

THE MARYLAND-NATIONAL CAPITAL
PARK AND PLANNING COMMISSION

PRINCE GEORGE'S COUNTY PLANNING BOARD

STAFF REPORT

SUBJECT: Preliminary Subdivision Plat 4-99067
First Baptist Church of North Brentwood, Parcels ■A• and ■B•

OVERVIEW

The subject property consists of approximately 2.15 acres of land in the R-55 Zone. It is found on Tax Map 50, Grid A-2 and is a combination of Lots 1-8, Block ■D•, Parcel ■A•, and an acreage parcel, not previously the subject of a record plat. This combination of lots and parcels is proposed Parcel ■A• and is located on the north side of Wallace Road and totals 1.62 acres. The remainder of the property is currently identified as Parcel ■A• and is located directly across Wallace Road to the south. This portion of the property is proposed Parcel ■B• and is comprised of 0.42 acres of land.

Proposed Parcels ■A• and ■B• are currently used for church purposes. Proposed Parcel ■A• contains a parking compound. Proposed Parcel ■B• contains the existing one-story church building. The applicant proposes to construct the new church facility on Parcel ■A• with some associated parking. The existing church building on Parcel ■B• is proposed to be razed. The applicant will convert that portion of the property into a parking compound, pursuant to Part 11 of the Zoning Ordinance, to serve the church use on Parcel ■A•.

Section 24-111(c)(2) of the Prince George's County Subdivision Regulations requires a preliminary plat of subdivision when the overall gross floor area of new development exceeds 5,000 square feet. The applicant has filed this preliminary plat in anticipation of constructing a 23,475-square-foot church facility with associated parking. Although the subdivision of this property is recommended for approval, staff has noted concerns regarding the development of this site if the applicant moves forward with the current site plan prepared for this site. These issues are further discussed below in ■Development Issues•.

SETTING

The property is located in the Town of North Brentwood, northwest of Rhode Island Avenue, south of Allison Street. Proposed Parcel ■A• is a ■through• lot fronting on 40th Avenue to the west, Wallace Road to the south and, Church Street and Windom Street to the east.

The entire site is zoned R-55 with a majority of proposed Parcel ■A• being located in the Chesapeake Bay Critical Area I-D-O (Intense Development) overlay zone. The property is surrounded generally by single-family residential units. The property abutting proposed Parcel ■B• to the southwest and southeast is a community center and owned by the Board of Education which is leased by the Maryland-National Park and Planning Commission. The property located in the east quadrant of the intersection of Church Street and Wallace Road is owned by the Town of North Brentwood and is the location of the Town Hall.

FINDINGS AND REASONS FOR STAFF RECOMMENDATION

1. Development Issues - The Subdivision Regulations requires a new preliminary plat when an applicant proposes more than 5,000 square feet of gross floor area on a lot or parcel.

Because of the nature of the trigger for the preliminary plat, staff has been provided with a copy of the development proposal for the church.

Once the preliminary plat is approved, and if the applicant proceeds with the proposed church use on this site, Section 27-441(2) of the Zoning Ordinance will require that the applicant obtain approval of a Detailed Site Plan (DSP) for the church use on a ■lot● of between one and two acres. Parcel ■A● is 1.62 acres. The parking compound on Parcel ■B●, which is providing required parking for the church use, is permitted by Section 27-441, to serve a use permitted in the R-55 Zone. The detailed site plan will include the parking compound on Parcel ■B●, which is necessary to support the church use on Parcel ■A●. The parking compound on Parcel ■B● is provided in accordance with Part 11 of the Zoning Ordinance.

As development of the site is currently proposed, the applicant will be required to obtain approval of a departure from the number of parking and loading spaces. The site plan does not show the number of on site parking spaces provided based on a proposed seating capacity of 850. Because of the residential zoning of the surrounding properties a departure from the standards established for access to loading spaces may also be required. In addition, the site plan will be required to demonstrate compliance to the Prince George's County *Landscape Manual* or obtain Alternative Compliance.

If this preliminary plat is approved that approval will not restrict the development of Parcel ■A● and ■B● to a church. The applicant could propose other alternative uses. The preliminary plat process does not establish the approval of the use and in this case, given the proposal to create parcels, it also does not approve the physical development of a site.

