

PGCPB No. 16-26

File No. 5-15059

RESOLUTION

WHEREAS, Sandpiper LLC is the owner of a 5.3-acre parcel of land known as Brightseat Road Elementary School, Parcel A, said property being in the 13th Election District of Prince George's County, Maryland, and being zoned I-3; and

WHEREAS, on July 24, 2015, Sandpiper LLC filed an application for approval of a Final Plat of Resubdivision for 1 parcel; and

WHEREAS, the application for approval of the aforesaid Final Plat of Resubdivision, also known as Final Plat 5-15059 for Sandpiper Property Subdivision, Parcel 1, was presented to the Prince George's County Planning Board of The Maryland-National Capital Park and Planning Commission by the staff of the Commission on July 7, 2016, for its review and action in accordance with the Land Use Article of the Annotated Code of Maryland and the Regulations for the Subdivision of Land, Subtitle 24, Prince George's County Code; and

WHEREAS, the staff of The Maryland-National Capital Park and Planning Commission recommended APPROVAL of the application with conditions; and

WHEREAS, on July 7, 2016, the Prince George's County Planning Board APPROVED the aforesaid application.

NOW, THEREFORE, BE IT RESOLVED, that pursuant to the provisions of Subtitle 24, Prince George's County Code, the Prince George's County Planning Board APPROVED Final Plat of Resubdivision 5-15059 for Sandpiper Property Subdivision, Parcel 1, with the following conditions:

1. Total development shall be limited to uses that generate no more than 233 AM and 279 PM peak-hour vehicle trips. Any new development generating an impact greater than that identified herein shall require a new preliminary plan of subdivision with a new determination of the adequacy of transportation facilities.
2. Direct vehicular access to Arena Drive and the Capital Beltway (I-95/495) is denied.
3. The 2008 *Water and Sewer Plan* designates this property in water and sewer Category 3, Community System, within Tier 1 under the Sustainable Growth Act and will therefore be served by public systems.

BE IT FURTHER RESOLVED, that the findings and reasons for the decision of the Prince George's County Planning Board are as follows:



1. The subdivision, as modified with conditions, meets the legal requirements of Subtitles 24 and 27 of the Prince George's County Code and the Land Use Article of the Annotated Code of Maryland.
2. The subdivision has been evaluated, in accordance with Section 24-111(c), for adequate public facilities as set forth in Divisions 3 and 4 of Subtitle 24.
3. **Background**—The subject property is currently known as Parcel A, Brightseat Road Elementary School, recorded on or about December 17, 1969 (Plat WWW 73-16) in the County Land Records. The property is located on Tax Map 67 in Grid D-1, and is approximately 5.3 acres. Although the current record plat reflects the parcel size as 9.78 acres, the property has been the subject of right-of-way taking, resulting in the current size of 5.3 acres, and is currently assessed as Part of Parcel A. The parcel is currently undeveloped. The subject application is a final plat for resubdivision of the property, as required by Section 24-111(c) of the Subdivision Regulations.

Section 24-111(c) of the Subdivision Regulations requires a final plat of subdivision approved prior to October 27, 1970 to be resubdivided prior to the issuance of a building permit unless meeting one of the exemption criteria outlined in Section 24-111(c)(1)–(4). The subject parcel does not meet any of the exemptions and, therefore, is required to be resubdivided. Further, Section 24-111(c) provides that a final plat submitted for resubdivision without modifications shall be approved by the Planning Board if it is found that adequate public facilities exist or are programmed for the area within which the subdivision is located, as defined in Divisions 3 and 4 of Subtitle 24. The applicant has submitted this final plat application in accordance with the requirements of Section 24-111(c) with a concept plan which proposes to construct two 150-room hotel buildings (300 rooms) on the site. The submitted concept plan is for the sole purpose of determining adequacy and is not an approved plan. An alternative development proposal of one 150-room hotel building and a convenience store with 12 fueling stations was provided in an addendum to the traffic study for the subject site and analyzed for further transportation impacts, as outlined in Finding 10 below.

