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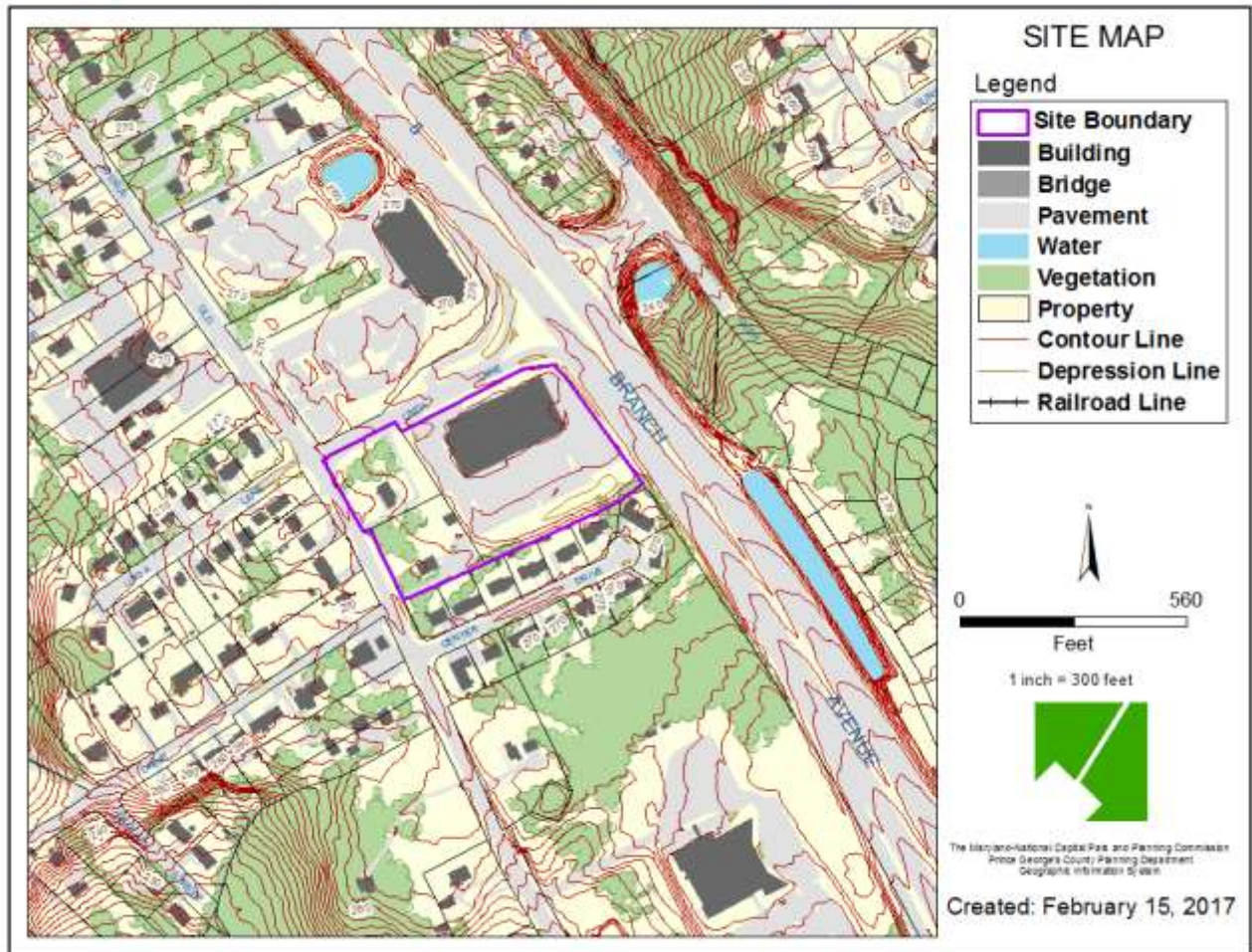
Zoning Map Amendment

A-10043

Application	General Data	
Project Name: Linda Lane Commercial Park Location: On the west side of MD 5 (Branch Avenue), in the southwest quadrant of its intersection with Linda Lane. Applicant/Address: Curtis Properties, Inc. 5620 Linda Lane Camp Springs, MD 20748 Property Owner: Solomons Island Road, LLC 5620 Linda Lane Camp Springs, MD 20748	Planning Board Hearing Date:	12/14/17
	Staff Report Date:	11/20/17
	Date Accepted:	07/20/17
	Planning Board Action Limit:	N/A
	Plan Acreage:	5.61
	Zone:	C-S-C/ R-80/ M-I-O
	Gross Floor Area:	N/A
	Lots:	N/A
	Parcels:	3
	Planning Area:	76B
	Council District:	08
	Election District	06
	Municipality:	N/A
	200-Scale Base Map:	208SE05

Purpose of Application	Notice Dates	
Rezone the property from the C-S-C and R-80 Zones to the M-X-T Zone.	Informational Mailing	02/23/17
	Acceptance Mailing:	07/19/17
	Sign Posting Deadline:	N/A

Staff Recommendation		Staff Reviewer: Taslima Alam Phone Number: 301-952-4976 E-mail: Taslima.Alam@ppd.mncppc.org	
APPROVAL	APPROVAL WITH CONDITIONS	DISAPPROVAL	DISCUSSION
		X	



MARYLAND-NATIONAL CAPITAL
PARK AND PLANNING COMMISSION

PRINCE GEORGE'S COUNTY PLANNING BOARD

TECHNICAL STAFF REPORT:

TO: The Prince George's County Planning Board
The Prince George's County District Council

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

FROM: Taslima Alam, Senior Planner, Subdivision and Zoning Section
Development Review Division

SUBJECT: **Zoning Map Amendment Application No. A-10043**
Linda Lane Commercial Park

REQUEST: **Rezone property from the C-S-C and R-80 Zones to the M-X-T Zone.**

RECOMMENDATION: **DISAPPROVAL**

NOTE:

The Planning Board has scheduled this application to be reviewed on the agenda date of December 14, 2017. If the Planning Board decides to hear the application, it will be placed on a future agenda.

