



The Maryland-National Capital Park and Planning Commission
 Prince George's County Planning Department
 Development Review Division
 301-952-3530

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Preliminary Plan of Subdivision Reconsideration Hearing Willow Ridge Estates

4-05027

REQUEST	STAFF RECOMMENDATION
Reconsideration Hearing	APPROVAL with conditions

Location: Approximately a half mile west of the intersection of Dangerfield Road and Woodyard Road, at the end of Canberra Place.	
Gross Acreage:	18.51
Zone:	R-R
Gross Floor Area:	N/A
Parcels:	3
Lots:	7
Planning Area:	81A
Council District:	09
Election District:	09
Municipality:	N/A
200-Scale Base Map:	211SE07
Applicant/Address: Lynk Capital, LLC c/o Stephen Gunn - President, Salient Solutions P.O.Box 5856 Annapolis, MD 21403	
Staff Reviewer: Sam Braden IV Phone Number: 301-952-3411 Email: Sam.BradenIV@ppd.mncppc.org	



Planning Board Hearing Date:	09/10/2020
Planning Board Action Limit:	N/A
Memorandum Date:	08/24/2020
Date Received:	07/01/2020
Previous Parties of Record (Applicant)	06/29/2020
Previous Parties of Record (M-NCPPC)	07/16/2020 08/26/2020

The Planning Board encourages all interested persons to request to become a person of record for this application. Requests to become a person of record may be made online at http://www.mncppcapps.org/planning/Person_of_Record/. Please call 301-952-3530 for additional information.



THE MARYLAND-NATIONAL CAPITAL PARK AND PLANNING COMMISSION

14741 Governor Oden Bowie Drive
Upper Marlboro, Maryland 20772
www.pgplanning.org

August 24, 2020

MEMORANDUM

TO: The Prince George's County Planning Board

VIA: Sherri Conner, Supervisor, Subdivision and Zoning Section
Development Review Division

FROM: Sam Braden IV, Senior Planner, Subdivision and Zoning Section
Development Review Division

SUBJECT: **Preliminary Plan of Subdivision 4-05027, Willow Ridge Estates**
Reconsideration Hearing

By letter dated June 29, 2020, Thomas Haller, representing Lynk Capital, LLC, requested a waiver of the Planning Board Rules of Procedure (Section 10(a)) and a reconsideration of Preliminary Plan of Subdivision (PPS) 4-05027, which was approved by the Prince George's County Planning Board on March 9, 2006. The resolution (PGCPB Resolution No. 06-65) was adopted on March 30, 2006 and mailed out on April 4, 2006.

On July 30, 2020, the Planning Board granted the waiver of the Planning Board Rules of Procedure for a reconsideration request being submitted more than 14 days from the mailout of the resolution. The Planning Board also granted the applicant's request for a reconsideration, in accordance with Section 10(e) of the Rules of Procedure, based on error, inadvertence and other good cause, and in furtherance of substantial public interest. Specifically, the applicant requests reconsideration of Condition 14 and Finding 8 related to a specific transportation improvement.

The applicant's request is specific to a single condition of approval that requires the applicant to construct road improvements at the intersection of MD 223 (Woodyard Road) and Old Alexandria Ferry Road, as set forth in Condition 14 (PGCPB Resolution No. 06-65), which is currently stated as follows:

- 14. Prior to the issuance of any building permits within the subject property, the following road improvements shall (a) have full financial assurances, (b) have been permitted for construction, and (c) have an agreed-upon timetable for construction with SHA:**

At the intersection of MD 223 (Woodyard Road) and Old Alexandria Ferry Road, these improvements shall be provided:

- a. 1 left-lane, 2 through-lanes, and 1 free right-turn lane on the northbound approach.**
- b. 1 left-lane, 1 through lane, and a right-turn lane on the westbound approach.**
- c. 2 left lanes, 1 through lane, and a right-turn lane on the southbound approach.**

When the subject PPS was reviewed, the subdivision was determined to generate fewer than 50 trips during either peak hour. As such, a traffic study was not required, and the transportation staff took note of the recent PPS for Bellefonte (PPS 4-03118). The Bellefonte application was approved based in part on findings of adequacy provided by a traffic study that was reviewed by staff. One of the intersections that was evaluated in the Bellefonte traffic study (June 2003) was the MD 223 and Dangerfield Road/Old Alexandria Ferry Road intersection, and that intersection was determined to be the critical intersection for the subject site. In evaluating this intersection for the subject application, staff used the data from the June 2003 study, but with a two percent growth factor applied to the through movements to compensate for the fact that the traffic data was more than 12 months old at that time.

