



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 <http://mncppc.iqm2.com/Citizens/Default.aspx>

Conceptual Site Plan

Terrapin House

CSP-20002

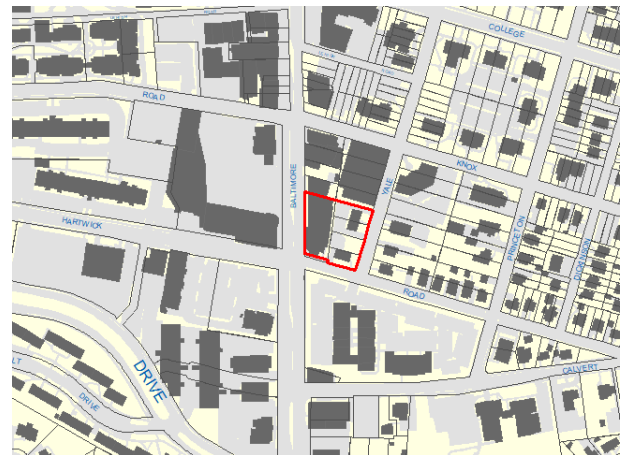
REQUEST	STAFF RECOMMENDATION
To rezone two lots to M-U-I for a mixed-use development of 10,000 to 15,000 square feet of commercial/retail and 160 to 175 multifamily residential units.	APPROVAL with conditions

Location: On the north side of Hartwick Road, between Yale Avenue and US 1 (Baltimore Avenue).

Gross Acreage:	0.89
Zone:	M-U-I/R-55
Dwelling Units:	160 to 175
Gross Floor Area:	10,000 to 15,000 sq. ft.
Planning Area:	66
Council District:	03
Election District:	21
Municipality:	College Park
200-Scale Base Map:	209NE04

Applicant/Address:
12300 Carrol Investors and Terrapin Main Street LLC
4901 Fairmont Avenue, Suite 200
Bethesda, MD 20814

Staff Reviewer: Adam Bossi
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Planning Board Date:	03/25/2021
Planning Board Action Limit:	04/02/2021
Staff Report Date:	03/10/2021
Date Accepted:	10/29/2020
Informational Mailing:	06/04/2020
Acceptance Mailing:	10/07/2020
Sign Posting Deadline:	02/23/2021

The Planning Board encourages all interested persons to request to become a person of record for this application. Requests to become a person of record may be made online at

<http://www.mncppcapps.org/planning/Person of Record/>.

Please call 301-952-3530 for additional information.

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THE MARYLAND-NATIONAL CAPITAL
PARK AND PLANNING COMMISSION

PRINCE GEORGE'S COUNTY PLANNING BOARD

STAFF REPORT

SUBJECT: Conceptual Site Plan CSP-20002
 Terrapin House

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 Development District Overlay (D-D-O) Zone Standard of the 2010 *Approved Central US 1 Corridor Sector Plan and Sectional Map Amendment*;
- b. The requirements of the Prince George's County Zoning Ordinance for the Mixed Use-Infill (M-U-I) Zone and site design guidelines;
- c. The requirements of the Prince George's County Woodland and Wildlife Habitat Conservation Ordinance;
- d. The requirements of the 2010 *Prince George's County Landscape Manual*;
- e. The requirements of the Prince George's County Tree Canopy Coverage Ordinance; and
- f. Referral comments.

FINDINGS

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

1. **Request:** The subject conceptual site plan (CSP) application proposes to rezone part of the property from One-Family Detached Residential (R-55) to the Mixed Use-Infill (M-U-I) Zone for a future mixed-use development to include 160 to 175 multifamily residential units and 10,000 to 15,000 square feet of commercial/retail uses.

2. **Development Data Summary:**

	EXISTING	PROPOSED
Zone	M-U-I/ R-55/D-D-O	M-U-I/D-D-O
Use(s)	Commercial and Residential	Commercial and Residential
Gross Acreage	0.89	0.89
R-55 Zone	0.23	0
M-U-I Zone	0.66	0.89
Parcels	1	1
Lots	4	4
Commercial Square Footage	13,242	10,000–15,000
Residential Dwelling Units	11	160–175

