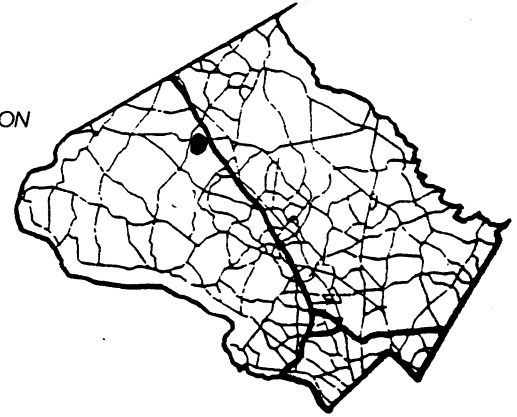




THE MARYLAND-NATIONAL CAPITAL PARK AND PLANNING COMMISSION



MEMORANDUM

DATE: June 21, 2002

TO: Montgomery County Planning Board

VIA: Joseph R. Davis, Chief, Development Review Division *JRD*

FROM: A. Malcolm Shaneman, Supervisor, Development Review Division *AMS*

REVIEW TYPE: Pre-Preliminary Plan of Subdivision

APPLYING FOR: Concept Plan Review Under Section 50-33A of the Subdivision Regulations

PROJECT NAME: Cabin Branch

CASE NO. 7-02042

REVIEW BASIS: Chapter 50, Montgomery County Subdivision Regulations

ZONE: RE-1/TDR, RMX-1/TDR and I-3

LOCATION: West Side of I-270, South and East of Clarksburg Road and North of Old Baltimore Road

MASTER PLAN: Clarksburg

APPLICANTS: Gosnell Development Co., Adventist Health Care, Inc., Winchester Homes and FFTM I, Limited Partnership

ATTORNEYS: Dufour and Kohlhoss, Holland and Knight Miller, Miller and Canby

HEARING DATE: June 27, 2002

Staff Recommendation: Discussion of Issues Prior to Applicant Proceeding with Rezoning and Subsequent Preliminary Plan and Site Plan Submissions

PROJECT DESCRIPTION: Location

The subject properties are located on the west side of I-270, south and east of Clarksburg Road and North of West Old Baltimore Road. The subject application is made up of four major property holdings. These properties together make up over five-hundred and thirty (530) acres. Through the participation of these four property owners, and with the assistance of other land owners, this comprehensive plan was envisioned to implement the recommendations adopted in the Clarksburg Master Plan for the Cabin Branch area. Several drawings have been provided with this memorandum illustrating the properties location in the Clarksburg District and also outlining the property holdings.

PROJECT DESCRIPTION: Proposal

The Pre-Preliminary Concept Plan proposes a mixed-use, transit-oriented pedestrian friendly community of interlinked neighborhoods that implements the vision and strategic policy goals of both the Clarksburg Master Plan and Smart Growth objectives. The Plan shows general uses, acreage and road network. The actual details of the specific uses, residential configuration and amenities, including recreation, trails and open space will all be reviewed in finer detail during the zoning, preliminary plan and site plan application process.

The subject properties are currently zoned RE-1/TDR, RMX-1/TDR and I-3. The majority of the site, 396 acres, is zoned RMX-1/TDR. This area runs from the southwest quadrant of Clarksburg Road and I-270 through the middle of the site along Clarksburg Road and wraps the site to the south along West Old Baltimore Road. A small portion of the subject property, approximately 15 acres, is zoned RE-1/TDR. This is located just south of the intersection of Clarksburg Road and I-270. An area of approximately 120 acres, located along I-270 in the eastern center of the property is zoned I-3.

