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Detailed Site Plan

DSP-88052/01

Departure from Parking & Loading Standards

DPLS-341

Application	General Data	
Project Name: Beltsville Adventist School Location: Located on the north side of Ammendale Road, approximately 300 feet east of its intersection with Old Gunpowder Road. Applicant/Address: CSD Architects 323 West Camden Street, Suite 700 Baltimore, MD 21201	Date Accepted:	06/11/2008
	Planning Board Action Limit:	Waived
	Plan Acreage:	6.24
	Zone:	R-R
	Dwelling Units:	N/A
	Gross Floor Area:	3,950 sq. ft.
	Planning Area:	61
	Tier:	Developing
	Council District:	01
	Municipality:	N/A
	200-Scale Base Map:	215NE05

Purpose of Application	Notice Dates	
Addition of approximately 3,950 square feet of classroom space to the existing school and a departure from Section 27-588 of the Zoning Ordinance for nine surface parking spaces.	Informational Mailing:	03/17/2008
	Acceptance Mailing:	06/09/2008
	Sign Posting Deadline:	02/03/2009

Staff Recommendation		Staff Reviewer: H. Zhang, AICP	
APPROVAL	APPROVAL WITH CONDITIONS	DISAPPROVAL	DISCUSSION
	X		

THE MARYLAND-NATIONAL CAPITAL
PARK AND PLANNING COMMISSION

PRINCE GEORGE'S COUNTY PLANNING BOARD

STAFF REPORT

SUBJECT: Detailed Site Plan DSP-88052/01
Departure from Parking and Loading Standards DPLS-341
Beltsville Adventist School

The Urban Design staff has completed the review of the subject applications 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 detailed site plan was reviewed and evaluated for compliance with the following criteria:

- a. The requirements of the Zoning Ordinance in the Rural Residential (R-R) Zone and the site design guidelines;
- b. The requirements of Part 11, Off-Street Parking and Loading, of the Zoning Ordinance, specifically Section 27-588, Departures from the number of parking and loading spaces required;
- c. The requirements of Detailed Site Plan DSP-88052;
- d. The requirements of the *Prince George's County Landscape Manual*;
- e. The requirements of the Prince George's County Woodland Conservation and Tree Preservation Ordinance;
- f. Referral comments.

DETAILED SITE PLAN DSP-88052/01

FINDINGS

Based upon the evaluation and analysis of the subject detailed site plan (DSP), the Urban Design staff recommends the following findings:

1. **Request:** The subject detailed site plan application is for approval of an addition of approximately 3,950 square feet of classroom space to the existing school and church site in the R-R Zone.

2. **Development Data Summary:**

	EXISTING	PROPOSED
Zone(s)	R-R	R-R
Use(s)	Church and School	Church and School
Acreage	6.69	6.69
Parcel	2	2
Total Gross Floor Area (sq. ft.)	50,050	54,000
Of which Church	27,000	27,000
School	23,050	27,000 (addition of 3,950)

OTHER DEVELOPMENT DATA

	REQUIRED	PROPOSED
Total Parking Spaces	150	141*
Of which handicapped spaces	5	6
Van accessible spaces	-	0
Regular spaces		135
Loading spaces	None	None

Note: A departure from the number of parking and loading spaces required (DPLS-341) has been requested with this DSP. A minimum of one van-accessible parking space for the physically handicapped should be provided.

3. **Location:** The subject site is located on the north side of Ammendale Road, approximately 300 feet east of its intersection with Old Gunpowder Road in Planning Area 61, Council District 1.
4. **Surrounding Uses:** The property is bounded on the south by the right-of-way of Ammendale Road and is surrounded by vacant properties in the R-R Zone on the other three sides. Across Ammendale Road are properties in the One-Family Detached Residential (R-80) Zone and the R-R Zone.
5. **Previous Approvals:** The parcel where the school and church are currently located is known as Parcel A of William L. Spicknall Property. The 1990 *Approved Master Plan and Sectional Map Amendment for Subregion I Planning Areas 60, 61, and 62* recommended public or quasi-public land use for the site, and retained the property in the R-R Zone. In 1988, a detailed site plan for Beltsville Adventist, which was for an addition to the church, was approved by the Planning Board (PGCPB Resolution No. 88-284). The site was subsequently improved with a private school in accordance with the DSP. The site has a standard exemption approval from the Prince George's County Woodland Conservation Ordinance which will be valid through March 21, 2010. The subject site also has an approved Stormwater Management (SWM) Concept Plan, 27001-2005-00.
6. **Design Features:** The subject site is in a rectangular shape with its long side fronting on Ammendale Road. The site has been improved with an existing church and private school. The

