TITLE: YMCA of Frederick County, Inc.

FILE NUMBER: SP-18-14, AP 18745, APFO 18746, (FRO 18747)

REQUEST: Site Development Plan Approval
The Applicant is requesting site development plan approval for the construction of a 85,078-sq. ft. YMCA recreation facility and 40,000 sq. ft professional office and medical clinic building on a 20.22-acre site.

PROJECT INFORMATION:

ADDRESS/LOCATION: Fingerboard Road (MD 80), southwest of Pontius Court
TAX MAP/PARCEL: Tax Map 96, Parcels 192 & 40
COMP. PLAN: Institutional
ZONING: General Commercial (GC)
PLANNING REGION: Urbana
WATER/SEWER: W-5, S-5

APPLICANT/REPRESENTATIVES:

APPLICANT: YMCA of Frederick County, Inc.
OWNER: YMCA of Frederick County, Inc.
ENGINEER: Harris, Smariga & Associates
ARCHITECT: ZA+D
ATTORNEY: Anne Herbert-Rollins, Esq.

STAFF: Tim Goodfellow, Principal Planner II

RECOMMENDATION:
Conditional Approval

ATTACHMENTS:
Exhibit 1- YMCA Site Plan Rendering
Exhibit 2- Parking, Lighting, Loading Modification Requests
Exhibit 3- APFO Letter of Understanding (LOU)
ISSUE
Development Request
The Applicant is requesting site plan approval for the development of a YMCA facility, including an indoor swimming pool, locker rooms, a gymnasium, space for exercise rooms, weight-lifting, meeting rooms, offices, classrooms, an outdoor stage/amphitheatre, outdoor multi-purpose fields, and associated parking within Phase I (61,940 sq. ft.). Future Phase II expansion (23,138 sq. ft.) includes space identified for classrooms and a performance stage area. The Urbana YMCA facility will be 2 stories (60-ft maximum height) and include total square footage of 85,078 square feet. The proposed use is being reviewed as a Health Club, Fitness Center, Vocational Training Center under the heading of “Commercial Amusements” per §1-19-5.310 (Use Table) of the Zoning Ordinance and is a principal permitted use in the General Commercial (GC) Zoning District subject to site development plan approval.

The County executed a Memorandum of Understanding (MOU) with the Frederick County YMCA on February 28, 2017 that describes County assistance in the development and construction of the YMCA Aquatic Center, which will allow the County to utilize the aquatic facility for school swim programs and other activities.

The second use proposed for the subject property is a 40,000 sq. ft., 2-story professional office building/medical clinic, with accompanying parking. This use is being reviewed as a Professional Office and a Medical Clinic under the heading of “Commercial Business and Personal Services” per §1-19-5.310 of the Zoning Ordinance and is a principal permitted use in the General Commercial (GC) Zoning District subject to site development plan approval.

An addition plat is currently under review (AP19031) to combine Parcel 192 with Parcel 40. The addition plat must be recorded prior to final signature approval of the site plan.

Furthermore, the site is being developed under the Planned Commercial/Industrial Development Standards within §1-19-10.300, which permits more than 1 principal use or building on a single lot in the GC, ORI, LI and GI zoning districts. These standards are designed to:

- Encourage concentration of complementary uses grouped adjacent to major thoroughfares, thus limiting sprawling strip commercial and industrial development
- Provide for well-planned development on sites with adequate frontage and depth to permit controlled access and maximum convenience and efficiently for users of such facilities
- Allow for more than 1 principal use or building on a single lot in the GC, ORI, LI, and GI zoning districts where, due to the size and location of the development, and its relationship to the surrounding properties, flexibility of planning may be permitted without disturbance to the harmony of the neighborhood.

Zoning Ordinance Modification Requests:

1. §1-19-6.220A & §1-19-6.240: The Applicant is seeking a parking space modification to allow a reduction in the number of parking spaces for the YMCA, and shared parking arrangement with the adjacent medical office building/medical clinic (see ‘Transportation and Parking’ within the Staff Report for complete details)
2. §1-19-6.500D. The Applicant is seeking a modification to allow light spillage at two (2) locations along the property lines that exceeds the 0.5 foot candle measurement.
3. §1-19-6.210B. The Applicant is requesting a modification to allow 1 loading space (25 ft. x 25 ft.) and a 380-ft linear loading ‘lane’ to substitute for the required number of loading spaces for the YMCA facility.

