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Preliminary Plan 4-07019

Application	General Data
Project Name: HOLY CROSS PBS CHURCH Location: South of the intersection Central Avenue and Addison Road, fronting on the east side of Addison Road. Applicant/Address: Century Engineering, Inc. 10710 Gilroy Road Hunt Valley, MD 21031 Property Owner: Holy Cross PBS Church, Inc.	Date Accepted: 11/2/07
	Planning Board Action Limit: 4/4/08
	Plan Acreage: 9.83
	Zone: R-T (DDOZ)
	Gross Floor Area: 52,500
	Lot: 0
	Parcels: 1
	Planning Area: 75A
	Tier: Developed
	Council District: 07
	Election District: 18
	Municipality: N/A
	200-Scale Base Map: 201SE06

Purpose of Application	Notice Dates
INSTITUTIONAL USE SUBDIVISION	Adjoining Property Owners Previous Parties of Record 09/24/07 Registered Associations: (CB-58-2003)
	Sign(s) Posted on Site and 02/26/08 Notice of Hearing Mailed:

Staff Recommendation			Staff Reviewer: Whitney Chellis
APPROVAL	APPROVAL WITH CONDITIONS	DISAPPROVAL	DISCUSSION AND REQUEST FOR CONTINUANCE
			X

THE MARYLAND-NATIONAL CAPITAL
PARK AND PLANNING COMMISSION

PRINCE GEORGE'S COUNTY PLANNING BOARD

STAFF REPORT

SUBJECT: Preliminary Plan of Subdivision 4-07019
Holy Cross PBS Church, Parcel A

OVERVIEW

This preliminary plan of subdivision was accepted on November 2, 2007, and the case was heard at the Subdivision Review Committee meeting of November 30, 2007. At that meeting staff advised the applicant that a traffic study would be required in order to evaluate the proposed development for the adequacy of transportation facilities. Staff advised the applicant that the traffic study was required no less than 45 days prior to the tentative January 17, 2008, Planning Board hearing. On December 5, 2007, the applicant submitted a waiver to the 70-day mandatory action time frame, and the applicant was informed that the case was scheduled for a new tentative Planning Board hearing of March 27, 2008. The application is currently in the second 70 days of the 140-day mandatory action time frame which expires on April 4, 2008.

On February 15, 2008, the applicant submitted the traffic study. On February 26, 2008, the applicant posted the property for the scheduled public hearing on March 27, 2008. Staff advised the applicant that the traffic study was submitted less than 45 days prior to the hearing which is necessary for the study to be referred out and reviewed by the appropriate agencies. At the posting of the property staff advised the applicant that we would endeavor to review the study and provide a recommendation for the March 27, 2008, Planning Board hearing, but if the referral agencies had not responded, staff would request a one week continuance to the last hearing date within the 140-day mandatory action time frame.

Staff would note that a preliminary plan of subdivision for this property was previously approved by the Planning Board, which is consistent with the subject application, but which expired. Staff believes that with adequate time to review, the operating agencies may find that adequate transportation facilities exist to serve the development proposed. Therefore, while not the policy of the Planning Board, staff would recommend that this case be continued to the last Planning Board hearing date within the mandatory action time frame, in order to allow adequate time to review. If the Planning Board finds that it is not appropriate to continue the case, staff would be compelled to recommend disapproval of this preliminary plan of subdivision because adequate transportation facilities have not yet been found.

The subject property consists of approximately 9.83 acres of land in the R-T Zone, within the limits of the Addison Road Metro (ARM) Town Center Development District, in the Developed Tier. The property is found on Tax Map 73, Grid C-2, in Capitol Heights. The property is currently identified as Parcel 151, and improved with a single-family dwelling unit which is to be razed. Section 24-107(c)(7) of the Subdivision Regulations requires a preliminary plan for an acreage parcel when new development exceeds 5,000 square feet of gross floor area. The traffic study submitted with this preliminary plan of subdivision application proposes a church with 52,500 square feet of gross floor area for a 1,000-seat sanctuary, a 200-student day care center and a 50-person senior day care center.

