

PRINCE GEORGE'S COUNTY Planning Department

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Preliminary Plan of Subdivision Fairview Manor

4-24016

REQUEST	STAFF RECOMMENDATION
This case was continued from the Prince George's County Planning Board hearing date of	With the conditions recommended herein:
February 20, 2025 to March 27, 2025.	 Approval of Preliminary Plan of Subdivision 4-24016
Two lots for single-family detached development.	 Approval of Type 1 Tree Conservation Plan TCP1-033-2024 Approval of a Variance to Section 27-442(d)

Location: Southwest of the intersection of My Mollies Pride Drive and Fairview Vista Drive.				
Gross Acreage:	9.90	B	RCE C	
Zone:	RE			
Zone Prior:	R-E			
Reviewed per prior Subdivision Regulations:	Section 24-1900	WA		
Dwelling Units:	2			
Lots:	2	Planning Board Date:	03/27/2025	
Parcels:	0	Planning Board Action Limit:	05/06/2025	
Planning Area:	71A	Flamming Board Action Limit.	03/00/2023	
Council District:	06	Mandatory Action Timeframe:	140 days	
Municipality:	N/A	Staff Report Date:	03/13/2025	
Applicant Address: Fairview Manor LLC 4600 Fairview Vista Drive Bowie, MD 20720		Date Accepted:	12/02/2024	
		Informational Mailing:	09/12/2024	
Staff Reviewer: Jason Bartlett Phone Number: 301-780-2465 Email: Jason.Bartlett@ppd.mncppc.org		Acceptance Mailing:	11/26/2024	
		Sign Posting Deadline:	01/21/2025	

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THE MARYLAND-NATIONAL CAPITAL PARK AND PLANNING COMMISSION

PRINCE GEORGE'S COUNTY PLANNING BOARD

STAFF REPORT

SUBJECT: Preliminary Plan of Subdivision 4-24016

Type 1 Tree Conservation Plan TCP1-033-2024

Variance to Section 27-442(d)

Fairview Manor

OVERVIEW

The subject site consists of one 9.9-acre parcel, known as Parcel 43, as described in the Prince George's County Land Records in Liber 48347 at folio 255. The subject property is located in the Residential Estate (RE) Zone and Aviation Policy Area 6 (APA-6). However, this application is being reviewed in accordance with the Prince George's County Zoning Ordinance and Prince George's County Subdivision Regulations effective prior to April 1, 2022 (the "prior Zoning Ordinance" and "prior Subdivision Regulations"), pursuant to Section 24-1900 *et seq.* of the current Subdivision Regulations. Therefore, this application is reviewed pursuant to the standards of the prior version of the Residential Estate (R-E) Zone, which was effective prior to April 1, 2022. The property is further subject to the 2022 *Approved Bowie-Mitchellville and Vicinity Master Plan and Sectional Map Amendment* (master plan).

This preliminary plan of subdivision (PPS) application proposes two lots for residential use; specifically, two single-family detached dwelling units on two lots. Proposed Lot 1 will contain the existing Prince George's County designated historic site, known as Fairview and Cemetery (71A-013). The existing structures on-site, including the historic house and two extant outbuildings, one of which is a circa-1800 smokehouse, will remain on Lot 1. One shed, located along the eastern edge of the site and adjacent to Goodloes Promise Drive, is proposed to be razed. Lot 2 is proposed for the development of a new single-family detached dwelling unit.

In addition, the PPS proposes utilization of private easements to serve the two proposed lots, pursuant to Section 24-128(b)(1) of the Subdivision Regulations, which is further discussed in finding 12 (Private Easements) of this technical staff report.

The applicant also filed a variance to Section 27-442(d) of the prior Zoning Ordinance for frontage at the front street line, which is less than the minimum required width of 50 feet, for both proposed lots. This variance is requested in conjunction with the use of private easements to access the proposed lots and is discussed further in Finding 13 (Variance Request) of this technical staff report.

Staff recommend **approval** of the PPS and Type 1 tree conservation plan, **approval** of the variance to Section 27-422(d), and support the use of private easements to serve the two proposed lots, based on the findings contained in this technical staff report.

SETTING

The site is located on Tax Map 54 in Grid A1 and Tax Map 46 in Grid A4 and is within Planning Area 71A. The site is located southwest of the intersection of My Mollies Pride Drive and Fairview Vista Drive. The subject site is surrounded by open space parcels associated with single-family residential development in the Legacy Mixed-Use Community (LMXC) Zone (prior Mixed-Use Community (M-X-C) Zone). This surrounding development, known as Fairwood, was created around the historic site. Several easements were recorded through the adjoining open space parcels, to benefit the historic site parcel, including two, 22-foot-wide ingress and egress easements for access to a public street and stormdrain easements. These existing access easements are proposed to provide access to the two proposed lots.

FINDINGS AND REASONS FOR STAFF RECOMMENDATION

1. Development Data Summary—The following information relates to the subject preliminary plan of subdivision (PPS) application and the evaluated development.

	EXISTING	EVALUATED
Zone	RE	R-E
Use(s)	Residential	Residential
Acreage	9.9	9.9
Dwelling Units	1	2
Gross Floor Area	7,680 sq. ft.	0
Parcels	1	0
Lots	0	2
Outlots	0	0
Variance	No	Yes
		Section 27-442(d)
Variation	No	No

The subject PPS was accepted for review on December 2, 2024. Pursuant to Section 24-119(d)(2) of the prior Subdivision Regulations, the PPS was reviewed by the Subdivision and Development Review Committee (SDRC), which held a meeting on January 17, 2025, at which comments were provided to the applicant. The variance from Section 27-442(d), requested by the applicant in their statement of justification (SOJ) dated October 14, 2024, was also reviewed at the SDRC meeting on January 17, 2025. Pursuant to Section 24-119(d)(4) of the prior Subdivision Regulations, the applicant submitted a letter on January 27, 2025, granting a waiver of the 70-day review period. Revised plans and information were received on January 13, 2025, as was a revised supplemental SOJ to provide further justification in addressing the criteria of approval for a variance from Section 27-442(d), all of which were used for the analysis contained herein.

2. **Previous Approvals**—The property comprising the subject site was previously approved under PPS 4-21047, Chance Academy, on July 28, 2022 (PGCPB Resolution No. 2022-84). PPS 4-21047 approved one parcel for 26,130 square feet of institutional development (private school with a maximum of 80 students). However, prior to platting the property in

4-24016

conformance with the preliminary plan, the property was sold to the current owner. If this preliminary plan is approved by the Planning Board, it will supersede the prior PPS.

