

MCPB Item No. 8 Date: 09/05/2019

# 8015 Old Georgetown Road, Sketch Plan No. 320190100

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Completed: 08/26/2019

## Description

- Request for up to 320,000 total square feet of multi-family residential development; the maximum density includes an allocation of up to 128,036 square feet of density from the Bethesda Overlay Zone (BOZ) density;
- Current use: church, parking lot, and detached single family home;
- Located on the north quadrant of the intersection of Old Georgetown Road and Glenbrook Road in Downtown Bethesda;
- 2.52 acres zoned CR 2.5 C 0.75 R 1.75 H-120, in the 2017 Bethesda Downtown Sector Plan;
- Applicant: JLB Realty, LLC;
- Acceptance date: June 11, 2019.



# Summary

- Staff recommends **Approval** of the Sketch Plan, with conditions.
- The site was approved for development under the PD-44 zone prior to the adoption of the 2017 *Bethesda Downtown Sector Plan*, which allowed expansion of the existing church and a new building of up to 107 units.
- Pursuant to Section 59.7.7.1.B.5.a.i, the Property is no longer subject to the previously approved Development Plan (G-864) as a Sectional Map Amendment was approved implementing the 2017 *Bethesda Downtown Sector Plan.* The Applicant must submit a letter of withdrawal for the Development Plan as a condition of approval.
- The expansion of the existing church is no longer part of the Proposal; which will redevelop the existing site with a new 90-foot-tall multi-family building of up to 310 units with 15% Moderately Priced Dwelling Units.
- The Project includes an allocation of Bethesda Overlay Zone density of up to 128,036 square feet and a Park Impact Payment which will be determined at Site Plan.
- The proposed public benefits include minimum parking, structured parking, a through block connection, enhanced accessibility for the disabled, architectural elevations, exceptional design, and measures to protect and enhance the natural environment.

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## **SECTION 1: RECOMMENDATIONS AND CONDITIONS**

Staff recommends approval of the 8015 Old Georgetown Road Sketch Plan No. 320190100, for up to 320,000 total square feet of multi-family residential development on 2.52 acres, zoned CR 2.5 C 0.75 R 1.75 H-120, in the 2017 *Bethesda Downtown Sector Plan*. The maximum density includes an allocation of up to 128,036 square feet of density from the Bethesda Overlay Zone (BOZ) density. The final allocation of BOZ density will be determined at Site Plan. The following site development elements shown on the latest electronic version as of the date of this Staff Report submitted via ePlans to the M-NCPPC are required except as modified by the conditions below:

- 1. Maximum density and height;
- 2. Approximate location of lots and public dedications;
- 3. General location and extent of public open space;
- 4. General location of vehicular access points; and
- 5. Public benefit schedule.

All other elements of the Sketch Plan are illustrative and subject to refinement at the time of Site Plan.

This approval is subject to the following conditions:

1. <u>Density</u>

The Sketch Plan is limited to a maximum of 320,000 total square feet of residential development. The maximum number of dwelling units and use mix will be determined at Preliminary Plan. The maximum density includes an allocation of up to 128,036 square feet of density from the Bethesda Overlay Zone (BOZ) density. The final square footage and BOZ allocation will be determined at Site Plan.

2. <u>Height</u>

The development is limited to a maximum height of 90 feet, as measured from the building height measuring point illustrated on the Certified Site Plan.

#### 3. Incentive Density

The development must be constructed with the public benefits listed below, unless modifications are made under Section 59.7.3.3.I. and this Sketch Plan is amended. Total points must equal at least 100 and be chosen from at least four categories as required by Section 59.4.5.4.A.2. The requirements of Division 59.4.7 and the *CR Zone Incentive Density Implementation Guidelines* must be fulfilled for each public benefit. Final points will be established at Site Plan approval.

- a. Connectivity and Mobility, achieved by providing fewer than the maximum parking spaces under the Zoning Ordinance and BOZ overlay, and a through block connection;
- b. Diversity of uses and activities, achieved by providing enhanced accessibility for the disabled;
- c. Quality of Building and Site Design, achieved through architectural elevations, exceptional design, and structured parking; and
- d. Protection and Enhancement of the Natural Environment, achieved through building lot terminations and a cool roof design.

#### 4. Building & Site Design

Prior to the submittal of the Site Plan, the Applicant must:

a. Demonstrate the proposed building has addressed comments from the Design Advisory Panel as specified in their May 22, 2019, meeting minutes;

- b. Address blank wall conditions along the Old Georgetown Road and Glenbrook Road frontages to provide appropriate visual interest;
- c. Provide further definition of the building's base, middle, and top along both Old Georgetown Road and Glenbrook Road as recommended in the *Bethesda Downtown Plan Design Guidelines;*
- d. Submit design alternatives for the building's southeast corner that extends the corner façade towards the property line to create a stronger presence and relation to the office building across from Glenbrook Road;
- e. Provide design alternatives for the rear of the building to improve compatibility with the adjacent residential neighborhood. Design alternatives must include a townhouse style base or other architectural methods that reduce the perceived height and bulk of the building.

## 5. Park Impact Payment (PIP)

The Park Impact Payment (PIP) must be paid to the M-NCPPC prior to the release of the first above-grade building permit. The final amount will be determined at Site Plan.

6. <u>Streetscape</u>

The Applicant must install the Bethesda Streetscape Standard along the Site Frontage, including the undergrounding of utilities.

7. Building Lot Terminations (BLTs)

Prior to release of any building permit, the Applicant must provide proof of purchase and/or payment for the required BLTs.

## 8. Moderately Priced Dwelling Units (MPDUs)

The Applicant must provide a minimum of 15% of the total units as Moderately Priced Dwelling Units. The development must provide MPDUs in accordance with Chapter 25A.

9. MCDOT letter

The Planning Board accepts the recommendations of the Montgomery County Department of Transportation ("MCDOT") in its letter dated July 25, 2019, and hereby incorporates them as conditions of the Sketch Plan approval. The Applicant must comply with each of the recommendations as set forth in the letter, which may be amended by MCDOT provided that the amendments do not conflict with other conditions of the Sketch Plan approval.