site is accessed directly from Ammendale Road with a surface parking lot in the middle and the existing church and school buildings on both sides of the parking lot. A secondary access from Ammendale Road is also shown in the eastern portion of the site. The proposed addition to the existing school is located in the area behind the building in a square building footprint. Since the addition is located at the rear of the existing building, the addition will not be visible from Ammendale Road.

The addition is a one-story, flat-roof, brick building to match the existing building on the site. The rest of the building treatments such as fenestration and building-mounted light fixtures are consistent with the existing building. There are no additional improvements other than the building proposed in this DSP. With the addition of 3,950 square feet of classroom space, the site is short nine parking spaces. An accompanying departure (DPLS-341) from the number of parking and loading spaces required has been requested with this DSP.

COMPLIANCE WITH EVALUATION CRITERIA

7. **Zoning Ordinance:** The subject application has been reviewed for compliance with the requirements of the R-R Zone and the site plan design guidelines of the Zoning Ordinance.
 - a. The subject application is in conformance with the requirements of Section 27-441(b) of the Zoning Ordinance, which governs development in residential zones. The proposed school use is permitted in the R-R Zone if it is consistent with the requirements of Section 27-443.
 - b. The DSP shows a site layout that is consistent with Section 27-442 regulations regarding net lot area, lot coverage, green area, lot width/frontage, yards, and building height as follows:

Zoning indicators	Required	Provided
Net Lot Area (min. in sq. ft.)	20,000	271,814
Lot Coverage (max. allowed % of the site)	60	46.55
Lot/Width Frontage (min. in ft.)		
Front Building Line	100	302
Front Street line	70	86
Yards (min. in ft.)		
Front Yard	25	66
Side Yard (total of both/min. of either)	17/8	79/18
Rear Yard	20	159
Building Height (max. in ft.)	35	17

- c. In addition, the DSP has been reviewed for compliance with Section 27-443(a) as follows:

(1) Requirements.

- (A) The school shall be located on property of at least five (5) acres, in size on which the maximum enrollment shall be four hundred (400) students, unless the school is located on property which was previously used as a public school by the

Board of Education, in which case, the minimum acreage requirement shall be four and one-half (4 1/2) acres. For each acre over five (5), the total enrollment may be increased by one hundred (100) students. State and local health, education, or fire regulations may reduce the number of students permitted to be enrolled. The school may be located on a parcel of at least two and one-half (2 1/2) acres provided that:

- (i) The property had obtained an approved Special Exception use as an eleemosynary or philanthropic institution;**
- (ii) The property abuts parkland owned by the Commission containing at least two and one-half (2 1/2) acres; and**
- (iii) The maximum enrollment shall not exceed one hundred thirty (130) students.**

(For the purposes of this Section, enrollment shall mean the total number of students enrolled in the institution at any one (1) time. If there are separate morning, afternoon, and evening sessions, each of which is attended by different students, enrollment shall mean the number of students enrolled in the session having the largest number of students.)

Comment: The subject DSP contains a 6.24-acre site, which is larger than five acres with a total of 220 students, which is below the maximum allowed 400 students. The DSP complies with this requirement.

- (B) The property shall have frontage on, and direct vehicular access to, a street having a paved surface at least thirty-six (36) feet wide. This width shall not apply where the property is located in sparsely settled or farm areas, or where the Planning Board determines that adequate passenger debarkation areas are provided.**

Comment: The site fronts on Ammendale Road with three through lanes in each direction. The paved surface of Ammendale Road is wider than 36 feet. A condition has been proposed in the Recommendation section of this report to require that the applicant provide the location of the center line and the width of the ultimate right-of-way of Ammendale Road prior to certification.

