

The Maryland-National Capital Park and Planning Commission
 Prince George's County Planning Department
 Development Review Division
 301-952-3530



Note: Staff reports can be accessed at www.mncppc.org/pgco/planning/plan.htm.

Zoning Map Amendment Petition No. A-9968

Application	General Data
Project Name: Willowbrook Location: North side of Leeland Road approximately 3,250 feet west of US 301. Applicant/Address: Merchantile Bank Real Estate Services 766 Old Hammonds Ferry Road Linthicum, Maryland 21090	Date Accepted: 5/6/05
	Planning Board Action Limit: N/A
	Plan Acreage: 427
	Zone: E-I-A, R-A
	Dwelling Units: 700
	Square Footage: N/A
	Planning Area: 74A
	Tier: Developing
	Council District: 4, 6
	Municipality: N/A
	200-Scale Base Map: 203SE13

Purpose of Application	Notice Dates
Rezoning from E-I-A and R-A to R-S	Adjoining Property Owners Previous Parties of Record Registered Associations: 2/7/05 (CB-12-2003)
	Sign(s) Posted on Site 6/28/05
	Notice of Hearing Mailed: N/A

Staff Recommendation			Staff Reviewer: Catherine H. Wallace
APPROVAL	APPROVAL WITH CONDITIONS	DISAPPROVAL	DISCUSSION
		X	

June 28, 2005

TECHNICAL STAFF REPORT:

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

VIA: Jimi Jones, Acting Zoning Supervisor

FROM: Catherine H. Wallace, Planner Coordinator

SUBJECT: **Zoning Application No. A-9968; Willowbrook**

REQUEST: **E-I-A and R-A Zones to the R-S (Residential Suburban) 1.6 to 2.6 Comprehensive Design Zone**

RECOMMENDATION: **DENIAL; with the further recommendation of APPROVAL for the R-L (Residential Low Development) 1.0 to 1.5 Comprehensive Design Zone.**

NOTE:

The Planning Board has scheduled this application for review on the agenda date indicated above. The Planning Board also encourages all interested persons to request to become a person of record in this application. Requests to become a person of record should be made in writing and addressed to the Development Review Division at the address indicated above. Please call 301-952-3530 for additional information.

FINDINGS:

- A. **Location and Field Inspection:** The subject property is a large, wooded and undeveloped tract of land, located on the north side of Leeland Road approximately 3,250 feet west of US 301. It is described as part of Parcel 30 Tax Map 77, and it measures 427 acres in size.
- B. **History:** The site was rezoned from the R-A to the E-I-A Zone during the 1991 Bowie-Collington Sectional Map Amendment. The rezoning was contained in ZMA Application A-9829.
- C. **Master Plan Recommendation:**
- 2002 General Plan: This application is located in the Developing Tier. The vision for the Developing Tier is to maintain a pattern of low- to moderate-density suburban residential communities, distinct commercial centers, and employment areas that are increasingly transit serviceable.
- Master Plan: *The Approved Master Plan and Adopted Sectional Map Amendment (SMA) for Bowie–Collington–Mitchellville and Vicinity (Planning Areas 71A, 71B, 74A, and 74B (1991) recommends employment and institutional uses.*
- D. **Request:** The existing E-I-A Zone is a Comprehensive Design Zone, which permits a mix of industrial/employment, commercial and public uses, to which a residential component was added in 2002, pursuant to CB-133-2002. This request is to rezone 425 acres of E-I-A-zoned property and a two-acre tract of land in the R-A Zone to the R-S (Residential-Suburban) Comprehensive Design Zone at a dwelling unit density range of 1.6 to 2.6 dwellings per acre. The two-acre site is separated from the rest of Parcel 30 by the Popes Creek Railroad tracks.

An update of the Bowie-Collington Master Plan and Sectional Map Amendment has been initiated, and final adoption is expected by the end of 2005. The applicant is requesting that this rezoning take place as part of the new master plan and sectional map amendment process, pursuant to Section 27-226 of the Zoning Ordinance. The staff concurs with the applicant that a 15-acre parcel owned by the applicant and contained within the original basic plan can be developed in either the E-I-A or I-1 Zones.

The proposed basic plan reflects the following land use types and quantities:

Total area:	427± acres
Land in the 100-year floodplain:	77.7± acres
Adjusted Gross Area:	(427 less half the floodplain)=388± acres
Mixed Retirement:	27± Acres
Adjusted Gross Area less Mixed Retirement:	361± acres
Density Permitted under the R-S Zone:	1.6–2.6 du/ac
Permitted Dwelling Unit Range (excluding mixed retirement):	577–938 du

Proposed Land Use Types and Quantities:

Residential: 361 acres @ 1.5 du/ac	104 acres—460 single-family detached units 9 acres—85 townhouse units 545 total units
Mixed Retirement: 27+ Acres @ 5.74 du/ac	31 single-family detached units 54 townhouse units 70 multifamily units 155 total units
Private Active Open Space:	9 acres
Public Active Open Space:	22 acres
Passive Open Space	223 acres

- E. **Neighborhood and Surrounding Uses:** Staff accepts the applicant's suggested neighborhood boundaries as follows:

North—Central Avenue (MD 214)
East—Crain Highway (US 301)
South—Leeland Road
West—Church Road

The applicant provides the following neighborhood description: “The neighborhood in which Willowbrook is located is distinguished by natural and manmade barriers, which form the boundaries of the neighborhood. To the north of Willowbrook is MD 214 (Central Avenue), which represents the northern boundary of the neighborhood of which Willowbrook is a part. MD 214 runs in an east/west direction. East of the property is US 301, which runs in a north/south direction. Leeland Road, which becomes Oak Grove Road westward at the Popes Creek Railroad tracks, is the southern boundary of both Willowbrook and the entire neighborhood. Directly west of Willowbrook is the Collington Branch Stream Valley, which runs in a north/south direction. Beyond the stream valley to the west is Church Road, which runs parallel to the stream valley and is the neighborhood's western boundary.

“There are several neighborhood density variations among the properties adjacent to or near Willowbrook. The area north of the property, which is east of Church Road and south of Central Avenue, includes the developed subdivisions of Collington and The Hamptons in the R-R (Rural Residential) Zone. To the northeast of the property is the Collington Center, a 920-acre site in the E-I-A (Employment and Institutional Area) Zone, which is developed with offices, research, laboratories, and specialty manufacturing. It should be noted that a stream valley, which is 100± feet wide at its most narrow point, provides a buffer between Willowbrook and the Collington Business Center. Beyond the Collington Business Center is the Karington development, which is located near the intersection of Central Avenue and US301. Karington consists of 362 acres in the E-I-A, with 650,000 square feet of office use, 343,000 square feet of retail use, and 1,239 dwelling units (including 490 multifamily apartments, 210 multifamily condominium units, 20 live-work units, 120 multifamily senior units, 245 townhouse units and 154 single-family detached units).

“On the eastern edge of Willowbrook is a stream valley that buffers the subject property from the Safeway Distribution Center, which is southeast of Willowbrook. Willowbrook is further buffered from Safeway by a 15±-acre parcel that is also owned by the applicant, Mercantile Safe Deposit and Trust, which we anticipate will be rezoned to I-1, as the new proposed plan recommends. Further southeast of Willowbrook is the Beechtree development, which is located on the west side of Robert Crain Highway (US 301), and bounded on the north by Leeland Road. Beechtree is an R-S-zoned property with a density level of 3.0 dwelling units per acre. Just south of Willowbrook is Locust Hill, a parcel of property in the R-E Zone....