The site has frontage on the Capital Beltway (I-95/495), a master plan freeway; Arena Drive, a master plan arterial right-of-way; and Brightseat Road, a master plan collector right-of-way. Section 24-121(a)(3) of the Subdivision Regulations state that “When lots are proposed on land adjacent to an existing or planned roadway of arterial or higher classification, they shall be designed to front on either an interior street or a service road.” In accordance with the requirements of Section 24-121(a)(3), the proposed plat reflects access denied along I-495 and Arena Drive and the submitted concept plan shows a planned entrance from Brightseat Road. The applicant did not request a variation from Section 24-121(a)(3).

4. **Setting**—The subject property is located on Tax Map 67, Grid D-1 in Planning Area 72 and is zoned I-3 (Planned Industrial/Employment Park). The site is bounded to the north by a vacant parcel also in the I-3 Zone, to the east by the Capital Beltway (I-95/495), to the south by Arena Drive, and to the east by Brightseat Road.



5. **Development Data Summary**—The following information relates to the subject final plat of subdivision application and the proposed development.

Zone Use(s)	EXISTING	APPROVED
	I-3 Vacant	I-3 Hotel and convenience store/ gas station
Acreage	5.3	5.3
Lots	0	0
Outlots	0	0
Parcels	1	1
Dwelling Units	0	0
Public Safety Mitigation Fee	No	No
Variance	No	No
Variation	No	No

6. **Water and Sewer**—Section 24-122.01(b)(1) states that “the location of the property within the appropriate service area of the Ten-Year Water and Sewerage Plan is deemed sufficient evidence of the immediate or planned availability of public water and sewerage for preliminary or final plat approval.”

The 2008 *Water and Sewer Plan* placed this property in water and sewer Category 3, Community System, and will therefore be served by public systems.

7. **Police**—The proposed development is within the service area of Police District III, Palmer Park. There is 267,660 square feet of space in all of the facilities used by the Prince George’s County Police Department, and the July 1, 2014 (U.S. Census Bureau) county population estimate is 904,430. Using 141 square feet per 1,000 residents, it calculates to 127,524 square feet of space for police. The current amount of space (267,660 square feet) is within the guideline.

8. **Fire and Rescue**—This subdivision has been reviewed for adequacy of fire and rescue services in accordance with Section 24-122.01(e)(1)(E) of the Subdivision Regulations.

Section 24-122.01(e)(1)(E) states that “A statement by the Fire Chief that the response time for the first due station in the vicinity of the property proposed for subdivision is a maximum of seven (7) minutes travel time. The Fire Chief shall submit monthly reports chronicling actual response times for call for service during the preceding month.”

The proposed project is served by Kentland Fire/EMS, Company 833, a first due response station (a maximum of seven minutes travel time), is located at 7701 Landover Road, Hyattsville, Maryland 20785.



**Capital Improvement Program (CIP)**

The Capital Improvement Program (Prince George's County) for Fiscal Years 2015–2020 provides funding rehabilitating the existing station.

The above findings are in conformance with the 2008 *Approved Public Safety Facilities Master Plan* and the “Guidelines for the Analysis of Development Impact on Fire and Rescue Facilities.”

9. **Schools**—The subdivision has been reviewed for impact on school facilities in accordance with Section 24-122.02 of the Subdivision Regulations and the Adequate Public Facilities Regulations for Schools (County Council Resolutions CR-23-2001 and CR-38-2002), and it is concluded that the subdivision will have no impact because it is a nonresidential use.
10. **Transportation**—The subject property consists of approximately 5.3 acres of land in the I-3 Zone. The property is located in the northeast quadrant of Arena Drive and Brightseat Road. The applicant is proposing two hotel buildings or, alternatively, one hotel and a convenience store with fueling station.

**Analysis of Traffic Impacts**

The application is for a final plat, to be reviewed at the Planning Board level. The applicant initially provided a concept plan for two hotels, and a traffic study was submitted that analyzed two 150-room hotels for the site.

