Developing Tier as reflected in the adopted General Plan.

Sector Plan Environmental Infrastructure Recommendations

The *Approved Sector Plan and Sectional Map Amendment for the Morgan Boulevard and Largo Town Center Metro Areas* (May 2004) provides recommendations to be considered throughout the Largo Town Center Metro core area, which are intended to be a guide for the design, development and redevelopment of the existing site. Those that are pertinent to review by the Environmental Planning Section are addressed as follows (refer to pages 51 through 55 of the sector plan):

"1. The preservation and enhancement of designated green infrastructure elements that include environmentally sensitive areas such as stream valleys, floodplains, wetlands and steep and sever slopes. Some of these features are located in…Subarea 4 of Largo Town Center Metro core area…. Environmentally sensitive areas shall be preserved during the land development process using existing regulations. The existing environmental features shall be enhanced, and lost features shall be replaced to the fullest extent possible."

Comment: The preliminary plan and Type I tree conservation plan proposes the preservation of the small Patuxent River primary management area (PMA) to the fullest extent possible. The PMA contains all the environmentally sensitive areas of the site.

"2. The green corridors that include…the two unnamed streams that flow south and converge at the Capital Beltway/Central Avenue interchange through the Largo Town Center Metro core area. These corridors will be important for environmental preservation in this sector plan…. These green corridors will be part of a network of corridors throughout the county for the movement of people."

Comment: The preliminary plan and Type I tree conservation plan proposes the preservation of the limited portion of the "designated green corridor" to the greatest extent possible, including one of the two unnamed streams that flow south and converge at the Capital Beltway.

"3. Preservation of priority woodland though existing regulations during the land development process. These areas include woodlands associated with 100-year floodplain, nontidal wetlands, stream corridors, severe slopes, steep slopes with highly erodible soils, critical woodland habitat, and specimen and historic trees. "

Comment: The Type I tree conservation plan proposes the preservation of all woodlands on the site.

"9. The reduction of the spillover of lighting and the total lighting output of individual sites. This is particularly important for areas that are adjacent to residential uses such as…Subareas 4 and 5 of Largo Town Center Metro core area."

Comment: A lighting study will be required at time of specific design site plan for all the lots proposed.

Conformance With Development District Standards

The *Approved Sector Plan and Sectional Map Amendment for the Morgan Boulevard and Largo Town Center Metro Areas* (May 2004) contains specific development district standards to be addressed for Largo Town Center Metro core area. None of these are directly applicable to Subarea 4.

Natural Resources Inventory

A natural resources inventory (NRI) was prepared and signed on June 8, 2005. The subject plans appropriately reflect the information contained on the signed NRI. No further information regarding the NRI is required.

Woodland Conservation

This property is subject to the provisions of the Prince George's County Woodland Conservation Ordinance because the property is greater than 40,000 square feet gross tract area, there are more than 10,000 square feet of existing woodland, and more than 5,000 square feet of woodland clearing is proposed. A Type I Tree Conservation Plan (TCPI/101/04) was submitted with the preliminary plan application. The tree conservation plan (TCPI/101/04) has been reviewed. The woodland conservation threshold for this site is 1.28 acres (15 percent of the net tract). The amount of required woodland conservation based on the amount of clearing currently proposed is 1.28 acres.

The TCPI has proposed to meet the requirement with 0.83 acre of on-site preservation and 0.45 acre of credits for off-site mitigation on another property, which meets the requirements of the Woodland Conservation Ordinance.

The TCPI does not indicate the disposition of the specimen trees on the site. An NRI-approval block is shown on the plans, instead of a TCPI-approval block.

Noise and Vibration

Several transportation-related noise generators have been identified in the immediate vicinity of this residential use, including I-95 (a freeway), Arena Drive (an arterial), and Lottsford Road (an arterial) and the WMATA Metro station. Noise mitigation is discussed in the approved sector plan as follows:

> "Noise is an issue in the study area due to several significant transportation facilities such as the Capital Beltway (I-495/I-95), Central Avenue, and the proposed Metro stations. Almost all of the Morgan Boulevard and Largo Town Centers Metro core areas have some impacts from existing and future noise sources…. In conformance with state standards, noise must be mitigated to 45 dBA Ldn or less in the interior of residential-type uses and 65 dBA Ldn or less for outdoor activity areas for residential-type uses. Future development in the core areas will need to conform to these standards."(Page 53)

The 65 dBA Ldn noise contour from the transportation-related noise generators located near to the subject property should be modeled based on information from the Transportation Planning Section and delineated on the property for potential impacts on residential uses.

