



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>

Special Exception

SE-4838

Grove at Glenarden Senior Living

REQUEST	STAFF RECOMMENDATION
A special exception to permit a four-story, 164-unit apartment housing for elderly or physically handicapped families	APPROVAL with conditions

Location: In the northeast quadrant of the intersection of MD-193 (Watkins Park Road) and Oak Grove Road.	
Gross Acreage:	159.61
Zone:	R-E
Dwelling Units:	164
Gross Floor Area:	168,232 sq. ft.
Lots:	0
Parcels:	1
Planning Area:	76A
Council District:	08
Election District:	06
Municipality:	N/A
200-Scale Base Map:	202SE12
Applicant/Address: First Baptist Church of Glenarden 3600 Brightseat Road Hyattsville, MD 20785	
Staff Reviewer: Thomas Sievers Phone Number: 301-952-3994 Email: Thomas.Sievers@ppd.mncppc.org	



Planning Board Date:	04/29/2021
Planning Board Action Limit:	N/A
Staff Report Date:	04/13/2021
Date Accepted:	01/21/2021
Informational Mailing:	08/31/2020
Acceptance Mailing:	01/13/2021
Sign Posting Deadline:	N/A

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

TECHNICAL STAFF REPORT:

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

VIA: Jeremy Hurlbutt, Supervisor, Zoning Review Section, Development Review Division

FROM: Thomas Sievers, Senior Planner, Zoning Review Section,
Development Review Division

SUBJECT: Special Exception SE-4838
Grove at Glenarden Senior Living

REQUEST: A special exception to permit a four-story, 164-unit apartment housing for elderly or
physically handicapped families

RECOMMENDATION: **APPROVAL with conditions**

NOTE:

The Planning Board has scheduled this application on the consent agenda for transmittal to the Zoning Hearing Examiner on the agenda date of April 29, 2021.

You are encouraged to become a person of record in this application. The request must be made in writing and addressed to the Prince George's County Office of the Zoning Hearing Examiner, County Administration Building, Room 2184, 14741 Governor Oden Bowie Drive, Upper Marlboro, MD 20772. Questions about becoming a person of record should be directed to the Hearing Examiner at 301-952-3644. All other questions should be directed to the Development Review Division at 301-952-3530.

FINDINGS:

1. **Location and Site Description:** The subject property is located in the northeast quadrant of the intersection of Watkins Park Road and Oak Grove Road. The proposed site is currently unimproved.
2. **History and Previous Approvals:** The subject property is known as Parcel 1 of the First Baptist Church of Glenarden, recorded in Plat Book ME 253 page 38 in December 2019. The property is in the Residential Estate (R-E) Zone, and is subject to the 2006 *Approved Master Plan for Bowie and Vicinity and Sectional Map Amendment for Planning Areas 71A, 71B, 74A, and 74B* (Bowie and Vicinity Master Plan and SMA). Special Exception application SE-4838 proposes to construct a 164-unit senior housing apartment building on a portion of the overall 159.61-acre parcel located near the southwest corner of the subject property. The special exception application has been filed on this portion of the property only, rather than on the whole of Parcel 1.

Parcel 1 is subject to Preliminary Plan of Subdivision (PPS) 4-13010, which was approved on September 14, 2017. This PPS consolidated two parcels, known as Parcel A and Parcel 4, into the existing Parcel 1 for development with a total of 612,890 square feet of institutional use. The PPS did not approve any residential development. Therefore, the proposed senior housing represents a substantial revision to the mix of uses on the property, which will affect Subtitle 24 adequacy findings. A new PPS is required for approval of the 164 residential units. At the time of writing this technical staff report, PPS 4-20183 has been submitted for the subject property and is currently undergoing pre-acceptance review. The new PPS will supersede 4-13010; however, it may contain similar findings and conditions of approval. A new final plat will also be required, following approval of the new PPS.

The required new PPS does not have to be approved prior to the approval of the special exception. However, because the special exception plan will serve as the permit plan for the development, certain aspects of the site design, which would otherwise be evaluated at the time of the PPS, need to be evaluated with this special exception. These aspects include noise mitigation and provision of adequate recreational facilities.

3. **Neighborhood and Surrounding Uses:** The general neighborhood is bounded to the north by MD 214 (Central Avenue), to the east by Church Road, to the west by Watkins Park Road, and to the south by MD 202 (Largo Road). The neighborhood includes residential institutional uses, as well as undeveloped land. The immediate uses surrounding the subject property are as follows:

North— Single-family detached residential neighborhoods of Kettering development, in the One-Family Detached Residential (R-80) Zone.

East— Single-family detached residential neighborhoods of Sierra Meadows and Oak Creek Club developments, in the R-E and Residential Low Development Zones, respectively.

South— Single-family detached residential neighborhoods of Perrywood and Perrywood Manor, in the Residential Suburban Development and Rural Residential Zones, respectively.

