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Conceptual Site Plan

CSP-05007

Application	General Data	
Project Name: Greenbelt Town Center at Beltway Plaza Location: On the north side of Greenbelt Road (MD 193) and east of Cherrywood Lane. Applicant/Address: G.B. Mall LP 4912 Del Ray Avenue Bethesda, MD 20814	Planning Board Hearing Date:	01/13/11
	Staff Report Date:	12/01/10
	Date Accepted:	08/08/06
	Planning Board Action Limit:	Waived
	Plan Acreage:	15.40
	Zone:	C-S-C/D-D-O
	Dwelling Units:	700
	Gross Floor Area:	22,000 sq. ft.
	Planning Area:	67
	Tier:	Developed
	Council District:	04
	Election District	21
	Municipality:	Greenbelt
	200-Scale Base Map:	210NE05

Purpose of Application	Notice Dates	
This case was continued from the Planning Board hearing date of December 16, 2010 to January 13, 2011. To rezone a portion of an existing shopping center to the Mixed Use-Infill (M-U-I) Zone with a development consisting of 700 multifamily dwellings and 22,000 square feet of retail/restaurant uses.	Informational Mailing:	12/22/05
	Acceptance Mailing:	N/A
	Sign Posting Deadline:	10/19/10

Staff Recommendation		Staff Reviewer: Henry Zhang, AICP Phone Number: 301-952-4151 E-mail: Henry.Zhang@ppd.mncppc.org	
APPROVAL	APPROVAL WITH CONDITIONS	DISAPPROVAL	DISCUSSION
	X		

THE MARYLAND-NATIONAL CAPITAL
PARK AND PLANNING COMMISSION

PRINCE GEORGE'S COUNTY PLANNING BOARD

STAFF REPORT

SUBJECT: Conceptual Site Plan CSP-05007
Type 1 Tree Conservation Plan TCP1-008-10
Greenbelt Town Center at Beltway Plaza

The Urban Design staff has completed the review of the subject application and appropriate referrals. The following evaluation and findings lead to a recommendation of APPROVAL with conditions, as described in the Recommendation section of this report.

EVALUATION

This conceptual site plan application was reviewed and evaluated for compliance with the following criteria:

- a. The requirements of the 2001 *Approved Sector Plan and Sectional Map Amendment for the Greenbelt Metro Area* and the standards of the Development District Overlay (D-D-O) Zone.
- b. The requirements of the Mixed Use—Infill (M-U-I) Zone of the Zoning Ordinance, specifically Section 27-546.16, Approval of Zone.
- c. The requirements of the *Prince George's County Landscape Manual*.
- d. The requirements of the Prince George's County Woodland and Wildlife Habitat Conservation Ordinance.
- e. Referral comments.

FINDINGS

Based upon the evaluation and analysis of the subject application, the Urban Design staff recommends the following findings:

1. **Request:** The conceptual site plan (CSP) proposes to rezone a portion (approximately 15.4 acres) of an existing shopping center from the Commercial Shopping Center (C-S-C) Zone to the Mixed Use—Infill (M-U-I) Zone, and further proposes a mixed-use development consisting of 700 multifamily residential dwelling units and approximately 22,000 square feet of retail/restaurant uses.

2. Development Data Summary

	EXISTING	PROPOSED
Zone(s)	C-S-C /D-D-O	M-U-I/D-D-O
Use(s)	Commercial Integrated shopping center	Commercial /Residential
Acreage	15.4	15.4
Parcels	3	3
Number of residential dwelling units	-	700*
Gross Floor Area of Commercial Uses (sq .ft)	-	22,000

*The proposed 700 residential dwelling units consist of 450 rental units and 250 owner-occupied units, of which 100 will be age-restricted units.

OTHER DEVELOPMENT DATA

	Number of parking spaces required by Section 27-568(a)	Number of parking spaces provided
Existing larger shopping center	3,541	4,017†
of which Surface parking spaces		3,445
Structure parking spaces		572
The proposed development	1,016	1,599
of which Surface parking spaces		268
Structure parking spaces		1,331

†The proposed development will be located in the rear of the existing shopping center and will lead to the removal of 750 surface parking spaces from the existing shopping center. As a result, the existing shopping center will not have sufficient parking spaces as required by the Zoning Ordinance in Section 27-568(a), Schedule (number) of spaces required.

	Number of loading spaces required by Section 27-568(a)	Number of loading spaces provided
Existing larger shopping center	11	22
The proposed development	5	5
Handicapped spaces required	53 spaces	
Handicapped spaces provided	64 spaces	
of which Van-accessible spaces	8 spaces	
Standard spaces	56 spaces	

3. **Location:** The larger shopping center site is located on the north side of Greenbelt Road and is in the northeast quadrant of the intersection of Greenbelt Road and Cherrywood Lane. The subject site included in this CSP is located in the northern (rear) portion of the existing shopping center and is bounded to the north by Breezewood Drive. The property is located in Planning Area 67, Council District 4, within the Developed Tier.