An addendum to the traffic study was provided on February 11, 2016 that analyzed the impact of one 150-room hotel and a convenience store with 12 fueling stations. The findings and recommendations outlined below are based upon the development scenario submitted on February 11, 2016 and a review of materials and analyses consistent with the “Transportation Review Guidelines, Part 1” (Guidelines). Using trip generation rates from the Guidelines and the Trip Generation Manual (Institute of Transportation Engineers), the following table was developed comparing the proposal from the initial traffic study with the current proposal:



Trip Generation Summary, 5-15059 Sandpiper								
Land Use	Use Quantity	Metric	AM Peak Hour			PM Peak Hour		
			In	Out	Total	In	Out	Total
Scenario One (per 2015 traffic study)								
Hotel (2 @ 150 rooms)	300	rooms	94	65	159	92	88	180
Scenario Two (per 2/11/2016 addendum)								
Hotel (1 @ 150 rooms)	150	rooms	47	33	80	46	44	90
Convenience store with fuel pumps	12	fueling positions	96	97	193	120	121	241
Less Diverted Trips from I-95 (42 percent AM/44 percent PM)			-40	-41	-81	-53	-54	-107
Less Pass-By (21 percent AM/22 percent PM)			-20	-20	-40	-26	-26	-52
Net Trips			36	36	72	41	41	82
Total Off-Site Trips (including diverted trips)			123	110	233	140	139	279

The traffic generated by the conceptual development proposals would impact the following intersections, interchanges, or links in the transportation system:

Arena Drive & Shoppers Way (signalized)  
Arena Drive & I-95/I-495 NB Ramps (signalized)  
Arena Drive & I-95/I-495 NB Ramps (signalized)  
Arena Drive & Brightseat Road (signalized)  
Arena Drive & Redskins Road (signalized)  
Brightseat Road & Site Access (non-signalized)

The subject property is located within Transportation Service Area 1 (TSA-1), as defined in the *Plan Prince George's 2035 Approved General Plan*. As such, the subject property is evaluated according to following standards:

**Links and signalized intersections:** Level-of-service (LOS) E, with signalized intersections operating at a critical lane volume (CLV) of 1,600 or better. Mitigation, as defined by Section 24-124(a)(6) of the Subdivision Regulations, is permitted at signalized intersections, subject to meeting the geographical criteria in the "Transportation Review Guidelines, Part 1."

**Unsignalized intersections:** The procedure for unsignalized intersections is not a true test of adequacy, but rather an indicator that further operational studies need to be conducted. A three-part process is employed for two-way stop-controlled intersections: (a) vehicle delay is computed in all movements using the *Highway Capacity Manual* (Transportation Research Board) procedure, (b) the maximum approach volume on the minor streets is computed if delay exceeds 50 seconds, and (c) if delay exceeds 50 seconds and at least



one approach volume exceeds 100, the CLV is computed. A two-part process is employed for all-way stop-controlled intersections: (a) vehicle delay is computed in all movements using the *Highway Capacity Manual* (Transportation Research Board) procedure, and (b) if delay exceeds 50 seconds, the CLV is computed. Once the CLV exceeds 1,150 for either type of intersection, this is deemed to be an unacceptable operating condition at unsignalized intersections. In response to such a finding, the Planning Board has generally recommended that the applicant provide a traffic signal warrant study and install the signal (or other less costly warranted traffic controls) if deemed warranted by the appropriate operating agency.

The following critical intersections identified above, when analyzed with existing traffic using counts taken in March 2015 and existing lane configurations, operate as follows:

EXISTING TRAFFIC CONDITIONS				
Intersection	Critical Lane Volume (CLV) (AM/PM)		Level of Service (LOS) (AM/PM)	
Arena Drive & Shoppers Way	548	891	A	A
Arena Drive & I-95/I-495 NB Ramps	839	978	A	A
Arena Drive & I-95/I-495 NB Ramps	645	1,014	A	B
Arena Drive & Brightseat Road	737	969	A	A
Arena Drive & Redskins Road	717	809	A	A
Brightseat Road & Site Access	--	--	--	--
*In analyzing unsignalized intersections, average vehicle delay for various movements through the intersection is measured in seconds of vehicle delay. The numbers shown indicate the greatest average delay for any movement within the intersection. According to the Guidelines, delay exceeding 50.0 seconds indicates inadequate traffic operations. Values shown as "+999" suggest that the parameters are beyond the normal range of the procedure, and should be interpreted as a severe inadequacy.				

The critical intersections identified above are not programmed for improvements with 100 percent construction funding within the next six years in the current Maryland Department of Transportation Consolidated Transportation Program or the Prince George's County CIP.

Under existing conditions, all of the intersections are operating at acceptable levels of service and/or intersection delay, as defined by the Guidelines.

Background traffic that is expected to be generated by approved developments in the immediate area included the Largo Metro Center, Woodstream Church, the Brightseat Road Property, the Barlow Road Property, and Landover Mall. Trips from these developments were generated by multifamily units, day care/private school, townhouse units, and retail.