3. Community Planning—The 2014 *Plan Prince George's 2035 Approved General Plan* (Plan 2035) and conformance with the master plan are evaluated, as follows:

Plan 2035

Plan 2035 places the subject property in the Established Communities Growth Policy Area. Plan 2035 classifies existing residential neighborhoods and commercial areas served by public water and sewer outside of the regional transit districts and local centers, as Established Communities. Established communities are most appropriate for context-sensitive infill and low- to medium-density development. Plan 2035 recommends maintaining and enhancing existing public services (police and fire/EMS), facilities (such as libraries, schools, parks, and open space), and infrastructure in these areas (such as sidewalks) to ensure that the needs of existing residents are met" (page 20).

Staff find that the proposed PPS is consistent with Plan 2035, which, in part, recommends context-sensitive infill and low- to medium-density development, as proposed with this two-lot, single-family detached subdivision.

Master Plan

The master plan recommends residential low land uses on the subject property (page 50). Residential low land use is defined as densities between 0.5 and 3.5 dwelling units per acre, consisting primarily of single-family detached dwellings (page 49), which is consistent with the Residential-Estate (R-E) Zone, allowing up to 1.08 dwelling units per acre (DU/A).

Staff find the subdivision of Parcel 43 results in two large residential lots, with one lot retaining an existing historic dwelling. Given the presence of a County-designated Historic Site (71A-013 Fairview and Cemetery), a low density, large-lot subdivision maintains an adequate environmental setting for the historic Fairview house and is in conformance with the master plan.

In addition, the applicant shall conform to the following policy to help advance the intent and purpose of the plan. The text in **bold** is text from the master plan, followed by staff analysis on plan conformance in plain text.

Community Heritage, Culture, and Design Policies AREAWIDE

Policy HD 1 Encourage and support efforts to revitalize and preserve historic sites (page 160).

Given the presence of a County-designated Historic Site (71A-013 Fairview and Cemetery), a low-density subdivision is desired to maintain an adequate environmental setting for the historic Fairview house.

Aviation/Military Installation Overlay Zone

This application is not located within the Military Installation Overlay Zone. The property is located in Aviation Policy Area APA-6, which allows for the same development densities and

intensities as in the underlying zone, and requires every application demonstrate compliance with the height restriction, which is 50 feet.

4. **Stormwater Management**—An application for a major subdivision must include an approved stormwater management (SWM) concept plan, or indication that an application for such approval has been filed with the appropriate agency or municipality having approval authority. An approved Site Development Concept letter and plan (P03295-2024-SDC) were submitted with this application. The approved plan shows the use of a bioswale for SWM.

Staff find that development of the site, in conformance with the SWM concept approval and any subsequent revisions, will ensure that no on-site or downstream flooding occurs. Therefore, this PPS satisfies the requirements of Section 24-130 of the prior Subdivision Regulations.

5. Parks and Recreation—This PPS was reviewed and evaluated for conformance with the requirements and recommendations of Plan 2035, the master plan, the 2022 Land Preservation, Parks and Recreation Plan for Prince George's County, the 2013 Formula 2040: Functional Master Plan for Parks, Recreation and Open Space; and the prior Subdivision Regulations, as they pertain to public parks and recreational facilities. Staff find this preliminary plan of subdivision conforms to the master plan per Section 24-121 (a)(5) of the prior Subdivision Regulations. The proposed development has no impact on the master plan park and open space recommendations.

In accordance with Section 24-134(a)(3)(B) and (C) of the prior Subdivision Regulations, the subject subdivision is exempt from mandatory dedication of parkland requirements because currently one dwelling legally exists and because the lots being created are in a one-family zone and are more than 1.0 acre in size.

6. Transportation (pedestrian, bicycle, and vehicular)—This PPS was reviewed for conformance with the master plan, the 2009 *Approved Countywide Master Plan of Transportation* (MPOT), and the Subdivision Regulations, to provide the appropriate transportation recommendations.

Master Plan Right-of-Way

The site is not adjacent to any right-of-way (ROW) identified in the MPOT. No dedication of ROW is required from this PPS. Access to the property is proposed from Fairview Vista Drive at two locations, one serving each proposed lot, with an existing 22-foot-wide access easement.

Master Plan Conformance

The master plan contains the following recommendations:

Transportation and Mobility Goals

Goal 4. There is a comprehensive trail network that connects key centers and destinations and provides multimodal options for residents and visitors alike. (page 106)

Policies and Strategies

Policy TM 3: Enhance active transportation infrastructure to create greater quality of life and attract businesses and employees. (page 113)

TM 3.1: Ensure all streets in Bowie-Mitchellville and Vicinity's Centers and Established Communities have sidewalks. (page 113)

There is an existing sidewalk along Fairview Vista Drive, to provide pedestrian access, and the proposed PPS aligns with this policy. However, due to the nature of this PPS, no other master plan recommendations are applicable to the subject property. The proposed project does not require any changes to advance the intent and purpose of the master plan, as it aligns with the recommendations for future land use, density, and infrastructure.

TM 10.3: Provide roadway, transit, bicycle, and pedestrian facilities that equitably enhance safety across all communities as well as across each mode so that all people can achieve equal safety outcomes. (page 127)

A bicycle and pedestrian facility exists along the frontage of Fairview Vista Drive that meets the recommendations of the master plan and provides a continuous path and links to nearby destinations within the neighborhood. Staff find the existing facility to be acceptable and meets the intent of the master plan policies.

Master Plan Pedestrian and Bike Facilities

Fairview Vista Drive has an existing side path along the frontage of the property. The MPOT includes the following goal and policies regarding sidewalk and bikeway construction, and the accommodation of pedestrians and bicyclists (MPOT, pages 7–8):

- Goal: Provide a continuous network of sidewalks, bikeways and trails that provide opportunities for residents to make some trips by walking or bicycling, particularly to mass transit, schools, employment centers, and other activity centers.
 - Policy 2: Provide adequate pedestrian and bicycle linkages to schools, parks, recreation areas and employment centers.
 - Policy 5: Plan new development to help achieve the goals of this master plan.