4. **Surrounding Uses:** To the south of the subject property is the remaining part of the larger Beltway Plaza shopping center, which fronts on Greenbelt Road and is zoned C-S-C. To the north of the subject property, across Breezewood Drive, is the Springhill Lake subdivision, also currently known as Franklin Park at Greenbelt Station (formerly Empirian Village), which was rezoned from the R-18 (Multifamily Medium Density Residential) Zone to the M-U-I Zone in 2005. To the west of the subject property, across Cherrywood Lane, is the other part of Beltway Plaza which is zoned C-S-C. To the east of the subject property is the Greenbelt Middle School site in the R-R (Rural Residential) Zone.
5. **Previous approvals:** The 2001 *Approved Sector Plan and Sectional Map Amendment for the Greenbelt Metro Area* rezoned the larger Beltway Plaza, including the subject site, from the I-1 (Light Industrial) Zone to the C-S-C Zone and superimposed a Development District Overlay Zone on the property. However, the 2001 plan exempted any shopping center larger than 750,000 square feet, which was lawful and not nonconforming on the date of the sectional map amendment approval, from the Development District Standards and site plan review, unless the cumulative gross floor area (GFA) of any addition(s) exceeded 20 percent of the GFA of the shopping center. In addition, the shopping center was granted a Departure from Sign Design Standards (DSDS-403) which was approved in 1989 (via PGCPB Resolution No. 89-555) to allow a maximum of 2,141 square feet of building sign area for the entire Beltway Plaza Mall. The site also has an approved stormwater management concept plan which is valid through April 30, 2013.
6. **Design Features:** The project proposes to rezone the rear portion of the existing shopping center, currently improved as a surface parking lot that serves the existing shopping center, to the M-U-I Zone and to develop the site with four buildings that consist of both residential and retail/restaurant uses. The proposed development is oriented toward Breezewood Drive and beyond that toward the existing Springhill Lake subdivision, which is a multifamily development.

The proposed retail/restaurant uses are concentrated along both sides of the rear entrance to the existing shopping center. Specifically, the CSP shows a main street-style streetscape at the geometrical center of the subject site that connects the rear entrance area of the existing shopping center to Breezewood Drive. Two building complexes with storefronts for retail and restaurants at the ground level, along with the existing theater building, define both sides of the proposed entrance area. The upper levels of the two building complexes are residential uses. The other two complexes to the east and west are mid-rise multifamily residential buildings with semi-enclosed courtyards opening toward Breezewood Drive. Recreational facilities and amenities, such as sitting areas, have been shown in the courtyards. According to the formula for calculating the dollar value of the required private on-site recreational facilities for residential development, this project has a total of approximately \$630,000 worth of recreational facility obligation. In addition, a park is shown in the most westerly part of the site, which is composed primarily of steep slopes.

Architectural renderings have been provided to illustrate the style and quality of the proposed buildings as well as other on-site improvements, such as typical street lighting fixtures, street furniture, and landscaping. The illustrations feature various building types with flat and hipped roofs. For those buildings along both sides of the main street, the street-level floors have been designated as commercial storefronts and the upper levels are for residential uses. Various building materials have been shown in the renderings including brick, cast stone, and Hardie plank. Detailed information regarding building design, material, and color, as well as other site

related features such as the locations of the proposed on-site recreational facilities, amenities, and landscaping will be required and reviewed at the time of detailed site plan.

The application also identifies possible green building techniques to be employed in this development. Those techniques include three related to parking and transportation demand management: dedicated parking in the parking garage for carpool vehicles, hybrid cars and/or zip cars, bike racks in the garage, and notice boards to post information about public transportation schedules and possible ride-share programs organized by community members; two water use reduction techniques: water efficient landscaping using native plants and installation of low-flow fixtures in all units; and three building material-related techniques: the use of renewable materials where practicable in common areas, such as bamboo flooring, linoleum flooring, etc., low-emitting paints, and low-emitting carpet, where applicable. The CSP also proposes to use pervious pathways to minimize stormwater runoff from the subject site. Detailed information regarding green building techniques will be required and reviewed at the time of detailed site plan.

COMPLIANCE WITH EVALUATION CRITERIA

7. **The 2001 Approved Sector Plan and Sectional Map Amendment for the Greenbelt Metro Area and the standards of the Development District Overlay (D-D-O) Zone:** The 2001 *Approved Sector Plan and Sectional Map Amendment for the Greenbelt Metro Area* defines long-range land use and development policies, detailed zoning changes, and establishes design standards and a D-D-O Zone for the area. The land use concept of the sector plan divides the sector plan area into six subareas for the purpose of examining issues and opportunities and formulating recommendations. The six subareas are the core area around the Greenbelt Metro Station, Springhill Lake Transit Village, North College Park, Greenbelt Road and Beltway Plaza, Capital Office Park and the Federal Courthouse, and the USDA/BARC Office Complex and other federal properties. The subject site is in the Greenbelt Road and Beltway Plaza subarea on the north side of Greenbelt Road. The vision for this subarea is to create a cohesive commercial retail and office area that attracts new business, strengthens existing business, and guards against commercial decline through revitalization and redevelopment efforts. Safe and effective pedestrian and vehicular linkages are provided to, through, and from the corridor, Beltway Plaza, and neighboring communities.

The sector plan envisions the Greenbelt Road commercial corridor and Beltway Plaza as key commercial components of the sector plan and also provides specific commercial land use recommendations for the area. The plan seeks to maintain a strong commercial destination within the sector plan area to sustain and attract local and regional customers. Specifically, the plan recommends revitalizing the commercial properties along Greenbelt Road and in Beltway Plaza, including properties west of Cherrywood Lane, through streetscape and circulation improvements. This revitalization scheme should be closely integrated with Springhill Lake and Berwyn Heights to encourage compatible design and pedestrian- and bicycle-friendly linkages such as sidewalks, multi-use trails, pedestrian crosswalks, and public open spaces. The plan further recommends enhancement of these commercial properties as niches of the retail market that serve local neighborhoods and the wider community and complement the uses recommended for the intense mixed-use Core Area of the Sector Plan. No other use has been recommended for Beltway Plaza in the approved sector plan. However, this application includes restaurant and residential uses in addition to retail.