Lots 3 and 4 are directly impacted by the Metro track that abuts Lot 4 and runs under Lot 3. Any future development will require the submittal of a vibration analysis and noise study. The centerline of the existing railroad track should be identified and then an appropriate building restriction line will be required to address the effect of vibration from the tracks on foundations. Phoenix Noise and Vibration, LLC, measured on-site noise levels and vibration and prepared a Metrorail noise and vibration analysis dated July 26, 2005. For both vibration and noise, the measured levels of the current condition comply with state and HUD standards for noise, and with ISO standards for vibration impacts on residential or commercial uses. No mitigation of Metrorail noise or vibration was recommended.

5. **Community Planning**—The property is located in Subarea 4 of the Largo Town Center Metro Core and is subject to the recommendations of the *Approved Sector Plan and Sectional Map Amendment for the Morgan Boulevard and Largo Town Center Metro Areas* (May 2004). The sector plan recommends a mixed-use (office component) in recognition of a previously approved plan (CDP-9002/04) for this subarea. High-density office development adjacent to the Metro station will provide the opportunity for large numbers of workers to use Metro. The sector plan contains specific development district standards to be addressed for the Largo Town Center Metro core area, but none of these is directly applicable to Subarea 4. The 2002 General Plan places this site in the Developing Tier within the Largo Town Center metropolitan center. The vision for metropolitan centers is a high concentration of land uses and economic activities that attract employers, workers and customers from other parts of the Washington metropolitan area, such as large government service or major employment centers, major educational complexes, or high-intensity commercial uses. This application is not inconsistent with the 2002 General Plan policies for the Developing Tier and metropolitan center designation for the Largo Town Center Metro core.

6. **Parks and Recreation**—In accordance with Section 24-134(a) of the Prince George's County Subdivision Regulations, the subject subdivision is exempt from the mandatory dedication of parkland requirements because it consists of a nonresidential development.

7. **Trails**—The adopted and approved Morgan Boulevard and Largo Town Center Metro Areas Sector Plan recommends a master plan trail along Arena Drive. This trail has been implemented to the west of the subject site as part of the road improvements for FedEx Field. Currently, the master plan trail (implemented as a wide sidewalk) extends from the loop road around the stadium, across the Capital Beltway, and ends at the location of the old entrance into the Capital Centre site. A standard sidewalk extends from this point east through the western half of the subject site's frontage of Arena Drive. A standard sidewalk also exists along the subject site's entire frontage of Lottsford Road.

   Although the current eight-foot-wide sidewalk does not extend along Arena Drive to the subject site, staff believes that a wide sidewalk is appropriate along the site's frontage due to the proximity of the Boulevard at the Capital Center and the nearby Largo Metro station. The subject site is adjacent to the Boulevard and approximately one-half mile from the Largo Metro station. Furthermore, wide sidewalks have been implemented along Arena Drive both to the west of the subject site (FedEx Field site) and east of the subject site on the north side of Arena Drive. Due to these conditions, staff believes that a wide sidewalk is warranted along the entire site's frontage of Arena Drive.

   Sidewalk Connectivity

   Sidewalks are fragmented in the vicinity of the subject site. Sidewalks or wide sidewalks exist in areas where road frontage improvements have been made. However, most undeveloped parcels do not include sidewalks along their frontage. The master plan trail (or wide sidewalk) along Arena Drive ends approximately one-quarter mile west of the subject site, where a standard sidewalk begins.