West— Beyond Watkins Park Road is Watkins Regional Park/Old Maryland Farm, and the Perrywood Elementary School, in the Reserved Open Space Zone.

4. **Request:** A special exception to permit a four-story, 164-unit apartment housing for elderly or physically handicapped families

5. **Development Data Summary:**

	EXISTING	PROPOSED
Zone(s)	R-E	R-E
Use(s)	Institutional	Institutional/Multifamily
Acreage	159.61	159.61
Parcels	1	1
Gross Floor Area	N/A	168,232 sq. ft.
Dwellings	N/A	164

6. **Required Findings:** A special exception is subject to the general findings for approval of all special exceptions contained in Section 27-317(a) of the Prince George's County Zoning Ordinance. Part 4 of the Zoning Ordinance also includes additional required findings for specific uses. Apartment housing for the elderly or physically handicapped families is subject to the additional findings of Section 27-337 of the Zoning Ordinance. The analysis of all the required findings for approval are provided below.

In support of the application, the applicant filed a statement of justification (SOJ) submitted January 19, 2021, incorporated by reference herein. This case was heard at the Subdivision and Development Review Committee (SDRC) meeting on February 19, 2021. A revised site plan, landscape plan, and Type II tree conservation plan were received on March 4, 2021, for the subject property, as requested by staff at the SDRC meeting. On March 8, 2021, an application for Alternative Compliance was received and heard by the Alternative Compliance Committee on March 23, 2021. The findings are provided below.

General Special Exception Findings—Section 27-317(a) provides the following:

(a) A Special Exception may be approved if:

- (1) The proposed use and site plan are in harmony with the purposes of this Subtitle;**

The proposed apartment dwellings for elderly or handicapped families site plan is in harmony with the general purposes of Subtitle 27 of the Prince George's County Code, as set forth in Section 27-102(a)(1-15) of the Zoning Ordinance. They are addressed in order:

- (1) To protect and promote the health, safety, morals, comfort, convenience, and welfare of the present and future inhabitants of the County:**

The proposed apartment dwellings for elderly or handicapped families provide alternative housing and personal care opportunities

for elderly and handicapped residents that are not readily available otherwise. The proposed project meets all of the applicable requirements of state and County ordinances. In so doing, the facility will help promote the health, safety, and welfare of the present and future inhabitants. Moreover, the facility will provide increased employment opportunities for a range of service and professional employees.

(2) To implement the General Plan, Area Master Plans, and Functional Master Plans;

The subject application is in conformance with the recommendations of both the 2014 *Plan Prince George's 2035 Approved General Plan* (Plan 2035), and the Bowie and Vicinity Master Plan and SMA. The subject property is in the Developing Tier. Under Plan 2035, the vision for the Developing Tier was to maintain a pattern of low- to moderate-density suburban residential communities, distinct commercial centers, and employment areas that are increasingly transit serviceable. The proposed development is designed in accordance with the low- to moderate-density residential character of the surrounding area and the Developing Tier in general.

The master plan recommends residential, low land uses on the subject property. This area is intended for suburban neighborhoods with single-family houses on lots ranging from 6,500 square feet to one acre in size, and retirement or planned residential development. Further development of the religious campus with the proposed uses is in harmony with the goals of the of the master plan.

(3) To promote the conservation, creation and expansion of communities that will be developed with adequate public facilities and services;

As stated above, a new PPS is required for the overall property, as residential uses were not previously approved with the original PPS. As such, certain public facilities are conditioned through this special exception because it will serve as the overall site plan for the proposed development. The new PPS will supersede the current PPS (4-13010); however, some conclusions about adequate public facilities can be drawn from the current PPS. Approval of 4-13010 limited total development to uses that generate no more than 184 AM and 221 PM peak-hour vehicle trips. The site improvements built to date comprise approximately 261,000 gross square feet, which is approximately 43 percent of the 612,690 gross square feet approved for the entire church campus. The adequacy of public facilities and services and related integrity of the community will be conserved, as follows:

The Adopted 2018 Water and Sewer Ten-Year Plan for Water Supply and Sewerage Systems:

The Adopted 2018 Water and Sewer Ten-Year Plan for Water Supply and Sewerage Systems requires only that: "Proposed development shall be analyzed for consistency with The General Plan, master/sector plans and functional master plans as defined by Article 28 of the Maryland Annotated Code."

The subject property's location within water and sewer categories W-3 and S-3 and the proposed development will tie into the public water and sewer system, and is in compliance with the Adopted 2018 Water and Sewer Plan. The proposed use is consistent with the applicable recommendations in the Bowie and Vicinity Master Plan and SMA, as discussed above.