A sidewalk exists along the frontage of Fairview Vista Drive that meets the recommendations of the MPOT and provides a continuous path and links to nearby destinations within the neighborhood. Staff find the existing facility to be acceptable and meets the intent of the MPOT policies.

Site Access

Section 24-128 of the prior Subdivision Regulations provides requirements regarding

private roads and easements.

Section 24-128 - Private roads and easements

- (b) The Planning Board may approve preliminary plans of development containing private roads, rights-of-way, alleys, and/or easements under the following conditions:
 - (1) In the O-S, R-A, R-E, and R-R Zones, a private right-of-way easement may be deemed adequate by the Planning Board if no more than four (4) lots are to be served by the easement, or in Sustainable Growth Tier IV no more than seven (7) lots and a remainder agricultural parcel(s), subject to the following criteria:
 - (A) Such easement shall have a minimum right-of-way width of twenty-two (22) feet connecting the lots to a public road;

Access to the proposed lots will be served by two, 22-foot-wide ingress/egress easements connecting to Fairwood Vista Drive. These easements were recorded in the Prince George's County Land Records in Book 22141, page 438, as reflected on Plat Book REP 201, Plat 36, and provide the proposed lots with direct access to a public street through adjoining open space Parcel C (Plat Book REP 201, Plat 36, Fairwood). Staff find that the overall access, circulation, and proposed roadway configurations are acceptable.

Based on the preceding findings, staff find that adequate transportation facilities will exist to serve the proposed subdivision, as required in accordance with Section 24-124 of the prior Subdivision Regulations and conform to the master plan.

7. Public Facilities—This preliminary plan of subdivision was reviewed for conformance to the master plan in accordance with Section 24-121(a)(5) of the prior Subdivision Regulations.

Conformance to the Master Plan

The master plan contains Section XIII, Public Facilities, that establishes the following goals for public facilities in the planning area (page 176):

Public Facilities Goals

- 1. All students have quality educational instruction in modern facilities.
- 2. High-quality, well-maintained public facilities catalyze economic development and revitalization, stimulate employment growth, strengthen neighborhoods, and improve quality of life.
- 3. Fire and emergency medical services (EMS) respond areawide in established response times.

The proposed development will not impede achievement of the above-referenced goals. The analysis provided with this technical staff report and approved Certificate of Adequacy,

ADQ-2024-027, illustrates that pursuant to adopted tests and standards, public safety facilities with required mitigation and water and sewer service are adequate to serve the proposed development. There are no master plan police, fire and emergency medical service facilities, public schools, parks, or libraries recommended on the subject property.

The 2008 *Approved Public Safety Facilities Master Plan* also provides guidance on the location and timing of upgrades and renovations to existing facilities and construction of new facilities, however, none of its recommendations affect the subject site.

Water and Sewer

Section 24-122.01(b)(1) of the prior Subdivision Regulations states that "the location of the property within the appropriate service area of the Ten-Year Water and Sewerage Plan is deemed sufficient evidence of the immediate or planned availability of public water and sewerage for preliminary or final plat approval." The 2018 *Water and Sewer Plan* placed this property in the water and sewer Category 4, Adequate for Development Planning. Category 4 comprises "properties inside the envelope eligible for public water and sewer for which the subdivision process is required." Redesignation of the subject property to Category 3, Community System, through the Administrative Water and Sewer Category Change process will be necessary, prior to final plat approval. However, Category 4 is sufficient for PPS approval.

The property is currently serviced by a private water and sewer system. However, the location of the existing well, septic tank, and septic field are not depicted on the PPS. The PPS proposes to abandon the existing well and septic system and connect to public water and sewer service. Any existing well or septic system must meet the processes of abandonment of the Prince George's County Health Department and applicable regulations. In addition, the subject application proposes a water and sewer connection to serve Lot 2, crossing the northwest portion of Lot 1. An easement for this connection shall be established prior to the approval of a final plat.

Capital Improvement Program

The subject project is located in Planning Area 71A. The 2025-2030 Fiscal Year Approved CIP budget does not identify any new construction projects proposed for this area.

8. Public Utility Easement—Section 24-122(a) requires that when utility easements are required by a public company, the subdivider shall include the following statement in the dedication documents recorded on the final plat:

"Utility easements are granted pursuant to the declaration recorded among the County Land Records in Liber 3703 at Folio 748."

The standard requirement for public utility easements (PUEs) is 10-foot-wide along both sides of all public ROWs. The subject site does not front on any public ROWs, and the PPS does not propose any dedication of public ROW.

Private streets, when proposed, also require that 10-foot-wide PUEs be provided along at least one side, in accordance with Section 24-128(b)(12). This PPS does not propose any private streets.

9. **Historic**—The subject property comprises 9.90 acres and is located at 4600 Fairview Vista Drive in unincorporated Bowie. The subject property contains the Fairview Historic Site (71A-013). The subject property is surrounded by open-space parcels associated with the planned development known as Fairwood. The subject application proposes a subdivision to divide one parcel into two residential lots, which the applicant states would allow proposed Lot 1 to retain the historic home and cemetery, and proposed Lot 2 to be conveyed to the Fairwood Community Association for use as an open-space parcel, or in the alternative, to another person or entity for development of a single-family dwelling.

The Prince George's County Historic Preservation Commission (HPC) reviewed the subject application at its February 18, 2025 meeting and voted 5-0-1 to recommend to the Prince George's County Planning Board approval, with one condition. The HPC forwarded the following findings, conclusions, and recommendation for review by the Planning Board for its consideration:

HPC Recommendations

1. Prior to the approval of any building or grading permit affecting Lot 2 for development of a single-family home, the permit applicant shall provide evidence that the Historic Preservation Commission has redetermined the Environmental Setting of the Fairview and Cemetery Historic Site to remove all of Lot 2 from the Environmental Setting.

HPC Findings

1. Fairview is a stately Federal-style dwelling, built ca. 1800 by Baruch Duckett. Duckett willed the property to his son-in-law, William Bowie, whose descendants retained ownership and occupied the residence until at least 2017. Fairview, at one time, was one of the largest slave-holding plantations in the County. One of its most prominent occupants, Oden Bowie (1826-1894), was a lieutenant in the Mexican War, served in the Maryland State Legislature, was elected Governor of Maryland, 1869-1872, and is buried in the family graveyard located a short distance from the house. Bowie was instrumental in the construction of Pope's Creek Railroad through this part of Prince George's County and made Fairview stables an important name in the history of American horseracing. Fairview was determined to be eligible for listing in the National Register of Historic Places in 1996.