To accomplish the mixed use development envisioned in the Master Plan, much of the property currently zoned RMX-1/TDR and RE-1/TDR will need to be rezoned to MXPDP. This is also true for the area zoned I-3. The result of the proposed rezoning will yield approximately 245 acres of RMX-1/TDR and 286 acres of MXPDP. The MXPDP zoned land will abut I-270 running from the north end to the south boundary line. The western edge of the of the proposed MXPDP zoning line is established by the existing I-3 zone limit. To incorporate an integrated mix of residential and employment uses the proposal requests a larger area be rezoned to MXPDP. The proposed plan has approximately 170 acres of employment and green space as compared to the 170 acres discussed in the Master Plan. With the addition of residential uses, Master Plan rights of way and neighborhood retail uses the land area need to accomplish this mix increases under the proposal submitted. The 286 acres, according to the applicant, is a maximum potential envelope necessary to best integrate the mix of residential, retail, public space and employment uses. The actual acreage may be subject to change through the review process. The zoning will maintain the same use and gross floor area recommendations set forth in the Master Plan. This topic

is discussed further in the issues section of this memorandum. A map depicting the existing zoning and proposed zoning is included in the accompanying packet.

As staff and the applicant continue to work on the zoning envelope comprising the MXP zone and associated mix of uses, staff will also continue working on other aspects of the plan. These include, but are not limited to, the school and park complex which is proposed to be located near the Byrne/Warfield House, an historic site located near the mid-west portion of the property, and the proposed alignment and location of the Cabin Branch Trail network and bikeway system. Another feature of the plan requiring more evaluation concerns the relationships between the employment uses, residential developments and public facilities, and how they interrelate within the Cabin Branch Neighborhood.

DISCUSSION OF ISSUES

Pursuant to Section 50-33A of the Subdivision Regulations, regarding the Submission of Pre-Preliminary Plan applications, the applicants have requested the Planning Boards guidance regarding four (4) major points currently being discussed among the reviewing agencies and the applicants and these are as follows:

- (1) Alignment and character of Newcut Road (A-302)
- (2) The design character of Master Plan Road A-304, and the implementation of the transit oriented and pedestrian friendly vision of the Master Plan
- (3) The implementation strategy for the Community, especially the use of the Mixed Use Planned Development Zone, and
- (4) Specific technical requirements relative to yield calculations

The following represents a compilation of recommendations by agency staffs regarding the identified issues raised by the applicant. The format for the text first includes the issue, then the applicant's statement, and finally staff's review and recommendations. The review and recommendations compiled by staff represent views from many of the agencies as members of the Development Review Committee (DRC).

Staff will be providing the Planning Board a general overview of the project including zoning proposals, road networks, land use proposals, public facilities plan and other features included in the pre-preliminary concept plan.

1. Alignment and character of Newcut Road (A-302)

Applicant: Through the study of the updated two-foot topography, slopes, wetlands and stream valley buffer as shown on the approved NRI/FSD the road crossing has a major impact on the environment. Newcut Road (A-302) should not cross the Cabin Branch Stream valley to connect to MD Rte 121. The four lane, Arterial road, (120' right of way) should terminate east of the Cabin Branch stream valley with a series of traffic circles to disperse traffic as shown on the revised Concept Plan.

Staff: The importance of the west fork of Cabin Brach is such that a road connection through it would be detrimental. The Master Plan directs, "Place special emphasis on protection of the west fork of Cabin Branch because of its high quality and tree cover" (page 70). Staff believes that an efficient, interconnected street system, which disperses traffic, can meet the transportation needs.

Staff supports the applicant's proposal for Newcut Road, i.e., terminating at the master planned A-304 and not crossing the Cabin Branch Stream Valley to connect to MD 121. It is staff's opinion that connecting Newcut Road to MD 121 via West Old Baltimore Road should provide the master plan intended function of Newcut Road as long as West Old Baltimore Road from Newcut Road extension to MD 121 is upgraded to the County's two-lane arterial roadway standard.