BACKGROUND TRAFFIC CONDITIONS				
Intersection	Critical Lane Volume (CLV) (AM/PM)		Level of Service (LOS) (AM/PM)	
Arena Drive & Shoppers Way	836	1,090	A	B
Arena Drive & I-95/I-495 NB Ramps	1,222	1,406	C	D
Arena Drive & I-95/I-495 NB Ramps	953	1,337	A	D
Arena Drive & Brightseat Road	877	1,124	A	B
Arena Drive & Redskins Road	746	843	A	A
Brightseat Road & Site Access	--	--	--	--
*In analyzing unsignalized intersections, average vehicle delay for various movements through the intersection is measured in seconds of vehicle delay. The numbers shown indicate the greatest average delay for any movement within the intersection. According to the Guidelines, delay exceeding 50.0 seconds indicates inadequate traffic operations. Values shown as "+999" suggest that the parameters are beyond the normal range of the procedure, and should be interpreted as a severe inadequacy.				

The critical intersections identified above are not programmed for improvements with 100 percent. Under background conditions, all of the intersections are operating at acceptable levels of service and/or intersection delay, as defined by the Guidelines.

The new trips expected to be generated by the proposed development were added to background traffic to obtain future traffic conditions.

FUTURE TRAFFIC CONDITIONS				
Intersection	Critical Lane Volume (CLV)		Level of Service (LOS) (AM/PM)	
Arena Drive & Shoppers Way	842	1,098	A	B
Arena Drive & I-95/I-495 NB Ramps	1,264	1,461	C	E
Arena Drive & I-95/I-495 NB Ramps	1,001	1,396	B	D
Arena Drive & Brightseat Road	983	1,282	A	C
Arena Drive & Redskins Road	754	851	A	A
Brightseat Road & Site Access				
Maximum Vehicle Delay (in seconds)	24.9*	67.6*	Pass	Fail
Maximum Minor Street Approach Volume	N/A	165*		Fail
Critical Lane Volume	N/A	608*		Pass
*In analyzing unsignalized intersections, average vehicle delay for various movements through the intersection is measured in seconds of vehicle delay. The numbers shown indicate the greatest average delay for any movement within the intersection. According to the Guidelines, delay exceeding 50.0 seconds indicates inadequate traffic operations. Values shown as "+999" suggest that the parameters are beyond the normal range of the procedure, and should be interpreted as a severe inadequacy.				



Under future traffic conditions, all of the intersections are operating at acceptable levels of service and/or intersection delay, as defined by the Guidelines. Therefore, the application is approved with a trip cap reflecting the analysis.

The traffic impact analysis dated March 18, 2015 was referred to the Department of Public Works and Transportation (DPW&T) and the Maryland State Highway Administration (SHA).

DPW&T provided the following findings and comments shown in **bold text** with the Transportation Planning Section responses thereafter.

**The existing lane configurations shown in Exhibit 2 for the intersection of Sheriff Road/Brightseat Road and the southbound off-ramp from I-95/I-495 are not correct.**

The Sheriff Road/Brightseat Road/Redskins Road intersection. The lane configuration of the southbound approach should be labeled double left/two through/one right turn. The northbound approach should be three through/one left turn. In the case of the southbound off-ramp, there is no signage. Exhibit 2 shows one shared through/right lane and one left lane, which is correct although few, if any, through movements are expected. All changes were incorporated into the analyses. The intersection continues to operate at acceptable levels of service and/or intersection delay, as defined by the Guidelines, under total traffic conditions.

**Regional growth rates should have been used in the traffic study. Traffic has grown in this region.**

A review of the SHA annual average daily traffic volumes on both sides of Landover Road (MD 202) at Brightseat Road, over the past three years, actually shows a decline in regional traffic volumes. Traffic volumes on the Capital Beltway (I-95/I-495) have been flat over the past two years. Furthermore, the roadways in the study area are not regional roadways carrying large amounts of non-local traffic; they are more localized in nature. With the inclusion of background traffic, no further adjustments are needed for growth.