## 10. Future Coordination for Preliminary and Site Plan

In addition to any other requirements for Preliminary Plans under Chapter 50 and Site Plans under Chapter 59, the following must be addressed when filing a Preliminary or Site Plan, as appropriate:

- a. Fire and Rescue access and facility details;
- b. Streetscape details;
- c. Necessary public right-of-way dedication;
- d. Prior to certification of an amended Preliminary Plan, submit a letter of withdrawal for Development Plan G-864;
- e. Demonstrate how each public benefit satisfies the Zoning Ordinance and Incentive Density Implementation Guideline requirements;
- f. Demonstrate the proposed through-block connection will maintain a minimum width of fifteen feet and be designed to meet the following performance standards:
  - 1. Allow for successful mature tree canopy and anticipated tree mitigation plantings with preference given to locations at grade rather than on structure; and

- 2. Maintain a clear path of travel as recommended within the Bethesda Downtown Sector Plan; and
- 3. Designed to meet Crime Prevention Through Environmental Design (CPTED) standards with specific consideration given to providing entrances to the site for activation and chamfering the corners of the structure to eliminate 90-degree bends and improve sight distance;
- g. Prepare a draft Traffic Mitigation Agreement to participate in the Bethesda Transportation Demand Management District;
- h. Address the SITES & LEED recommendations of the Sector Plan, specifically related to energy efficiency and building design features;
- i. SWM concept approval which also addresses the *Bethesda Downtown Sector Plan* recommendations regarding SWM;
- j. At the time of Site Plan, the Applicant must show a minimum of 35% of site area comprised of intensive green roof, onsite canopy plantings, and onsite energy generation components, with preference to maximize green cover to meet the intent of the Sector Plan and the associated Bethesda Design Guidelines;
- k. Address Bird-Safe Design per the Bethesda Downtown Sector Plan Design Guidelines;
- I. Provide a noise analysis at time of Preliminary Plan, or a waiver per Section 2.2.2 of the 1983 Noise Guidelines.

## **SECTION 2: SITE DESCRIPTION**

#### Site Vicinity and Analysis

#### Subject Property

The property (Subject Property or Property) is located at the corner of Old Georgetown Road and Glenbrook Road in the Battery Lane District of the 2017 *Bethesda Downtown Sector Plan* (Sector Plan). The Property has a tract area of 2.52 acres and is located outside the Bethesda Parking Lot District (PLD).

## Site Vicinity and Analysis

The vicinity contains a mix of land uses given its location at the edge of the Sector Plan. Established single-family residential neighborhoods are located directly north of the site and across Old Georgetown Road to the south. Farther north are garden apartments and higher-density multi-family developments along Battery Lane and the campus of the National Institutes of Health (NIH). To the west is the Bethesda Chevy Chase Rescue Squad. To the east is an 8-story commercial building and the beginning of the Woodmont Triangle District that is comprised of lower- to higher-density office, retail, and residential mixed-use development.



Figure 1: Vicinity Map



Figure 2: Boundary Map

The Property is zoned CR 2.5, C 0.75, R 1.75, H-120 and currently improved with the Christ Evangelical Lutheran Church of Bethesda-Chevy Chase, consisting of a church building and adjoining three-story community building, three single-family detached houses used for a child daycare and other community purposes, and a surface parking lot. This section of Old Georgetown Road is comprised of five lanes in the following configuration, two lanes of northbound and two lanes of southbound traffic with a turning lane, and no on-street parking. Glenbrook Road is a two-way street with no on-street parking. There is an existing 6-foot sidewalk along Old Georgetown Road directly adjacent to the roadway, and a green strip buffer with a 4-foot sidewalk along Glenbrook Road. There is a gradual change in topography onsite that rises approximately 14 feet from the corner of Old Georgetown Road and Glenbrook Road to Rugby Ave. The Property does not contain any forest, streams, or environmental buffers. There are no known rare, threatened, or endangered species on-site; there are no 100year floodplains, stream buffers, or wetlands on-site. There are no historic properties on-site.

## **SECTION 3: PROJECT DESCRIPTION**

#### **Previous Approvals**

Prior to the adoption of the 2017 *Bethesda Downtown Sector Plan*, the County Council approved Zoning Application No. G-864 by Resolution No. 16-1540. This approval reclassified the Property from the R-60 zone to the PD-44 zone, subject to the binding elements and requirements of the approved Development Plan. Subsequently, the Planning Board approved Preliminary Plan 120160220, and Site Plan 820160090 to allow the Property to redevelop with a 53,000 square-foot church/community center building with a maximum height of 76 feet, and a 145,863 square-foot multi-family residential building containing a maximum of 107 units and with a

maximum height of 94 feet. Given the rezoning of the Property implemented through the *Bethesda Downtown Sector Plan*, the Property is no longer subject to the Development Plan and the Project has been conditioned to submit a letter of withdrawal for the Development Plan. This Proposal will require an amendment to the previously approved Preliminary and Site plans.

## Proposal

The Applicant proposes a new redevelopment plan of the Property that will take advantage of the additional density allowed by the Sector Plan. The proposal includes a new 90-foot-tall multi-family residential building totaling 320,000 square feet with 15% Moderately Priced Dwelling Units (MPDUs). The Project includes a future allocation of density from the Bethesda Overlay Zone of up to 128,036 square feet. The building will include structured parking for which two access points are proposed, one off Old Georgetown Road and a second off Glenbrook Road. A third access point is proposed off Rugby Ave for the sole purpose of fire access. The final amount of density to be purchased from the BOZ, which will require a Park Impact Payment (PIP), will be determined at Site Plan where final density for the entire Project will be reviewed.



Figure 3: Proposed Sketch Plan

## Building

Conceptually, the building massing proposes a total of 90 feet in height with a base of two stories which will provide residential amenity activities within the building along the Old Georgetown Road façade, and potential residential entries along the Glenbrook Road façade. The middle massing will be approximately 4 stories in height with the top of the building comprising approximately two stories, and stepbacks along the rear and Glenbrook Road facades. In lieu of stepbacks along Old Georgetown Road, as recommended in the Bethesda Design Guidelines, the Applicant proposes the use of alternative treatments such as the inclusion of an elevated courtyard and other architectural features such as bay windows and balconies. The Applicant states the corner of Old Georgetown Road and Glenbrook Road will incorporate a strong corner expression, and the Project has been conditioned to further define the design at Site Plan.