3. **Location:** The subject property is located on the north side Hartwick Road, between Yale Avenue and US 1 (Baltimore Avenue). Specifically, the site is located at 7313 Baltimore Avenue, 7302 Yale Avenue, and 4424 Hartwick Road in College Park, Planning Area 66, Council District 3. The site is also located in the Development District Overlay (D-D-O) Zone of the 2010 *Approved Central US 1 Corridor Sector Plan and Sectional Map Amendment* (Central US 1 Corridor Sector Plan and SMA).
4. **Surrounding Uses:** To the north of the property are commercial uses and a municipal parking garage in the M-U-I Zone; to the south, beyond Hartwick Road, are multifamily uses in the M-U-I Zone; to the east, beyond Yale Avenue, are multifamily uses in the Multifamily Medium Density Residential (R-18) Zone and single-family uses in the R-55 Zone; and to the west is US 1 with commercial uses beyond in the M-U-I Zone. All of the surrounding properties are within the D-D-O Zone, as well.
5. **Previous Approvals:** On October 10, 2002, the Prince George’s County Planning Board adopted Preliminary Plan of Subdivision (PPS) 4-02051 (PGCPB Resolution No. 02-199), which consolidated four lots associated with a former gas station, into a single parcel (now known as 7313 Baltimore Avenue and Parcel A) for 13,100 square feet of mixed-use commercial development. This approval included nine conditions, none of which are applicable to the subject CSP.

On July 31, 2003, the Planning Board adopted Detailed Site Plan DSP-03008 (PGCPB Resolution No. 03-163) for 13,153 square feet of retail development at the property known as 7313 Baltimore Avenue, subject to 11 conditions that are not applicable to the review of this CSP.

The Central US 1 Corridor Sector Plan and SMA included the subject site within a D-D-O Zone and retained the lots and parcel, which comprise the subject site, in their respective underlying zoning categories. The sector plan further recommended mixed use commercial development for the parcel fronting on US 1 and recommended medium residential uses for the lots fronting Hartwick Road and Yale Avenue.

On November 18, 2013, the Prince George's County District Council approved DSP-11005 to rezone the property known as 7302 Yale Avenue from the R-18 Zone to the M-U-I Zone and add four dwelling units to the existing building, subject to two conditions, which are not applicable to the subject CSP.

6. **Design Features:** The existing site is approximately square in shape and consists of one parcel and four lots, totaling approximately 0.89 acre. Parcel A is zoned M-U-I and occupies the western half of the site. It is 0.39 acre and developed with a single-story commercial building fronting on US 1. Lots 9 and 10 are at the southeast corner of the site, adjacent to the intersection of Hartwick Road and Yale Avenue. These lots are in the R-55 Zone, consist of 0.23 acre, and are developed with a single-family detached dwelling. Lots 11 and 12 are at the northeast corner of the site and front on Yale Avenue. These lots are in the M-U-I Zone, consist of 0.27 acre, and are developed with a multifamily residential building.

This CSP proposes to rezone Lots 9 and 10 from the R-55 to M-U-I Zone and shows a proposed schematic mixed-use development plan for the property. The proposed development scheme provides for a single, six-story tall, mixed-use building to occupy the majority of the 0.89-acre site. The proposed building will include 10,000 to 15,000 square feet of ground floor commercial space and approximately 160 to 175 dwelling units. The building will have a gross floor area of approximately 145,041 square feet. Internal parking is to be provided with separate access points shown for commercial and residential uses. Commercial parking will be accessed from Hartwick Road along the southern side of the site. Internal parking for the residential use will be accessed from an alley along the northern property boundary off of Yale Avenue. Areas are shown on the CSP for streetscape improvements along the site's frontages on US 1, Hartwick Road, and Yale Avenue. An area of proposed right-of-way dedication along Hartwick Avenue is shown along the site's southern boundary. Two open space areas are also provided adjacent to Yale Avenue. Illustrative building plans included with the CSP show the building will step down in height and massing, to provide a transition between the vertical mixed-use development envisioned along US 1 and the existing residential neighborhood and Old Town College Park Historic District, to the east of the site.

COMPLIANCE WITH EVALUATION CRITERIA

7. **The 2010 Approved Central US 1 Corridor Sector Plan and Sectional Map Amendment and the standards of the Development District Overlay (D-D-O) Zone:** The Central US 1 Corridor Sector Plan and SMA defines long-range land use and development policies, detailed zoning changes, design standards, and a D-D-O Zone for the US 1 Corridor area. The land-use concept of the Central US 1 Corridor Sector Plan divides the corridor into four interrelated areas including walkable nodes, corridor infill, existing neighborhoods, and natural areas for the purpose of examining issues and opportunities and formulating recommendations. Detailed recommendations are provided for six distinct areas within the sector plan: Downtown College Park, University of Maryland, Midtown, Uptown, Autoville and Cherry Hill Road, and the Hollywood Commercial District. The overall vision for the Central US 1 Corridor is a vibrant hub of activity highlighted by walkable concentrations of pedestrian- and transit-oriented mixed-use development, the integration of the natural and built environments, extensive use of sustainable design techniques, thriving residential communities, a complete and balanced transportation network, and a world-class educational institution.

