

**LAND USE PETITION IN THE BOWIE PLANNING AREA**

Md.-National Capital Park and Planning Commission ID: Bowie Marketplace Residential Conceptual Site Plan, Preliminary Plan #4-16028 and Detailed Site Plan

Bowie Advisory Planning Board # 16-02

Date: November 7, 2016

**INTRODUCTORY NOTE: The proposed application is a request for approval:**

- (a) of a zoning type case involving the specific use of land;
- (b) of a conceptual site plan;
- (c) to subdivide property into building lots and obtain adequate public facilities approval;
- (d) of a site plan for building and parking design, landscaping, architecture, etc. under the development regulations of Prince George's County. The application has been referred to the City for our review and recommendation. The position of the Bowie Advisory Planning Board in this matter is advisory to the City Council. The City Council will also conduct a public hearing on this application and their vote will become the final City recommendation. Persons wishing to participate in these hearings must submit written testimony or sign up to speak at each public hearing. Each person wishing to speak at the City's hearings will be given up to three (3) minutes. To participate in the County's hearings, you must make a separate, written request to become a person of record.

**GENERAL DATA:**

1. Nature of Petition: Conceptual Site Plan, Preliminary Plan, Detailed Site Plan
2. Petitioner: BE Bowie, LLC
3. Represented by: Mr. Andre Gingles, Esq.
4. Location of Petitioned Property:
5. Proposed use of Petitioned Property: 288 multi-family apartment units in a 4-5 story building, including a 475-space parking garage and 16 surface parking spaces
6. Size/Zone of Petitioned Property: 10.54 acres/Zoned C-S-C (Commercial Shopping Center)
7. Date of hearing before BAPB: Tuesday, November 15, 2016 at 7:00 p.m.
8. Date of hearing before City Council: Tuesday, January 3, 2016 at 8:00 p.m.
9. Date of hearing before MNCPPC: n/a
10. Date of hearing before Hearing Examiner: n/a
11. Date of hearing before District Council: n/a

**NOTICES/LEGALS**

**DATE**

**Number of Mailing/Signs**

**Notice sent to Adj. Properties:**

<b>Certified Notices Mailed (includes adjacent properties)</b>	<b>10/14/16</b>	<b>196</b>
<b>Date Signs Posted:</b>	<b>10/14/16</b>	<b>4</b>
<b>Date Legal Sent:</b>		
<b>Date Legal Appeared:</b>		

**RECOMMENDATIONS:**

**12. Department of Planning & Economic Development Recommendation:**

The Department of Planning & Economic Development staff recommends **DISAPPROVAL** of all three applications, as stated in the attached report.

**13. Bowie Advisory Planning Board Recommendation:**



# City of Bowie

15901 Excalibur Road  
Bowie, Maryland 20716

## MEMORANDUM

**TO:** Bowie Advisory Planning Board

**FROM:** Joseph M. Meinert, AICP *JMM*  
Director of Planning and Economic Development

**SUBJECT:** Bowie Marketplace Residential (Docket #16-02)

- Conceptual Site Plan
- Preliminary Plan #4-16028
- Detailed Site Plan

**DATE:** November 7, 2016

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This staff report is organized into three sections, corresponding to three of the applications submitted by BE Bowie, LLC (Berman Enterprises) for residential development at Bowie Marketplace: Conceptual Site Plan (CSP), Preliminary Plan of subdivision and Detailed Site Plan (DSP). A separate analysis and recommendation is provided for each of the three applications. The descriptions of development application types provided below are from A Citizen's Handbook: Planning, Zoning, and Development Review in Prince George's County published by The Maryland-National Capital Park and Planning Commission (December, 2014):

*1. Conceptual Site Plans/Comprehensive Design Plans*

*[Note: City Council has final approval authority in this instance.]*

Conceptual site plans and comprehensive design plans show basic relationships among the proposed uses and illustrate approximate locations of structures, parking areas, streets, site access, open space, and other major physical features. They may be somewhat detailed, or may be more schematic and depict proposed uses as areas connected with arrows or other graphic symbols. Conceptual site plans and comprehensive design plans must be approved before a preliminary plan of subdivision may be approved. They are valid indefinitely.

*2. Preliminary Plans of Subdivision*

*[Note: City Council does not have approval authority and can only make recommendations to the Prince George's County Planning Board.]*

The first step in the subdivision process consists of reviewing a preliminary plan. One of the major purposes of reviewing preliminary plans is to ensure that adequate public facilities are available, or will be available in the foreseeable future, to serve the proposed development. Determination of adequacy is made for fire and rescue

facilities, police facilities, public roads, public water, and sewer facilities<sup>1</sup>. The Planning Board determines adequacy based on an analysis of information generated by staff, submitted by the applicant, or submitted by the agencies responsible for building required facilities or supplying the necessary services.

Preliminary plans are also reviewed for environmental issues, such as woodland conservation, sensitive environmental features, and stormwater management; proper legal description of lots; and the general design of the subdivision including access, circulation and lotting pattern. Certain residential subdivisions are required to provide land for public parks and recreational facilities or money to supplement existing facilities. The majority of preliminary plans are heard at a regularly scheduled meeting of the Planning Board. These are known as major subdivisions. However, certain residential subdivisions containing four or fewer residential lots may be approved by the Planning Director. These are known as minor subdivisions.

### 3. Detailed Site Plans/Specific Design Plans

***[Note: City Council has final approval authority in this instance.]***

Detailed site plans and specific design plans show the exact location and design of all buildings and structures, streets, parking lots, open spaces, landscaping, grading, and other physical features. These plans contain the same level of site information that is necessary to obtain a permit. They must conform to any preceding conceptual site plan or comprehensive design plan, and to an approved preliminary plan of subdivision. Most detailed site plans are valid for three years; a specific design plan is valid for six years. No building permits can be issued until a required detailed site plan or specific design plan has been approved.

<sup>1</sup>School facilities are also analyzed as part of Preliminary Plan review

A companion case, involving Departures from the size of parking spaces in the proposed parking garage and the total number of parking spaces required (BD-1-16), has been reviewed as an independent application (see Docket #16-08). Pursuant to delegation of land use authority by Prince George's County Council in 1998, the City has final approval authority for all Departure applications. The Bowie Advisory Planning Board conducts the evidentiary hearing on Departure cases and renders a decision, which is filed with the City Council. Decisions of the Bowie Advisory Planning Board on Departure applications may be appealed to and decided by the City Council, and any City Council action must be based solely on the facts and evidence in the record of the Advisory Planning Board hearing.

## **I. General Information**

Owner/Applicant/Developer: BE Bowie, LLC

Project Name: Bowie Marketplace Residential

Location: Tax Map 38, Grid B-4, Parcel X-12; West side of Superior Lane, approximately 700 feet south of MD 450 (Attachment #1)

Subject: Conceptual Site Plan (see Attachment #2)  
Preliminary Plan #4-16028 (see Attachment #3)  
Detailed Site Plan (see Attachment #4)

Existing Zoning: C-S-C (Commercial Shopping Center)

Acreage: 10.54 acres of 20-acre Bowie Marketplace Property (Parcel X-12); Approximately five acres are devoted to residential use

Existing Land Uses: 134,992 square feet of retail uses as part of larger shopping center (opened October 2016) and approximately five acres of vacant land located at the southern end of the shopping center

Proposed Land Uses: 288 multi-family apartment units in a 4-5 story building, including a 475-space parking garage and 16 surface parking spaces

### Surrounding Land Uses and Zoning:

North: Shell gas station, zoned C-S-C; Free State Shopping Center, zoned C-S-C and R-R (Rural Residential); Bowie Fire Department, zoned R-R; Townhouses in Belair Town subdivision, zoned R-T (Residential Townhouse)

South: Six single-family detached dwellings in the R-55 (One Family Detached Residential) Zone on Scarlet Lane; single family detached development on Sage Lane, Scarlet Lane, Superior Lane and Safety Turn, zoned R-55

East: Commercial uses across Superior Lane, zoned C-S-C

West: Acorn Hill Park, zoned R-55; Bowie Community Center and PNC Bank, zoned C-S-C

Master Plan Land Use Category: Part of a Mixed Use Activity Center (Developing Tier) Areas intended for future planned residential and commercial development as cohesive, pedestrian-oriented, mixed-use communities (2006 Bowie and Vicinity Master Plan)

Sectional Map Amendment: Retained C-S-C Zone

Water and Sewer Categories: W-3 and S-3 (Public Water and Sewer currently serve the site)

Police: City of Bowie and Prince George's County Police District 2

Fire and Rescue: The proposed project is served by Bowie Fire/EMS Station 839, a first due response station (within a maximum of seven (7) minutes travel time), located at 15454 Annapolis Road.

Public Schools (September, 2015 Enrollment):

Elementary School – Yorktown Elementary School (64% capacity)

Middle School – Samuel Ogle Middle School, (89% capacity)

High School – Bowie High School, (87% capacity)

## **II. Project History**

BE Bowie, LLC acquired the Bowie Marketplace property in 2013. The City successfully convinced the company to accelerate its redevelopment concept and agreed to provide financial assistance in the form of an economic development incentive package. A Development Agreement executed in November, 2014 set forth the parameters and commitments of both parties (see Attachment #5). Paragraph 12 of the Development Agreement defines the intention to have residential development as part of a mixed-use redevelopment. The Agreement gives the City Council the sole right to approve or deny a CSP and DSP for residential uses and states that any residential development must proceed in accordance with a CSP and DSP approved by the City. The Agreement also states that a minimum of 20% of the residential dwelling units must be reserved for senior age-restricted housing.

The entire 20-acre property has been the subject of two Alternative Compliance applications. The first case (#AC-1-11) was approved in February, 2011 and in April, 2015, the second case (#AC-1-15) was approved. Alternative Compliance application #AC-1-11 involved the following requests:

1. Alternative Compliance from Section 4.3(c)(2) of the Landscape Manual for an area of the retail/commercial parking lot.
2. Alternative Compliance from Section 4.6(c)(2) of the Landscape Manual for the minimum width of a bufferyard along MD Route 450.
3. Alternative Compliance from Section 4.7 of the Landscape Manual along the western property line of the site.
4. Alternative Compliance from Section 4.7 of the Landscape Manual along the southern property line of the site.

Alternative Compliance application #AC-1-15 included a request to allow less than 13% green space within proposed Parking Area “B”, located in the northeastern portion of the property. The City’s Planning Director approved the AC application on April 23, 2015, making 11 findings in support of the approval decision (see Attachment #6).

In May 2015, BE Bowie, LLC requested the City Council’s support for a Zoning Ordinance Text Amendment to permit multi-family residential development in the C-S-C zone, under certain circumstances (see Attachment #7). The applicant attended the May 18, 2015 meeting of City Council and requested the City’s support for medium density residential land use. The City Council voted to support the amendment (see Attachment #8) and, subsequently, the Prince George’s County Council voted unanimously to amend the Zoning Ordinance via CB-60-2015 to permit multi-family development in the C-S-C Zone under certain circumstances, subject to approval of a DSP.

In late 2015, BE Bowie, LLC submitted an application for a Departure from the Required Number of Free-Standing Signs Allowed for a Property in a Commercial Zone, as set forth in Section 27-614(d)(2) of the Prince George’s County Zoning Ordinance, specifically requesting a Departure to allow a total of three free-standing/pylon signs on the Subject Property (BD-1-15). A total of three signs existed

on the property along MD 450, but only two would have been permitted under a redevelopment scenario, based on the County Zoning Ordinance. The Signage Departure was approved by the Bowie Advisory Planning Board on October 13, 2015. The City Council approved the request on November 23, 2015.