Section 27-548.26(b)(1)(B) of the Zoning Ordinance allows property owners to amend the boundary of an approved D-D-O Zone and to change the underlying zones or the list of allowed uses. The applicant has requested a change of the underlying C-S-C Zone of the subject site to the M-U-I Zone, which allows a mix of various uses including the proposed residential uses, in order to revitalize the existing commercial shopping center.

Section 27-548.26(b)(1)(B) states the following:

(b) Property Owner.

- (1) A property owner may request that the District Council amend development requirements for the owner's property, as follows:**
 - (A) An owner of property in, adjoining or separated only by a right-of-way from the Development District may request changes to the boundary of the approved D-D-O Zone.**
 - (B) An owner of property in the Development District may request changes to the underlying zones or the list of allowed uses, as modified by the Development District Standards.**

Comment: In accordance with established procedures and the requirements, the applicant has submitted a statement of justification with this CSP to request rezoning of the subject property from the C-S-C Zone to the M-U-I Zone. The subject property is within the D-D-O Zone of the Greenbelt Metro Area. The requested M-U-I Zone is not a zoning category that was initially envisioned for the entire sector plan area. The larger shopping center was retained in the C-S-C Zone at the time of the sector plan and the related development design district standards were also prepared to implement the commercial shopping center vision for the subject site.

The D-D-O Zone standards for this property are found on pages 125 through 128 of the Greenbelt Metro Area Sector Plan. Since the plan assumed that all of Beltway Plaza would remain in the C-S-C Zone and would remain solely for commercial uses, most of the design policies were focused upon the mall or pad sites, as well as impacts upon the Greenbelt Road corridor. However, in the Land Use Recommendation section (p. 34), the plan calls for revitalizing the commercial properties along Greenbelt Road and in Beltway Plaza, including properties west of Cherrywood Lane, through streetscape and circulation improvements. This revitalization scheme should be closely integrated with Springhill Lake and Berwyn Heights to encourage compatible design and pedestrian- and bicycle-friendly linkages such as sidewalks, multi-use trails, pedestrian crosswalks, and public open spaces. Beltway Plaza is envisioned as a major community activity center for its surrounding residential neighborhood and should establish an appropriate physical orientation toward the Springhill Lake community.

The District Council's approval of the rezoning request for the Springhill Lake project (via CSP-05001) from the R-18 Zone to the M-U-I Zone in 2005 amounted to an official amendment to the 2001 *Approved Sector Plan and Sectional Map Amendment for the Greenbelt Metro Area*. As the result of the rezoning, the M-U-I Zone is now one of the zoning categories in the sector plan. The approval for the Springhill Lake project also revised the Use Table of the M-U-I Zone and excludes certain uses from being located within the subdivision as follows:

Drive-in restaurant
Fast-food restaurant that is not within a shopping mall or an integrated shopping center, an office building, or a hotel
Vehicle, boat, mobile home, camping trailer rental, repair, service station, storage and sales
Gas station
Animal hospital
Motorized bicycle repair shop
Funeral parlor
Lawn mower sales or repair shop
Limousine service
Massage establishment
Methadone treatment center
Printing shop exceeding 2,000 square feet of gross floor area
Pawnshop
Seafood market containing more than 3,000 square feet of gross retail space
Amusement park within a wholly enclosed shopping mall
Outdoor rifle, pistol, or skeet shooting range
Animal or poultry raising (other than customary household pets)
Sand and gravel wet-processing
Satellite dish antenna more than 10 feet in diameter, to serve only 1 dwelling unit, in accordance with Section 27-451.01
Taxicab dispatching station
Cemetery

Even though the Springhill Lake approval introduced the M-U-I Zone into the sector plan area with specific use limitations, it did not prescribe any additional D-D-O Zone standards for the M-U-I Zone. Section 27-546.19, Site Plans for Mixed Uses, requires detailed site plan approval for any mixed-use project prior to the issuance of any building permits. Since this application is for a mixed-use project, detailed site plan approval is required for this site. The approved detailed site plan will further guide the development of the project site.

The Subarea Design Policies and Guidelines for Greenbelt Road and Beltway Plaza area (p. 128) provide the following guidance regarding future redevelopment:

12. **Encourage Beltway Plaza ownership, with assistance from the City of Greenbelt and M-NCPPC Planning Department staff, to undertake a comprehensive study to evaluate a rear-facing orientation toward Springhill Lake. This study should determine the most appropriate timing and design to improve the image of these two facing developments and improve vehicular and pedestrian access. During the planning phase, consideration should be given to the following:**
 - a. **Orienting the rear façade of Beltway Plaza toward Springhill Lake.**
 - b. **Providing convenient, direct pedestrian and/or vehicular access to enhance and strengthen the connection between Beltway Plaza and Springhill Lake. The façade and rear-facing parking lot area should be accented with human-scale elements to promote a convenient, efficient and attractive pedestrian- and bicycle-friendly environment, well-linked to Springhill Lake.**

- c. **Providing retail space for additional neighborhood-oriented retailers closer to Breezewood Drive as the market conditions demand for the benefit of adjacent residents in Springhill Lake. Commercial development should not change the residential character of Breezewood Drive.**
- d. **Coordinating infill development or redevelopment between Beltway Plaza and Beltway Plaza West, across Cherrywood Lane.**

The proposed CSP is consistent with the above design guidelines. Specifically, this proposal addresses a number of these issues: (1) the proposed development has a rear-facing orientation toward Springhill Lake, and will improve the image of these two facing developments and improve vehicular and pedestrian access; (2) the proposed development will be oriented toward Springhill Lake (now Empirian Village); (3) the proposed four access points from Breezewood Drive into the proposed development will be directly across from the four existing points of access from Breezewood Drive into Springhill Lake, and there will thus be convenient, direct pedestrian and/or vehicular access to enhance and strengthen the connection between Beltway Plaza and Springhill Lake; (4) the applicant is proposing 22,000 square feet of additional neighborhood-oriented retailers closer to Breezewood Drive, which will benefit the residents of Empirian Village; and (5) the proposed development will not only not change the residential character of Breezewood Drive, but will actually enhance the character.

