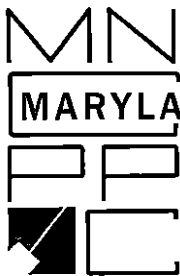


THE MARYLAND-NATIONAL CAPITAL PARK AND PLANNING COMMISSION



PGCPB No. 14-115

14741 Governor Oden Bowie Drive
Upper Marlboro, Maryland 20772
TTY: (301) 952-4366
www.mncppc.org/pgco
File No. A-9775-01

RESOLUTION

WHEREAS, the Prince George's County Planning Board has reviewed A-9775-01, Springdale Estates, requesting to amend the approved basic plan to permit 70 single-family attached (townhouse) units in lieu of the currently approved retail development in accordance with Subtitle 27 of the Prince George's County Code; and

WHEREAS, after consideration of the evidence presented at the public hearing on October 23, 2014, the Prince George's County Planning Board finds:

- A. **Location and Field Inspection:** The subject property consists of a single 4.98-acre parcel (Parcel H of Bellehaven Estates) located in the southeast corner of St. Joseph's Drive and Ardwick-Ardmore Road. The site is currently undeveloped and forested.
- B. **Neighborhood and Surrounding Uses:** The property is surrounded by the following uses:
- | | |
|---------------|--|
| North— | Across Ardwick-Ardmore Road are single-family residences in the One-Family Detached Residential (R-80) Zone; |
| East— | Single-family residences (both attached and detached) in the Local Activity Center (L-A-C) Zone; |
| South— | A fire station and single-family attached dwellings in the L-A-C Zone; |
| West— | Across St. Joseph's Drive is Dr. Charles Herbert Flowers High School in the Rural Residential (R-R) Zone. |

The subject property is located in a neighborhood defined by the following boundaries:

- John Hanson Highway (US 50) on the north;
- Lottsford Road/Landover Road (MD 202) on the south;
- Lottsford-Vista Road on the east; and
- The Capital Beltway (I-95/495) on the west.

The surrounding neighborhood is residential in character, consisting of a combination of single-family detached and attached dwellings, schools, and churches. A large mixed-use planned community (Woodmore Towne Centre) is located in the southwest corner of the neighborhood, approximately one-half mile from the subject property.

C. **History:**

Original Basic Plan—The original basic plan for Bellehaven Estates contained two separate Zoning Map Amendments, A-9774 (R-S Zone) and A-9775 (L-A-C Zone). It was approved by the Prince George's County District Council when it adopted the 1990 *Approved Master Plan and Adopted Sectional Map Amendment for Largo-Lottsford, Planning Area 73* (Largo-Lottsford Master Plan and SMA) via Council Resolution CR-71-1990. The two rezoning applications for Beall were a part of the approved SMA (CDZ Amendments 1 and 2, respectively). Zoning Map Amendment A-9775 approved the L-A-C Zone with a maximum commercial area of 100,000 square feet and a maximum of 85 single-family attached dwellings.

Comprehensive Design Plans— The Prince George's County Planning Board approved Comprehensive Design Plan CDP-9601 for the larger Bellehaven Estates property, of which the subject property is a part, in 1996 (PGCPB Resolution No. 96-375). The Planning Board approval called for the development of 55,756 square feet of commercial space on the subject site configured and zoned as a L-A-C. The approval also called for the dedication of a site for a proposed fire station adjacent to the subject property. While the recommended retail center has never been built, it does have site plan approval for 39,964 square feet of retail development. The fire station envisioned as part of the development has been built.

D. **Master Plan and General Plan Recommendations:**

Master Plan—The Largo-Lottsford Master Plan and SMA recommends a village activity center on this site.

General Plan—The *Plan Prince George's 2035 Approved General Plan* makes no relevant recommendations influencing a development application on this property.

E. **Request:** The applicant seeks to amend the approved basic plan to permit 70 single-family attached (townhouse) dwellings in place of the approved retail commercial on Parcel H.

F. **Basic Plan Compliance with the Zoning Ordinance:**

Section 27-197(c). Amendment of approved Basic Plan.

This section provides that the District Council may approve an amendment to an approved basic plan provided there is no change in land area or an increase in land use density or intensity, and the requirements of Section 27-195(b) have been met.

Comment: The subject basic plan amendment does not propose any change in land area or an increase in land use density or intensity. Current approvals for the subject property allow approximately 50,000 square feet of commercial retail space. The 70 single-family attached dwelling units proposed by the applicant results in a less intensive use for the property.

The applicant believes that the District Council found, in approving the existing Basic Plan (A-9975), that the basic plan conformed to the requirements of Section 27-195(b) of the Zoning Ordinance (approval criteria). With the elimination of the retail/office space, there are fewer impacts than previously approved. This section requires that:

Section 27-195(b). Criteria for Approval.

