TITLE: Econolodge/Holiday Inn Redevelopment

FILE NUMBER: SP-86-44 (AP#17897, APFO#17902 & 17898, FRO#17899)

REQUEST: Site Development Plan Approval
The Applicant is requesting Site Development Plan approval for replacement of an existing 34-room hotel with a new 42,000 s.f. hotel containing 84 guest rooms on a proposed 1.20-acre lot.

PROJECT INFORMATION:
ADDRESS/LOCATION: 6021 Francis Scott Key Drive, Frederick, Maryland
TAX MAP/PARCEL: Tax Map 77 Parcel 104
COMP. PLAN: General Commercial
ZONING: General Commercial
PLANNING REGION: Frederick
WATER/SEWER: W-1/S-1

APPLICANT/REPRESENTATIVES:
APPLICANT: Luthra Rupali & Havish Trustees
OWNER: Luthra Rupali & Havish Trustees
ENGINEER: Harris, Smariga & Associates

STAFF: Tim Goodfellow, Principal Planner II

RECOMMENDATION:
Conditional Approval

ATTACHMENTS:
Exhibit 1 - Site Plan Rendering
Exhibit 2 – Lighting, Parking, and Loading Space Modification
STAFF REPORT

ISSUE
Development Request
The Applicant is requesting Site Development Plan approval for a new, 5-story hotel containing 84 guest rooms on a 1.20-acre site to become future “Econolodge Lot 1.” This project will replace an existing one-level, 34-room hotel that currently exists on the future Lot 1. The proposed use is being reviewed as an “Motel, hotel” land use under the heading of Temporary Housing per §1-19-5.310 Use Table in the Zoning Ordinance and is a principal permitted use in the General Commercial Zoning District subject to site development plan approval (PS).

BACKGROUND
Development History/Existing Site Characteristics
The entire site comprises 3.03 acres and contains three (3) identical one-level hotel buildings, each with 34 rooms constructed around 1987. The site is currently zoned General Commercial and will be subdivided into two (2) lots. Future Lot 1 will contain the new Holiday Inn Express & Suites and the two (2) existing hotels will remain on future Lot 2. The Applicant has indicated plans to replace the existing hotels on future Lot 2 with a new hotel building at some point in the future.

The adjacent land uses include an Enterprise car rental facility (formally an Exxon gasoline station), an automobile sales center, and a Sheetz gasoline and convenience store situated in the high traffic and intensely-developed northern MD 355/MD 85 corridor, at the I-70/MD 85 Extended interchange. The property is fully paved and is elevated approximately 20-30 feet above I-70, which directly borders the property to the north.
Figure 1 – Site Rendering
Figure 2 – Aerial Photography
ANALYSIS
Summary of Development Standards Findings and Conclusions
The primary issue associated with this development proposal is the juxtaposition of a new 48-ft., 5-story hotel with a 30-year old one-level hotel on a relatively small site. The new hotel will occupy a prominent position in the area, as surrounding buildings do not rise above 20 feet in height, and the site is perched above I-70 and will be highly visible by vehicular travelers on I-70.

The current site development plan proposes a number of parking spaces that is below the requirement for the new hotel; however the close proximity of the other 2 existing hotels affords an opportunity to share and combine the total number of parking spaces for all 3 hotels. The Applicant has requested review and consideration of such a shared parking arrangement and shall comply with Section §1-19-6.240 (Shared Parking).
Detailed Analysis of Findings and Conclusions

Site Development Plan Approval shall be granted based upon the criteria found in §1-19-3.300.4 Site Plan Review Approval Criteria of the Frederick County Zoning Ordinance.

Site Development §1-19-3.300.4 (A): Existing and anticipated surrounding land uses have been adequately considered in the design of the development and negative impacts have been minimized through such means as building placement or scale, landscaping, or screening, and an evaluation of lighting. Anticipated surrounding uses shall be determined based upon existing zoning and land use designations.

Findings/Conclusions

1. Dimensional Requirements/Bulk Standards §1-19-6.100: Section 1-19-6.100 of the Zoning Ordinance contains the Design Requirements for the proposed hotel use in the General Commercial Zoning District, as follows:

- Front Yard: 25’
- Side Yard: 15’
- Rear Yard: 40’
- Max. Building Height: 60’
- Min. Lot Size: 20,000 sq. ft.
- Min. Lot Width: 100 ft.

As previously mentioned, the entire 3.03-acre parcel is being subdivided into two (2) lots. The proposed Lot No. 1 on which the Holiday Inn is shown is defined as a through-lot, as it is not a corner lot, but has frontage on two streets. The two frontages are I-70 and Francis Scott Key Drive.