- (C) An outdoor playground or activity area shall be provided. It shall contain at least one hundred (100) square feet of usable space per student. The area shall be located at least twenty-five (25) feet from any dwelling on an adjoining lot and buffered from adjoining uses in accordance with the provisions of the Landscape Manual. The play area shall be**

enclosed by a substantial wall or fence at least three (3) feet high for grades six (6) and below, and at least five (5) feet high for other grades, with the following exception:

- (i) A private school which has been in continuous operation since January 1, 1970, may satisfy these fencing requirements by providing another type of barrier that is subject to approval by the State Department of Human Resources.**

Comment: An outdoor play area of approximately 25,000 square feet enclosed by a five-foot-high fence has been shown on the site plan. The proposed enrollment for this site is 220 students and a minimum 22,000 square feet of outdoor play area is required for this DSP. The size of the outdoor play area meets the minimum required square footage. However, no fence details have been provided for review. If an existing fence has been installed, a picture of the fence should be provided with the DSP. If a new fence will be installed, a fence detail should be provided for review and approval by the Urban Design Section as the designee of the Planning Board. A condition to that effect has been proposed in the Recommendation section of this report.

- (D) The requirements of this Section shall not apply to the use of existing public schools which have been conveyed by the Prince George's County Board of Education to either Prince George's County or any municipality within the County, provided the County or municipality:**

- (i) Maintains ownership of the facility and operates a school in it; or**
- (ii) Leases the facility for use as a private school, (of any type).**

Comment: This application contains a private school on an existing site with a church. This requirement is not applicable to this DSP.

The DSP is also in conformance with the applicable site design guidelines.

- 8. **Detailed Site Plan DSP-88052:** This detailed site plan was for the addition of the Beltsville Adventist School to the existing church. The Planning Board approved Detailed Site Plan DSP-88052 on June 9, 1988. The Planning Board's approval, PGCPB Resolution No. 88-284, contains no conditions.
- 9. **Landscape Manual:** The DSP proposes to add approximately 3,950 square feet of classroom space to the existing school (with a total gross floor area of 50,050 square feet). The addition is less than ten percent of the total gross floor area of the existing building. In addition, this DSP does not result in any parking lot improvements. As such, the DSP is exempt from the Landscape Manual.

10. **Woodland Conservation Ordinance:** This property is not subject to the provisions of the Prince George's County Woodland Conservation and Tree Preservation Ordinance because the property contains less than 10,000 square feet of existing woodland, and there is no previously approved Type I tree conservation plan for this site.

**DEPARTURE FROM THE NUMBER OF PARKING AND LOADING SPACES REQUIRED,
DPLS-341**

11. **Request:** A departure of nine off-street parking spaces from the number required by Section 27-568 of the Zoning Ordinance.
12. The DSP proposes to add approximately 3,950 square feet of classroom space to the existing church and school without additional parking improvements. Total required parking for both the existing church and the school is 150 spaces. The total number of existing on-site parking spaces is 141, of which 135 are regular spaces and six are spaces for the physically handicapped. A departure of nine parking spaces has been requested. Section 27-588(b) of the Zoning Ordinance sets forth specific criteria for approval of a DPLS as follows:

(7) Required findings.

(A) In order for the Planning Board to grant the departure, it shall make the following findings:

(i) The purposes of this Part (Section 27-550) will be served by the applicant's request;

Comment: According to the applicant, the DSP provides sufficient parking for the proposed project; reduces traffic congestion by responding to current trends designed to reduce single-occupancy vehicle trips; and will not adversely impact surrounding areas because the church and school will normally operate at different times. The existing parking spaces are sufficient to serve any one of the uses at any given time. Only if the two uses were to be operated at the same time, according to the current parking standards, the site would be short nine parking spaces. Since the two uses will not be operated at the same time, it is not necessary to construct nine additional new parking spaces. The reduced amount of pavement that would result from allowing the two uses to effectively share nine parking spaces would have a small but not negligible positive effect on the environmental quality of the Regional District. Therefore, the request meets the purposes of Section 27-550.