### **III. Proposal**

The applicant, BE Bowie, LLC, proposes a mixed-use development consisting of existing retail uses within the reconstructed Bowie Marketplace shopping center and 288 new multi-family apartment units in a 4-5 story, 365,000 square foot building, including a 475-space parking garage and 16 surface parking spaces. The new, 10.54-acre mixed-use parcel, Parcel X-12, will include 100,050 square feet of existing retail uses and the proposed 288 multi-family dwelling units.

The submission to the City for each application includes the following information:

Conceptual Site Plan (CSP):

CSP application and plan; Statement of Justification

Preliminary Plan #4-16028:

Preliminary Plan, Statement of Justification, traffic study prepared by Lenhart Traffic Consulting, Inc. dated March 12, 2016

Detailed Site Plan (DSP):

DSP application and plan; Statement of Justification; Building Elevations; Alternative Compliance (Landscaping) application and plan; Statement of Justification

### **IV. Stakeholders Meetings**

Two Stakeholders Meetings were held regarding the subject proposal, on March 8, 2016 and April 14, 2016. Summaries of these meetings are provided as Attachments #9 and #10. The surrounding community is opposed to the current proposal.

### **V. Required Findings and Analysis**

#### **A. Service Volume Thresholds for City Streets**

In 2002, the City Council adopted Service Volume Thresholds for City Streets (see Article III of Chapter 26 of the Bowie City Code) in response to a proposed development on a property known as the Nash Property, located in the Kenilworth section. Access to the development was proposed from several "paper" streets: unbuilt but platted public rights-of-way abutting the Nash Property. The City Council enacted the Service Volume Thresholds for City Streets via Ordinance O-6-02, amending the City Code and setting Level of Service standards for the City's Major Drives, Primary Residential Streets and Secondary Residential Streets. The City's Ordinance recognized that City streets serve multiple functions, including pedestrian and bicycle access to residential properties. A maximum traffic level was established for each category of street (Level of Service "C"). Section 26-56 of the City Code states that the City's Planning Department shall not approve or recommend approval of any development that, when added to existing traffic levels, will result in the deterioration of traffic conditions on any such street below Level of Service "C" (ADT).

Staff determined the classification of the three most affected City streets, under the definitions provided in Section 26-54 of the City Code:

Street	Right of Way	Classification	Sidewalks	Max. LOS "C" (ADT)
Stonybrook Drive	80' north of Stonehaven, 60' south	Major Drive	Both sides	5,190
Superior Lane	60'	Major Drive	Both sides	5,190
Sage Lane	60'	Primary Street	Both sides	3,520

In their Traffic Impact Analysis (TIA), the applicant's traffic consultant, Lenhart Traffic Consulting, Inc., converted the sum of their individual peak hour traffic counts at each intersection to ADT, using an industry-accepted method (known as a "k factor" multiplier), and then averaged the AM and PM peak hour values to obtain an average ADT. The results of this operation are shown below:

Street	LOS "C" (ADT)	Average ADT	Pass/Fail?
Stonybrook Drive	5,190	4,758	Pass
Superior Lane	5,190	4,071	Pass
Sage Lane	3,520	138	Pass

The City Code states that the Level of Service related to a development proposal is the sum of the existing ADT and the additional traffic from the proposed development. Exhibit 8 in the Lenhart TIA identifies the final LOS figure which is comprised of computed existing ADT and traffic generated by the proposed development. The conclusion of the Lenhart TIA is that the proposed development would not meet the City's standard for Superior Lane. This information is displayed in the table below:

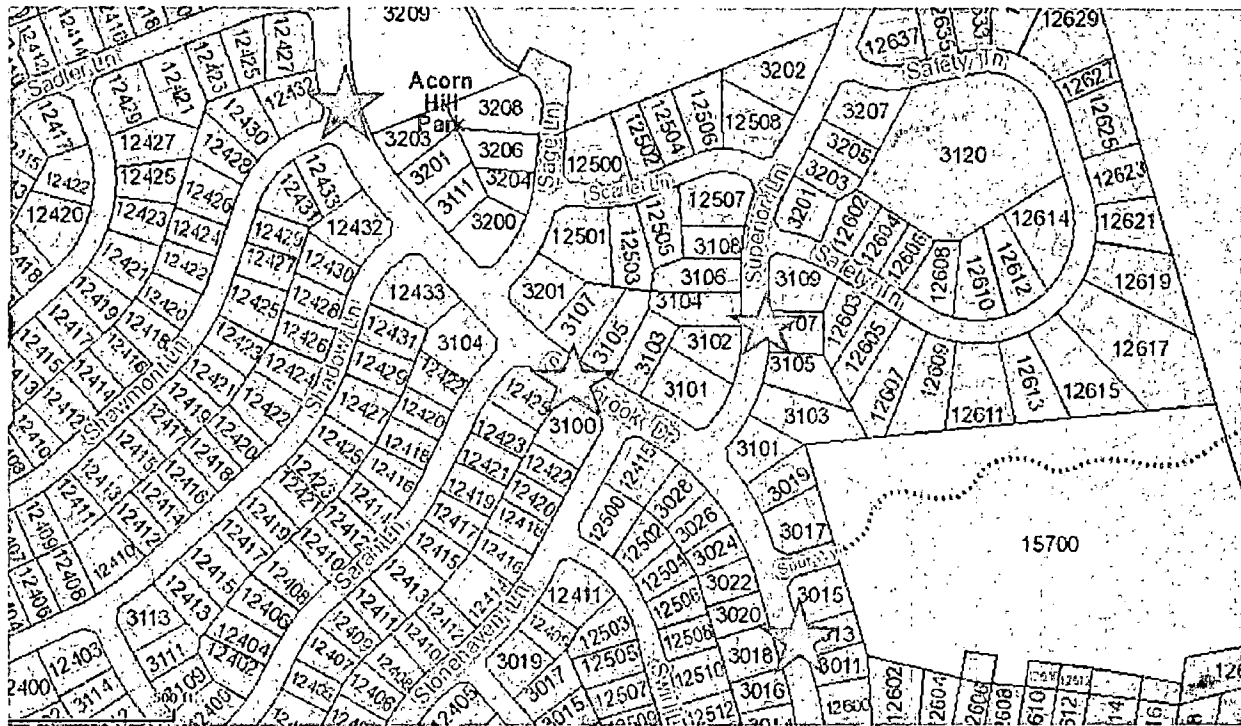
Street	LOS "C" (ADT)	Final ADT	Pass/Fail?
Stonybrook Drive	5,190	4,981	Pass
Superior Lane	5,190	5,685	Fail
Sage Lane	3,520	1,144	Pass

At the June 20, 2016 City Council meeting, resident Jim Mattson submitted a traffic report he personally prepared analyzing traffic volumes on Stonybrook Drive and Superior Lane. The information was compiled using video technology. The results of the Mr. Mattson's study are shown below for the two full days on which vehicles were counted.

Street	LOS "C" (ADT)	Observed ADT	Pass/Fail?
Superior Lane 5/10	5,190	6,246	Fail
Superior Lane 5/17	5,190	6,528	Fail

In September, the City's Public Works Department took 24-hour traffic counts at several locations on Stonybrook Drive and Superior Lane over the course of several weeks. The counts were taken at the locations and dates shown on the map and in the table below.

Bowie Marketplace Residential BAPB Staff Report (Docket #16-02)



City Traffic Counts – September 2016

Street	LOS "C" (ADT)	Observed ADT	Pass/Fail?
3018 Stonybrook 9/7	5,190	8,131	Fail
3018 Stonybrook 9/8	5,190	8,156	Fail
3018 Stonybrook 9/14	5,190	7,413	Fail
3018 Stonybrook 9/15	5,190	7,273	Fail
3014 Superior Lane 9/7	5,190	6,084	Fail
3014 Superior Lane 9/8	5,190	6,101	Fail
3014 Superior Lane 9/14	5,190	5,979	Fail
3014 Superior Lane 9/15	5,190	5,958	Fail
3209 Stonybrook 9/21	5,190	3,853	Pass
3209 Stonybrook 9/22	5,190	3,843	Pass
3209 Stonybrook 9/28	5,190	3,597	Pass
3209 Stonybrook 9/29	5,190	1,894	Pass
3105 Stonybrook 9/21	5,190	3,731	Pass
3105 Stonybrook 9/22	5,190	3,731	Pass
3105 Stonybrook 9/28	5,190	3,499	Pass
3105 Stonybrook 9/29	5,190	3,561	Pass

The results of the City's traffic counts show that existing traffic volumes consistently exceed the City's LOS Standard at 3018 Stonybrook Drive and 3014 Superior Lane for the four days studied at each location. At staff's request, Lenhart Consulting was asked to add site-generated trips to the locations where the City collected traffic data, to produce a final ADT volume scenario. The results are shown in Attachment #11 and summarized in the table below.



Location	Max ADT	Base ADT	Plus Retail	Plus MF	Total ADT	Pass/Fail?
A. 3209 Stonybrook	5,190	3,296	495	467	4,258	Pass
B. 3105 Stonybrook	5,190	3,630	495	374	4,499	Pass
C. 3014 Superior	5,190	6,030	495	0	6,525	Fail
D. 3018 Stonybrook	5,190	7,743	990	374	9,107	Fail

Additional comments from Mr. Lenhart, referencing the Exhibits in Attachment #11, were received in an October 7<sup>th</sup> email quoted below. *Please note that the figures cited in italics are revised figures inserted by City staff that correspond to 288 multi-family units in place of the 300 multi-family units used in the original traffic study and email:*

“The exhibits show the following:

- Exhibit 1 is the existing ADT at the four locations counted by the City in September 2016.
  - The two locations on Stonybrook Drive (A & B) between MD 450 and Superior Lane both pass the City Code. The other two locations (C & D) exceed the ADT threshold of 5,190.
- Exhibit 2 is the trip generation worksheet obtained from the approved TIA.
  - I’ve highlighted in yellow the fact that the vested pre-existing 250 KSF shopping center would generate 7,392 trips per day.
  - The current proposal of 135 KSF retail and 300 MF units would generate 6,894 [6,821] trips per day.
  - This current proposal generates 498 [571] trips FEWER than the vested condition.
- Appendix A shows the calculation of the future ADT’s with the 135 KSF of retail and 300 [288] MF units.
  - A-1 shows the increase in ADT’s due to the 135 KSF retail.
  - A-2 shows the increase in ADT’s due to the proposed 300 [288] MF units (Note that the residential does not add any ADT to Superior Lane at Location C. This is because traffic to/from the south on Stonybrook Drive is expected to use Sage Lane).
  - A-3 shows the total ADT’s with the 135 KSF retail and proposed 300 [288] MF units.
- Appendix B shows the calculation of the future ADT’s with the 250 KSF of vested (pre-existing) retail.
  - A-1 shows the increase in ADT’s due to the 250 KSF retail.
  - A-2 shows the total ADT’s with the 250 KSF retail.

#### Summary of Findings:

1. Locations A and B pass the City Code.
2. Location C on Superior Lane just north of Stonybrook Drive exceeds the ADT threshold in the City Code. However, it is important to note that the proposed residential development has no impact on this section of road due to the layout of the site and the fact that the residential trips to/from the south on Stonybrook Drive are expected to use Sage Lane as the primary access.
3. Location D on Stonybrook Drive just south of Superior Lane exceeds the ADT threshold in the City Code. However, the proposed residential units only add 388 [374] trips per day to this road. Furthermore, it is important to reiterate that the Bowie Marketplace property was previously developed with a 250 KSF retail center. It is standard and accepted practice in Prince George’s County that this pre-existing condition is a vested and entitled property right, including the trips associated with this use. When comparing the vested condition (250 KSF retail) to the

proposed condition (135 KSF retail + 300 [288] MF units), the ADT on Superior Lane and Stonybrook Drive (to the south), the ADT's at these locations are LESS under the proposed condition than they would be in the vested condition."

