

## 1.0 Land Use

### 1.1 Introduction

This Technical Memorandum describes the land use in the Proposed Action's Region of Influence (ROI) and potential impacts on land use from the Proposed Action (i.e., Preferred Alternative) and No Action Alternative. Measures to reduce potential adverse effects on land use from the Proposed Action are also identified.

Land use includes two primary categories: natural and human-modified. Examples of natural land use include woodlands, grasslands, and other undeveloped areas. Examples of human-modified land use include residential, commercial, industrial, agricultural, and other developed areas. Land use is typically guided and regulated by management plans, policies, regulations, and ordinances (i.e., zoning) that both determine the type and extent of land use allowable in specific areas and protect specially designated or environmentally sensitive areas.

Treasury received comments related to land use from stakeholders during the public scoping period. Scoping comments expressed concern over the potential land use impacts of the Proposed Action, such as the conversion of agricultural land to an industrial facility and the potential lost benefits of maintaining undeveloped land. Please refer to Treasury's [Public Scoping Report](#) for further details on the comments received during the scoping period. Concerns expressed during public scoping regarding land use are considered and addressed in this analysis.

### 1.2 Affected Environment

#### 1.2.1 Region of Influence

The ROI for this analysis includes the Project Site and all areas within 1 mile of the Project Site (see **Figure 1**). These areas may be influenced, directly or indirectly, by activities associated with the Proposed Action due to proximity. Areas beyond 1 mile from the Project Site would not experience impacts from the Proposed Action that could meaningfully affect land use.

Land use ROIs often include a community, metropolitan area, county, state, or region. Although the Proposed Action would directly change land use within a small portion of the Beltsville Agricultural Research Center (BARC) from agriculture to non-agriculture, the land would still be used for federal activity and thus the underlying use would remain unchanged. Additionally, federal land is not subject to local land use or zoning regulations. However, Treasury selected a 1-mile radius ROI to evaluate land use patterns and conditions in the area in which BARC is a neighbor. This ROI allows Treasury to identify both local and metropolitan land use conditions. A smaller ROI that focused only on the BARC property would overlook external development patterns and conditions in the surrounding community.

#### 1.2.2 Applicable Guidance

**Table 1** identifies federal, state, and local guidance and regulations relevant to this land use analysis. Per the United States (US) Constitution, state and local agencies cannot regulate land use on or zone federal property. Treasury, however, considered the land use and zoning designations and guidance within the ROI as part of this analysis.

Further to the above, local planning authorities have developed policies and goals for preservation of agricultural areas and open space within the ROI; some of these plans identify BARC specifically. These local plans, policies, and goals related to agricultural land preservation are considered in this analysis.

