



# Memo

To: Mayor and City Council

From: Holly Simmons, City Planner

Via: Jim Chandler, Assistant City Administrator and Director, Community & Economic Development

Date: January 10, 2023

Re: Library Apartments, 3325 Toledo Road Garage Redevelopment – Preliminary Plan of Subdivision (4-22004)

Attachments: PPS-4-22004

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The purpose of this memorandum is to provide the City Council with a summary of the preliminary plan of subdivision (PPS) application for redevelopment of the structured parking garage at 3325 Toledo Road.

## Summary

- The subject application proposes to subdivide 2.87 acres into one parcel to accommodate the redevelopment of the eastern half of the existing parking garage (known as Garage A) at the University Town Center into 209 multifamily residential units. The western half of the parking garage is to remain.
- The subdivision does not propose to change the existing parcel's lot lines. The preliminary plan of subdivision is required due to the proposed change in use and the necessity to test for adequacy of public facilities. A Detailed Site Plan will also be required.
- Staff review is ongoing, as additional materials are required to be submitted to the County by the applicant on January 19, 2023. This item will be on Council's agenda for Action on February 6, 2023.
- The Planning Board hearing for this application is tentatively scheduled for February 23, 2023.

## Project Description

The applicant requests Preliminary Plan of Subdivision (PPS) approval for redevelopment of one existing parcel containing 2.87 acres. The subject property is located on the southwest corner of Toledo Road and Constitution Drive, approximately 265 feet west of Toledo Road's intersection with Adelphi Road (Figure 1). The site is located within University Town Center. Hyattsville Branch Library is located directly

to the east of the property. The site is currently developed with a five-story parking garage containing 1,455 parking spaces. The proposal is to raze the eastern half of the parking garage (adjacent to the Hyattsville Branch Library) and construct a multifamily apartment building with 209 apartments. The western half of the garage would remain intact and serve as public parking and parking for the proposed multifamily units. The PPS notes the apartment complex will be 7 stories tall (less than the maximum 10 stories dictated by the Prince George's Plaza Transit District Development Plan); however, building height is reviewed later at time of Detailed Site Plan. The Planning Board date is tentatively scheduled for February 23, 2023.

Prior to the new zoning ordinance taking effect on April 1, 2022, the subject property was zoned M-X-T (Mixed Use-Transportation Oriented) within the Transit District Overlay Zone (TDOZ) in the Downtown Core character area. The site will be reviewed under the regulations of this zone and the prior subdivision regulations, in lieu of the RTO-H-C (Regional Transit-Oriented, High-Intensity-Core) Zone which was approved on April 1, 2022, as part of the countywide comprehensive rezoning. This is allowed pursuant to Section 24-1703(a) of the 2018 Subdivision Regulations.

The site has road frontages on the south side of Toledo Road, the west side of Democracy Avenue, and the north side of Constitution Drive. Toledo Road is a City road. Democracy Avenue and Constitution Drive are private roads.

Garage access is currently provided along Toledo Road and Constitution Drive. Under the proposed development, access to the western portion of the garage will remain in its current location on Toledo Road. To accommodate the redevelopment, the eastern garage entrance on Democracy Avenue will be eliminated along with the eastern half of the garage.

