



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

Zoning Map Amendment

A-10016

Application	General Data	
Project Name: Hilltop Plaza Shopping Center Location: The northwest quadrant of the intersection of Race Track Road and Annapolis Road (MD 450) Applicant/Address: Hannah Storch 25 Hooks Lane, Suite 312 Baltimore, MD 21208 Property Owner: Hannah Storch 25 Hooks Lane, Suite 312 Baltimore, MD 21208	Staff Report Date:	09/09/09
	Date Accepted:	02/27/09
	Planning Board Action Limit:	N/A
	Plan Acreage:	16.70
	Zone:	C-S-C & R-R
	Gross Floor Area:	190,484 sq. ft.
	Lots:	N/A
	Parcels:	N/A
	Planning Area:	71B
	Tier:	Developing
	Council District:	04
	Election District:	14
	Municipality:	Bowie
200-Scale Base Map:	209NE14	

Purpose of Application	Notice Dates	
Rezone from the C-S-C Zone and R-R Zone to the M-X-T Zone.	Informational Mailing	11/04/08
	Acceptance Mailing:	03/11/09
	Sign Posting Deadline:	N/A

Staff Recommendation		Staff Reviewer: Tom Lockard	
APPROVAL	APPROVAL WITH CONDITIONS	DISAPPROVAL	DISCUSSION
	X		

THE MARYLAND-NATIONAL CAPITAL
PARK AND PLANNING COMMISSION

PRINCE GEORGE'S COUNTY PLANNING BOARD

September 9, 2009

TECHNICAL STAFF REPORT

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

VIA: Jimi Jones, Zoning Supervisor

FROM: Tom Lockard, Planner Coordinator

SUBJECT: **Zoning Application A-10016**

REQUEST: **Rezone from the C-S-C Zone and R-R Zone to the M-X-T Zone**

RECOMMENDATION: **APPROVAL, with conditions**

NOTE:

This application is on the agenda for the Planning Board to decide whether or not to schedule a public hearing. If the Planning Board decides to hear the application, it will be placed on a future agenda.

Any person may request the Planning Board to schedule a public hearing. The request may be made in writing prior to the agenda date or in person on the agenda date. All requests must specify the reasons for the public hearing. All parties will be notified of the Planning Board's decision.

You are encouraged to become a person of record in this application. The request must be made in writing and sent to the Office of the Zoning Hearing Examiner at the address indicated above. 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

- A. **Location and Field Inspection:** The subject property is located in the northwest quadrant of the intersection of Race Track Road and Annapolis Road (MD 450). It comprises two parcels; Parcel A (11.77 acres) in the C-S-C (Commercial Shopping Center) Zone and Parcel 19 (4.93 acres) in the R-R (Rural Residential) Zone. Parcel A is developed with a 167,000-square-foot L-shaped shopping center, while Parcel 19 is used for parking pursuant to Special Exception SE-1667, approved in 1968. The property has access from both MD 450 (three driveways) and Race Track Road (two driveways). The site is located within the City of Bowie, which is opposed to the application. The City will present their position at the public hearing(s).
- B. **History:** The subject property was retained in the C-S-C and R-R Zones by the 2006 *Approved Master Plan for Bowie and Vicinity and Sectional Map Amendment for Planning Areas 71A, 71B, 74A, 74B*. The underlying subdivision plat that created these parcels provided an exemption to the subdivision process for commercial development. If this rezoning to the M-X-T (Mixed Use-Transportation Oriented) Zone, which includes residential uses, is approved, the subject property must go through the resubdivision process (preliminary plan and final plat of subdivision) to address adequate public facilities (APF), mandatory park dedication, and other related issues.
- C. **Master Plan Recommendation:**
- 2002 Prince George's County Approved General Plan:** These applications are located in the Developing Tier. The vision for the Developing Tier is to maintain a pattern of low- to moderate-density residential communities, distinct commercial centers, and employment areas that are increasingly transit serviceable.
- Master Plan:** The 2006 *Approved Master Plan for Bowie and Vicinity and Sectional Map Amendment for Planning Areas 71A, 71B, 74A, 74B* recommends a mixed-use "...intended for future planned residential and commercial development as cohesive, pedestrian-oriented, mixed-use communities" as part of the Bowie Main Street Mixed-Use Activity Center.
- D. **Request:** The applicant's request is for the rezoning of the assembled properties from the C-S-C and R-R Zones to the M-X-T Zone. The applicant proposes to add 30,000 square feet of commercial uses on Parcel A and 49 multifamily residential condominium units to Parcel 19. Access to the site is proposed to remain via both road frontages.