MCDPWT agrees that a road crossing of the sensitive (wet and wooded) Cabin Branch Stream Valley by Newcut Road (A-302) should be avoided. East of the stream valley this road will be a multi-lane divided arterial with proper turn lanes and no on-street parking. One or more urban roundabouts should be considered to disperse traffic in and around this major development at or near the terminus of the road. Newcut Road should include a bikeway and sidewalk, as it will be the primary link to the planned transit way on the east side of I-270.

2. The design character of Master Plan Road A-304 and the implementation of the transit-oriented and pedestrian-friendly vision of the Master Plan

Applicant: The intent of the concept is to use the appropriate pedestrian scaled roads to facilitate the pedestrian oriented integration of land uses using Traditional Neighborhood Design (TND) practices. The road network in combination with the mix of uses will provide for a walkable community. The revised Concept Plan shows two mixed-use roads (Commercial Standard # MC – 219.01, 80' right of way) connecting Newcut Road and MD Rte 121. The smaller scale roads are pedestrian friendly with two travel lanes and on street

parallel parking. A four-lane highway (120 right of way) dividing the employment uses from the residential and retail uses should not be used.

Staff: The Master Plan shows a north-south four lane arterial road, A-304, separating employment uses from residential uses. However, an important objective of the Master Plan is the integration of the employment areas.

The Master Plan states: *“A major Plan concern is that the employment uses become an integral part of the overall Cabin Branch Neighborhood and that strong interrelationships be established among residential, employment, retail, and public facility uses”*. An interconnected street system consisting of pedestrian friendly streets is a pre-requisite for such an environment. Staff, therefore, supports the proposed concept of developing A-304 as a narrower and friendlier street supplemented by at least one additional north-south street of a similar character. Staff also supports the grid of streets connecting the various parts of the neighborhood, which is shown in the applicant’s revised plan and is consistent with the Plan’s objective: *“Provide an interconnected roadway system”*.

The applicant proposes two, two-lane mixed-use roads in lieu of a master planned four-lane divided arterial roadway, A-304, inside the subject site. Staff believes that two mixed-use roads as two-lane commercial/industrial roads should function more efficiently than a four-lane divided arterial roadway to facilitate the pedestrian oriented integration of the proposed mixed land use in this area, while providing the comparable roadway capacity. Thus, staff supports this proposal.

MCDPWT agrees an alternate(s) to a multi-lane divided arterial replacing the Master Plan A-304 may be considered. We reserve judgment on this until after review of the traffic analysis. At very least, one of these roads should be considered without on-street parking. All links between Newcut and MD 121 should be considered for sidewalk on one side and bikeway on the other. With the density and level of activity in this development we should have numerous routes and the ability to serve bicycles out of the roadway.

West Old Baltimore Road

Applicant: West Old Baltimore Road should be a two lane arterial road as shown on the revised Concept Plan. The Master Plan calls for West Old Baltimore Road to be improved as an open section arterial road (80’ right of way). A traffic circle or similar traffic calming (focal point) device is proposed at the intersection of Old Baltimore Road and MD Rte 121. Planning staff sees a conflict between the intent of the Master Plan with minimal revisions to West Old Baltimore Road and the County Standard with the associated improvements noted in the Master Plan. Further discussions are needed with

DPWT, SHA and Planning staffs at the preliminary plan stage to achieve the balance between the character of the road and arterial road standards, such as appropriate vertical grades.

Staff: The Master Plan recommendations support the preservation of the existing rural character of West Old Baltimore Road. The Plan specifically states: "*this Plan does not support widening of the road.*" Unfortunately, the Plan also designates this road as a Rural Arterial road, which if built to standards would require widening of the roadway from the existing 20 feet to 44 feet including shoulders. Staff agrees that further discussions between government agencies need to take place in order to reach agreement. Other design solutions, such as widening at intersections only or introducing a parallel street, should be contemplated.