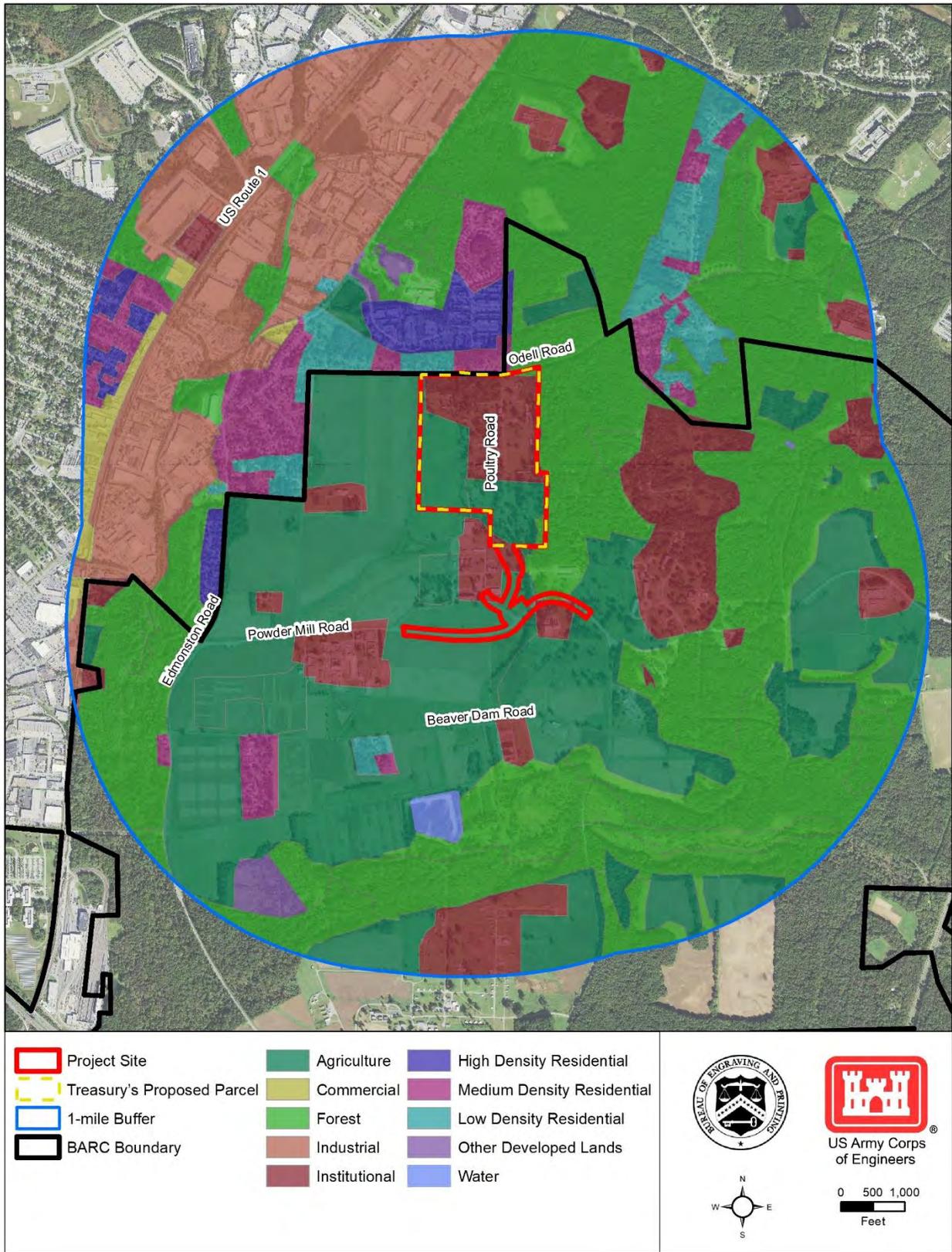


Figure 1: Existing Land Use within the ROI

**Table 1: Land Use Applicable Guidance and Regulations**

Guidance/Regulation	Description/Applicability to Proposed Action
<p><a href="#"><u>Maryland Sustainable Growth and Agricultural Preservation Act</u></a>  <a href="#"><u>(General Assembly of Maryland, 2012)</u></a></p>	<p>Requires counties/municipalities to establish development tiers within their jurisdictions that regulate how wastewater may be managed for future major residential subdivisions (i.e., 8 houses or more). This mapping is intended, in part, to focus development in suitable areas and restrict it from existing agricultural and environmental areas. <a href="#"><u>Prince George's County includes BARC in Tier IV</u></a>, the strictest development tier, wherein no major subdivisions are permitted without an exemption.</p>
<p><a href="#"><u>Prince George's County Zoning Ordinance Regulations</u></a>  <a href="#"><u>(Prince George's County Code, Subtitle 27, Part 2)</u></a></p>	<p>Specifies permitted land use activities within Prince George's County. It does not regulate the land use of property owned by the federal government, such as at the Project Site.</p>
<p><a href="#"><u>Maryland-National Capital Park and Planning Commission (M-NCPPC) Plan Prince George's 2035 Approved General Plan</u></a>  <a href="#"><u>(M-NCPPC, 2014)</u></a></p>	<p>Developed by M-NCPPC, this plan provides comprehensive recommendations for guiding future development within Prince George's County; it identifies an Innovation Corridor, which encompasses a portion of BARC near Route 1, as an area having the highest concentrations of economic activity and potential for job growth, research, and innovation.</p>
<p><a href="#"><u>Prince George's County Priority Preservation Area Functional Master Plan</u></a>  <a href="#"><u>(M-NCPPC, 2012)</u></a></p>	<p>Identifies the Priority Preservation Area in Prince George's County intended to protect large amounts of land for environmental, recreational, and agricultural pursuits, and establishes goals, policies, and strategies for the preservation of this area. BARC is located within the Priority Preservation Area; this plan further considers BARC to be already permanently preserved since its agricultural land use cannot be significantly changed without Congressional authorization.</p>
<p><a href="#"><u>The Comprehensive Plan for the National Capital, Federal Elements</u></a>  <a href="#"><u>(NCPC, 2016)</u></a></p>	<p>The National Capital Planning Commission (NCPC) establishes goals and policies that guide federal development and provide a decision-making framework for future federal initiatives in the National Capital Region (NCR), which encompasses Prince George's County. Further, the <a href="#"><u>Parks and Open Space Element</u></a> of this plan encourages the management of a regional parks and open space network for recreational, commemorative, social/civic, environmental, cultural, and educational benefits; BARC is considered a component of this regional network (NCPC, 2018).</p>