The Central US 1 Corridor Sector Plan recommends two land uses across the subject property, with mixed-use commercial use along US 1 (Parcel A) and residential medium uses along Yale Avenue (Lots 9–12), as identified on Map 8, page 60 of the Central US 1 Corridor Sector Plan and SMA. As described by the sector plan, mixed-use commercial land uses are “Properties that contain a mix of uses that are predominantly nonresidential on the ground floor, including commerce, office, institutional, civic, and recreational uses. These properties may include a residential component but are primarily commercial in nature.” Residential medium uses are described as “detached and attached dwelling units and associated areas with densities between three dwelling units per acre and eight dwelling units per acre.” The site is also within the Downtown College Park District and Walkable Node character area of the sector plan. The development policies for the Walkable Node promote the establishment of a strong sense of place along the US 1 corridor and encourages vertical mixed-use development with appropriate transitions to adjacent residential neighborhoods. The vision for the Downtown College Park District includes the reestablishment of its role as the focus of community activity and promotes mixed uses and enhancement of the pedestrian realm.

The CSP provides a schematic plan for a six-story, vertical mixed-use development with internal parking and service areas, commercial uses on the ground floor fronting on US 1, and residential units through the remainder of the building. The residential density proposed is 180 to 197 dwelling units per acre. The conceptual building design includes a reduction in height and massing on its eastern side, where it is adjacent to an established residential neighborhood.

The D-D-O Zone for the Central US 1 Corridor Sector Plan and SMA includes numerous architectural and site design standards for sites within the Walkable Node. The subject site is also located where mandatory shop frontage and build-to-lines of zero feet are required. The CSP appropriately considers these requirements. Full evaluation of conformance with the D-D-O Zone standards will be completed at the time of DSP review.

Section 27-548.26(b) of the Zoning Ordinance specifies that the property owner shall show, with a CSP, that the proposed development conforms with the purposes and recommendations for the development district, as stated in the master plan, master plan amendment, or sector plan. Based on the sector plan’s recommendations for the site’s location within the Downtown College Park District and Walkable Node character area, staff finds the CSP conforms with the purposes and development recommendations of the development district. Further, staff finds the applicant’s requested rezoning of Lots 9 and 10 from R-55 to the M-U-I Zone will best position the subject site to achieve the vision and goals of the Central US 1 Corridor Sector Plan for vertical mixed-use development along the US 1 corridor in the Downtown College Park District.

8. Zoning Ordinance: The subject application has been reviewed for compliance with the following Zoning Ordinance requirements:

- a. Section 27-546.16(b)(2), Approval of the M-U-I Zone, of the Zoning Ordinance states the following:

- (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.**

Section 27-548.26(b) specifies that the owner shall show, with a CSP, that the proposed development conforms with the purposes and recommendations for the development district, as stated in the master plan, master plan amendment, or sector plan, and that the case be reviewed by the District Council. Based on the discussion of the subject CSP's conformance with the sector plan in Finding 7 above, staff recommends that the Planning Board find that rezoning the property to the M-U-I Zone would best conform with the purposes and recommendations for the development district, as stated in the sector plan. The Planning Board's recommendation on the subject CSP will be forwarded to the District Council for final review and approval as required.

The second part of the above requirement requires the owner to show that the proposed rezoning and development will be compatible with existing or approved future development on adjacent properties. The adjacent properties to the north, south, and west are all zoned M-U-I and D-D-O, within the Downtown College Park District and Walkable Node character area. The adjacent properties to the east are residentially developed, in the R-18 and R-55 Zones and are also within the D-D-O Zone. Development on the subject property will continue to be subject to the same Development District standards for the Walkable Node character area, including building heights, setbacks, parking, and landscaping, regardless of the underlying zoning. However, rezoning the entirety of the property to the M-U-I Zone would be most harmonious and compatible with the development on the adjacent properties, as this is in keeping with the zoning pattern within this portion of the Downtown College Park District.