Similar to the Bellefonte PPS, the intersection of MD 223 and Dangerfield Road/Old Alexandria Ferry Road was shown to not meet the level-of-service (LOS) D standard during the AM peak hour under existing traffic, and during both peak hours under background traffic and total traffic. In response to the inadequacy, the Planning Board resolution imposed the improvements to the critical intersection, as stated in Condition 14 shown above.

On July 18, 2019, the Planning Board acted on a reconsideration request for PPS 4-03118 for Bellefonte, and revised findings and recommendations related to the MD 223 and Dangerfield Road/Old Alexandria Ferry Road intersection. The reconsideration was supported by staff primarily for three reasons:

- 1. Counts:** The applicant stated during the review of the Bellefonte reconsideration that counts used to determine the improvements were flawed; they were inappropriately high in comparison with other counts taken. The staff analyzed all available information related to traffic trends over the past 16 years and focused on the years between 2003 and 2008, relevant to the original approval. In the end, it was believed that several adjustments to the counts used for the original Bellefonte approval were appropriate.

Given that those adjustments were made for that case, and given that the recommendation for the subject case was tied to the original counts that were adjusted, it is reasonable to take a fresh look at the recommendation for Willow Ridge Estates and adjust the counts as appropriate.

2. **Impacts of Construction:** The applicant stated during the review of the Bellefonte reconsideration that counts were affected by construction occurring at the intersection of MD 5 and Surratts Road. The Transportation Planning Section has checked aerial photography at this location and believes that during 2003, the Maryland State Highway Administration (SHA) was adding a third lane northbound along MD 5.

Given that adjustments for the impact of construction were made for that case, and given that the recommendation for the subject case was tied to the original counts that were adjusted, it is reasonable to take a fresh look at the recommendation for Willow Ridge Estates and adjust the counts as appropriate.

3. **Impacts of Future Access Changes:** The applicant stated during the review of the Bellefonte reconsideration that the analysis failed to consider the redirection of access in and around Joint Base Andrews, as a result of the reconstruction and opening of the Pearl Harbor gate along Dower House Road. It appears that the Pearl Harbor gate became operational during 2007, and that the changes to the access were done in response to a base master plan done around 2000. The access changes were never factored into the analyses.

These access changes substantially altered the findings for Bellefonte. This adjustment is appropriate to account for changes in access to Joint Base Andrews that were occurring at the time of the approval of the PPS, and it is appropriate to apply the same type of adjustment as part of the recommendation for Willow Ridge Estates.

Other issues were raised during the reconsideration for Bellefonte. At that time, the applicant raised a concern about the feasibility of the recommended improvements and the consistency of the recommendation with other approvals. Those issues were discussed in connection with the Bellefonte reconsideration. In this case, it is believed that the three technical issues listed above provide more than sufficient justification to support the reconsideration.

Staff is in receipt of materials from the applicant, with the latest of such materials being dated November 27, 2019. These materials attempt to replicate the traffic analysis for PPS 4-05027, in consideration of the reconsideration of PPS 4-03118. The materials have been reviewed and all assumptions made in the traffic study have been reviewed for correctness, and for consistency with the "Guidelines for the Analysis of the Traffic Impact of Development Proposals" (the "Guidelines" that were in effect in 2003, and 2004 when this PPS was reviewed).