The illustrative plan proposes additions to the ends of the shopping center and six sticks of multifamily residential units in the parking lot to the rear. As shown on the conceptual site plan, the residences would use the northernmost driveway along Race Track Road and would be most closely integrated with the few commercial units at the rear of the shopping center. Because of its hidden location, loitering has been a problem in the back lot of the shopping center.

E. **Surrounding Uses:**

North— Townhouses in the R-T (Townhouse) Zone.

East— Across Race Track Road is a funeral home and an undeveloped residential subdivision (Beall Crossing) in the R-80 (One-Family Detached Residential) Zone.

South— Across MD 450 is the Whitmarsh Park (City of Bowie) in the R-O-S (Reserved Open Space) Zone.

West— The Archer Tract Neighborhood Park owned by The Maryland-National Capital Park and Planning Commission (M-NCPPC) in the O-S (Open Space) Zone.

F. **Zoning Requirements:**

Section 27-213(a) Criteria for approval of the M-X-T Zone.

(1) The District Council shall only place land in the M-X-T Zone if at least one (1) of the following two (2) criteria is met:

(A) Criterion 1. The entire tract is located within the vicinity of either:

(i) A major intersection or major interchange (being an intersection or interchange in which at least two (2) of the streets forming the intersection or interchange are classified in the Master Plan as an arterial or higher classified street reasonably expected to be in place within the foreseeable future); or

Comment: The subject property is located at the intersection of MD 450 (Annapolis Road) and Race Track Road. MD 450 is classified as an arterial; however, Race Track Road is classified as a collector. The site does not meet this locational standard.

(ii) A major transit stop or station (reasonably expected to be in place within the foreseeable future).

Comment: There are no major transit stops or stations either existing or expected to be in place within the foreseeable future within the vicinity of this property. The site does not meet this locational standard.

(B) Criterion 2. The applicable Master Plan recommends mixed land uses similar to those permitted in the M-X-T Zone.

Comment: The 2006 Bowie and vicinity master plan and sectional map amendment recommends mixed-use development for the site as part of the Bowie Main Street Mixed-Use Activity Center. The plan (pg. 22) describes the Bowie Main Street Mixed-Use Activity Center as follows:

The Bowie Main Street Mixed-Use activity center is located along MD 450 between Race Track Road in the east and Bowie High School in the west. The area includes approximately 682,000 square feet of retail space concentrated primarily in three commercial centers: Free State Mall, Jemal’s Marketplace, and Hilltop Plaza. Bowie Main Street also includes several civic and open space amenities in the form of an M-NCPPC park and community center, two City of Bowie parks, the Bowie Library, Bowie Center for the Performing Arts, and the Bowie High School. An opportunity exists for the future redevelopment of these centers with a mix of retail, office, and medium density residential uses. Civic or institutional uses could be a catalyst for such redevelopment.

Comment: The plan recommends the following guidelines, which are applicable to this application:

Policy 1: Encourage pedestrian-oriented, mixed-use development to foster the creation of a true “main street” environment.

Strategies:

- 1. Recommend and support future rezoning to an L -A-C (local activity center) community or village comprehensive design zone or a suitable mixed-use zone at the time of development and/or redevelopment to allow for an appropriate mix of uses and intensities to achieve the desired character for Bowie Main Street.**
- 2. Evaluate the need for a future sector plan for the Bowie Main Street Mixed-Use activity center as development pressure intensifies and/or opportunities emerge.**

Policy 4: Ensure that development in Bowie Main Street does not adversely impact the character of existing residential neighborhoods.

Strategies:

- 1. Use existing parkland adjacent to the street to buffer existing residential areas from new development.**
- 2. Consider a transition in building density and intensity from more intense uses located at the “core” of Bowie Main Street along MD 450 to less intense uses along the “edge” adjacent to residential neighborhoods.**

Comment: The proposal satisfies this criterion.