Any person may request the Planning Board to schedule a public hearing. The request may be made in writing prior to the agenda date or in person on the agenda date. All requests must specify the reasons for the public hearing. All parties will be notified of the Planning Board's decision.

You are encouraged to become a person of record in this application. The request must be made in writing and addressed to the Prince George's County Office of the Zoning Hearing Examiner, County Administration Building, Room 2184, 14741 Governor Oden Bowie Drive, Upper Marlboro, MD 20772. Questions about becoming a person of record should be directed to the Hearing Examiner at 301-952-3644. All other questions should be directed to the Development Review Division at 301-952-3530.

FINDINGS

- A. **Location and Field Inspection:** The subject 5.66-acre site includes Parcel B, Parcel C, and Tax Parcel 25. The site is located on the west side of MD 5 (Branch Avenue), in the southwest quadrant of its intersection with Linda Lane, and east of Old Branch Avenue. The site has frontage on MD 5, Linda Lane, and Old Branch Avenue. Parcel 25, Parcel C, and the south half of Parcel B are located in the One-Family Detached Residential (R-80) Zone and total 3.82 acres, and the northern part of Parcel B is located in the Commercial Shopping Center (C-S-C) Zone and is 1.78 acres. The subject site is also located within the Military Installation Overlay (M-I-O) Zone. Parcel 25 and Parcel C are currently improved with single-family detached homes, while the southern the part of Parcel B is improved with a surface parking lot for the one-story office building located on the northern half of Parcel B. Access to Parcel 25 is from Linda Lane and from Old Branch Avenue, access to Parcel C from Old Branch Avenue, and access to Parcel B from Linda Lane.
- B. **History:** The 2006 *Approved Master Plan and Sectional Map Amendment for the Henson Creek-South Potomac Planning Area* (Henson Creek-South Potomac Master Plan and SMA) retained Parcel B in the split zones (C-S-C and R-80), and retained the properties located on Parcel 25 and Parcel C in the R-80 Zone. The property was subject to a Preliminary Plan of Subdivision, PPS 4-87035, approved by the Planning Board on March 26, 1987 (PGCPB Resolution No. 87-111) with three conditions. Preliminary Plan 4-87035 included 4.79 acres in the C-S-C and R-80 Zones (Parcel A), and subdivided Parcel A into two parcels (Parcels B and C), separating the existing single-family detached dwelling and the commercial retail/office building on the subject site. Tax Parcel 25 currently contains an existing single-family detached dwelling and is not the subject of an approved PPS or record plat.
- C. **Neighborhood and Surrounding Uses:** In planning, a neighborhood is considered a smaller unit of a community. Communities tend to comprise several neighborhoods. Significant natural features, or major roads, normally define neighborhoods. Staff finds that the following boundaries create the neighborhood for the subject property:

North— I-95/495 (Capital Beltway)

South— Allentown Road

East— MD 5 (Branch Avenue)

West— Old Branch Avenue

Given the perimeter roadways, the property is surrounded by the following uses:

North— Linda Lane and beyond is the Central Baptist Church of Camp Springs and single-family detached developments in the R-80 Zone.

South— Residential single-family detached developments in the R-80 Zone. Further south of the single-family development is the Evangel Assembly of God Church in the General Commercial Existing (C-2) Zone.

East— MD 5.

West— Old Branch Avenue.

- D. **Request:** The applicant is requesting to rezone Parcels B, C, and 25 from the C-S-C and R-80 Zones to the Mixed Use–Transportation Oriented (M-X-T) Zone, to facilitate a mix of development consisting of offices, commercial, and retail uses. The applicant’s statement of justification proposes the conceptual development of 12,000 square feet of retail/commercial uses and 25,000 square feet of office use, or a combination thereof.

It is important to note that, although the applicant indicates a specific density of development, such information is immaterial in this request to change the 2013 zoning classification of the subject properties. Once the requested zoning is approved, the property owner is entitled to propose the maximum density permitted by the Zoning Ordinance in the M-X-T Zone (8.0 FAR).

E. **General Plan Master Plan and SMA Recommendations:**

General Plan: The subject properties are located within the 2014 *Plan Prince George’s 2035 Approved General Plan’s* (Plan Prince George’s 2035) designated Established Communities policy area. Plan Prince George’s 2035 defines Established Communities as “existing residential neighborhoods and commercial areas served by public water and sewer outside of the Regional Transit Districts and Local Centers.” Plan Prince George’s 2035’s vision for Established Communities is “context-sensitive infill and low- to medium-density development” (page 20).

Pursuant to Section 27-213(a)(2) of the Zoning Ordinance, this proposed reclassification will substantially impair the Plan Prince George’s 2035 policies for Established Communities areas suitable for context-sensitive infill and low- to medium-density development, as discussed further.