Section 1-19-6.130(B) of the Zoning Ordinance states that a through lot abutting an expressway or freeway shall have 20-ft front yard for that portion of the lot. The proposed site plan depicts a 25-ft. setback along its I-70 frontage; prior to site plan approval, the building restriction line (BRL) will need to be revised to show a 20-ft. BRL at the northern portion of the site along I-70.

The remaining portions of the site plan comply with the setback, lot, and height dimensions as listed in Section 1-19-6.100. The building placement on the Site (future Lot 1) is as follows:

- Front Yard: 25’ (Francis Scott Key Drive)
- Side Yard (east side): 91’
- Side Yard (west side): 30’
- Rear Yard (I-70 frontage): 26’
- Building Height: 48.4’
- Lot Size (future Lot 1): 52,312 sq. ft.
- Lot Width (future Lot 1): 202’
2. **Signage §1-19-6.300:**
The total permitted signage for the project on future Lot 1 is 146 square feet and is formulated by utilizing the side of the building where the primary public access is located, which measures 212.1 linear feet. The square root of this linear building frontage (14.56) is multiplied by 10 to equal 146, the total amount of square footage permitted for all signs on the site.

The Applicant proposes one free-standing sign, plus 3 building mounted signs which equal 146 square feet. Staff notes that there is an inconsistency between the sign details as shown on the building compared to the sign details in the 8 square sign ‘tiles’ and accompanying measurement chart. Prior to site plan approval, the details on the building-mounted signs and details from the measurement chart and accompanying graphics must be revised to be equivalent, demonstrating full compliance with the 146-sq. ft. measurement for site signage shown on the site plan.

3. **Landscaping §1-19-6.400:**
The Applicant has provided a landscaping plan on sheet 2 of the application set. The landscaping plan proposes a perimeter buffer of shrubs along the northern I-70 property line and on the eastern property line due to the construction of a retaining wall and topographical challenges. Street trees are provided along Francis Scott Key Drive, as well as parking lot landscaping. Both planting elements meet the quantity, species diversity, and configuration requirements. Tree canopy coverage of parking areas equals 28%, exceeding the Zoning Ordinance requirement of 20%.

4. **Lighting §1-19-6.500:**
The Zoning Ordinance contains an 18-ft. maximum height for pole and building mounted lighting for commercial land uses. Lighting must not exceed 0.50 foot-candles as measured from the property line. The Applicant is requesting a modification, per Section 1-19-6.500(G) of the Zoning Ordinance, to exceed the 0.50 foot-candle measurement at the western property line and front property line. Staff has no objection to these lighting modifications.

**Conditions and Modification Request**

1. Lighting Modification §1-19-6.500(D): Planning Commission approval of a modification from the requirement to limit light spillage above 0.5 foot candles along the western property line and front property line (future Lot 1).

2. Prior to final signature approval, the Applicant shall revise the signage details in the site plan to clearly show equivalence in measurements of all signage graphics and tables and shall not exceed existing permitted signage allocations.

3. Prior to final signature approval, the Applicant shall revise the site plan to show the Building Restriction Line as 20 feet at the northern portion of the property that borders I-70 per Section 1-19-6.130(B) of the Zoning Ordinance.
Transportation and Parking §1-19-3.300.4 (B): The transportation system and parking areas are adequate to serve the proposed use in addition to existing uses by providing safe and efficient circulation, and design consideration that maximizes connections with surrounding land uses and accommodates public transit facilities. Evaluation factors include: on-street parking impacts, off-street parking and loading design, access location and design, vehicular, bicycle, and pedestrian circulation and safety, and existing or planned transit facilities.

Findings/Conclusions

1. Access/Circulation:
The site has exclusive frontage and access on Francis Scott Key Drive, a 25-ft wide, 1,000-ft. long, State-owned roadway (“MD 85B”) that connects MD 355 to MD 85 Extended. This road also provides secondary access to all 3 adjacent businesses (Enterprise Car Rental, Sheetz, and the Ourisman Audi Automobile Sales Center). The Holiday Inn will have two, 2-way entrances onto its lot (future Lot 1). Two-way traffic will circle the hotel building. A total of four (4) points of ingress and egress currently exist for the 3 hotel buildings; this situation will not be changed by the development of the new hotel on future Lot 1.