Woodland Conservation Ordinance:

This property is subject to the provisions of the applicable Prince George's County Woodland Conservation Ordinance (WCO) because it has previously approved Type 1 and Type 2 Tree Conservation Plans associated with it. TCP1-045-06 and TCP2-085-07 were previously approved for Parcel 4 only. TCP1-006-02 and TCP2-094-02 were previously approved for Parcel A only. Subsequently, TCP1-006-02-01 was submitted with PPS 4-13010, combining Parcel A and Parcel 4.

A stand-alone application (TCP2-094-02-04) was submitted for review for a children's center on-site that is pending approval with the Environmental Planning Section, that similarly consolidates the previous TCP2s into one TCP2 for Parcel 4 (TCP2-085-07-01) and Parcel A (TCP2-094-02).

Currently a TCP2 has been submitted with this special exception application (TCP2-094-02-05), which shows the additional site improvements associated with the construction of a new senior living facility on the plan, and is in general conformance with TCP1-006-02-01 that was approved with PPS 4-13010.

While the TCP2 is in general conformance with the previously approved TCP1, there was one major discrepancy, which was the value of existing woodlands on-site. On the TCP1, and when tallying the values of the two previously approved TCP2 plans (TCP2-085-07-01 and TCP2-094-02-03), the total existing value was 49.78 acres; however, the value on the current TCP2 plan submitted for approval is 50.49 acres. Staff met with the applicant to discuss this discrepancy after SDRC and agrees with the applicant that the previously approved existing woodland value did not account for the area of woodlands located on the shared boundaries of the original TCP2 and TCP1 plans. The areas of woodland were too narrow to be counted as existing woodlands on the individual TCP plans, but when combined met the minimum size requirements to be counted as

existing woodlands on-site. Therefore, the existing woodland value on TCP1-006-02-01 was calculated incorrectly. A note will be required on the TCP2 to explain the discrepancy on the plan.

2008 Public Safety Facilities Master Plan:

According to the SOJ, review of the Approved March 2008 Public Safety Facilities Master Plan revealed that the proposed site is within the north-central portion of Police District II. The site is served by Prince George's County Police Department District II Bowie Station at 601 Crain Highway. Fire and rescue services are provided by Kentland Fire Station Company 46, located at 10400 Campus Way South. The Public Safety Plan recommends one new police station in District II (Woodmore-Glenn Dale) and three other fire stations within relative proximity of the subject property, which would serve to improve public facility access. As previously stated, a new PPS is required for the subject property, which will further test site adequacy.

2009 Master Plan of Transportation:

The property is located in an area where the development policies are governed by the Bowie and Vicinity Master Plan and SMA, as well as the 2009 *Approved Countywide Master Plan of Transportation* (MPOT). The site plan fronts on Oak Grove Road, a master-planned major collector road (MC-600). While no additional right-of-way will be required for motor vehicle circulation, additional right-of-way may be necessary for pedestrian facilities along this roadway. No direct access to MC-600 is being proposed; the site's two access points will be from internal roads, which will eventually connect to MC-600 and MD 193 (Watkins Park Drive). Staff has no issues with future motor vehicle circulation of the combined development.

(4) To guide the orderly growth and development of the County, while recognizing the needs of agriculture, housing, industry, and business;

The proposal recognizes the existing need for alternative housing options for certain segments of the population and for serving the care needs of aging adults. All 164 units are proposed for rental and will provide housing opportunities for a segment of the elderly population in Prince George's County that either cannot afford to or prefer not to own a home. The proposed development demonstrates orderly growth by its conformance to the growth standards set forth by the governing master plans detailed above, and by providing affordable housing options for the elderly population.

(5) To provide adequate light, air and privacy;

The special exception request will not diminish this provision given the building location and design. All units are in one structure, and every unit will have windows with views to the outdoors. The

building will set back from all surrounding structures and be separated by 100-foot rights-of-way from neighboring residential uses.

(6) To promote the most beneficial relationship between the uses of land and buildings and protect landowners from the adverse impacts of adjoining development;

The proposed use and design promotes a beneficial relationship between adjacent and adjoining residential and open space uses by providing adequate setbacks, internal circulation, and open space, so as to prevent the overcrowding of the site and surrounding uses.

(7) To protect the County from fire, flood, panic and other dangers,

The proposed development will provide for internal fire suppression measures and will be built, in accordance with all building codes, which will serve to protect the County from fire, flood, panic, and other dangers. The building will be set back from surrounding development and the site plan demonstrates adequate site and roadway access. The property is within the development tier and the site is served by Prince George's County Police Department District II, Bowie Station at 601 Crain Highway. Fire and rescue services are provided by Kentland Fire Station Company 46, located at 10400 Campus Way South.

(8) To provide sound, sanitary housing in a suitable and healthy living environment within the economic reach of all County residents;

The proposed use is specifically designed and intended to satisfy this purpose. The single building design provides for maximization of service efficiencies by consolidating all activity into one building, thus creating a more healthy and managed living environment for residents.