Recent aerials indicate that the restriping on the northbound approach of Dangerfield Road shown to be needed for adequacy in 2006, when this subdivision was reviewed, has been completed. Therefore, it is acknowledged that imposing the recommended condition has little effect; the restriping is in place and once this reconsideration is complete, the applicant can move forward from the standpoint of traffic-related adequacy improvements.

The applicant provides compelling justification, which is supported by staff, for a reconsideration and amendment of Condition 14 and Finding 8, as set forth in the Transportation Planning Section memorandum dated August 24, 2020, incorporated by reference herein, and outlined above. The staff analysis shows that a number of relevant facts were not included in the original traffic study provided by the applicant, which would have resulted in a different outcome in

the transportation analysis and conditions of approval of the PPS. The facts are related to ongoing improvements and access changes, around and on Andrews Airforce Base, impacts of ongoing right-of-way construction, and misstatements in the original traffic impact statement. Staff finds that adequate transportation facilities will exist to serve the proposed development, as required by Section 24-124 of the Prince George's County Subdivision Regulations, subject to the recommended amendments provided below.

If the Planning Board approves the reconsideration, staff will prepare an amended resolution to reflect the amended condition, which will be placed on a future Planning Board agenda for adoption.

RECOMMENDATION

APPROVAL of a reconsideration of Preliminary Plan of Subdivision 4-05027 (PGCPB Resolution No. 06-65) to **amend Finding 8** and **Condition 14**, as follows (strikethrough indicates deletion, underline indicates added text):

Amendment 1-Finding 8

Under Finding 8 of PGCPB No. 06-65, Transportation, revise the entire finding to read as follows:

- 8. Transportation**—The application is a preliminary plan of subdivision for a residential development consisting of 28 single-family dwelling units. The proposed development would generate 21 AM (4 in, 14 out) and 26 PM (17 in, 9 out) peak-hour vehicle trips as determined using *The Guidelines for the Analysis of the Traffic Impact of Development Proposals*. The property is located on the south side of Woodyard Road (MD 223), approximately 1,000 feet west of the MD 223/Dangerfield Road intersection.

The traffic generated by the proposed preliminary plan would impact the signalized intersections of Woodyard Road (MD 223)/Dangerfield Road.

This intersection is not programmed for improvement with 100 percent construction funding within the next six years in the current Maryland Department of Transportation Consolidated Transportation Program or the Prince George's County Capital Improvement Program:

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.

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.

Because this development will generate fewer than 50 trips during either peak hour, a traffic study was not required, pursuant to the guidelines. On March 25, 2004, the Prince George's County Planning Board heard testimony and approved a preliminary plan of subdivision known as Bellefonte (4-03118). The Bellefonte application was approved based in part on findings of adequacy emanating from the results of a traffic study that was reviewed by staff. One of the intersections that was evaluated in the Bellefonte traffic study (June 2003) was the Woodyard Road (MD 223)/Dangerfield Road intersection, which is also the critical intersection for the subject application. In evaluating this intersection for the subject application, staff used the data from June 2003 study, but with a two percent growth factor applied to the through movements to compensate for the fact that the traffic data are more than 12 months old.

In addition, staff has taken note of several items that affected the counts and analyses used for Bellefonte. A construction project along northbound MD 5 had the effect of diverting traffic into the MD 223/Old Alexandria Ferry Road intersection, and staff has adjusted traffic downward on the northbound through and left turn approaches from Dangerfield Road in both peak hours. The Federal Capital Improvement Program includes a project to improve the Pearl Harbor gate for the Andrews Air Force Base (AAFB); this improvement would divert some employee, contractor and commercial traffic from the Virginia Avenue gate of AAFB to the Pearl Harbor gate. The staff analysis has made adjustments to several traffic movements along MD 223, Old Alexandria Ferry Road, and Dangerfield Road. Finally, staff has noted that the overall counts at the MD 223/Old Alexandria Ferry Road intersection are high by about 7.5 percent in the PM peak hour (they appear normal in the AM peak hour) and has adjusted all turning movements at the intersection downward accordingly during the PM peak hour.