The approvals granted at the preliminary plat stage are based on a possible development scenario. Further approvals will be required based on the actual development proposed. Evaluation of compatibility and impact on the surrounding community will be evaluated at the time of public hearings for the DSP, required for a church use on this property, and any departures required for development.

2. Town of North Brentwood - Staff has met with Mayor Beverly of the Town of North Brentwood. Mayor Beverly has raised numerous concerns relating to the proposed development and its impact on the Town. Mayor Beverly's concerns relate in part to compatibility of the use with the existing residential character of the neighborhood, adequate parking, flooding and the existing roads that serve the subject property.

Mayor Beverly has been advised that the compatibility of this use to the adjoining properties will be addressed at the time of the required detailed site plan if the applicant moves forward with the proposed church construction. Buffering and landscape are issues that will be reviewed through the DSP process.

The site plan as currently prepared would necessitate the need for the approval of an application for the departure from the number of parking spaces (DPLS) and possibly a departure from the design standards for loading (DDS). Mayor Beverly has been advised that these applications would most likely occur in concert with the detailed site plan and would also require a public hearing.

As indicated above, the Department of Environmental Resources has been advised of the flooding issues in this area and will be looking at this issue. If approved, signature approval of the preliminary plat will not occur until after the approval of the conceptual stormwater management plan.

3. Community Planning - *The 1994 Sectional Map Amendment for Planning Area 68* retained the R-55 Zone for this property and the master plan retained the medium suburban single-family detached residential land use recommendation.

Proposed Parcel ■A● is developed with a parking lot and contains R-55 residential lots that were previously improved with single-family detached dwellings. Those dwellings, which existed at the time the master plan was being prepared, have since been razed. This portion of the property is now developed only with a parking lot. Proposed Parcel ■B● is developed with the existing church building and a parking lot.

The subject property is relatively flat and lies within the IDO of the Chesapeake Bay Critical Areas Overlay Zone. Although the IDO generally acknowledges that significant and intense development has occurred in this part of the CBCA, the residential development in this area, specifically on Alison Street suffers routinely from flooding. Consequently, development which may cause more runoff could exacerbate this situation.

The master plan shows the North Brentwood Community Center directly across the street from the subject site. The community's northern boundary abuts M-NCPPC parkland of the Northwest Branch Stream Valley. The master plan also shows park property at 39th Street and Windom Road.

The master plan recognizes the neighborhoods of PA 68 and states on page 15:

■[o]ne of the community's best-kept secrets. Hidden off major roadways, they are best described as thriving, stable enclaves of tree-lined streets with an architecturally diverse housing stock. Some people call them front-porch communities having a ■small-town atmosphere● where longstanding neighbors know one another yet welcome new faces.●

North Brentwood is an historic African-American community. It has the distinction of being the first African-American incorporated municipality in Prince George's County. Two buildings in the town are listed in the County's Historic Sites and Districts Plan. For that reason, the SMA rezoned commercial properties interior to the community to appropriate residential zones. The intent was to reinforce the residential community as opposed to commercializing the residential neighborhood. North Brentwood is predominately a residential community.

The master plan also identifies on pages 15 and 16:

■[p]rominent concerns common to many neighborhoods● in the Planning Area such as:

- 1) ■[i]ncompatible land uses within or adjacent to neighborhoods that lack adequate buffering or mitigation measures,•
- 2) ■[c]hurches in residential areas that can impact the neighborhood with alterations to former residential structures, increased traffic, parking and noise.•

The proposed church poses some of the concerns identified in the master plan. For example, the relative importance of the scale of the proposed development should be considered in the context of the community where the development is proposed. The proposed church would seat 850 people and require 213 parking spaces. The scale of this development will have an impact on the circulation patterns, parking, stormwater runoff and architectural integrity of the relatively small community in which it is built.