- (2) Prior to approval, the Council shall find that the proposed location will not substantially impair the integrity of an approved General Plan, Area Master Plan, or Functional Master Plan and is in keeping with the purposes of the M-X-T Zone. In approving the M-X-T Zone, the District Council may include guidelines to the Planning Board for its review of the Conceptual Site Plan.**

Comment: The 2002 General Plan placed the subject property in the Developing Tier. This application is not inconsistent with the Development Pattern policies for the Developing Tier. The 2006 master plan calls for the site to be developed with a medium-density, mixed-use development. As such, this request furthers the integrity of those two plans rather than impairing them.

- (3) Adequate transportation facilities.**
 - (A) Prior to approval, the Council shall find that transportation facilities that are existing, are under construction, or for which one hundred percent (100%) of construction funds are allocated within the adopted County Capital Improvement Program, within the current State Consolidated**

Transportation Program, will be funded by a specific public facilities financing and implementation program established for the area, or provided by the applicant, will be adequate to carry anticipated traffic for the proposed development.

Comment: The Transportation Planning Section, in their referral dated June 7, 2009, related the following:

Trip Generation and Impacts

Since the C-S-C zoned section of the property could be developed with medical office use, a table was prepared comparing the uses with the highest traffic generator for the current zoning against the zoning change being sought.

Comparison of Estimated Trip Generation, A-10016, 16.70 acres						
Zoning or Use	Units or Square Feet	AM Peak Hour Trips		PM Peak Hour Trips		Weekday Trips (ADT)
		In	Out	In	Out	
Existing Zoning						
R-R	9 dwellings	2	5	5	3	81
C-S-C	205,080 sq. ft. office	472	113	246	533	8,203
Total		474	118	251	536	8,284
Proposed Zoning						
M-X-T (retail)	191,000 sq. ft. retail <i>less 50% by-pass</i>	72	46	306	306	6,685
M-X-T (residential)	49 townhouses	7	27	25	14	392
Total		79	73	331	320	7,077
Difference (between bold numbers)		-395	-45	+80	-216	-1,207

The comparison of estimated site trip generation indicates that the proposed rezoning could have an impact on the critical intersections of about 440 fewer trips during the AM peak hour, 136 fewer trips during the PM peak hour, and an average decrease of weekday travel by about 15 percent or 1,207 daily trips. With an exception for incoming traffic during the PM peak period, all other vehicular movements will experience a reduction in traffic, compared to what could be allowed under the existing zoning.

The applicant provided staff with a traffic study (October 2008) as part of the application documentation. The purpose of the traffic study was to identify and evaluate the critical intersections in order to determine the impact of the proposed zone changes on the performance of these intersections.

Traffic Study Analyses

The study identified the following intersections as the ones on which the proposed development would have the most impact:

Existing Traffic		
Intersection	AM LOS/Delay	PM LOS/Delay
MD 450 @ Stonybrook-Millstream Dr.	A/700	A/947
MD 450 @ Superior Lane-Mall Entrance	A/753	B/1090
MD 450 @ Race Track Road	A/1104	C/1259

The traffic study did not identify any background developments whose impact would affect some or all of the study intersections. However, it did apply a growth rate of two percent to the existing traffic counts at the subject intersections.

A second analysis was done to evaluate the impact of the background traffic on existing infrastructure. The analysis revealed the following results:

Background Traffic		
Intersection	AM LOS/Delay	PM LOS/Delay
MD 450 @ Stonybrook-Millstream Dr.	A/742	B/1005
MD 450 @ Superior Lane-Mall Entrance	A/800	C/1157
MD 450 @ Race Track Road	A/1171	D/1336

The traffic analyses were predicated on the difference in trip generation between the existing use on the subject property (irrespective of zoning) and the proposed uses on said property.

Using trip generation rates from the Institute of Transportation Engineer's (ITE) *Trip Generation Manual*, the study has determined that the proposed development, based on the above-mentioned uses, would generate:

Zoning or Use	Units or Square Feet	AM Peak Trips			PM Peak Trips		
		In	Out	Total	In	Out	Total
Proposed use	49 townhomes	7	27	34	25	14	39
	191,000 retail	143	92	235	611	611	1,222
Proposed Zoning	167,000 retail	132	85	217	535	534	1,069
	Net increase in retail	11	7	18	76	77	153
	Less by-pass	-6	-4	-9	-38	-39	-77
(1)	Net new retail	5	3	9	38	38	76
(2)	New Residential only	7	27	34	25	14	39
(1) + (2)	Total new traffic	12	30	43	63	52	115

Using these projected site-generated trips, an analysis of total traffic conditions was done, and the following results were determined:

Total Traffic		
Intersection	AM LOS/Delay	PM LOS/Delay
MD 450 @ Stonybrook-Millstream Dr.	A/752	B/1031
MD 450 @ Superior Lane-Mall Entrance	A/811	C/1181
MD 450 @ Race Track Road	A/1183	D/1379

The preceding results revealed that all of the study intersections would operate adequately.