Master Plan: The Henson Creek-South Potomac Master Plan and SMA retained the subject properties in the R-80 and C-S-C Zones. Furthermore, the 2013 *Approved Central Branch Avenue Corridor Revitalization Sector Plan* (sector plan) recommends Residential Low land use on the subject properties. Residential Low is defined as “...at or below 5.7 dwelling units per acre in the Developed Tier, primarily single-family detached dwellings” (page 64).

Pursuant to Section 27-213(a)(2), development at this location under the M-X-T Zone would substantially impair the sector plan recommendations for Residential Low land use by:

1. Permitting development at a scale, density, and a mix of uses that is in opposition to the recommended land use; and
2. Preventing the implementation of the sector plan’s land use recommendations for the Central Branch Avenue corridor by permitting development that is out of character and context with the surrounding development.

Section 27-213(a) of the Zoning Ordinance sets forth the criteria for approval of the M-X-T Zone, and is discussed further below.

F. **Zoning Requirements:**

Section 27-213(a) Criteria for approval of the M-X-T Zone.

- (1) **The District Council shall only place land in the M-X-T Zone if at least one (1) of the following two (2) criteria is met:**

(A) Criterion 1. The entire tract is located within the vicinity of either:

- (i) A major intersection or major interchange (being an intersection or interchange in which at least two (2) of the streets forming the intersection or interchange are classified in the Master plan as an arterial or higher classified street reasonably expected to be in place within the foreseeable future); or**
- (ii) A major transit stops or station (reasonably expected to be in place within the foreseeable future).**

The application does not satisfy the criteria in the section. The properties are not within the vicinity of a major intersection or interchange (i.e. the intersection or interchange of two roadways classified as arterial or higher), nor is it within the vicinity of a major transit stop or station. Staff interprets “within the vicinity of” in the context of walkability.

This is in conflict with the applicant’s statement of justification (SOJ), and further explanation is deemed to be appropriate here:

- a. The applicant states that the site is within 2,000 feet of the I-495/MD 5 interchange and, while it is conceded that the site is about 2,000 feet from the nearest ramp junction, it is about 3,300 feet from the center of the interchange footprint. The proposed development seems to have no transportation relationship to this interchange or to the mixed-use development adjacent to it.
- b. The applicant states that the site is within 2,600 feet of the MD 5/Allentown Road interchange. In truth, the distance is more like 2,900 feet, or more than one-half mile. There is no transportation relationship between this site and the MD 5/Allentown Road interchange. None of the connecting streets have sidewalks or bicycle facilities. The small commercial area at this interchange does not, through development patterns, extend toward this site.

The subject properties are one-half mile or more from the MD 5/Allentown Road intersection and the I-495/MD 5 interchange, and more than a mile from the Branch Avenue Metro Station. Moreover, there is no continuous sidewalk along Old Branch Avenue while Branch Avenue, which bisects the area from north to south, is not walkable. Development at that location, pursuant to the M-X-T Zone, would not be in keeping with the concepts of walkability and increased transit and bicycle use. Rather, it would create isolated, stand-alone development.

(B) Criterion 2. The applicable Master Plan recommends mixed land uses similar to those permitted in the M-X-T Zone.

The applicant contends that this criterion is met. In the SOJ, the applicant states that, although the sector plan’s Land Use Map shows the subject property as Residential Low density, it also places the property in a Base Realignment and Closure (BRAC) Zone (see Map 48), which is considered a Community Legacy Area. These areas designate select communities and projects “aimed at strengthening communities through activities such as business retention and attraction, encouraging home ownership, and commercial

revitalization” (page 140). The applicant believes that, although the subject application does not propose residential uses, the proposed rezoning to the M-X-T Zone would support the abutting community and fulfill the sector plan’s vision for BRAC Zone properties within the Branch Avenue corridor area. It will facilitate business retention and better utilize an existing vacant/underutilized space on the property with a mix of commercial/retail uses that will encourage revitalization. However, staff disagrees with the applicant’s interpretation. The master plan and SMA does not recommend mixed land uses similar to those permitted in the M-X-T Zone.

Section 27-542(a)(2) of the Zoning Ordinance describes mixed-use as “walkable communities enhanced by a mix of residential, commercial, recreational, open space, employment, and institutional uses.” In the sector plan, mixed-use is defined as “multiple uses, for example, residential, commercial, and institutional, on one property or within one zoning classification” (page 64). The sector plan provides three different subtypes of mixed-use including Commercial Mixed-use, Residential Mixed-use, and Institutional Mixed-use. The distinction is that each subcategory has a primary use (e.g., commercial, residential, or institutional) that would dominate the property, but still include some sort of a mix that is flexible to take advantage of changing market conditions. The sector plan’s Corridorwide Future Land Use Map (page 112) shows that the subject properties are located entirely within the Residential Low land use category. Residential Low is defined as “at or below 5.7 dwelling units per acre in the Developed Tier, primarily single-family detached dwellings” (page 64). The sector plan does not recommend a mix of uses for the subject properties as defined, but recommends a single residential use.