Although there are no specific recommendations in the master plan for this property, the Plan provides guidance for residential neighborhoods. The following ■goal and objective• are found on page 16 of the Plan:

A goal is to ■protect, maintain and enhance area neighborhoods to further safe and stable residential environments.•

An objective to achieving this goal is that ■all land uses within residential areas shall be physically and visually compatible with the neighborhood character.•

The community is comprised essentially of small scale, wood frame, two or two and a half story structures built on narrow lots between 1900 and 1924. Site Plan review in this case is the appropriate mechanism to ensure implementation of the goals and objectives of the master plan. Goals and objectives that were established to protect and further the area's neighborhoods, as safe and stable residential environments.

As part of the review of the DSP the Community Planning staff will address issues pertaining to the scale of this structure and the compatibility of the proposal with the existing residential community.

4. Traffic Management and Access - The Transportation Planning Section has reviewed the subdivision application referenced above. The subject property consists of approximately 2.15 acres of land in the R-55 Zone. The property is located within an area roughly bounded by 40th Street, Church Street, Allison Street and Wallace Road within the municipality of North Brentwood. The applicant proposes the development of a 23,475 square-foot church.

This discussion is intended to partially address issues regarding this case raised by the Town of North Brentwood in their letter dated April 25, 2000. Many of the comments relate to the size of the proposed use and the scale of the use in comparison to the Town. However, the Town specifically cites the narrow streets adjacent to the site, and suggests that adequate public facilities do not exist to accommodate the use.

In response, the transportation staff examined the plan and thoroughly field-checked the streets that the church would use for access. We have determined the following:

- a. On Sundays, a church of this size would typically generate 860 daily trips. During the busiest one hour on a Sunday, a church of this size would generate 223 vehicle trips, about evenly split between incoming and outgoing trips. This information is taken from the Institute of Transportation Engineers' *Trip Generation Manual* (sixth edition).
- b. Most streets in the area that would be used for access by the church, including Wallace Road, 40th Street and Allison Street, have a cross-section that resembles the County's secondary residential street standard section. Many churches in the County are located along secondary residential street.
- c. The exception to the previous finding is Church Street/Windom Road, which is much narrower, and operates as one-way southbound. The preliminary plat shows additional street dedication that will permit construction of a wider roadway. It is not clear, however, whether Church Street/Windom Road will operate as a two-way or a one-way street once it is widened.
- d. Notwithstanding the proceeding two findings, the transportation staff is very concerned about access to the site in light of the field investigation. Secondary residential streets normally allow parking on both sides of 26 feet of pavement, effectively leaving about 12 feet of pavement in the center for through traffic movement. As a result, such streets cannot accommodate moderate two-way traffic, they can only accommodate the very lightest level of traffic. When secondary residential streets carry average daily traffic in excess of 500 vehicles, the vehicular conflicts caused by parking on both sides of a 26-foot paved street can jeopardize safe and efficient operations.
- e. Traffic from the church will likely distribute onto at least two of the neighboring streets, but that does depend upon where parking is placed. The most preferable situation would be that at least one of the streets adjacent to the site provide a continuous access route over a 36-foot pavement to US 1 or to 38th Street. That situation does not exist. At the time of DSP we will need to know whether Church Street/Windom Road will operate as one-way or two-way. Other options may include prohibiting parking on one side of certain streets, changing existing two-way streets to one-way operation, or even scaling back the size of the proposed church. Additionally, the staff will have questions about the scheduling of services. Certainly if a service is scheduled to begin one-half hour after another service has concluded, the traffic impacts will be much more pronounced, and could result in temporary Sunday gridlock within the entire Town.

Clearly the Town has raised a valid concern. The Detailed Site Plan should provide more detailed information that will allow the transportation staff to better evaluate the impact of the proposal on neighborhood streets. As a part of a Detailed Site Plan submittal, the transportation staff wishes to review a traffic management plan that will address the scheduling of services, access into parking areas and egress from parking areas associated with the church, and strategies for ensuring adequate access from the church to US 1 and 38th Street. The applicant should keep in mind that strategies such as prohibition of parking

and changing street operation from one-way to two-way (or vice versa) will require the concurrence of the Town of North Brentwood (in its role of maintaining and operating streets within its limits) in order to be acceptable to transportation staff.