The historic dwelling is a two-story, five-bay, central-passage building constructed of brick and clad with stucco. The house is covered with a gable roof, with stepped parapet end walls on either side of paired end chimneys. A single-story porch extends across both the front and rear elevations of the dwelling. Two extant outbuildings, including a circa-1800 smokehouse, are located northwest of the house.

2. The Fairview and Cemetery Historic Site (71A-013) is centrally located within the community of Fairwood. The development surrounds (and landlocks) the property by virtue of four parcels that are owned by the Fairwood Community Association. The historically associated Bowie Family

Cemetery, located east of the Fairview house across Fairview Vista Drive, occupies a separate parcel and is not controlled by the owner/applicant of the subject preliminary plan.

- 3. The subject application proposes to subdivide the existing 9.90-acre parcel into two lots: Lot 1, containing the historic Fairview house, comprising 5.87 acres; and Lot 2, currently unimproved, comprising 4.03 acres. The applicant has submitted a supplemental statement of justification that states that Lot 2 will be developed with a single-family detached dwelling, or sold as a vacant lot for such purpose, only if said lot is not acquired by the Fairwood Community Association for open space. The subject application proposes a water and sewer connection to serve Lot 2, crossing the northwest portion of Lot 1, as well as a 22-foot-wide driveway easement connecting Lot 2 to Fairwood Vista Drive.
- 4. The applicant's supplemental statement of justification (SOJ) states that they have engaged the services of an historic architect and structural engineer to assess the Fairview house and determine a viable pathway for restoration of the structure. The applicant states that they are working with the members of the Fairwood Community Association and other interested stakeholders to create a restoration group for the Fairview house. The applicant further states that they have been applying for grants that may offset the cost to fully restore the historic house.
- 5. In March and April 2021, Phase I archeological testing was completed on the property in connection with a previous subdivision application. A shovel test pit (STP) survey was conducted at 50-foot intervals across the 9.90-acre parcel. A total of 178 STPs were excavated and the historic terrace to the south of and in front of the historic house was mapped. A total of 215 artifacts were recovered from the Phase I survey and ranged in date from the late eighteenth to twentieth centuries. No indigenous resources were identified. Most of the artifacts were recovered near the historic house and the two extant outbuildings.

The survey resulted in the identification of six archeological features representing potential outbuildings and yard deposits. These cultural features included three sub-plow zone brick rubble features that may be remnants of walls or outbuildings, a mid-nineteenth to early-twentieth century trash midden, a stone boundary wall, and a dense late twentieth century concentration of burned glass. The remainder of the property contained a light scatter of nineteenth and twentieth century material.

The artifact deposits and features encountered are associated with the Fairview and Cemetery Historic Site and the occupation of the property by the Bowie family, their enslaved workforce and later, tenant farmers who worked the land and tended to the family's horses and livestock. The cultural deposits identified have the potential to yield significant cultural data regarding the development of the plantation core over time and the history of African Americans, pre- and post-emancipation, who worked on the property.

- 6. Limited Phase II archeological investigations were conducted in January 2024 in the area where Feature 1 was identified during the Phase I excavations. The feature was encountered in both test units excavated, and in seven of the nine excavated STPs. A total of 214 artifacts were recovered, of both domestic and architectural nature, and dated primarily from the late nineteenth and early twentieth centuries. While Feature 1 is located next to a spring head, its artifact assemblage is not consistent with a springhouse and is interpreted to be a mid-twentieth century short-term fill episode to shore up the drainage swale.
- 7. The proposed location of the water/sewer connection for the two lots would impact Features 4 and 6. This impact would be further evaluated with the Historic Area Work Permit application that would be required for any ground disturbance including, but not limited to, Lot 2 being developed with a single-family detached home or Lot 1 connecting to public water and sewer. Feature 4 is located northwest of the historic house between the circa-1800 smokehouse and the early twentieth century building at the western edge of the property. It was determined to be a large midden associated with Fairview during the mid-nineteenth century through the early twentieth century and may provide evidence on the transition of the plantation from a slave-based economy to post-emancipation tenant farming system. Feature 6 is located near the northwest corner of the historic house and is architectural in nature, possibly a pier or footer for an earlier structure or a part of the existing kitchen addition. Both features are deemed to be potentially significant to the National Register-eligible Fairview site.
- 8. At its public meeting on January 21, 2025, the HPC reviewed the subject preliminary plan of subdivision application. At that time, staff recommended that the HPC recommend approval of the application, with the following condition:

In the event Lot 2 is removed from the Environmental Setting of the Fairview and Cemetery Historic Site prior to its development; prior to the approval of a grading or building permit for Lot 2, details of the orientation, massing, height, materials, and design of the proposed construction, and its impact on the integrity of the Fairview and Cemetery Historic Site, shall be reviewed and approved by the Historic Preservation Section of the Planning Department.

The HPC received testimony from the property owner/applicant and their legal counsel in support of the application, as well as written testimony in opposition to the application from Lynn Springer Roberts on behalf of the Prince George's County Historical Society and the Maryland Center for History and Culture. Several commissioners expressed concern regarding the unclear ultimate disposition of the proposed Lot 2 and how the subdivision, if approved, would benefit the Fairview and Cemetery Historic Site. Although there was general support for the conveyance of the property to the Fairwood Community Association for use as open space, potentially with limited improvements, which is the applicant's stated preference,

commissioners were concerned that approval of the subdivision would most likely be followed by a request to reduce the Environmental Setting of the Historic Site and the construction of a single-family dwelling on Lot 2. On a motion by Commissioner Pruden and a second by Commissioner Reff, the HPC voted 4-0-1 (Commissioner Reff voting present) to recommend to the Planning Board disapproval of the subject preliminary plan of subdivision application.