“As noted previously, the Popes Creek Railroad tracks are located on the western border of Willowbrook. Beyond these tracks, further west of Willowbrook, is Oak Grove Road and Church Road. Church Road runs in a north/south direction, perpendicular to Oak Grove Road. Where Oak Grove and Church Road meet are St. Barnabas Church and Queen Anne School, the beneficiaries of the Seton Belt Trust. Northwest of the property is the Oak Creek residential development, an 890-acre development in the R-L Zone. Oak Creek is located in the northwest quadrant of the intersection of Oak Grove and Church Roads. Oak Creek’s residential development consists of 1,148 dwelling units, with a density level of 1.3 dwelling units per acre.”

F. Zoning Requirements: Section 27-195(b) provides that prior to the approval of the application and the Basic Plan, the applicant shall demonstrate, to the satisfaction of the District Council, that the entire development meets the following criteria:

(A) The proposed Basic Plan shall either conform to:

- (i) The specific recommendation of a General Plan map, Area Master Plan map, or urban renewal plan map; or the principles and guidelines of the plan text which address the design and physical development of the property, the public facilities necessary to serve the proposed development, and the impact which the development may have on the environment and surrounding properties; or**
- (ii) The principles and guidelines described in the Plan (including the text) with respect to land use, the number of dwelling units, intensity of nonresidential buildings, and the location of land uses.**

APPLICANT’S POSITION:

“The proposed Basic Plan conforms to the preliminary version of the Bowie-Collington-Mitchellville & Vicinity Master Plan. The preliminary Master Plan specifically addresses the Developing Tier, in which Willowbrook is located. It recognizes that ‘The portion of the master plan area that lies within the Developing Tier is a viable, residential community that provides low-to-moderate density, suburban, and diverse residential development, renovated mixed-use activity centers, multimodal transportation, and a Regional Center connected to a major transit hub supported by the required public facilities.’ The Plan has also identified overall planning issues for the Developing Tier:

- ‘• Lack of pedestrian-oriented environments that give identity to an area or create a sense of place.
- ‘• Need for more diversity of housing types.

- ‘• Need to protect existing neighborhood character and quality of housing.
- ‘• Need for senior housing.
- ‘• Achievement of high-quality development.’

“The subject Basic Plan incorporates all of these principles. For example, the proposed development program calls for the following, as noted in our application:

11%	22’-24 wide Townhouses
29%	60’ wide Single Family Lots
40%	80’ wide Single Family Lots
5%	100’ wide Single Family Lots
5%	2 unit Townhouses (Age Restricted)
4%	3-4 unit Townhouses (Age Restricted)
6%	12 unit Building/Flats (Age Restricted)
100%	Total Units

“Additionally, regarding senior housing in the developing tier which is discussed at page 19 of the Proposed plan, Policy 4 is to develop high-quality senior citizen housing. As shown above, it is anticipated that the development of Willowbrook will include senior housing. The site plans submitted along with this application propose that approximately 15% of residential units will be senior housing units. At present, a developer for Willowbrook has not been selected. It is difficult at this stage to predict with complete accuracy the details regarding the senior housing portion of the site.

"Policy 6 on page 20 of the Proposed plan is to ‘Improve site design to maximize the preservation of environmentally sensitive areas, encourage a diversity of housing types, provide a mix of land uses in appropriate locations, and reduce the cost of providing new roads and other public facilities.’ The strategy for accomplishing this objective, with regard to the Willowbrook property is discussed on page 22: ‘Recommend and support future rezoning to Comprehensive Design Zones at selected locations.’ The proposed plan designates the Willowbrook property as a selected location based on the description of ‘Property located on the north side of Leeland Road and Oak Grove Road between US 301 and Church Road.’ See page 22.

“The subject Basic Plan incorporates the main goals, objectives and policies of the Proposed plan. Our request for rezoning the property to R-S at the lower proposed density of 1.6 to 1.7 dwelling units per acre, is consistent with the Plan’s vision of the Developing Tier as ‘a viable, residential community that provides low-to-moderate density, suburban, and diverse residential development.’

“As previously noted, the Willowbrook property is located in the Developing Tier. The Developing Tier encompasses the middle section of the county. In describing the growth policies in the Developing Tier, the 2002 General Plan calls for a policy to “encourage compact residential neighborhood design and limit commercial uses to designated Center”. The Developing Tier is an area of “distinct commercial centers and employment areas that are transit serviceable”. Unlike the 1991 Master Plan, the Willowbrook property was neither designated as a Commercial Center or an Employment Area.

“The first objective noted in Table 1: General Plan Objectives of the 2002 General Plan is to ‘Capture a designated percentage of the county’s dwelling unit growth by 2025 within each tier.’ The percentage for the Developing Tier is 66%. The current update for the Bowie and Vicinity Master Plan specifically proposes a residential and employment land use for the Willowbrook site. The employment portion abuts the existing E-I-A on the southeast in conjunction with an existing stream.

“The Willowbrook development will provide Prince George’s County with a multi-generational community with a variety of housing in different price ranges. Our plan includes a mixture of townhouses, three different types of single-family homes, and an active adult component (senior housing-age restricted). It is believed that timely development of Willowbrook will contribute to the general welfare and quality of life in the Bowie-Collington-Mitchellville & Vicinity Planning Area.

“The applicant concurs with the 2002 General Plan and the current Bowie and Vicinity Master Plan update in that the subject property should be primarily developed as residential with the southeast portion remaining industrial, as a buffer to the adjacent existing employment development. As previously mentioned, planning area 74A is currently undergoing a master plan update as the Bowie and Vicinity Master Plan, which is scheduled to receive District Council approval in January 2006. Currently, a draft of the master plan and SMA has been prepared and includes specific recommendations for the subject property. The proposed plan and SMA recommends residential development of Willowbrook.

“The Willowbrook property will primarily be developed as a mixed-use residential community composed of single-family dwelling units on various size lots, townhouses, and condominiums. Because the applicant is seeking a rezoning via the Comprehensive Design Zone process, it has selected the R-S (Residential Suburban Development) Zone as the best vehicle to accomplish the stated goals of the most recent version of the master plan for Bowie–Collington–Mitchellville and Vicinity. The R-S Zone offers the type of flexibility that would allow for a mix of residential types, including age-restricted housing units, which is also a stated goal of the new proposed plan.

“The subject R-S application illustrative plan shows 700± units on 427± acres for a general density of 1.6 du/acre, slightly more than the master plan’s recommendation of 1.5 du/acre. But, the master plan also sets forth criteria for encouraging active senior citizen housing. In particular, the plan states that ‘Active senior citizen development should be provided according to the following design guidelines:

- ‘1. Development should be located within one-half mile of the edge of Bowie Regional Center or mixed-use activity centers to enhance its pedestrian orientation;
- ‘2. Development should include pedestrian linkages to shopping and services in the adjacent Bowie Regional Center or mixed-use activity centers;
- ‘3. Development should be of sufficient size to provide amenities, such as indoor parking or garages, gardens, plazas, swimming pools, or common eating areas;
- ‘4. Development should have direct access to a collector road or greater to allow easy access for emergency medical services;
- ‘5. Development should be served by public transit or shuttle buses to shopping and services in the Bowie Regional Center or mixed-use activity centers;

- ‘6. Prior to approval of new development, a market analysis should be conducted that evaluates and satisfactorily demonstrates the need for senior housing.’