The property was previously the subject of two preliminary plans; 4-00005 was withdrawn by the applicant, and 4-01051 was approved by the Planning Board in 2001 (PGCPB Resolution 01-241) and subsequently expired. Both of those preliminary plan applications were consistent with the current application and proposed the construction of a church and related structures.

The property is located on the west side of Addison Road, south of Central Avenue, and is within Subarea 4 of the town center of the 2000 *Approved Sector Plan and Sectional Map Amendment for the Addison Road Metro Town Center and Vicinity*. The site is also within the Development District Overlay Zone (DDOZ) and is therefore subject to detailed site plan (DSP) approval by the Planning Board in accordance with Part 3, Division 9 of the Zoning Ordinance. At the time of DSP review conformance with the DDOZ and ARM plan development standards will be determined. Review will include the location of structures, landscaping, and architectural review.

The property has frontage on Addison Road to the east and Zelma Avenue and Foy Place to the north. The applicant is proposing to dedicate an additional 60-foot-wide right-of-way along the north property line to connect Zelma Avenue and Addison Road. Access to the site will be via this new dedicated public right-of-way, and therefore, the applicant has proposed to provide for the implementation of the Addison Road Metro Town Center (ARM plan) grid road network along the north property line and along the southwest property line. The final plat of subdivision will provide for the dedication of these rights-of-way.

SETTING

The subject property is located on the west side of Addison Road South, approximately 1,350 feet south of its intersection with MD 214 and north of Walker Mill Road. The property is west, across Addison Road from the Saint Margarets Elementary School. North of the property is both C-S-C-zoned property fronting Addison Road and R-55 -zoned land (west of the C-S-C Zone) developed with single-family dwellings. West of the property is R-T-zoned land that is currently under development in accordance with the ARM plan and the DDOZ overlay, and is known as Brighton Place (DSP-04082). Brighton Place is proposed to be developed with single-family and townhouse dwelling units. To the south is R-55-zoned land owned by Prince George's County and developed with a homeless shelter.

FINDINGS AND REASONS FOR STAFF RECOMMENDATION

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

Zone Use(s)	EXISTING	PROPOSED
	R-T (ARM/DDOZ) Residential	R-T (ARM/DDOZ) Church (52,500) 1,000 seats, 200-student day care center, 50- person senior day care center
Acreage	9.83	9.83
Parcels	1	1
Dwelling Units:		
Detached	1	0
Public Safety Mitigation Fee		No

2. **Environmental**—The Environmental Planning Section previously reviewed this Preliminary Plan 4-01051 and Type I Tree Conservation Plan TCPI/003/00. The current application proposes one R-T-zoned parcel totaling 9.83 acres.

Site Description

The site drains into unnamed tributaries of the Anacostia River watershed in the Anacostia River basin. The site contains no sensitive environmental features such as streams, wetlands, and 100-year floodplain. Addison Road is an arterial roadway. Because no residential uses are proposed for this subdivision, noise mitigation is not required. The primary soil type found to occur on the subject property according to the Prince George's County Soils Survey is the Collington and Westphalia series. Based on the information obtained from the Maryland Department of Natural Resources Natural Heritage Program, there are no rare, threatened or endangered species found to occur in the vicinity of this property. There are no designated scenic and historic roads adjacent to this property. This property is located in the Developed Tier as delineated on the approved General Plan.

Master Plan Conformance

The subject property is located within the Addison Road Metro Town Center sector plan. The environmental requirements for woodland preservation, stormwater management, and noise are addressed below. There are no other specific environmental recommendations or design standards that require review for conformance.

Countywide Green Infrastructure Plan

The site is not located within the designated network of the *Countywide Green Infrastructure Plan*.

Environmental Review

A signed natural resource inventory (NRI/052/07) dated August 8, 2007, was submitted with the application package. There are no streams, wetlands, and 100-year floodplain located on the property. The FSD indicates two forest stands totaling 2.62 acres. Three specimen trees were identified and are proposed to be removed. The required information on the NRI is correctly shown on the preliminary plan and the Type I tree conservation plan.