- (1) **Prior to approval of the application and Basic Plan, the applicant shall demonstrate, to the satisfaction of the District Council, that the entire development meets the following criteria:**
 - (A) **The proposed Basic Plan shall either conform to:**
 - (i) **The specific recommendations of a General Plan map or Area Master Plan map; or the principles and guidelines of the plan text which address the design and physical development of the property, the public facilities necessary to serve the development, and the impact which the development may have on the environment and surrounding properties; or**
 - (ii) **The principles and guidelines described in the Plan (including the text) with respect to land use, the number of dwelling units, intensity or nonresidential buildings, and the location of land uses.**

In a memorandum dated September 24, 2014, the Community Planning Division provided the following comments:

GENERAL PLAN, MASTER PLAN, AND SMA

The Plan Prince George's 2035 Approved General Plan—The Plan Prince George's 2035 Approved General Plan makes no relevant recommendations influencing a development application on this property.

Master/Sector Plan—1990 *Largo-Lottsford Approved Master Plan Amendment and Sectional Map Amendment*.

Transportation—The 2009 *Approved Countywide Master Plan of Transportation* (MPOT) identified Ardwick-Ardmore Road and St. Joseph's Drive as existing collectors (C-347 and C-345, respectively). The nearest metrorail facility is the New Carrollton Metro Station.

Public Facilities—The master plan identified a proposed fire station adjacent to the subject property on St. Joseph's Drive. This facility is currently open and in service.

Parks and Trails—The MPOT recommends continuous sidewalks and on-road bicycle facilities (bike lanes) along Ardwick-Ardmore Road adjacent to the project site.

Aviation\ILUC—This property is within the Joint Base Andrews (JBA) Interim Land Use Control (ILUC) area. It lies within Imaginary Surface F, which established a height limit of 500 feet above the runway surface. The property is outside of the 65 dBA Ldn and above the noise contour. It is also outside of the accident potential zones (APZs). Though these categories do not impact the subject property, they should be noted on the detailed site plan.

SMA/Zoning—The master plan classified this property in the L-A-C Comprehensive Design Zone.

PLANNING ISSUES

The Planning Board approved Comprehensive Design Plan CDP-9601 for the 33-acre property that includes the proposed development site in 1996 (PGCPB Resolution No. 96-375). The Planning Board approval permitted the development of up to 233 single-family detached and single-family attached residential units. The Planning Board approval also called for the development of 55,756 square feet of commercial space on the subject site configured and zoned as L-A-C. The approval also called for the dedication of a site for a proposed fire station adjacent to the subject property.

Since the 1996 Planning Board approval was granted, a major shopping center (Woodmore Towne Centre at Glenarden) has been constructed a little more than one-half mile southwest of the development site. A new high school (Charles Herbert Flowers High School) has also been constructed across St. Joseph's Drive from the site. Meanwhile, efforts to develop commercial retail space on the subject site have been unsuccessful.

The applicant has submitted a request to amend approved CDP-9601 to replace the commercial space recommended in the 1996 approval with 70 single-family attached residences.

- (B) An economic analysis submitted for a proposed retail commercial area adequately justifies an area of the size and scope shown on the Basic Plan.**

An economic analysis is not required because retail commercial uses are no longer being proposed.

(C) Transportation facilities (including streets and public transit)

- (i) which are existing,**
- (ii) which are under construction, or (iii) for which one hundred percent (100%) of the construction funds are allocated within the adopted County Capital Improvement Program, within the current State Consolidated Transportation Program, or will be provided by the applicant, will be adequate to carry the anticipated traffic generated by the development based on the maximum proposed density. The uses proposed will not generate traffic which would lower the level of service anticipated by the land use and circulation systems shown on the approved General or Area Master Plans, or urban renewal plans;**

In a memorandum dated May 7, 2013, the Transportation Planning Section submitted the following comments:

The subject property is located within Transportation Service Area (TSA) 2, as defined in the *Plan Prince George's 2035 Approved General Plan* (Plan Prince George's 2035). 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 within any tier subject to meeting the geographical criteria in the Guidelines.

Unsignalized intersections: The procedure for unsignalized intersections is not a true test of adequacy, but rather an indicator that further operational studies need to be conducted. A three-part process is employed for two-way stop-controlled intersections: (a) vehicle delay is computed in all movements using *The Highway Capacity Manual* (Transportation Research Board) procedure; (b) the maximum approach volume on the minor streets is computed if delay exceeds 50 seconds, (c) if delay exceeds 50 seconds and at least one approach volume exceeds 100, the CLV is computed. A two-part process is employed for all-way stop-controlled intersections: (a) vehicle delay is computed in all movements using the *Highway Capacity Manual* (Transportation

Research Board) procedure; (b) if delay exceeds 50 seconds, the CLV is computed. Once the CLV exceeds 1,150 for either type of intersection, this 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.