<p><a href="#"><u>Prince George's County Economic Development Strategic Plan – The Economic Drivers and Catalysts: A Targeted Economic Development Strategy for Prince George's County, Maryland</u></a>  <a href="#"><u>(M-NCPPC, 2013)</u></a></p>	<p>Presents a targeted economic development strategy that focuses on maximizing the generation of new jobs in Prince George's County and diversifying and growing the tax base that supports the county's government services and quality of life. The Plan notes that the county has not emerged as a technology leader despite substantial educational institutions and government agencies in the area. Federal activities at BARC are a continued resource to the county on which the county can continue to rely for future economic development and technological commercialization.</p>

Guidance/Regulation	Description/Applicability to Proposed Action
<a href="#"><u>Executive Order (EO) 12072, Federal Space Management (1978)</u></a>	Requires all federal agencies to give first consideration to locate federal facilities in central business areas, and/or adjacent areas of similar character, to use them to make downtowns attractive places to work, conserve existing resources, and encourage redevelopment. In addition, opportunities for locating cultural, educational, recreational, or commercial activities within the proposed facility must also be considered. Considering BARC for the proposed Currency Production Facility (CPF) is consistent with EO 12072 as the site was identified through an extensive and wide-ranging alternatives screening process, is located within an existing federally controlled facility, conforms with activities and programs of other federal agencies, and conserves existing urban resources by not developing on private property or previously undeveloped property.

### 1.2.3 Existing Conditions

The Project Site, including Treasury’s proposed parcel, is located in Prince George’s County and the NCR<sup>1</sup> planning district, approximately 2.5 miles east of Interstate 95 and 1.5 miles west of Interstate 295. It is part of the US Department of Agriculture (USDA)-owned BARC and supports agricultural research. The Project Site includes 24 buildings (mostly in disrepair), asphalt-paved/unpaved roads, one gravel parking area, an approximately 21-acre agricultural research plot, cropland, forest, grassland/meadows, and wetlands.

Land use in the ROI is typical of the NCR; it consists of an established mixed community including residential, commercial, industrial, and open space uses. Land uses in the northern and western portions of the ROI, particularly north of Odell Road and west of Edmonston Road, include mostly private residential areas, commercial and retail establishments, and light and heavy industry. Existing land use and associated acreages within the ROI, Project Site, and Treasury’s proposed parcel are summarized in **Table 2** and illustrated on **Figure 1**.