8. **Transportation**—The transportation staff determined that a traffic study detailing weekday analyses was needed. In response, the applicant submitted a traffic study dated May 2005 that was referred for comment. The county's Department of Public Works and Transportation (DPW&T) had no comment. The State Highway Administration (SHA) had comments on the overall scope that will be addressed later in this memorandum. The findings and recommendations outlined below are based upon a review of these materials and analyses conducted by the staff of the Transportation Planning Section, consistent with the *Guidelines for the Analysis of the Traffic Impact of Development Proposals.*

   Growth Policy—Service Level Standards

   The subject property is located within the developing tier, as defined in the General Plan for Prince George's County. As such, the subject property is evaluated according to the following standards:

Links and signalized intersections: Level-of-service (LOS) D, with signalized intersections operating at a critical lane volume (CLV) of 1,450 or better. Mitigation, as defined by Section 24-124(a)(6) of the Subdivision Ordinance, is permitted at signalized intersections subject to meeting the geographical criteria in the guidelines.

Unsignalized intersections: The *Highway Capacity Manual* procedure for unsignalized intersections is not a true test of adequacy but rather an indicator that further operational studies need to be conducted. Vehicle delay in any movement exceeding 50.0 seconds is deemed to be an unacceptable operating condition at unsignalized intersections. In response to such a finding, the Planning Board has generally recommended that the applicant provide a traffic signal warrant study and install the signal (or other less costly warranted traffic controls) if deemed warranted by the appropriate operating agency.

Analysis of Traffic Impacts

The staff's analysis for this site examines the site impact at two intersections:

Lottsford Road and Arena Drive (signalized)
Arena Drive and site entrance (future/unsignalized)

The existing conditions at the study intersections are summarized below:

EXISTING TRAFFIC CONDITIONS				
Intersection	Vehicle Delay (AM & PM)		Level of Service (AM & PM)	
Lottsford Road and Arena Drive	725	990	A	A
Arena Drive and site entrance	future		--	--

*In analyzing unsignalized intersections, average vehicle delay for various movements through the intersection is measured in seconds of vehicle delay. The numbers shown indicate the greatest average delay for any movement within the intersection. According to the guidelines, an average vehicle delay exceeding 50.0 seconds indicates inadequate traffic operations. Values shown as "+999" suggest that the parameters are outside of the normal range of the procedure and should be interpreted as a severe inadequacy. This criterion is applicable to roundabouts as well as standard four-way or three-way intersections.

The area of background development includes nine properties in the immediate vicinity of the subject property. There are no programmed improvements in the county's Capital Improvement Program (CIP); however, the state's Consolidation Transportation Program (CTP) includes a project to convert the I-95/I-495/Arena Drive interchange to a full movement interchange. Background conditions are summarized below:

BACKGROUND TRAFFIC CONDITIONS				
Intersection	Vehicle Delay (AM & PM)		Level of Service (AM & PM)	
Lottsford Road and Arena Drive	1,064	1,274	B	C
Arena Drive and site entrance	future		--	--

*In analyzing unsignalized intersections, average vehicle delay for various movements through the intersection is measured in seconds of vehicle delay. The numbers shown indicate the greatest average delay for any movement within the intersection. According to the guidelines, an average vehicle delay exceeding 50.0 seconds indicates inadequate traffic operations. Values shown as "+999" suggest that the parameters are outside of the normal range of the procedure and should be interpreted as a severe inadequacy. This criterion is applicable to roundabouts as well as standard four-way or three-way intersections.

The site is proposed for development as a commercial office subdivision. The site is proposed to be developed with 160,000 square feet of general office space. The study assumed that the development would have a trip reduction of 25 percent due to proximity to the Largo Town Center Metrorail station. In another case, there was extensive analysis of the potential trip generation to a suburban Metrorail station, Branch Avenue. CSP-01015 for Town Center at Camp Springs estimated trip generation for the office component of that project, which was estimated to be 1,400 feet from the actual station, to be 20.5 percent. Given that this site is also approximately 1,400 feet from the Metrorail station, it is suggested that the slightly lower transit reduction be applied. With a 20.5 percent reduction, the site would generate 255 (229 in, 26 out) AM peak-hour vehicle trips and 236 (45 in, 191 out) PM peak-hour vehicle trips. With the trip distribution and assignment as assumed, the following results are obtained under total traffic:

TOTAL TRAFFIC CONDITIONS				
Intersection	Vehicle Delay (AM & PM)		Level of Service (AM & PM)	
Lottsford Road and Arena Drive	1,185	1,299	C	C
Arena Drive and site entrance	10.9*	19.7*	--	--

*In analyzing unsignalized intersections, average vehicle delay for various movements through the intersection is measured in seconds of vehicle delay. The numbers shown indicate the greatest average delay for any movement within the intersection. According to the *Guidelines*, an average vehicle delay exceeding 50.0 seconds indicates inadequate traffic operations. Values shown as "+999" suggest that the parameters are outside of the normal range of the procedure and should be interpreted as a severe inadequacy. This criterion is applicable to roundabouts as well as standard four-way or three-way intersections.