Figure 4: Left - view of massing from Old Georgetown Road, Right - view from rear residential neighborhood

The massing of the building has been broken down through the inclusion of three elevated courtyards, one visible from Old Georgetown Road and two at the rear of the Site facing the residential homes along Glenbrook Road and Rugby Avenue. The rear of the building features stepbacks to further respond to the residential dwellings along Rugby Avenue. The Applicant proposes the construction of a through block connection at the rear providing a linkage from Glenbrook Road to Rugby Ave and the rear of the Bethesda Chevy Chase Rescue Squad parking lot.



Figure 5: Perspective rendering from Old Georgetown Road

While the proposed courtyards break down the massing of the building, Staff recommends further enhancements of the building design to ensure the Old Georgetown Road frontage remains active at the pedestrian level. As shown in Figure 5, the elevated courtyard poses design concerns such as blank wall conditions and a lack of presence in the courtyard area. Additionally, the elevated courtyard as an alternative treatment does not sufficiently define the building's base, middle, and top, as recommended in the *Bethesda Downtown Plan Design Guidelines*. As conditioned, the Project must address blank wall conditions along both frontages to provide appropriate visual interest, and further define the building's base, middle, and top, as recommended in the Design Guidelines.

The proposed building massing includes a chamfered corner at the intersection of Old Georgetown Road and Glenbrook Road which results in a very large, unprogrammed space between the curb and the building face (approximately 42 feet). Staff recommends eliminating the chamfer and extending the corner façade towards the property line to create a stronger presence and relation to the office building across from Glenbrook Road. As conditioned, the Project must submit design alternatives for the building's southeast corner that extends the corner closer to the property line.

## Open Space

The Project is required to provide 10% of the Site as public open space (7,980 sf) which will be achieved within the through block connection at the rear of the site (Figure 6). The connection is proposed to be a minimum of fifteen feet in width and would be adjacent to the proposed courtyards and the residential neighborhood. The shape of the lot in the rear, where the connection is proposed, results in the pathway design containing multiple 90 degree turns. While Staff supports the through block connection in concept, as it is a Sector Plan recommendation, the design poses several concerns regarding width, lack of activation, and circulation and further refinement will be necessary at the time of Site Plan. As conditioned, the Project will be required to demonstrate the proposed through-block connection will maintain a minimum width of fifteen feet and be designed to meet the following performance standards:

- Allow for successful mature tree canopy and anticipated tree mitigation plantings with preference given to locations at grade rather than on structure;
- Maintain a clear path of travel as recommended within the *Bethesda Downtown Sector Plan*; and
- Designed to meet Crime Prevention Through Environmental Design (CPTED) standards with specific consideration given to providing entrances to the site for activation and chamfering the



corners of the structure to eliminate 90-degree bends and improve sight distance. CPTED standards promote an inviting and defensible space within which users can see and be seen to ensure a safe pedestrian and bicycle friendly environment.

Figure 6: Proposed Public Open Space/Through Block Connection

## **Residential Compatibility**

Given that the location of the Property abuts a residential detached neighborhood in the rear, the Project is required to conform with the residential compatibility standards in Section 4.8.1.A of the Zoning Ordinance. The Proposal demonstrates conformance with these standards through a large building setback (approximately 34-60 feet deep), where the through block connection will be located, as well as upper story stepbacks. Due to the topography of the Site, the underground parking structure will partially extend into the building setback and the Applicant proposes the roof of the garage to be utilized as a private courtyard with green roof. While the Sketch Plan shows the minimum standards being met (Figure 7), the Design Advisory Panel suggested additional stepbacks at the rear to further break down the massing. This could be achieved by providing a townhouse style base or other design alternatives that reduce perceived height and mass of the building. As conditioned, the Applicant must provide design alternatives at the time of Site Plan that consider these alternative measures.



Figure 7: Residential Compatibility Conformance

# **Environment**

## Forest Conservation

All properties seeking approval of a Sketch Plan after February 26, 2018 must obtain approval of a Natural Resources Inventory/Forest Stand Delineation (NRI/FSD) or Forest Conservation Exemption prior to Planning Board action on the Sketch Plan.

The previously approved NRI for the Subject Property did not evaluate the gross tract area being utilized in this Proposal therefore a new NRI was submitted for review and was subsequently approved on August 21, 2019. There are several existing significant trees on and near the site. Sketch Plan applications are not subject to a Forest Conservation Plan, however based on plans submitted, approximately 50 caliper inches of variance mitigation tree plantings are anticipated. These variance mitigation plantings must be done onsite and consist of native canopy trees. This required planting may also be counted toward the Sector Plan green cover requirement (35% of site) provided that the selected tree species are consistent with the approved species list found in Montgomery County Trees - Approved Technical Manual.

Given the proposed mitigation tree planting areas provided in the Applicant's green cover exhibit, Staff recommends the use of larger trees to provide the needed caliper inches within planting areas at grade. This may be accomplished by providing eight (8) 6" caliper trees, for example. Areas currently proposed for tree planting also include potential tree plantings over structure. Although at-grade canopy tree planting is strongly preferred and should be given priority, as isolated soil volumes on structure may inhibit the long-term health of trees, limited tree planting on structure may be supported if on structure soil volumes provide connection to at grade soil for

root growth (See Figure 8 for example). Tree planting within the through-block connection is supported if the Applicant provides a minimum planting bed width of 5' at grade and integrates the use of techniques to promote the root growth of canopy trees at grade such as Silva cells, structural soil, or similar alternatives.



Figure 8: Left - Applicant proposed tree planting section over structure, Right – Staff Recommended Tree planting condition over structure w/ soil connectivity to adjacent at grade area

# Green Cover

The green cover exhibit submitted by the Applicant shows a net lot area of 79,802 sf and a resulting green coverage requirement of at least 27,901 square feet (35% of site area). The Applicant proposes only approximately 16,931 sf be achieved through intensive green roof and bioretention planting. Given the bearing limitations of the wood construction system proposed by the Applicant, they are requesting the remaining 11,000 sf of Green Cover be achieved by rooftop solar panels.

Section 2.4.1 (B) of the Bethesda Downtown Sector Plan recommends the following regarding urban green cover:

On private property, provide a minimum of 35 percent green cover, which may include singularly or a combination of the following: intensive green roof (6 inches or deeper) on 35 percent of rooftop, tree canopy on 35 percent of landscape, [or] a combination of tree canopy and intensive green roof for a total green cover of 35 percent or greater\*.