“Of these criteria, we comply with numbers 3, 4, 5 and 6:

- ‘3. The retirement community will have community and recreational areas designed specifically for retired seniors. In addition, we will offer specialized programs for residents of the retirement community, within the community facilities to integrate the services into the fabric of the community.
- ‘4. We have direct access to Leeland Road with access to Route 301.
- ‘5. Assuming the project has a critical mass of 200 plus or minus senior units, we will either coordinate with the public transportation providers and/or provide a shuttle service to the Bowie Regional Center or mixed-use activity centers.
- ‘6. While a specific market study has not been conducted, Toll Brothers is a Fortune 500 company with substantial experience in mixed-unit communities. Their conclusion is that up to 200 senior units as part of a larger community is economically viable.’

“As such, we have included in our application approximately 27± acres of land for the use of a mixed retirement development. See County Code Section 27- 107.01(a)(151). This would permit up to 8 units per acre on this portion of the property (the illustrative plan shows 155± units which are single family, multifamily, and town homes). The R-S zone could permit up to 216± units on these 27± acres. See County Code Section 27-513 (4).

“Excluding these specialized units, our general density is 1.3± acre, well within the Master Plan guidelines, i.e. 445 s.f./dus on 427± acres. Further, in looking at the density levels of Beechtree and Oakcreek, which are at 3.0 and 1.3, respectively, our proposed density is a more logical transition density than would be achieved under the R-L zone. At 1.6, we are only slightly more dense than the adjacent R-L at Oak Creek, and significantly lower than the R-S at Beechtree at 3.0 dwelling units per acre. The median density between Beechtree and Oak Creek is estimated to be approximately 2.1, which is greater than what we are proposing for Willowbrook. Given that our proposed density of 1.6 is only slightly more dense than the recommended R-L, and only slightly more dense than Oak Creek, we believe this zone complies with the overall recommendation of the proposed Master Plan. As such, a density of 1.6± du/acre, with significant amount of units in a mixed retirement community, would conform to the general guidelines to Master Plan....”

Staff Comment: Although this application is being reviewed through the master plan process and will be decided through the adoption of a revised sectional map amendment, the policies of the pending master plan revision have not yet been approved. Nevertheless, in reviewing this application, the District Council may rely upon the planning studies and rationales that provide the basis for the recommendations of the proposed preliminary master plan.

2002 GENERAL PLAN

As noted above, this application is located in the Developing Tier of the 2002 General Plan. The vision for the Developing Tier is to maintain a pattern of low- to moderate-density suburban residential communities, distinct commercial centers, and employment areas that are increasingly

transit serviceable. The plan designates employment uses in Centers and Corridors where the employment is most appropriate. The subject property is not located in such a Center or Corridor.

THE CURRENT MASTER PLAN

The Bowie–Collington–Mitchellville and Vicinity Master Plan (1991) recommends employment and institutional uses. This property is within “Employment Area 6 ” known as the Collington Expansion Area. The approved development is also known as the Willowbrook Business Park. The 1991 master plan provides recommendations for this property on pages 137-138. The following are some of the relevant recommendations for this property:

- “This employment expansion area is not expected to realize its development potential in the foreseeable future because of its location, the opportunities and commitments within other employment areas, and the dependence on substantial road improvements prior to major development. However, if development proceeds in the near future, it should occur only after market sector and absorption studies are done to show the viability of large-scale development. Such approvals should not be granted until studies show that proposed uses are supportable in the market and that adequate land and building intensity exists to establish an identifiable and functional development.
- “Depending on the timing of development in this area, employment absorption trends, market opportunities, and public facility constraints, this employment expansion area, in particular, should be reevaluated during the next Master Plan/Sectional Map Amendment revision cycle in terms of employment alternatives and implementation techniques.”

PLANNING ANALYSIS

The 1991 master plan envisioned that the development of this property would occur after market studies were done to show viability. No market studies have been carried out, but the lack of development proposals for this site since 1991 suggest that employment uses for the site are far less viable now than when contemplated 14 years ago. Also, the development of this property was predicated on the development of certain public facilities including the construction of Arterial A-44. A-44 is on the 1991 master plan, but County Council Resolution CR-19-2003, which initiated the restudy of the Bowie–Collington plan, stipulated that there would be no further analysis or evaluation of this roadway in future plans. In addition, the approval of the Karington development, located in the northern portion of Employment Area 6, for a mix of office/retail and dwelling units indicates that it is appropriate to consider residential development within this neighborhood.

Planning studies undertaken to develop recommendations for the proposed preliminary Bowie and Vicinity Master Plan found that most of this site is not suitable for employment use, as previously planned, given the property’s substantial environmental constraints. There are streams, wetlands and 100-year floodplains and associated areas of steep slopes with highly erodible soils and areas of severe slopes on the property. These conditions severely restrict the potential for the development of employment-related uses due to the difficulty of assembling large enough buildable sites. By comparison, low-density residential development in the 1.0 to 1.5 dwelling units per acre range provides lot layout flexibility while protecting environmentally sensitive areas. It provides an appropriate pattern of single-family development that conforms to the 2002 General Plan goals and policies for the Developing Tier. It provides a compatible transition from 1.5 dwelling units per acre found on the Oak Creek development, west of this site. In addition, lower intensity land use would

reduce the number of vehicle trips on nearby roads. Low-density residential development will have less adverse impact on available public facilities, including schools and public safety.

(For additional discussion regarding the appropriate density and zoning, see sections F(E) and G below.)

The applicant proposes to build 155 dwelling units restricted to active adults. Mixed retirement development is defined by the Zoning Ordinance as “A residential community for retirement-aged persons developed under a uniform scheme of development, containing a mix of attached, detached, or multifamily dwelling units, nursing or care homes, or assisted living facilities. Each community shall be developed with not less than two (2) types of dwelling units.” (Section 27-107.01(151)).

The applicant’s statement references the master plan guidelines for the location of active senior citizen housing. Of the six guidelines, the applicant indicates an ability to comply with four. The first two, however, are locational criteria, which are the primary determinants of the suitability of a proposed land use type. Guidelines 1 and 2 are intended to enhance access, especially pedestrian access, to the Bowie-Regional Center or another mixed-use activity center. Moreover, the sixth guideline requires a market analysis prior to the approval of active senior residential development. The applicant has not provided a market analysis or other supporting data. Phase I of the comprehensive design process involves the approval of land use types, and a basic plan revision would be required should such an approval later prove unsupported by a market analysis. The applicant has not provided a convincing case for the inclusion of senior housing. The only rationale provided references preliminary master plan guidelines. Our analysis suggests that the applicant cannot currently meet half of these guidelines for this type of use, and, therefore, staff cannot recommend the approval of mixed retirement development at this location.

(B) The economic analysis submitted for a proposed retail commercial area adequately justifies an area of the size and scope shown on the Basic Plan.

There are no retail commercial uses proposed for this site.