(ii) The departure is the minimum necessary, given the specific circumstances of the request;

Comment: The departure is calculated to meet the needs of the two uses that will be operated at different times during the week and meet the demand for vehicles visiting each establishment. The departure is the minimum necessary under the circumstances of the case because the entire site has been developed. In order to add additional parking spaces, significant changes to the on-site vehicular circulation pattern would

have to be carried out, possibly having a negative impact on the existing ball field in the northeast corner of the site.

- (iii) **The departure is necessary in order to alleviate circumstances which are special to the subject use, given its nature at this location, or alleviate circumstances which are prevalent in older areas of the County which were predominantly developed prior to November 29, 1949;**

Comment: The departure is necessary to avoid any additional parking improvements on this site while reducing the need for additional surface parking spaces and preserving pervious area on the site. As discussed previously, the site has been fully developed with facilities that serve both the school and the church. The addition of nine surface parking spaces will have a negative impact on the existing facilities.

- (iv) **All methods for calculating the number of spaces required (Division 2, Subdivision 3, and Division 3, Subdivision 3, of this Part) have either been used or found to be impractical; and**

Comment: The parking calculation method set forth in Part 11 of the Zoning Ordinance determines the required parking spaces by calculating the requirement for each use on the site, and then adding them together without permitting a shared parking arrangement, such as the situation proposed on this site. No other method of calculating spaces is allowed by the Ordinance.

- (v) **Parking and loading needs of adjacent residential areas will not be infringed upon if the departure is granted.**

Comment: As discussed above, parking provided on the site will be sufficient to meet the parking needs of both the school and the church according to the owner because the school will be used only on weekdays and the church will be in use mainly on the weekend and sometimes in the evening on weekdays. The adjacent areas are zoned for residential use, but all properties are currently vacant. Granting the departure will not have a negative impact on the adjacent residential areas.

- (B) **In making its findings, the Planning Board shall give consideration to the following:**

- (i) **The parking and loading conditions within the general vicinity of the subject property, including numbers and locations of available on- and off-street spaces within five hundred (500) feet of the subject property;**

Comment: Parking for the subject property will be contained within the site. Since the church and the school will be operated at different times during the week, there is more than sufficient on-site parking to serve the

parking needs for each individual use. The parking conditions within the general area will not be impacted in any way.

(ii) The recommendations of an Area Master Plan, or County or local revitalization plan, regarding the subject property and its general vicinity;

Comment: The proposed departure does not adversely impact any master plan or revitalization plan recommendation for the subject property. The subject site was retained in the R-R Zone for the public and quasi-public land use according to the 1990 master plan for Subregion I. According to the review by the Community Planning Division (McCune to Zhang, December 4, 2008), the application conforms to both the 2002 *Prince George's County Approved General Plan* and 1990 master plan for Subregion I.

(iii) The recommendations of a municipality (within which the property lies) regarding the departure; and

Comment: The subject property is not within a municipality. There is no municipality within one and a half miles of this property.

(iv) Public parking facilities which are proposed in the County's Capital Improvement Program within the general vicinity of the property.

Comment: The proposed departure does not impact the need for public parking facilities. Since most of the adjacent properties are vacant, there is no public parking facility proposed in the general vicinity of this property.

(C) In making its findings, the Planning Board may give consideration to the following:

(i) Public transportation available in the area;

Comment: There is no public transportation within the immediate area of the site.

(ii) Any alternative design solutions to off-street facilities which might yield additional spaces;

Comment: The departure is needed only if the two uses will be operated at the same time. The subject site is a large site. However, due to the circulation and site layout, it is very difficult to add nine additional parking spaces without encroaching into the existing ball field, which is an important amenity to both the school and church. Granting a departure in this case will not only save the applicant the cost of nine additional parking spaces and preserve the ball field, but will also minimize impervious surface on the subject site which is consistent to the prevailing best planning practices.

- (iii) **The specific nature of the use (including hours of operation if it is a business) and the nature and hours of operation of other (business) uses within five hundred (500) feet of the subject property;**

Comment: As discussed previously, the departure is needed only if the church and the school are operated at the same time which will never be the case on this site according to the applicant. The existing parking spaces on the site will be sufficient to accommodate the parking need of any single use. It is not necessary to use other parking spaces within the area.