(9) To encourage economic development activities that provides desirable employment and a broad protected tax base,

The proposed 168,232-square-foot building will provide substantial employment opportunities during construction and continued employment for administrative, human service, and maintenance workers in the facility upon completion.

(10) To prevent the overcrowding of land,

The apartment for elderly or handicapped families, as proposed on the SE-4838 site plan, will be part of a larger campus that will provide a variety of community services, including this alternative housing option, to the surrounding single-family residential

communities. The building will be separated from other buildings on the campus by adequate set-backs, internal streets, and surface parking. The building has frontage on Oak Grove Road, and the architecture will work to minimize building mass and be more residential in character. Open spaces and landscaping around the building will also provide adequate buffering, as detailed on the landscape plan.

(11) To lessen the danger and congestion of traffic on the streets, and to insure continued usefulness of all elements of the transportation system for their planned functions;

As discussed above, according to the MPOT, the site is adjacent to the master-planned roadways, MD 193, and Oak Grove Road. In the MPOT, the segment of MD 193, along the frontage of the subject property, is classified as arterial road A-27 with a 120–200 foot right of way. The segment of Oak Grove Road along the subject property is classified as major collector MC-600, with a right-of-way of 100 feet. Oak Grove Road is also classified as a scenic or historic road, and is adequately buffered, in accordance with the 2010 *Prince George's County Landscape Manual* (Landscape Manual) requirements, by the approval of Alternative Compliance application AC-21008.

Pursuant to the “Transportation Review Guidelines, Part 1” (Guidelines), traffic studies for special exceptions should be prepared for uses generating 100 or more new trips. Based on trip rates from the Guidelines, this proposed senior home development will generate 21 AM and 26 PM peak-hour trips. Consequently, a traffic study was not provided nor requested. At staff’s request, however, the applicant did provide some traffic data reflecting traffic conditions at three nearby intersections upon which, this development could have an impact. Those intersections are as follows:

EXISTING CONDITIONS		
Intersection	AM	PM
	(LOS/CLV)	(LOS/CLV)
MD 193 at MD 214	B/1010	B/1116
MD 193 at Oak Grove Road - roundabout	0.81 v/c	0.59 v/c
MD 193 at MD 202	C/1194	C/1196

The projected trip generation of 21 AM and 26 PM peak-hour trips assumes a development will function as a stand-alone facility. The applicant’s SOJ, however, states that the facility will function as an addition to the nearby religious campus; consequently, many of those trips will be internally captured, so fewer new trips will be added to the transportation facilities that are external to the site. Unlike a PPS, where a finding of adequacy is required, staff finds that

the modest amount of new trips to be generated will not likely have negative impact the health, safety, and welfare on the surrounding community of proposed development. A more detailed evaluation of traffic could be further evaluated at the time of a PPS application in the future.

(12) To insure the social and economic stability of all parts of the County;

The apartment housing for elderly or physically handicapped families will provide housing opportunities for a segment of the population that generally seeks and depends upon social and economic stability in their living conditions and interactions. This project will service those aging in the surrounding community and the County, fulfilling this requirement.

(13) To protect against undue noise, and air, and water pollution, and to encourage the preservation of stream valleys, steep slopes, lands of natural beauty, dense forest, scenic vistas, and other similar features;

The use proposed in this application is an addition to an existing religious campus of 298,765 square feet for church uses including a children/youth center, administrative offices, chapel, fellowship hall, service building, and solar farm. The parcel is compatible with the surrounding large lot residential development, as well as the large open space and school across from the property on MD-193. It provides a transition from large open space and institutional use to adjacent residential subdivisions. Woodland areas and stream valleys provide a natural separation from denser residential development to the north.

Stormwater management facilities will provide water quality, channel protection storage, and control of the peak discharge rate from the 1, 10, and 100-year storm event. The existing nearby pond located on the campus will be landscaped with plants and trees. There are no scenic vistas or similar features proximate to the subject property. There are no wetlands within the area of the special exception site. A Natural Resources Inventory (NRI-074-06) was approved on June 16, 2015. A Stormwater Concept Plan (44801-2013-02 is approved, and the site has an approved technical design/construction plan. Further analysis will be provided with the new PPS, as has been conditioned below.

(14) To provide open space, to protect scenic beauty and natural features of the County as well as to provide recreational space,

The segment of Oak Grove Road along the subject property is classified as Major Collector MC-600, with a right-of-way of 100 feet. Oak Grove Road is also classified as a scenic or historic road and will

be adequately buffered, in accordance with Landscape Manual requirements with the approval of AC-21008.

(15) To protect and conserve the agricultural industry and natural resources,

The proposed development will not eliminate farmland and will not threaten any of the County's natural resources.

(2) The proposed use is in conformance with all the applicable requirements and regulations of this Subtitle;

Upon certification of the subject special exception application, the proposed use will be in conformance with all applicable requirements and regulations of Subtitle 27. The proposed use is permitted by special exception, in accordance with Section 27-441(b)(7), Residential Table of Uses, of the Zoning Ordinance and will conform to all applicable requirements and regulations of this Subtitle. The apartment units for the elderly will comply with all licensing and other regulatory requirements, as required by the Zoning Ordinance.

