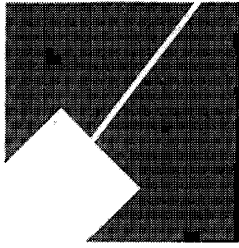


M-NCPPC



MONTGOMERY COUNTY DEPARTMENT OF PARK AND PLANNING

THE MARYLAND-NATIONAL CAPITAL
PARK AND PLANNING COMMISSION

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July 21, 2004

MEMORANDUM

TO: Mary Beth O'Quinn, Planner
Development Review Division

VIA: Ronald C. Welke, Supervisor
Transportation Planning

FROM: Ed Axler, Planner/Coordinator
Transportation Planning

SUBJECT: Site Plan No. 8-04030
Creekside at Leisure World
Aspen Hill Policy Area

This memorandum is Transportation Planning staff's review of transportation requirements related to approval of the subject site plan.

RECOMMENDATIONS

Transportation Planning staff recommends the following conditions as part of the Adequate Public Facilities (APF) test for transportation requirements related to approval of this site plan:

1. Limit the site plan to 189 high-rise apartments for residents 50 years or older.
2. Continue the previously-required private shuttle bus program which now serves the Leisure World Community to include bus service to the subject site.
3. Restrict any additional housing units within Leisure World to further APF review.

DISCUSSION

Site Location and Access

The site, Part of Parcel 59, is located on the east side of North Leisure World Boulevard. The proposed vehicular access is from North Leisure World Boulevard opposite Pine Orchard Drive. Pedestrian access to the buildings is from a five-foot lead-in sidewalk connected to the five-foot sidewalk along the east side of North Leisure World Boulevard.

Master Plan Roadways and Bikeways

North Leisure World Boulevard is a private divided roadway with a 65-foot right-of-way. According to the *Aspen Hill Master Plan*, the nearby roadways connecting to North Leisure World Boulevard are functionally classified as follows:

1. Norbeck Road (MD 28) is designated as a four-lane divided major highway, M-18, with a 150-foot right-of-way and a Class II bikeway.
2. Georgia Avenue (MD 97) is designated as a six-lane divided major highway, M-8, with a transit facility and a 150-foot right-of-way and a Class I bikeway.

Prior Regulatory Actions

The total number of age-restricted housing units in Leisure World does not exceed the total specified in the 1994 *Aspen Hill Master Plan* as modified by subsequent regulatory actions. The regulatory actions establishing the maximum number of age-restricted units are summarized below:

1. The Planned Retirement Community (PRC) zone was adopted for Parcel "A" in 1964 for up to 6,185 housing units (or ten units per acre).
2. Record Plat No. 190-49 was recorded on November 30, 1964, as the much larger Parcel "A".
3. In July 31, 1974, the overall total number of housing units in this entire age-restricted development was changed to 5,725 housing units (or reduced from ten to nine dwelling units per acre).
4. Record Plat No. 525-90 was recorded on January 6, 1978, as Parcel 51 that includes the subject site and two previously reviewed sites.
5. In 1984, a Development Plan Amendment was approved to include such subdivision-related actions as follows:

- a. Relocate and change the types of residential units.
 - b. Divide overall area (previously recorded as Parcel "A") into an age-restricted area and a non-age-restricted area (now known as Longmeade Crossing).
 - c. Limit the grand total of both age-restricted housing units and non-age-restricted housing units to a maximum of 7,831 units in the PRC zone.
6. Record Plat No. 606-100 (Plat No. 20797, Book No. 189) was recorded on July 22, 1998, as Parcel 59 for lot line changes to Parcel 51. A note on the Record Plat No. 606-100 indicates that a subdivision waiver was approved by the Planning Board.
 7. The Planning Board (at its February 24, 2000, public hearing) recommended that the hearing examiner approve Local Map Amendment Application No. G-782, Washington Suburban Sanitary Commission (WSSC) Site/Leisure World Property. Local Map Amendment Application No. G-782 reclassified the property from the RE-2 zone to the PRC zone and was approved for 85 age-restricted housing units. Thus, the maximum number of age-restricted units in Leisure World was increased from 5,725 to 5,810 housing units. The residential development was subject to the APF test. Because the Aspen Hill Policy Area was in a moratorium, the Policy Area Review component of the APF test was satisfied by entering into a Traffic Mitigation Agreement to mitigate the site-generated traffic.
 8. The Planning Board approved Site Plan No. 8-02030, The Overlook at Roosmoor Leisure World, Phase II, on June 27, 2002. The Overlook on Part of Parcel 59 was approved for 260 high-rise apartments. At that time, the remaining number of age-restricted housing units within the PRC zone was 171 units below the maximum Master Plan limit.
 9. The Planning Board approved Site Plan No. 8-88056-A, Leisure World Medical Center, on September 12, 2002. The existing Medical Center on Parcel 52 was approved for an expansion from 10,407 square feet to 24,267 square feet where half of the increased space is to be used for medical record storage. The on-site medical clinic serves only the residents of Leisure World for faster access to medical care and reduces the need to travel outside Leisure World for similar services.

Based on the actions above and the applicant's Leisure World Land Use Summary (Attachment No. 1) for the subject site plan, the maximum permitted number of housing units is compared with the number approved in the following table:

Tabulation of Age-Restricted Housing Units in Leisure World

Approved?	Built?	Housing Units		Development
		Current	Previous ¹	
Approved	Built	2,236	2,236	Mutuals 1 to 16
Approved	Built	594	600	Mutual 17
Approved	Built	467	467	Mutuals 18 & 19
Approved	Built	953	960	Mutual 20
Approved	Built	329	332	Mutual 21
Approved	Built	94	94	Mutual 22
Subtotal – Earlier Approvals		4,673	4,689	Mutuals 1 to 22
Extended Care Facility ²		215	215	Bedford Court
Approved	Built	388	390	Vantage Point (Mutual 23/24)
Approved	Built	85	85	WSSC/Regency
Approved	Almost Built	260	260	The Overlook (Mutual 21)
Subtotal – Recent Approvals		5,621	5,639	Mutuals 1 to 24
Pending Subject Plan		189	Surplus=171	Creekside
Total		5,810	5,810	
Master Plan Max. & WSSC Site		5,810 ³		

¹ The previous “Land Use Summary“ that was attached to Transportation Planning’s memorandum dated June 20, 2002, prepared for Site Plan No. 8-02030, The Overlook at Leisure World.

² Bedford Court is an extended care facility instead of the independent-living Mutuals 1 to 22 units.

³ 5,810 units equal to [the 1974 maximum of 5,725 units] plus [85 more units approved for the WSSC Site in 2000]. A future 460 more units may be added with a new development plan as referenced on page 72 of the *Aspen Hill Master Plan* (Attachment No. 2).

As shown on the last row of the table above, the subject site plan will result in using the last available 189 age-restricted housing units up to the maximum of 5,810 units.

Previously there was a surplus of 171 units. Since their original approvals, Mutuals 17, 20, and 21, and the Vantage Point did not build all their approved units for an extra surplus of 16 more units (i.e., 6, 7, 3, and 2 less units, respectively). Thus the 171 surplus and 18 unused units equal the proposed 189 apartment units.

Adequate Public Facilities Review

As a residential development approved and originally recorded prior (Part of Parcel A) to July 25, 1989, an APF test is not required according to County Code. The APF test includes both Local Area Transportation Review and Policy Area Transportation Review.

For informational purposes only, a residential development of 189-elderly high-rise apartments would generate 31 peak-hour trips during weekdays in the morning peak period (7:00 a.m. to 9:00 a.m.) and 40 peak-hour trips during the weekday evening peak period (4:00 p.m. to 6:00 p.m.). The site-generated trips was determined using the average of five closely-related trip-generation rates for retirement communities, elderly detached housing, elderly attached housing, the Asbury Villas, and other Park and Planning data.

For Policy Area Transportation Review/staging ceiling condition, the site is located in the Aspen Hill Policy Area, which has a transportation-staging ceiling of negative 7,215 housing units, as of June 30, 2004, under the *FY 2004 Annual Growth Policy*.