\*If onsite energy generation requires the use of either the roof or open space, accommodations for these features may alter the 35 percent minimum green cover requirement.

The Sector Plan's Urban Ecosystem goals are intended to support biodiversity and local wildlife while providing improved air quality and carbon sequestration. While the use of solar panels supports the Sector Plan's Renewable

Energy generation goals, solar panels do not serve as a direct replacement of green cover in achieving all the Urban Green Goals outlined.

Neighboring jurisdictions, such as the District of Columbia, acknowledge the limited green benefits of solar panels in their Green Cover/Green Area requirements<sup>1</sup>. This precedent calculation, which is inspired by similar programs in cities such as Berlin, Germany; Malmo, Sweden; and Seattle, Washington, also weighs the contribution of landscape elements toward providing benefits such as climate adaptation, air quality improvement, stormwater mitigation, and habitat creation. When placed on this scale, landscape elements such as intensive green roof and landscape areas with deep soil profiles are given highest priority with multipliers of 0.8 and 0.6, respectively; energy generation (calculated in area) is weighed with a multiplier of 0.5. The Green Area Ratio is described as a zoning regulation that promotes "greater livability, ecological function, green space accessibility and climate adaptation in the urban environment." This mirrors the Urban Green initiatives that are intended to "significantly improve human health and biological diversity; provide food and shelter for wildlife species; increase ecological resilience; reduce water and energy demand; provide greater carbon sequestration capacity."

Thus while Staff appreciates the practical limitations of the Applicant's chosen construction type, Staff encourages the Applicant to continue to explore further maximization of all possible intensive green roof planting, canopy coverage, and solar installation in order for the proposed development to contribute towards Downtown Bethesda's Urban Green Goals.

#### Stormwater Management

A stormwater management concept plan is not required at Sketch Plan. Submission and approval of the stormwater management concept to the Department of Permitting Services is required at Preliminary Plan. The concept should also address the *Bethesda Downtown Sector Plan* recommendations regarding stormwater management.

#### **Transportation**

Access to the Project will be provided from Old Georgetown Road (MD 187) and Glenbrook Road. No vehicular access will be permitted from Rugby Avenue except for emergency vehicles. Pedestrian and bicycle access to the Property will be maintained along the Property's frontage sidewalks and adjacent public roadways. Additional pedestrian access will be provided through the Site from Rugby Avenue to Glenbrook Road, via a new public through-block connection, as recommended in the Sector Plan. Parking will be contained within a new structured garage internal to the proposed building.

#### Access and Circulation

Pedestrian access to the site will be from the established sidewalk network that will be enhanced by streetscape improvements along each of the Site frontages, consistent with the Bethesda Streetscape Standards. Old Georgetown Road is designated as a neighborhood connector street in the *Bethesda Downtown Plan Design Guidelines*, which requires a minimum planting/buffer area of 6-8 feet, pedestrian zone of 6-10 feet, and a frontage zone of 5-8 feet. Glenbrook Road is designated a neighborhood residential street with a minimum planting/buffer area of 6-8 feet, pedestrian zone of 5-8 feet. The Sketch Plan proposes dedication along both frontages and approximate build-to-lines that will satisfy the minimum requirements specified in the Design Guidelines. Further detail will be provided at the time of Site Plan. The proposed through-block connection will also improve pedestrian and bicycle access through the rear of the Site to Rugby Avenue and Battery Lane (through the Bethesda Chevy-Chase Rescue Squad parking lot).

<sup>&</sup>lt;sup>1</sup> Washington DC Department of Energy & Environment GAR Guidebook: <u>https://doee.dc.gov/service/green-area-ratio-overview</u>

Vehicular access to the propsed parking garage is directly off of Old Georgetown Road via a new private driveway adjacent to the Bethesda Rescue Squad Driveway, and a new driveway on Glenbook Road.



Figure 9: Site Access Concept

During the review of the previously approved proposed development, residents stated concerns about the potential for increased non-residential traffic on Glenbrook Road east of the Site. As such, the previous approval designed the Glenbrook Road access point so that it is oriented west toward Old Georgetown Road to limit non-residential traffic on Glenbrook Road east of the Site. The subject application carries that design forward. It should be noted that the adjacent residents also suggested that a traffic signal be required at the intersection of Old Georgetown Road/ Glenbrook Road. Planning staff and Maryland State Highway Administration staff are in agreement that the intersection is too close to the nearest signalized intersection (Old Georgetown Road/ Auburn Avenue) for an additional signal to be practical.

## Transit Connectivity

The immediate area is well served by transit that includes the Red Line Bethesda Metrorail Station (located wihtin approximately ½ mile of the site), Metrobus, RideOn, the Bethesda Circulator and future Purple Line.

#### Master Plan Roadways and Pedestrian/Bikeway Facilities

The 2017 Bethesda Downtown Sector Plan recommends the following along property frontages:

- 1. Old Georgetown Road, along the southern site frontage, as a major highway (M-4) with a minimum rightof-way width of 100 feet;
- 2. Glenbrook Road, along the eastern site frontage, as a business district roadway with a minimum right-ofway width of 80'

The recently adopted 2018 *Bicycle Master Plan* does not recommend specific bicycle facilities along the Site's frontages on either Old Georgetown Road or Glenbrook Road.

## Right-of-Way Abandonment

The Site contains two improved public rights-of-way that were recently abandoned by the County Council through abandonment application AB751 (County Council Resolution 18-711). Those rights-of-way include the terminus of Rugby Avenue, located along the north eastern portion of the Site, and a twenty-foot wide alley, located along the eastern portion of the Site.

## Sector-Planned Transportation Demand Management

The Sector Plan encourages a Non-Auto Driver Mode Share (NADMS) of 55%, averaged between employees and residents of downtown Bethesda. In order to meet this goal, downtown Bethesda is organized into a Transportation Demand Management District (TMD) that strives to promote travel by means other than single occupancy vehicles. As a residential project of more than 100 dwelling units within the Bethesda TMD, the development is required to enter into a Traffic Mitigation Agreement (TMAg) with the Planning Board and Montgomery County Department of Transportation (MCDOT) to participate in the Bethesda TMD. Specific details of the TMAg will be determined during the Preliminary Plan review.