**Two background developments were not included as background development in the traffic study. They include the Prince George's County Regional Medical Center and the Tapestry at Largo. In addition, include the proposed Federal Bureau of Investigation (FBI) headquarters site at Landover Mall.**

The Prince George's County regional medical centers should have been included as background development in the traffic study. Preliminary Plan of Subdivision 4-15009 for the Prince George's Regional Hospital was approved by the Planning Board in June 2015 (PGCPB Resolution No.15-59). Largo Park (Tapestry at Largo) was approved for 318 residential units, 79,749 square feet of office, and 18,872 square feet of commercial/retail in January 2007 and should have been included as background development as well.



The excluded developments are reflected in the staff's analysis.

**Provide a northbound right turn lane at the site access point on Brightseat Road and update the Highway Capacity analysis at this location to reflect an upstream/downstream signalized intersection beyond the site access point.**

The site access point appears to be opposite another entrance to Brightseat Road, creating a four-way intersection. Motorists will expect turning movements to occur at the intersection. The analysis has been revised as suggested, and the results are still acceptable.

**Provide an operational analysis for the road network showing queues and delays at the studied intersections.**

Operational analyses for the road network are generally not required by the Guidelines. The comment is provided for the benefit of the applicant so that all parties are aware that the County will likely require additional analyses at the time of access or street construction permit. The applicant should provide the operational analysis to the County, outside of this review process.

**DPW&T recommended that the traffic impacts from the proposed Federal Bureau of Investigation (FBI) site at Landover Mall should have been included in the traffic study.**

Landover Mall is one of three regional sites being considered by the federal government for the new FBI building. A decision has not been made on its location. At this time, and until some formal decision is made, inclusion of that proposal in background is deemed to be unnecessary.

**Maryland State Highway Administration (SHA)**—The Planning Board accepts that no responses have been received from SHA to date, and are not required.

#### **Circulation/Access**

A limited amount of information on circulation, parking, etc. on the site was submitted by the applicant. The Arena Drive North concept plan shows two building footprints surrounded by sidewalks and on-site parking. A sidewalk provides a link between the two proposed hotels and to Brightseat Road. The sole access point is proposed on Brightseat Road at an unsignalized intersection.

#### **Master Plan Roads**

Brightseat Road is a master plan roadway (collector) with a right-of-way width of 80 feet. No further dedication is required. Arena Drive is listed as an arterial master plan roadway with a right-of-way width of 120 to 150 feet, no further dedication is required.



Based on the preceding findings, adequate transportation facilities exist or are programmed for the area within which the subdivision is located, with the following conditions:

- a. Total development shall be limited to uses that would generate no more than 233 AM and 279 PM peak-hour vehicle trips. Any development generating an impact greater than that identified herein shall require a new preliminary plan of subdivision with a new determination of the adequacy of transportation facilities.
  - b. Direct vehicular access to Arena Drive and the Capital Beltway (I-95/495) is denied.
11. **Pedestrian and Bikeway Facilities**—The subject site is not located in either a designated center or corridor and, therefore, not subject to the requirements for determining adequacy of bicycle and pedestrian facilities within centers or corridors pursuant to County Council Bill CB-2-2012. Off-site bicycle and pedestrian improvements are not required for the subject application. The site is exempt from Section 24-122.01 of the Subdivision Regulations.

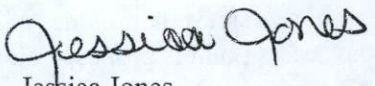
BE IT FURTHER RESOLVED, that an appeal of the Planning Board's action must be filed with Circuit Court for Prince George's County, Maryland within thirty (30) days following the date of notice of the adoption of this Resolution.

\* \* \* \* \*

This is to certify that the foregoing is a true and correct copy of the action taken by the Prince George's County Planning Board of The Maryland-National Capital Park and Planning Commission on the motion of Commissioner Bailey, seconded by Commissioner Washington, with Commissioners Bailey, Washington, Shoaff and Hewlett voting in favor of the motion, and with Commissioner Geraldo absent at its regular meeting held on Thursday, July 7, 2016 in Upper Marlboro, Maryland.

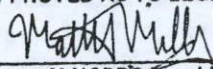
Adopted by the Prince George's County Planning Board this 7th day of July 2016.

Patricia Colihan Barney  
Executive Director

  
By Jessica Jones  
Planning Board Administrator

PCB:JJ:SC:rpg

APPROVED AS TO LEGAL SUFFICIENCY.

  
M-NCPPE Legal Department  
Date 7/8/16