- (iv) **In the R-30, R-30C, R-18, R-18C, R-10A, R-10, and R-H Zones, where development of multifamily dwellings is proposed, whether the applicant proposes and demonstrates that the percentage of dwelling units accessible to the physically handicapped and aged will be increased over the minimum number of units required by Subtitle 4 of the Prince George's County Code.**

Comment: This requirement is not applicable to this DSP because the site is within the R-R Zone and no multifamily dwellings are included in this DSP.

13. **Referral Comments:** The subject DSP application including the DPLS was referred as a package to the concerned agencies and divisions. The referral comments are summarized as follows:

- a. The Community Planning Division, in a memorandum dated December 4, 2008, stated that this application is consistent with the 2002 General Plan Development Pattern policies for the Developing Tier. This application conforms to the public or quasi-public land use recommendations of the 1990 master plan for Subregion I.
- b. The Subdivision Section, in a memorandum dated June 16, 2008, stated that the proposed addition to the existing school and church will be exempt from the Subdivision Regulations in accordance with Section 24-107(c)(7)(C) because the existing development on the site predated January 1, 1990 and does not exceed 5,000 square feet of gross floor area. The Subdivision Section recommends two revisions to the site plan regarding a site plan note and total acreage. Only one revision has been worded as a condition incorporated in the Recommendation section of this report.

Comment: Staff's comment on the acreage of the subject site is not relevant because recent State Highway Administration road improvements along the site's frontage alter the tract area of this site.

- c. The Transportation Planning Section, in a memorandum dated November 19, 2008, indicated that they generally agree with the applicant's rationale for the departure and that a church use and a private school use are complementary uses within the site, which do not concurrently generate a need for the parking required by the Zoning Ordinance. The Transportation Planning Section concludes that transportation staff has not identified significant transportation issues that would arise should this departure request be granted.

In a separate memorandum from the Transportation Planning Section dated February 9, 2009, on detailed site plan review for master plan trail compliance, the trails planner indicated that there are two master plan trails in the immediate vicinity of the subject site. The trails planner recommended two conditions that have been incorporated into the Recommendation section of this report.

- d. The Department of Public Works and Transportation (DPW&T), in a memorandum dated September 25, 2008, provided a response on issues such as right-of-way dedication, frontage improvement, sidewalks, street trees and lighting, and storm drainage systems and facilities in order to be in conformance with the requirements of DPW&T. Those issues will be enforced at the time of issuance of the access permit. DPW&T also indicated that the subject site has an approved stormwater management concept plan.
 - e. The Permit Section, in a memorandum dated June 25, 2008, provided 12 comments on this DSP. The comments have been addressed by the applicant through a revision to the site plans.
 - f. The Department of Parks and Recreation (DPR), in a memorandum dated July 3, 2008, provided no comments on this DSP.
14. As required by Section 27-285(b) of the Zoning Ordinance, the detailed site plan represents a reasonable alternative for satisfying the site design guidelines of Subtitle 27, Part 3, Division 9, of the Prince George's County Code without requiring unreasonable cost and without detracting substantially from the utility of the proposed development for its intended use.

RECOMMENDATION for **Detailed Site Plan DSP-88052/01**

Based upon the foregoing evaluation and analysis, the Urban Design Section recommends that the Planning Board adopt the findings of this report and APPROVE Detailed Site Plan DSP-88052/01 for Beltsville Adventist School, subject to the following conditions:

- 1. Prior to certificate approval of this detailed site plan, the applicant shall:
 - a. Identify one van-accessible parking space for the physically handicapped on the site plan.
 - b. Complete the sidewalk connection along the north side of the access road from the existing school building to Ammendale Road.
 - c. Revise the plans to include the existing sidewalk along Ammendale Road for the frontage of the subject site.
 - d. Provide a key map for the elevations.
 - e. Provide fence details to be reviewed and approved by the Urban Design Section as the designee of the Planning Board or provide a photograph of the existing fence.

**RECOMMENDATION for Departure from the number of parking and loading spaces required,
DPLS-341**

Based on the foregoing evaluation and analysis, the Urban Design Section recommends that the Planning Board adopt the findings of this report and APPROVE DPLS-341, a departure from Section 27-588 of the Zoning Ordinance for nine parking spaces, to allow the applicant to provide only 141 surface parking spaces for this site, shared by an existing church and a school.