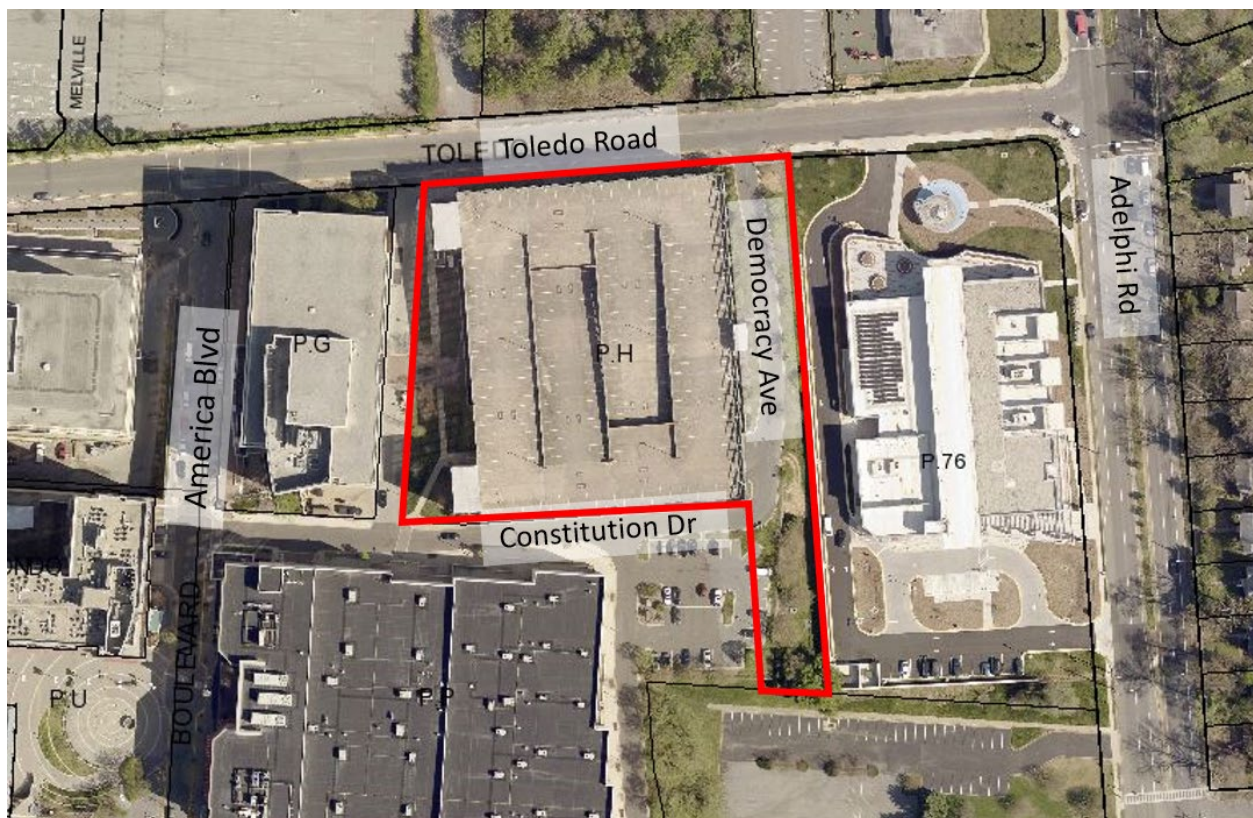


Figure 1. Subject site

## Environmental

### Natural Resources Inventory Plan (NRI-181-2022)

NRI-181-2022 was approved for the site; however, the applicant provided a different, unapproved NRI with the initial PPS submittal. The unapproved NRI submitted with the PPS application includes information that is inconsistent with the rest of the application, particularly as pertains to presence of 100-year floodplain and Primary Management Area (PMA). M-NCPPC staff has informed the applicant that they must submit the approved NRI with the PPS application at least 40 days prior to Planning Board.

Based on information obtained in conversation with M-NCPPC staff, the approved NRI-181-2022 indicates there are no streams or wetlands onsite. NRI-181-2022 shows onsite presence of the 100-year County floodplain (0.1083 acres in area), along with the Primary Management Area (PMA) due to presence of the floodplain. The floodplain and PMA are located onsite along the frontage of Toledo Road in areas which were previously impacted by development and which are currently developed. M-NCPPC staff has informed the applicant that they must provide a statement of justification (SOJ) and associated exhibits requesting impacts to regulated environmental features associated with the PMA onsite.

*Staff notes that the floodplain and PMA are located in areas of the site which are entirely developed; however, additional review will occur upon receipt of the PMA SOJ and a copy of the approved NRI.*

*Staff anticipates that, to complete the proposed development, the applicant will be required to obtain a floodplain waiver from the County's Department of Permitting, Inspections, and Enforcement prior to the first grading permit.*

### Stormwater Concept Plan

In accordance with Section 24-121(a)(15) of the prior County Subdivision Regulations, a site development concept plan must be approved by the Department of Permitting, Inspections, and Enforcement (DPIE) prior to approval of the preliminary plan of subdivision. SDCP 24001-2022 was submitted with the application. The SDCP calculates that the existing impervious area is 1.15 acres and the proposed impervious area is 1.03 acres. The SDCP proposes the use of two micro-bioretenment areas to treat water. The micro-bioretenment facilities are proposed in the eastern portion of the site in areas that the applicant has indicated will also serve as courtyards for the multifamily building.