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BACKGROUND

Development History
Historical imagery (1952-1973) shows the property in agricultural use, with a farmhouse and agricultural buildings and the majority of the property cleared of woody vegetation. There are significant woodlands around the stream and wetlands that exist on the eastern portion of the property. This area also contains specimen trees, including a 44-inch diameter Tulip Poplar.

Existing Site Characteristics
The site is in active agricultural use, with forested slopes, a stream system and wetlands in the eastern portion of the property that comprise approximately 4.5 acres. A circa-1940 dwelling with several agricultural outbuildings are present on the property close to MD 80, Fingerboard Road. The adjacent parcel (1.6 acres) also contains agricultural buildings and will be added to the main 18-acre parcel for the proposed development. All structures on the two (2) parcels will be razed.

The property is situated directly between the Urbana High School and Urbana Middle School and will capitalize on the connectivity and proximity to the educational institutions.
ANALYSIS

Summary of Development Standards Findings and Conclusions
The site’s location, adjacent to two (2) schools, is advantageous for both the YMCA and for the convenience of school students who may use the facility. The primary issue associated with this project was ensuring that the shared transportation and pedestrian infrastructure between the YMCA and office building/medical clinic and the Board of Education addressed the safety, access, circulation and design needs of both entities.

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.

Planned Commercial/Industrial Development- Layout §1-19-10.300(C)(1)(a): In general, the plan shall provide a unified and organized arrangement of buildings, service areas, parking and landscaped open space. Buildings shall be so grouped to provide a safe and efficient arrangement of land uses, pedestrian access, infrastructure and transportation circulation systems reflective of the underlying zoning district, and existing and planned development.

Planned Commercial/Industrial Development – Bulk Regulations §1-19-10.300(C)(3)(b): Setbacks and heights shall be established by the Planning Commission based upon the underlying zoning, the location of the proposed development within the County, consideration of existing and planned development surrounding the proposed development, and applicable County Community and Corridor Plans.


Planned Commercial/Industrial Development – Minimum off-street parking requirements §1-19-10.300(C)(5): Off-street parking shall be provided and may be modified in accordance with 1-19-6.220.

Findings/Conclusions

1. Dimensional Requirements/Bulk Standards §1-19-6.100: The proposed Site Development Plan adheres to the lot dimensions required for commercial amusements in the General Commercial Zoning District.
The following dimensional characteristics are shown for the YMCA facility and office building/medical clinic, and meet the standards contained in the Zoning Ordinance, and are presented for Planning Commission approval per § 1-19-10.300(C)(3)(b).

**YMCA Facility**

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**Office Building/Medical Clinic**

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<tr>
<td>Max. Building Height</td>
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2. **Signage §1-19-6.300 and 1-19-10.300(C)(6), Minimum landscaping, screening, lighting and signage.** Conceptual signage is shown for the future professional office/medical clinic building, which is below the maximum size permitted for the building (141 sq. ft.). The concepts are modeled after similar "FMH" (Frederick Memorial Hospital) signs on other medical office buildings in the County as depicted on site plan sheet no. 12. Building permits for these future signs must not exceed a total of 141 square feet for all signs associated with the office building/medical clinic.

The YMCA is permitted a total of 154 sq. ft. of signage based on the building’s frontage. One freestanding YMCA sign will be located at the southwest corner of the property near the site’s entrance. A total of three (3) building-mounted signs are shown on site plan sheet no. 9. All signs meet the size, locational, and height requirements contained in Section 1-19-6.300 of the Zoning Ordinance.

3. **Landscaping and Screening §1-19-6.400 and 1-19-10.300(C)(6), Minimum landscaping, screening, lighting and signage.** Street trees are provided along MD 80 and along the two (2) internal roadways that meet the one tree per 35 feet of roadway frontage requirement. A total of 13 street trees are required—and provided—along MD 80, and the required 26 street trees are shown along the two (2) interior roads—YMCA Connector Road & Urbana Middle School access/connector road. Significant buffering is provided along all sidewalks within the project and along the property lines, except where space is compromised by the location of the lane that accesses the loading space and trash dumpsters in the rear of the YMCA building.

