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Preliminary Plan 4-05148

Application	General Data
Project Name: MILLS PROPERTY Location: Northwest quadrant of the intersection of US 301 and Mitchellville Road. Applicant/Address: Washington Management & Development, Co., Inc. 8181 Professional Place, Suite 210 Landover, Maryland 20785	Date Accepted: 12/9/06
	Planning Board Action Limit: 3/4/07
	Plan Acreage: 20.92
	Zone: R-R & C-M
	Lots: 14
	Parcels: 2
	Planning Area: 74B
	Tier: Developing
	Council District: 04
	Municipality: N/A
	200-Scale Base Map: 203NE14

Purpose of Application	Notice Dates
MIXED USE DEVELOPMENT 14 Single-Family Residences and 58,100 square feet of Commercial Uses (Auto Sales)	Adjoining Property Owners Previous Parties of Record Registered Associations: 11/09/06 (CB-58-2003)
	Sign(s) Posted on Site and Notice of Hearing Mailed: 01/30/07

Staff Recommendation		Staff Reviewer: Tom Lockard	
APPROVAL	APPROVAL WITH CONDITIONS	DISAPPROVAL	CONTINUANCE
		X	X

THE MARYLAND-NATIONAL CAPITAL
PARK AND PLANNING COMMISSION

PRINCE GEORGE'S COUNTY PLANNING BOARD

STAFF REPORT

SUBJECT Preliminary Plan of Subdivision 4-05148
 Mills Property, Lots 1-14, Parcels A-C & Outlot A

OVERVIEW

The subject property is located on Tax Map 63, Grid D-3, and is shown as Parcel 42 and parts of Parcels 16 and 181. The site comprises 20.92 acres of land in the R-R (10.06 acres) and C-M (10.86 acres) Zones. The applicant is proposing to develop the R-R- zoned section of the site with 14 single-family residences and a parcel for stormwater management. It would be accessed via an extension of Ayrwood Lane, which currently stubs at the western property line. The C-M-zoned section of the site is proposed for 58,100 square feet of commercial (auto sales) development and is shown to be accessed via a proposed easement along the northern boundary of the site, which is part of the adjoining property to the north (Outparcel A, Walker Parcel, Preliminary Plan 4-04046). No direct access to US 301 is proposed. Outlot A is a small triangular area located at the northwest quadrant of US 301 and Mitchellville Road, which previously was developed as a roadside stand. It is not proposed for development.

The applicant is proposing the use of a transportation facilities mitigation plan (TFMP) in order to find adequacy of transportation facilities. TFMPs allow development to proceed in certain areas where unacceptable transportation service levels are present, such as the US 301 corridor. Approval of any TFMP requires the concurrence of the operating agency responsible for the road, in this case the State Highway Administration (SHA). If a written indication is not received from SHA prior to the Planning Board hearing that accepts and/or concurs with the mitigation proposed at US 301 and Mitchellville Road, staff cannot recommend approval. To date, no such agreement has been received from SHA. It should be noted that this application is in the first 70-day review period. The applicant may want to waive the 70-day requirement and seek a continuance of this application until the SHA comments are received.

SETTING

The property is located at the northwest corner of US 301 and Mitchellville Road, extending through to the terminus of Ayrwood Lane. The site is developed with a baseball diamond and numerous small sheds and outbuildings, all of which are to be removed. The site adjoins single-family residences in the R-R and R-80 Zones to the northwest, west and south. Also to the south is Carroll Chapel (Historic Site 74A-006), located at 1811 Mitchellville Road. Carroll Chapel, built c. 1900, is a front-gabled frame structure of meeting house form with a small entry vestibule that faces south onto Mitchellville Road. The present building replaces and may incorporate part of a chapel that served the local black Methodist population from as early as 1877, as record by the local Methodist Circuit records of Pastor O. Carroll. The grounds of the chapel also include a number of burials in a graveyard that extends to a neighboring property to the north. Carroll Chapel was designated as a historic site through the recent 2006 Bowie and Vicinity Master Plan and Sectional Map Amendment. To the north is a car dealership in the C-M Zone. The site is bounded to the east by the southbound lanes of US 301 and a church in the C-S-C Zone.