- 8. **The requirements of the Mixed Use–Infill (M-U-I) Zone of the Zoning Ordinance, specifically Section 27-546.16, Approval of Zone:** This section of the Zoning Ordinance allows individual property owners to request rezoning. It also provides the criteria, as discussed below, that the District Council must employ to review and approve rezoning to the M-U-I Zone:

Section 27-546.16. Approval of Zone

- (a) **The District Council may approve the M-U-I Zone in a Sectional Map Amendment, a T-D-O Zone map amendment, a D-D-O Zone map amendment, an individual map amendment requested by a municipality or the Prince George’s County Redevelopment Authority, or an individual site plan case, subject to the provisions in this Subdivision.**
- (b) **The M-U-I Zone may be approved on property which has proposed development subject to site plan review and is in the Transit District Overlay Zone or the Development District Overlay Zone, or on property owned by a municipality or the Prince George’s County Redevelopment Authority, which requests the zone.**
 - (2) **Property in the D-D-O Zone may be reclassified from its underlying zone to the M-U-I Zone through the property owner application process in Section 27-548.26(b). In the review process, the owner shall show that the proposed rezoning and development will be compatible with existing or approved future development on adjacent properties.**

Comment: The applicant has requested rezoning of the subject site, which is a portion of a larger existing shopping center in the C-S-C Zone and D-D-O Zone, to the M-U-I Zone through CSP review in accordance with Section 27-548.26(b) of the Zoning Ordinance as discussed above in Finding 7. This rezoning request is also permitted by Section 27-546.16, Approval of Zone. The CSP shows a mixed-use development oriented toward Breezewood Drive. The plan aligns all of the proposed access points with those on the other side of Breezewood Drive leading to the

existing Springhill Lake subdivision. As discussed above, the development scheme incorporates several D-D-O Zone recommendations for the Beltway Plaza/Greenbelt Road commercial corridor as included in the Building Orientation and Setbacks and the Architectural Details and Materials sections of the previously approved sector plan. The CSP plan orients the proposed development along Breezewood Drive and strengthens pedestrian connections between the existing shopping center and the Springhill Lake subdivision, which was also rezoned from the R-18 Zone to the M-U-I Zone through the individual property owner application process after approval of the *Sector Plan and Sectional Map Amendment for the Greenbelt Metro Area*. The proposed rezoning and development will be compatible with existing development on the shopping center site and approved future development on the Springhill Lake subdivision site across Breezewood Drive in terms of use. However, the compatibility of architectural design between the existing shopping center buildings and the proposed development remains a concern for the Urban Design Section. Since this CSP only covers the small rear portion of the existing shopping center, the remainder of the larger shopping center is beyond the boundaries of the subject CSP. Nevertheless, the applicant should consider including the larger shopping center when preparing the design guidelines at the time of DSP review to facilitate the revitalization of the entire shopping center. Specifically, attention should be given to direct embellishment of the existing building elevations, landscaping, or some other method or combination of methods that would accomplish the goal of assuring that the visible rear walls of the Beltway Plaza shopping center buildings will not be an unattractive feature as viewed from either the proposed buildings or from Breezewood Drive.

In addition, the applicant should provide bearings and distances of the precise area for which rezoning is requested, to be included in this application. A condition has been proposed to require the applicant to provide such information prior to certification.

- (c) **Unless requested by a municipality or the Prince George's County Redevelopment Authority, the M-U-I Zone may be approved only on property which adjoins existing developed properties for twenty percent (20%) or more of its boundaries, adjoins property in the M-U-I Zone, or is recommended for mixed-use infill development in an approved Master Plan, Sector Plan, or other applicable plan. Adjoining development may be residential, commercial, industrial, or institutional but must have a density of at least 3.5 units per acre for residential or a floor area ratio of at least 0.15 for nonresidential development.**

Comment: As part of an existing shopping center, the subject site is adjoining the remaining portion of the shopping center site for 100 percent of its southern boundary. Across Breezewood Drive to the north is the M-U-I-zoned Springhill Lake subdivision. The existing shopping center has a floor area ratio of 0.5 which is much larger than the required 0.15, and the Springhill Lake subdivision, which was rezoned from the R-18 to the M-U-I Zone, has a proposed residential density of 32 dwelling units per acre. The proposed rezoning of the subject property will allow a mixed-use project to be developed that will serve as a major activity center for the surrounding communities. The existing shopping center has been in operation since the 1960s and is one of the oldest shopping centers in the county. This CSP plans to add additional residential and commercial space to the existing shopping center that is in line with current best planning practices. This proposal will increase the vitality and improve the pedestrian environment of the existing shopping center. The proposed uses will also provide a transition in terms of both uses and building massing from the existing shopping center to the Springhill Lake subdivision.