Additional buffering is required in two (2) locations on the plan: 1) the southern side of the stormwater management pond at the southwest corner of the property near Campus Drive; 2) along the northern property line, just west of the spot where the Urbana Middle School access/connector roadway enters the Urbana Middle School property.

Parking lot landscaping in both the YMCA parking lot and the office building/medical clinic parking...
lot is shown and complies with the 20% parking lot canopy coverage requirement.

4. **Lighting §1-19-6.500 and 1-19-10.300(C)(6), Minimum landscaping, screening, lighting and signage.** Strategically-placed pole lighting is provided throughout the parking lots and along sidewalks at a height of 18-ft., which complies with the height standards for commercial uses, as described in 1-19-6.500(B) of the Zoning Ordinance. However, building mounted lighting is not shown. The site plan must indicate all lighting on the site, or include a note that no building mounted or entry lighting will be used.

The Applicant has requested a modification for lighting to exceed the 0.5 foot candle measurement at the northern and southern property lines, in the following locations: 1) at one point along the southern property line with the Urbana High School; 2) along the northern property line for the length of the YMCA building, approximately 190 feet. The Applicant states that lighting is provided near these property lines with the adjacent schools to provide needed illumination for pedestrian movement and safety. Staff has no objections to the lighting modification.

**Conditions**

1. Prior to final signature approval, the Applicant shall include additional landscape buffering in the following locations: 1) The southern side of the stormwater management pond at the southwest entrance corner of the property near Campus Drive; 2) Along the northern property line, just west of the spot where the Urbana Middle School access/connector road enters the Urbana Middle School property.

2. Prior to final signature approval, provide details and specifications on all building mounted lighting, if planned for the YMCA and office building/medical clinic.

**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 and Connectivity:**
   While the site has frontage on MD 80 with a driveway access to the existing farmhouse, an operationally superior design for the YMCA's and office building/medical clinic's access to MD 80 was identified. The main vehicular access to the YMCA and office building/medical clinic will utilize a portion of Campus Drive, a private road owned by Frederick County Public Schools, which is signalized at MD 80 with pedestrian crosswalks. Urbana High School's northern parking lot and building access lane off Campus Drive will be extended in a northeast direction onto the YMCA property, with two (2) new entrances from this extended lane ("YMCA Connector Road") to serve the Urbana High School parking lots and buildings. The new YMCA Connector Road is shown with a 24-ft. wide travel width, crosswalks, and 5-ft sidewalks on both sides of the road.
On January 17, 2019, the YMCA and the Frederick County Board of Education (BOE) signed a joint Memorandum of Understanding (MOU) that provides for efficient and safe vehicular and pedestrian access ingess, and egress to and from the YMCA property through the BOE properties. Terms, conditions, and details of improvements to the Urbana Middle and High School sites and the YMCA property are memorialized in the MOU. The main entrance and access to the YMCA and office building/medical clinic will include:

- An improved joint/common entrance at Campus Drive and MD 80
- Shared use of a portion of Campus Drive and the YMCA Connector Road
- New entrances from the YMCA Connector Road to the Urbana High School parking lots
- An extension of an internal road (Urbana Middle School access/connector road) from the YMCA site, through the parking lot on the Urbana Middle School property to Ponitus Court
- A new stormwater management facility within the main entrance/access area

The following diagram provides a graphic representation of the new access, entrance and transportation system for the YMCA:

![Diagram of YMCA access](image)

Internal roadway circulation includes a looping system around and through the YMCA parking lot with multiple points of access to the parking lot drive aisles. The office building/medical clinic also provides excellent vehicular movement with two (2) points of access into its parking lot: one from the YMCA Connector Road, and one from a roadway that runs northward from the YMCA Connector Road to the Urbana Middle School's property line.

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This additional road will extend northward onto the Urbana Middle School property and connect to the middle school’s parking lot. This new 24-ft. wide internal driveway will provide a secondary point of access to the YMCA and office building/medical clinic via Portius Court from MD 80, and reduce full dependence on the Campus Drive entrance.

2. **Public Transit:** There is currently no public transit service to this area.