**Table 2: Existing Land Use within the ROI, Project Site, and Treasury’s Proposed Parcel**

Existing Land Use	ROI (acres)	Project Site (acres)	Treasury’s Proposed Parcel (acres)
<b>Agricultural</b>	1,064.6	60.7	47.6
<b>Commercial</b>	32.4	0.0	0.0
<b>Forest</b>	1,447.8	3.8	3.1
<b>Industrial</b>	457.7	0.0	0.0
<b>Institutional</b>	385.7	57.7	53.5
<b>Residential – Low Density</b>	122.4	0.0	0.0
<b>Residential – Medium Density</b>	165.9	0.0	0.0
<b>Residential – High Density</b>	73.1	0.0	0.0
<b>Other Developed Lands</b>	25.1	0.0	0.0
<b>Water</b>	12.2	0.0	0.0
<b>Total</b>	<b>3,786.9</b>	<b>122.2</b>	<b>104.2</b>

Source: (M-NCPPC, 2020a)

<sup>1</sup> The NCR encompasses Washington, DC; Montgomery and Prince George’s Counties in Maryland; Arlington, Fairfax, Loudoun, and Prince William Counties in Virginia; and the incorporated cities of Alexandria, Falls Church, Fairfax, and Manassas in Virginia.

Prince George’s County (i.e., approximately 278,761 acres of zoned land) consists of five major zoning types. From most to least abundant, these include: Residential, Comprehensive Design, Industrial, Commercial, and Mixed-Use and Planned Community. Each of these major zoning types contains one or more zoning classifications that vary according to their specific requirements within the more general major zoning type. Please refer to the Prince George’s County [Guide to Zoning Categories](#) for further information (M-NCPPC, 2010).

The Project Site, including Treasury’s proposed parcel, is zoned under the Reserved Open Space<sup>2</sup> zoning classification within the Residential major zoning type (M-NCPPC, 2020b). Reserved Open Space currently accounts for 65.8 percent of zoned land within the ROI. [Existing zoning types and classes](#) within the ROI, Treasury’s proposed parcel, and Project Site, including associated acreages, are summarized in **Table 3** and depicted on **Figure 2**.

**Table 3: Existing Zoning Categories within the County, ROI, Project Site, and Treasury’s Proposed Parcel**

Zoning Type	County Land Area (%)	Zoning Class	ROI (acres)	Project Site (acres)	Treasury’s Proposed Parcel (acres)
<b>Commercial</b>	2.0%	Commercial Miscellaneous (C-M)	15.6	0.0	0.0
		Commercial Shopping Center (C-S-C)	15.9	0.0	0.0
<b>Comprehensive Design</b>	5.3%	Employment and Institutional Area (E-I-A)	119.4	0.0	0.0
<b>Industrial</b>	5.1%	Light Industrial (I-1)	11.5	0.0	0.0
		Heavy Industrial (I-2)	332.1	0.0	0.0
		Planned Industrial/Employment Park (I-3)	98.8	0.0	0.0
<b>Residential</b>	84.7%	Open Space (O-S)	156.6	0.0	0.0
		One-Family Semidetached, and Two-Family Detached, Residential (R-35)	14.6	0.0	0.0
		One-Family Detached Residential (R-55)	63.6	0.0	0.0
		One-Family Detached Residential (R-80)	45.0	0.0	0.0
		Reserved Open Space (R-O-S)	2,493.3	118.2	102.7
		Rural Residential (R-R)	206.5	0.0	0.0
		Townhouse (R-T)	44.9	0.0	0.0
<b>Mixed Use and Planned Community</b>	3.0%	No Mixed Use/Planned Community zones are located within the ROI.	0.0	0.0	0.0
Roadways			169.1	4.0	1.5
<b>Total</b>	<b>100%</b>	<b>N/A</b>	<b>3,786.9</b>	<b>122.2</b>	<b>104.2</b>

Source: (M-NCPPC, 2020b)

<sup>2</sup> The Reserved Open Space zoning classification includes a limited range of public, recreational, and agricultural uses (M-NCPPC, 2020c).