2. Connectivity §1-19-6.220 (F):
Connectivity to the adjacent, similar use is maintained through the proposal for a shared parking arrangement between the Holiday Inn and the 2 (two) existing hotels. In addition to this joint parking scenario, the 2 (two) entrances to future Lot 1 retain access to the parking area for the hotel directly adjacent to the Holiday Inn.

3. Public Transit:
The #20 FSK Mall Connector (Monday through Saturday) and the Rt. 85 Shuttle(Monday through Friday), both have stops near the site.

   a. Parking:
The transformation of one parcel with 3 (three) hotel buildings into 2 (two) lots, one with a new replacement hotel, and the other lot retaining the 2 (two) existing hotel buildings maintains the opportunity to spread and share all of the parking spaces among all the hotels. The Zoning Ordinance requires the 84-room Holiday Inn on future Lot 1 to supply 1 parking space per sleeping room, and 1 for each 2 (two) employees. The site plan indicates 6 (six) employees per shift at the Holiday Inn. The Applicant is proposing a total of 68 parking spaces for future Lot 1 and requesting a modification from the 88 parking spaces required in Section 1-19-6.220 by utilizing the excess parking spaces that are present for the 2 (two) existing hotels (See site plan note no.3). The total number of parking spaces required for all three hotel buildings is 158. A total of 164 parking spaces will be provided between the three hotels. The shared parking arrangement must comply with §1-19-6.240, including an agreement between the parties involved in the use of the shared parking plan. The 6 (six) ADA-compliant parking spaces are provided for the Holiday Inn on future Lot 1.

   b. Loading:
The loading space calculations in the Zoning Ordinance are based on building square footage and therefore result in a requirement of 3 (three) large loading spaces or 2 (two) large plus 2 (two) small loading spaces for the Holiday Inn. The Applicant is requesting a modification to the loading space requirement based on operational experience and history with this specific brand, size, and type of

Econolodge/Holiday Inn Site Development Plan
October 10, 2018
hotel. The modification request is to allow one (1) small, temporary loading space to be located within the drive aisle under the hotel’s entry canopy. Staff has concerns with the lack of sufficient width to accommodate both a delivery truck and a vehicle’s through movement on site, and that a temporary loading area under the hotel’s entry canopy will block guests’ vehicles and prevent hotel customers, who need a covered drop-off and pick-up area, from fully utilizing the hotel’s covered entrance. The one-way travel lane under the canopy is 12 feet in width.

5. Bicycle Parking §1-19-6.220 (H):
One bicycle parking rack is required for every 20 parking spaces. The hotel on future Lot 1, based on the modified number of parking spaces requested, requires 4 (four) bike racks, which are shown by the front entrance. Four additional bicycle racks are shown on future Lot 2, which is not required to be retroactively added to the existing hotel on future Lot 2 per the current site plan; however, given the proposed shared parking scenario between the new and existing hotels, the Applicant is including the entire parking area for the bicycle parking provision. Staff notes that a future site plan on Lot 2 may require a change in the number of bike racks depending on the ultimate use and parking spaces provided on future Lot 2.

6. Pedestrian Circulation and Safety §1-19-6.220 (G):
Sidewalks are shown around the hotel with curb ramps from the parking lot and handicap parking spaces to the 6-ft wide perimeter sidewalk. Two crosswalks are provided in the parking lot for safer access from the parking spaces to the building’s perimeter sidewalk at the rear of the building.

Sidewalks exist on both sides of the entire length of Francis Scott Key Drive. The Applicant proposes curb ramps to cross both entry points for future Lot 1, as well as a thermoplastic marking for safer pedestrian crossings of Francis Scott Key Drive, leading to the Sheetz convenience store.

Conditions and Modification Requests

1. Parking Modification §1-19-6.220 (A)(1): Planning Commission approval of a modification in order to provide a total of 68 parking spaces for the hotel on future Lot 1, where 88 spaces are required.

2. Planning Commission approval of a shared parking plan between the proposed Holiday Inn & Suites on future Lot 1 and the existing 2 (two) hotels on future Lot 2 per §1-19-6.240. Upon sale of future Lot 1 or future Lot 2, the new owner(s)/parties must provide evidence of an agreement for a shared use and parking plan by a legal instrument approved by the County Attorney per §1-19-6.240(E) of the Frederick County Zoning Ordinance.

3. Loading Modification §1-19-6.210: Planning Commission approval of a modification to allow one (1) small, temporary loading space, located within the drive aisle under the hotel’s entry canopy, to satisfy the requirement for 3 (three) large or 2 (two) large plus 2 (two) small loading spaces.