9. **Prince George's County Landscape Manual:** The proposed mixed-use development will be subject to Section 4.1, Residential Requirements; Section 4.2, Commercial and Industrial landscaped strips; and Section 4.3, Parking lot requirements of the Landscape Manual. The CSP provides illustrative landscaping to fulfill submittal requirements. However, additional detailed landscaping information in the format of a landscape plan should be provided for review at the time of detailed site plan.
10. **Woodland and Wildlife Habitat Conservation Ordinance:** This property is subject to the provisions of the Woodland Conservation Ordinance because the gross tract area is in excess of 40,000 square feet, there are more than 10,000 square feet of existing woodland on-site, and there is a previously approved Type II Tree Conservation Plan (TCP1I/30/00) for a portion of the larger site. A Type I Tree Conservation Plan TCP1-008-10 has been submitted for this CSP.
 - a. A simplified forest stand delineation (FSD) was provided with the TCP1. This application has been found to address the criteria for a FSD in accordance with the Woodland Conservation Technical Manual and policy document. No further action is required at this time with regard to the FSD.
 - b. The Type I Tree Conservation Plan, TCP1-008-10, submitted with this application has been reviewed and was found to require only minor revisions. The Environmental Planning Section concluded that TCP1-008-10 is in general conformance with the requirements of the Woodland Conservation Ordinance.
11. **Referral Comments:** The subject application was referred to the concerned agencies and divisions. The referral comments are summarized as follows:
 - a. The Community Planning Division, in a memorandum dated March 30, 2010, noted that the application is not inconsistent with the 2002 *Prince George's County Approved General Plan* Development Pattern policies for the Developing Tier to provide a mix of residential and nonresidential development at moderate to high intensities and densities.

However, the Community Planning Division further pointed out that the application does not conform to the land use recommendations of the 2001 *Approved Sector Plan and Sectional Map Amendment for the Greenbelt Metro Area* with regard to the residential component of the application. The sector plan recommends retail commercial uses for the subject property, but the application proposes a mix of residential and retail/restaurant uses. In addition, the community planner also pointed out several issues regarding the final design of this site and the procedural issue of which process (M-U-I Zone vs. D-D-O Zone) should be followed for review and approval of this application.

Comment: The approved sector plan does not envision any uses other than commercial use on the larger existing shopping center site, including the subject site. The subject application proposes the addition of residential and retail/restaurant uses to the existing shopping center. However, as discussed above in Finding 7, the approved sector plan calls for revitalization of the existing shopping center and provides specific guidance on the design of future development. Furthermore, Section 27-548.26(b)(1)(B) of the Zoning Ordinance allows individual property owners to amend the previously approved D-D-O Zone if the application meets certain criteria for approval. The subject CSP has been reviewed and found to be consistent with the design guidelines for revitalization and the criteria for changing the zoning.

The larger existing shopping center is one of the earliest shopping centers built in the county. Like the rest of the first-generation shopping centers in this country, this center features large expanses of surface parking lots with little attention to pedestrians, and it has also experienced less activity in the last decade. Current best planning practice, as well as a national trend aimed at revitalizing this type of shopping center, is to introduce other complementary uses such as residential and restaurants to build upon the existing critical mass of commercial space, to create a more vibrant and pedestrian-friendly environment, and to further strengthen pedestrian connections to the surrounding neighborhoods. This application to rezone the rear portion of the existing shopping center and to build on the existing surface parking lots of the shopping center aims to achieve the exact aforementioned goals.

The M-U-I Zone was not a zoning category in the original approved sector plan. The D-D-O Zone standards governing the larger shopping center were based on the C-S-C Zone. However, the District Council's approval of the zoning change for the Springhill Lake property (resolutions included in this report) in 2005 served as a de facto amendment to the approval of the 2001 *Sector Plan and Sectional Map Amendment for Greenbelt Metro Area* and introduced the M-U-I Zone into the sector plan area. That approval has also specifically prohibited 21 uses that amended the use tables included in the sector plan. Since the proposed development is a mixed-use development, both the M-U-I Zone and the D-D-O Zone standards require detailed site plan (DSP) review for the development. Detailed site plan requirements and review procedures will govern the future development of the subject site. For the subject application, anything approved with this CSP and future DSPs will serve as the regulations for the site.

The proposed uses are also permitted in the M-U-I Zone. The introduction of any new uses in the future on this site will require either a new detailed site plan approval or a revision to the previously approved site plan.

- b. The Subdivision Review Section, in a memorandum dated October 26, 2010, noted that this application proposes to convert the existing shopping center to a mixed-use development including residential and nonresidential uses which results in an impact on public facilities not anticipated previously for this site. The applicant, by letter dated December 4, 2009 (Taub to Hirsch), has proposed to address the impact on public facilities with a proffer to perform an analysis of transportation facility adequacy in accordance with the guidelines and pay the school impact and public safety surcharges prior to the issuance of building permits for this project. The Subdivision Section concluded that the proffer by the applicant is sufficient to address the impacts of this project on public facilities. Therefore, the Subdivision Section recommended two conditions, one of which recommends an analysis of transportation adequacy by the Transportation Planning Section of The Maryland-National Capital Park and Planning Commission (M-NCPPC), and the other of which requires that a minor plat be recorded to memorialize the approval, prior to the issuance of any building permit, with a plat note as follows:

“Prior to the issuance of the building permit for each residential unit, the applicant shall pay the applicable public safety surcharge and schools impact fees.”

Comment: A traffic study has been submitted with this application. The Transportation Planning Section has reviewed the study and concluded that adequate transportation facilities would exist to serve the proposed subdivision, consistent with Section 24-124 of the Subdivision Regulations.

- c. The Environmental Planning Section, in a memorandum dated June 28, 2010, noted that the application has generally addressed the environmental constraints of the site and the requirements of the Woodland and Wildlife Habitat Conservation Ordinance. Environmental Planning staff recommends approval of this conceptual site plan and Type 1 Tree Conservation Plan TCP1-008-10, subject to five conditions, of which the first four conditions have been incorporated into the Recommendation section of this report.