EA:gw
Attachments

cc: Khalid Afzal
Mary Goodman
Chuck Kines
Barbara Sears

mno to O'Quinn re 804030 Creekside

LEISURE WORLD 2004 LAND USE SUMMARY

Age Restricted Area (Existing)	Present Status (Constructed to Date)	
Mutual 1		
Mutual 2		
Mutual 3		
Mutual 4 (Mutuals 1 - 4)	898	
Mutual 5	42	
Mutual 6A	7	
Mutual 6B	15	
Mutual 6C	170	
Mutual 7	36	
Mutual 8	28	
Mutual 9	100	
Mutual 10	158	
Mutual 11	109	
Mutual 12	125	
Mutual 13	104	
Mutual 14	193	
Mutual 15	156	
Mutual 16	95	
Mutual 17	594	<i>Approved per 2002 Summary</i>
Mutual 18	77	
Mutual 19	390	
Mutual 20	953	<i>was 960</i>
Mutual 21 (Turnberry)	329	<i>was 332</i>
Mutual 22	94	
Mutual 23/24 (Vantage Point)	388	<i>was 390</i>
<hr/>		
Age Restricted Area Subtotal	5061	
 <u>Approved Future Residential Development:</u>		
Mutual 21 (The Overlook)	260	
Former WSSC Site (The Regency)	85	
Subtotal	5406	
 <u>Future Residential Development:</u>		
Mutual 22B & 22C (Creekside)	189	
Subtotal	5595	
 Extended Care Facility (Bedford Court)		<u>215</u>
Total Existing & Future Development		5810
 <u>Summary</u>		
Approved 1984 Development Plan	5725	
Approved 2000 Development Plan for WSSC Site	85	
Total Density Age Restricted Area per currently Approved Development Plan	5810	→
 Total Density Age Restricted Area per 1994 Aspen Hill Master Plan		6185

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This area was proposed for R-200 zoning in the 1970 Aspen Hill Master Plan but was never rezoned. This Plan recommends that the RE-2 zoned parcels be zoned RE-2/TDR-2. If the properties are redeveloped, the TDR densities would provide a consistent land use pattern in the area. The RE-2/TDR-2 will provide a maximum of 32 total units. Approximately 24 TDR's will need to be purchased to achieve the maximum recommended density.

As an alternative, all or a portion of the area west of Bailey's Lane may be appropriate for expansion of the adjacent PRC zoning. Development on this site or transferred off this site should include at least 20 percent of its units as Moderately Priced Dwelling Units (MPDU's) to provide an affordable elderly housing project. If density is transferred from another part of the age-restricted portion of the PRC zone to this site, that density should be subject to the MPDU requirement. A minimum of 12.5 percent of the units would be required to be MPDU's. The density provisions of the Moderately Priced Dwelling Unit Ordinance permit a maximum of 22.5 percent additional units, but all such units must be MPDU's.

The logical limits of Leisure World in this area should be Norbeck Road to the north and Bailey's Lane to the east. Any development of the area of Bailey's Lane within Leisure World must have its primary entrance through the existing Leisure World network. No separate entrance should be permitted along Bailey's Lane.

→ 6 Washington Suburban Sanitary Commission (WSSC) Site

This vacant 17.98-acre property is located east of Georgia Avenue (Figure 15). It is bordered by the Leisure World sales office to the north and townhouses to the east and to the south.

This site is being considered as a possible alternative site for the proposed WSSC Wheaton Water Pumping Station and Storage Facility. If

this site is selected, the siting and design of the facilities should be sensitive to the adjacent low-rise buildings in Leisure World and the single-family homes in Georgian Colonies. Any proposed use of this property by the WSSC will be coordinated with the M-NCPPC. Uses which cause a significant adverse visual or traffic impact should be avoided.