Section 26-56 of the City Code states that the City's Planning Department shall not approve or recommend approval of any development that, when added to existing traffic levels, will result in the deterioration of traffic conditions on any such street below Level of Service "C" (ADT). The final results of the City's Service Volume Threshold analysis for the Marketplace residential proposal show that the City's standards are exceeded at 3018 Stonybrook Drive and 3014 Superior Lane. For this reason, the Planning Department cannot recommend approval of any of the applications included in this staff report.

## **B. Required Findings for Conceptual Site Plan Approval**

Although the C-S-C zone does not require a specific development plan to be submitted at this stage, the Development Agreement between the applicant and the City sets forth a requirement for approval of a CSP by the City prior to submission of any plans to Prince George's County. Section 27-274 of the Zoning Ordinance sets forth site plan standards for development in Prince George's County (see Attachment #12). Section 27-276 of the Zoning Ordinance sets forth the required findings for CSP approval:

### **(b) Required findings.**

(1) The Planning Board may approve a Conceptual Site Plan if it finds that the Plan represents a most reasonable alternative for satisfying the site design guidelines without requiring unreasonable costs and without detracting substantially from the utility of the proposed development for its intended use. If it cannot make this finding, the Planning Board may disapprove the Plan.

The purposes of CSPs identified in the Zoning Ordinance are repeated below.

### **Sec. 27-272. Purpose of Conceptual Site Plans.**

#### **(a) Examples.**

- (1) There is often a need for approval of a very general concept for developing a parcel of land before subdivision plans or final engineering designs are begun. Such cases include:
- (A) Planned employment parks;
  - (B) Planned mixed-use developments;
  - (C) Recreational Community Developments;
  - (D) Large single-use developments;
  - (E) Development which is potentially incompatible with land uses surrounding properties; and
  - (F) Developments involving environmentally sensitive land, or land that contains important natural features that are particularly worthy of attention.

#### **(b) General purposes.**

- (1) The general purposes of Conceptual Site Plans are:
- (A) To provide for development in accordance with the principles for the orderly, planned, efficient, and economical development contained in the General Plan, Master Plan or other approved plan;

- (B) To help fulfill the purposes of the zone in which the land is located;
  - (C) To provide for development in accordance with the site design guidelines established in this Division; and
  - (D) To provide approval procedures that are easy to understand and consistent for all types of Conceptual Site Plans.
- (c) **Specific purposes.**
- (1) The specific purposes of Conceptual Site Plans are:
    - (A) To explain the relationships among proposed uses on the subject site, and between the uses on the site and adjacent uses;
    - (B) To illustrate approximate locations where buildings, parking lots, streets, green areas, and other similar physical features may be placed in the final design for the site;
    - (C) To illustrate general grading, woodland conservation areas, preservation of sensitive environmental features, planting, sediment control, and storm water management concepts to be employed in any final design for the site; and
    - (D) To describe, generally, the recreational facilities, architectural form of buildings, and street furniture (such as lamps, signs, and benches) to be used on the final plan.

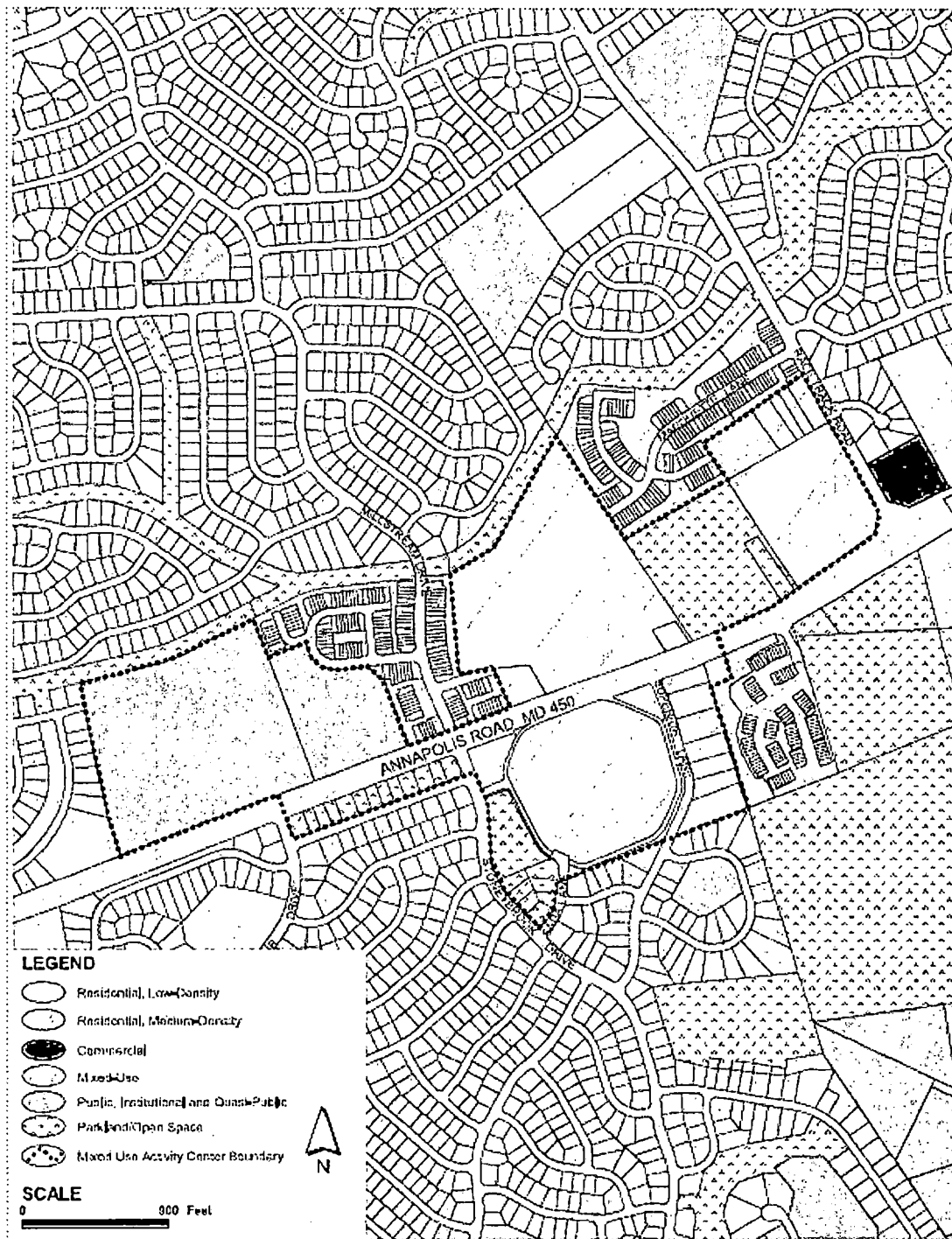
The applicant submitted a Statement of Justification for the CSP (please refer to Attachment #2).

The City's planning staff conducted an analysis of the proposed residential density at Bowie Marketplace, including a thorough review of the 2006 Bowie and Vicinity Area Master Plan, the current County General Plan (*Plan Prince George's 2035*), the Prince George's County Zoning Ordinance and the City Council's Development Review Policies and Guidelines. In addition, it should be noted that the 2015 Zoning Ordinance text amendment contained no minimum or maximum density requirements when it permitted multi-family residential in the C-S-C zone. However, in asking the City Council to support the text amendment, Berman Enterprises indicated the amendment's purpose was to develop the site in accordance with the Area Master Plan's recommendation for medium density residential use.

Map 3 of the 2006 Bowie and Vicinity Master Plan, which shows the boundaries of Bowie Maintstreet, is reproduced on the next page. Within the Master Plan text, on page 22, mixed-use redevelopment with medium density residential is recommended for Bowie Maintstreet. Policy 1, Strategy 1 of the Area Master Plan recommended development in the Local Activity Center (L-A-C) zone or a suitable mixed use zone (see Attachment #13).

### Bowie Main Street—Land Use

### Map 3



There are several existing examples of medium density in the vicinity of the subject property. The existing townhouse communities of Belair Town, Belair Town II and Bowie Forest within Bowie Mainstreet are examples of medium density, at approximately eight dwelling units per acre. Another way to define medium density is to examine the maximum permitted densities in comparable zoning districts. The maximum density level identified in the Appendix of the Master Plan for the L-A-C zone is 20 dwelling units per gross residential acre. This assumes a base residential density of ten dwelling units per acre, with an allowance of incremental increases based on provision of certain public benefit features, up to a maximum of 20 dwelling units per acre. In addition, the R-18 (Residential Medium Density) Zone is identified with a maximum density of 20 dwelling units per acre. Further, the County General Plan, *Plan Prince George's 2035*, identifies Medium Density as a maximum of 20 dwelling units per acre.

The proposed multi-family development on five acres of the 10.54-acre Parcel X-12 has a density of 57 dwelling units per acre, which is considered High Density, since all of the 20 acres comprising the Bowie Marketplace site cannot be used to calculate density, unless the zoning is changed to a mixed-use zone. Under an L-A-C rezoning, the five-acre residential use area within Parcel X-12 would yield a maximum of 100 dwelling units.

One mixed use zoning district that has been regularly used to implement master plan recommendations for mixed-use development is the M-X-T (Mixed Use Transportation Oriented) zone. A CSP in the M-X-T zone would impose regulations relating to density for a specific property rezoned to the M-X-T zone. The Zoning Ordinance explicitly states that these regulations are intended to implement the recommendations for mixed-use development within a master plan. However, since no rezoning application was ever submitted, the regulations of the M-X-T zone cannot be used as a reference point for residential density levels at the Marketplace site. Furthermore, for the reasons described below, the planning staff believe the proposed project density is inconsistent with City and County planning policies.

The City Council's Development Review Policies and Guidelines document includes a specific policy for Bowie Mainstreet. The policy is focused on design and amenity recommendations, but does not deal with residential density. However, it is instructive to review the City Council's May 10, 2005 testimony on the Preliminary Bowie and Vicinity Area Master Plan, in which the City Council supported mixed use development at Bowie Mainstreet and only low to moderate density at existing centers:

12. **The boundaries of the Bowie Mainstreet Activity Center and the Bowie Regional Center should be expanded to include additional properties (see Attachment #1). The 10-minute walking distance criterion should not be used in establishing the boundaries of the Bowie Regional Center.** The boundaries of the Bowie Mainstreet mixed-use activity center should be expanded to include the civic uses on MD 450 (Bowie High School, Bowie Center for the Performing Arts, the public library and racquet club), the Bowie Community Center, the Levitt model homes on Sussex Lane, the adjacent townhouse communities on Millstream Drive, Marquette Lane and Scarlet Oak Terrace and the funeral home and church located east of Race Track Road.

The City further recommends addition of the DDOZ technique as part of the policy encouraging a mixture of uses at the three shopping centers, as well as the commercial use area along Superior Lane. These areas should be designated as the "core" of the Bowie Mainstreet mixed-use activity center. The three "core" properties should be designated as preferred sites for small-lot, affordable residential development.