The transportation staff has no objection to consolidating a number of residential lots for the purpose of creating a church site. Furthermore, if the applicant can obtain agreement from all parties on an acceptable plan for managing potential traffic, a 23,475 square-foot church may be able to be built on this site. For that reason, the transportation staff endorses the findings and recommendations identified in the ■Transportation• section of this report. However, the transportation staff recommends an additional condition to address traffic management and access in the DSP review.

5. Transportation - The property is located within an area roughly bounded by 40th Street, Church Street, Allison Street and Wallace Road within the municipality of North Brentwood. The applicant proposes the development of a 23,475 square foot church.

The findings and recommendations outlined below are based upon a review of relevant materials and analyses conducted by the staff of the Transportation Planning Section, consistent with the *Guidelines for the Analysis of the Traffic Impact of Development Proposals*. The application is a preliminary plat of subdivision for two parcels which are proposed to contain a 23,475 square foot church. A portion of the property includes eight undeveloped residential lots which are being included in this subdivision. Another portion of the property contains an existing 7,400 square foot church which would be razed under this proposal. The existing church plus the existing residential lots could potentially generate 11 AM and 12 PM peak hour vehicle trips.

The proposed larger church, using rates from the Institute of Transportation Engineers•*Trip Generation Manual* (sixth edition) would generate 17 AM and 15 PM peak hour vehicle trips. This suggests that the proposal would generate a net of 6 AM and 3 PM peak hour vehicle trips.

The site was analyzed using the following trip distribution:

Allison Street from the north:	30%
US 1 from the northeast:	35%
US 1 from the southwest:	35%

The traffic generated by the proposed preliminary plan would impact the unsignalized intersection of US 1 and Webster Street. The Prince George's County Planning Board, in the *Guidelines for the Analysis of the Traffic Impact of Development Proposals* has defined a delay of 45.0 seconds or less for any vehicle movement as an acceptable operating condition at unsignalized intersections on the transportation system. The intersection of US1 and Webster Street, when analyzed with total future traffic as developed using the *Guidelines*, was found to be operating with delays in all vehicle movements of 45.0 seconds or less. The 17 AM and 15 PM vehicle trips (for an additional 6 AM and 3 PM vehicle trips, considering existing development) generated by the proposal did not have a significant impact on traffic operations.

Notwithstanding the above finding, the transportation staff will recommend a trip cap condition for the property consistent with the proposed use.

Based on the preceding findings, the Transportation Planning Section concludes that adequate transportation facilities would exist to serve the proposed subdivision as required under Section 24-124 of the Prince George's County Code if the application is approved.

6. Environmental - The Environmental Planning Section has reviewed the above referenced Preliminary Plan of Subdivision and Chesapeake Bay Critical Area Conservation Plan as revised on April 14, 2000.

This Preliminary Plat of Subdivision is for the subdivision of a 2.15 acres in the R-55/IDO Zone. Parcel ■A• is exempt from the requirements of the Woodland Conservation Ordinance since proposed Parcel ■A• is located in the Chesapeake Bay Critical Area. Proposed Parcel ■B• is exempt from the requirements of the Ordinance since there are no woodlands located on site. A review of the 1998 aerial photography available in this office verifies that there is no existing woodland on the property.

No wetlands, streams, floodplains or special habitat areas have been found to occur on or immediately adjacent to this property. There are no Marlboro clays found on or in the vicinity of this property. There are no scenic or historic roads adjacent to this property and no noise impacts to this site have been identified.

According to the Prince George's County Soil Survey the soils found on this site include Codorus urban land complex and Elsinboro urban land complex soils. Although the soils found on Parcel ■B• exhibit no significant limitations the soils on Parcel ■A• have limitations with respect to high water tables and impeded drainage. Based on the proposed use of the site for the construction of a church it is unlikely that major limitations will occur. However, the applicant should be aware that if the proposal includes the construction of a building with a basement there is a potential for drainage problems on site.

The applicant has submitted a CBCA Conservation Plan (CP-99017) that is currently scheduled for review by the Planning Board on the same date as this preliminary plat application. Section 24-151 of the Subdivision Regulations requires approval of the conservation plan prior to the approval of the preliminary plat. CP-99017 reflects the property as it currently exists, with no new development shown. A revision to the conservation plan will be required for any proposed development.

No other significant environmental impacts have been identified for this property.