This property is subject to the provisions of the Prince George's County Woodland Conservation Ordinance because it has a previously approved tree conservation plan (TCPI/003/00). The revised Type I Tree Conservation Plan, TCPI/003/00-01, has been reviewed and was found to conform to the requirements of the Woodland Conservation Ordinance.

The woodland conservation threshold for this site is 1.97 acres and the total requirement is 4.10 acres. The plan proposes to meet this requirement with 4.10 acres of off-site mitigation, which is appropriate on this site because there are no sensitive environmental features on the site, and it is located within the Developed Tier.

Several technical revisions are required to the tree conservation plan. The limits of disturbance are not shown on the plan and the woodland conservation area management notes provided on Sheet 2 of the plan should be removed because this information is only required on a TCPII. The plan should correct the Type I tree conservation plan notes and show the critical root zone for each specimen tree. The plan should also eliminate the slopes symbols from the plan so that the plan is more readable.

Water and Sewer Categories

The water and sewer service categories are W-3 and S-3 according to water and sewer maps obtained from the Department of Environmental Resources dated June 2003, and will therefore be served by public systems.

3. **Community Planning**—The subject property is located within the *Approved Sector Plan and Sectional Map Amendment for the Addison Road Metro Town Center and Vicinity* dated October 2000, in Planning Area 75A in the Addison South subarea. The concept for the ARM Town Center is to create a pedestrian-oriented, mixed-use town center to serve the local community and Metro riders. A ■Public/Quasi Public and Residential/Low Urban■ land use is indicated for the property in the ARM plan in response to the church's proposal, which was known at the time of the ARM plan preparation. The church is located in a proposed high-quality, single-family neighborhood at both medium- and low- urban densities. Single-family attached residential uses are recommended for the property if the proposed church is not constructed.

The ARM plan includes specific recommendations for street standards. Two Type II residential streets (60-foot right-of-way) are proposed for the property, one located on the northern property line and one bisecting the southwestern portion of the property. These streets are parts of an interconnected road network that is proposed for the town center. This includes the urban boulevard on Addison Road South and a grid network of internal roads to serve the Addison South subarea and connections to Metro West to the north.

The responsibility for proposed road and trail dedications and construction were evaluated during the review of the previously submitted preliminary plan of subdivision for this property (4-00005) in early 2000, and then again in 2001 with the review and approval of preliminary plan 4-01051 (PGCPB Resolution 01-241). The current preliminary plan of subdivision reflects the dedication for the urban boulevard (Addison Road South) and portions of the grid road network. The Type II curved road which was proposed to bisect the western portion of the property in the sector plan has been relocated and approved as a part of the Brighton Place preliminary plan (4-04011) and detailed site plan (DSP-04082), while preserving the circulation for these properties envisioned.

Staff has found that the preliminary plan does conform to the the Addison Road Metro Town Center and vicinity sector plan.

4. **Urban Design**—The property is located on the west side of Addison Road, south of Central Avenue, and is within Subarea 4 of the town center of the approved 2000 Addison Road Metro Town Center and vicinity sector plan and sectional map amendment. The site is also within the Development District Overlay Zone (DDOZ) and is therefore subject to detailed site plan approval by the Planning Board.

Conformance with the *Landscape Manual*

The development as proposed will require conformance to Section 4.2, Commercial and Industrial Landscaped Strip Requirements; Section 4.3, Parking Lot Requirements; and Section 4.4, Screening Requirements of the *Landscape Manual*. The site's conformance with the *Landscape Manual* will be reviewed at time of detailed site plan.

Design Issues

When a detailed site plan is reviewed for the site, it will have to meet the standards of the Addison Road Metro Town Center DDOZ. The DDOZ standards include a number of requirements with regard to site design, architecture, parking, signage, and streetscapes. These requirements should be thoroughly addressed when the detailed site plan is submitted.

The preliminary plan currently shows a 40-foot building restriction line along all sides of the property, which is not the setback required by the R-T Zone, the ARM plan or the DDOZ. Both the preliminary plan of subdivision and the Type I tree conservation plan also show this setback information in the general notes. Because the property is within the DDOZ, it is subject to build-to line requirements which supersede the front yard setback. The DDOZ standards specifically require that commercial and institutional buildings (including churches) that front on Addison Road are subject to a front build-to line of 10–15 feet from the right-of-way. At the time of detailed site plan review, the project will need to demonstrate that it meets this requirement.