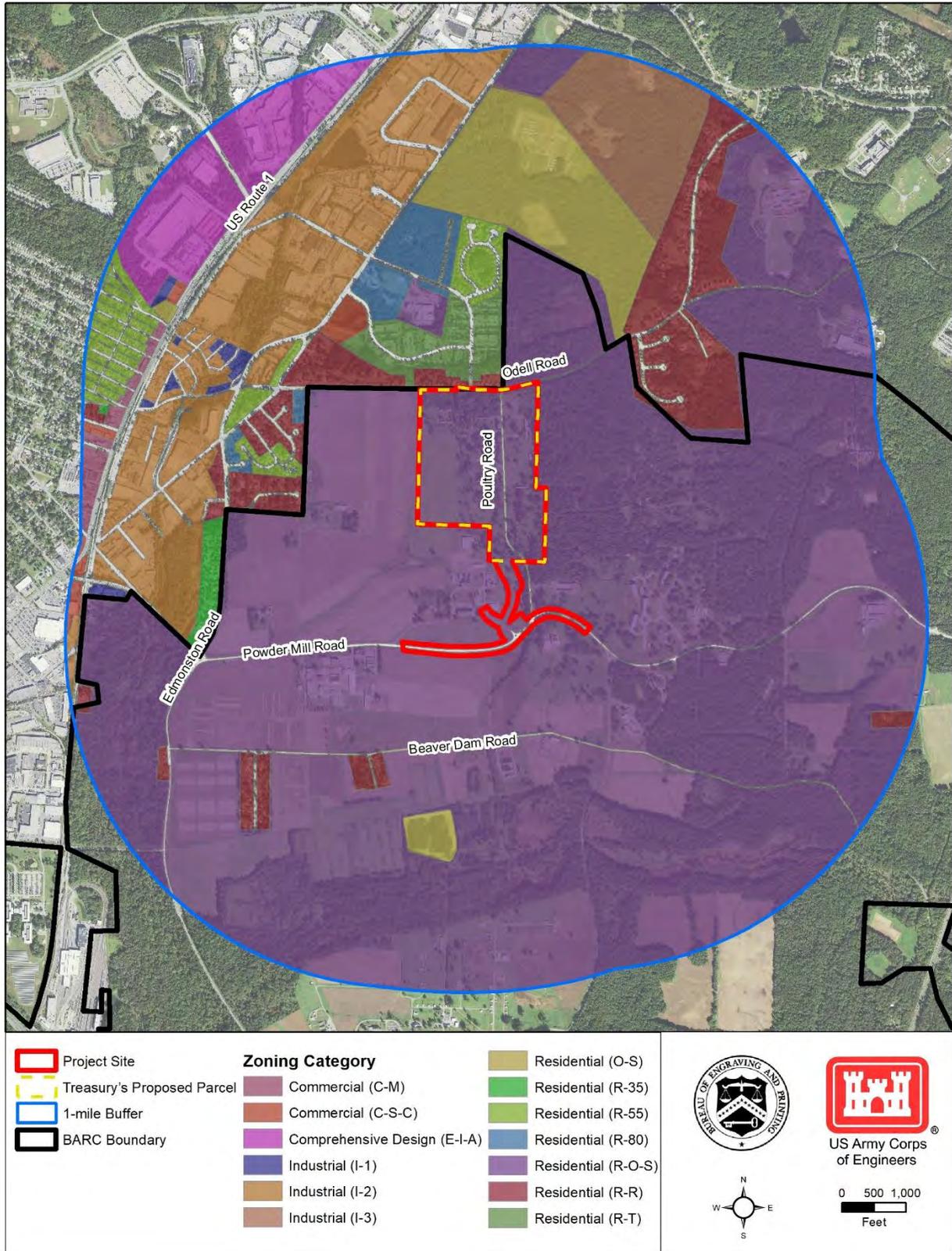


Figure 2: Existing Zoning within the ROI

### 1.3 Environmental Effects

This section analyzes potential effects on land use within the ROI that could occur under the Proposed Action (i.e., Preferred Alternative) and No Action Alternative. Measures to reduce potential adverse effects on land use from the Proposed Action are also identified.

#### 1.3.1 Approach to the Analysis

For this analysis, Treasury defined a significant adverse impact as one that would result in:

- A new land use that would result in discontinuation of or substantial change in existing adjacent land uses.
- Induced activities within the ROI, but beyond the Project Site, that are inconsistent with existing zoning designation(s).