*The PPS and the Type 1 Tree Conservation Plan (discussed in Woodland and Wildlife Conservation Ordinance, below) show two proposed underground detention areas, each one adjacent to one of the proposed micro-bioretenment areas. City Staff anticipates that the applicant will be required to update the SDCP will need to be revised to include this proposed underground detention.*

### Woodland and Wildlife Conservation Ordinance

A Type 1 Tree Conservation Plan (TCP 1) was submitted with the PPS. The TCP 1 shows 0 acres of existing woodland, and required afforestation of 15%, or 0.41 acres. The applicant proposes to meet this requirement through provision of off-site woodland conservation credits.

### Landscape Manual and Tree Canopy Coverage (TCC)

TDDP requirements for streetscape and landscaping supersede Landscape Manual requirements in case of a conflict. For development standards not covered by the TDDP, Landscape Manual requirements generally apply. Properties that are zoned M-X-T are required to provide a minimum of 10% of the gross

tract area in tree canopy coverage, which would be 0.28 acres for this site. Landscaping and tree canopy coverage requirements will be reviewed at the time of DSP.

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

The applicant has chosen to be reviewed under the prior zoning and subdivision ordinance; however, a review for adequacy of public facilities (APF) is being conducted under the new subdivision ordinance as required by Section 24-4500 of the Prince George's County Subdivision Regulations. Section 24-4503(a)(2) reads, "Preliminary plans of subdivision (minor or major) proposed after April 1, 2022, shall receive approval of a certificate of adequacy or conditional certificate of adequacy for each public facility subject to this Section." For a Preliminary Plan of Subdivision to be approved, a Certificate of Adequacy must be approved or conditionally approved (Sec. 24-4502(b)(2)).

M-NCPPC staff are reviewing the project for compliance with the adequate public facilities standards. City staff anticipates findings will be made regarding the adequacy of the following facilities: transportation, pedestrian and bikeway, parks and recreation, police, fire and rescue, and schools.

### **Transportation**

Per the County's Transportation Review Guidelines, a Traffic Impact Study (TIS) is required if a proposed subdivision will generate 50 or more new trips during any peak hour. A TIS aims to assess the effects that a particular development will have on the surrounding transportation network beyond the boundaries of the subject development.

The applicant submitted a TIS dated February 23, 2022, with the application. The study area includes seven intersections in the vicinity of the development (Figure 2).





Figure 2. Intersections studied as part of Traffic Impact Study (TIS)

M-NCPPC guidelines establish standards for the evaluation of signalized and unsignalized intersections. Signalized intersections are required to operate with critical lane volumes (CLV) less than 1,600. Within the Prince George's Plaza Transit District, the standard for level of service (LOS) is LOS E for individual intersections (TDDP page 263). Unsignalized intersections are required to operate with an average of less than 50 seconds of delay per vehicle.

The TIS includes the following results:

- “All signalized intersections operate with a CLV of less than 1,600 and therefore, meet M-NCPPC adequacy requirements.
- “All unsignalized intersections operate with less than 50 seconds of delay and therefore, meet M-NCPPC adequacy requirements.”

Results for the individual intersections can be seen in Figure 3, below.