According to Section 27-429(a)(1) of the Zoning Ordinance, the purpose of the R-80 Zone is “to provide for and encourage variation in the size, shape, and width of one-family detached residential subdivision lots, to better utilize the natural terrain, and to facilitate the planning of one-family residential developments with medium-sized lots and dwellings of various sizes and styles...” The development described for the R-80 Zone is the same type of development supported by the sector plan; whereas, development described for the M-X-T Zone (i.e., intense development with a mix of uses) is not. In terms of use, the proposed M-X-T Zone is not similar to the existing R-80 Zone supported by the sector plan. Commercial, industrial, and institutional land uses that are permitted in the M-X-T Zone are prohibited in the existing R-80 Zone. For example, the M-X-T Zone permits 28 commercial uses compared to 12 permitted in the R-80 Zone, and 13 educational/institutional uses compared to 9 in the R-80 Zone.

In terms of intensity, the proposed M-X-T Zone is not similar to the existing R-80 Zone. For example, townhouses are permitted by-right in the M-X-T Zone; whereas, in the R-80 Zone, they are prohibited except under extremely limited circumstances. Townhouses are permitted in the R-80 Zone if they are part of a cluster development shown on a PPS approved prior to September 1, 1986 (Section 27-441(b) of the Zoning Ordinance). These limitations in the R-80 Zone are necessary and intentional, to ensure that development reflects the desired character of the zone.

A portion of one of the subject properties (Parcel B) is zoned C-S-C, allowing certain commercial uses similar to those allowed in the M-X-T Zone; however, the C-S-C Zone differs from the M-X-T Zone in terms of use and density. Specifically:

- The C-S-C Zone does not allow a mix of uses, while the M-X-T Zone mandates development in at least two of the following three use categories: (1) Retail,

(2) Office/Research/Industrial, and (3) Dwellings, hotel, motel.

- The C-S-C Zone does not allow the level of density permitted in the M-X-T Zone, which has a potential floor area ratio (FAR) of up to 8.0, if the optional method of development is used.

In addition, no text in the sector plan supports the current C-S-C zoning. The Future Land Use Map designates the property as Residential Low land use, suggesting that the sector plan envisions that the existing commercial use will cease in the future. The property would then be integrated into the surrounding community by rezoning it to a zone that supports single-family detached dwellings. Reclassifying the subject properties to the M-X-T Zone from the C-S-C Zone would enable drastic departure from the sector plan's land use recommendations.

- (2) **Prior to approval, the Council shall find that the proposed location will not substantially impair the integrity of an approved General Plan, Area Master plan, or Functional Master plan and is in keeping with the purposes of the M-X-T Zone. In approving the M-X-T Zone, the District Council may include guidelines to the Planning Board for its review of the Conceptual Site Plan.**

Reclassifying the subject properties will substantially impair the integrity of the General Plan and master plan and is not in keeping with the purposes of the M-X-T Zone.

Sector Plan

The sector plan has directed much of its attention to the plan-defined focus areas, and has designated certain properties within the focus areas as mixed-use, based on stakeholder input, market conditions, and market opportunities, as is expressed on page 62. The implementation plan provided in the sector plan did not include recommendations to rezone properties outside of plan-defined focus areas to mixed use, and discouraged rezoning properties to existing mixed-use zones, such as M-X-T. The plan states that "...there are currently several mixed-use zoning districts; however, none of them are likely to facilitate the type of mixed-use areas recommended in this plan..." Rather, the plan suggests creating a new set of mixed-use zones that would be better equipped to execute the sector plan's vision (page 138). If the sector plan supported mixed-use development at this location, it would have recommended the area for a future rezoning in the implementation plan.

The sector plan also summarizes the general areas where mixed-use development has been designated. For example, Residential Mixed-use and Commercial Mixed-use have been assigned to areas "along transit lines at station stops," and Institutional Mixed-use has been designated at "medical facilities where expansion is desired or planned and essential to future development" (page 112). The subject properties are not located along a proposed transit line at a station stop, or within or near, an existing medical facility, indicating that the subject properties were purposefully excluded from mixed-use designation by the sector plan. Had the sector plan intended for mixed-use development to occur at the subject properties, it would have designated the area Mixed-use (as it did, for example, at the intersection of MD 5 and Woodyard Road.) The applicant asserts that there are goals and strategies listed in the sector plan focused on redeveloping the Central Branch Avenue corridor for mixed-use. However, as discussed above, the strategies only apply to the plan-defined focus areas, not to every property located along the corridor, and not for every property designated mixed-use (as stated on page 138 of the sector

plan). Any redirected mixed-use away from the focus areas is a substantial impairment to the sector plan.

In addition, a mixed-use zone, such as M-X-T, would directly contradict the goals of the sector plan to achieve low-density residential uses on the subject properties. The current and surrounding residential zoning (R-80) yields densities up to 4.5 dwelling units per acre, the sector plan recommends up to 5.7 dwellings units per acre; both are considered low-density residential uses appropriate to implement the sector plan's recommended Residential Low land use. Rezoning to M-X-T would result in an extremely large increase in the density over what is presently allowed or recommended for the properties. Given the low density of surrounding uses and the high density possible in the M-X-T Zone, the requested rezoning would be grossly inappropriate, and would not be an "effective transition" between MD 5 and single-family detached dwellings as the applicant asserts, but would be an abrupt transition in density and use. The character of M-X-T Zone development, whether it is composed of townhouses, multifamily, office, or commercial development, would be vastly different from the envisioned low-density residential uses. This proposed deviation in density and use of the property is a substantial impairment to the sector plan.

