



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

DETAILED SITE PLAN VARIANCE TO DETAILED SITE PLAN

DSP-05055
VD-05055

| Application | General Data |
|--|-------------------------------------|
| Project Name: Inglewood Restaurant Park, Lot 52, Citizen's Bank Location: South of Lottsford Court at Lottsford Road Applicant/Address: Thomas M. Sheopner Citizen's National Bank 390 Main Street Laurel, MD 20707 | Date Accepted: 09/19/2005 |
| | Planning Board Action Limit: Waived |
| | Plan Acreage: 1.376 |
| | Zone: I-3 |
| | Dwelling Units: NA |
| | Square Footage: 3,505 |
| | Planning Area: 73 |
| | Tier: Developing |
| | Council District: 6 |
| | Municipality: NA |
| | 200-Scale Base Map: 202NE08 |

| Purpose of Application | Notice Dates |
|------------------------|---|
| Bank | Adjoining Property Owners Previous Parties of Record Registered Associations: (CB-12-2003) 6/21/2005 |
| | Sign(s) Posted on Site and Notice of Hearing Mailed: 11/15/2005 |

| Staff Recommendation | | Staff Reviewer: Edward Estes | |
|----------------------|--------------------------|------------------------------|------------|
| APPROVAL | APPROVAL WITH CONDITIONS | DISAPPROVAL | DISCUSSION |
| | X | | |

July 30, 2009

MEMORANDUM

TO: Prince George's County Planning Board

VIA: Steve Adams, Urban Design Supervisor

FROM: Edward Estes, Urban Design Section, Development Review Division

SUBJECT: Detailed Site Plan DSP-05055, Inglewood Restaurant Park, Lot 52, Citizens National Bank
Variance to Detailed Site Plan VD-05055

The Urban Design staff has reviewed the detailed site plan for the subject property and presents the following evaluation and findings leading to a recommendation of APPROVAL with conditions as described in the recommendation section of this report.

EVALUATION

The detailed site plan was reviewed and evaluated for conformance with the following criteria:

- a. The requirements of the Zoning Ordinance.
- b. The requirements of Conceptual Site Plan CSP-80034.
- c. The requirements of Preliminary Plat of Subdivision 4-95122
- d. The requirements of the *Landscape Manual*.
- e. The requirements of the Prince George's County Woodland Conservation Ordinance.
- f. Referral comments.

FINDINGS

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

1. **Request:** The subject application is for the approval of a detailed site plan for a bank in the I-3 Zone.

2. **Development Data Summary**

| | EXISTING | PROPOSED |
|--------------------|-----------------|-----------------|
| Zone(s) | I-3 | I-3 |
| Use(s) | N/A | Bank |
| Acreage | 1.376 | 1.376 |
| Lots | 1 | 1 |
| Parcels | 1 | 1 |
| Square Footage/GFA | N/A | 3,505 |

Other Development Data

| | REQUIRED | PROVIDED |
|-----------------|-----------------|-----------------|
| Parking | 7 | 34 |
| Regular Spaces | 5 | 32 |
| Handicap Spaces | 2 | 2 |
| Total | 7 | 34 |

3. **Location:** The site is located in Planning Area 73, Council District 06. More specifically, it is situated at the southwest corner of the intersection of Lottsford Court and Lottsford Road.
4. **Surroundings and Use:** The property is part of an assemblage of land known as the Inglewood Restaurant Park. The subject site is part of Lot 52 of Conceptual Site Plan SP-80034. It is also Lot 5 of Preliminary Plan 4-95122 and Lot 52 in an existing record plat, 5-96028, known as “Section Five,” Lots 48 through 52. To the northwest is Lot 51 of the record plat; to the southeast is Lottsford Road; to the northeast is Lottsford Court; and to the southwest is Lot 30 in “Section Four” of the Inglewood Business Community.
5. **Previous Approvals:** The subject site has a previously approved Conceptual Site Plan, SP-80034; Preliminary Plan of Subdivision, 4-82133; Preliminary Plan of Subdivision, 4-95122; and Stormwater Management Concept Plan 26531-2005-00. The site is exempt from the Prince George’s County Woodland Conservation Ordinance, exemption number E-040-05. The exemption will not expire until August 8, 2005.
6. **Design Features:** The intent of the commercial drive-in bank is to create a recognizable image as a distinct place; varying massing to provide visual interest, as applicable; ensure compatibility with surrounding restaurant developments; and use building height and massing to emphasize important corners, designated points of entry, and create a visible image to differentiate Prince George’s new commercial areas from other activity nodes.