The table below identifies the intersection on which the proposed development would have the most impact:

EXISTING CONDITION		
Intersection	AM LOS/CLV	PM LOS/CLV
Woodyard Road (MD 223)/Dangerfield Road	F/1733 B/1111	D/1392 D/1416

Six background developments (including the Bellefonte preliminary plan) that could potentially affect the referenced intersection were identified and analyzed by staff.

Also, the analysis includes the impact of the Federal Capital Improvement Program project, to improve the Pearl Harbor gate for the Andrews Air Force Base (AAFB). The analysis revealed the following results:

BACKGROUND CONDITION		
Intersection	AM LOS/CLV	PM LOS/CLV
Woodyard Road (MD 223)/Dangerfield Road	F/2121 <u>C/1271</u>	F/1731 <u>E/1490</u>

Citing trip generation rates from the guidelines, the proposed development would generate 21 AM (4 in, 17 out) and 26 PM (17 in, 9 out) peak-hour vehicle trips. By combining site-generated trips with background traffic, the results are as follows:

TOTAL CONDITION		
Intersection	AM LOS/CLV	PM LOS/CLV
Woodyard Road (MD 223)/Dangerfield Road	F/2123 <u>C/1278</u>	F/1736 <u>E/1494</u>

The results of the analyses showed inadequate levels-of-service during ~~both peak hours~~ the PM peak hour. To ameliorate the ~~inadequacies~~ inadequacy, the following ~~improvements~~ improvement has been identified ~~in the recent traffic study~~:

At the intersection of Woodyard Road (MD 223)/Dangerfield Road, provide a restriping on the northbound approach to create an exclusive left-turn lane.

- ~~a. 1 left lane, 2 through lanes, and 1 free right turn on the northbound approach~~
- ~~b. 1 left lane, 1 through lane, and a right turn lane on the westbound approach~~
- ~~c. 2 left lanes, 1 through lane, and a right turn lane on the southbound approach~~

With ~~these improvements~~ this improvement in place, the intersection would operate with the following CLV/LOS:

TOTAL CONDITION		
Intersection	AM LOS/CLV	PM LOS/CLV
Woodyard Road (MD 223)/Dangerfield Road	C/1179 <u>C/1183</u>	D/1443 <u>D/1431</u>

~~All of the improvements~~ The improvement cited above ~~were part of the condition was~~ included in the conditions of approval for the Bellefonte preliminary plan per the 2019 reconsideration.

Regarding site layout and on-site circulation, the preliminary plan shows Lot 17 having direct access to MD 223, a master planned arterial road, which requires a variation to Section 24-121(a)(3) of the Subdivision Regulations. Specifically, the resident of Lot 17 would be using an access point along MD 223 that already exists for an off-site property. That off-site property (Parcel 82) will be provided new access via the extension of Canberra Place. However, it appears that the subject preliminary plan could be re-engineered to show a driveway for Lot 17 connecting to the proposed public street (Canberra Place extended), rather than connecting to MD 223. The State Highway

Administration (SHA) has taken a similar position on this access issue and staff supports SHA's position. The variation request is discussed in detail in Section 16 of this report.

Transportation Staff Conclusions

Adequate access roads will exist, as required by Section 24-124 of the Prince George's County Code, if the application is approved with conditions consistent with the above findings.

Amendment 2-Condition 14

Revise Condition 14 of PGCPB No. 06-65 to read as follows:

14. Prior to the issuance of any building permits within the subject property, the following road improvements shall (a) have full financial assurances, (b) have been permitted for construction, and (c) have an agreed-upon timetable for construction with SHA:

At the intersection of MD 223 (Woodyard Road) and Old Alexandria Ferry Road, these improvements shall ~~be provided~~; restripe northbound Dangerfield Road to create an exclusive left turn lane.

- a. ~~1 left lane, 2 through lanes, and 1 free right turn lane on the northbound approach.~~
- b. ~~1 left lane, 1 through lane, and a right turn lane on the westbound approach.~~
- c. ~~2 left lanes, 1 through lane, and a right turn lane on the southbound approach.~~