14. **The mixed-use policy of this Plan should be defined more narrowly. New mixed use activity centers are not supported at the Chesley/Gibraltar Property, the Northpeak Property and the Hall Road Property.** The specific policies for the Developing Tier in this Plan reflect the 2002 General Plan's preference for mixed-use development. The City Council is concerned that the proposed Plan appears to be encouraging *high-density*, mixed-use development throughout the Developing Tier, rather than in Centers and Corridors only, as recommended in the 2002 General Plan. The greater emphasis, following the General Plan, should be on the concentration of higher-density and mixed-use development within the Regional Center (and the future Community Center) while encouraging only low- and moderate-density development and revitalization of *existing centers* in the Developing Tier. Mixed-use development, especially at higher residential densities, is therefore not appropriate throughout the Developing Tier portion of the planning area. The City recommends rewording of Policy #1 on page 18 to encourage *moderate-density* and mixed-use development only at existing activity centers. Based on this conclusion, it would be inappropriate to designate a new activity center on the Chesley/Gibraltar property.

One other fundamental and longstanding City Council policy concerning the distribution of densities within the planning area is included in the Bowie Regional Center part of the Development Pattern Element within the City's Development Review Policies and Guidelines document:

4. Development should occur in a pattern where the highest densities and most intense commercial uses within the planning area are concentrated in the vicinity of Bowie New Town Center. The overall Town Center area should contain a range of uses, with a high quality pedestrian experience that incorporates existing natural features and parks as design features.

The overall approved densities of the major mixed-use developments in and adjacent to the City are noted below for comparison:

Development Project	Units	Acres	DU/AC
Bowie New Town Center	1,365	274	4.98
Covington/Pin Oak Village	1,673	227	7.37
Fairwood	1,799	1,104	1.63
Karington (proposed)	1,259	362	3.48
Melford Village	2,500	466	5.36

At 57 dwelling units per acre, the amount of residential development at Bowie Marketplace does not conform to the City Council's Development Pattern policy because it would introduce densities substantially higher than those approved in the Bowie Town Center vicinity. Even if the project density were spread across the entire 20-acre Marketplace site, the result (14.4 dwelling units per acre) would not conform to the City Council's Development Pattern policy.

Similarly, in the Prince George's County General Plan, *Plan Prince George's 2035*, one "Local Center" is identified in the Bowie area on the Growth Policy Map (i.e., the Bowie Town Center). The *Plan 2035* Classification System includes characteristics and guidelines for the different types of centers. The Average Net Housing Density for New Development in the Bowie Center is given as 10-60 dwelling units per acre. The current residential proposal at Bowie Marketplace is 57 dwelling units per acre on a

five-acre residential use area within Parcel X-12. This proposed density in the MD 450 corridor is inconsistent with the Classification System for centers and the Growth Policy Map found in *Plan Prince George's 2035*.

The applicant discusses project density in the Statement of Justification for Preliminary Plan #4-16028. This information is relevant to the CSP review and is repeated below.

**A. Section 24-121 - Planning and Design Requirements:**

1. The Preliminary Plan of Subdivision (“PPS”) has been designed and prepared in accordance with all pertinent requirements in this section. With the approval of a Departure of Parking and Loading Spaces, the PPS will conform to all requirements in the Zoning Ordinance and the Subdivision Ordinance that are applicable to the property, including the Bowie and Vicinity Master Plan and Sectional Map Amendment. Marketplace is seeking to proceed forward as the first property within Bowie Main Street area which is “masterplanned” for mixed use development. If one applies a Euclidian zoning analysis to the Bowie Main Street properties, approximately 720 DUs would be constructed under the R-18 zoning assuming half of the Main Street acreage was developed as residential or approximately 800 DUs under the Plan 2035 allowance of 20 DUs per acre. Marketplace is proposing that slightly over one-third of the residential density go on its property and this leaves well over 400 additional DUs left to be developed within the Main Street Activity Center. The proposed Marketplace development proposal is for 135,000 square feet of commercial retail, dining and entertainment uses along with approximately 288 dwelling units. The entirety of the development will be on the existing marketplace property which encompasses approximately 20 acres.
2. Viewed in the context of mixed use, the proposal is essentially “horizontal mixed use” because the proximity of the existing single family residential makes “vertical mixed use” very incompatible. The County Zoning Ordinance (Section 27-545) provides “Bonus incentives” that allow for greater densities up to a FAR 8.0 for certain inclusions—including “uses”. The inclusion of a “residential use” provides for additional gross floor area equal to a 1.0 FAR when twenty or more dwelling units are provided. The applicable FAR for the Marketplace property—as a result of proposing more than 20 DUs—is 1.4 or 1,219,680 square feet. This would leave 1,084,680 square feet of residential uses. Even contemplating average sized units (i.e. 1250 square feet) which would be well above what is reasonable for this market, the applicable FAR would allow for a density more than triple (867 DUs) the 288 DUs being proposed for the Marketplace property. In this context, the proposed development has to be considered “medium or less” in reference to density.

Staff does not agree with the above rationale and notes that there are many errors contained in the Statement of Justification. First, the Marketplace project is not the first project within Bowie Mainstreet to go forward with the Master Plan recommendations for mixed-use. An application for rezoning to the M-X-T zone was submitted by the owner of Hilltop Shopping Center in 2009 and is still pending. That application originally proposed 49 multi-family dwelling units on approximately five acres, but was later revised to a total of 75 multi-family units. Second, under the Zoning Ordinance, land use determinations regarding density are dependent on the acreage of the subject property and how much land area is devoted to a particular use. Considering the theoretical residential potential of the entire Bowie Mainstreet area, in aggregate, is not a valid approach to determining density. Third, Section 27-545 of the Zoning Ordinance pertains to the M-X-T zone; the subject property has not been rezoned to the M-X-T zone. Therefore, the regulations for that zone do not apply here.

Because the proposed residential development at Bowie Marketplace does not comply with the 2006 Bowie and Vicinity Master Plan's recommendations for medium density or the City Council's longstanding policy of maintaining the highest densities within the Town Center (i.e. Bowie New Town Center, Covington/Pin Oak Village and Melford Village), the planning staff does not support the current request. A reduction in number of dwelling units to achieve an overall density below that found in the Bowie Town Center vicinity (4.98 dwelling units per acre gross project density) may be approvable.

In terms of fiscal impact, development of a 288-unit apartment building would generate revenue to the City from annual real estate taxes and a one-time collection of the City's share in the County's Public Safety surcharge. The Surcharge amount to be paid to the City is \$531,288. Annual property tax revenue is estimated based on the closest comparable project (286 multi-family apartment units at The Bowen, formerly Harmony Place, on Health Center Drive). The current assessed value of The Bowen is \$51,615,800, resulting in an annual City Property Tax of \$206,463. The services the City provides to rental apartment communities are minimal. The most significant City service applicable to commercial apartment complexes is police service.

The applicant's Statement of Justification (please refer to Attachment #2) discusses the requirements for both CSPs and DSPs. Other than a brief discussion of Design Features, most of the items required to be addressed have been deferred to the Detailed Site Plan review. Staff believes the following site plan standards of Section 27-274 of the County Zoning Ordinance must be addressed before any CSP is approved:

- *Circulation patterns should be designed so that vehicular traffic may flow freely through the parking lot without encouraging higher speeds than can be safely accommodated. Section 27-274 (a)(2)(C)(iii).* **Staff Comment:** Staff is concerned about traffic speeds along the Sage Lane access as vehicles enter and exit the site. According to the TIA, Sage Lane is the primary access road into the apartment complex's parking garage. Traffic entering the site will travel through a congested area at the off-set, three-way intersection in front of the proposed Chaney Auto tenant space. The apartment building's loading space (which is not identified on the CSP) is also located in the same area as the Chaney Auto use. The applicant should identify what efforts will be made to slow traffic speeds. At a minimum, a three-way stop sign control at the above intersection is recommended.
- *Internal signs such as directional arrows, lane markings, and other roadway commands should be used to facilitate safe driving through the parking lot. Section 27-274 (a)(2)(C)(v).* **Staff Comment:** The CSP does not include any information regarding these items.
- *Pedestrian access should be provided into the site and through parking lots to the major destinations on the site. Pedestrian and vehicular circulation routes should generally be separated and clearly marked. Crosswalks for pedestrians that span vehicular lanes should be identified by the use of signs, stripes on the pavement, change of paving material, or similar techniques. Section 27-274 (a)(2)(C)(viii)-(x).* **Staff Comment:** Although two crosswalks are shown on the DSP connecting the entrance to the multi-family building to the existing retail uses, crosswalks spanning the travel aisles at this location and other locations, should be shown on the CSP. In addition, a safe connection to the Bowie Community Center sidewalk should be provided.
- *The pattern of light pooling should be directed on-site. Section 27-274 (a)(3)(A)(iii).* **Staff Comment:** The impact of site lighting on adjacent properties was identified as an issue at the Stakeholders Meeting. The CSP does not contain any information regarding site lighting.
- *Green area designed for the use and enjoyment of pedestrians should be visible and accessible, and the location of seating should be protected from excessive sun, shade, wind and noise. Section 27-274 (a)(5)(iv).* **Staff Comment:** Benches should be provided near the building entrance and at several locations along the sidewalk that wraps the perimeter of the proposed building.



- *Service areas should be located away from primary roads, when possible. Section 27-274 (a)(8)(A)(i).* **Staff Comment:** The layout of the proposed building and access driveways introduces a conflict with service areas of the existing retail development. While the access drive between the retail and apartment building is not a public road, it is the primary access for the 288 dwelling units and also serves as the access route to the retail buildings' service areas. In addition, the access drive serves the purpose of a loop road around the rear of the shopping center. Staff believes all of the conflicting functions of this access route create a problematic situation and, as such, the CSP does not meet this site design guideline, as submitted.
- *A public space system should be provided to enhance a large-scale commercial, mixed-use, or multi-family development. To fulfill this guideline, the following guidelines should be observed: Buildings should be organized and designed to create public spaces such as plazas, courtyards, pedestrian malls, or other defined spaces....Public spaces should generally incorporate sitting areas, landscaping, access to the sun, and protection from the wind...Pedestrian pathways should be provided to connect major uses and public spaces within the development and should be scaled for anticipated circulation. Section 27-274 (a)(9)(A)(i), (iii), and (v).* **Staff Comment:** Sitting areas and pavement-treated crosswalks linking the apartment development to the existing retail plaza area should be shown on the CSP. The entire pavement width at this location, as well as at the three-way intersection near Chaney Auto, should be treated with a different paving pattern/material.
- *When architectural considerations are referenced for review, the Conceptual Site Plan should include a statement as to how the architecture of the buildings will provide a variety of building forms, with a unified harmonious use of materials and styles. Section 27-274 (a)(10)(A).* **Staff Comment:** While architectural elevations were provided with the DSP, the required design statement has not been provided. The Design Features paragraph in the Statement of Justification does not provide any explanation of the architectural concept.

In conclusion, Section 26-56 of the City Code states that the City's Planning Department shall not approve or recommend approval of any development that, when added to existing traffic levels, will result in the deterioration of traffic conditions on any such street below Level of Service "C" (ADT). The final results of the City's Service Volume Threshold analysis for the Marketplace residential proposal show that the City's standards are exceeded at 3018 Stonybrook Drive and 3014 Superior Lane. For this reason, the Planning Department cannot recommend approval of the Conceptual Site Plan.