The 1.34-acre site is accessed from Lottsford Court, which leads into the property from Lottsford Road to a portion of the Inglewood Restaurant Park development dedicated to commercial pad sites that include restaurants ranging from 6,276 square feet to 11,950 square feet. Each building provides both visitor and employee parking along with service areas.

The drive-in bank integrates existing natural features and open space into the overall design and layout of the site. Existing natural features and common open spaces are sufficiently used to create site amenities and provide physical separators and buffers from adjacent development. The location and design of the independent pad site reinforce the identity and function of the commercial portion of the restaurant park development. The primary facade of the building, typically the facade containing the primary customer entrance, is oriented in a way that includes toward the

primary arterial street and the drive-thru towards the restaurant park access drive to define the entries.

The architectural character of the building is the modern version of the Neo-colonial style, which demonstrates the shift toward traditional, rather than modern, architectural shapes and detailing. The commercial interpretation of this style is evident in the building design through the use of overhanging eaves, metal windows and doors. The painted metal, standing seam roof pitch is low and the facades are generally symmetrical and imitate the regularly spaced patterns of window placement seen in Georgian residential houses.

The drive-in bank building design achieves a unity of design through compatible materials and colors with the existing buildings of the restaurant park; selected building materials are durable, attractive, and have low-maintenance requirements; and utilize colors that reflect natural tones found in the environment of Prince George's County. The building is constructed and clad with materials that are durable, economically maintained, and of a quality that will retain their appearance over time, including brick, split face CMU, EIFS, painted metal and glass.

Building exterior signage has been submitted with the architectural elevations. The signage is scaled appropriately to appeal to both pedestrians walking on the adjacent sidewalks and to vehicles driving at reduced speeds. The signs are aesthetically pleasing and cohesive. The signage on the street frontages is integrated into the overall design of the buildings.

The landscaping is designed to visually tie the entire development together, define major entryways and circulation (both vehicular and pedestrian) and parking/loading patterns, and have created buffers at less intensive adjacent land uses.

COMPLIANCE WITH EVALUATION CRITERIA:

7. **Zoning Ordinance:** The subject application has been reviewed for compliance with the requirements in the I-3 Zone and the site plan design guidelines of the Zoning Ordinance.

- a. The subject site is part of a large restaurant park within the Inglewood Business Community (approximately 82.7 acres) in the I-3 Zone, previously approved as Conceptual Site Plan SP-80034. Per Section 27-473(b), bank use is permitted in an industrial park.

The detailed site plan is in compliance with the requirements of the Zoning Ordinance for development in the I-3 Zone, with the following exceptions for which the applicant has filed variance applications:

- (1) **Setback:** Section 27-474(b) of the Zoning Ordinance, Setbacks in the I-3 Zone, requires a minimum of 20-foot building and surface parking setback from adjoining land in any nonresidential zone. For every one foot of building height, there is an additional foot setback required. But the ordinance allows 50 percent of this additional required yard to be used for surface parking as specified under Footnote 3 of this section. The proposed bank building is 30 feet in height. The required setback in total between the subject site and Lot 51 will be 30 feet for the surface parking and 50 feet for the building. The bank building is in compliance with the yard setback requirements, but the parking lots encroach into the required setback.

The detailed site plan provides more than ten feet of landscape strip between the subject site and the abutting property line of Lot 51. The applicant is requesting a variance of 25 feet from this yard setback requirement.