#### 1.3.2 No Action Alternative

Under the No Action Alternative, Treasury would not construct the proposed CPF. Land use and zoning within the ROI would not change due to the Proposed Action. The existing facilities within the Project Site could continue to fall into disrepair and contribute to blight that could affect other nearby properties. As these buildings have been vacant for at least 8 years, and many for longer, the continuation of this deterioration would be unlikely to result in discontinuation of or substantial change in existing adjacent land uses. Therefore, adverse impacts to land use at the Project Site and in the ROI would remain ***less-than significant***.

Further, the Project Site would remain available as a viable location for federal proponent(s) to redevelop for other purposes with Congressional authorization. Thus, future redevelopment of the Project Site would not be precluded under the No Action Alternative.

#### 1.3.3 Preferred Alternative

##### ***Land Use***

##### ***Construction***

During construction of the proposed CPF, the majority of the Project Site (i.e., all areas except the northern forested buffer and the wetland area in the southeast corner of Treasury's proposed parcel) would become an active construction area, including demolition, excavation, grading, filling, paving, building, landscaping, and other development activities. All activities would be confined to the Project Site. Construction impact-reduction measures would be implemented to minimize adverse impacts from dust, noise, or road closures to nearby residential areas and receptors (see the [Air Quality Technical Memorandum](#), [Noise Technical Memorandum](#), and [Traffic and Transportation Technical Memorandum](#)). Construction access to and from the Project Site would be from Powder Mill Road, thereby avoiding potential direct impacts (such as fugitive dust and traffic concerns) along Odell Road. Additionally, temporary privacy fencing would be erected along Odell Road and along the proposed entrance road, where needed, to supplement existing vegetative buffers and to obstruct the view of most construction activities from public areas, thereby providing a greater sense of separation between adjacent off-site land uses and the active construction site (see the [Visual Resources Technical Memorandum](#)). Construction activities would be temporary and shielded from direct view off-site, resulting in a ***less-than-significant adverse impact*** on land use in the ROI.

### Operation

Under the Preferred Alternative, the USDA would transfer the 104.2-acre proposed parcel to Treasury; thus, the site would remain under federal ownership, which is consistent with the NCPC Comprehensive Plan and M-NCPPC Plan (see **Table 1**). Further, Treasury would use the site for innovative industrial technologies and employ approximately 1,600 staff, consistent with the Prince George's County Economic Development Strategic Plan (M-NCPPC, 2013). Designated land use, however, would permanently change from "Agricultural" (47.6 acres), "Institutional" (53.5 acres), and "Forest" (3.1 acres) to "Industrial" (104.2 acres) land use, effectively converting land use from agricultural production and research to industrial manufacturing (see **Figure 1**). No change in land use would occur outside Treasury's proposed parcel; the proposed entrance road and Powder Mill Road rights-of-way would remain under the USDA's ownership and classified according to their existing land use (i.e., "Institutional" and "Agricultural").

During operation, Treasury would conduct its manufacturing activities (i.e., currency production) inside a secure facility; thus, activities would not be visible to other land uses (i.e., Residential) within the ROI. The proposed CPF would be access-controlled, fenced, and professionally landscaped. Treasury would maintain forested areas along the northern boundary to further limit views of the facility from Odell Road. In general, Treasury's operational activities in its proposed parcel would be consistent with other industrial facilities in the ROI in terms of intensity. Treasury anticipates that no existing adjacent land uses would be discontinued or substantially altered as a result of the Preferred Alternative.

Currently, 21.1 acres of the 60.7 acres of designated "Agricultural" land within the approximately 122-acre Project Site is actively used for agricultural purposes (i.e., row crops; see [Biological Resources Technical Memorandum](#)). BARC contains approximately 6,523 acres of land for general agricultural use (i.e., to support BARC's mission), of which approximately 2,207 acres are in agricultural production (i.e., cropland) (USDA, unpublished data). Therefore, the conversion of 21.1 acres of active cropland under the Preferred Alternative would reduce active cropland at BARC by approximately 1.0 percent. The permanent conversion of this land would not require the USDA to increase agricultural land or production elsewhere on BARC to meet its mission, as sufficient agricultural capacity exists on BARC currently and with implementation of the Proposed Action.