In addition, because the proposed CSP does not conform to the Master Plan's recommendations for medium density, staff finds that the proposal does not satisfy all of the purposes of CSPs. The CSP design guidelines state that the Plan should promote the purposes of CSPs, one purpose of which is to provide for development in accordance with the principles for the orderly, planned, efficient, and economical development contained in the General Plan, Master Plan or other approved plan *Section 27-272 (b)(1)(A)*. This CSP does not promote the principles of the Master Plan because it proposes a residential land use that does not conform to the Master Plan recommendations for medium density, does not create a safe, attractive streetscape, reduce traffic conflicts, provide multi-modal options or enhance pedestrian connectivity (*see Master Plan pages 22-23*). In addition, the proposed CSP does not ensure that buildings are appropriately sized for the site, conform to the proposed land use density and support the character envisioned for the area. Nor does the proposed CSP ensure that the apartment building will not adversely impact the character of existing residential neighborhoods. The proposed CSP does not provide 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 (*see Master Plan pages 24-25*). Also, there are questions that remain unanswered about the ability of the CSP to conform to the Zoning Ordinance's site design standards. Therefore, staff finds that the proposed CSP does not represent a reasonable alternative for satisfying the site design guidelines of the Zoning Ordinance.

As stated earlier, the Development Agreement requires a minimum 20% senior age-restricted units in any residential development. No information has been provided to identify these units or ensure they are included in the proposed project.

Although the Development Agreement indicates the City's support for residential land use, for all of the above reasons, staff recommends DISAPPROVAL of the CSP.

### **C. Required Findings for Preliminary Subdivision Plan Approval**

The Preliminary Subdivision Plan for the site seeks to obtain adequate public facilities approval in order to construct a 4-5 story, 365,000 square foot multi-family building comprised of 288 apartment units. Pursuant to Subtitle 24 (Subdivisions), a Preliminary Subdivision Plan may be approved if the Planning Board finds, among other requirements, that:

- adequate public facilities exist or are programmed for the area within which the subdivision is located; and,
- the subdivision is designed in accordance with the provisions for woodland conservation and tree preservation.

The Subdivision Regulations also state that the submission of a stormwater management concept plan may be required prior to approval of the preliminary plan.

The applicant submitted a Statement of Justification for the Preliminary Plan (please refer to Attachment #3).

#### **1. Adequate Public Facilities (APF)**

##### **a. Water and Sewerage Facilities**

The subject site is in Water Category W-3 and Sewer Category S-3, meaning that public water and sewer exist to the site.

**COMMENT: This criterion is satisfied.**

##### **b. Police Facilities**

Since the subject site is located within the City, the Bowie Police Department will provide service to this property/use.

**COMMENT: Since police service will be provided by the City's Police Department, this criterion is satisfied.**

**Prince George's County collects a Public Safety Surcharge at the time of building permit review. The Surcharge is \$7,379 per dwelling unit, or a total of \$2,125,152 for this project. Because the City has its own Police Department, it is entitled to a 25% share of the Surcharge funds collected, or \$531,288 for public safety.**

##### **c. Fire and Rescue Facilities**

The site of this subdivision is across the street from Bowie Station #39, which is within the maximum 7-minute travel time for all four first due

emergency response units (engine, ladder truck, ambulance and paramedic).

**COMMENT:** Since all four first due emergency response services are within the travel time standards, this criterion is satisfied.

**d. School Facilities**

**COMMENT:** The County's School Facility Adequacy Test is calculated on the basis of the school cluster in which the proposed development site is located. The Bowie area is included in School Cluster 4 (see chart below).

Table 26: Cluster Area 4			
BOWIE HIGH SCHOOL CLUSTER	CHARLES FLOWERS HIGH SCHOOL CLUSTER	DOCTOR HENRY A. WISE, JR. HIGH SCHOOL CLUSTER	LARGO HIGH SCHOOL CLUSTER
<b>HIGH SCHOOL</b>			
Bowie High	Charles Flowers High	Doctor Henry A. Wise, Jr. High	Largo High
<b>MIDDLE SCHOOLS</b>			
Benjamin Tasker Middle	Ernest Everett Just Middle	James Madison Middle	Kettering Middle School
Samuel Ogle Middle	Kenmoor Middle		
<b>ELEMENTARY SCHOOLS</b>			
High Bridge Elementary	Ardmore Elementary	Barack Obama Elementary	Arrowhead Elementary
Kenilworth Elementary	Kingsford Elementary	Francis T. Evans Elementary	Kettering Elementary
Northview Elementary	Lake Arbor Elementary	Longfield Elementary	Perrywood Elementary
Pointer Ridge Elementary	Judge Sylvania Woods, Sr. Elementary	Melwood Elementary	Phyllis E. Elementary
Rockledge Elementary	Kenmoor Elementary	North Forestville Elementary	
Tulip Grove Elementary	William Paca Elementary	Patuxent Elementary	
Whitehall Elementary		Princeton Elementary	
Yorktown Elementary		Skyline Elementary	
<b>ACADEMY (K-8)</b>			

Source: PGCP5 and Prince George's County Planning Department, April 2014.

Combining enrollment data for each school from September 2015 and current pupil yield factors for the proposed 288 multi-family dwelling units, staff determined the following, for just the Bowie portion of School Cluster 4:

	<u>% of Capacity</u>
Elementary	84%
Middle	84%
High School	87%

The utilization rates for the entire School Cluster are: Elementary (82%); Middle (81%); and High School (85%). Therefore, this criterion is satisfied.

At the time of building permit review, the applicant will have to pay the School Facilities Surcharge of \$15,628 per dwelling unit. However, under the Development Agreement, the applicant must provide a minimum of 20% senior age-restricted units, which do not pay the School Facilities Surcharge. For a development of 288 units, the Surcharge would not apply to 57 senior units (20%), leaving 231

units for which the Surcharge would have to be paid. The amount of money due to the County for the 231 dwelling units is \$3,610,068.

e. **Traffic Impacts**

As part of the Preliminary Subdivision Plan application, the applicant submitted a Traffic Impact Analysis (TIA), dated March 12, 2016, which reviewed existing traffic conditions, background traffic conditions and total future traffic conditions when the site is anticipated to be fully developed. The TIA concluded that all of the signalized study intersections operate within the Critical Lane Volume (CLV) threshold of 1,450 in the existing, background and total traffic conditions. The unsignalized intersections will all operate with less than 50 seconds of minor street delay, with the exception of the Stonybrook Drive/Superior Lane intersection, which will slightly exceed the 50 seconds of delay threshold on the Superior Lane leg of the intersection in the evening peak hour, with or without the redevelopment. A more detailed analysis of that location was conducted using M-NCPPC's three step unsignalized intersection analysis. The result of the study is that the intersection will operate with a CLV of 1,060 which is within the allowable CLV threshold of 1,150. The TIA recommends a trip cap, and the consultant suggests a cap of 243 AM and 533 PM trips, which corresponds to the 100,500 square feet of retail space and 288 proposed residential units on Parcel X-12.

**COMMENT:** The TIA was prepared in accordance with the County Planning Board's Guidelines and concludes that transportation facilities are adequate to serve the proposed development. Therefore, this County criterion has been satisfied. However, Section 26-56 of the City Code states that the City's Planning Department shall not approve or recommend approval of any development that, when added to existing traffic levels, will result in the deterioration of traffic conditions on any such street below Level of Service "C" (ADT). The final results of the City's Service Volume Threshold analysis for the Marketplace residential proposal show that the City's standards are exceeded at 3018 Stonybrook Drive and 3014 Superior Lane. For this reason, the Planning Department cannot recommend approval of Preliminary Plan #4-16028. However, in the event a recommendation of approval of the Preliminary Plan application is made by either the Advisory Planning Board or City Council, staff recommends a condition establishing a trip cap of 243 AM peak hour trips and 533 PM peak hour trips for the residential development.

2. **Stormwater Management Concept Plan**

A Stormwater Management (SWM) Concept Plan has been submitted to the City's engineering consultant. This plan proposes to manage stormwater using a system of on-site micro bio-retention facilities.

**COMMENT:** The Stormwater Management Concept Plan is currently being reviewed by the City's engineering consultant, since the area of site development is within the corporate limits of the City. All of the micro bio-retention facilities are proposed to be planted with several varieties of native shade trees, evergreen trees,

shrubs, ornamental grasses and perennials. Upon approval of the SWM Concept Plan, this criterion will be met.

**3. Woodland Conservation Plan**

Because the site is part of a redevelopment, the application is exempt from filing a Woodland Conservation Plan.

**COMMENT: This criterion is not applicable.**

**4. Conformance with Area Master Plan**

The subject property was retained in the C-S-C zone by the 2006 Bowie and Vicinity Area Master Plan and Sectional Map Amendment. The Master Plan identified the site as part of the "Bowie Mainstreet" Mixed Use Activity Center, which includes a mixture of residential and commercial development. The site is recommended for redevelopment in the L-A-C (Local Activity Center) zone or other similar mixed-use zone. The property was not rezoned; however, a Zoning Ordinance Text Amendment (CB-60-2015) was approved in 2015, allowing multi-family dwelling units as a permitted use in the C-S-C zone, subject to approval of a Detailed Site Plan. The text amendment did not establish any density minimum or maximum.

Conformance with the Master Plan is required for all Preliminary Plans of subdivision, per Section 24-121:

Sec. 24-121. - Planning and design requirements.

(5) The preliminary plan and final plat shall conform to the area master plan, including maps and text, unless the Planning Board finds that events have occurred to render the relevant plan recommendations no longer appropriate or the District Council has not imposed the recommended zoning.

Notwithstanding any other requirement of this Section, a proposed preliminary plan or final plat of subdivision may be designed to conform with the land use policy recommendations for centers, as approved within the current County general plan, unless the District Council has not imposed the recommended zoning.

**COMMENT: Two County level development applications are required for this proposal: a Preliminary Plan of subdivision for the purpose of determining Adequate Public Facilities and Master Plan conformance and a DSP required pursuant to CB-60-2015. It is important to note that there is no specific Master Plan conformity finding required for DSPs. The only approval criterion for DSPs is that the proposed use represents a reasonable alternative for satisfying the site design guidelines of the Zoning Ordinance. The Subdivision Regulations, however, state that a proposed Preliminary Plan must conform to the Area Master Plan, including maps and text, "unless the Planning Board finds that events have occurred to render the relevant plan recommendations no longer appropriate or the District Council has not imposed the recommended zoning."**

**In discussing the question of the Master Plan's density recommendations with City staff, the M-NCPPC staff concluded that, even though all**

**Preliminary Plans of subdivision must conform to the recommendations of the Area Master Plan, including the maps and text, the Bowie and Vicinity Master Plan's recommendations for density are moot because the District Council has not imposed the recommended zoning, nor has a rezoning application been filed for the property. The M-NCPPC staff view is that the Subdivision Regulations are written in a way that nullifies the density recommendations if a rezoning application was never submitted or because the District Council failed to rezone the land on its own.**

**However, the Master Plan also includes several development implementation strategies, unrelated to density, pertaining to Bowie Mainstreet, which include the following:**

- **Create multimodal trail connections linking civic and public spaces, nearby parkland, and adjacent residential neighborhoods.**
- **Coordinate with the appropriate agencies to establish a network of civic and public spaces such as plazas, pocket parks, and courtyards.**
- **Provide street crossings marked by special materials, curb bump-outs or other "safe crossing" measures at intersections.**
- **Encourage the highest quality of urban design through the application of design recommendations that: (a) Create a consistent build-to line that frames the streets and provides a comfortable sense of enclosure for pedestrians; (b) Provide streetscape amenities such as street trees, wide sidewalks accented with special paving materials, landscape buffer/planting strips between streets and sidewalks, pedestrian scaled lighting fixtures, and street furnishings such as benches, trash receptacles, and bike racks; (c) Ensure buildings are appropriately sized for the site and support the character envisioned for the area; (d) Use high-quality, durable and attractive materials with appropriate pedestrian-scaled architectural detailing in the design of all buildings....(f) Provide high-quality signage compatible with its use and purpose; (g) Explore the feasibility of establishing a public art program to provide fountains, statues, sculptures, sidewalk medallion insets, and other features to highlight the special nature of Main Street.**

**The Master Plan also includes the following policy and strategies regarding new development or redevelopment's proximity to existing residential neighborhoods:**

**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.

**Because the above policy and strategies are not specifically addressing density, they must be considered during the review of the Preliminary Plan of subdivision, under the Master Plan criterion. It may be very difficult for the developer to satisfactorily address the intent of these requirements with the amount of development proposed, since the five-acre site will be substantially encumbered by the multi-family building. Further reductions in building mass and density, as well as refinements in the design, might be necessary in order for Policy 4 to be met. In any event, a condition of Preliminary Plan of subdivision approval is necessary so that these policy concerns and Master Plan strategies can be examined in greater detail and a Master Plan conformity assessment completed during the subsequent review of a Detailed Site Plan.**

Although the Development Agreement indicates the City's support for residential land use, Section 26-56 of the City Code states that the City's Planning Department shall not approve or recommend approval of any development that, when added to existing traffic levels, will result in the deterioration of traffic conditions on any such street below Level of Service "C" (ADT). The final results of the City's Service Volume Threshold analysis for the Marketplace residential proposal show that the City's standards are exceeded at 3018 Stonybrook Drive and 3014 Superior Lane. For this reason, the Planning Department cannot recommend approval. Therefore, staff recommends DISAPPROVAL of Preliminary Plan #4-16028.