The applicant proposes to upgrade standard West Old Baltimore Road to the County's two-lane arterial roadway as a partial alternative to Newcut Road toward MD 121 including a roundabout at the MD 121 intersection. Staff supports this proposal from the transportation perspective. The roundabout at this location would function to disperse the westbound West Old Baltimore traffic toward MD 121 and protect a section of West Old Baltimore Road west of MD 121 as the Exceptional Rustic Road.

MCDPWT feels strongly that under the scenarios being discussed that West Old Baltimore is an important link and must be brought to open section arterial standards with appropriate turn lanes, no parking and an appropriate transition at MD 121. The argument that the letter uses that the Master Plan calls for minimal revisions to this road does not appear valid to this department. If we are making such drastic changes to the other non-existent master plan roads, we certainly can use the "saved" clearing, grading and pavement to bring this road up to proper standards.

Other Road Issues

The Plan emphasizes the "*interconnected system of streets*", which is currently shown in the revised pre-preliminary plan. The Plan "*endorses a transit-oriented development pattern which facilitates bus access and circulation*". A bus loop is proposed with bus stops at intervals that ensure walking distance for most users, consistent with the Master Plan recommendations. However, in preparation of site plans, it would also be important to ensure that the street system is configured in geometric patterns that minimize walking and biking distances to major destinations, including the future Corridor Cities Transit way station east of I-270.

The Master Plan emphasizes the importance of access and visibility to stream valley parks with the recommendation: "*Locate residential streets adjacent to*

the stream valleys on at least one side outside the buffer area”. This Pre-Preliminary Plan focuses on low-density green edges with housing sites backing to the park area rather than emphasizing park exposure and experiencing green space from the road system. At site plan, the street configuration should be modified to maximize park exposure, including windows to the park and other mechanisms for experiencing the stream valley public resource.

In preparation of site plan, further attention should be directed to street character. In order to promote the sense of place and achieve a cohesive neighborhood character, attributes of street design and building/street relationships should be formalized and coded as part of the project plan and development plan to ensure consistency of the desirable attributes.

There is no staging ceiling in the Clarksburg Policy area. Therefore, the applicant will need to address this negative staging ceiling issue with a proposed roadway improvement package. In order to support the Cabin Branch development from a Policy Area Transportation Review (PATR) perspective, the roadway improvement package may include but not be limited to a full-movement Newcut Road interchange at I-270, a four lane Newcut Road (A-302) from I-270 to the master planned A-304 and extending to West Old Baltimore Road as a two lane arterial roadway, two commercial/industrial dual roads (County Standard No. MC-219.01) connecting Newcut Road and Clarksburg Road (MD 121) in lieu of the master planned A-304, upgrading West Old Baltimore Road to the County’s two-lane arterial roadway standard from Newcut Road extension to MD 121, and upgrading Clarksburg Road (MD 121) between West Old Baltimore Road and I-270 including its interchange at I-270 to the master plan recommendation. The Adequate Public Facilities (APF) review of development of the subject property will be conducted at the time of preliminary plan application.

3. The implementation strategy for the Community, especially the use of the Mixed Use Planned Development (MXPDP) zone:

Applicant: The revised Pre-Application Re-Zoning exhibit shows an area adjacent to I-270 to be zoned MXPDP. Page 101, of the Master Plan notes ‘This Plan recommends this development occur as part of a mixed-use zoning concept to allow the opportunity for housing. RMX zoning will be the base zoning for the northern portion of this site and I-3 Zone for the southern portion with an MXPDP option over the entire area to allow for comprehensive planning of these mixed uses.’ The ‘entire’ area proposed to be zoned MXPDP was established by the Concept Plan ‘cleaning up’ all individual zoning designations to allow for a mix of employment, residential, retail, and public uses.