- 9. Subsequent to the January 21, 2025, meeting, the applicant's legal counsel informed Historic Preservation Section staff that it desired to bring the application before the HPC again at its February 18, 2025, meeting. In order to accommodate this rehearing, the applicant requested a continuance of the case before the Planning Board.
- 10. On February 10, 2025, Historic Preservation Section staff received from the applicant a supplemental statement of justification (SOI) that addresses the concerns raised by the HPC during the January 21, 2025 meeting. The SOJ offers several arguments as to how the proposed subdivision would benefit the historic site; namely, that the subdivision would: increase integration of the historic site with the Fairwood community by allowing for reasonable adaptive reuse of the northern portion of the current property; result in regular use and maintenance of the property by the Fairwood Community Association; create a more manageable parcel associated with the historic Fairview house, which will increase its potential for acquisition and rehabilitation; and reduce the financial burden and legal liability of the current owner by allowing the conveyance of Lot 2 to the Fairwood Community Association or another person or entity. The supplemental SOI emphasizes that the acquisition of proposed Lot 2 by the Fairwood Community Association for use as open space is fully dependent upon approval of the subject subdivision application.
- 11. In order to assure the HPC that it would retain the ability to allow or disallow the construction of a single-family dwelling on Lot 2, the applicant has proffered the following condition:

Prior to the approval of any building or grading permit affecting Lot 2 for development of a single-family home, the permit applicant shall provide evidence that the Historic Preservation Commission has redetermined the Environmental Setting of the Fairview and Cemetery Historic Site to remove all of Lot 2 from the Environmental Setting.

The intent of this condition is to prevent the current owner, or any future owner, from constructing a dwelling on Lot 2 unless and until the HPC approves a request to redetermine the Environmental Setting of the Fairview and Cemetery Historic Site. The authority to determine appropriate environmental settings for historic sites is granted to the HPC by County Code Section 29-106(a)(10).

12. The applicant also submitted a letter dated February 9, 2025, from Fairwood Community Association President Jill Oliver, which states that the

Association's board has approved the purchase of proposed Lot 2, contingent upon approval of the subdivision. The letter quotes from a letter of intent executed by the Association and the current property owner, stating that Lot 2 "shall be used exclusively as open space, parkland, and for recreational purposes for the benefit of the Fairwood Community Association and its members," with any permanent structures or buildings limited to those "ancillary to park and recreational use, such as gazebos, small shelters, walking trails, benches, picnic tables, and exercise or playground equipment."

13. Prior to the February 18, 2025 HPC meeting, written testimony in opposition to the application was received from Lynn Springer Roberts on behalf of the Prince George's County Historical Society and the Maryland Center for History and Culture.

HPC Conclusions

- 1. Through a Preliminary Plan of Subdivision application, the Historic Preservation Commission (HPC) can review the lotting pattern and orientation of proposed new buildings. In this case, the Preliminary Plan proposes the creation of two lots that take into consideration existing and historic landscape features. Whether Lot 2 is ultimately acquired by the Fairwood Community Association as open space or developed with a single-family dwelling, the proposed subdivision could be found to have a minimal adverse impact on the Fairview and Cemetery Historic Site.
- 2. Both proposed lots are currently entirely within the Environmental Setting of Fairview and Cemetery Historic Site. As such, the Historic Area Work Permit (HAWP) requirements outlined in County Code Subtitle 29, Division 4 (Historic Area Work Permits) will apply to any construction, demolition, alteration, or ground disturbance within either lot.
- 3. Staff concur with the applicant's proffered condition, which would effectively reserve to the HPC the authority to prevent the construction of a single-family dwelling on the proposed Lot 2 of the subdivision unless it first approves a redetermination of the Environmental Setting of the Fairview and Cemetery Historic Site. In the event the lot is conveyed to the Fairwood Community Association, it would remain within the Environmental Setting and any improvements would require the approval of an Historic Area Work Permit.
- **10. Environmental**—The following applications and associated plans have been previously reviewed for the subject site:

Development Review Case Number	Associated Tree Conservation Plan Number	Authority	Status	Action Date	Resolution Number
NRI-015-2017	N/A	Staff	Approved	1/31/2017	N/A
4-16038	N/A	Planning Board	Approved	7/20/2017	17-97
DSP-16059	N/A	Planning Board	Approved	7/20/2017	17-98
DSP-16059-03	N/A	Planning Board	Approved	12/2/2021	2021-143
NRI-015-2017- 01	N/A	Staff	Approved	8/2/2023	N/A
NRI-015-2017- 02	N/A	Staff	Approved	5/13/2024	N/A
4-24003	N/A	Planning Board	Pending	Pending	Pending

Applicable Woodland Conservation Ordinance

The project is subject to the 2024 Prince George's County Woodland and Wildlife Habitat Conservation Ordinance (2024 WCO) because the application is for a new PPS that was accepted for review after July 1, 2024.

Site Description

A review of the available information indicates that there are no regulated environmental features (REF) on-site. According to the sensitive species project review area map received from the Maryland Department of Natural Resources Natural Heritage Program, and used on PGAtlas, there are no rare, threatened, or endangered species found to occur on or near this property. This site is located in the Northeast Branch of the Western Branch watershed that flows into the Patuxent River.

Plan 2035

The site is located in Environmental Strategy Area 2 (formerly the Developing Tier) of the Regulated Environmental Protection Areas Map, as designated by Plan 2035 and the Established Communities of the General Plan Growth Policy Area of Plan 2035.

Environmental Conformance with Applicable Plans

Master Plan

The master plan contains the following environmental related policies and strategies which have been determined to be applicable to this project. The specific language from the master plan is shown in **bold**, and the proceeding plain text provides comments on plan conformance.

Section IX, Natural Environment - Policies and Strategies

Green Infrastructure

Policy NE 1: Ensure that areas of connectivity and ecological functions are maintained, restored, or established during development or redevelopment.

The PPS is reviewed for connectivity in conformance with the Green Infrastructure Plan as discussed further below.

Policy NE 2: Preserve, in perpetuity, Nontidal Wetlands of Special State Concern (NTWSSC) within Bowie-Mitchellville and Vicinity (see Map 42. Nontidal Wetlands of Special State Concern (NTWSSC)—2017).

There are no nontidal wetlands of special state concern within the vicinity of this property, as mapped on Map 42 of the master plan.

Stormwater Management

Policy NE 3: Proactively address stormwater management in areas where current facilities are inadequate.

This project has an approved SWM concept plan (P03295-2024-SDC) from the Prince George's County Department of Permitting, Inspections and Enforcement (DPIE). A final SWM design plan, in conformance with County and state laws, will be required prior to issuance of any grading permits for this site.

Forest Cover/Tree Canopy Coverage

Policy NE 4: Support street tree plantings along transportation corridors and streets, reforestation programs, and retention of large tracts of woodland to the fullest extent possible to create a pleasant environment for active transportation users including bicyclists and pedestrians.