Further, agricultural land is abundant within the ROI and Prince George's County, which include 1,064.6 acres and 34,399 acres of farmland, respectively (USDA, 2019). Treasury operations would only reduce designated "Agricultural" land use by 4.5 percent in the land use ROI and 0.01 percent in the county.

Additionally, while the Proposed Action would contribute to the loss of land for agricultural research activities, the USDA has indicated that it does not need, and plans to discontinue existing operations in, this particular parcel on BARC. Thus, the conversion of agricultural research acreage would not adversely affect the USDA's operations at BARC or the availability of land for the USDA's current or foreseeable future requirements.

BARC, however, is included in Prince George's County's Priority Preservation Area and the NCPC's regional parks and open space network (M-NCPPC, 2012; NCPC, 2018). Converting Treasury's proposed parcel to industrial land use would conflict with these local plans and associated planning goals (see **Table 1**). Therefore, the conversion of agricultural land use, including both active cropland and general agricultural land use, within the ROI would have a **less-than-significant adverse impact** on land use and local planning objectives for agricultural land preservation.

Due to the increased presence of Treasury employees, the Proposed Action could create an incentive for the development (or redevelopment) of other, non-BARC properties near the Project Site. Potential development could include the establishment of retail and commercial uses and possibly additional housing

(e.g., apartments, condominiums, and townhomes). The possibility of any such development in the ROI in response to the development of the proposed CPF, however, is speculative and would be dependent on market conditions and other factors that are not related to the Proposed Action. Additionally, such residential or retail uses would comply with current zoning in the ROI. Treasury operations have no potential to induce the development of incompatible land uses or changes outside of the ROI. Therefore, the potential contribution of the Proposed Action to regional development would have **no or negligible impact** on land use within the ROI.

### **Zoning**

The USDA would transfer custody and control of the 104.2-acre parcel to Treasury as agreed upon under the Memorandum of Agreement (MOA). Treasury would construct and operate an “Industrial” facility within its proposed parcel, which is and would continue to be zoned as “Residential” (Reserved Open Space) land (approximately 102.7 acres) and existing roadways (1.5 acres) (see **Figure 2** and **Table 3**). As shown in **Table 3**, “Residential” zoning currently comprises large majorities of the ROI and county at 79.9 percent and 84.7 percent, respectively; more specifically, “Reserved Open Space” currently comprises 65.8 percent of the ROI. Treasury’s proposed parcel occupies only 2.8 percent of the ROI, so its use would not substantially affect the area available for “Residential” (Reserved Open Space) uses in the ROI. Therefore, Treasury’s use of its proposed 104.2-acre parcel for operations incompatible with existing zoning would be a **less-than-significant adverse impact** on local zoning. No incompatible operations would occur or likely be induced in the ROI outside Treasury’s proposed parcel under the Preferred Alternative.

#### **1.4 Impact-Reduction Measures**

As part of the Proposed Action, Treasury would implement the following impact-reduction measures to minimize potential adverse impacts to land use:

- Execute the land transfer of Treasury’s proposed parcel from the USDA to Treasury.
- Route construction access from Powder Mill Road north onto Poultry Road and avoid transporting construction materials or operational traffic along Odell Road to avoid impacts to residential land uses along this road.
- Install privacy fencing along Odell Road and around the proposed entrance road during construction to minimize views of construction activities.
- Maintain professionally landscaped grounds around the proposed CPF and the forested border between the facility and Odell Road during operation.

#### **1.5 Mitigation Measures**

Treasury should implement the following project-specific mitigation measure to reduce the potential for adverse land use and zoning impacts:

- Although not required, petition Prince George’s County for a zoning reclassification of Treasury’s proposed parcel from “Residential” to “Industrial.”
- As described in the [Visual Resources Technical Memorandum](#), establish landscape buffers, including appropriate-height vegetation, on all sides of Treasury’s proposed parcel to minimize views from off-site areas, to the extent practicable while still meeting site security requirements.

#### **1.6 References**

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