Section 27-546.16(c) also includes the following specific requirement:

- (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.**

In conformance with this requirement, the subject property adjoins existing developed properties in the M-U-I Zone to the north, which are developed with a commercial building and City of College Park parking garage. Additional commercially developed properties in the M-U-I Zone are located

to the south and west of the subject site, across Hartwick Road and US 1, respectively. The Central US 1 Corridor Sector Plan and SMA recommends mixed-use commercial development along the site's US 1 frontage, and a vertical arrangement of residential and commercial uses for sites within the Walkable Node and Downtown College Park District. The CSP conforms with this requirement as it proposes a mixed-use infill style development, as recommended by the approved sector plan.

- b. The CSP has been reviewed for conformance with the applicable site design guidelines contained in Section 27-274 of the Zoning Ordinance. The CSP conforms with applicable guidelines, with additional review of conformance to occur in the DSP process as development details are refined.
 - c. The subject application is located within Aviation Policy Area (APA) 6 under the traffic pattern for the small general aviation airport, College Park Airport. Conformance with the height limitations of the APA-6 will be evaluated at the time of DSP.
9. **Prince George's County Woodland and Wildlife Habitat Conservation Ordinance:** The site is exempt from the provisions of the Woodland and Wildlife Habitat Conservation Ordinance because it is less than 40,000 square feet in size and has no previously approved tree conservation plans. A Standard Letter of Exemption (S-103-2020) was issued for the site and expires on July 10, 2022. Although it is not required, staff recommends that the applicant consider preserving as many of the specimen trees located on-site as possible during the design process.
10. **Prince George's County Tree Canopy Coverage Ordinance:** Subtitle 25, Division 3, the Tree Canopy Coverage Ordinance requires a minimum percentage of tree canopy coverage (TCC) on projects that require a grading permit. Properties that are zoned M-U-I are required to provide a minimum of 10 percent of the gross tract area in TCC. This CSP project has 0.89 acre that results in a required TCC of 0.09 acre for the site. Conformance with the requirements of the Tree Canopy Coverage Ordinance will be reviewed at the time of DSP.
11. **2010 Prince George's County Landscape Manual:** The D-D-O Zone includes development district standards that replace many requirements of the Landscape Manual. Specially, page 226 of the Central US 1 Corridor Sector Plan and SMA states:

The provisions of the Landscape Manual regarding alternative compliance, commercial and industrial landscaped strip requirements, parking lot requirements, and buffering incompatible uses do not apply within the development district. All other standards and regulations of the Landscape Manual apply as necessary.

The CSP shows space for streetscape elements and landscaping along roadway frontages abutting the site, which is in general conformance with the intent of multiple development district standards. The project will be required to demonstrate conformance with the applicable development district standards and Landscape Manual requirements at the time of DSP.

12. **Referral Comments:** The subject application was referred to the concerned agencies and divisions. The referral comments are summarized, and incorporated herein by reference, as follows:

- a. **Historic Preservation**—The subject application is scheduled to be heard by the Historic Preservation Commission on March 16, 2021, as the subject property is adjacent to the Old Town College Park Historic District. The Commission's recommendations will be provided prior to the Planning Board hearing and incorporated into the final resolution, as determined by the Board.
- b. **Permits**—In an undated memorandum (Hughes to Hurlbutt), it was noted that DSP review would be required for the proposed development.
- c. **Community Planning**—In a memorandum dated December 21, 2020 (Hartsfield to Hurlbutt), the Community Planning Division noted that the subject site is within the Innovation Corridor and Established Communities areas of the 2014 *Plan Prince George's 2035 Approved General Plan*. The CSP aligns with the growth policy of the Innovation Corridor and Established Communities by concentrating infill residential and commercial development by existing industry clusters.

The Central US 1 Corridor Sector Plan and SMA recommends mixed-use commercial land use for Parcel A and Residential Medium uses for Lots 9 through 12. The site is also within Downtown College Park and the Walkable Node character area defined by the sector plan. The mixed-use residential and retail development with structured parking, as provided by the CSP, conforms with the vision for the Downtown district and Walkable Node. The rezoning of Lots 9 and 10 to the M-U-I Zone would allow for the type and density of development envisioned for this area by the sector plan. At the time of DSP, conformance with the development district standards will need to be demonstrated and the plan should show design sensitivity to the surrounding community, particularly the adjacent residential neighborhood across Yale Avenue.