- (2) **Regulations:** Section 27-471(f)(2) Not more than 25 percent of any parking lot and no loading space shall be located in the yard to which the building's main entrance is oriented, except that the Planning Board may approve up to an additional 15 percent in its discretion if increased parking better serves the efficiency of the particular use; improves views from major arteries or interstate highways; and makes better use of existing topography or complements the architectural design of the building. Thirty-four spaces are proposed and nine are in front of the building, for a total of 26 percent. The additional one percent of parking spaces in this case would better serve the particular use by placing most of the parking in close proximity to the front door, as well as making better use of the existing topography by avoiding impacts to the conservation easement and grading into the stream buffer. The additional one percent of parking in the front of the site will improve views from the arterial roadways as well. A variance is not required for this, but staff recommends that the Planning Board exercise its discretion and approve the additional one percent of parking located in the yard to which the main entrance is oriented.

- (3) Per Section 27-230 of the Zoning Ordinance, a variance may only be granted when the Planning Board finds that:

- (1) **A specific parcel of land has exceptional narrowness, shallowness, or shape, exceptional topographic conditions, or other extraordinary situations or conditions;**

Comment: Staff believes that the subject site has an extraordinary design situation or condition. The I-3 Zone is the only industrial zone that has many special requirements, such as the minimum net lot area, setbacks required for all yards, additional setback for each foot of building height, and so on. That these unique requirements were set for the I-3 Zone was originally based on the expectation that I-3 Zone land use would be utilized as a campus-like industrial or office park with large amounts of green area. The approval of this restaurant park altered this contemplation of the I-3 Zone and, thus, left the subject site in a unique situation with restaurants and other non-office uses arranged in a more compact fashion than normally permitted in the I-3 Zone but perfectly appropriate for this type of development at the intersection of two arterial roads.

- (2) **The strict application of this Subtitle will result in peculiar and unusual practical difficulties to, or exceptional or undue hardship upon, the owner of the property; and**

Comment: The strict application of this subtitle, i.e., 30-foot setback of surface parking lots from the respective adjacent property lines, would substantially reduce the possible parking spaces that are needed for this development and result in an inefficient design that would in turn damage the design intent of the entire restaurant park. The strict application of the setback requirements will result in peculiar and unusual practical difficulty to the owner of the property.

(3) The variance will not substantially impair the intent, purpose, or integrity of the General Plan or Master Plan.

Comment: The subject site is situated inside a partially developed restaurant park. To its northwest on Lot 50 is the existing Jasper's Restaurant with a gross floor area of 11,950 square feet and seating capacity of 363 seats. To the northeast of the subject site is Lot 48, which is one of the five lots in the approved Preliminary Plan of Subdivision 4-95122 and is utilized as a restaurant use. In addition, to the southwest of the site is also one of the five lots in the approved Preliminary Plan of Subdivision 4-95122 and is also intended for restaurant use. The unique character of this restaurant park requires a design treatment of the property as an entity instead of as individual lots. In fact, under this restaurant park concept, each fee simple lot is dependent upon the others for access, circulation and even parking space. Because of the character of the existing restaurant park neighborhood, the granting of the variance will not substantially impair the intent, purpose or integrity of the General Plan or master plan. This belief was also confirmed by the referral comment of the Community Planning Division, which states that, "There are no master plan issues raised by this application."

The proposed bank development has a set of extraordinary design circumstances that justify approval of the aforementioned variance. Due to the property being located in an existing restaurant park, which is part of the developed industrial area, Inglewood Business Community, and the existing character of the neighborhood, granting the relief requested would not substantially impair the intent, purpose and integrity of the General Plan or master plan, while denying the variance request would result in a peculiar or unusual practical difficulty upon the owner of the property. Staff, therefore, recommends approval of the variance for parking lot setbacks discussed in a.i above.

8. **Conceptual Site Plan SP-80034:** Conceptual Site Plan SP-80034, Inglewood Business Community, was approved by the Prince George's County Planning Board on June 26, 1980. The property is zoned I-3 and Section 27-396 of the Zoning Ordinance requires that a conceptual site plan be submitted for review by the Planning Board prior to approval of a preliminary plan of subdivision and site development plan. The conceptual site plan, consisting of 35 lots, was approved in accordance with Subtitle 27, Zoning, of the Prince George's County Code.