Transportation Staff Review and Comments

In reviewing the traffic study, staff agrees with the study conclusions. In response to staff's request, the traffic study was reviewed by the Department of Public Works and Transportation (DPW&T), as well as the State Highway Administration (SHA). SHA, in its review of the traffic study, concurred with its findings.

DPW&T, in its review of the traffic study, also agreed with the overall evaluation and conclusions. However, they expressed major safety concerns regarding the operation of the closest access point on Race Track Road at MD 450. Specifically, DPW&T cited sight distance and queuing problems attributed to this access point. To that end, DPW&T is requesting that this access point be closed. Staff is in general agreement with this evaluation and will support such a request.

The property is located in an area where the development policies are governed by the approved Bowie and vicinity master plan, 2006. Two of the recommendations from the master plan were the upgrade of MD 450 (A-23) and Race Track Road (C-310). It does not appear that the subject property will be impacted by the expansion of either road.

Transportation Conclusion

Given the proposed uses and the associated traffic projection outlined in the traffic study, staff concludes that the proposed rezoning would not bring about a substantial impact on the existing or planned transportation facilities in the area of the subject property.

Based on the preceding findings, the Transportation Planning Section would conclude that existing transportation facilities and those to be provided by the applicant will be adequate to carry the anticipated traffic generated by the development based on the maximum proposed density as required by Section 27-213(a)(3) of the Zoning Ordinance.

Comment: Staff is recommending conditions of approval consistent with the above transportation findings.

- (B) The finding by the Council of adequate transportation facilities at this time shall not prevent the Planning Board from later amending this finding during its review of subdivision plats.**

G. Conformance with the Purposes of the Zone:

Section 27-542(a) Purposes of the M-X-T Zone

- (1) To promote the orderly development and redevelopment of land in the vicinity of major interchanges, major intersections, major transit stops, and designated General Plan Centers so that these areas will enhance the economic status of the County and provide an expanding source of desirable employment and living opportunities for its citizens;**
- (2) To implement recommendations in the approved General Plan, Master Plans, and Sector Plans, by creating compact, mixed-use, walkable communities enhanced by a mix of residential, commercial, recreational, open space, employment, and institutional uses;**
- (3) To conserve the value of land and buildings by maximizing the public and private development potential inherent in the location of the zone, which might otherwise become scattered throughout and outside the County, to its detriment;**
- (4) To promote the effective and optimum use of transit and reduce automobile use by locating a mix of residential and non-residential uses in proximity to one another and to transit facilities to facilitate walking, bicycle, and transit use;**
- (5) To facilitate and encourage a twenty-four (24) hour environment to ensure continuing functioning of the project after workday hours through a maximum of activity, and the interaction between the uses and those who live, work in, or visit the area;**

- (6) To encourage an appropriate horizontal and vertical mix of land uses which blend together harmoniously;**
- (7) To create dynamic, functional relationships among individual uses within a distinctive visual character and identity;**
- (8) To promote optimum land planning with greater efficiency through the use of economies of scale, savings in energy, innovative stormwater management techniques, and provision of public facilities and infrastructure beyond the scope of single-purpose projects;**
- (9) To permit a flexible response to the market and promote economic vitality and investment; and**
- (10) To allow freedom of architectural design in order to provide an opportunity and incentive to the developer to achieve excellence in physical, social, and economic planning.**

Comment: Staff makes the following findings relative to the purposes of the M-X-T Zone:

- 1. The variety and quality in housing combined with the proposed commercial uses will generate increased tax revenues for the County and promote orderly development by locating development at a major intersection in an area recognized as appropriate for mixed-use development.
- 2. The master plan designation of the Bowie Main Street Mixed-Use Activity Center directs this property to be developed in the manner herein described. Focusing such a mixed-use community within an activity center maximizes the development potential of the property.
- 3. The proposed community will discourage the use of automobiles by providing retail and residential uses in close proximity to each other, promoting a pedestrian-oriented mode of transport.
- 4. The concentration of development and mix of uses will reduce sprawl. Walkways will be designed to facilitate access around and through the property. The inclusion of residences will discourage the loitering that presently takes place on Parcel 19.
- 5. The visual character and identity of the project will be an element of the architecture of the buildings, entrance features, and landscape plantings. The orientation of the buildings and their relationship with open spaces and the pedestrian system will be important aspects of the final design. Buildings will be required to be designed with high-quality detailing and design variation, and will be appropriate in scale with their location. The architecture, street furniture, landscape treatment, signage, and other elements will be coordinated to give the development a distinctive visual character.
- 6. A number of factors help make this design a multipurpose energy-efficient plan. The number of proposed residential units and their concentration in multifamily complexes allow for economies of scale in the construction process and for municipal services required to serve the residents. The mixture of uses proposed will provide employment opportunities and help reduce travel to work.

7. The project is responsive to the existing market and needs of county residents and to the goals of the county. The master plan recommends a mixed-use for this site in recognition of the fact that adding residential units makes the retail component more viable and creates revenue which can be re-invested in the shopping center.
8. The development is intended to be compatible with and an integral part of existing neighborhoods. Linkages to adjacent neighborhoods and activity centers will be provided so that pedestrians have safe and efficient access into and out of the site. High-quality architecture and resource- and energy-efficient building design, materials, and practices will be required. This development will seek to achieve excellence in planning and design so that the health, safety, and welfare of workers and residents in the region are improved.

CONCLUSION

The requested M-X-T Zone conforms to the land use recommendations of the 2006 master plan for medium-density, mixed-use development for the site as part of the Bowie Main Street Mixed-Use Activity Center, as well as, the 2002 General Plan for the Developing Tier, generally. However, the development of these uses will require close attention to be paid to buffering and screening at later stages of development review to ensure compatibility with the townhouses to the north and northwest. Also, close attention will need to be paid to ensuring that the development becomes a truly integrated mixed-use and not just residential units stuck behind a shopping center. In addition, conditions have been recommended to ensure that the conceptual site plan review takes into account important environmental issues as raised in the referral from the Environmental Planning Section dated April 17, 2009.

In order to provide flexibility to design a more integrated mix of residential and commercial uses as advocated by General Plan policies, the M-X-T Zone (which not only allows, but also encourages, a mix of residential and commercial land uses at densities similar to those currently proposed) is appropriate for this property. Staff therefore recommends **APPROVAL** of the M-X-T Zone, subject to the following conditions:

1. The subject property shall not have access points to Race Track Road within 450 feet of MD 450.
2. At the time of the preliminary plan of subdivision for the subject property, the applicant shall conduct a traffic study which shall include an evaluation of all site access points, as well as the intersection of Race Track Road at Marquette Lane–Idlewild Drive.
3. The following recommendations should be observed during the preparation and review of the conceptual site plan (CSP):
 - a. The site plan shall provide adequate open space at the perimeter, as determined by the Urban Design Section, to serve as a buffer between the project and adjacent lower density residential development.
 - b. Multifamily development shall not have primary access through single-family residential streets.

- c. Wherever possible, living areas shall be linked to community facilities, transportation facilities, employment areas, and other living areas by a continuous system of pedestrian walkways and bike trails utilizing the open space network.
 - d. Buffering in the form of landscaping, open space, berming, attractive fencing, and/or other creative site planning techniques should be utilized to protect existing residential areas, particularly the interface along Marquette Lane and Midsummer Lane.
4. At the time of CSP, the applicant and staff of the Department of Parks and Recreation shall develop a mutually acceptable package of parkland, outdoor recreational facilities, and fees or donations to meet the future needs of the residents of the planned community.
 5. All future submission packages shall contain the signed natural resources inventory (NRI). The NRI shall be used by the designers to prepare a site layout, which results in nonessential impact to the regulated features of the site.
 6. At the time of CSP, the applicant shall submit a stormwater management concept plan that maximizes appropriate density on the site through the use of underground facilities and bioretention, where appropriate.
 7. A standard letter of exemption must be submitted for all future development applications.