#### Adequate Public Facilities

The Project is estimated to generate 79 morning peak-hour person trips and 123 evening peak-hour person trips. A more detailed transportation analysis (either a Transportation Impact Study or a Transportation Exemption Statement) will be provided at the time of Preliminary Plan, which will compare the Project density against existing uses to be removed from the Site. A summary of the trip generation estimate and mode split is provided in Tables 1 and 2, respectively.

Table 1. Project reak hour http Generation							
		Vehicle Rates		Adjusted Vehicle Rates		Person Trips	
		AM	PM	AM	PM	AM	PM
Existing <sup>1</sup>							
	Daycare (14 Staff)	63	61	39	38	83	80
Proposed							
	310 Mid-Rise Apartments	104	131	82	104	161	203
	Net New Trips	41	70	43	66	79	123

## Table 1: Project Peak Hour Trip Generation

<sup>1</sup>Additional existing use credits may be available for the Church use (to be removed) if additional information is provided by the Applicant.

Table 2. Net new reak hour thip deneration by wour	Table 2: Net New	Peak Hour Tri	p Generation b	ov Mode
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	Person Trips	Auto Driver	Pedestrian*	Transit	Bike
AM	79	43	13	0	13
PM	123	66	26	5	21

\* Pedestrian trips are the sum of all transit and bicycle trips generated by the project.

## **SECTION 4: PROJECT ANALYSIS AND FINDINGS**

The purpose of a Sketch Plan is to identify general land uses, development intensity, and public benefits for the optional method of development in the CR, CRT, EOF or LSC zones. The Sketch Plan is intended to be conceptual in nature with an emphasis on building densities, massing, heights and anticipated uses, the locations of open and public use spaces, the general circulation patterns for all modes of transportation, an estimated range of peak hour trips and relationships between existing or proposed adjacent buildings and rights-of-way. Details of the proposed development are determined during Preliminary and Site Plan review. Section 59.7.3.3.E of the Zoning Ordinance states: "To approve a Sketch Plan the Planning Board must find that the following elements are appropriate in concept and appropriate for further detailed review at Site Plan. The Sketch Plan must:"

## 1. Meet the objectives, general requirements, and standards of this Chapter;

The Sketch Plan meets the development standards of Section 59.4.5.4, as shown in the following Data Table:

Sketch Plan Data Table						
Section	Development Standard	Permitted/ Required	Proposed			
59.4						
	Tract Area per Zone					
	CR 2.5 C-0.75 R-1.75 H-120	n/a	109,694 sf (2.52 ac)			
	Prior Dedication	n/a	22,562 sf (0.52 ac)			
	Proposed Dedication	n/a	7,330 sf (0.17 ac)			
	Site Area sf (acres)	n/a	79,802 sf (1.83 ac)			
	Residential Density sf (FAR)	191,964 sf (1.75)	191,964 sf (1.75) <sup>1</sup>			
	Commercial Density sf (FAR)	82,270 sf (0.75)	0 sf			
	Bethesda Overlay Zone Density	n/a	128,036 sf (1.17)			
	Total sf (FAR)		320,000 sf (2.92)			
	Building Height					
	CR 2.5 C-0.75 R-1.75 H-120	110 feet	90 feet			
	Public Open Space (min)	10%	10% (sf)			
	Minimum Setbacks	0	0			
	Green Cover	35%	35% <sup>2</sup>			

Table 3: Sketch Plan Data Table	
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<sup>1</sup>191,964 sf of mapped density with the remaining density to be purchased from the BOZ.

<sup>2</sup> The *Bethesda Downtown Sector Plan* allows developments that provide renewable energy infrastructure to provide less than 35% green cover. The Applicant is proposing to provide 21% of green cover through green roof, canopy cover, and the remaining 14% through solar panel installation.

The Application will provide the minimum required number of bicycle parking spaces within the building, which will be determined at the time of Site Plan. The final number of vehicular parking spaces will be determined at Site Plan based on the residential units and retail square footage.

The Sketch Plan conforms to the intent of the CR zone as described below:

a) Implement the recommendations of applicable master plans.

The Project substantially conforms to the recommendations for the Property included in the 2017 *Bethesda Downtown Sector Plan.* Specifically, this Sector Plan builds on the past successes of

Downtown Bethesda to create a truly sustainable downtown by focusing on components that will bolster the elements most in need of enhancement. The recommendations increase:

- **1. Parks and open spaces,** including new civic greens at Veteran's Park, Bethesda Farm Women's Cooperative Market, Capital Crescent Trail and new urban parks, pathways and gateways.
- 2. Affordable housing, including the preservation of existing market-rate affordable housing, providing a mix of housing options and the provision of Moderately Priced Dwelling Units in exchange for development incentives.
- **3.** Environmental innovation, including more energy-efficient buildings, better stormwater management, improved sidewalks and bicycle routes, and other measures to enhance community health and quality of life.
- **4.** Economic competitiveness, based on new development, public amenities and proximity to public transit to attract businesses and visitors from throughout the region, and foster entrepreneurship and innovation.

The Property is located in the Battery Lane District, designated as site 17 on page 130 of the Sector Plan, which recommends rezoning to the CR zone to promote infill redevelopment with high density residential. This District consists of a range of housing types including garden style apartments along Battery Lane as well as single unit homes and low- to high-rise buildings. Battery Lane Park and the North Bethesda Trail are located in the center of the District and are heavily utilized, however wider buffered sidewalks and connections through long blocks are needed to make this neighborhood a truly walkable area. Specifically, the Project addresses the following applicable goals as outlined in the Sector Plan:

• Promote enhanced redevelopment opportunities to foster a quality mix of housing options.

The Project proposes to replace a church and three single-family dwellings with a multi-family residential building which will increase housing options and density as envisioned in the Sector Plan.

• Improve pedestrian and bike connectivity though the district and along the park.

The Project will provide a through block connection through the rear of the site as recommended in the Sector Plan. As conditioned, this connection will provide a safe pedestrian and bicycle friendly linkage from Glenbrook Road to Rugby Avenue and the Bethesda Chevy Chase Rescue Squad, which will further connect to Battery Lane when that site redevelops in the future.

• On private property, provide a minimum of 35 percent green cover, which may include singularly or a combination of intensive green roof and tree canopy.