Comment: The fourth condition requires additional noise mitigation for future residential development to be placed within the 65 dBA Ldn contour line as follows:

- Future applications on the subject property shall address noise attenuation for interior living areas and outdoor activity areas for residential or residential-type uses if they are placed within the 65 dBA Ldn noise contour delineated on the CSP and TCPI. All future applications shall show the location of the 65 dBA Ldn noise contour as shown on the CSP.

As identified in the memorandum, in accordance with the analysis of the Environmental Planning Section, the 65 dBA Ldn line is located approximately 449 feet from the centerline of Greenbelt Road. The proposed development is almost 900 feet further north of Greenbelt Road. The proposed development is about 500 feet out of the 65 dBA Ldn noise contour line. This condition is applicable to the remaining larger shopping center area fronting on Greenbelt Road that is outside the boundary of this CSP.

- d. The Transportation Planning Section, in a memorandum dated October 27, 2010, noted that a traffic review is not required for this application. However, the applicant proffered an analysis of transportation adequacy, and a finding of transportation adequacy will be made as a part of this CSP approval in the event that a subdivision is not required. A traffic study has been prepared under the appropriate guidelines as set forth by the Transportation Planning Section and has been reviewed by the section. The Transportation Planning Section concluded that, within the context of transportation, the plan meets the requirements of the relevant sections of Subtitle 27 for approval of a conceptual site plan and rezoning the property to the M-U-I Zone. Furthermore, in accordance with the written proffer from the applicant, the Transportation Planning Section concludes that adequate transportation facilities would exist to serve the proposed subdivision, consistent with Section 24-124 of the Subdivision Regulations, subject to three conditions that have been included in the Recommendation section of this report.

In a separate memorandum from the Transportation Planning Section dated March 30, 2010, on detailed site plan review for master plan trail compliance, the trails planner provided a comprehensive analysis of sector plan requirements on trails and bicycle and pedestrian access, as well as the design guidelines in Section 27-274 of the Zoning Ordinance.

Transportation Planning staff recommended seven conditions in order for the application to be in conformance with the Greenbelt Metro Area Sector Plan and the Prince George's County Master Plan of Transportation. The seven conditions have been incorporated into the Recommendation section of this report.

- e. The Department of Public Works and Transportation (DPW&T), in a memorandum dated July 19, 2010, indicated that the subject area is within the jurisdiction of the City of Greenbelt and has no direct impact on county roads. Since the site is located on the north side of Greenbelt Road (MD 193), which is a state-maintained highway, coordination with the Maryland State Highway Administration (SHA) is required. The site plan is also consistent with the previously approved stormwater management concept plan.
- f. The Historic Preservation and Public Facilities Planning Section, in a memorandum dated March 9, 2010, indicated that the proposed development included in CSP-05007 will have no effect on identified historic sites, resources, or districts in the county.
- g. The Fire/EMS Department, in a memorandum dated August 20, 2006, provided standard referral comments and identified no specific issues.

Comment: The original proposal to rezone the entire shopping center from the C-S-C Zone to the M-U-I Zone consisting of 1,400 multifamily dwelling units and approximately 883,041 square feet of commercial space was referred to the Fire/EMS Department for comments in 2006. The Fire/EMS Department did not raise any issues with the proposal. The revised proposal included in this CSP is composed of only a portion of the original proposal that is fronting on Cherrywood Lane. The development included in this application is located within approximately 250 feet (which is well within the 500 feet recommended by the Fire/EMS Department) of the public hydrants located on Cherrywood Lane. Therefore, this proposal was not sent to the Fire/EMS Department for a second review. The referral comments used in this report were the original comments from the Fire/EMS Department on the larger project.

- h. The Greenbelt City Council, in a letter dated November 9, 2010, stated a strong objection to the application because the conceptual site plan and its rezoning component fail to meet the requirements of the Zoning Ordinance in the M-U-I Zone, the Development District Overlay Zone (DDOZ) and the goals and objectives of the October 2001 *Approved Sector Plan and Sectional Map Amendment for the Greenbelt Metro Area*. Specifically, Greenbelt states that the applicant has not addressed any of the City's goals for the redevelopment and revitalization of Beltway Plaza as follows:
 - Address the disjointed, visually and functionally confusing Greenbelt Road frontage. This goal is specifically addressed in the sector plan and DDOZ.
 - Provide adequate recreation and open-space opportunities for any future residents of a potential mixed-use development of Beltway Plaza. Greenbelt West has very limited public recreation opportunities, and any anticipated increase in residential units must provide for public recreation.
 - Deal with the confusing vehicular and pedestrian circulation around Beltway Plaza.

- Address the entirety of the Beltway Plaza property, focusing on the issues, challenges and needs of the property in a comprehensive approach.

In addition, the City believes that several specific objectives of the sector plan for Beltway Plaza are ignored in the current conceptual site plan for Beltway Plaza including:

- Improve the overall corridor appearance and spatial organization to produce a unifying image of the commercial corridor and Beltway Plaza.
- Improve vehicular circulation along the corridor, at key road intersections and within the Beltway Plaza property.
- Provide linkages that contribute to the sector-wide open space system and link destinations through a connected network of pedestrian and bicycle accessible spaces.

Comment: The property included in this CSP is located within the Greenbelt Metro Area Development District Overlay Zone. As discussed in Finding 7 above, Section 27-548.26 (b)(1)(B) Amendment of Approved Development District Overlay Zone, prescribes procedures and criteria for the property owners if they choose to amend the boundary of an approved D-D-O Zone or to change the underlying zones or the list of allowed uses, as modified by the Development District Standards. The applicant has followed the procedure and the application has been reviewed for compliance with the approval criteria. Since the application is also to rezone the property contained in the CSP from the existing C-S-C Zone to the M-U-I Zone, it has been reviewed for conformance with the M-U-I requirements, specifically with the requirements for approval of the zone as stated in Section 27-546.16 of the Zoning Ordinance. The application is in compliance with the above-mentioned applicable provisions of the Zoning Ordinance.