The results indicate that both critical intersections operate acceptably under existing, background, and total traffic.

It is noted that SHA comments indicated a general disagreement with the overall scope of the traffic impact study. However, the subject site has been part of the comprehensive design zone for the Largo Town Center. Although the site was never recorded, it was included as background for other developments and studies in the area. At the time of scoping for the traffic study, it was determined by transportation staff that the breadth of the scope could be limited in this circumstance. Nonetheless, a localized study was deemed necessary because the property had been dormant for so long and because of the need for the variation for driveway access to the adjacent arterials.

The site is adjacent to two master plan roadways. Arena Drive and Lottsford Road are both master plan arterial facilities with proposed rights-of-way of 120 feet. Previous deeding or dedications have provided the needed right-of-way; therefore, no further right-of-way dedication is required of this plan.

Each lot is proposed with frontage only on Arena Drive or Lottsford Road, both arterial facilities, and the applicant has filed variation requests regarding Section 24-121(a)(3), which limits individual lot access onto arterial facilities. It is proposed that a single driveway be allowed from the site onto each street, with the driveway onto Arena Drive being full-movement and the driveway onto Lottsford Road being right-in/right-out. This request is discussed in Finding 14 of this report.

Transportation Conclusions

Based on the preceding findings, adequate transportation facilities would exist to serve the proposed subdivision as required under Section 24-124 of the Prince George's County Code if the application is approved with conditions consistent with these findings.

9. **Schools**—The Historic Preservation and Public Facilities Planning Section has reviewed the subdivision plans for public facilities in accordance with Section 24-122.02 of the Subdivision Regulations and the regulations for schools (CR-23-2001 and CR-38-2002). The proposed subdivision is exempt from the review for schools because it is a nonresidential use.

10. **Fire and Rescue**—The Historic Preservation and Public Facilities Planning Section has reviewed this subdivision plan for adequacy of public facilities and concluded the following:

> The existing fire engine service at Kentland Fire Station, Company 46, located at 10400 Campus Way South has a service travel time of 2.32 minutes, which is within the 3.25-minute travel time guideline.

The existing ambulance service at Kentland Fire Station, Company 46, located at 10400 Campus Way South has a service travel time of 2.32 minutes, which is within the 4.25-minute travel time guideline.

The existing paramedic service at Kentland Fire Station, Company 46, located at 10400 Campus Way South has a service travel time of 2.32 minutes, which is within the 7.25-minute travel time guideline.

The existing ladder truck service at Kentland Fire Station, Company 33, located at 7701 Landover Road has a service travel time of 4.87 minutes, which is beyond the 4.25-minute travel time guideline.

In order to alleviate the negative impact on fire and rescue services due to the inadequate service discussed, an automatic fire suppression system shall be provided in all new buildings proposed in this subdivision, unless the Prince George's County Fire/EMS Department determines that an alternative method of fire suppression is appropriate.

The above findings are in conformance with the standards and guidelines contained in the *Approved Public Safety Master Plan* (1990) and the *Guidelines for the Analysis of Development Impact on Fire and Rescue Facilities*.

11. **Police Facilities**—The proposed development is within the service area for Police District II-Bowie. The Police Chief has reported that the current staff complement of the Police Department is 1,302 sworn officers and 43 student officers in the academy, for a total of 1,345 personnel, which is within the standard of 1,278 officers. Therefore, in accordance with Section 24-122.01(c) of the Subdivision Regulations, existing county police facilities will be adequate to serve the proposed development.

12. **Health Department**—The Health Department has reviewed the application and has no comments.