(C) Transportation facilities (including streets and public transit) (i) which are existing, (ii) which are under construction, or (iii) for which 100 percent of the construction funds are allocated within the adopted County Capital Improvement Program, within the current State Consolidated Transportation program, or will be provided by the applicant, will be adequate to carry the anticipated traffic generated by the development based on the maximum proposed density. The uses proposed will not generate traffic which would lower the level of service anticipated by the land use and circulation systems shown on the approved General or Area Master Plan, or urban renewal plans.

In a rezoning application, a comparison is generally made between the trip generating potential of the subject property, based on the highest and best use of its current zoning category, versus the highest and best use permitted in the zoning category being sought. Section 27-515 of the County Code of Prince George’s County lists a wide array of permitted uses within the E-I-A zone. However, the approved 1991 Bowie–Collington–Mitchellville and vicinity master plan assumed the subject property (A-9829) could potentially be developed with 3,900,000–5,000,000 square feet of light manufacturing and warehouse/distribution (including ancillary office and retail commercial), based on a F.A.R. of 0.30–0.38.

Estimated Trip Generation (Existing Zoning)		
Zoning/Use (existing)	Units/Square Feet	Daily Trips
E-I-A—Light Manufacturing	2,500,000 square feet	2,500 x 4.8*=12,000
E-I-A—Warehouse/Distribution	2,500,000 square feet	2,500 x 3.1*= 7,750
Total	5,000,000 square feet	19,750 trips
* Based of trip rates from the guidelines.		

Estimated Trip Generation (Subject Application)		
Zoning/Use (proposed)	Units/Square Feet	Daily Trips
R-S: 1.6–2.6 (425 acres)	425 x 2.6=1,105	1105 x 9*=9,945
Total	1,105 dwelling units	9,945 trips
* Based of trip rates from the guidelines.		

The subject application is seeking a rezoning to the R-S (1.6–2.6) Zone. On the basis of the information presented in the application and its supported documents, staff concludes that if this application were approved, the maximum number of trips that could be generated would be 9,945 daily trips. In contrast, based on its current E-I-A zoning, the property could potentially generate 19,750 daily trips, significantly higher than what is current being proposed.

For a basic plan approval, Section 27-195 (b)(1)(C) of the County Code requires the applicant to meet several criteria including the following:

“Transportation facilities (including streets and public transit) (i) which are existing, (ii) which are under construction, or (iii) for which one hundred percent (100%) of the construction funds are allocated within the adopted County Capital Improvement Program, within the current State Consolidated Transportation Program, or will be provided by the applicant, will be adequate to carry the anticipated traffic generated by the development based on the maximum proposed density. The uses proposed will not generate traffic which would lower the level of service anticipated by the land use and circulation systems shown on the approved General or Area Master Plans, or urban renewal plans.”

Based on staff’s review, and considering the upper ranges of the development potential for both existing and proposed condition, staff concludes that the trip generating potential of the proposed development would not lower the level of service anticipated by the land use and circulation systems shown on the approved Bowie–Collington–Mitchellville and Vicinity Master Plan.

Traffic Circulation/Capacity

The applicant has provided staff with an illustrative rendering of a possible site layout scenario. This scenario shows a development pod consisting of approximately 27 dwelling units to the west of the property, being served by a single access point on Leeland Road. The same scenario shows a second (and much larger) pod consisting of approximately 600 dwelling units, all being served by a single access point on Leeland Road. Staff finds this potential layout to be unacceptable. Given the number of units being proposed, the applicant should revise the layout to show at least two access points to serve the larger development pod, and a third access for the smaller pod to the west.

Since the master plan analyses typically address capacity of roadway links and not intersections, it has not been determined at this time what the impact of this rezoning would have on individual intersections. To that end, the applicant will be required to provide a traffic study at the time of the

filing of a comprehensive design plan as well as a preliminary plan of subdivision. The traffic shall address capacity issues at the following intersections:

- US 301/MD 725
- US 301/Village Drive
- US 301/Leeland Road
- US 301/Trade Zone Avenue
- Leeland Road/Safeway Access
- Oak Grove Road/Church Road
- Oak Grove Road/MD 193
- MD 202/MD 193

Master Plan

The subject property is located along the southern boundary of the area covered by the 1991 approved Bowie–Collington–Mitchellville and Vicinity Master Plan. The existing Bowie master plan was approved with a highway network which included A-44, a planned six-lane arterial that runs across the northern portion of the subject property, and I-2, a planned two-lane (north/south) industrial road that is east of the subject property, to connect A-44 with Leeland Road (MC-600) to the south. Since the Bowie plan was approved in 1991, the Collington South (parcel I-3) property (Safeway, Inc.) to the east of the subject site filed a preliminary plan of subdivision (4-97044). The Safeway property was subsequently approved (PGCPB 97-214), but without the required dedication for the I-2 master plan facility. Without the required dedication from Safeway, Inc., it now appears unlikely that the I-2 roadway can be built on the original master planned alignment.

The update to the existing (1991) Bowie–Collington–Mitchellville and Vicinity Master Plan has been underway for almost two years. One of the update recommendations in the preliminary Bowie and Vicinity Master Plan is the removal of the A-44 facility. While the proposed Bowie and Vicinity plan is still in the preliminary phase, it appears that A-44 will not be included in the updated master plan. With the impending removal of A-44, along with its interchange at US 301 (F-10), staff is now recommending an interchange to be built at the intersection of Leeland Road and US 301 (F-10). Should such an interchange be built, it would provide properties on the west side of US 301 with indirect access to the F-10 freeway. In order to complete this circulation on the west side of F-10, a new location for the I-2 roadway would need to be identified. To that end, staff is recommending that Prince George's Boulevard—which currently ends as a stub connection onto the subject property—be extended to the south and west to connect to Leeland Road (see staff's exhibit).

Conclusion

The Transportation planning Section concludes that this application, pursuant to Section 27-195 (b)(1)(C) of the County Code, has met the required findings. In approving this application, however, the following conditions are recommended:

- 1 At the time of the submission of a CDP/preliminary plan of subdivision, the applicant (or his heir, successors or assignees) shall provide a traffic study that analyzes the following intersections:
 - US 301/MD 725
 - US 301/Village Drive
 - US 301/Leeland Road

- US 301/Trade Zone Avenue
 - Leeland Road/Safeway Access
 - Oak Grove Road/Church Road
 - Oak Grove Road/MD 193
 - MD 202/MD 193
- 2 At the time of preliminary plan of subdivision, the applicant shall dedicate a 70-foot right-of-way for the new location of the I-2 master plan roadway between Prince George's Boulevard and Leeland Road as shown on staff's exhibit.
- 3 At the time of preliminary plan of subdivision, the applicant shall be conditioned to provide dedication for one-half of the 100 feet of dedication required to build Leeland Road (MC-600) to its ultimate cross section per DPW&T standards.

Comment:

Our analysis of the transportation requirements for this application included a staff discussion on the necessity for the completion of the I-2 master plan roadway to Leeland Road and the possible alignments for this road. One consideration was an alignment through the 427 acres subject to this application. We rejected that option based on the incompatibility of employment-related traffic through a residential subdivision. The alternative, to be partially located in the 15-acre parcel owned by the applicant and part of the current E-I-A basic plan, is the most logical and least disruptive solution. The 15-acre parcel in question is not a subject of this application. However, both the requested rezoning of the subject site and the eventual zoning decision on the 15-acre balance of the applicant's property will be accomplished through the sectional map amendment process. Therefore, we recommend that a finding be made, as part of the sectional map amendment, that the new location for the I-2 roadway between Prince George's Boulevard and Leeland Road shall be as shown on the staff exhibit attached to the June 17, 2005, memorandum from Glen Burton, M-NCPPC Transportation Planning Section.