<b>Level-of-Service Results</b>				
<b>Morning Peak Hour</b>		<b>Existing CLV</b>	<b>Background CLV</b>	<b>Total CLV</b>
1. Adelphi Road at Belcrest Road	(Signalized)	A / 293	A / 407	A / 409
2. Belcrest Road at Toledo Road	(Signalized)	A / 290	A / 444	A / 476
3. Toledo Road at Service Road	(Unsignalized)			
Tier 1: HCS Delay Test		8.9 sec.	9.4 sec.	9.6 sec.
4. Toledo Road at Site Access	(Unsignalized)			
Tier 1: HCS Delay Test		10.3 sec.	11.4 sec.	13.4 sec.
5. Toledo Road at Constitution Avenue	(Unsignalized)			
Tier 1: HCS Delay Test		8.8 sec.	9.3 sec.	9.5 sec.
6. Adelphi Road at Toledo Road	(Signalized)	A / 285	A / 356	A / 379
7. MD 410 at Belcrest Road	(Signalized)	A / 573	A / 733	A / 751
<b>Evening Peak Hour</b>		<b>Existing CLV</b>	<b>Background CLV</b>	<b>Total CLV</b>
1. Adelphi Road at Belcrest Road	(Signalized)	A / 617	A / 744	A / 748
2. Belcrest Road at Toledo Road	(Signalized)	A / 703	A / 882	A / 909
3. Toledo Road at Service Road	(Unsignalized)			
Tier 1: HCS Delay Test		9.8 sec.	10.4 sec.	10.6 sec.
4. Toledo Road at Site Access	(Unsignalized)			
Tier 1: HCS Delay Test		10.3 sec.	11.2 sec.	12.5 sec.
5. Toledo Road at Constitution Avenue	(Unsignalized)			
Tier 1: HCS Delay Test		10.2 sec.	11.0 sec.	11.2 sec.
6. Adelphi Road at Toledo Road	(Signalized)	A / 470	A / 541	A / 568
7. MD 410 at Belcrest Road	(Signalized)	B / 1013	C / 1258	C / 1278
<b>NOTES:</b> 1. MNCPPC Guidelines are LOS "E" or better for signalized intersections in the Developed Tier using CLV methodology (<1,600). 2. MNCPPC has a three tier test for unsignalized intersections. a). Delay less than 50 seconds per vehicle, then passes APFO, otherwise go to step 2. b). Minor street volumes less than 100 vph, then passes APFO, otherwise go to step 3. c). CLV less than 1,150, then passes APFO. If not, then conduct signal warrant analysis or provide turn lanes to yield CLV < 1,150.				
Traffic Impact Analysis  <b>LENHART TRAFFIC CONSULTING, INC.</b> 845 BALTIMORE ANNAPOLIS ROAD, SUITE 214 NEVINNA 19386, MD 21155 www.lenharttraffic.com		<b>Results of Level-of-Service Analyses</b>		<b>Exhibit 10</b>

Figure 3. Critical lane volumes (CLV) and level of service (LOS) (from TIS)

The TIS also evaluated total trip generation rates for the proposed development (Figure 4). The TIS notes that trips associated with the existing parking garage were not removed from the network given the future garage will likely serve both residents of the new development and continue to serve users of the existing retail/commercial uses surrounding the site. Total new vehicular trips are calculated at 83 during the AM peak and 96 during the PM peak, assuming a 20% reduction in trips due to proximity to and bus service to Metro ("Transit Credit" in Figure 4).

*The development is nearby to existing transit, but residents are unlikely to use transit if they cannot access it safely and conveniently. The applicant should ensure the 20% trip reduction accounted for in the trip generation calculations are supported by robust investment in the pedestrian and bicyclist amenities and infrastructure provided with the development.*

### Trip Generation Rates

#### Apartments (garden and mid-rise, Prince George's County Rates)

Morning Trips = 0.52 x Units

Evening Trips = 0.60 x Units

Daily Trips = 6.5 x Units

#### Trip Distribution (In/Out)

20/80

65/35

### Trip Generation Totals

		AM Peak			PM Peak			Daily
		In	Out	Total	In	Out	Total	
Apartments (garden and mid-rise, Prince George's County Rates)	200 units	21	83	104	78	42	120	1300
Transit Credit: 20%		-4	-17	-21	-16	-8	-24	-260
Net Trips with Transit Credit:		17	66	83	62	34	96	1040

#### Notes:

1. Trip Generation Rates obtained from the Prince George's County Guidelines and the ITE Trip Generation Manual, 10th Edition, as necessary.

Traffic Impact Analysis

Trip Generation for  
Site

**Exhibit**

**7**

**LENHART TRAFFIC CONSULTING, INC.**  
645 BALTIMORE ANNAPOLIS BLVD, SUITE 214  
SEVERNA PARK, MD 21146  
www.lenharttraffic.com

Figure 4. Trip Generation Rates (from TIS)

## Bicycle and Pedestrian Facilities

### Bicycle and Pedestrian Adequacy

The site is subject to Section 24-4506, which requires adequate pedestrian and bikeway facilities in the current RTO-H-C zone. A Bicycle and Pedestrian Impact Study (BPIS) is required within a ½ mile radius of the site. Based on the number of dwelling units, the applicant must provide \$76,575.65 for off-site bicycle and pedestrian improvements.