Condition 1, attached to the approval of Conceptual Site Plan SP-80034 and applicable to the detailed site plan, requires the following finding:

- 1. The concerns of the Environmental Planning Division and the SHA regarding stormwater management and flood plain delineation shall be addressed on the preliminary plan and/or site development plan.**

Comment: Preliminary Plan of Subdivision 4-95122 covers five lots and has Stormwater Management Concept Plan 900077. The preliminary plan also has a clear delineation of the floodplain. The subject property of DSP-05055 is Lot 5 of Preliminary Plan of Subdivision 4-95122. It is situated at the corner of Lottsford Road and Lottsford Court and is partially within the floodplain in question. It has a separately approved Stormwater Management Concept Plan, 26531-2005-00. The subject detailed site plan is found to be consistent with Stormwater Management Concept 26531-2005-00.

Per Section 27-285(b), required findings, the Planning Board may approve a detailed site plan if it finds that the detailed site plan is in general conformance with the approved

conceptual site plan. A review of the subject detailed site plan indicates that it is in conformance with the previously approved Conceptual Detailed Site Plan, SP-80034.

9. **Preliminary Plan of Subdivision:** Preliminary Plan of Subdivision 4-82133 is a preliminary plan for 15 lots. It was approved by the Prince George's County Planning Board on February 10, 1983. No condition of this approval is applicable to the subject application.

Preliminary Plan of Subdivision 4-95122 is a resubdivision of Lots 33 and 36 in the Conceptual Site Plan, SP- 80034, into Lots 1 to 5, which was approved by the Prince George's County Planning Board on January 18, 1996. Conditions attached to the approval of Preliminary Plan of Subdivision 4-95122 require that the approval of the detailed site plan should be subject to the following:

4. **The applicant, his heirs, successors and/or assignees, shall construct the Master Plan trail along the subject property's frontage along Lottsford Road. The type of trail and timing of its construction shall be determined at the time of Detailed Site Plan for lots abutting Lottsford Road.**

Comment: This facility has been implemented through the provision of standard sidewalks along properties where road frontage improvements have been required. This includes the adjacent Outback Steakhouse property and a portion of the subject site. Where frontage improvements have been made south of the subject site along Lottsford Road, standard sidewalks have also been implemented. Due to the presence of these existing standard sidewalks, construction of a wider sidewalk is not recommended at this time. The existing standard sidewalk along the subject site's frontage of Lottsford Road should be retained and extended for the full length of the subject property's frontage. Additional improvements such as wider sidewalks and/or striping for designated bike lanes will have to be addressed by DPW&T comprehensively for the entire road corridor.

6. **Development on this site shall be limited to a 11,950-square foot quality restaurant, 14,000 square feet of high turnover restaurant space, 3,750 square feet of fast food restaurant space and a 12-pump service station with convenience market and car wash within the subject property, or other permitted uses which generate no more than 404 AM and 374 PM peak hour trips as determined under the *Guidelines for the Analysis of the Traffic Impact of Development Proposals* (April 1989). Development beyond the limits set by this condition shall require a new Preliminary Plat of Subdivision and a new finding of adequate public facilities for transportation. To provide evidence of compliance with the overall trip cap of 404 AM and 374 PM peak hour trips, each Detailed Site Plan submitted for development within any portion of the subject property shall indicate the total approved development, stated in square feet of gross floor area, prior to and including the date of the submission of the site plan. The Transportation Planning staff shall analyze each site plan application using the most current estimate of trip generation.**

Comment: This condition sets a trip cap for the possible development. The existing three restaurants contain 24,754 square feet. The subject application proposes 3,505 square feet of gross floor area, which is not considered as part of the 12,804 square feet of high turnover restaurant space. The proposed bank development is below the trip cap of Condition 6. According to the referral comments of the Transportation Planning Section, the submitted detailed site plan did not identify the total approved development

stated in square feet of gross floor area required by the aforesaid condition. The applicant addressed this issue subsequently by showing both the approved and the proposed development in square feet of gross floor area on the revised detailed site plan after the applicant received the referral comments from the Transportation Planning Section.