The Type I tree conservation plan includes a potential building and site layout for the property. This layout shows the proposed buildings laid out around the west, south and east sides of the site, focusing on a central parking lot that is adjacent to Hanlon Street and Foy Place along the north side of the site. The DDOZ standards also specify that surface parking lots should be located to the side or rear of buildings in order to reduce the visual impact of parked cars and pavement adjacent to roads. If the parking lot is constructed next to the street, the DDOZ standards could require that the parking lot be screened from the road by a four-foot-wide landscape strip with a low masonry wall.

In addition, the Type I tree conservation plan shows a stormwater management area in the southeast corner of the site. The location in the southeast corner of the site is in close proximity to Addison Road. As this site is part of the Addison Road Metro Town Center, a typical above-ground stormwater management pond could constitute a disruption of the desired urban character along Addison Road. The applicant should utilize underground stormwater management facilities that are in accordance with the requirements of the Department of Public Works and Transportation in order to remain consistent with the urban character to be developed along Addison Road.

5. **Parks and Recreation**—In accordance with Section 24-134(a) of the Subdivision Regulations the proposed preliminary plan of subdivision is exempt from the requirement of mandatory dedication of parkland because the parcel being created is greater than one acre in size and is a nonresidential use.
6. **Trails**—The approved Addison Road Metro Town Center and vicinity sector plan recommends that Addison Road be constructed as an urban boulevard with improvements such as street lighting, signage, street trees, pedestrian sidewalks, bike lanes, and crosswalks. The sector plan recommends that Addison Road be a Type I street section with sidewalks and designated bike lanes. The sidewalks should be a minimum of five feet wide and the bike lanes should be designed in accordance with AASHTO guidelines.

In addition, the plan recommends a residential road across the northern boundary of the subject property in keeping with the town center concept. This should be a Type II residential roadway and should include a minimum of five-foot wide sidewalks constructed on both sides of the road. The plan also recommends that on-street parking or bike lanes also be provided. If bike lanes are included, they should be provided on both sides of the road, in conformance with the AASHTO

guidelines. Staff recommends trail development in conformance with the standards and design guidelines contained in the ARM plan dated October 2000. Conformance to these standards will be determined at the time of detailed site plan review.

7. **Transportation**—On November 30, 2007, staff requested a traffic study and advised the applicant that traffic studies submitted less than 45 days prior to the scheduled Planning Board hearing date may result in a change in the scheduled hearing date. A traffic study was submitted on February 15, 2008, and is currently under review. Staff requests a one-week continuance that would allow staff time to coordinate the review of the study with the State Highway Administration and the Department of Public Works and Transportation
8. **Schools**—This preliminary plan does not propose residential dwelling units. There are no anticipated impacts on schools.
9. **Fire and Rescue**—The Historic Preservation and Public Facilities Planning Section has reviewed this subdivision plan for adequacy of fire and rescue services in accordance with Section 24-122.01(d) and Section 24-122.01(e)(1)(B)-(E) of the Subdivision Ordinance and found the following:
 - a. The existing engine service at Capitol Heights Fire Station, Company 5, located at 6061 Central Avenue, has a service travel time of 2.08 minutes, which is within the 3.25-minute travel time guideline.
 - b. The existing paramedic service at Silver Hill Fire Station, Company 29, located at 3900 Silver Hill Road, has a service travel time of 9.42 minutes, which is beyond the 7.25-minute travel time guideline.
 - c. The existing ladder truck service at Capitol Heights Fire Station, Company 5, located at 6061 Central Avenue, has a service travel time of 2.08 minutes, which is within the 4.25-minute travel time guideline.

The existing paramedic service located at Silver Hill, Company 29, is beyond the recommended travel time guideline. The nearest fire station Capitol Heights, Company 05 is located at 6061 Central Avenue, which is 2.08 minutes from the development. This facility would be within the recommended travel time for paramedic service if an operational decision to locate this service at that facility is made by the county.