(D) Other existing or planned private and public facilities which are existing, under construction, or for which construction funds are contained in the first six years of the adopted County Capital Improvement Program (such as schools, recreation areas, water and sewerage systems, libraries and fire stations) will be adequate for the uses proposed.

Other public facilities are generally considered to be adequate for the uses proposed as indicated in the referral replies below:

Parks and Recreation

"The *Bowie-Collington-Mitchellville* and Vicinity Master Plan designates a Collington Branch Stream as a public stream valley park. The Collington Branch Stream Valley Park, owned by M-NCPPC, adjoins the northern property line and continues on the south of Leeland Road in the Beechtree development. The stream valley within the Willowbrook property is one of two missing links in providing continuous public parkland along the Collington Branch between US 50 and the Buck Property in Upper Marlboro. The master plan also recommends a hiker/biker trail along the Collington Branch. The master planned trail along Collington Branch will be constructed in the Oak Creek Club, Beechtree, Buck Property, and Karrington developments.

“The applicant’s proposal indicates that 621 residential dwelling units will be constructed on 427 acres of property. Using current occupancy statistics for single-family dwelling units, one would predict that the proposed development would result in a population of 2,045 additional residents in the community.

“The applicant proposes private recreation facilities on the site including a clubhouse with an outdoor pool and three small private park parcels. It is the opinion of DPR staff that these recreation facilities will not adequately serve the residents of this subdivision.

“Analysis

“National and state standards for the provision of parkland call for 15 acres of local parkland for every thousand residents. These standards also recommend an additional 20 acres of regional parkland for every thousand residents. The existing level of service measurement for public parkland and outdoor recreational facilities for Planning Area 74A indicates a high need for both public parkland and recreational facilities. Application of standards for local parkland indicate that an additional nine acres of parkland per one thousand residents are currently needed in Planning Area 74A. By applying the same standards for projected population in a new community (2,045 residents), staff has determined that a minimum of 30 acres of additional public parkland suitable for active recreation would be required for a community of this size.

“DPR staff finds that the demand for public parkland and recreation facilities will only grow with the extensive residential development, which is anticipated in this region of Prince George’s County. Plans for the development of Oak Creek, Beechtree, the Buck Property, and Karrington subdivisions are already in the pipeline. While these developments committed to contribute parkland and/or a combination of public and private recreational facilities, Planning Area 74A is still in high need for public parkland and for public recreational facilities such as football, soccer and baseball fields.

“The 1991 Master Plan and Sectional Map Amendment for Bowie-Collington-Mitchellville and Vicinity are currently being updated. The preliminary master plan and proposed sectional map amendment recommends a 20-acre community park in the project area.

“Section 24-134 of the Prince George’s County Subdivision Regulations will require the mandatory dedication of 22 acres of parkland suitable for active and passive recreation at the time of subdivision.

“Section 27-511 of the Zoning Ordinance describes the purposes of the Comprehensive Design Zone in the R-S Zone (Residential Suburban Development). This section requires establishment (in public interest) of a plan implementation zone. It states that the location of the zone must be in accordance with the adapted and approved General Plan, master plan, or public renewal plan. The purposes of the R-S Zone are to encourage amenities and public facilities to be provided in conjunction with residential development and to improve the overall quality and variety of residential environments in the Regional District. In addressing the compliance with the requirements of the Comprehensive Design Zone, the applicant mentions that future development of the subject property would include amenities and provide public facilities as required by the state and the county. The Willowbrook proposal includes specific recreational amenities such as a clubhouse with outdoor pool, small private park parcels, and trails in the project area. However, the needs for public parkland, the master planned trail, football, soccer and baseball fields are not addressed.

“Conclusion

“DPR staff concludes that the applicant has not demonstrated that proposed development addresses the recommendations of the approved Bowie-Collington-Mitchellville and Vicinity Master Plan for Planning Area 71A and/or the intent of the preliminary master plan and proposed sectional map amendment that addresses current needs for public parks and recreational facilities in this planning area.

“DPR staff finds that to satisfy the master plan recommendation in regarding the recreational needs of new residential community, the applicant should dedicate at least 20 acres of developable land for a community park, dedicate the stream valley along the Collington Branch, and construct the master planned hiker/biker trail along the stream (including the connector trails to the residential neighborhoods of the subject development). The applicant should also provide recreational facilities on site to meet the future subdivision requirements.

“Recommendations

“Staff of the Department of Parks and Recreation recommends that the above-referenced plans be approved, subject to the following conditions:

- “1. The dedication of 100± acres of parkland to the M-NCPPC including the Collington Branch Stream Valley and 20 acres of developable land for active recreation as shown on DPR Exhibit A.
- “2. The land to be conveyed to M-NCPPC shall be subject to the conditions of attached Exhibit B.
- “3. The construction of the ten-foot-wide master plan hiker/biker trail in the Collington Branch stream valley and six-foot-wide feeder trails to the development pods.
- “4. Prior to signature approval of the subject application, a revised plan showing parkland dedication and master planned trail shall be reviewed and approved by DPR staff.
- “5. The applicant shall provide adequate, private recreational facilities to meet the future subdivision requirements for the proposed development. The private recreational facilities shall be constructed in accordance with the standards outlined in the *Parks and Recreation Facilities Guidelines*.”

Comment: We concur with the analysis of the Department of Parks and Recreation and the recommendations listed above. It is our understanding that the applicant has agreed to dedicate approximately 22 acres of land to M-NCPPC for active open space uses. The basic plan will also show about 223 acres of passive open space although it is not clear how much of this area will be dedicated to public use. As noted above, approximately 22 acres of space usable for active recreational uses would have been required as part of mandatory dedication at the time of subdivision. Due to the environmental constraints of the site, most of the 223 acres of passive open space would not have been developable—although some of this space could have been included in standard lots. We bring this up however, to point out that in order to receive density increments for public benefit features at the comprehensive design plan phase of this process, the applicant will need to provide amenities above and beyond those normally required. We note that the construction

of the ten-foot-wide master plan hiker/biker trail in the Collington Branch stream valley and six-foot-wide feeder trails to the development pods would be an example of a public benefit feature.

Private recreational facilities will also be required in accordance with the above-referenced guidelines. We note that three “community centers” are identified in the basic plan. The text references a clubhouse with an outdoor pool and three small private park parcels. Again, these are *not* considered public benefit features. We recommend that in order to obtain full credit for public benefit features, the applicant provide for the development of ball fields and other recreational facilities on the proposed park site as well as the recommended trails.

Other Community Facilities

Fire and Rescue

“The existing fire engine service at Upper Marlboro Fire Station, Company 20, has a service travel time of 3.78 minutes, which is within the 5.25-minute travel time guideline. The facility also provides ambulance and paramedic service within response time standards.

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

“The subject site is approximately one-half mile from a proposed Leeland Road fire station site (CIP No. LK 510423). The proposed \$3,320,000 fire station is scheduled for completion in 2010.”