Development of this site will be subject to the 2024 WCO requirements, including the tree canopy coverage (TCC) requirement. Additional information regarding woodland preservation, reforestation, and TCC will be evaluated with future development applications. The Type 1 tree conservation plan (TCP1) submitted with the PPS shows the existing woodlands along My Mollies Pride Drive and an area in the southeastern portion of the site is to remain. Street tree planting requirements will be reviewed by the Prince George's County Department of Public Works and Transportation (DPW&T).

Impervious Surfaces

Policy NE 5: Reduce urban heat island effect, thermal heat impacts on receiving streams, and reduce stormwater runoff by increasing the percentage shade and tree canopy over impervious surfaces.

Development of the site will be subject to the current SWM regulations, which require that environmental site design be implemented to the maximum extent practicable. Development of this site will be subject to the current woodland conservation ordinance requirements, including the TCC requirement. Street tree planting requirements will be reviewed by DPW&T.

Climate Change

Policy NE 6: Support local actions that mitigate the impact of climate change.

Development of this site is subject to the current woodland conservation ordinance and tree canopy coverage requirements. The presence of woodland and tree canopy, particularly over asphalt and other developed surfaces, are proven elements to lessen climate impacts of development and the associated heat island effect, which are known contributors to climate change.

2017 Green Infrastructure Plan

The Green Infrastructure Plan (GI Plan) was approved on March 17, 2017, with the adoption of the 2017 *Approved Prince George's County Resource Conservation Plan: A Countywide Functional Master Plan* (CR-11-2017). According to the approved GI Plan, the entire site is mapped as an evaluation area. The property is currently a historic site with an existing house and lawn, containing specimen and historic trees located throughout the property. The conceptual design, as reflected on the PPS and TCP1, is in keeping with the goals of the GI Plan and focuses on development outside of the most sensitive areas of the site. No REF are associated with this mapped evaluation area.

Natural Resources Inventory / Existing Conditions

A signed Natural Resources Inventory (NRI-174-2020-01) was submitted with the application. The site does not contain any REF, such as wetlands, streams, or associated buffers. No primary management area (PMA) or 100-year floodplain is mapped on-site. The NRI indicates the presence of two forest stands labeled as Stand A and Stand B. A total of 18 specimen trees, including the County's champion Ginko tree, and 59 historic trees are identified on-site. The PPS is consistent with the NRI.

Woodland Conservation

This property is subject to the provisions of the 2024 WCO because the application was accepted after June 30, 2024. The previously approved TCP1 will be superseded by the subject TCP1, and the property is greater than 40,000 square feet in size. TCP1-033-2024 was submitted with this application.

Based on the TCP1, the site contains 1.08 acres of woodland in the net tract and has a woodland conservation threshold of 2.48 acres (25 percent). The woodland conservation worksheet proposes no removal of woodland, resulting in a woodland conservation requirement of 1.98 acres. According to the TCP1 worksheet, the requirement is proposed to be met with 1.08 acres of on-site woodland conservation in preservation and 3.97 acres of specimen tree credits.

Specimen, Champion, or Historic Trees

Tree conservation plans are required to meet all requirements of Subtitle 25, Division 2, which include the preservation of specimen, champion, and historic trees, cited in Section 25-122(b)(1)(G) of the WCO. Every effort should be made to preserve the trees in place, considering the different species' ability to withstand construction disturbance (refer to the Construction Tolerance Chart in the 2018 Prince George's County Environmental Technical Manual (ETM) for guidance on each species' ability to tolerate root zone disturbances). If, after careful consideration has been given to the preservation of the specimen, champion, or historic trees, there remains a need to remove any of these trees, a variance from Section 25-122(b)(1)(G) will be required. Applicants can request a variance from the provisions of Division 2 of Subtitle 25, the Woodland and Wildlife Habitat Conservation Ordinance, provided all the required findings in Section 25-119(d) can be met. An application for a variance must be accompanied by a letter of justification (LOI) stating the reasons for the request, and how the request meets each of the required findings. The acceptance package included a Subtitle 25 variance application and a LOJ was submitted requesting the removal of two historic trees (No. 21 and No. 22) for water and sewer utility connections. This Subtitle 25 variance request was withdrawn in an SDRC response letter dated January 10, 2025. The proposed water and sewer connection lines were relocated to avoid the removal of any historic or specimen trees.

Regulated Environmental Features

As shown on the approved NRI-174-2020-01 the site does not contain any REF or PMA.

Soils

The predominant soils found to occur on-site, according to the U.S. Department of Agriculture, Natural Resource Conservation Service, Web Soil Survey, include Adelphia-Holmdel complex (2–10 precent slopes), Collington-Wist complex (2–25 percent slopes), Matapeake silt loam. Neither Marlboro clay or Christiana complexes have been identified on or within the immediate vicinity of this property.

The County may require a soils report, in conformance with CB-94-2004, during future phases of development and/or at time of permit.

11. Urban Design—This application proposes two lots for development of two single-family detached homes, one of which is an existing historic home to remain on proposed Lot 1. Per Section 27-441(b) of the prior Prince George's County Zoning Ordinance, a detailed site plan is not required for the proposed development. The single-family detached residential use is permitted in the prior R-E Zone, per Section 27-441(b).

The regulations and requirements of the prior Zoning Ordinance (applicable to this development within the R-E Zone), applicable sections of the 2010 *Prince George's County Landscape Manual*, and requirements of the Tree Canopy Coverage Ordinance of the County Code will be evaluated at the time of permit review.

12. Private Access Easements—The subject PPS proposes to utilize two existing 22-foot-wide private access easements to serve proposed Lots 1 and 2. Pursuant to Section 24-128(b)(1) of the prior Subdivision Regulations, the Planning Board may approve the use of private roads and easements for land in the R-E Zone. The specific criteria required to be met in order to approve the use of these easements is shown below in **bold**, and staff's analysis of the criteria is provided in plain text.

Section 24-128. Private roads and easements.