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

10. **Police Facilities**—The approved 2002 General Plan addresses the provision of public facilities that will be needed to serve existing and future county residents. The plan includes planning guidelines for police facilities and are as follows:

Station space per capita: 141 square feet per 1,000 county residents

The police facilities test is done on a countywide basis in accordance with the policies of the Planning Board. There are 267,660 square feet of space in all of the facilities used by the Prince George's County Police Department and the latest population estimate is 825,520. Using the standard of 141 square feet per 1,000 residents, 116,398 square feet of space for police facilities

are needed. The current amount of space available, 267,660 square feet, is above the guideline. The proposed development is within the service area for Police District III, Palmer Park.

11. **Health Department**— The subject property is improved with an existing dwelling unit which is served by private well and septic systems. The existing shallow well should be backfilled and sealed in accordance with the Code of Maryland Regulation 26.01.01 by a licensed well driller or witnessed by a representative at the time the dwelling is razed, and demonstrated prior to the issuance of grading permits.
12. **Stormwater Management**—The Department of Public Works and Transportation (DPW&T) has determined that on-site stormwater management is required. A Stormwater Management Concept Plan, #13505-2001-01, was approved with conditions to ensure that development of this site does not result in on-site or downstream flooding. Development must be in accordance with the approved plan.
13. **Historic**—The subject property is located to the east of a small tributary to Watts Branch between two unnamed streams that flow into Broad Creek. The subject property is located roughly 200 feet east of the small tributary. Prehistoric sites have been found in similar settings and the probability of identifying prehistoric archeological resources is moderate.

An examination of aerial photographs and tax records indicates that the current house on the property was built in 1926. The subject property was part of the larger land holdings of John E. Berry, Jr. during the mid-to late-19th century. John E. Berry's residence is shown near the subject property in the 1861 Martenet map. John E. Berry, Jr. is listed as a slave owner in the 1850 and 1860 census records. Although the property has been occupied and built on in the early 20th century to the present, intact archeological deposits may still be on the property.

Two archeological sites, 18PR38 and 18PR839, have been identified within a one-mile radius of the subject property. Both sites are related to a 20th- century-farmstead that was located on the former property of Albert Berry. Two county Historic Sites, PG:72-007-02 St. Margaret's Church and PG:72-020, a D.C. Boundary Marker, are also located within a one-mile radius of the subject property. The probability of the subject property containing significant archeological sites is moderate.

In accordance with the Planning Board's directives, as described in the *Guidelines for Archeological Review*, May 2005, and consistent with Subtitle 24-104, 121(a)(18), and 24-135.01, the subject property should be the subject of a Phase I archeological investigation to identify any archeological sites that may be significant to the understanding of the history of human settlement in Prince George's County, including the possible existence of slave quarters and slave graves, as well as archeological evidence of the presence of Native American peoples.

Staff requested a Phase I archeological investigation for the entire property with this preliminary plan application. The Phase I (Identification) archeological investigations, according to the Planning Board's *Guidelines for Archeological Review* (May 2005), were submitted on March 12, 2008, and therefore did not provide adequate time for staff to review the study prior to the writing of the staff report. Therefore, staff is recommending that the submitted Phase I archeological investigation be required as a submittal requirement with the detailed site plan. If archeological sites are identified there would be no impact to any lotting pattern because the applicant is proposing to create one parcel. The detailed site plan would be the appropriate vehicle to evaluate the findings of the report and ensure that the building locations, which are the subject of the DSP, be placed appropriately if preservation in place is recommended.

14. **Nonresidential Use**—The subject property is zoned R-T (DDO). While the subject application is not proposing any residential development, the current zoning does permit residential uses subject to the appropriate approvals being in place. If those approvals were obtained a new preliminary plan should be approved. Because there exist different adequate public facility tests and there are considerations for recreational components for residential subdivisions, a new preliminary plan should be required if residential development is to be considered.

RECOMMENDATION

Staff recommends APPROVAL of a one-week continuance.