Police Facilities

“The proposed development is within the service area for Police District II-Bowie. The Planning Board’s current test for police adequacy is based on a standard complement of officers. As of 1/2/05, the county had 1,302 sworn officers and 43 student officers in the academy for a total of 1,345 personnel, which is within the standard of 1,278 officers. This police facility will adequately serve the population generated by the proposed suburban density residential complex.”

Schools

“Students in the subject area are assigned to attend Kingsford Elementary, Kettering Middle School, and Largo High School. County Council bill CB-31-2003 establishes a school facilities surcharge in the amount of \$7,161 per dwelling if a building is located between I-495 and the District of Columbia; \$7,161 per dwelling if the building is included within a basic plan or conceptual site plan that abuts an existing or planned mass transit rail station site operated by the Washington Metropolitan Area Transit Authority; or \$12,276 per dwelling for all other buildings.

“The school surcharge may be used for the construction of additional or expanded school facilities and renovations to existing school buildings or other systemic changes.

“The Historic Preservation and Public Facilities Planning Section staff finds that this project meets the adequate public facilities policies for school facilities contained in Section 24-122.02, CB-30-2003 and CB-31-2003 and CR-23-2003.

“An adequate public facility schools test will be conducted at the time of subdivision application.”

- (E) **Environmental relationships reflect compatibility between the proposed general land use types, or if identified, the specific land use types, and surrounding land uses, so as to promote the health, safety and welfare of the present and future inhabitants of the Regional District.**

Natural Environment

The Environmental Planning Section provided the following comments on the relationship between this proposal and the natural environment:

1. The site has extensive areas of regulated environmental features including wetlands, streams and 100-year floodplain. Associated with these features are areas of steep and severe slopes. Collington Branch, one of the major north/south stream systems in the county, is located on the western portion of the site. The Countywide Green Infrastructure Plan shows this property as containing extensive areas of regulated features and shows the entire property to be within the evaluation areas of the plan. Within the evaluation areas, attention is to be paid to the layout and design of proposed development so as to minimize impacts to the regulated features and reduce overall forest fragmentation.

The Bowie and Vicinity Preliminary Master Plan designates Collington Branch as one of two primary corridors, the other being the Patuxent River. The text states: "Protect Primary Corridors (Patuxent River and Collington Branch) during the development review process to ensure the highest level of preservation and restoration possible, with limited impacts for essential development elements." As configured, the parcels have sufficient access onto Leeland Road so as to allow for the development of the parcels with no impacts to the regulated areas of the corridors. As such, the proposal should be conditioned so that it is developed without impacts to the regulated features.

The environmental information submitted is insufficient to fully evaluate the exact delineation of the regulated areas. The plan that contains the proposed delineation of regulated areas does not identify areas of steep and severe slopes and does not have labeled topography lines and a wetland study was not provided. The regulated areas, designated as Patuxent River Primary Management Areas (PMA) due to the property's location within the Patuxent River watershed, have not been correctly shown on the plans because the areas of severe and steep slopes have not been properly included in the PMA delineations; however, it is possible to generally note that the property has contiguous areas of developable land throughout.

It should be noted that the forest stand delineation and other environmental information submitted were not reviewed in detail as part of this basic plan review application. When a conceptual development plan is submitted for review, all appropriate environmental information will be reviewed.

Recommended Condition: The submission package of the conceptual development plan shall contain a signed natural resources inventory (NRI). The NRI shall be used by the designers to prepare a site layout that results in no impacts to the regulated areas of the site.

2. The site contains extensive areas of steep and severe slopes throughout the developable as well as the regulated areas. As such, this type of topography makes the construction of large

pad sites for the development of industrial-style buildings difficult. The change of the zoning from the E-I-A Zone to a residential zone is appropriate given the topography and the other environmental constraints on the site.

3. The application proposes that a 15-acre portion of the site be rezoned from R-A to I-1. It appears that the area noted is actually zoned E-I-A. This 15-acre portion of the site is currently located between two E-I-A-zoned properties. If the remainder of the property is rezoned to R-S, the 15 acres would provide a buffer between the existing E-I-A uses to the east and the proposed residential uses to the west. The 15-acre portion of the site is also heavily constrained by regulated areas and steep and severe slopes. To rezone the property for industrial uses would be inappropriate, for the same reasons that rezoning the E-I-A portion of the property to the R-S Zone is appropriate: the topography is not conducive to industrial uses.

In addition, if the 15 acres were configured as shown, in order to gain access to the site two streams would have to be crossed. The concept of creating a situation that forces future environmental impacts is not supported.

Comment: The 15-acre portion of the property should be rezoned to R-S along with the rest of the property. The 15 acres should be used to provide a buffer between the new residential use to the west from the highly industrial use to the east.

Recommended Condition: The area between the tributary in the southeast portion of the property and the southeast property line adjacent to the Safeway distribution center should be maintained as open space in future development plans. Land shall not be zoned or subdivided in this area in such a way as to create the need for future environmental impacts.

4. Extensive areas of Marlboro clay exist on the site. The elevation of the Marlboro clay layer could influence the location of various proposed structures. Information regarding the location of the Marlboro clay layer is necessary early in the process in order to ensure that the development proposal approved is feasible to construct.

Recommended Condition: A geotechnical study that identifies the location and elevation of the Marlboro clay layer throughout the site shall be submitted as part of the CDP application package.

5. Areas of sensitive wildlife habitat exist on the site and rare, threatened and endangered species have been identified in the Collington Branch stream system. These resources have generally been confined to the wetland areas; however, surveys of the locations of rare, threatened and endangered plants are needed to ensure that the proposed development does not cause undue impacts.

Recommended Condition: A protocol for surveying the locations of all rare, threatened and endangered species within the subject property shall be obtained from the Maryland Department of Natural Resources prior to acceptance of the CDP and this protocol shall be part of the submittal package. The completed surveys and required reports shall be submitted as part of any application for preliminary plans.

Archeological Resources

The proposed development may also have some impacts on archeological resources. The M-NCPPC Planning Department's staff archeologist recommends a Phase I archeological investigation for the property. Collington Branch and an unnamed branch of Collington run through portions of the subject property. Six prehistoric and historic archeological sites are located just to the south of the subject property. These are: 18PR564 (19th-20th-century farmstead), 18PR565 (prehistoric), 18PR566 (17th-18th-century domestic site with possible structure; prehistoric Late Archaic period), 18PR567 (18th-20th-century domestic site; prehistoric Late Archaic Period), 18PR568 (19th-century cemetery), and 18PR569 (18th-20th century domestic farmstead; prehistoric Late Archaic Period). In addition, the residence of Daniel Clark (no longer standing) is shown on the 1861 Martenet map as appearing within the eastern part of the property. Therefore, a Phase I (identification) archeological study of the site is recommended, prior to the approval of a preliminary plan of subdivision.