- d. **Pedestrian and Bicycle Planning**—In a memorandum dated February 24, 2021 (Ryan to Bossi), it was noted that the CSP shows the location for streetscapes and sidewalks and indicates the site's frontage on US 1 will have a 6-foot-wide cycle track and 10-foot-wide sidewalks, as is required by the Central US 1 Corridor Sector Plan and SMA. Facilities shown are acceptable for the purposes of a CSP. Further evaluation of proposed pedestrian and bicycle access, adequacy, and amenities shall be completed with the PPS and DSP.
- e. **Transportation**—In a memorandum dated February 22, 2021 (Masog to Bossi), it was noted that there are no transportation-related findings related to traffic or adequacy associated with this CSP. US 1 is a master-planned collector roadway with a minimum width of 80 feet. Appropriate right-of-way dedication will be required, and transportation adequacy will be tested with a future PPS. The applicant provided the following trip generation summary:

Trip Generation Summary: CSP-20002: Terrapin House								
Land Use	Use Quantity	Metric	AM Peak Hour			PM Peak Hour		
			In	Out	Tot	In	Out	Tot
Proposed Retail	15,000	square feet	9	5	14	64	69	133
Less Pass-By (50 percent)			-4	-3	-7	-32	-34	-66
Net Trips for Retail			5	2	7	32	35	67
Multifamily	175	residences	18	73	91	68	37	105
Total Trips for CSP-20002			23	75	98	100	72	172

From the standpoint of transportation, it is determined that this plan is acceptable and meets the findings required for a CSP, as described in the Zoning Ordinance. The Transportation Planning staff do not object to the proposed rezoning.

- f. **Subdivision Review**—In a memorandum dated February 23, 2021 (Gupta to Bossi), the Subdivision Section provided an overview of the site's prior zoning approvals, and further noted that new proposed lots and parcels are not defined in the CSP. A new PPS will be required to make a determination of adequacy for the additional residential and commercial square footage, formalize a lotting pattern, and provide for right-of-way dedication, public utility easements, and mandatory parkland dedication issues. Additional general notes of the CSP require revision to clarify that mandatory parkland dedication requirements are to be addressed at the time of PPS.
- g. **Environmental**—In a memorandum dated February 2, 2021 (Juba to Bossi), the Environmental Planning Section noted that the site has an approved Natural Resources Inventory Plan (NRI-080-11-01), which shows the site contains four specimen trees, no regulated environmental features, and no primary management area. The predominant mapped soils found on-site are Beltsville-Urban land complex and Urban Land. There are no known Marlboro clay or Christiana complexes found on or near the site. A stormwater management (SWM) concept plan was not submitted, as it is not a requirement for a CSP. SWM considerations will be reviewed in future phases of the entitlement process.
- h. **City of College Park**—The City Council of College Park held a public meeting on the subject application on March 9, 2021. At the time of publication of this staff report, the City's written decision had not been issued.
- i. **Department of Parks and Recreation (DPR)**—In a memorandum dated December 16, 2020 (Worshtil to Hurlbutt), DPR noted the subject site is not adjacent to any Maryland-National Capital Park and Planning Commission parkland, but that several existing parks and community recreation assets are located nearby. Mandatory parkland dedication of approximately 0.13 acre will be required at the time of PPS. The Prince George's County Department of Parks and Recreation recommends the applicant consider the inclusion of a pocket park or mini park, and

further recommends consideration for improving connections to the Trolley Trail and potential bike lane on Yale Avenue.

13. Based on the foregoing and as required by Section 27-276(b)(1) of the Zoning Ordinance, the CSP will, if approved with the proposed conditions below, represent 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.

14. Section 27-276(b)(4) provides the following required finding for approval of a CSP:

(4) The plan shall demonstrate the preservation and/or restoration of the regulated environmental features in a natural state to the fullest extent possible in accordance with the requirement of Subtitle 24-130 (b)(5).

There are no regulated environmental features on the subject property.

RECOMMENDATION

Based on the forgoing evaluation and analysis, the Urban Design Section recommends that the Planning Board adopt the findings of this report and:

- A. Recommend to the District Council APPROVAL of the request to rezone Lots 9 and 10 from the One-Family Detached Residential Zone to the Mixed Use-Infill Zone.
- B. APPROVAL of Conceptual Site Plan CSP-20002, Terrapin House, subject to the following condition:
1. Prior to certification, General Note 17 on the conceptual site plan shall be revised to state that mandatory dedication of parkland requirements will be determined at the time of preliminary plan of subdivision.