A major justification provided by the applicant argues that the sector plan "...places the property in a Base Realignment and Closure 'BRAC' Zone," and asserts that the BRAC Zone's objectives are relevant to the rezoning. This assertion is incorrect, as the sector plan does not determine the boundaries of the BRAC Revitalization and Incentive program. The BRAC Revitalization and Incentive program is a state-operated program that eliminates or reduces state or local real property taxes, provides funds to pay back bonds for infrastructure projects, and provides financing assistance for state-initiated projects and operations that aid in achieving the objectives of the program. A county or municipal government must apply for designation for a defined boundary based on criteria. The boundaries are then reviewed by a committee appointed by the state and either approved, denied, or adjusted. The goals of the program are not relevant. The mention of the BRAC Zone in the Implementation chapter of the sector plan simply recommends expanding the BRAC Zone beyond its existing location to increase the potential for utilizing BRAC Zone incentives. Finally, the boundary of the BRAC Zone is shown incorrectly in the sector plan. The official boundary shown on PGAtlas and the Maryland Department of Commerce's website only includes the portion of the subject property zoned C-S-C. Therefore, even if the BRAC Zone's goals and objectives were relevant, they would only apply to that portion of the property.

In summary, the goals and land use recommendations of the sector plan were carefully crafted by stakeholders, planning staff, and the Prince George's County Planning Board, and reviewed and approved by the Prince George's County District Council in 2013 after many years of public engagement and participation, including community meetings, Planning Board and County Council work sessions, and public hearings. The future land use designations were carefully considered. Deviating from the sector plan by redirecting mixed-use development away from the carefully planned focus areas, increasing the intensity and density of uses different from the sector plan's recommendation, and ignoring the implementation plan's discouragement of M-X-T zoning, would substantially impair the sector plan.

General Plan

The hallmark of Plan Prince George's 2035 is to concentrate mixed-use development, such as that permitted by, and encouraged in, the M-X-T Zone in designated Regional Transit Districts and Local Centers, rather than scattered throughout the County. Plan Prince George's 2035, Land Use Policy 7 (page 114), states that the County should "limit future mixed-use land uses outside of the Regional Transit Districts and Local Centers." Plan Prince George's 2035 did not designate the area of the subject properties as a Local Center because mixed-use development would be out of context, as the area is surrounded by low-density residential uses without access to transit. Approval of the M-X-T Zone on the subject properties would substantially impair Plan Prince George's 2035 by allowing mixed-use development in an inappropriate area, out of context with the neighborhood's Residential Low land use, and by pulling mixed-use growth away from designated areas. Mixed-use development is more appropriate for, and should be directed to, the Branch Avenue Metro Station area, which Plan Prince George's 2035 designated as a Local Center, zoned M-X-T.

Plan Prince George's 2035, Land Use Policy 9, states that the County should, "limit the expansion of new commercial zoning outside of the Regional Transit Districts and Local Centers to encourage reinvestment and growth in designated centers..." (page 116). Rezoning the subject properties from R-80 to M-X-T substantially impairs Plan Prince George's 2035 by exponentially expanding commercial development outside of the Regional Transit Districts and Local Centers and pulling possible commercial growth away from those preferred locations.

(3) Adequate transportation facilities.

- (A) Prior to approval, the Council shall find that transportation facilities that are existing, are under construction, or for which one hundred percent (100%) of construction funds are allocated within the adopted County Capital Improvement Program, within the current State Consolidated Transportation Program, will be funded by a specific public facilities financing and implementation program established for the area, or provided by the applicant, will be adequate to carry anticipated traffic for the proposed development.**

The applicant has submitted a traffic impact study (TIS) as part of this application, which was completed on March 2017. The purpose of the TIS was to identify and evaluate the critical intersections in order to determine the impact of the proposed zoning changes on the performance of the intersections.

Trip Generation and Impacts

Since the C-S-C-zoned section of the property could be developed with medical office use, a table was prepared comparing the uses with the highest traffic generator for the current zoning against the zoning change being sought.

Zoning or Use	Units or Square Feet	AM Peak-Hour Trips			PM Peak-Hour Trips			Daily Trips
		In	Out	Total	In	Out	Total	
Existing Zoning (and maximum density)								
R-80 (3.40 residences per acre)	12 residences	2	7	9	7	4	11	108
C-S-C (0.4 floor to area ratio)	31,010 square feet medical office	71	17	88	37	81	118	1,240
Total Trips Under Existing Zoning		73	24	97	44	85	129	1,348
Proposal Under M-X-T Zone								
M-X-T (retail/commercial)	6,000-square-foot fast food restaurant	139	134	273	102	94	196	
	Less 50 percent pass-by	-70	-67	-137	-51	-47	-98	
	Net new trips	69	67	136	51	47	98	1,489
M-X-T (retail/commercial)	6,000 square feet convenience store	201	201	402	160	154	314	
	Less 50 percent pass-by	-100	-101	-201	-80	-77	-157	
	Net new trips	101	100	201	80	77	157	2,214
M-X-T (office)	25,280 square feet general office	46	5	51	9	38	47	354
Total Trips Under M-X-T Proposal		216	172	388	140	162	302	4,057
Difference (Existing Zoning vs. M-X-T)		+143	+148	+291	+96	+77	+173	+2,709

The comparison of estimated site trip generation indicates that the proposed rezoning could have an impact on the critical intersections of approximately 175 to 300 additional trips, depending on the peak hour being considered, based on the square footages proposed by the applicant at this time.