FINDINGS AND REASONS FOR STAFF RECOMMENDATION

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

	EXISTING	PROPOSED
Zone	R-R (10.06)	R-R (10.06)
	C-M (10.86)	C-M (10.86)
Use(s)	Baseball field and outbuildings	14 single-family dwellings 58,100 square feet of retail commercial
Acreage	20.92	20.92
Lots	0	14
Parcels	3	3
Outlots	0	1
Public Safety Mitigation Fee		No

2. **Transportation**—The applicant submitted a traffic study dated February 13, 2006. The findings and recommendations outlined below are based upon a review of these materials and analyses conducted by 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 within any tier 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.

Staff Analysis of Traffic Impacts

The applicant has prepared a traffic impact study in support of the application using new counts taken during January 2006. With the development of the subject property, the traffic consultant concluded that the unsignalized intersection (US 301 and median crossover) within the study area would have side street vehicle delays exceeding 50.0 seconds, an unacceptable operating condition. Secondly, the signalized intersection of US 301 and Mitchellville Road would operate at LOS F during the PM peak hour, an unacceptable operating condition.

The traffic impact study prepared and submitted on behalf of the applicant analyzed the following intersections during weekday peak hours:

US 301 and median crossover (unsignalized)
 US 301 and Mitchellville Road (signalized)

The following conditions exist at the critical intersections:

EXISTING TRAFFIC CONDITIONS				
Intersection	Critical Lane Volume (AM & PM)		Level of Service (AM & PM)	
US 301 and median crossover	N/A	N/A	--	--
US 301 and Mitchellville Road	1,245	1,368	C	D
*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.				

Background developments included 53 single-family units, 157,250 square feet of office space, 633,000 square feet of retail (Bowie Town Center), two auto dealerships, a church, a restaurant, a banquet facility, a gas station and an elementary school. Background traffic along the study area roads was also increased by four percent each year to account for overall growth up to the design year 2008. This is the expected year of full build-out. This growth was added to through movements as well as turning movements at the critical intersections. Given these assumptions, background conditions are summarized below:

BACKGROUND TRAFFIC CONDITIONS				
Intersection	Critical Lane Volume (AM & PM)		Level of Service (AM & PM)	
US 301 and median crossover	N/A	N/A	--	--
US 301 and Mitchellville Road	1,438	1,669	D	F
*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.				

Under background traffic conditions the level of service is unacceptable at the signalized intersection of US 301 and Mitchellville Road within the study area.

The site is proposed for development as a residential subdivision, with 14 single-family dwellings and two parcels (Parcel B and C) to be developed as auto dealerships, totaling approximately 58,000 square feet for auto sales. The residential trip rates were obtained from the guidelines. The auto dealership trip rates were obtained from the Institute of Transportation Engineers (ITE)

Trip Generation Manual. The resulting site trip generation would be 130 AM peak-hour trips (90 in, 40 out), and 166 PM peak-hour trips (68 in, 98 out). With site traffic, the following operating conditions were determined:

TOTAL TRAFFIC CONDITIONS W/O IMPROVEMENTS				
Intersection	Critical Lane Volume (AM & PM)		Level of Service (AM & PM)	
US 301 and median crossover (EB left) Phase II	42.4*	51.9*	--	--
US 301 and median crossover (WB Left) Phase II	51.7*	88.0*		
US 301 and Mitchellville Road - Phase I	1,444	1,675	D	F
US 301 and Mitchellville Road - Phase II	1,475	1,696	E	F
*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.				

Under total traffic conditions, without any intersection improvements, the average vehicle delay exceeds 50.0 seconds at the US 301/ median crossover intersection. According to the guidelines, an average vehicle delay exceeding 50.0 seconds indicates inadequate traffic operations. No improvements are proposed by the applicant at this intersection to reduce delay. Therefore, the applicant will be required to conduct a traffic signal warrant study at this intersection. Additionally, the intersection of US 301 and Mitchellville Road operates above the threshold for signalized intersections within the Developing Tier (CLV 1450).

Section 24-124 (a)(6) of the County Code authorizes the Planning Board to consider traffic mitigation procedures or transportation facilities mitigation plans (TFMPs). TFMPs allow development to proceed in certain areas where unacceptable transportation service levels are present, such as the US 301 corridor. “The applicant’s TFMP shall recommend improvements which will eliminate at least 150 percent of the development-generated critical lane volume at the critical intersections or reduce the critical lane volume to 1,450.”