Surrounding Development

The issue of compatibility with the built environment and with the surrounding approved development in the area is also relevant to the eventual determination of the most appropriate densities, housing type locations, and zoning. Reference was made earlier (in the master plan discussion) to the densities of surrounding properties, with the subject property viewed as being in a transition location between the low density (up to 1.5 du/ac) of the developments such as Oakcrest west of the site to the R-S (up to 3.0 du/acre) densities south of Leeland Road found in the Beechtree development now under construction. The Community Planning staff views Leeland Road as the most relevant boundary in establishing densities, with the suggestion that the most appropriate density for the subject site is 1.0 to 1.5 dwelling units per acre. It is also worth noting that the property that has the most extensive frontage opposite the subject site on the south side of Leeland Road is in the R-A Zone with a dwelling unit density of one dwelling per every two acres. Although the Beechtree subdivision, also located south of Leeland Road, has a dwelling unit density of 3.0 du/acre, the small portion that fronts on Leeland Road opposite the subject site is approved for a small cluster of single-family detached houses. Higher density development in Beechtree is located interior to the site and at some distance from the subject property. Therefore, even with the development of Beechtree, the overall character of this portion of Leeland Road presents as rural-residential in character. A proposal for residential development on the subject property with a density of approximately 1.5 dwellings per acre could be compatible with this character. Again, this would place the development at the upper end of the R-L Zone, rather than in the R-S Zone. It must be kept in mind that large areas of the site are not suitable for development. This means that the appearance of the development will reflect the net densities far more than the gross densities. The development of 700 residential units on the roughly 140 acres devoted to residential use would result in a net density of just over five dwelling units per acre. While certainly consistent with portions of Beechtree, this is not consistent with the character of the development along Leeland Road.

Because comprehensive design zones are intended to create a superior environment through the use of public benefit features, it is also important to note that the applicant will have few, if any, incentives to provide public benefit features if the development is approved at or below the base density of the R-S Zone. Approval near the upper end of the R-L Zone will allow the requested density, but only with the provision of the public benefit features for which these zones were created.

As noted in the June 22 memorandum from the Community Planning Division: "The application proposes active adult townhomes and multifamily dwellings. The proposed preliminary Bowie and Vicinity Master Plan encourages active adult housing on this property. The proposed basic plan

application proposes a density of 5.7 dwelling units per acre for the active adult component of the development. This density is well within the density limits of eight dwelling units per acre allowed by the Zoning Ordinance. The proposed basic plan shows some of the active adult townhouse units located along Leeland Road. It appears that these units will be visible from Leeland Road. The visual impact of this type of development will give the impression of a higher density development for the entire site. In order to achieve the goal of creating a low-density residential neighborhood, staff believes that these units would be better located more internally to the site. Consideration should be given to other locations throughout the site where the entire active adult component could be located. Locations that take advantage of the stream valley park system and the views into the open space should be considered. One possible location would be to locate the active adult development, including the senior recreation building and other amenities, closer to the proposed 22-acre park and the Collington Branch. In this way, the low-density residential character of the property, envisioned by the proposed master plan will be preserved.”

Comment: We do not recommend the approval of mixed retirement development for this site for the reasons mentioned in the discussion of master plan conformance above. Should active senior residential development be included in this project, we concur with the above comments regarding the location of townhouses and multifamily development, be it active senior or not. Additional comments related to this issue and other issues of compatibility with surrounding development are found in the Urban Design Section memorandum of June 27, 2005, which is quoted in relevant part:

1. “The surrounding residential zones are R-E, R-A, R-S and O-S. In reviewing a proposal for rezoning to a Comprehensive Design Zone the staff recommends an analysis of the increase in the density from a comparable Euclidian zone. For example, if the subject site were zoned R-A, the maximum density allowed would be 174 dwelling units with a minimum lot size of two acres. If the subject property were zoned R-E, the maximum density allowed would be 380 dwelling units. The proposal to rezone the property to the R-S zone will allow for a base density of 620 units. With the provision of the ordinance that allows for the granting of density increments, the maximum density of the property could be as high as 1009 units; however, the applicant states in the text, that they are requesting density near the base. Since the plan does not even meet the base density, perhaps the zoning should be R-L, not R-S.
2. “The proposal includes a two-acre portion of land separated from the rest of the 245 acres of land by the railroad tracks. The inclusion of the property appears to be for the purpose of maximizing the land on the other side of the tracks. The revised plan indicates that this parcel is a ‘potential church site.’ It is questionable whether this portion should be included in the application because it could be developed as a church site independently under the requirements for the R-A Zone, and it could never function as a resource for the future residents of the project due to its inaccessibility to pedestrian access due to the railroad tracks.
3. “The main portion of the project, 442 acres of land, is divided by a stream valley that might be appropriately added to the existing stream valley park owned by the M-NCPPC. It appears that in the revised plan, the applicant has eliminated that division by proposing that the western portion of the subject site become part of the stream valley.
4. “The revised basic plan indicated two access points to the principal portion of the subdivision. This offers better and more convenient vehicular circulation than the originally proposed single access point.

5. “The extension of Prince George’s Boulevard to Leeland Road will create a major intersection. The appearance of the development from the intersection will be analyzed at the time of the Comprehensive Design and Specific Design Plans.
6. “The natural aesthetic qualities of the site should be accentuated by a design that is in part determined by the environmental constraints of the site. Streets should not be uniformly double loaded. Single loaded streets and/or breaks between lots should be strategically placed to provide visual relief and afford views into open space.
7. “Recreational facilities should be dispersed throughout the subdivision so as to provide nearby recreational facilities for all residents. The type of recreational facilities should accommodate all age residents. Noting the inclusion of a park, urban design staff would like to see other recreational facilities provided such as a pool, tot lots, preteen lots, tennis courts and trails, and passive recreational facilities, at the time of Comprehensive Design Plan.
8. “The proposed project is largely compatible with its surrounding area. Railroad tracks, which form part of the western border of the project, are distant from the residential portion of the Willowbrook Property. However, E-I-A zoning and industrial development, located north and east of the proposed project, within the Collington Center Industrial Park, are directly adjacent to proposed residential pods. It seems appropriate to incorporate a buffer in this area. The existing floodplain and woodland should be studied to determine its quality as an effective buffer. Existing woodland could be augmented by additional plantings so that the project is sufficiently protected from the adjacent area that is zoned E-I-A. An appropriate width of buffer, up to 200 feet, should either be determined at this time or at the time of the Comprehensive Design Plan. The combination of R-S, R-A and R-R zoning, partially developed with rural residential single-family homes, to the south of the proposed project across Leeland Road, do not present land use conflicts with residential development in low-suburban density ranges.
9. “As to the internal program of land uses, the Urban Design Section would suggest that the higher density land uses, i.e., the townhouses and multifamily units, be relocated distant from R-A low density residential zoning. The higher density land uses could be located more proximate to the Collington Center and other land zoned E-I-A.
10. “It should be specified on the plan which of the residential use is to be multifamily. Although the plan specifies that 35 percent of the units will be multifamily, there is no corresponding color in the key. If ‘active adult residential’ is the multifamily use proposed on the site, it should be identified as such.”

Comment: We concur with the above findings and recommendations. They are addressed in the recommended conditions of approval or will be addressed in subsequent review phases.

Notwithstanding subparagraphs (C) and (D) above, where the application anticipates a construction schedule of more than six years (Section 27-179), public facilities (existing or scheduled for construction within the first six years) will be adequate to serve the development proposed to occur within the first six years. The Council shall also find that public facilities probably will be adequately supplied for the remainder of the project. In considering the probability of future public facilities construction, the Council may consider such things as

existing plans for construction, budgetary constraints on providing public facilities, the public interest and public need for the particular development, the relationship of the development to public transportation, or any other matter that indicates that public or private funds will likely be expended for the necessary facilities.

Not applicable.