13. **Stormwater Management**—The Department of Environmental Resources (DER), Development Services Division, has approved a stormwater management concept plan (8006110-1990-00, approved July 20, 2004). To ensure that development of this site does not result in on-site or downstream flooding, development must be in accordance with this approved plan.

14. **Historic Preservation**—A Phase I archeological survey is not recommended for this property. Section 106 review may require archeological survey for state or federal agencies, however.

15. **Public Utility Easement**—The preliminary plan shows the required ten-foot-wide public utility easement parallel and contiguous to all public rights-of-way. The easement should be included on the final plat.

16. **Variation to Section 24-121**—Section 24-121(a)(3) of the Subdivision Regulations establishes that proposed lots fronting on a roadway of an arterial classification or higher should be designed

to front on either an interior street or service road. The subject property has sole frontage on and proposes direct vehicular access to Arena Drive or Lottsford Road, both arterial facilities.

Section 24-113(a) of the Subdivision Regulations sets forth the required findings for approval of variation requests. Section 24-113(a) reads:

> **Where the Planning Board finds that extraordinary hardship or practical difficulties may result from strict compliance with this Subtitle and/or that the purposes of this Subtitle may be served to a greater extent by an alternative proposal, it may approve variations from these Subdivision Regulations so that substantial justice may be done and the public interest secured, provided that such variation shall not have the effect of nullifying the intent and purpose of this Subtitle; and further provided that the Planning Board shall not approve variations unless it shall make findings based upon evidence presented to it in each specific case that:**
>
> **(1) The granting of the variation will not be detrimental to the public safety, health, or injurious to other property;**
>
> Comment: Limiting the driveways from the site to one per street is reasonable and generally consistent with other sites in the immediate area. The lotting pattern is consistent with this concept. Any entrances along Arena Drive or Lottsford Road will require approval from the Department of Public Works and Transportation, which may require frontage improvements and additional pavement and signage. Review and approval of access permits by DPW&T will ensure that the proposed entrances will not be detrimental to the public safety, health, or injurious to other properties.
>
> **(2) The conditions on which the variation is based are unique to the property for which the variation is sought and are not applicable generally to other properties;**
>
> Comment: This site has no other public street frontage, and the layout of the Metro facilities plus other adjacent developed properties would make it infeasible to obtain access across other properties to a public street. Driveway aprons already exist at the locations where driveway access is proposed, suggests that there have been past expectations that driveways would serve this site.
>
> **(3) The variation does not constitute a violation of any other applicable law, ordinance, or regulation;**
>
> Comment: Review and approval of access permits by DPW&T will ensure that the proposed entrances will not constitute a violation of any other applicable law, ordinance, or regulation.

(4) Because of the particular physical surroundings, shape, or topographical conditions of the specific property involved, a particular hardship to the owner would result, as distinguished from a mere inconvenience, if strict letter of these regulations is carried out;

Comment: Other properties along both streets use driveways but limit their usage, and limiting the presence of driveways on this site would, in the view of staff, meet the intent of the ordinance. The platting of a public street would have a significant impact on the ultimate development of the subject property, and a commercial street would leave little room for actual development.

17. The subject property is zoned M-A-C. While the subject application is not proposing any residential development, the M-A-C Zone does permit it. Because there exists different adequate public facility tests, and there are considerations for recreational components for residential subdivision, a new preliminary plan should be required if residential development is to be considered.

BE IT FURTHER RESOLVED, that an appeal of the Planning Board's action must be filed with Circuit Court for Prince George's County, Maryland within thirty (30) days following the adoption of this Resolution.

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This is to certify that the foregoing is a true and correct copy of the action taken by the Prince George's County Planning Board of The Maryland-National Capital Park and Planning Commission on the motion of Commissioner Eley, seconded by Commissioner Squire, with Commissioners Eley, Squire, Vaughns and Hewlett voting in favor of the motion, at its regular meeting held on Thursday, November 17, 2005, in Upper Marlboro, Maryland.

Adopted by the Prince George's County Planning Board this 22nd day of December 2005.

Trudye Morgan Johnson
Executive Director

By Frances J. Guertin
Planning Board Administrator

TMJ:FJG:TL:rmk