Public Utilities §1-19-3.300.4 (C): Where the proposed development will be served by publicly owned community water and sewer, the facilities shall be adequate to serve the proposed development. Where proposed development will be served by facilities other than publicly owned community water and sewer, the facilities shall meet the requirements of and receive approval from the Maryland Department of the

Econolodge/Holiday Inn Site Development Plan
October 10, 2018
Findings/Conclusions

1. **Public Water and Sewer**: The site is served by public water and sewer and is classified W-1, S-1 on the County’s Water and Sewerage Plan maps. Public water will be supplied to the site from the New Design Road Water Treatment Plant and sewage will be treated at the Ballenger McKinney Wastewater Treatment Plant. The Division of Utilities and Solid Waste has reviewed and approved the proposed plan.

**Natural features §1-19-3.300.4 (D)**: Natural features of the site have been evaluated and to the greatest extent practical maintained in a natural state and incorporated into the design of the development. Evaluation factors include topography, vegetation, sensitive resources, and natural hazards.

Findings/Conclusions

1. **Topography**: The site is flat and level, with an elevation change of approximately 30 feet from the travel lanes of I-70 which border the property to the north.

2. **Vegetation**: The site is previously developed and contains little natural vegetation.

3. **Sensitive Resources**: The site does not contain wetlands, FEMA floodplain, flooding or wet soils.

4. **Natural Hazards**: There are no natural hazards known to exist on this site.

**Common Areas §1-19-3.300.4 (E)**: If the plan of development includes common areas and/or facilities, the Planning Commission as a condition of approval may review the ownership, use, and maintenance of such lands or property to ensure the preservation of such areas, property, and facilities for their intended purposes.

Findings/Conclusions

1. **Proposed Common Area**: There are no common areas proposed as part of this development plan.

**Other Applicable Regulations**

**Moderately Priced Dwelling Units – Chapter 1-6A**: The proposed use is not for permanent residential dwelling units; therefore, MPDUs are not required.

**Stormwater Management – Chapter 1-15.2**: Stormwater management (SWM) shall be provided in accordance with the Maryland Stormwater Act of 2007. A SWM Concept Plan for the project has been approved.
APFO – Chapter 1-20.
Per 1-20-8 (D)(5), if a developer is seeking concurrent subdivision and site plan approval, the APFO testing shall be required as part of the subdivision approval. The APFO was reviewed and would have been approved under AP 17900, Combined Preliminary/Final Plat, Lots 1 and 2, Econo Lodge. The APFO approval is linked to the Preliminary/Final Subdivision and is valid for 3 years from the date of Planning Commission approval and will therefore expire on October 10, 2021.

Forest Resource – Chapter 1-21:
The Applicant has received an exemption from the FRO per Section 1-21-7N due to the site’s redevelopment over existing impervious surfaces within a PFA (A/P 17899).

Historic Preservation – Chapter 1-23:
There are no historic resources on this property.

Summary of Agency Comments

<table>
<thead>
<tr>
<th>Development Review Engineering (DRE):</th>
<th>Approved</th>
</tr>
</thead>
<tbody>
<tr>
<td>Development Review Planning:</td>
<td>Hold: Address agency comments as the plan proceeds through completion.</td>
</tr>
<tr>
<td>State Highway Administration (SHA):</td>
<td>Approved</td>
</tr>
<tr>
<td>Division of Utilities and Solid Waste Management (DUSWM):</td>
<td>Approved</td>
</tr>
<tr>
<td>Health Department</td>
<td>Approved</td>
</tr>
<tr>
<td>Office of Life Safety</td>
<td>Approved</td>
</tr>
<tr>
<td>Development Review Traffic Engineering</td>
<td>Hold: Until Preliminary Subdivision Plan approved</td>
</tr>
</tbody>
</table>

RECOMMENDATION

Staff has no objection to conditional approval of the site development plan for the construction of a 42,000 s.f., 84-room hotel on a 1.20-acre site. If the Planning Commission conditionally approves the site plan, the site plan is valid for a period of three (3) years from the date of Planning Commission approval and will therefore expire on October 10, 2021.

Based upon the findings and conclusions as presented in the staff report the application meets or will meet all applicable zoning, and FRO requirements once all conditions are met and if modifications are granted:

1. Prior to final signature approval, the Applicant shall revise the site plan to show the Building Restriction Line as 20 feet at the northern property line that borders I-70.

2. Prior to final signature approval, the Applicant shall revise the signage details to clearly show
equivalence in measurements of all signage graphics and tables and shall not exceed existing permitted signage allocations.