The green cover exhibit submitted by the Applicant shows a net lot area of 79,802 sf and a resulting green coverage requirement of at least 27,901 square feet (35% of site area). The Applicant proposes only approximately 16,931 sf be achieved through intensive green roof and bioretention planting. Given the bearing limitations of the wood construction system

proposed by the Applicant, they are requesting to provide the remaining 11,000 sf of Green Cover by rooftop solar panels.

Section 2.4.1 (B) of the *Bethesda Downtown Sector Plan* recommends the following regarding urban green cover:

On private property, provide a minimum of 35 percent green cover, which may include singularly or a combination of the following: intensive green roof (6 inches or deeper) on 35 percent of rooftop, tree canopy on 35 percent of landscape, [or] a combination of tree canopy and intensive green roof for a total green cover of 35 percent or greater\*.

\*If onsite energy generation requires the use of either the roof or open space, accommodations for these features may alter the 35 percent minimum green cover requirement.

The Sector Plan's Urban Ecosystem goals are intended to support biodiversity and local wildlife while providing improved air quality and carbon sequestration. While the use of solar panels supports the Sector Plan's Renewable Energy generation goals, solar panels do not serve as a direct replacement of green cover in achieving all the Urban Green Goals outlined.

Neighboring jurisdictions, such as the District of Columbia, acknowledge the limited green benefits of solar panels in their Green Cover/Green Area requirements. This precedent calculation, which is inspired by similar programs in cities such as Berlin, Germany; Malmo, Sweden; and Seattle, Washington, also weighs the contribution of landscape elements toward providing benefits such as climate adaptation, air quality improvement, stormwater mitigation, and habitat creation. When placed on this scale, landscape elements such as intensive green roof and landscape areas with deep soil profiles are given highest priority with multipliers of 0.8 and 0.6, respectively; energy generation (calculated in area) is weighed with a multiplier of 0.5. The Green Area Ratio is described as a zoning regulation that promotes "greater livability, ecological function, green space accessibility and climate adaptation in the urban environment." This mirrors the Urban Green initiatives that are intended to "significantly improve human health and biological diversity; provide food and shelter for wildlife species; increase ecological resilience; reduce water and energy demand; provide greater carbon sequestration capacity."

Thus while Staff appreciates the practical limitations of the Applicant's chosen construction type, Staff encourages the Applicant to continue to explore further maximization of all possible intensive green roof planting, canopy coverage, and solar installation in order for the proposed development to contribute towards Downtown Bethesda's Urban Green Goals.

# *b)* Target opportunities for redevelopment of single-use commercial areas and surface parking lots with a mix of uses.

The Project will redevelop the existing lots containing a church, three single family dwellings and a surface parking lot into a multi-family residential building with underground parking. While the existing use is not commercial, there are two commercial buildings adjacent to the Property and the multi-family development will increase the density of housing near existing employment and transit areas.

c) Encourage development that integrates a combination of housing types, mobility options, commercial services, and public facilities and amenities, where parking is prohibited between the building and the street.

The Project encourages such development by proposing market-rate residential units in a variety of unit types as well as 15% MPDUs, offering housing opportunities for a range of incomes proximate to the numerous transit options of Downtown Bethesda. The Project will accommodate all modes of transit – pedestrian, bicycle, and vehicular – as it will provide the Bethesda streetscape improvements, is within ½ mile of the Metro, an existing bus stop is located directly in front of the proposed building, and will provide a through block connection. The Project does not propose any parking between the building and the street frontages.

d) Allows a flexible mix of uses, densities, and building heights appropriate to various settings to ensure compatible relationships with adjoining neighborhoods.

The Project will provide high density residential near existing single family detached neighborhoods to increase the mix of housing type while proposing a height and massing that is compatible with the desired character of infill development within the Battery Lane District. Given that the location of the Property abuts a residential detached neighborhood in the rear, the Project is required to conform with the residential compatibility standards in Section 4.8.1.A of the Zoning Ordinance. The Proposal demonstrates conformance with these standards through a large building setback (approximately 34-60 feet deep), where the through block connection will be located, as well as upper story stepbacks. Due to the topography of the site, the underground parking structure will partially extend into the building setback and the Applicant proposes the roof of the garage to be utilized as a private courtyard with green roof. While the Sketch Plan shows the minimum standards being met, the Design Advisory Panel has suggested additional stepbacks at the rear to further break down the massing. This could be achieved by providing a townhouse style base or other design alternatives that reduce perceived height and mass of the building. As conditioned, the Applicant must provide design alternatives at the time of Site Plan that consider these alternative measures.

*e)* Integrate an appropriate balance of employment and housing opportunities.

The Project will increase housing opportunity by providing high density residential in proximity to existing commercial and employment areas.

*f)* Standardize optional method development by establishing minimum requirements for the provision of public benefits that will support and accommodate density above the standard method limit.

The Project will provide the required public benefits from a minimum of four categories to achieve the desired incentive density above the standard method limit. Final determination of public benefit points will be determined at the time of Site Plan.

The Bethesda Overlay Zone (BOZ) was adopted July 18, 2017, specifically to implement the recommendations of the *Bethesda Downtown Sector Plan* as it relates to density, building heights, affordable housing, parks, and design. The BOZ set a cap of overall development (32.4 million square feet) whereby the zoning approved for most properties retains the base density but increases the heights on respective sites. An Applicant can request an allocation of density over the base density to build to the maximum height permitted by the Zone, as needed. An allocation of density from the BOZ requires a park impact payment of \$11.08/square foot based upon the density requested and

facilitates acquisition of parkland in the downtown Bethesda area. This Application is requesting an allocation of 128,036 square feet from the BOZ initiating a Park Impact Payment (amount to be determined during Site Plan review) to be paid at the time of building permit. The amount of BOZ density will be deducted from the 32.4 million square feet cap.

## 2. Substantially conform with the recommendations of the applicable master plan;

As discussed in Finding 1.a above, the Project, as conditioned, substantially conforms to the recommendation of the 2017 *Bethesda Downtown Sector Plan*. The Project will provide a high density multi-family residential building within the Battery Lane District, increase the supply of housing to serve a variety of income levels, and provide a through block connection as well as streetscape improvements that improve the safety, connectivity, and character of the Battery Lane District.

## 3. Satisfy any development plan or schematic development plan in effect on October 29, 2014;

Development Plan G-864 was previously approved for this site; however the Property is no longer subject to this development plan pursuant to Section 59.7.7.1.B.5.a.i of the Zoning Ordinance as a Sectional Map Amendment was approved after October 30, 2014 implementing the 2017 *Bethesda Downtown Sector Plan.* The Project has been conditioned to submit a letter of withdrawal for the Development Plan prior to submittal of a Preliminary Plan application.