10. ***Landscape Manual:*** The proposed development is subject to the provisions of Section 4.3, Parking Lot Requirements, of the *Landscape Manual*.
 - a. The proposal meets the requirements of Section 4.3a., Landscape Strip Requirements. Per Section 4.3a, which governs the landscape strip treatment and planting that shall be provided on the property between the parking lot and public right-of-way when a parking lot is located adjacent to a public right-of-way, the site plan has provided three landscape strips a minimum of 10 feet wide along the property lines fronting onto MD 202, Lottsford Road and Lottsford Court, respectively, with a total of 11 shade trees, 2 evergreen trees, and 152 shrubs.
 - b. The proposal is in conformance with the requirements of Section 4.3b, Perimeter Landscape Requirements. Along its west boundary, the subject site is adjacent to Lots 51, of which Lot 51 is currently vacant. Both lots are zoned for commercial use. Per Section 4.3b, a minimum five-foot-wide landscape strip between the parking lots and adjacent property line shall be provided. One tree and three shrubs are required per 35 linear feet of parking lot perimeter.

The perimeter portions in question consist of landscape strip C as shown on the landscape plan, which have a length of 228 feet. Per the planting requirements of Section 4.3b, 7 shade trees and 20 shrubs are required.

The applicant proposes to provide seven shade trees and 24 shrubs in the perimeter landscape strips, providing the required amount of planting along the adjacent property line.
 - c. The proposal meets the requirements of Section 4.3c, Interior Planting. Per Section 4.3c, the required interior planting area is five percent of the total parking area when the parking lot size is between 7,000 and 49,999 square feet (or 19,300 square feet in this case). The detailed site plan provides an interior planting area of some 1,324 square feet with five shade trees.
11. **Woodland Conservation Ordinance:** The property is subject to the provisions of the Prince George's County Woodland Conservation Ordinance because the entire site has over 40,000 square feet of gross tract area and contains more than 10,000 square feet of existing woodland.
 - a. This site has a numbered Exemption Letter (E-040-05) dated August 8, 2005, which was approved for the site based on disturbance of less than 5,000 square feet of woodland. The exemption will expire by August 8, 2007.
 - b. There is no previously approved tree conservation plan. There is no tree conservation plan submitted with this detailed site plan.
12. **Referral Comments:** The subject application was referred to all concerned agencies and divisions. Major referral comments are summarized as follows:

- a. The subject application was referred to the Community Planning Division, and in a memorandum dated December 6, 2005, staff indicated that there are no master plan issues related to the specific design plan application.
- b. The subject application was referred to the Transportation Planning Section and in a memorandum dated November 22, 2004, the staff indicated that Preliminary Plan of Subdivision 4-95122 governs the site. There is a trip cap on the site. The October 28, 2005, memorandum provided an analysis of the trip cap; however, the applicant provided additional information regarding the analysis done at the time of preliminary plan approval. The original analysis assumed that a large portion of restaurant trips would be pass-by (i.e., the trips would already be on the adjacent roadways). The original analysis of the trip cap did not take notice of this effect. In consideration of pass-by rates, the trip cap would be analyzed as summarized below:
 - (1) The site currently contains three restaurants with, staff believes, a total of 26,145 square feet of space. These uses generate 21 AM and 286 PM peak-hour vehicle trips, of which approximately 30 percent during the PM peak hour are pass-by trips. Therefore, the net trip generation of the three restaurants is estimated at 21 AM and 200 PM peak-hour trips.