If WSSC surpluses all or a portion of this site, this Plan recommends that the site should be incorporated into Leisure World as an affordable elderly housing project. To create an affordable elderly housing project, development on this site should be encouraged to provide at least 20 percent of its units as MPDU's. If density is transferred from another part of the age-restricted portion of the PRC zone to this site, that density should be subject to the MPDU requirement. A minimum of 12.5 percent of the units would be required to be MPDU's. The density bonus provisions of the Moderately Priced Housing Ordinance permit a maximum of 22.5 percent additional units, but all such bonus units must be MPDU's. This PRC age-restricted zoning will yield approximately 219 units, including the 22.5 percent density bonus, of which 40 units would be MPDU's.

In addition to housing, this site may be appropriate for a nursing home or congregate care facility.

It would be highly desirable that any development of the site have its primary entrance through the existing Leisure World road network.

As an alternative, the affordable elderly housing project could be done using the PD-3 zone in conformance with Zoning Ordinance section 59-C-7.14 (d). If the site is developed in accordance with this provision, it will yield a density that is close to the density of the existing adjacent use, Leisure World. The development on the new site would be required to set aside 20 percent of the development for MPDU's.

but
8 units
approved

utility line crossing, should be done with great care and only after consultation with the Maryland Department of Natural Resources, the surrounding community and local civic organizations.

→ 19 PRC - Age-Restricted Area (*Leisure World and the Surrounding Area*)

↓ This 618.5-acre site is located east of Georgia Avenue and south of Norbeck Road (Figures 15 and 16). It is bordered by single-family detached homes to the east and south. The site is developed with a shopping center, office, an assisted care facility and the Leisure World Community.

→ 11 The age-restricted portion of the PRC zone is limited to residents who have attained a minimum age of 50. There is a maximum density of 10 dwelling units to the acre. It is presently approved for development of 5,725 dwelling units, approximately 9 dwelling units per acre. If a new development plan is submitted and approved, an additional 460 dwelling units can be constructed, which is permitted by right in the zone. Leisure World is an appropriate location for permitting additional elderly housing units to be built in the planning area.

This Plan recommends that the unbuilt portion of Connecticut Avenue (between Bel Pre Road and South Leisure World Boulevard) be built.

The age-restricted portion of the PRC is located in an area that is near its water and sewer capacity and may have some deficiency in the distribution system. The pressure for fire flow is weak. The system can handle the residual capacity of 460 dwelling units in the age-restricted area with careful attention to the need for additional relief sewers. The capacity of the system should be checked and adjusted with the submission of each new building phase prior to construction.

A Zoning Ordinance text amendment for the PRC zone should be considered to take into

account the Fair Housing Amendments Act of 1988, which requires 80 percent of the dwelling units to have at least one occupant who is a minimum of 55 years in order to be exempted from the federal provisions of discrimination against children. Leisure World and its component mutuels have already made this change.

↑ If density is transferred from this part of the PRC to the WSSC site, that density should be subject to the 20 percent MPDU requirement.

20 PRC - Unrestricted Portion (*Georgian Colonies, Aquarius and Longmead Crossing subdivisions*)

The 383.9-acre portion of the PRC zone is located south of Norbeck Road, west of Layhill Road, north of Argyle County Club and east of Leisure World (Figures 16, 17 and 30). There is a portion of the unrestricted area that is located between Bel Pre Road, Georgia Avenue, Leisure World and the extension of Connecticut Avenue. The unrestricted portion of the PRC is made up of Georgian Colonies, Aquarius and Longmead Crossing subdivisions.

The unrestricted portion of the PRC zone differs very little from any other planned development zone. The permitted and special exception uses in the age-restricted and unrestricted portions of the PRC zone are the same. Such uses as a hospital or nursing home are permitted by right anywhere in the zone. However, they would require a special exception in any other residential zone. A hospital or a nursing home is consistent with the purposes of an age-restricted planned retirement community and can reasonably be permitted by right. However, these uses seem inappropriate for the unrestricted section of the zone. In the unrestricted section of the zone, such uses should be subject to the same special exception evaluation that these uses would receive in any other conventional residential area.

This Plan also recommends that a wider range of permitted and special exception uses