It needs to be noted that the M-X-T Zone approval is not based upon conceptual development proposed at this time. Only the conceptual development yield is shown in the traffic impact study (TIS), and the traffic-related findings can be amended at the time of PPS, in accordance with Section 27-213(a)(3)(B). While Transportation Planning staff has always interpreted this part of the law to allow the scope of transportation improvements to be amended as future traffic patterns changes, it appears to also allow more intensive uses to be proposed at later review stages. The M-X-T Zone allows a range of uses and a maximum density of 8.0 FAR.

Traffic Study Analyses

The traffic generated by the proposed development would impact the following intersections, interchanges, and links in the transportation system:

- Old Branch Avenue at Linda Lane
- Old Branch Avenue at Middleton Lane
- Old Branch Avenue at Manchester Drive
- Deer Pond Lane at MD northbound ramps
- Linda Lane at site access
- Old Branch Avenue at site access

The application is supported by a TIS dated March 2017 using counts dated February 2017. The findings and recommendations outlined below are based upon a review of these materials and analyses conducted by staff, consistent with the “Transportation Review Guidelines, Part 1, 2012” (*Guidelines*).

The subject property is located within Transportation Service Area 1, as defined in Plan Prince George’s 2035. As such, the subject property is evaluated according to the following standards:

Links and signalized intersections: Level of Service (LOS) E, with signalized intersections operating at a critical lane volume (CLV) of 1,600 or better. Mitigation, as defined by Section 24-124(a)(6) of the Subdivision Regulations, is permitted at signalized intersections within any tier subject to meeting the geographical criteria in the *Guidelines*.

Unsignalized intersections: The procedure for unsignalized intersections is not a true test of adequacy, but rather an indicator that further operational studies need to be conducted. A three-part process is employed for two-way stop-controlled intersections: (a) vehicle delay is computed in all movements using *The Highway Capacity Manual* (Transportation Research Board) procedure; (b) the maximum approach volume on the minor streets is computed if delay exceeds 50 seconds, (c) if delay exceeds 50 seconds and at least one approach volume exceeds 100, the CLV is computed. A two-part process is employed for all-way stop-controlled intersections: (a) vehicle delay is computed in all movements using *The Highway Capacity Manual* (Transportation Research Board) procedure; (b) if delay exceeds 50 seconds, the CLV is computed. Once the CLV exceeds 1,150 for either type of intersection, this is deemed to be an unacceptable operating condition at unsignalized intersections. In response to such a finding, the Planning Board has generally recommended that the applicant provide a traffic signal warrant study and install the signal (or other less costly warranted traffic controls) if deemed warranted by the appropriate operating agency.

The following critical intersections, interchanges, and links identified above, when analyzed with existing traffic using counts taken in February 2017 and existing lane configurations, operate as follows:

EXISTING TRAFFIC CONDITIONS				
Intersection	Critical Lane Volume (CLV, AM & PM)		Level of Service (LOS, AM & PM)	
Old Branch Avenue at Linda Lane	8.7*	13.4*	--	--
Old Branch Avenue at Middleton Lane	468	615	A	A
Old Branch Avenue at Manchester Drive	12.1*	11.7*	--	--
Deer Pond Lane at MD northbound ramps	8.2*	8.3*	--	--
Linda Lane at site access	Future	Future	--	--
Old Branch Avenue at site access	Future	Future	--	--
*In analyzing unsignalized intersections, average vehicle delay for various movements through the intersection is measured in seconds of vehicle delay. The numbers shown indicate the greatest average delay for any movement within the intersection. According to the <i>Guidelines</i> , delay exceeding 50.0 seconds indicates inadequate traffic operations. Values shown as "+999" suggest that the parameters are beyond the normal range of the procedure, and should be interpreted as a severe inadequacy.				

Background Traffic

None of the critical intersections identified above are programmed for improvement with 100 percent construction funding within the next six years in the current Maryland Department of Transportation Consolidated Transportation Program or the Prince George's County Capital Improvement Program (CIP). Background traffic has been developed for the study area using the approved, but unbuilt, developments in the area. A 0.5 percent annual growth rate for a period of six years has been assumed. The critical intersections, when analyzed with background traffic and existing lane configurations, operate as follows:

BACKGROUND TRAFFIC CONDITIONS				
Intersection	Critical Lane Volume (CLV, AM & PM)		Level of Service (LOS, AM & PM)	
Old Branch Avenue at Linda Lane	8.9*	14.7*	--	--
Old Branch Avenue at Middleton Lane	489	650	A	A
Old Branch Avenue at Manchester Drive	12.5*	12.1*	--	--
Deer Pond Lane at MD northbound ramps	8.3*	8.4*	--	--
Linda Lane at site access	Future	Future	--	--
Old Branch Avenue at site access	Future	Future	--	--
*In analyzing unsignalized intersections, average vehicle delay for various movements through the intersection is measured in seconds of vehicle delay. The numbers shown indicate the greatest average delay for any movement within the intersection. According to the <i>Guidelines</i> , delay exceeding 50.0 seconds indicates inadequate traffic operations. Values shown as "+999" suggest that the parameters are beyond the normal range of the procedure, and should be interpreted as a severe inadequacy.				