To meet this requirement, the applicant proposes the following improvements:

- “Install sharrows along Toledo Road per the Countywide Master Plan of Transportation Bikeways and Trails. Per Section 9C.07 of the Manual on Uniform Traffic Control Devices (MUTCD), it is recommended that the sharrows be placed immediately after the intersections with Belcrest Road and Adelphi Road and be spaced at intervals of 250 feet.” (Cost estimate - \$7,500; all cost estimates include 50% contingency)
- “Upgrade eight pedestrian ramps to be ADA compliant.” (Cost estimate - \$30,000)
- “Upgrade the bus stop in front of the newly constructed library to include a bench and shelter.” (Cost estimate - \$22,500)
- “Provide a continental style crosswalk along the east leg of the intersection at Adelphi Road & Beechwood Road.” (Cost estimate - \$3,300)
- “Provide a continental style crosswalk along the east leg of the intersection at Adelphi Road & Underwood Street.” (Cost estimate - \$1,800)

At the Subdivision and Development Review Committee meeting on December 22, 2022, M-NCPPC staff identified a \$11,457 gap between the cost of the proposed improvements and the required expenditure. M-NCPPC staff recommended the applicant “examine [...] installing D11-1/Bike Route signs with destination plates along the site’s frontage directing eastbound bicyclists to Adelphi Road and Hyattsville Library and westbound bicyclists to Hyattsville Crossing Metro Station and shopping mall with appropriate directional arrows consistent with Maryland MUTCD standards and approval of the operating agency.”

*The 2018 Hyattsville Transportation Study recommends designing and building a complete street including continuous sidewalks, bike lanes, and a two-lane street section along Toledo Road from Adelphi Road to Toledo Place (Project ID R-2). This recommendation supports Strategy 10B in the City’s 2017-2021 Community Sustainability Plan, “Expand the network of bike lanes throughout the City.” As noted, Toledo Road is a City right-of-way, and therefore the City may determine the cross section. Staff finds the applicant’s proposal to install sharrows along Toledo Road to be inadequate and inconsistent with the 2018 Hyattsville Transportation Study bicycle facility recommendation for Toledo Road.*

*Within the Prince George’s Plaza Transit District Development Plan, Toledo Road is classified as an A Street and Democracy Avenue and Constitution Drive are B Streets, and must meet specific standards for streets and frontages. Within the TDDP, A Streets are of highest importance and B Streets are of second-highest importance (page 207). Additionally, at the Council meeting on August 1, 2022, Council expressed a desire for consideration of frontage improvements, including connection to surrounding facilities and points of interest. The proposed development will need to conform to the Transit District Standards at the time of Detailed Site Plan. As noted by M-NCPPC staff at the SDRC meeting, “The mandatory Transit District Standards applicable to streets and frontage, in particular, found on page 207-234 of the TDDP are critical.”*

*The City’s Transportation Study also recommends specific designs, location, and destinations for bicycle wayfinding signage. As noted above, the M-NCPPC Transportation Reviewer has recommended that the applicant consider installing standard D11-1 bicycle signage along Toledo Road. Staff recommends use of the City’s design for all bicycle signage installed along Toledo Road.*

*Staff is working to coordinate a meeting with the County to discuss the list of proposed BPIS improvements, including incorporating improvements identified in the City’s Transportation Study.*



### **Mandatory Parkland Dedication**

Section 24-134 of the prior County Subdivision Regulations requires mandatory dedication of parkland for the proposed development. This requirement may be met through land dedication, or through provision of recreational facilities or payment of a fee-in-lieu in certain circumstances. The applicant has proposed to meet the requirement with private onsite recreational facilities, including fitness center, resident lounge, bike room, pool, and pool courtyard.

### **Summary and Timeline**

In principle and in concept, Staff supports the redevelopment of Parking Garage A at 3325 Toledo Road into multifamily units with attendant public and residential structured parking (i.e., the western portion of the garage to be retained). Staff is currently working to address outstanding questions and to draft recommended conditions of support with the intent of ensuring an urban-scale public realm as envisioned by the TDDP, providing safe and comfortable pedestrian and bicyclist access to transit and surrounding amenities, supporting the sustainability initiatives of the City, and addressing concerns of Council. It is expected that draft conditions may address, but may not be limited to, street cross-sections, pedestrian and bicycle amenities and connections to adjacent sites, and sustainability topics.

Following the December 22, 2022, Subdivision and Development Review Committee meeting, the applicant is required to provide any revised information (updated plans, narrative response, etc.) to M-NCPPC staff by January 19, 2023. City staff anticipates continuing review of the application through further review of revised submittals.

The PPS will be placed on Council's agenda for Action on February 6, 2023.