(3) The proposed use will not substantially impair the integrity of any validly approved Master Plan or Functional Master Plan, or in the absence of a Master Plan or Functional Map Plan, the General Plan;

As detailed above, the proposed use will not substantially impair the integrity of Plan 2035 and the Bowie and Vicinity Master Plan and SMA.

The proposal has preserved sensitive environmental features associated with the primary management area, as required and is consistent with *The Countywide Green Infrastructure Plan of the Approved Prince George's County Resource Conservation Plan: A Countywide Functional Master Plan*.

(4) The proposed use will not adversely affect the health, safety or welfare of residents or workers in the area.

The proposed use will not adversely affect the health, safety, and welfare of the residents in the area, as evidenced by this technical staff report. Further, the proposed uses are specifically intended to enhance the health, safety, and welfare of its elderly and/or handicapped residents.

(5) The proposed use will not be detrimental to the use or development of adjacent properties or the general neighborhood.

The proposed use will not be detrimental to the use or development of the adjacent properties or the general neighborhood because of its planned residential character, architectural treatments, and neighborhood service provided by the overall religious campus.

- (6) The proposed site plan is in conformance with an approved Tree Conservation Plan.**

TCP1-045-06 was approved as part of PPS 4-13013. TCP2-094-02-03 and TCP2-085-07-01 have been previously approved and implemented. Tree canopy coverage has been met, as described on the landscape plan. NRI-074-06-04 was approved on June 16, 2015.

- (7) The proposed site plan demonstrates 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).**

This purpose is not applicable since the proposed special exception does not include any regulated environmental or natural features located on or near the subject property.

- (b) In addition to the above required findings, in a Chesapeake Bay Critical Area Overlay Zone, a Special Exception shall not be granted:**

- (1) Where the existing lot coverage in the CBCA exceeds that allowed by this Subtitle, or**
- (2) Where granting the Special Exception would result in a net increase in the existing lot coverage in the CBCA.**

This purpose is not applicable since the proposed special exception property is located entirely outside the boundaries of the Chesapeake Bay Critical Area Overlay Zone.

Specific Special Exception Requirements:

Section 27-337 – Apartment housing for elderly or physically handicapped families.

- (a) Apartment housing and related facilities for elderly or physically handicapped families may be permitted within and on the property associated with an existing building, which was formerly used for a public school that has been declared surplus by the government entity which owns (owned) it (known as a surplus public school building), subject to the following:**
- (1) In addition to the requirements of Section 27-296(c), the site plan shall show the density, and the type and total number of dwelling units proposed;**
- (2) The District Council shall find that the subject property is suitable for the type of development proposed, and is of sufficient size to properly accommodate the proposed number of dwelling units;**
- (3) Recreational and social amenities for the residents may be provided, if shown on the site plan and approved by the District Council; and**

- (4) The height, lot coverage, density, frontage, yard, and green area requirements, including restrictions on the location and height of accessory buildings, as specified for the zone in which the use is proposed, shall not apply to uses or structures provided for in this Section. The dimensions, percentages, and density shown on the approved site plan shall constitute the regulations for development under a given Special Exception.**

This section of the code is addressed below in **(b)(5)**.

- (b) Apartment housing and related facilities for elderly or physically handicapped families may be permitted within a building other than a surplus public school building, subject to the following:**

- (1) The owner of the property shall record among the Land Records of Prince George's County a Declaration of Covenants which establishes that the premises will be solely occupied by elderly or handicapped families for a fixed term of not less than twenty (20) years. The covenants shall run to the benefit of the Maryland-National Capital Park and Planning Commission.**

A Declaration of Covenants has not been recorded among the Prince George's County Land Records, at the time of writing this staff report. A condition to record the Declaration of Covenants at the time of PPS is recommended below.

- (2) In the R-18, R-18C, R-H, and R-10 Zones, the following shall apply;**

- (A) The owner shall be a private, nonprofit organization;**
- (B) In addition to the requirements of Section 27-296(c), the site plan shall show the density, type, and total number of dwelling units proposed. The minimum net lot area may be reduced and density may exceed that normally permitted in the applicable zone, provided that:**
- (i) The net lot area shall not be less than fifty percent (50%) of the minimum net lot area normally required in the zone; and**
- (ii) The density shall not be greater than twice that normally allowed in the zone;**

- (3) In the C-S-C Zone, the following shall apply:**

- (A) The subject property shall contain at least two (2) contiguous acres, and shall not contain more than forty-eight (48) dwelling units per acre of net lot area. The density may be increased by one (1) unit per acre for each one thousand (1,000) square feet**

of indoor space available for common use by the residents for social, recreational, or educational purposes. The indoor space shall be shown on the site plan;