However, in the event a recommendation of approval of the Preliminary Plan application is made by either the Advisory Planning Board or City Council, staff recommends that two conditions be included to address traffic impacts and to ensure conformance with the Master Plan policies and strategies at DSP review:

1. Total development within the 20-acre Marketplace property shall be limited to uses within the C-S-C Zone that generate no more than 243 AM and 533 PM peak-hour vehicle trips. Any development with an impact beyond that identified herein above shall require a revision to the Preliminary Plan with a new determination of the adequacy of transportation facilities.
2. Prior to the approval of a DSP, the following shall be demonstrated:
  - (a) Multimodal trail connections linking civic and public spaces, nearby parkland, and adjacent residential neighborhoods.

- (b) A network of civic and public spaces such as plazas, pocket parks, and courtyards.
- (c) Street crossings marked by special materials, curb bump-outs or other “safe crossing” measures at intersections.
- (d) The highest quality of urban design through the application of design recommendations that:
  - (1) Create a consistent build-to line that frames the streets and provides a comfortable sense of enclosure for pedestrians;
  - (2) Provide streetscape amenities such as street trees, wide sidewalks accented with special paving materials, landscape buffer/planting strips between streets and sidewalks, pedestrian scaled lighting fixtures, and street furnishings such as benches, trash receptacles, and bike racks;
  - (3) Ensure buildings are appropriately sized for the site and support the character envisioned for the area;
  - (4) Use high-quality, durable and attractive materials with appropriate pedestrian-scaled architectural detailing in the design of all buildings;
  - (5) Provide high-quality signage compatible with its use and purpose;
  - (6) Explore the feasibility of establishing a public art program to provide fountains, statues, sculptures, sidewalk medallion insets, and other features to highlight the special nature of Main Street.
- (e) Development that will not adversely impact the character of existing neighborhoods.
- (f) A transition in building density and intensity from more intense uses located at the “core” of Bowie Mainstreet along MD 450 to less intense uses along the “edge” adjacent to residential neighborhoods.

#### **D. Required Findings for Detailed Site Plan Approval**

Approval of a DSP for multi-family apartments is required in the C-S-C zone, pursuant to CB-60-2015. The Development Agreement between the applicant and the City also sets forth a requirement for approval of a DSP by the City prior to submission of any plans to Prince George’s County.

Section 27-274 of the Zoning Ordinance sets forth site plan standards for development in Prince George’s County. Pursuant to Section 27-285 (b) of the Zoning Ordinance, the following required finding must be made to approve a DSP:

- “(1) The Planning Board may approve a Detailed Site Plan if it finds that the plan represents a reasonable alternative for satisfying the site design guidelines, without requiring unreasonable costs and without detracting substantially from the utility of the proposed development for its intended use. If it cannot make these findings, the Planning Board may disapprove the Plan.”

The purposes of DSPs identified in the Zoning Ordinance are repeated below.



**Sec. 27-281. Purpose of Detailed Site Plans.****(b) General purposes.**

(1) The general purposes of Detailed Site Plans are:

- (A) To provide for development in accordance with the principles for the orderly, planned, efficient and economical development contained in the General Plan, Master Plan, or other approved plan;
- (B) To help fulfill the purposes of the zone in which the land is located;
- (C) To provide for development in accordance with the site design guidelines established in this Division; and
- (D) To provide approval procedures that are easy to understand and consistent for all types of Detailed Site Plans.

Pursuant to Section 27-281(c)(1) of the Prince George's County Zoning Ordinance, the Specific Purposes of DSPs are:

- (A) To show the specific location and delineation of buildings and structures, parking facilities, streets, green areas, and other physical features and land uses proposed for the site;
- (B) To show specific grading, planting and sediment control, tree preservation, and storm water management features proposed for the site;
- (C) To locate and describe the specific recreation facilities proposed, architectural form of buildings, and street furniture (such as lamps, signs, and benches) proposed for the site; and
- (D) To describe any maintenance agreements, covenants, or construction contract documents that are necessary to assure that the Plan is implemented in accordance with the requirements of this Subtitle.

The DSP must also conform to any relevant conditions of Preliminary Plan approval. In the event a recommendation of approval of the Preliminary Plan application is made by either the Advisory Planning Board or City Council, a recommended City staff condition related to the Preliminary Plan of subdivision for Parcel X-12 (#4-16028) states the following:

2. Prior to the approval of a DSP, the following shall be demonstrated:
  - (a) Multimodal trail connections linking civic and public spaces, nearby parkland, and adjacent residential neighborhoods.
  - (b) A network of civic and public spaces such as plazas, pocket parks, and courtyards.
  - (c) Street crossings marked by special materials, curb bump-outs or other "safe crossing" measures at intersections.

- (d) The highest quality of urban design through the application of design recommendations that:
- (1) Create a consistent build-to line that frames the streets and provides a comfortable sense of enclosure for pedestrians;
  - (2) Provide streetscape amenities such as street trees, wide sidewalks accented with special paving materials, landscape buffer/planting strips between streets and sidewalks, pedestrian scaled lighting fixtures, and street furnishings such as benches, trash receptacles, and bike racks;
  - (3) Ensure buildings are appropriately sized for the site and support the character envisioned for the area;
  - (4) Use high-quality, durable and attractive materials with appropriate pedestrian-scaled architectural detailing in the design of all buildings;
  - (5) Provide high-quality signage compatible with its use and purpose;
  - (6) Explore the feasibility of establishing a public art program to provide fountains, statues, sculptures, sidewalk medallion insets, and other features to highlight the special nature of Main Street.
- (e) Development that will not adversely impact the character of existing neighborhoods.
- (f) A transition in building density and intensity from more intense uses located at the "core" of Bowie Mainstreet along MD 450 to less intense uses along the "edge" adjacent to residential neighborhoods.

Lastly, the DSP was reviewed for compatibility with the City's Development Review Guidelines and Policies. The applicant submitted a Statement of Justification for the DSP (please refer to Attachment #2).

### 1. Site and Building Data

The following are site and building data for the residential project:

Area of Site:	Approximately five of the 10.54 acres in Parcel X-12
Area of Building:	365,000 sq. ft. (residential gross area)
	9,200 sq. ft. (lobby amenity space)
	<u>1,300 sq. ft. (indoor amenity space)</u>
Total	375,500 sq. ft. (4-5 stories)

Building Height:	
Maximum Permitted:	N/A
Proposed:	54 feet

Building Setbacks:	
Proposed:	50 feet (from back of Harris Teeter store)
	41.5 feet (from southern property line)
	60 feet (from eastern property line)
	45 feet (from western property line)

**COMMENT:** The required rear yard setback (along the southern property line) is 43 ft. (A 25-foot setback is required, plus 1/3 of the height of the building, which is 54 ft., resulting in a required rear yard

setback of 43 ft.; 25 ft. + 18 ft. = 43 ft.) The proposed rear yard building setback is 41.5 ft. To comply with the 43-foot requirement, either a variance application should be filed, or the building should be shifted to comply with the requirement, or the height of the building should be reduced to not exceed 51 ft.

## 2. Parking, Loading and Circulation

### a. Parking (for the proposed residential use area on Parcel X-12, only)

Required: 674 total spaces  
 14 handicap spaces (2% of the required number of parking spaces)

Provided: 461 non-handicap spaces in the proposed parking garage  
 11 non-handicap surface spaces  
 14 handicap spaces in the parking garage (including 4 van accessible handicap spaces on the first level)  
1 handicap space in the parking lot

Total 491 parking spaces

**COMMENT:** While the number of handicap parking spaces proposed exceeds the requirement by one space, there is an overall deficit of 183 non-handicap parking spaces, which is the subject of a parking departure (BD-1-16) that accompanies this application and is reviewed and discussed in a separate report. (An additional 20 parking spaces exist at the northwestern corner of Parcel X-12 and an additional 33 parking spaces exist in the northeastern corner of Parcel X-12. However, these spaces are devoted to non-residential uses and are not intended to be used by residents of the proposed project.)

Pursuant to City policy, all handicap parking spaces should be painted blue in their entirety, in addition to the standard pavement-painted symbol and signage located at the head of each space. A note should be provided on the site plan reflecting this policy.

### b. Loading Spaces (for the proposed residential use area on Parcel X-12, only)

Required: 1 loading space (12 ft. width by 33 ft. length by 15 ft. height)

Provided: 1 loading space (19 ft. width by 43 ft. length by 9 ft. height)

**COMMENT:** The height of the loading space entrance should be provided on the both the DSP and the building elevation plan, and should be the minimum required height of 15 ft.

**c. Circulation and Access**

Vehicular access to/from the residential portion of the site is provided via five two-way driveways from MD Route 450, Superior Lane, Stonybrook Drive (two access points) and Sage Lane.

The driveway on the northern (front) side of the building serves as an internal roadway to accommodate future residents of the apartment building, shoppers and service vehicles for the commercial uses.

Sidewalk, with a width of five feet, is proposed along the eastern, western and northern elevations of the building.

A bicycle storage area, for approximately 60 bikes, is provided on the first level of the parking garage.

A 20-foot wide emergency access area is proposed behind the southern elevation of the building, and extends into the site from the Superior Lane parking lot/entrance for a distance of approximately 165 ft. from the driveway.

**COMMENT:** There appears to be a potential vehicle conflict point at the intersection of the western end of the internal driveway and Sage Lane extended (behind the future Chaney Automotive Center), as the result of no traffic controls at this three-way intersection and a blind spot for motorists traveling west and looking to the north. The applicant should develop a solution at this intersection that allows vehicles to safely travel through this area.

The various types of vehicles and traffic traveling on driveway on the northern side of the building result in different types of traffic at different times of the day and night, and potentially create conflicting travel movements and patterns. To enhance on-site vehicular circulation and safety, and to avoid motorist confusion in this area, the applicant should propose a solution that results in safe traffic control along the internal driveway between the stores and the future apartment building. It should be noted that the parking garage contains only one vehicular entry point, near the main entrance to the multi-family building opposite the retail plaza. A second, more direct vehicle access to the garage connecting from Sage Lane may alleviate some traffic issues and increase safety.