4. Achieve compatible internal and external relationships between existing and pending nearby development;

The massing of the Proposal has been broken down with the inclusion of three elevated courtyards, one visible from Old Georgetown Road and two at the rear of the site facing the residential homes along Glenbrook Road and Rugby Avenue. The rear of the building features stepbacks to further respond to the residential dwellings along Rugby Avenue. The Applicant proposes the construction of a through block connection at the rear of the site providing a linkage from Glenbrook Road to Rugby Avenue and the side property line of the Bethesda Chevy Chase Rescue Squad. The connection is proposed to be fifteen feet in width and would be adjacent to the proposed courtyards and the residential neighborhood. The shape of the lot in the rear, where the connection is proposed, results in the pathway containing multiple 90 degree turns. While Staff supports the through block connection in concept, as it is a Sector Plan recommendation, the design poses several concerns regarding width, lack of activation, and circulation and further refinement will be necessary at the time of Site Plan. As conditioned, the Project will be required to demonstrate the proposed through-block connection will maintain a minimum width of fifteen feet and be designed to meet the following performance standards:

- Allow for successful mature tree canopy and anticipated tree mitigation plantings with preference given to locations at grade rather than on structure; and
- Maintain a clear path of travel as recommended within the *Bethesda Downtown Sector Plan*; and
- Designed to meet Crime Prevention Through Environmental Design (CPTED) standards with specific consideration given to providing entrances to the site for activation and chamfering the corners of the structure to eliminate 90-degree bends and improve sight distance. CPTED standards promote an inviting and defensible space within which users can see and be seen to ensure a safe pedestrian and bicycle friendly environment.

#### 5. Provides satisfactory general vehicular, pedestrian, and bicyclist access, circulation, parking, and loading:

The Project provides satisfactory vehicular, pedestrian, and bicyclist access, circulation, parking, and loading. Access to the Project will be provided from Old Georgetown Road (MD 187) and Glenbrook Road. No vehicular access will be permitted from Rugby Avenue except for emergency vehicles. Pedestrian and bicycle access to the Property will be maintained along the Property's frontage sidewalks and adjacent public roadways. Additional pedestrian access will be provided through the Site from Rugby Avenue to Glenbrook Road, via a new public through-block connection, as recommended in the Sector Plan. Parking will be contained within a new structured garage internal to the proposed building.

Pedestrian access to the site will be from the established sidewalk network and will be enhanced by streetscape improvements along each of the Site frontages, consistent with the Bethesda Streetscape Standards. Old Georgetown Road is designated as a neighborhood connector street in the *Bethesda Downtown Plan Design Guidelines*, which requires a minimum planting/buffer area of 6-8 feet, pedestrian zone of 6-10 feet, and a frontage zone of 5-8 feet. Glenbrook Road is designated a neighborhood residential street with a minimum planting/buffer area of 6-8 feet, pedestrian zone of 5-8 feet. The Sketch Plan proposes dedication along both frontages and approximate build-to-lines that will satisfy the minimum requirements specified in the Design Guidelines. Further detail will be provided at the time of Site Plan. The proposed through-block connection will also improve pedestrian and bicycle access through the rear of the Site to Rugby Avenue and Battery Lane (through the Bethesda Chevy-Chase Rescue Squad parking lot).

Vehicular access to the propsed parking garage is directly off of Old Georgetown Road via a new private driveway adjacent to the Bethesda Rescue Squad Driveway, and a new driveway on Glenbook Road.

6. Propose an outline of public benefits that supports the requested incentive density and is appropriate for the specific community;

Taking into account the considerations in Section 59.4.7.1.B and the Public Benefit Points established with the Bethesda Overlay Zone in Section 59.4.9.2.C.4, including the recommendations and objectives of the Sector Plan and any applicable design guidelines, the Incentive Density Implementation Guidelines, the size and configuration of the site and its relationship to adjacent properties, similar public benefits nearby, and additional enhancements related to the individual public benefits, the following outline of public benefits supports the Applicant's request for incentive density and is appropriate for the community surrounding the site, as described below.

For the proposed development, the Zoning Ordinance requires 100 points in four categories. Although at the time of Sketch Plan review only the categories need be approved, the following table shows both the categories and points for the public benefits requested at Sketch Plan to demonstrate the project's ability to meet the requirement to provide sufficient benefit points.

Public Benefits Calculations						
Public Benefit	Incentive Density Points					
	Max Allowed	Requested				
59.4.7.3C: Connectivity and Mobility						
Minimum Parking <sup>1</sup>	20	7.78				
Through Block Connection	30	20				
59.4.7.3D: Diversity of Uses and Activities						
Enhanced Accessibility for the Disabled	20	4.84				
59.4.7.3E: Quality of Building and Site Design						
Architectural Elevations	30	30				
Exceptional Design <sup>1</sup>	30	20				
Structured Parking	20	20				
59.4.7.3F: Protection and Enhancement of the Natural Environment						
Building Lot Termination (BLT)	25	5.06				
Cool Roof	15	5				
TOTAL	100 (min)	110.55				

#### Table 4: Proposed Public Benefits

<sup>1</sup>Denotes Sector Plan priority

#### **Connectivity and Mobility**

*Minimum Parking:* The Applicant requests 7.78 points for providing fewer than the maximum allowed number of parking spaces. Points for this incentive are granted on a sliding scale from no points for providing maximum allowable number of on-site spaces to 20 points for providing no more than the minimum number of spaces on-site. Final determination will be made at Site Plan. Staff supports the category at this time.

*Through Block Connection:* The Applicant requests 20 points for providing a through block connection at the rear of the site. Points for this incentive are granted based on basic criteria listed in the zoning ordinance and additional points may be granted if additional criteria are met. The conceptual proposal shows the basic criteria (minimum 15 feet in width, with open air and open during the day) however more information will need to be provided during Site Plan review to determine if the through block connection will meet additional criteria. Staff supports the category at this time.

#### **Diversity of Uses and Activities**

*Enhanced Accessibility for the Disabled:* The Applicant requests 4.84 points for constructing dwelling units with interiors that satisfy the American National Standards Institute (ANSI). Points for this incentive are granted on a sliding scale calculated on the percentage of complying units. Final determination of complying units will be made at Site Plan. Staff supports the category at this time.