Comparison of Estimated Trip								
Zoning or Use	Units or Square Feet	AM Peak Hour Trips			PM Peak Hour Trips			Daily Trips
		In	Out	Total	In	Out	Total	
Approved Use								
Day Care Center	5,000 sq. ft.	32	29	61	29	33	62	370
Retail	55,750 sq. ft.	67	41	108	192	209	401	4,600
Proposed Use								
Single-Family Attached	75 dwellings	11	42	53	39	21	60	600
Difference		-88	-28	-116	-182	-221	-403	-4,370

The applicant proposes to eliminate the commercial uses, including the day care center. The comparison of estimated site trip generation indicates that the proposal would generate less traffic if developed as single-family attached residential than it would if the retail and day care uses were to be developed. It is therefore determined that the proposed change would have no net impact on any critical intersections in the area. Therefore, Transportation staff believes that past findings of transportation adequacy do accommodate the subject proposal for 75 single-family residences.

Comprehensive Design Plan CDP-9601 placed limits on vehicular access points to St. Joseph's Drive. It is recommended that individual residential and commercial lots should not have direct access to St. Joseph's Drive. Zoning Map Amendment A-9775-01 shows one access point onto St. Joseph's Drive, and appears to comply with this condition. It is noted that several alleys are shown without turnarounds on this plan. This should be addressed at the preliminary plan and specific design plan stages.

It is noted that a traffic study will be required at the preliminary plan stage of development. The "Transportation Review Guidelines, Part 1" require a traffic study for any proposed subdivision generating more than 50 or more new trips during any peak hour. Critical intersections to be included in the traffic study will be identified at that stage.

Ardwick-Ardmore Road and St. Joseph's Drive are both listed in the Largo-Lottsford Master Plan as collector roadways with 80-foot rights-of-way. It does not appear that any further dedication is required although this will be reviewed at a later stage.

Transportation facilities will be adequate to carry the anticipated traffic generated by the development based on the proposed density. The uses proposed will not generate traffic which would lower the level of service anticipated by the land use and circulation systems.

Transportation Conclusion

Based on the preceding findings, the Planning Board would conclude that existing transportation facilities and those to be provided by the applicant will be adequate to carry the anticipated traffic generated by the development based on the maximum proposed density. Furthermore, the uses proposed will not generate traffic which would lower the level of service anticipated by the land use and circulation systems shown on the approved area master plan, in accordance with Section 27-195 of the Zoning Ordinance, particularly based upon the proposed residential density and use. Given that the application is a revision to a basic plan which is largely otherwise developed, no conditions are recommended at this time.

- (D) Other existing or planned private and public facilities which are existing, under construction, or for which construction funds are contained in the first six (6) years of the adopted County Capital Improvement Program (such as schools, recreation areas, water and sewerage systems, libraries, and fire stations) will be adequate for the uses proposed;**

During the review of the previous basic plan amendment for this property, the Planning Board found no apparent inadequacies. However, a closer look at public facilities will occur during the subdivision process. Subdivision will be required since the site has never been analyzed for residential uses.

- (E) Environmental relationships reflect compatibility between the proposed general land use types, or if identified, the specific land use types, and surrounding land uses, so as to promote the health, safety, and welfare of the present and future inhabitants of the Regional District.**

The Urban Design Section, in comments submitted via e-mail April 7, 2014, pointed out that:

One of the stated purposes of the L-A-C Zone in the Zoning Ordinance is to “Group uses serving public, quasi-public, and commercial needs together for the convenience of the populations they serve.” An additional purpose is to integrate residential uses in a manner that “provides the convenience of proximity to an activity center.” The original basic plan and subsequent CDP were approved with a mix of commercial and residential uses which included over 50,000 square feet of commercial development including a day care for children and a fire station, and a mix of single-family detached and attached units. While most of the residential units and the fire station have been constructed, none of the commercial retail area, which was approved to be located adjacent to the fire station, has been developed. The proposed residential use is a permitted use in the L-A-C Zone, but from an urban design perspective it is not clear how the site will continue to meet the purposes of the zone. The fire station may serve as a community focal point or activity center depending upon how well-integrated it is programmatically within the community. The fire station might be the extent of sustainable nonresidential uses for this neighborhood considering the site’s proximity to the Woodmore Towne Centre, a significant retail center, which is less than one mile away.