There are 700 residential dwelling units proposed along with other commercial uses in the CSP. The 700 dwelling units consist of 450 rental units in mid-rise multifamily buildings and 250 owner-occupied units in townhouses. As in the case for other residential development, this application has approximately \$630,000 worth of recreational facility obligation according to the formula for calculating the dollar value of the required private on-site recreational facilities for residential development. Specific details for the on-site recreational facilities for this project will be reviewed at time of detailed site plan.

As pointed out in the Greenbelt City resolution, the subject property included in this CSP (approximately 15.4 acres) is only a portion of the existing Greenbelt Plaza Shopping Center (approximately 54.39 acres). The larger shopping center is not included in the CSP. Staff agrees with the City's comments that the revitalization of the entire shopping center would ideally be taken into consideration along with the portion included in this CSP. However, since the rest of the shopping center is outside the boundary of this CSP, any improvements to other parts of the shopping center outside of this CSP have to be proposed by the applicant in order to be included in the Planning Board's action on this CSP. The Urban Design Staff has specifically pointed out that attention should be directed to visual improvement of the rear elevations of the existing shopping center since the development proposed in the CSP is at the rear of the existing larger shopping center.

The requested zoning category, the M-U-I Zone, is not included in the original sector plan. However, the District Council's approval of the M-U-I Zone for the Springhill Lake property which is located on the north side of Breezewood Drive helps to justify the requested zoning for the subject site. This is because Section 27-546.16 of the Zoning Ordinance (Approval of Zone) requires that, in order to be eligible to be rezoned into the M-U-I Zone, a site must be adjacent to the existing M-U-I-zoned property with certain required densities. The M-U-I-zoned Springhill Lake property provides the development condition that the subject CSP requires in order to meet the approval criteria for the M-U-I zoning designation.

The sector plan calls for the revitalization of the existing shopping center and provides specific design standards as stated in Design Policy 12 of the 2001 *Approved Sector Plan and Sectional Map Amendment for Greenbelt Metro Area* (on Page 128). As discussed in Finding 7, the proposed mixed-use development in the CSP satisfies the design guidelines and meets the revitalization intent of the sector plan for this portion of the shopping center. Since the CSP only covers the rear portion of the existing shopping center, other goals cited in the Greenbelt City Council's resolution associated with the larger shopping center remain unaddressed. Once again, the Urban Design Section shares Greenbelt's interest in revitalization of the entire shopping center and suggested that the entire shopping center be taken into consideration when the applicant prepares design guidelines for the shopping center at time of DSP.

In addition, the proposed development will turn the underused surface parking lots at the rear of the existing shopping center into a compact, mixed-use, pedestrian-friendly environment with convenient pedestrian connections to the adjacent neighborhoods. The proposal will not only visually enhance this part of the existing shopping center, but also greatly reduce the impervious area. The proposal will inject vitality into the existing shopping center by introducing complementary uses that are consistent with the best planning practices in revitalizing existing shopping centers, even though it will be implemented at a much smaller scale than we might hope for.

12. As required by Section 27-276(b)(1) of the Zoning Ordinance, the subject CSP represents a most reasonable alternative for satisfying the site design guidelines without requiring unreasonable costs and without detracting substantially from the utility of the proposed development for its intended use.

RECOMMENDATION

Based upon the foregoing evaluation and analysis, the Urban Design staff recommends that the Planning Board adopt the findings of this report and forward a recommendation of APPROVAL of this application to the District Council as follows:

- A. Recommend APPROVAL of the request to rezone approximately 15.4 acres of the surface parking lot located in the rear portion of the existing shopping center in the C-S-C (Commercial Shopping Center) Zone to the M-U-I (Mixed Use-Infill) Zone.

- B. Recommend APPROVAL of Conceptual Site Plan CSP-05007 for Greenbelt Town Center at Beltway Plaza and Type 1 Tree Conservation Plan TCP1-008-10, subject to the following conditions:
1. Prior to certification of this CSP, the applicant shall revise the plans as follows or provide the specified information:
 - a. A 30-scale plan with bearings and distances of the precise area for which rezoning is requested shown in relation to all existing buildings and structures on the shopping center site.
 - b. Remove General Note 4 stating that the site is located within Aviation Policy Area 6 (APA-6).
 - c. Provide General Note 2 on the plan.
 - d. Revise the Type 1 Tree Conservation Plan TCP1-008-10 to number the standard TCP1 notes and specify the CSP number in Note 1.
 - e. Show the 65 dBA Ldn noise contour line of Greenbelt Road on the CSP and TCP1. The noise contour line shall be placed 449 feet from the centerline of Greenbelt Road or be based on a Phase I noise study reviewed by the Environmental Planning Section.
 - f. Obtain an approved natural resources inventory (NRI), and revise all plans as needed to reflect the information the NRI contains.
 2. At the time of detailed site plan, the applicant shall address the following site plan-related elements and additional information:
 - a. Pedestrian connections, trails, pedestrian amenities, landscaping, and other aspects of streetscapes.
 - b. Details on the types and quantities of plant materials.
 - c. Incorporating low-impact development (LID) techniques.
 - d. Crime prevention through environmental design (CPTED).
 - e. On-site private recreational facilities which will be properly developed and maintained to the benefit of future residents through covenants, a recreational facilities agreement, or other appropriate means, and that such instrument is legally binding upon the applicant and the applicant's heirs, successors, and/or assignees.
 - f. To the extent reasonably possible, minimize the visual impact of the rear face of the existing Beltway Plaza Mall building from the views of residential units facing said building.
 - g. Copies of the approved stormwater management concept plan and letter. Any concept approved on or prior to May 4, 2010 must include an administrative

waiver signed by the Department of Public Works and Transportation (DPW&T), or an equivalent provision that may be approved by the Prince George's County government in the future.