- (b) The Planning Board may approve preliminary plans of development containing private roads, rights-of-way, alleys, and/or easements under the following conditions:
 - In the O-S, R-A, R-E, and R-R Zones, a private right-of-way easement may be deemed adequate by the Planning Board if no more than four (4) lots are to be served by the easement, or in Sustainable Growth Tier IV no more than seven (7) lots and a remainder agricultural parcel(s), subject to the following criteria:
 - (A) Such easement shall have a minimum right-of-way width of twenty-two (22) feet connecting the lots to a public road;

The PPS satisfies this criterion as both proposed Lots 1 and 2 will be served by separate 22-foot-wide driveway easements connecting to a public road, Fairwood Vista Drive. When the final plats were recorded for the Fairwood Subdivision in 2004, it was recognized that the subject property would be completely surrounded by open space parcels with no direct frontage on a public street. As such, two, 22-foot-wide ingress/egress easements were recorded with Plat Book REP 201, Plat 36, that provide the subject property with direct access to a public street through open space Parcel C.

(B) All lots served by such easement shall have a minimum net lot area of two (2) acres, as provided in Section 24-129(a) of this Subtitle; and

The PPS satisfies this criterion, as it proposes two lots greater than 2.0 acres. Lot 1, containing the existing historic site, is proposed to be 5.87 acres; while Lot 2, for a possible future one-family detached dwelling, is proposed to be 4.03 acres.

(C) The use of such lots shall be restricted to one-family dwellings or agricultural uses.

The PPS satisfies this criterion, as both lots either contain a one-family dwelling (the existing historic home proposed to remain on Lot 1) or are proposed for a one-family dwelling (Lot 2).

(D) The right-of-way easement is adequate to serve the proposed uses pursuant to Section 24-124.

The PPS satisfies this criterion as both proposed lots can be adequately served via the existing 22-foot-wide access easements. Furthermore, the existing major intersections and major roadways serving the site area are capable of supporting the use evaluated with this subdivision.

13. Variance Request—Section 27-442(d) of the prior Zoning Ordinance requires lots in the prior R-E Zone to have a minimum of 50 feet of road frontage at the front street line. As previously cited, however, the Fairwood Subdivision (PPS 4-02023) that surrounds the subject site was purposely developed to restrict the subject site from having direct road frontage, and 22-foot-wide access easements were provided to the property instead. As such, development of this property will require a variance from Section 27-442(d), to allow subdivision of lots with less than 50 feet of width at the front street line. The subject property is eligible for approval of a variance under Section 27-230 of the prior Zoning Ordinance as shown below. The specific criteria required to be met is provided in **bold**, and staff's analysis of the criteria is provided in plain text.

Section 27-230. - Criteria for granting appeals involving variances.

- (a) A variance may only be granted when the District Council, Zoning Hearing Examiner, Board of Appeals, or the Planning Board as applicable, finds that:
 - (1) A specific parcel of land is physically unique and unusual in a manner different from the nature of surrounding properties with respect to exceptional narrowness, shallowness, shape, exceptional topographic conditions, or other extraordinary conditions peculiar to the specific parcel (such as historical significance or environmentally sensitive features);

The property is subject to extraordinary conditions peculiar to the parcel as it is impacted by a prior surrounding subdivision approval that makes it impossible to establish lots in conformance to the frontage requirements in Section 27-442(d) of the prior Zoning Ordinance. Specifically, when PPS 4-02023, Fairview subdivision, was approved, it essentially landlocked the property with no street frontage on a public street at all, though it did provide access to the property through two, 22-foot-wide access easements. As such, residential development of the property requires a variance from the entire 50-foot frontage requirement at the front street line, per Section 27-442(d). These extraordinary conditions are unique to the property and are not present on any other parcel or lot in the vicinity. Without the requested variance, the property could not be

developed in a manner that would allow for uses that are permitted by right in the prior R-E Zone.

The property is also unique because it is a parcel with a historic resource and is zoned RE (formerly zoned R-E), while it is completely surrounded by land zoned LMXC (formerly zoned M-X-C), which also creates an extraordinary condition peculiar to the parcel.

(2) The particular uniqueness and peculiarity of the specific property causes a zoning provision to impact disproportionately upon that property, such that strict application of the provision will result in peculiar and unusual practical difficulties to the owner of the property;

The extraordinary conditions referenced above are unique to the property and are not present on any other parcel or lot in the vicinity. Without the requested variance, the applicant will suffer the unusual and practical difficulty of being denied the ability to fully utilize its property for a single-family detached use that is permitted by right in the prior R-E Zone. It would further contribute to the deterioration of the historic site as it removes the ability of the applicant to fund rehabilitation of the historic site on Lot 1 from the proceeds of Lot 2. Such a scenario would saddle the applicant with the burden of upkeep and maintenance of the entire property, half of which would otherwise be regularly used and maintained by the Fairwood Community Association or the purchaser of Lot 2.

(3) Such variance is the minimum reasonably necessary to overcome the exceptional physical conditions;

The variance is the minimum reasonably necessary to overcome the exceptional circumstances mentioned above. As previously stated, the property lies in the prior R-E Zone (and current RE Zone) and a single-family detached dwelling is a permitted use by right. Proposed Lots 1 and 2 meet all other requirements in the R-E Zone, for separate developable lots, with the exception of the requirements in 27-442(d) of the prior Zoning Ordinance, pertaining to the minimum lot width at front street line in the prior R-E Zone.

(4) Such variance can be granted without substantial impairment to the intent, purpose and integrity of the general plan or any area master plan, sector plan, or transit district development plan affecting the subject property; and

The subject property is located within the Established Communities Growth Policy Area of Plan 2035. Specifically, Plan 2035 describes Established Communities as areas appropriate for context-sensitive infill and low- to medium-density development. The master plan recommends residential low land uses on the subject property. Residential low land use is defined as densities between 0.5 and 3.5

dwelling units per acre, consisting primarily of single-family detached dwellings. The PPS proposal reflects the potential for two single family detached homes on two separate lots. It should be noted that Section XI (Community Heritage, Culture, and Design) of the master plan does not provide any specific recommendation for the subject property that would prohibit the approval of the PPS (and proposed Lots 1 and 2). The property is also located in APA-6, which allows for the same development densities and intensities as in the underlying zone and requires every application to demonstrate compliance with the height restrictions, which is 50 feet. The proposed single-family development will not exceed these height limitations. As such, the variance can be granted without substantial impairment to the intent, purpose, and integrity of the general plan or any area master plan, sector plan, or transit district development plan affecting the subject property.

(5) Such variance will not substantially impair the use and enjoyment of adjacent properties.