G. Conformance with the Purposes of the R-S and R-L Zones:

The purposes of the R-S and R-L Zones are found in Sections 27-511 and 27-514.08, respectively. The first six purposes of both zones are identical and are listed as follows:

- (1) Establish (in the public interest) a plan implementation zone, in which (among other things):**
 - (A) Permissible residential density is dependent upon providing public benefit features and related density increment factors; and**
 - (B) The location of the zone must be in accordance with the adopted and approved General Plan, Master Plan, or public urban renewal plan;**
- (2) Establish regulations through which adopted and approved public plans and policies (such as the General Plan, Master Plans, and public urban renewal plans) can serve as the criteria for judging individual development proposals;**
- (3) Assure the compatibility of proposed land uses with existing and proposed surrounding land uses, and existing and proposed public facilities and services, so as to promote the health, safety, and welfare of the present and future inhabitants of the Regional District;**
- (4) Encourage amenities and public facilities to be provided in conjunction with residential development;**
- (5) Encourage and stimulate balanced land development; and**
- (6) Improve the overall quality and variety of residential environments in the Regional District.**

Staff finds that development of the subject property in the R-L Zone will more nearly satisfy these purposes than developing the site in the R-S Zone. As noted above, the provision of public benefit features is a major reason for the creation of these zones, and with the development of the site in the R-L Zone the applicant has far greater incentives to provide the public benefit features needed to create a superior development. The location of the R-L Zone conforms to the recommendations of the Community Planning Division, which concluded that the same environmental constraints that lessen the suitability of the site for employment uses, requires the flexibility and sensitivity to the environment of a lot layout provided by a lower density residential zone. Moreover, a dwelling unit density ranging from 1.0 to 1.5 dwellings per acre is more consistent with the character of the current and approved development and the zoning along this portion of Leeland Road.

The R-L Zone adds the following three additional purposes:

- (7) Encourage low-density residential development, which provides for a variety of one-family dwelling types, including a large lot component, in a planned development;**
- (8) Protect significant natural, cultural, historical, or environmental features and create substantial open space areas in concert with a unique living environment; and**
- (9) Protect viewsheds and landscape/woodland buffers along the primary roadways and woodlands, open fields, and other natural amenities within the Zone.**

These additional purposes of the R-L Zone are appropriate to the subject site and suggest again the suitability of the R-L Zone at this location. The emphasis of the R-L Zone is on maintaining a rural, low-density character, yet it permits up to 20 percent of units to be townhouses and includes the possibility of mixed-retirement development, should the decision ultimately be made to include an active senior housing component at this site. The zone also specifies the importance of viewsheds and landscape/woodland buffers along primary roadways, an element we believe is missing from the proposed basic plan.

CONCLUSION

Based on the above analysis and in consideration of all of the merits and shortcomings of the proposed basic plan, we conclude that the requested R-S Zone is not appropriate at this location, and, therefore, recommend DENIAL of the R-S Zone. We furthermore find that the R-L Zone can provide for a development that is both harmonious with the surrounding area and responsive to the applicant's goals for the development of this property. We, therefore, recommend APPROVAL of the R-L Zone with the following basic plan revisions and conditions of approval listed below. In addition, we note that the Bowie and Vicinity Sectional Map Amendment should contain a finding that the new location for the I-2 roadway between Prince George's Boulevard and Leeland Road shall be consistent with the staff exhibit attached to the June 17, 200, memorandum from Glen Burton, M-NCPPC Transportation Planning Section.

The Basic Plan shall be revised to show the following revisions:

1. Land use types and quantities:

- Total area: 427 acres
- Land in the 100-year floodplain: 77.7 acres
- Adjusted Gross Area (427 less half the floodplain): 388± acres
- Density Permitted under the R-L Zone: 1.0-1.5 du/ac
- Permitted Dwelling Unit Range: 388 to 582 dwellings

Proposed Land Use Types and Quantities:

- 77 to 116 townhouse dwellings
- 311 to 466 single-family detached dwellings
- Public Active Open Space: 20± acres, as shown on DPR Exhibit A
- Private Active Open Space: 5-8± acres
- Passive Open Space: 220± acres

2. The location of a ten-foot-wide master plan hiker/biker trail in the Collington Branch Stream Valley and the six-foot-wide feeder trails to the development pods.
3. The relocation of townhouse units to the interior of the site.
4. Larger lots (approximately one acre) along the Leeland Road viewshed.
5. A 200-foot-wide open space buffer between proposed residential development and the Collington Center and the E-I-A Zone.

The following conditions of approval shall be printed on the face of the basic plan prior to signature approval:

1. At the time of the submission of a Comprehensive Design Plan/Preliminary Plan of Subdivision, the applicant (or his heir, successors or assignees) shall provide a traffic study that analyzes the following intersections:
 - a. US 301/MD 725
 - b. US 301/Village Drive
 - c. US 301/Leeland Road
 - d. US 301/Trade Zone Avenue
 - e. Leeland Road/Safeway Access
 - f. Oak Grove Road/Church Road
 - g. Oak Grove Road/MD 193
 - h. MD 202/MD 193
2. At the time of preliminary plan of subdivision, the applicant shall provide the dedication for one-half of the 100 feet of dedication required to build Leeland Road (MC-600) to its ultimate cross section per DPW&T standards.
3. At the time of preliminary plan of subdivision, the applicant shall dedicate 100± acres of parkland to M-NCPPC including the Collington Branch stream valley and 20 acres of developable land for active recreation as shown on DPR Exhibit A.
4. The land to be conveyed to M-NCPPC shall be subject to the conditions of attached Exhibit B.
5. The applicant shall construct a ten-foot-wide master plan hiker/biker trail in the Collington Branch stream valley and 6-foot wide feeder trails to the development pods.
6. Prior to signature approval of the subject application, a revised plan showing parkland dedication and master planned trail shall be reviewed and approved by the DPR staff.
7. The applicant shall provide adequate private recreational facilities to meet the future subdivision requirements for the proposed development. The private recreational facilities shall be constructed in accordance with the standards outlined in the *Parks and Recreation Facilities Guidelines*.
8. The applicant shall construct recreational facilities typical for a 20-acre community park, such as ball fields, a playground, tennis or basketball courts, shelters and restroom facilities. The list of recreational facilities shall be determined at the preliminary plan of subdivision and specific design

plan stage.

9. The submission package of the comprehensive design plan shall contain a signed natural resources inventory (NRI). The NRI shall be used by the designers to prepare a site layout that results in no impacts to the regulated areas of the site.
10. A geotechnical study that identifies the location and elevation of the Marlboro clay layer throughout the site shall be submitted as part of the CDP application package.
11. A protocol for surveying the locations of all rare, threatened and endangered species within the subject property shall be obtained from the Maryland Department of Natural Resources prior to acceptance of the CDP and this protocol shall be part of the submittal package. The completed surveys and required reports shall be submitted as part of any application for preliminary plans.
12. Prior to the approval of a preliminary plan of subdivision, a Phase I archeological investigation shall be conducted according to Maryland Historical Trust (MHT) guidelines, *Standards and Guidelines for Archeological Investigations in Maryland* (Shaffer and Cole 1994); and a report shall be submitted according to the MHT guidelines and the American Antiquity or Society of Historical Archaeology style guide. Archeological excavations shall be spaced along a regular 20-meter or 50-foot grid and excavations should be clearly identified on a map to be submitted as part of the report.