The Urban Design Section suggests a condition be placed on the approval of the basic plan amendment to reduce the incompatibility between the fire station and townhouse uses. The condition should require a minimum 50-foot-wide buffer between the two uses consistent with a previous CDP condition.

At the time of CDP submittal, the Urban Design Section suggests that the applicant incorporate the following elements in the plan’s design:

- A centralized functional open space area;
- Pedestrian connectivity between the proposed and adjacent townhouse development;
- Safe and efficient pedestrian access to Charles Herbert Flowers High School; and
- Appropriate screening between the fire station and the proposed townhouse development in accordance with (or greater than) Section 4:7 (Buffering Incompatible Uses) of the 2010 *Prince George’s County Landscape Manual*.

The site design should minimize impervious surfaces to maximize useable private and public open space. Additionally, the site will be subject to Landscape Manual requirements in Section 4.1, Residential Requirements; Section 4.6, Buffering Development from Streets; Section 4.7, Buffering Incompatible Uses; and

Section 4.9, Sustainable Landscaping Requirements. With regard to Section 4.6, it is noted that the subject property fronts on a portion of Ardwick-Ardmore Road that is designated as a historic roadway.

- (2) **Notwithstanding subparagraphs (C) and (D), above, where the application anticipates a construction schedule of more than six (6) years (Section 27-179), public facilities (existing or scheduled for construction within the first six (6) years) will be adequate to serve the development proposed to occur within the first six (6) years. The Council shall also find that public facilities probably will be adequately supplied for the remainder of the project.**

In considering the probability of future public facilities construction, the Council may consider such things as existing plans for construction, budgetary constraints on providing public facilities, the public interest and public need for the particular development, the relationship of the development to public transportation, or any other matter that indicates that public or private funds will likely be expended for the necessary facilities.

As currently approved in the existing basic plan, the applicant proposes to complete construction within six years.

Subsections 3 and 4 of Section 27-195(b) do not apply to the proposed basic plan as these sections apply to the L-A-C, V-L (Village-Low), and V-M (Village-Medium) Zones.

CONCLUSION

The Planning Board finds that the requested revision in land use from commercial to residential is reasonable, given the significant changes in neighborhood character that have taken place since the 1996 Planning Board approval. The most significant change is the existence of a major commercial retail center within walking distance of the site. The proposed residential use is also compatible with existing townhouse units immediately east of the development site. It is recommended, however, that the applicant explore the possibility of a pedestrian connection between the existing townhomes and the new development. Such a connection will enhance pedestrian connectivity between the new townhomes and the surrounding community.

The existing L-A-C zoning on the site permits residential and/or nonresidential uses configured as a neighborhood-serving activity center. However, the proposed site appears to be too small to permit such an activity center to develop at a scale that will ensure its economic viability. The proximity of the Woodmore Towne Centre shopping center presents an added barrier to the potential success of any commercial development at this site. For these reasons, the Planning Board supports the applicant's request to amend the basic plan to permit the proposed residential development.

The Planning Board believes that the applicant has met their burden of proof in this instance.

NOW, THEREFORE, BE IT RESOLVED, that pursuant to Subtitle 27 of the Prince George's County Code, the Prince George's County Planning Board of The Maryland-National Capital Park and Planning Commission adopted the findings contained herein and recommends to the District Council for Prince George's County, Maryland that the above-noted application be APPROVED, subject to the following conditions:

1. At the time of comprehensive design plan, the applicant should shall incorporate the following elements in the plan's design:
 - a. A centralized functional open space area;
 - b. Pedestrian connectivity between the proposed and adjacent townhouse development;
 - c. Safe and efficient pedestrian access to Charles Herbert Flowers High School;
 - d. Appropriate screening between the fire station and the proposed townhouse development in accordance with (or greater than) Section 4.7 (Buffering Incompatible Uses) of the 2010 *Prince George's County Landscape Manual*.
 - e. A design which minimizes impervious surfaces in order to maximize useable private and public open space.

* * * * *

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 Washington, seconded by Commissioner Geraldo, with Commissioners Washington, Geraldo, Bailey, Shoaff and Hewlett voting in favor of the motion at its regular meeting held on Thursday, October 23, 2014, in Upper Marlboro, Maryland.

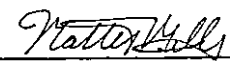
Adopted by the Prince George's County Planning Board this 13th day of November 2014.

Patricia Colihan Barney
Executive Director

By 
Jessica Jones
Planning Board Administrator

PCB:JJ:TL:arj

APPROVED AS TO LEGAL SUFFICIENCY.


M-NCPPC Legal Department
Date 11/3/14