Per discussions with staff the I-3 property (approximately 120 ac) and the RE-1 property (approximately 15 ac.) would be rezoned MXPDP (total of approximately 134 ac). The western edge of the proposed MXPDP zoning line is established by the existing I-3 zone limit. To incorporate an integrated mix of residential and employment uses a larger area will need to be rezoned MXPDP. The Master Plan discusses an area of 175 acres of employment to be rezoned MXPDP. The proposed plan has approximately 170.2 acres of employment and green space as compared to the Master Plan. The addition of Residential Uses, Retail Uses, and the Master Plan right of ways in coordination of rezoning the I-3 land increases the MXPDP area.

The approximate acreage summary is as follows:

Employment	101.8 acres
<u>Green Space</u>	<u>68.4 acres (primarily stream valley buffer)</u>
Subtotal	170.8 acres
Retail Core	15.9 acres
Residential	36.2 acres
<u>Right of Way</u>	<u>63.2 acres (includes approximately 22 ac Newcut Road interchange)</u>
Total	285.9 acres, Maximum

The total 286 acres is a maximum potential envelope necessary to best integrate the mix of residential, retail, public and employment uses to achieve the vision of the Master Plan. The actual acreage numbers are subject to change. The interchange and retail core could be excluded from the MXPDP zone to reduce the acreage. The exact area will be determined at the time of zoning, but will be in the range of 215 acres to 286 acres.

This zoning will maintain the same use and gross floor area recommendations set forth in the Master Plan. The specific numbers are documented in item number four below. The intent is to use the MXPDP option over the entire I-3 area, RE-1 areas and part of the RMX-1 area as shown to allow for comprehensive and coordinated planning of these mixed uses.

Staff: The Master Plan recommends that an employment center be designated for approximately 175 acres, with frontage and visibility from I-270. The Master Plan recommends the MXPDP zone for this area, which is currently zoned I-3, for a mixed-use planned development zone strategy. Land generally west of the employment site, north of West Old Baltimore Road and, and east of Clarksburg Road is zoned RMX-1/TDR. Land south of West Old Baltimore Road is zoned RE-1/TDR.

“Approximately 175 acres of this neighborhood fronts I-270. This acreage offers an opportunity for a large, comprehensively planned employment center in close proximity to a residential neighborhood and associated retail and supportive services. This Plan recommends a mixed-use planned development strategy ... for the employment frontage to foster an integrated plan which could include residential units”. (p. 67)

“...Although the southern portion of the area fronting I-270 is recommended for I-3 zoning, this area would also be appropriate for MXPDP to allow the entire 175 acres to be planned and designed in a comprehensive fashion.” (p. 67).

The Master Plan estimates that 175 acres would be required for the employment area. However, it is also the Plan’s objective that employment be integrated with other uses under MXPDP zoning. Staff, therefore, agrees with the applicant that the area zoned MXPDP may exceed the recommended 175 acres to accommodate other uses. In addition, the significant area of the stream valley should also be taken under consideration in estimating the final MXPDP area. However, there is no Plan recommendation for extending MXPDP zoning to property currently zoned for RE-1/TDR.

Master Plan Vision and other Land Uses Issues

Applicant:

- a. The Land Uses have been shown on the Concept Plan and supporting documentation consistent with the Master Plan vision. The intent is to mix uses and front buildings on streets in keeping with Traditional Neighborhood Design (TND) practices. The community should be a walkable neighborhood with a mix of employment, public and residential uses.
- b. The Linear Retail Core uses are predominantly along the Main Street (A-304) from MD Rte 121 to the central park. Although the plan shows specific uses, the intent is to mix uses within categories shown. The mix in some places will be integrated vertically as well as horizontally.
- c. The Elementary School and Local Park are centrally located between Cabin Branch and the Ten Mile Creek Neighborhood adjacent to linear core, historic site and greenway system.