- (B) Not less than fifty percent (50%) of the net lot area shall be devoted to green area; and**
- (C) The District Council shall find that existing development and uses in the neighborhood (particularly on adjacent properties) will not adversely affect the proposed development;**

(4) In the R-R, R-80, and R-55 Zones, the following shall apply;

- (A) The requirements of paragraphs (1), (2), (3), and (4) of Subsection (a), above, shall be met;**
- (B) The District Council shall find that the proposed use:**
 - (i) Will serve the needs of the elderly families or physically handicapped families; and**
 - (ii) Will not adversely affect the character of the surrounding residential community. The District Council shall consider the lot size, height of the building, lot coverage of all buildings on the property, setbacks from surrounding properties, street frontage, and sufficiency of green area when determining the proposed development's effect on surrounding residential communities;**

The previous three sections do not apply because the subject site is solely located in the R-E Zone.

- (5) In the R-E Zone, the requirements of paragraphs (1), (2), (3), and (4) of Subsection (a), above, shall be met provided that the subject property is composed of at least fifteen (15) gross contiguous acres of land, improved with a structure used as a church with an enclosed building area of at least 150,000 gross square feet. The following additional requirements shall apply:**

The requirements of paragraphs 1 through 4 of Subsection (a) above, have been found to be in compliance with required findings. Dwelling type and count have been provided on the site plan. However, a notation for density has only been provided in the SOJ. A density notation will be required on the site plan and is recommended as a condition below.

The subject site will inhabit a portion of the larger 159.61-acre First Baptist Church of Glenarden campus. The site is improved with 205,000 square feet of sanctuary, offices, and other church facilities.

- (A) A description of the physical appearance of the proposed building through the use of architectural façade elevations visible from public areas, or through other illustrative drawings, photographs, or renderings, shall be submitted and reviewed;**

The quality of the architecture has been demonstrated through the submitted illustrative and architectural plans, including well-detailed façades treatments, landscaping, and overall site design. The proposed design utilizes changes in material, color, texture, and roof plane variations to fit the context of the surrounding structures. The building has a masonry base, cementitious middle, and cornice parapet top at different levels. The façades of the building will provide architectural variety and articulation through the modulation of wall planes, detailing, color, texture, and materials. This will ensure that the diverse land uses surrounding the subject property, as well as those located on the First Baptist Church of Glenarden, will be compatible.

- (B) Development of uses pursuant to this Subsection shall not be subject to a separate site plan approval in accordance with Part 3, Division 9 of this Subtitle. Instead, the site plan for such proposed development shall be reviewed as part of the special exception application approval; and**

The proposed application was submitted, pursuant to the Zoning Ordinance special exception application requirements, defined in Section 27-317; Section 27-337 (Apartment housing for elderly or physically handicapped families); and Section 27-441(b) Table of Uses, also known as Subtitle 27. The apartment for the elderly proposed in this application is an addition to an existing religious campus of 298,765 square feet for church uses, including a youth center, administrative offices, chapel, fellowship hall, service building, and solar farm.

- (C) The District Council shall find that the proposed use:**

- (i) Will serve the needs of elderly families or physically handicapped families; and**

The proposed development intends to provide housing for older persons, as defined in the Fair Housing Amendments Act of 1988, the Housing for Older Persons Act of 1995 (herein referred to as the “Acts”), and the Federal Rules and Regulations, as promulgated by the Department of Housing and Urban Development. It is more specifically the desire and intention of this community to meet the exemption for housing for older persons, as is provided for in 24 CFR Part 100, Section 100.304 of the Fair Housing Act. Section 100.304 implements Section 807(b)(2)(c) of the Acts, which

exempts housing communities intended and operated for occupancy by at least one person 55 years of age or over per unit that satisfies certain criteria. In this endeavor, the occupancy restrictions and procedures shall govern.

- (ii) **Will not adversely affect the character of the surrounding residential community. In making such finding, the District Council shall consider lot size, building height, lot coverage of all buildings on the property, setbacks from surrounding properties, street frontage, and sufficiency of green area when determining the proposed development's effect on the surrounding communities.**

As thoroughly detailed above, the site engineering, landscaping, environmental and architectural plans, and documents submitted pursuant to this application, demonstrate compliance with this and other relevant zoning and design standards for the proposed use.

- (c) **For the purposes of this Section, the term "elderly family" means a family which is included within age restrictions in conformance with the Federal Fair Housing Act and "physically handicapped family" means a family in which the head of the family, or his dependent, is physically handicapped. A person shall be considered physically handicapped if he has a physical impairment which:**
 - (1) **Is expected to be of continued and indefinite duration;**
 - (2) **Substantially impedes the ability to live independently; and**
 - (3) **Is of a nature that the ability could be improved by more suitable housing conditions.**

This requirement has been affirmed by the apparent nature of the application. The 164-unit apartment is specifically designated and designed as an apartment for elderly families. A Declaration of Covenants will be executed at the time of PPS to ensure this use, as designated by Section 27-337(b)(1) above.