The subject property was given subdivision approval pursuant to a finding of adequate transportation facilities made in 1995 for Preliminary Plan of Subdivision 4-95122. Nonetheless, the Transportation Planning Section finds that the plan is not consistent with the underlying subdivision. Access is inconsistent with the subdivision, and the plan must be revised to eliminate the right-in/right-out driveway onto Lottsford Road.
 - (2) As noted in the earlier memorandum, the net trip generation of the bank is estimated at 31 AM and 120 PM peak-hour trips.
 - (3) Preliminary Plan 4-95122 was approved with a trip cap of 404 AM and 374 PM peak-hour vehicle trips. It is determined that the existing uses plus the proposed use would generate 52 AM and 320 PM peak-hour trips. Therefore, it is determined that the site conforms to Condition 6 of the underlying preliminary plan.
- c. The subject application was referred to the Subdivision Section, and in a memorandum dated October 5, 2005, the staff indicated that lot configuration and size are correct as shown on Plan VJ 173, plan 30. Note that there is a 20-foot easement for water to Lot 51 across the front of Lot 52, which should be reflected on the detailed site plan. The information has been provided and the note has been addressed in the review process or included in the recommendations section of this staff report as conditions.
- d. The subject application was referred to the Transportation Planning Section, and in a memorandum dated December 5, 2005, staff indicated that standard sidewalks currently exist along the subject site's frontage of Lottsford Court and a portion of its frontage of Lottsford Road. Staff recommends the extension of the sidewalk the entire length of the subject site's frontage of Lottsford Road. The information has been provided and the note has been addressed in the review process or included in the recommendations section of this staff report as conditions.

- e. The subject application was referred to the Permits Section, and in a memorandum dated October 12, 2005, staff made comments concerning the compliance with applicable regulations and additional information being added to the detailed site plan. The information has been provided and the questions have either been addressed in the review process or included in the recommendations section of this staff report as conditions.
- f. The subject application was referred to the Public Facilities Section, and at the time of completion of this report, no comments had been received.
- g. The subject application was referred to the Environmental Planning Section, and in a memorandum dated September 27, 2005, the staff indicated that the site was exempt from woodland conservation and that no impacts were proposed to the conservation easement.
- h. The subject application was referred to the Department of Environmental Resources, and in a memorandum dated October 20, 2005, indicated that the site plan for Inglewood Restaurant Park, Citizens National Bank, DSP-05055 & VD-05055, is consistent with approved stormwater concept 26531-2005.
- i. The subject application was referred to the Special Hazards Section, Bureau of Fire Prevention, and at the time of completion of this report no comments had been received.
- j. The subject application was referred to the Department of Public Works & Transportation of Prince George's County, and in a memorandum dated October 6, 2005, staff stated that:
 - (1) Right-of-way dedication and frontage improvements have been provided for both Lottsford Road and Lottsford Court. Cracked or damaged curbs and sidewalks found during construction will need to be removed and replaced.
 - (2) Full-width, two-inch mill and overlay for all county roadway frontages is required.
 - (3) Street trees and streetlights are provided along the site frontages.
 - (4) All storm drainage systems and facilities are to be in accordance with the requirements of DPW&T and the Department of Environmental Resources.
 - (5) An access study shall be conducted by the applicant and reviewed to determine the adequacy of access point(s) and the need for acceleration/deceleration and turning lanes.
 - (6) The island shown on the detailed site plan in the Lottsford Road entrance is not needed and should be eliminated. This would allow the commercial driveway entrance to be shortened to the minimum standard width of 30 feet.

Comment: The Transportation Planning Section has determined that the driveway entrance island design feature should be eliminated and the referral comment has been included in the recommendations section of this staff report as a condition.
- k. The subject application was referred to the Maryland State Highway Administration, and in a memorandum dated September 28, 2005, staff indicated that the office did not have any objection to Detailed Site Plan DSP-05055 approval.

13. 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

Based upon the foregoing evaluation and analysis, the Urban Design staff recommends that the Planning Board adopt the findings of this report and APPROVE Detailed Site Plan DSP-05055 and VD-05055, Inglewood Restaurant Park, Lot 52, Citizens National Bank, subject to the following conditions:

1. Prior to signature approval of the detailed site plan, the following revisions shall be made to the detailed site plan, landscape plan, and architectural elevations:
 - a. Revise plans to eliminate the right-in/right-out driveway onto Lottsford Road.
 - b. Revise parking layout and adjust the parking schedule as necessary to reflect the accurate number of parking spaces.
 - c. Revise the landscaping as a result of eliminating the driveway on Lottsford Road.
 - d. Building Materials and Color: Submit a color palette and building materials board.
 - e. Building Foundation Landscaping: Provide ornamental plant material, such as flowering shrubs and perennials, and ground covers at the building foundations.
 - f. Architectural Building-Mounted Lighting: Provide building-mounted lighting to highlight specific architectural features and the building entrance.