Staff:

- a. Vision

The Master Plan objective is to *“Create a transit-oriented land use pattern”*, which facilitates bus access and circulation, locates the core within walk of as many residential units as possible, and *“create a strong neighborhood...”*. The Pre-Preliminary Plan emphasis on New Urbanism themes of a transit oriented,

pedestrian friendly environment and the emphasis on stream valley protection achieve the Plan's vision.

b. Core

The Master Plan recommends a "neighborhood core", which will include a mix of uses (housing, retail, office, and civic uses)- to be located within one-quarter mile from as many residential units as possible. This core should have a vertical mix of uses in three to four story buildings facing a town square or commons. The Plan also calls for creating "a strong neighborhood focal point by concentrating public and retail uses in the same general area". This is clearly the description of a true, mixed-use village center, and a gathering place for the community

The revised pre-preliminary plan incorporates the Master Plan's vision of the core. The core shown is linear, with a mix of uses along the "Avenue", which functions as a "main street". The Core is located within walking distance from the majority of the housing units and in close proximity to public uses and parks. The Core would be integrated with the employment uses, which are located on the east side of the Avenue. It would also have strong linkages to the whole employment corridor through the interconnected street network supplemented by park trails.

c. Public Facilities

The Plan objective is to "Locate public/civic uses adjacent to major stream valley". The Plan also calls for "A local park, an elementary school, and other civic spaces to be located in close proximity to each other as well as to the stream valley".

The revised Pre-Preliminary Plan shows a combination park/school within the neighborhood and in close proximity to the Core. These facilities border the West Fork stream valley park and the historic property, thus creating opportunities for efficient use of public facilities and open space.

The Master Plan envisions the Cabin Branch neighborhood to have a large number of single-family detached homes. This form of housing generates the greatest number of students for the Up-county area at all grade levels. Preliminary estimates of students generated by the Cabin Branch neighborhood alone (without consideration of the adjoining Ten Mile Creek neighborhood) would constitute 91 percent (586 students of 640 student capacity for a new elementary school) of the elementary school population. There is a great degree of public anxiety and concern for the adequacy of future school sites and for assuring school construction funding for the Upcounty area is adequate and timely.

MCPS also expressed some concern with the assignment of an elementary school (combined park/school site of 21 acres) without consideration of whether the demographic “bulge” during the project’s build out may more dramatically affect middle or high school needs in a manner not anticipated in the Clarksburg Master Plan. MCPS is also concerned that any density bonus such as for MPDU units under various zoning scenarios under discussion might not be accounted for in the yield expressed in the Pre-preliminary Plan.

4. Specific technical requirements relative to yield calculations.

Applicant:

- a. Pursuant to the Master Plan the following uses and densities are proposed in the overall Cabin Branch Neighborhood with the uses and count noted for the Cabin Branch Pre-Application Sub-region.

Cabin Branch Neighborhood

(Overall Master Plan Area including Linthicum, and misc. properties.)

Residential	1950 units plus 279 MPDU units (12.5%) = 2229 Units (Pursuant to Zoning Ordinance provisions for MPDU’s and bonus densities)		
Employment	2, 300,000 sq. ft		
Retail	120,000 sq. ft.		
Public Uses	Places of worship, childcare, community building, park and elementary school		
Unit Mix	Detached	45%	1003 units
	Attached	35%	780 units
	Multi-family	20%	446 units

Cabin Branch Pre-Application Sub-region*

Residential	1688 units plus 241 MPDU units (12.5%) = 1929 Total		
	Detached		703 units*
	Attached		780 units
	Multi-family		446 units
Employment	2, 300,000 sq. ft		
Retail	120,000 sq. ft.		
Public Uses	Childcare, community building, park and elementary school		

Excludes Linthicum Property, 258 units (225 plus 33 MPDU’s) and Misc. 42 units (37 units plus 5 MPDU’s) on adjoining properties, subtotal of 300 detached units with MPDU’s.

- b. Nursing / elderly housing / assisted living uses are a 'Service / Public Use' not part of the residential mix or density numbers.

Staff: The Pre-Preliminary Plan meets the Master Plan's numerical recommendations for all uses and for housing unit type distribution.