Total Traffic

The following critical intersections, interchanges, and links identified above, when analyzed with the programmed improvements and total future traffic as developed using the *Guidelines*, including the site trip generation as described above, operate as follows:

TOTAL TRAFFIC CONDITIONS				
Intersection	Critical Lane Volume (CLV, AM & PM)		Level of Service (LOS, AM & PM)	
Old Branch Avenue at Linda Lane	10.3*	15.3*	--	--
Old Branch Avenue at Middleton Lane	599	745	A	A
Old Branch Avenue at Manchester Drive	12.1*	14.1*	--	--
Deer Pond Lane at MD northbound ramps	9.3*	9.0*	--	--
Linda Lane at site access	14.3*	25.6*	--	--
Old Branch Avenue at site access	11.0*	13.3*	--	--
*In analyzing unsignalized intersections, average vehicle delay for various movements through the intersection is measured in seconds of vehicle delay. The numbers shown indicate the greatest average delay for any movement within the intersection. According to the Guidelines, delay exceeding 50.0 seconds indicates inadequate traffic operations. Values shown as "+999" suggest that the parameters are beyond the normal range of the procedure, and should be interpreted as a severe inadequacy.				

It is found that all critical intersections operate acceptably under total traffic in both peak hours, based on the conceptual development evaluated at this time.

Master Plan Rights-of-Way

The site is adjacent to MD 5, which is a master plan freeway facility. Adequate right-of-way, consistent with master plan recommendations, exists along MD 5.

Therefore, no further dedication is required of this plan along MD 5. Also, the site is adjacent to Old Branch Avenue, which is a master plan collector facility. At the time of future reviews, and particularly the PPS, the applicant shall demonstrate dedication of 40 feet from centerline along Old Branch Avenue. Access onto Old Branch Avenue is under the jurisdiction of the Prince George's County Department of Permitting, Inspections and Enforcement (DPIE).

Linda Lane is undesignated on the master plan and is a state roadway. Access onto Linda Lane is under the jurisdiction of the Maryland State Highway Administration (SHA).

Conclusion

Given the proposed uses and the associated traffic projection outlined in the TIS, it is determined that the proposed rezoning and the proposed uses would not bring about a substantial impact on the existing transportation facilities in the area of the subject property, in the near term. The transportation facilities would be adequate to carry anticipated traffic for the proposed development, as required by Section 27-213(a)(3).

Nevertheless, the Transportation Planning staff indicates that the location does not meet the criteria in Section 27-213(a)(1)(A) for granting of the M-X-T Zone. The site is not within the vicinity of a major intersection or interchange (that being the intersection or interchange of two roadways of arterial or higher classification), nor is it within the vicinity of a major transit stop or station. The M-X-T Zone allows a range of uses and flexible density. Staff believes that it is the intent of Plan Prince George's 2035 to direct dense mixed-use zoning to designated centers, rather than to scatter such zoning around the County.

G. Conformance with the Purposes of the Zone:

Section 27-542(a) Purposes of the M-X-T Zone

- (1) To promote the orderly development and redevelopment of land in the vicinity of major interchanges, major intersections, major transit stops, and designated General Plan Centers so that these areas will enhance the economic status of the County and provide an expanding source of desirable employment and living opportunities for its citizens;**

The subject properties are not within a designated General Plan center where more intense, mixed-use development is justified. The properties are also not in the vicinity of a major interchange or intersection, or transit stop. They are one-half mile or more from the MD 5/MD 337 intersection and the I-495/MD 5 interchange, and more than a mile from the Branch Avenue Metro Station. Development at that location under M-X-T would be isolated within a low-density residential community.

- (2) To implement recommendations in the approved General Plan, Master plans, and Sector Plans, by creating compact, mixed-use, walkable communities enhanced by a mix of residential, commercial, recreational, open space, employment, and institutional uses;**

The proposed zoning reclassification does not implement recommendations of either Plan Prince George's 2035 or the sector plan, and permits development that stands in complete contrast to those recommendations and, would be, at best, only internally-walkable due to the surrounding auto-dependent suburban environment.

- (3) To conserve the value of land and buildings by maximizing the public and private development potential inherent in the location of the zone, which might otherwise become scattered throughout and outside the County, to its detriment;**

Staff believes that the intent of Plan Prince George's 2035 is to concentrate mixed-use development, such as that permitted by and encouraged in the M-X-T Zone, in designated regional transit districts and local centers, rather than scattered throughout the County. Mixed-use development at this location would contribute to the scattering of development that this zone seeks to reduce.

- (4) To promote the effective and optimum use of transit and reduce automobile use by locating a mix of residential and non-residential uses in proximity to one another and to transit facilities to facilitate walking, bicycle, and transit use;**

Rezoning to the M-X-T Zone would do little to reduce automobile use, as pedestrians would be required to cross MD 5, a freeway, without the assistance of a pedestrian bridge or underpass to access the proposed retail establishments and offices. Additionally, the subject properties are not near a transit station or bus stop.

- (5) To facilitate and encourage a twenty-four (24) hour environment to ensure continuing functioning of the project after workday hours through a maximum of activity, and the interaction between the uses and those who live, work in, or visit the area;**

Insufficient daytime or residential population exists near the subject properties to support a 24-hour environment. The adjacent residents and the church may find that the types of uses characterized by 24-hour businesses are a nuisance and incompatible with the character of their neighborhood.

(6) To encourage an appropriate horizontal and vertical mix of land uses which blend together harmoniously;

At this location, mixed-use development would be isolated from the mixed-use developments to the south, at the intersection of Allentown Road and MD 5, and to the north at the Branch Avenue Metro Station. Purpose (6) for the M-X-T Zone presumes that the zone is in an urban or urbanizing area and that the development would become part of the urban fabric. The subject properties are in a low-density suburban community.