To enhance on-site walkability and to conform to the City's adopted Development Review Guidelines, the width of the sidewalk proposed along the eastern, western and northern elevations of the building should be increased to six feet.

To provide a missing link in the pedestrian system, a six-foot section of sidewalk should be constructed through the entry island,

behind the ground-mounted monument sign, connecting the east and west sides of the driveway.

To provide emergency access to a greater area along the southern elevation of the building, the proposed 20-foot wide emergency access lane should be extended to behind the swimming pool area, and a second access point should be provided behind the building from the west. Since no surface type for the emergency access area is proposed on the plan, it is recommended that these areas be constructed of grass pavers.

### 3. Landscape Plan

A Landscape Plan has been submitted as part of the DSP application.

**COMMENT:** The Landscape Plan proposes a variety of 31 shade, ornamental and evergreen trees, shrubs, perennial plants, grasses and groundcovers to be installed on the site, as well as within eight bio-retention areas proposed on the property. The Landscape Plan proposes two non-native/invasive species that should be removed from the plan: Heavenly Bamboo (*Nandina domestica* 'Compacta') and Dwarf Burning Bush (*Euonymus alatus* 'Compactus'). The Heavenly Bamboo should be replaced with Winterberry Holly (*Ilex verticillata*), and the Dwarf Burning Bush should be replaced with Henry's Garnet Virginia Sweetspire (*Itea virginica*).

The DSP has identified the need for Alternative Compliance (AC) from the required width of a bufferyard (Section 4.7-1 of the County's Landscape Manual) in two locations: (1) along the common property line with the community center (Buffer B), a buffer with a minimum width of 20 ft. is required; the width of the buffer ranges between 10 ft. and 20 ft.; and, (2) along the southern property line (Buffer C), a buffer with a minimum width of 21 ft. is required; the width of the buffer proposed in this area ranges between 14 ft. and 21 ft. An application for AC from Section of the County's Landscape Manual should be filed with Prince George's County, since that agency retains jurisdiction in this case.

The Statement of Justification submitted with the AC application (see Attachment #14) indicates, for Bufferyard 1, that: "It would be difficult and impractical to realign the existing road to allow for the full 20 foot wide buffer." Staff does not agree that it would be impractical to realign the driveway serving the site. The proposed building footprint makes realignment of the driveway impractical, but this is a self-created situation. The site could be designed in such a way that Alternative Compliance in this area would not be needed. Staff does not support a waiver of the bufferyard width of Bufferyard 1 to less than the minimum 20 feet.

Regarding Bufferyard 2, the reduction of a minimum 20-foot wide buffer to 14 feet for 177 feet of the 707-foot long bufferyard adjacent

to the existing single-family detached homes is not supported by staff. The proposed building footprint, which is quite extensive, is driving the need for a narrower bufferyard than required by the Landscape Manual. Staff notes that this is a self-created situation and, as such, does not justify approval of Alternative Compliance.

#### 4. Lighting

On-site lighting is proposed in the form of pole-mounted parking lot lighting located throughout the site and within the courtyard areas.

**COMMENT:** In accordance with the City's adopted Development Review Guidelines, all lighting proposed should use full cut-off fixtures that are fully shielded and directed downward to reduce off-site glare and light spill-over. The DSP shows an illustration of a decorative site light not exceeding 14 ft. in height, which is acceptable.

The building elevation plans do not show any building-mounted lighting. If this type of light is proposed anywhere on the building, it should be shown on the elevations. To minimize off-site and upward light glare and dispersion, all building-mounted wall sconces should be directed downward.

#### 5. Signage

The DSP proposes one ground-mounted sign for the project, located in the island in the front of the main entrance to the building. An area reserved for signage on the canopy over the building's main entrance and a vertical blade sign identifying the location of the parking garage are shown on the plan on the northern building elevation. No other types of signs are proposed on the plans.

**COMMENT:** The ground-mounted sign has a proposed area of approximately 40 sq. ft., and is comprised of stone veneer, with a single-faced, precast concrete sign panel inset within the stone veneer base. Landscaping is proposed around the sign. The applicant should provide information regarding the light source of the sign.

Details have not been provided for the sign on the canopy over the building's main entrance or the blade sign identifying the parking garage.

In keeping with the City's adopted policy, no flags, banners or large, inflatable forms of advertising should be mounted, suspended or otherwise displayed from the building, or be permitted on the site, except one standard-size American flag. A note should be provided on the site plan reflecting this recommendation.

## 6. Architecture and Building Materials

Building elevations plans and floor plans have been submitted as part of the DSP application (see Attachment #15).

The building architecture proposes a variety of materials, colors, elevation offsets, courtyards and building heights, which range from 43.3 ft. (stories) to 54 ft. (5 stories). An earth-tone material, that appears to be a stone veneer, is shown on a portion of the northern (front) elevation, framing the main entrance to the building. Other hard surface materials, such as three colors of brick (red, dark red and beige), beige cast stone, and a light gray precast horizontal accent trim are proposed on the building as well. Three colors of hardi lap siding (dark brown, light brown and beige) are used extensively on all elevations of the building. Likewise, three colors of horizontal hardi trim (dark brown, light beige and gray) are used to visually frame various sections of the building. The parking garage is proposed to be constructed of light gray precast concrete.

The information regarding the mix of units and a range of areas is provided below:

<u>Unit Type</u>	<u>Number of Units</u>	<u>Range of Areas</u>
1 Bedroom	104	750 – 950 Sq. Ft.
1 Bedroom w/ Den	24	750 – 950 Sq. Ft.
2 Bedroom	112	1,100 – 1,300 Sq. Ft.
2 Bedroom w/ Den	13	1,100 – 1,300 Sq. Ft.
3 Bedroom	<u>35</u>	1,250 – 1,450 Sq. Ft.
Total Number of Units	288	

For private outdoor space, most of the proposed apartment units have either a small patio or a balcony.

**COMMENT:** In accordance with the City's adopted Development Review Guidelines, building facades are encouraged to be brick or other natural material, such as stucco or stone. To implement this recommendation, at least 75% of the area of each elevation, including the northern elevation of the parking garage, should be constructed of brick. On highly visible elevations, such as those facing Superior Lane (to the east), and those facing Sage Lane (to the west) should be constructed of 100% brick. The colors, patterns and design of the brick used on all elevations are encouraged to be varied to provide visual interest. The use of quoins, and other types of architectural materials/techniques, is encouraged to further the architectural interest in the building.

The City's Development Review Guidelines state that, "All projects should be sensitive to the surrounding environment and community, with regard to architecture, scale, and mass." The scale, mass and bulk of the proposed building are incompatible with those features of the existing detached residential units to the south, and even the newly constructed retail buildings on-site to the north. To comply with this recommendation, the height, length and overall mass of the building should be substantially reduced, and consideration should be given to varied roof shapes (non-flat) to mirror the varied roof types existing on the adjacent single family dwellings to the south.

Per the City's adopted Development Review Guidelines, all roof-mounted HVAC equipment should be screened from street level view and shaded, where possible, to reduce energy consumption.

Information regarding the inclusion of any green building techniques and/or practices utilized in the development of the site and construction of the proposed building has not been provided.

#### 7. Private Recreational Amenities

Indoor and outdoor passive and active recreational amenities are proposed as part of the project. On the first floor, indoor amenities include: a club room with a kitchen; a wifi lounge; an area for yoga; and, a 1,300 sq. ft. fitness room. Outdoor amenities include: a 25-foot by 50-foot in-ground swimming pool; and, an outdoor fire pit, under a wooden trellis. The entire pool area is enclosed by a 42-inch metal picket fence. The setback of the pool from the southern (rear) property line (63 ft.), exceeds the minimum required setback (43 ft.) for the building. Lighting is provided around the perimeter of the pool area.

**COMMENT:** The exact areas of the club room, wifi lounge and yoga should be provided on the plan to ensure sufficient useable space. A list of all appliances proposed in the kitchen should be provided.

The height of fence enclosing the swimming pool should be increased to a minimum of six feet, as required by the Zoning Ordinance for swimming pools. (Pursuant to Section 27-447(a) of the County Zoning Ordinance, the height of the fence may exceed six feet, provided it meets the minimum required building setback.)

For the comfort of apartment residents and the adjacent community, lights in the pool area should be down lit and on



timers to prevent off-site light dispersion and the lights being on when the pool is not being used.

#### 8. Trash Areas

Trash areas are identified on the architectural plans within the parking garage and on each floor of the residential areas.

**COMMENT:** Two trash collection areas are shown on the ground floor of the parking garage. One trash area is shown on each of the other four floors of the garage. In addition, one trash collection area is provided on each floor of the residential living area.

No outdoor trash collection areas are shown on the site plan.

#### 9. Stormwater Management Concept Plan

A Stormwater Management (SWM) Concept Plan has been submitted to the City's engineering consultant. This plan proposes to manage stormwater using a system of on-site micro bio-retention facilities.

**COMMENT:** The Stormwater Management Concept Plan is currently being reviewed by the City's engineering consultant, since the area of site development is within the corporate limits of the City. All of the micro bio-retention facilities are proposed to be planted with several varieties of native shade trees, evergreen trees, shrubs, ornamental grasses and perennials. Upon approval of the SWM Concept Plan, a Detailed Stormwater Management Plan will be submitted for review and approval.

#### 10. Conformance with Area Master Plan

**COMMENT:** One of the General Purposes of DSPs is that the plans provide for development in accordance with the principles for the orderly, planned, efficient and economical development contained in the General Plan, Master Plan, or other approved plan. In addition, DSPs must conform to any conditions of Preliminary Plan approval. In the event a recommendation of approval of the companion Preliminary Plan application (#4-16028) is made by either the Advisory Planning Board or City Council, a recommended City staff condition related to the Preliminary Plan of subdivision for Parcel X-12 requires a demonstration of conformance with the recommendations of the Bowie and Vicinity Master Plan prior to the approval of a DSP. The recommendations of the Master Plan regarding development/redevelopment of Bowie Mainstreet include all of the following:

- (a) Multimodal trail connections linking civic and public spaces, nearby parkland, and adjacent residential neighborhoods.

**COMMENT:** The DSP does not propose to link the site via multimodal trail connections to nearby public spaces or adjacent residential neighborhoods. The plan does propose, however, to connect an internal sidewalk with that existing on Sage Lane. Nevertheless, a sidewalk with a minimum width of 6 ft. and enhanced with a double row of brick pavers (similar to the design proposed in the pool area), should be

constructed from the termination of the sidewalk along Sage Lane, along the front of the proposed apartment building, to Superior Lane, and continue along Superior Lane from the southern property line of the project to the driveway opening along the front of the Harris Teeter store. Benches should line the sidewalk, for passive recreation. Additionally, a new enhanced pedestrian crosswalk should be constructed across Sage Lane, at the Scarlet Lane intersection, to connect with the trail in Acorn Hill Park.

- (b) A network of civic and public spaces such as plazas, pocket parks, and courtyards.

**COMMENT:** While there are three courtyards proposed, that are created by the apartment building configuration, and linear walkways between the two new retail buildings, there are no public pocket parks proposed. Creating a network of civic and public spaces could be achieved by citing some type of feature or open space at the eastern and western ends of the apartment building, connected by the sidewalk mentioned above in (a).

- (c) Street crossings marked by special materials, curb bump-outs or other "safe crossing" measures at intersections.