- h. Detailed information regarding green building and site techniques to be employed in this project.
 - i. Eliminate the existing northernmost driveway entrance on Cherrywood Lane in order to improve pedestrian safety and circulation on Cherrywood Lane if the entrances from Breezewood Drive would be adequate to handle additional traffic that would otherwise use the existing northernmost driveway entrance on Cherrywood Lane.
 - j. Provide conceptual crosswalk locations across Breezewood Drive and Cherrywood Lane, and specify conceptually the details of what kind of signs, stripes, or changes in pavement material will be provided.
 - k. Show the conceptual location of bicycle and flashing pedestrian crossing signals that can be incorporated into Breezewood Road at the main entrance to the project, subject to approval by the City of Greenbelt.
 - l. Provide a separate conceptual circulation plan with the details of internal signs such as directional arrows, lane markings, and other conceptual roadway commands that should be used to facilitate safe driving through the parking lot and internal roads/pathways and show conceptual flows of traffic in and out of the property.
 - m. Provide conceptual bicycle parking locations and style(s).
 - n. Provide the locations of existing bus shelters and proposed bus shelters.
 - o. Provide a clear indication if parking along Breezewood Drive is proposed to be relocated or removed as part of the subject application.
3. Prior to the issuance of any building permit for this development, the applicant shall:
- a. Obtain a new final plat of subdivision approval in accordance with Section 24-108(a)(3) of the Subdivision Regulations to adjust the existing property lines to accommodate the proposed development included in this CSP, with a plat note as follows:

“Prior to the issuance of the building permit for each residential unit, the applicant shall pay the applicable public safety surcharge and school impact fees.”
 - b. Provide the payment for both the applicable public safety surcharge and school impact fee.
 - c. Either provide the required parking spaces or obtain final approval of a departure from the required number of parking and loading spaces (DPLS) for the existing shopping center, as proffered by the applicant.

- d. Submit an acceptable traffic signal warrant study for the Cherrywood Lane/Greenbelt Metro Drive intersection to the City of Greenbelt (and the Washington Metropolitan Area Transit Authority (WMATA), if necessary) for signalization at the intersection of Cherrywood Lane and Greenbelt Metro Drive. The applicant shall utilize a new 12-hour count and shall analyze signal warrants under total future traffic as well as existing traffic at the direction of the responsible operating agency. If signalization or other traffic control improvements (not to exceed the cost of signalization) are deemed warranted at that time, and if said signalization or other traffic control improvements have not been bonded and/or constructed prior to that determination, the applicant shall bond the improvements with the responsible operating agency prior to the release of any building permits within the subject property, and complete installation at a time when directed by the agency.
 - e. Submit an acceptable warrant study for all-way stop control to the City of Greenbelt for the intersection of Edmonston Road and Breezewood Drive. The applicant shall utilize new counts and should analyze signal warrants under total future traffic as well as existing traffic at the direction of the city. If all-way stop controls and related pedestrian improvements, or other traffic control improvements (not to exceed the cost of all-way stop controls and related pedestrian improvements) to make this a pedestrian-friendly intersection, or other traffic control improvements are deemed warranted at that time, the applicant shall bond the improvements with the City of Greenbelt prior to the release of any building permits within the subject property, and complete installation at a time when directed by the City.
4. The applicant and the applicant's heirs, successors, and/or assignees shall:
- a. Provide private recreational facilities in accordance with the standards outlined in the *Park and Recreation Facilities Guidelines*.
 - b. Because Breezewood Drive is a master planned bikeway, provide two MUTCD bicycle warning signs along the property frontage on Breezewood Drive, subject to the approval of the City of Greenbelt and DPW&T, who shall have an opportunity to review placement locations of the bicycle warning signage. If bicycle warning signage is deemed not feasible by the City of Greenbelt and DPW&T, the applicant shall, if reasonably possible within the existing public right-of-way, provide a minimum 10-foot-wide, shared-use path, which can be incorporated as part of the sidewalk to implement the master-planned bikeway along the entire property frontage of Breezewood Road prior to the issuance of the first building permit.
 - c. Provide a tree canopy coverage (TCC) schedule which demonstrates that the TCC requirement has been fulfilled for this site on the associated plans for all future applications.
5. The applicant shall submit three original, executed, private recreational facilities agreements (RFA) to the Development Review Division (DRD), M-NCPPC, for their approval three weeks prior to the submission of a final plat. Upon approval by DRD,

the RFA shall be recorded among the land records of Prince George's County, Upper Marlboro, Maryland.

6. The applicant shall submit to DRD a performance bond, letter of credit, or other suitable financial guarantee, in an amount to be determined by DRD, within at least two weeks prior to applying for building permits. The developer, his successors, and/or assignees shall satisfy the Planning Board that there are adequate provisions to assure retention and future maintenance of the proposed recreational facilities.
7. Total development of the site shall be limited to uses that would generate no more than 372 AM and 508 PM new peak-hour vehicle trips (in consideration of the use of the pass-by rate for the retail uses). Any development generating an impact greater than that identified herein above shall require an amendment to the CSP with a new review of the adequacy of transportation facilities.