The applicant’s traffic consultant proposed the following improvements to meet the requirements of the TFMP:

Phase I (Residential Component)

Construct a second northbound left turn lane from US 301 to westbound Mitchellville Road.

Phase II (Commercial Component)

Construct a westbound right turn lane from Queen Anne Bridge Road to northbound US 301.

These improvements are proposed as mitigation in accordance with the *Guidelines for Mitigation Action* and the requirements of that portion of Section 24-124. The applicant proposes to employ mitigation by means of Criterion 3 in the *Guidelines for Mitigation Action*, which was approved by the District Council as CR 29-1994.

The table below shows the effect of implementing these improvements at the intersection of US 301 and Mitchellville Road. The improvements must reduce the CLV below 1,450 and/or mitigate at least 150 percent of the development's impact.

IMPACT OF MITIGATION				
Intersection	LOS and CLV (AM & PM)		CLV Difference (AM & PM)	
US 301 and Mitchellville Road				
Background Conditions	D/1,438	F/1,669		
Total Traffic Conditions	E/1,475	F/1,696	+37	+27
Total Traffic Conditions with Mitigation	D/1,449*	F/1,631	-26	-65
*Note that the proposed improvement reduces the CLV during the AM peak hour below CLV 1,450.				

As the CLV at US 301 and Mitchellville Road is between 1,600 and 1,813 during the PM peak hour, the proposed mitigation action must mitigate at least 150 percent of the trips generated by the subject property, according to the guidelines. The above table indicates that the proposed action would mitigate in excess of 200 percent of the site-generated trips during the PM peak hour, and it would provide LOS D (the policy LOS within the Developing Tier) during the AM peak hour. Therefore, the proposed mitigation at US 301 and Mitchellville Road meets the requirements of Section 24-124(a)(6)(B)(i) of the Subdivision Ordinance in considering traffic impacts.

The Phase I improvements reduce the CLV below 1,450 during the AM peak hour and/or mitigate 150 percent of this phase's development, i.e., the residential component. The Phase II improvements reduce the CLV below 1,450 during the AM peak hour and/or mitigate more than 150 percent of this phase's development, i.e., the commercial component during the PM peak hour.

The mitigation plan was received by DPW&T and SHA. DPW&T had no specific comments. SHA has not provided comments to date. Unless a written indication is received from SHA expressing acceptance of the mitigation proposed at this location prior to the Planning Board hearing, the transportation staff cannot recommend approval based on this mitigation action.

Site Plan Comments

Access to the residential lots will be from Ayrwood Lane via Mitchellville Road. This is acceptable. There will be no access from US 301 to the residential lots. The applicant is proposing access from US 301 to the proposed auto dealership via a proposed public street outside and just north of the property. If granted, this access point would be right-in/right-out only, which staff supports. Staff has learned that the applicant may consider an alternative access point along US 301 if the north entrance point will not be viable. Such an access point would be

restricted to right-in/right-out turning movements and would require a variation request. SHA will also have to approve any new access points along US 301.

The applicant may be required to provide frontage and/or safety improvements along US 301, if required by SHA. The applicant may also be required to provide any necessary acceleration and deceleration lanes at the site entrance if required by SHA.

Master Plan Comments

US 301 is designated as A-61 and F-10 in the Bowie & Vicinity Master Plan (2006). Mitchellville Road is designated as C-304 with 80 feet of right-of-way and four lanes of traffic. Sufficient rights-of-way along US 301 and Mitchellville Road exist to accommodate the master plan recommendation; therefore, no further dedication is required of this plan.

Transportation Staff Conclusions and Recommendations

If a written indication is not received from SHA prior to the Planning Board hearing that accepts and/or concurs with the mitigation proposed at US 301 and Mitchellville Road, transportation staff cannot recommend approval of this application.

RECOMMENDATION

Staff recommends **DISAPPROVAL** due to the lack of concurrence by the State Highway Administration (SHA) with the applicant's proposed mitigation plan. In the alternative, staff recommends the applicant grant a waiver of the 70-day review period and seek a **CONTINUANCE** until such time as the SHA comments are received.