**COMMENT:** One way to achieve this feature is to construct an enhanced pedestrian crosswalk at the Sage Lane/Scarlet Lane intersection, connecting to the trail in Acorn Hill Park. Other locations and techniques could include: installing enhanced paving detail areas (similar to what is proposed at the building's main entrance) at the three-way intersection at the western end of the site; an enhanced pedestrian crosswalk across the internal driveway at the eastern building exit to the parking spaces facing Superior Lane; and, at the two site vehicular access points from Superior Lane.

- (d) The highest quality of urban design through the application of design recommendations that:

- (1) Create a consistent build-to line that frames the streets and provides a comfortable sense of enclosure for pedestrians;

**COMMENT:** The proposed layout of the building does not respect this urban design recommendation. However, if a small pocket park feature could be constructed as an extension of the eastern end of the building, towards Superior Lane, in concert with the construction of the enhanced sidewalk noted above, this design recommendation could potentially be addressed. Another feature that could potentially address this design recommendation would be the construction of a low (3 ft. to 4 ft. in height) brick wall in the eastern area of the site, between the building and

**the internal sidewalk, that will define a sense of place and separation from the vehicular circulation area to the private, pedestrian area.**

- (2) Provide streetscape amenities such as street trees, wide sidewalks accented with special paving materials, landscape buffer/planting strips between streets and sidewalks, pedestrian scaled lighting fixtures, and street furnishings such as benches, trash receptacles, and bike racks;

**COMMENT: The inclusion of potential streetscape amenities in the project have been discussed above. To enhance the pedestrian scale around the building, pedestrian-scale lighting and street furniture (benches, decorative trash receptacles) should be installed at regular intervals along the sidewalk proposed along the northern, eastern and western sides of the building to be in compliance with this design recommendation.**

- (3) Ensure buildings are appropriately sized for the site and support the character envisioned for the area;

**COMMENT: As noted above, the scale, mass and bulk of the proposed building are incompatible with those features of the existing detached residential units to the south, and the newly constructed retail buildings on-site to the north. Although the character envisioned of the area of the southern five acres of the site is a mixed-used development, the size, height and mass of the proposed residential building is not appropriate for the site and adjacent residential neighborhood.**

- (4) Use high-quality, durable and attractive materials with appropriate pedestrian-scaled architectural detailing in the design of all buildings;

**COMMENT: This design recommendation could be achieved by implementing the suggestions noted above, including the construction of six-foot wide, brick lined internal sidewalk; a 3.5-ft. high brick wall at the eastern side of the building, and, the installation of benches and trash receptacles on three sides of the building; calling attention to key vehicular areas by the installation of decorative pavement pavers. Constructing a similar brick wall along the western and the northwestern sides of the building will also help define and separate public space from private space. (This wall would replace the metal picket fence proposed in the northwestern area of the building.)**

- (5) Provide high-quality signage compatible with its use and purpose;

**COMMENT:** Three types of signs are proposed for this use: one ground-mounted project sign, located in the island in the front of the main entrance to the building; signage on the canopy over the building's main entrance; and, a vertical blade sign identifying the location of the parking garage. Details have provided only for the ground-mounted sign, which indicate that it is sign of high quality. Details of the other two signs should be provided, which should be of a high quality, as set forth by this design recommendation.

- (6) Explore the feasibility of establishing a public art program to provide fountains, statues, sculptures, sidewalk medallion insets, and other features to highlight the special nature of Main Street.

**COMMENT:** Potential locations for the installation of fountains, statues, sculptures are at the northeastern and northwestern areas of the building. Providing these types of features will also address other design recommendations intended to create civic/public spaces, pocket parks, plazas and enhancing the courtyard areas within the project.

- (e) Development that will not adversely impact the character of existing neighborhoods.

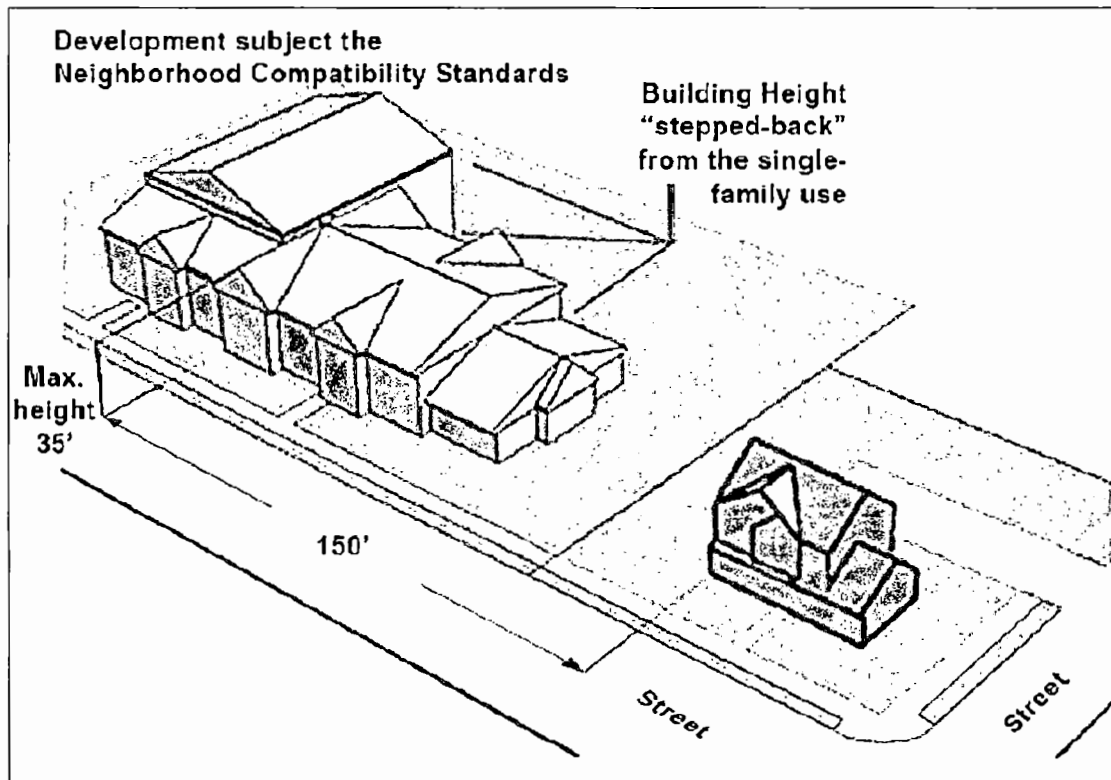
**COMMENT:** The proposed apartment development will adversely impact the character of the existing residential neighborhood because the building will be out of scale with the one- and two-story detached single family dwellings that currently comprise the residential neighborhoods located to the south, east and west of the site.

- (f) A transition in building density and intensity from more intense uses located at the "core" of Bowie Mainstreet along MD 450 to less intense uses along the "edge" adjacent to residential neighborhoods.

**COMMENT:** With the construction of the proposed 54-foot high apartment building, there is an abrupt transition from the intense retail/commercial uses and buildings on the site and along the MD Route 450 corridor, to the less intense uses of the adjacent residential neighborhoods. The scale, height and mass of the proposed residential building make it incompatible with adjacent detached single family dwellings. The DSP, as proposed, does not demonstrate a gradual transition in the intensity of uses between the C-S-C-zoned property and the R-55-zoned residential properties.

Also, while the proposed standards are not currently applicable to the DSP review because they have not yet been adopted by the Prince George's County Council, the Zoning Ordinance Re-Write project, in Module 2, identifies neighborhood compatibility standards for placement of large-scale buildings near existing single-family detached dwellings (see Attachment #16). The goal of the consulting firm who prepared the draft zoning regulations is to define, through new site planning standards based on best practices observed throughout the country, acceptable thresholds for neighborhood compatibility. The diagram below illustrates what the drafters of the Zoning Ordinance Re-Write consider the minimum standard for building height compatibility when large-scale building development is proposed adjacent to existing single-family homes. The proposed DSP for multi-family apartments at Bowie Marketplace does not meet these minimum design standards.

**Figure 27-5.1103.A.3: Building Height Modulation**



In conclusion, although the Development Agreement indicates the City's support for residential land use, Section 26-56 of the City Code states that the City's Planning Department shall not approve or recommend approval of any development that, when added to existing traffic levels, will result in the deterioration of traffic conditions on any such street below Level of Service "C" (ADT). The final results

of the City's Service Volume Threshold analysis for the Marketplace residential proposal show that the City's standards are exceeded at 3018 Stonybrook Drive and 3014 Superior Lane. For this reason, the Planning Department cannot recommend approval of the DSP.

Staff finds that the proposed DSP does not represent a reasonable alternative for satisfying the site design guidelines for the following reasons:

1. The scale, mass and height of the proposed apartment building is out of character with the adjacent residential neighborhood.
2. The development of the proposed apartment building on the site does not allow a gradual transition from more intense uses existing on the site and along the MD Route 450 corridor to the less intense uses existing in the adjacent residential neighborhoods.
3. The proposed building does not meet the required rear yard building setback.
4. The two requests for Alternative Compliance to reduce the minimum width of required bufferyards are self-created situations driven by the need for a large and extensive building footprint for the multi-family building and are not supported by staff.
5. The proposal does not conform to the General Purposes of Detailed Site Plans.
6. The Detailed Site Plan does not conform to all of the Zoning Ordinance site design guidelines.
7. The Detailed Site Plan does not conform to all of the Master Plan's policies and design guidelines for Bowie Mainstreet.

Staff recommends DISAPPROVAL of the DSP.

## **VI. Summary of Recommendations**

A. Conceptual Site Plan (CSP): **DISAPPROVAL**

B. Preliminary Plan #4-16028: **DISAPPROVAL**

(However, in the event a recommendation of approval of the Preliminary Plan application is made by either the Advisory Planning Board or City Council, staff recommends that two conditions be included to address traffic impacts and to ensure conformance with the Master Plan policies and strategies at DSP review:

1. Total development within the 20-acre Marketplace property shall be limited to uses within the C-S-C Zone that generate no more than 243 AM or 533 PM peak-hour vehicle trips. Any development with an impact beyond that identified herein above shall require a revision to the Preliminary Plan with a new determination of the adequacy of transportation facilities.
2. Prior to the approval of a Detailed Site Plan, the following shall be demonstrated:
  - (a) Multimodal trail connections linking civic and public spaces, nearby parkland, and adjacent residential neighborhoods.
  - (b) A network of civic and public spaces such as plazas, pocket parks, and courtyards.
  - (c) Street crossings marked by special materials, curb bump-outs or other "safe crossing" measures at intersections.
  - (d) The highest quality of urban design through the application of design recommendations that:
    - (1) Create a consistent build-to line that frames the streets and provides a comfortable sense of enclosure for pedestrians;
    - (2) Provide streetscape amenities such as street trees, wide sidewalks accented with special paving materials, landscape buffer/planting strips between streets and sidewalks, pedestrian scaled lighting fixtures, and street furnishings such as benches, trash receptacles, and bike racks;
    - (3) Ensure buildings are appropriately sized for the site and support the character envisioned for the area;
    - (4) Use high-quality, durable and attractive materials with appropriate pedestrian-scaled architectural detailing in the design of all buildings;
    - (5) Provide high-quality signage compatible with its use and purpose;
    - (6) Explore the feasibility of establishing a public art program to provide fountains, statues, sculptures, sidewalk medallion insets, and other features to highlight the special nature of Main Street.
  - (e) Development that will not adversely impact the character of existing neighborhoods.
  - (f) A transition in building density and intensity from more intense uses located at the "core" of Bowie Mainstreet along MD 450 to less intense uses along the "edge" adjacent to residential neighborhoods.)

C. Detailed Site Plan (DSP): **DISAPPROVAL**