(7) To create dynamic, functional relationships among individual uses within a distinctive visual character and identity;

This purpose of the M-X-T Zone addresses urban design features of development. At this rezoning stage, it is premature to evaluate the urban design features.

(8) To promote optimum land planning with greater efficiency through the use of economies of scale, savings in energy, innovative stormwater management techniques, and provision of public facilities and infrastructure beyond the scope of single-purpose projects;

The applicant suggests that “economies of scale” are satisfied by constructing two uses at once on the same property. Staff agrees with this assessment. However, this does not justify M-X-T zoning at that location.

(9) To permit a flexible response to the market and promote economic vitality and investment; and

The applicant has not provided any indication that there is a market for the type of uses permitted by the M-X-T Zone.

(10) To allow freedom of architectural design in order to provide an opportunity and incentive to the developer to achieve excellence in physical, social, and economic planning.

At this time, there are no architectural elevations or urban design features to be evaluated. However, although freedom of architectural design (and excellence) should always be encouraged, given that the site is surrounded on both sides of MD 5 mainly by single-family residential dwellings and low-intensity uses such as churches, rezoning the subject property to M-X-T to permit density and a variety of uses could be incompatible, unless close attention is paid to the setback of buildings from property lines, design of strong buffer yards, and building design compatible in form with the surrounding neighborhood.

H. **Other Planning Considerations:** Although the applicant provides an approximate density (construct 12,000 square feet of retail/commercial uses and 25,000 square feet of office uses) and assures that the completed project will be “appropriate in scale with their location,” such information is irrelevant to this request to change the zoning classification of the subject

properties. If the requested zoning is approved, the property owner is entitled to propose the maximum density permitted by the Zoning Ordinance.

Finally, the applicant asserts that the rezoning is necessary to rectify the split zoning of the property located at 5620 Linda Lane. Although rezoning the split-zoned property would rectify this issue, the M-X-T Zone is not the only zone available. There are other options that may better align with the sector plan's vision.

I. **Referrals:**

1. **Environmental**—There are no environmental issues at this time.
2. **Subdivision**—The site is the subject of PPS 4-87035. Based on the submitted plans, the applicant will be proposing a mix of commercial, retail, and office uses should the zoning map amendment request be approved. Approval of a new PPS will be required, prior to approval of a detailed site plan application, for development of more than 5,000 square feet on Tax Parcel 25, in accordance with Section 24-107 of the Subdivision Regulations. Any development or redevelopment exceeding the existing building square footage, as evaluated in PPS 4-87035, for commercial, retail, and office uses on Parcels B and C will require a new PPS for a new determination of adequacy.

Plan Comments

- a. The provided plan indicates a maximum FAR of 8.0 for the site; however, this density may only be achieved with the use of the optional method of development (Section 27-545), pursuant to Section 27-548 of the Zoning Ordinance. The allowed density will be determined with a future application which includes proposed development or redevelopment of the site.
- b. Although not proposed with this application, any structures proposed for the subject site will be required to conform with the height requirements contained in Section 27-548.54 of the Zoning Ordinance.
3. **Urban Design Section**—The appropriateness of the requested new zone should be considered to assure maximum compatibility with the surrounding single-family neighborhoods. If the M-X-T Zone is adopted, at the time of the conceptual site plan (CSP), special attention should be given to the design elements relating to compatibility with the surrounding neighborhood.
4. **Historic Preservation**—There are no historic resources on or adjacent to the subject property. This proposal will not impact any historic sites, historic resources, or known archeological sites.
5. **Special Projects Section**—The request to rezone the subject site will have no impact on public facilities.
6. **Maryland State Highway Administration (SHA), Prince George's County Department of Public Works and Transportation (DPW&T), and Prince George's County Department of Permitting, Inspections and Enforcement (DPIE)**—As of the writing of this report, SHA, DPW&T, and DPIE did not provide any comments.

RECOMMENDATION

The requested M-X-T Zone does not conform to the *Plan Prince George's 2035 Approved General Plan* policies for Established Communities, areas suitable for context-sensitive infill and low- to medium-density development. It also does not conform to the land use recommendations of the 2006 *Approved Master Plan and Sectional Map Amendment for the Henson Creek-South Potomac Planning Area* or the 2013 *Approved Central Branch Avenue Corridor Revitalization Sector Plan*, which recommends a single, low-density residential land use on the subject properties. In addition, deviating from the master plan by redirecting mixed-use development away from the carefully planned mixed-use areas and increasing the intensity and density of uses different from the master plan's recommendation would substantially impair the master plan.

As previously stated, the intent of the General Plan is to direct mixed-use, high-intensity developments, such as that permitted by and encouraged in the M-X-T Zone, in designated regional transit districts and local centers, rather than scattered throughout the County. Since the subject properties are not located within any designated regional transit district or local center, the master plan envisioned these lots to be low-density residential development, rather than high-density mixed-used development. The intense character of M-X-T Zone development would be vastly different, inappropriate, and an abrupt transition in density and uses. Therefore, staff finds that reclassifying the subject properties to the M-X-T Zone will substantially impair the goals, policies, and purposes of the General Plan and the master plan. Consequently, staff recommends DISAPPROVAL of Zoning Map Amendment Application No. A-10043, Linda Lane Commercial Park, for rezoning from the C-S-C and R-80 Zones to the M-X-T Zone.