3. Prior to final signature approval, the Applicant shall add the standard lighting note from Section 1-19-6.500(A) of the Zoning Ordinance to Plan note no. 9.

4. Address agency comments as the plan proceeds through completion prior to final signature approval.

Modification requests from Applicant:

1. Lighting Modification §1-19-6.500(D): Planning Commission approval of a modification from the requirement to limit light spillage above 0.5 foot candles foot candles along the western property line and front property line.

2. Parking Modification §1-19-6.220(A)(1), §1-19-6.240: Planning Commission approval of a modification in order to provide a total of 68 parking spaces for the hotel on future Lot 1, where 88 spaces are required, and approval of a shared parking plan between the proposed Holiday Inn & Suites on future Lot 1 and the existing 2 (two) hotels on future Lot 2. Upon sale of future Lot 1 or future Lot 2, the new owner(s) must provide evidence of an agreement for a shared use and parking plan by a legal instrument approved by the County Attorney per §1-19-6.240(E) of the Frederick County Zoning Ordinance.

3. Loading Space Modification §1-19-6.210: Planning Commission approval of a modification to allow one (1) small, temporary loading space, located within the drive aisle under the Holiday Inn & Suite’s entry canopy, to satisfy the requirement for 3 (three) large or 2 (two) large plus 2 (two) small loading spaces.

PLANNING COMMISSION ACTION

MOTION TO APPROVE

I move that the Planning Commission **APPROVE** Site Development Plan SP-86-44, A/P 17897 **with conditions** as listed in the staff report **including approval of requested modifications** for the proposed Holiday Inn & Suites, based on the findings and conclusions of the staff report and the testimony, exhibits, and documentary evidence produced at the public meeting.
September 26th, 2018

Tim Goodfellow
Principal Planner
Department of Development Review
Division of Planning and Permitting
30 North Market Street
Frederick, MD 21701

Re: Econolodge – Request for Modifications

Dear Commission Members,

As permitted by the Zoning Ordinance, on behalf of our client, we would like to request the following modifications as they apply to the Proposed Econolodge Site Plan.

A) Light spillage modification in accordance with section 1-19-6.500(G) to allow light spillage to 0.5 foot candles along the western property line.
B) Shared parking modification in accordance with Section 1-19-6.240 to permit a partial reduction in total number of off-street parking spaces where shared parking can be utilized.
C) Loading space modification in accordance with Section 1-19-6.210.D to allow the applicant to reduce the requirement to provide on-site loading spaces.

Section 1-19-6.500 (G) – Light Spillage
Due to the shared parking, and access to the adjacent existing hotel, it is necessary to modify the light spillage section of the Zoning Ordinance (1-19-6.500(G)). The site is designed to share parking with the adjacent hotel, and therefore access to the parking areas utilize shared drives and shared parking areas with the existing adjacent uses. Light spillage in this area is not only inevitable, due to the design, but is necessary for the safety of patrons to both the existing adjacent uses, as well as those of the proposed 84 room hotel.

Section 1-19-6.240 – Shared Parking
Due to the design of the site, the retention of two of the three existing motels on the existing site, and incorporating the existing uses into the circulation pattern, it is necessary to ask for permission for the required parking to be met off-site, shared with the existing motel, labeled on the plan as Lot 2.

Lot 1 – The Proposed 84 Room Hotel’s parking requirement is 88 Spaces, however only 68 spaces of the required 88 are provided on site.

Lot 2 – the Existing 68 Room Motel’s parking requirement is 70 Spaces, however 96 spaces are provided above the required number on site.

T:\7000's\7541-ECONO\Submittals\Planning\SITE PLAN\PC Submittal 09.17.18\Site Plan Modification Letter 09.17.18.docx
Together (Lot 1+Lot 2) the overall site's parking requirement is 158 Spaces. Overall the parking provided for both lots combined is 164 Spaces.

Section 1-19-6.220 A.1 – Loading Spaces temporarily within Drive Aisle
The applicant, in past experience, has not needed a designated loading space for tractor trailers. No tractor trailers will visit this site for normal routine deliveries. All deliveries will be accommodated via smaller delivery vehicles. Deliveries typically occur at the entrance and can be accommodated in the design that you see on the plan. Box Truck/Temporary Parking will occur under the canopy at the main entrance, as shown on the plan. The lack of an additional loading space reduces impervious surface and increases the efficiency of the operation. Interference with guests and staff is not an issue at their other location where this occurs.

We would like to request that the Planning Commission approve these modifications as described above.

Sincerely,

[Signature]

Jody L. Walker
Designer