#### Quality of Building and Site Design

Architectural Elevations: The Applicant requests 30 points for providing architectural elevations as part of the Certified Site Plan showing particular elements of the design such as minimum amounts of transparency, maximum separation between doors, and other design priorities of the applicable Sector Plan and implementing design guidelines. The Sketch Plan is intended to be conceptual in nature with an emphasis on building densities, massing, and heights. Staff supports the category at this time with further details and refinement to be provided at the time of Site Plan.

*Exceptional Design:* The Applicant requests 20 points for building and/or site design that enhances the character of a setting. As a site receiving an allocation of Bethesda Overlay Zone density, the Project is subject to the Design Advisory Panel review, which will award points based on the quality of the design. The Applicant asserts that the Project fulfills many recommendations of the *Bethesda Downtown Sector Plan* and Design Guidelines. Staff supports the category at this time and the Design Advisory Panel will review the Project again at the time of Site Plan.

The Design Advisory Panel voted (5-0) that the project is on track to achieve a minimum of 10 Exceptional Design points during their May 22, 2019 meeting with the following recommendations:

- Ensure that the through-block connection is an inviting space for the public to use and does not feel like the back of a building with a single narrow width. Increase the width of the pathway in certain areas so that there is a contrast between narrow spaces and wider spaces that possibly promotes excitement and flow and consider providing active entrances to the building along the path.
- Reconfigure the southeast corner of the building through strategies such as an inverted corner, stronger corner extending to property line (with dedication flexibility).
- Address the transition to single-unit residential along Glenbrook Road. Consider stepping back the upper floors from the street and driveway to allow more light and air.
- Provide shadow studies at site plan.
- Consider reducing the height of the two northern wings facing single family homes on either side of the back courtyard and then adding a floor along the western edge of the site to reduce mass at the smaller scale homes and add height along Old Georgetown.

*Structured Parking:* The Applicant requests 20 points for providing structured parking in a below grade parking structure. Staff supports the category at this time.

#### Protection and Enhancement of the Natural Environment

*BLTs:* The Applicant requests 5.06 points for the purchase of BLT easements or equivalent payment made for every 31,500 square feet of gross floor area comprising the 7.5% incentive density floor area. Points are granted by the calculation of BLTs as provided in Section 59.4.7.3.F of the Zoning Ordinance. Staff supports the Applicant's request at this time.

*Cool Roof:* The Applicant requests 5 points for constructing any roof area that is not covered by a vegetated roof with a minimum solar reflectance index (SRI) as specified in the Incentive Density Implementation Guidelines. On sites that are larger than one acre, incentive density of 5 points are appropriate for development that meets the cool roof requirements of the Zoning Ordinance. Staff supports the category at this time.

7. Establish a feasible and appropriate provisional phasing plan for all structures, uses, rights-of-way, sidewalks, dedications, public benefits, and future preliminary and site plan applications.

The Project will be built in one phase.

#### SECTION 5: COMMUNITY OUTREACH AND ISSUES

#### Applicant Outreach

The Applicant held a pre-submittal public meeting on May 28, 2019, at the Bethesda Elementary School, and has complied with all submittal and noticing requirements.

## **Correspondence**

Staff received correspondence that focused on two concerns regarding the Proposal's density and gross tract area (Attachment D).

The initial application received by M-NCPPC proposed the maximum combination mapped FAR of 2.5 as residential density, while the max mapped residential FAR is 1.75, with the remaining requested density to be purchased from the BOZ. The letter stated that 1) the Project cannot utilize FAR designated for commercial as residential; and 2) to qualify for the BOZ, all mapped FAR, including residential and commercial, must be exhausted by the Proposal. The Bethesda Overlay Zone (BOZ) states that to qualify for BOZ Density, a proposed development must *"use all gross floor area allowed by the mapped CR or CRT FAR"* (Section 59.4.9.2.c.2.b.ii.A.) Mapped CR-zoned properties have separate FAR maxima for both residential and commercial density, and the combined total. After consultation with the M-NCPPC Office of the General Counsel it was determined that "all gross floor area allowed by the mapped FAR designation as appropriate: for purely residential development the maximum "R" density; for purely commercial development the maximum "C" density; and for mixed-use projects the maximum total density. Additional density beyond each mapped FAR would need to be purchased from the BOZ. As a result of this, the Applicant has revised the Sketch Plan Application to reflect usage of the entire mapped residential density of 1.75 FAR (191,964 sf), with the remaining 128,036 square feet to be purchased from the BOZ, for a total of 320,000 square feet of proposed residential development.

The second concern raised in the letter asserts that the Application's tract area is overstated. The letter summarizes that the development previously approved under the PD zone identified the area of the Property with previous dedications to be 87,417 square feet, yet this Application has increased the area of the Property with previous dedications to 109,694 square feet. The Applicant provided a response explaining that the previous application, as a PD zone, based density off the area of the Property not including previous dedications and provides examples of this language in various staff reports and resolutions for the PD zone (Attachment E). The survey and calculations from the previous approval (Attachment D – Exhibit 3) demonstrates that previous dedications on Old Georgetown Road, Glenbrook Road and Rugby Avenue were not included in the Property's area. This Sketch Plan Application, within the CR zone and reviewed under the current Zoning Ordinance, is based off the area of the Property including previous dedications and the Applicant has provided a detailed Tract Area exhibit (Attachment F) which Staff has reviewed and determined meets the definition of 'tract area' as defined in the Zoning Ordinance, to allow density to be based off 109,694 square feet. As a Sketch Plan Application, the Planning Board is considering the maximum density to be allowed on-site with further evaluation to be conducted during review of the Preliminary and Site Plan.

#### CONCLUSION

As conditioned, the Sketch Plan application satisfies the findings under Section 59.4.5.4 of the Zoning Ordinance and substantially conforms to the recommendations of the 2017 *Bethesda Downtown Sector Plan*. Therefore, Staff recommends approval of the Sketch Plan with the conditions specified at the beginning of this report.

## ATTACHMENTS

- A. Design Advisory Panel minutes
- B. Sketch Plan
- C. Agency Letters
- D. Correspondence
- E. Memo from Applicant RE: Gross Tract Area
- F. Tract Area Exhibit