The property is in Water and Sewer Category 3 and will be served by public systems.

7. Schools - The proposal is exempt from the requirements of Section 24-122.02 of the Prince George's County Subdivision Regulations for adequacy of public schools because it is a non-residential use.

8. Fire and Rescue - The Growth Policy and Public Facilities Planning Section has reviewed the subdivision plans for adequacy of adequacy of fire and rescue facilities in accordance with Section 24-122.01 of the subdivision regulations, and concluded the following:
 - a. The existing fire engine service at Brentwood Fire Station, Company 4, located at 3712 Utah Avenue has a service response time of 0.76 minutes, which is within the 3.25-minute response time guideline.
 - b. The existing ambulance service at Mount Rainier Fire Station, Company 3, located at 4051 34th Street has a service response time of 1.33 minutes, which is within the 4.25-minute response time guideline.
 - c. The existing paramedic service at Brentwood Fire Station, Company 4, located at 3712 Utah Avenue has a service response time of 0.76 minutes, which is within the 7.25-minute response time guideline.
 - d. The existing ladder truck service at Mount Rainier Fire Station, Company 3, located at 4051 34th Street has a service response time of 1.33 minutes, which is within the 4.25-minute response time guideline.

The above findings are in conformance with the *Adopted and Approved Public Safety Master Plan 1990* and the *Guidelines for the Analysis of Development Impact on Fire and Rescue Facilities*. The proposed subdivision will be within the adequate coverage area of the nearest existing fire/rescue facilities for engine, ambulance, ladder truck and medic service.

9. Police Facilities - The proposed development is within the service area of the District I-Hyattsville Police Station. In accordance with Section 24-122.1(c)(1)(A) and (B) of the Subdivision Regulations of Prince George's County, the staff concludes that the existing County police facilities will be adequate to serve the proposed development. This police facility will adequately serve the population generated by the proposed subdivision.
10. Health Department - The Health Department has reviewed the preliminary plat and has no issues with the proposed development.
11. Stormwater Management - The Department of Environmental Resources (DER), Development Services Division, has determined that on-site stormwater management is required. A Stormwater Management Concept Plan, #008001780, has been submitted, but not yet approved. To ensure that development of this site does not result in on-site or downstream flooding, this concept plan must be approved prior to signature approval of the preliminary plat. Development must be in accordance with that approved plan.

Rick Thompson with the Department of Environmental Resources, Stormwater Management Program and Planning Section was advised in a meeting with Mayor Beverly of the Town of North Brentwood that extensive flooding has been known to occur in the vicinity of this property. Mr. Thompson has stated that this additional information will be taken into consideration in his review and recommendation on the conceptual stormwater management plan. The final approval of the stormwater management plan will have no affect on the proposed parcel configuration.

12. Parks and Recreation - The site is exempt from the requirements for Mandatory Dedication pursuant to Section 24-134(a) of the Subdivision Regulations.
13. Trails - There are no master plan trail issues.

RECOMMENDATION

APPROVAL, subject to the following conditions:

1. Prior to signature approval of the Preliminary Plat, the stormwater concept plan shall be approved. If approved, the approval shall be noted on the plan and the development shall be in conformance with the approved concept plan.
2. Total development on Parcels ■A• and ■B• shall be limited to 23,475 square feet of church facilities, or equivalent development which generates no more than 17 AM and 15 PM peak hour vehicle trips. Development of up to 5,000 additional square feet of church facilities shall not constitute a significant change in peak hour trip generation. Any development with transportation impacts beyond that identified herein above shall require an additional Preliminary Plat of Subdivision with a new determination of the adequacy of transportation facilities.
3. Prior to signature approval of the Preliminary Plat the CBCA overlay zoning line and the CBCA plan number shall be noted on the plan.
4. The applicant shall submit a traffic management plan at the time of Detailed Site Plan that will address the scheduling of services, access into parking areas and egress from parking areas associated with the church, and strategies for ensuring adequate access from the church to US 1 and 38th Street. Strategies such as prohibition of parking and changing street operation from one-way to two-way (or vice versa) will require the concurrence of the Town of North Brentwood in order to be acceptable to transportation staff.