- 7. **Parking Regulations:** Section 27-568(a)(1) of the Zoning Ordinance requires 0.66 parking spaces per dwelling unit for a housing development for the elderly or physically handicapped. A total of 162 parking spaces are provided, which exceeds the minimum requirement of 109 parking spaces for the use by 53 parking spaces. A total of one loading space is required and provided on the site plan.
- 8. **2010 Prince George's County Landscape Manual Requirements:** The application is subject to the following sections of the Landscape Manual: Section 4.1, Residential Requirements (for multifamily development); Section 4.3, Parking Lot Requirements; Section 4.6, Buffering Development from Streets; and Section 4.9, Sustainable Landscape Requirements.

Section 4.1 of the Landscape Manual requires multifamily dwellings located in the Developing and Rural Tiers to plant a minimum of 1 major shade tree per 1,600 square feet or fraction of green area provided. Per Section 4.1(c)(4)(D), up to one-quarter of the number of required shade trees may be substituted on a two-to-one basis by the use of ornamental or evergreen trees. The Section 4.1 table included in the landscape plan reflects a total area of 148,757 square feet of provided green space, requiring 149 shade trees. A total of 117 shade trees, 50 ornamental, and 16 evergreen trees are proposed for the site, which is in conformance with requirements of this section.

Section 4.3 of the Landscape Manual requires parking lots that are between 50,000 to 99,999 square feet to provide 10 percent of the interior of the parking lot as planting area. The Section 4.3 schedules included on the landscape plan show interior planting at a rate of 12.26 percent, which is in conformance with the requirement.

Section 4.6 of the Landscape Manual requires special roadways to be buffered from development. Oak Grove Road is a designated historic roadway in the MPOT. Adjacent to an historic road, the Landscape Manual requires a Section 4.6 landscape buffer (Buffering Development from Special Roadways) based on the development tier. The applicant applied for alternative compliance, requesting an alternative design to conform with the requirements of this section of the Landscape Manual. Per Section 4.6(c)(1)(B), a 50-foot landscape buffer is required along Oak Grove Road, which is classified as a major collector, because the rear yard of the proposed development is oriented toward Oak Grove Road. Alternative compliance was recommended for approval with a condition as detailed at the end of this report. Conformance to this standard shall be established, prior to certification of the special exception.

Section 4.9 of the Landscape Manual promotes sustainable landscaping as an environmentally sensitive design approach. A percentage of plants within each plant type (including shade trees, ornamental trees, evergreen trees, and shrubs) shall be native species (or cultivars thereof) and shall be identified on a planting schedule on the landscape plan. Any existing trees and/or vegetation retained in fulfillment of the requirements shall not contain invasive species, which must also be reflected in the schedule. Trees proposed in fulfillment of the requirements shall not be planted on slopes steeper than three-to-one. The special exception landscape plan shows conformance with this standard.

9. **Tree Canopy Coverage:** This application is subject to the requirements of the Tree Canopy Coverage Ordinance. The subject site is located within the R-E Zone and required to provide 20 percent of the site area in tree canopy coverage (TCC). The 6.4-acre site is required to provide a minimum of 1.28 acres in TCC. The TCC schedule shows that 1.37 acres of TCC is to be provided, exceeding the requirement.

The regulated environmental features on the subject property have been preserved and/or restored in a natural state to the fullest extent possible, based the limits of disturbance shown on the TCP2 and the evaluation provided with SE-4838.

10. **Signage:** A single monument sign is proposed in the northern corner of the site and is designed in conformance with the applicable requirements of Part 12 of the Zoning Ordinance. No building-mounted signage is proposed.

11. Referral Comments: The following referrals were received and are incorporated herein by reference; all of the comments are addressed on the site plan, or as part of this technical staff report:

- a. Community Planning Division, dated February 11, 2021 (McCray to Sievers)
- b. Transportation Planning Section, dated March 15, 2021 (Burton to Sievers) and Trails Review, dated March 15, 2021 (Smith to Sievers)
- c. Environmental Planning Section, dated March 28, 2021 (Juba to Sievers)
- d. Historic Preservation Section, dated February 8, 2021 (Stabler to Sievers)
- e. Urban Design Section, dated March 15, 2021 (Bossi to Sievers)
- f. Special Projects Section, dated February 11, 2021 (Perry to Sievers)
- g. Subdivision Review Section, dated March 29, 2021 (Diaz-Campbell to Sievers)
- h. Prince George's County Parks Department, dated March 22, 2021 (Burke to Sievers)
- i. Department of Permitting, Inspections and Enforcement, dated February 11, 2021 (Giles to Sievers)
- j. Alternative Compliance Report (AC-21008), dated March 29, 2021 (Gupta to Sievers)

RECOMMENDATION

A special exception use is considered compatible with uses permitted by-right within the Residential Estate (R-E) Zone if specific special exception criteria are met. Unless unique adverse impacts are identified, the special exception may be approved. The appropriate standard for determining whether the use would create an adverse impact upon surrounding properties is to show that the proposed use, at this particular location proposed, would not have adverse impacts above and beyond those inherently associated with the special exception use, regardless of its location within the R-E Zone.