The development proposed with this PPS is for two single-family detached homes in the R-E Zone. One home already exists on proposed Lot 1. Upon approval of this PPS, Lot 2 would be eligible for development of a single-family detached home. The development on Lots 1 and 2 will have safe and appropriate access through the two existing 22-foot-wide access easements that benefit the property and lead to the public street known as Fairview Vista Drive. The resulting development reflected in the PPS will be fully compatible with the large single-family detached homes existing within the adjacent Fairwood community. If a single-family detached home is developed on Lot 2, it will likely be of a size and architectural character that will integrate with the single-family homes built in Fairwood and the existing historic home that will be located on Lot 1. Creation of Lot 2 for future residential use will also see that said land area continues to be maintained in a manner that is consistent with the condition of surrounding properties. As a result, approval of the variance will not substantially impair the use and enjoyment of adjacent properties.

(6) Notwithstanding any other provision of this Section, a variance may not be granted if the practical difficulty is self-inflicted by the owner of the property.

As mentioned above, the practical difficulty in this matter is directly derived from the fact that the property was landlocked by open space parcels approved as part of the subdivision for the Fairwood community. This action completely denied the property from having any direct frontage and access to nearby public streets and essentially made it nonconforming to R-E Zone standards. The applicant did participate in the Fairview subdivision case, and did not take any action that landlocked the property. As a result, the

practical difficulty was not self-inflicted by the owner of the property.

Based on the above findings, staff find that the subject variance request meets all of the criteria of approval set forth in the prior Zoning Ordinance and recommends approval of the variance to Section 27-422(d), to allow two single-family detached lots with less than 50 feet of road frontage at the front street line; specifically, zero feet of road frontage at the front street line.

- **14. City of Bowie**—The subject property is located over 0.5 mile from the geographical boundary of the City of Bowie. The PPS application was referred to the municipality for review and comments on December 2, 2024, and again on January 13, 2025. As of the writing of this technical staff report, the City of Bowie has not provided written comments.
- **15. Citizen feedback**—At the time of the writing of this technical staff report, the Prince George's County Planning Department has not received any written correspondence from members of the community regarding this PPS.

RECOMMENDATION

APPROVAL, subject to the following conditions:

- 1. Prior to signature approval of the preliminary plan of subdivision, the plan shall be revised to:
 - a. Provide the location of the existing well and septic and label it to be abandoned.
 - b. Add a general note stating that the method of sewage disposal is public sewer.
 - c. Provide a general note stating that this property is being developed pursuant to a variance to Section 27-422(d) of the prior Prince George's County Zoning Ordinance, which requires a minimum of 50 feet of road frontage at the front street line.
 - d. Remove all limits of disturbance from the plan.
 - e. Add a label to the plan identifying the off-site, 25-foot-wide water and sewer house connection easement to Lot 1, including its plat and deed reference.
 - f. Identify the 22-foot-wide access easement on Lot 1, including its plat and deed reference.
- 2. In accordance with Section 24-111 of the prior Subdivision Regulations, any nonresidential development shall require the approval of a new preliminary plan of subdivision, prior to approval of any building permits.
- 3. Development of this site shall be in conformance with the approved Stormwater Management Concept Plan, P03295-2024-SDC, and any subsequent revisions.

- 4. Prior to signature approval of the preliminary plan, Type 1 Tree Conservation Plan TCP1-033-2024, shall be revised as follows:
 - a. Clearly show and label the specimen tree credit areas on TCP1-033-2024.
 - b. Update the worksheet to indicate the correct TCP1 number, TCP1-033-2024.
 - c. Correct the police district on the general information table.
 - d. Update the hatch pattern for the woodland preservation to the standard symbol in the 2018 *Prince George's County Environmental Technical Manual*.
 - e. Have the plans signed and dated by the qualified professional who prepared them.
- 5. Development of this subdivision shall be in compliance with an approved Type 1 Tree Conservation Plan (TCP1-033-2024), in conformance with Section 25-121 of the County Code. The following notes shall be placed on the final plat of subdivision:

"This development is subject to restrictions shown on the approved Type 1 Tree Conservation Plan (TCP1-033-2024), or as modified by a future Type 2 Tree Conservation Plan and precludes any disturbance or installation of any structure within specific areas. Failure to comply will mean a violation of an approved Tree Conservation Plan and will make the owner subject to mitigation under the Woodland Conservation/Tree Preservation Policy."

- 6. Prior to certification of the Type 2 tree conservation plan, in conformance with Section 25-122(d) of the County Code, the on-site woodland conservation easement documents shall be filed in the Prince George's County Land Records office, and a receipt provided to the Environmental Planning Section of the Prince George's County Planning Department. This includes the areas being counted for specimen tree credits.
- 7. Prior to the issuance of permits for this subdivision, in conformance with Section 25-119(a)(3) of the County Code, a Type 2 tree conservation plan (TCP2) shall be approved. The following note shall be placed on the final plat of subdivision:

"This plat is subject to the recordation of a Woodland Conservation Easement pursuant to Section 25-122(d) with the Liber and folio reflected on the Type 2 Tree Conservation Plan, when approved."

- 8. Prior to issuance of the first permit, the final erosion and sediment control plan shall be submitted in accordance with Section 24-130(c) of the prior Prince George's County Subdivision Regulations. The limits of disturbance shall be consistent between the plans.
- 9. Prior to the approval of any building or grading permitaffecting Lot 2, for the development of a single-family home, the permit applicant shall provide evidence that the Historic Preservation Commission has redetermined the environmental setting of the Fairview and Cemetery Historic Site to remove all of Lot 2 from the environmental setting.
- 10. Prior to approval of the final plat of subdivision, the applicant and the applicant's heirs, successors, and/or assignees shall submit to the Subdivision Section of the Prince George's

County Planning Department evidence of the submittal of an easement agreement to the Washington Suburban Sanitary Commission (WSSC), or a declaration of covenant in a form agreeable to WSSC, to facilitate the utility connection across Lot 1 to serve Lot 2, as shown on the preliminary plan of subdivision. The Liber and folio of the recorded document(s) and the easement location shall be reflected on the final plat, prior to recordation.

STAFF RECOMMENDS:

- Approval of Preliminary Plan of Subdivision 4-24016
- Approval of Type 1 Tree Conservation Plan TCP1-033-2024
- Approval of a Variance to Section 27-442(d)