Based on the applicant's statement of justification, the analysis contained in the technical staff report, associated referrals, and materials in the record, the applicant has demonstrated conformance with the required special exception findings, as set forth in Section 27-317 (in general) and Section 27-337, for apartment housing for elderly or physically handicapped families, of the Prince George's County Zoning Ordinance in this instance. Therefore, staff recommends approval of Special Exception SE-4838, Grove at Glenarden Senior Living, subject to the following conditions of approval:

- 1. Prior to certification of the special exception site plan, the special exception shall be modified, as follows:

- a. Show on the plan the master plan trail to be constructed along Oak Grove Road, or else provide correspondence from Prince George's County Department of Permitting, Inspections and Enforcement, indicating modification of the requirement.
- b. On Sheet 1, show bearings and distances for the overall property (Parcel 1).
- c. Revise General Notes to include all development regulations, as specified in Sections 27-337(a)(1) and 27-337(a)(4) of the Prince George's County Zoning Ordinance.
- d. Revise General Note 8 to change the proposed use to be consistent with language of the Zoning Ordinance: "Apartment housing for elderly or handicapped families in a building other than a surplus public school building."
- e. Provide a note on the Section 4.6 schedule indicating that an alternative compliance has been requested.
- f. Revise architectural elevations to:
 - (1) Remove the strike-through on drawings on Sheet 602 if they are to be retained.
 - (2) Provide rendered elevations.
 - (3) Update the materials key to specify actual material types and colors selected for building façades.
 - (4) Provide full dimensions for the heights and lengths for each facade of the building.
- g. A minimum 10-foot-wide shared-use path along the subject site frontage of Oak Grove Road, consistent with the design standards from the 2012 *AASHTO Guide for the Development of Bicycle Facilities*, shall be provided unless modified by the Prince George's County Department of Permitting, Inspections and Enforcement, with written correspondence.
- h. Standard sidewalk, and associated sidewalks, shall be provided along the entire frontage of the site, along the private access driveway.
- i. A minimum 5-foot wide sidewalk connection to the master plan trail along Oak Grove Road shall be provided unless the trail is modified.
- j. Improve the existing trail around the stormwater pond to be a minimum 8-foot-wide asphalt walking trail.
- k. Submit an approved stormwater concept plan showing the same layout as the special exception plan and Type 2 tree conservation plan.
- l. Provide a note detailing the density of the site.

- m. The applicant shall either provide a minimum 6-foot-high, sight-tight fence along the property entire frontage of Oak Grove Road, or provide a 6-foot-high masonry wall that matches the building for the approximately 200 linear feet of the road frontage where the building is present, in addition to the proposed plantings and bufferyard. The applicant shall revise both the landscape plan and the Section 4.6 landscape schedule to reflect these changes.
2. Prior to certification of the special exception, the Type 2 tree conservation plan (TCP2) shall be revised, as follows:
- a. Add a note beneath the TCP2 worksheet explaining the discrepancy in existing woodland values between the approved TCP1-006-02-01 and TCP2-094-02-05.
 - b. Complete the property owners awareness certificates on each sheet of the TCP2.
 - c. Insert the timing mechanism to be used in the invasive species notes on Sheet 10 of the TCP2.
3. At the time of preliminary plan of subdivision (PPS):
- a. The applicant shall provide a Phase I noise study. The 65 dBA Ldn mitigated and unmitigated noise contours shall be shown on the PPS. The Phase I noise study shall determine if any noise mitigation is needed for the interiors of dwellings and for outdoor activity areas. If mitigation measures are needed, the special exception shall be revised to include a Phase II noise study, which recommends design details for the mitigation measures. The necessary mitigation measures and related details shall be reflected on the special exception site plan.
 - b. The applicant shall provide a proposal for mandatory dedication of parkland (dedication of land, fee-in-lieu, private recreational facilities, or a combination thereof). The PPS shall determine if the special exception needs to be revised, in order to accurately reflect the proposal.
 - c. The owner of the property shall record a Declaration of Covenants among the Prince George's County Land Records, which establishes that the premises will be solely occupied by elderly or handicapped families for a fixed term of not less than 20 years. The covenants shall run to the benefit of the Maryland-National Capital Park and Planning Commission.
 - d. The general notes on the plans shall indicate how the mandatory dedication of parkland requirement will be addressed, preferably through on-site facilities.
 - e. The applicant shall provide a side path along the frontage of Oak Grove Road.