**YMCA**
The standards for parking spaces for a health club/fitness center require 1 parking space per 5 person capacity, plus 1 space for every 4 seats or 1 space for each 30 sq. ft. of floor area used for seating, whichever is greater. The site plan parking notes distinguish Phase I and Phase II of the YMCA for capacity and subsequent parking calculations. However, there are two (2) different capacity numbers listed for each Phase, which must revised prior to final signature approval. Staff has confirmed the YMCA total capacity, based on their ‘peak load analysis’ from similar YMCA facilities, is 1,285 persons. The majority of the square footage—and patrons (1,121)—are within Phase I. Phase II adds capacity for 164 people, for a total YMCA capacity of 1,285. This breakdown between Phases in the parking notes also must be revised prior to final signature approval.

Applying the parking standards of §1-19-6.220 to the 1,285 person capacity and the planned seating capacity results in a requirement of 319 parking spaces for the YMCA. The Applicant has requested a modification to this standard, and proposes 283 parking spaces for the YMCA facility, as well as a request to establish a shared parking arrangement, per §1-19-6.240, with the adjacent medical office building. Staff has no objection to the parking modification or the shared parking, provided that an additional pedestrian linkage between the office building/medical clinic parking lot and the YMCA be made, as required per 1-19-6.240D, which states, “a safe, convenient pedestrian connection must exist or be constructed between the buildings or uses and the parking area(s).” Specifically, the sidewalk that terminates at the northern row of parking spaces for the office building/medical clinic must be extended eastward to the Urbana Middle School access/connector road and then continue southward along this road to join the sidewalk along the YMCA Connector Road. A crosswalk must also be added to the northern entrance into the office building/medical clinic parking lot for this new sidewalk. (Staff notes that a slight variation of this scenario is depicted on the lighting plan, but not on Site Plan page no. 2). Construction of these additional 36 parking spaces in the office building/medical clinic parking lot, and associated pedestrian connections to the YMCA, must be included within the Phasing Plan for the YMCA facility.

The Zoning Ordinance requires five (5) large loading spaces based on the square footage of the YMCA. The plan shows an 18-ft wide loading ‘lane’ that runs for 380 feet eastward from the Urbana Middle School access/connector road to the rear of the YMCA facility. This loading lane includes an area labeled for trash dumpsters, a ‘loading area only’ sign, plus a 25-ft x 25-ft. turnaround area that the Applicant desires to use as a loading space. The Applicant requests a modification to the loading space requirement to allow 1 small loading space, where five (5) are required per §1-19-6.210.

**Medical Office Building/Medical Clinic**
The office building/medical clinic’s parking requirements are 1 space per each 300 sq. ft. of floor area, resulting in 133 parking spaces provided, including 7 ADA-accessible spaces (40,000/300 = 133)

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The loading space requirement for the office building/medical clinic is two (2) large loading spaces, which are provided on the south side of the office building/medical clinic. However, these loading spaces, each measuring 12 ft. x 50 ft., are in front of the trash dumpster. Given the probable high volume of deliveries and trash generation, Staff is recommending that the trash dumpster and loading spaces be physically separated to avoid operational conflict.

4. Bicycle Parking §1-19-6.220 (H): Based on the number of requested (modified) parking spaces (283), fourteen (14) bicycle racks are required for the YMCA. However, thirteen (13) racks are shown in front of the YMCA entrance. The office building/medical clinic’s 40,000 sq. ft. size results in a need, per 1-19-6.220 for 1 bicycle rack, which is located at the entrance to the office building/medical clinic. Prior to final signature approval, the site plan must show 14 bicycle racks for the YMCA.

5. Pedestrian Circulation and Safety §1-19-6.220 (G): Pedestrian access and safety are prominent features of the site plan, given the site’s location within the Urbana Community Growth Area, adjacent to a high school and a middle school. Pedestrian mobility enhancements will be made both off-site and on-site of the YMCA and office building/medical clinic development.

A new sidewalk will be provided along the northeast side of Campus Drive from MD 80 to the YMCA Connector Road, and on both sides of the YMCA Connector Road that leads to the front of the YMCA building. The MOU between the Applicant and the BOE describes the provision of the following pedestrian elements:
1) A sidewalk from the Urbana Middle School to the rear of the YMCA building, and extending to the side of the YMCA to meet other paved walkways
2) A sidewalk from the Urbana High School to the southern edge of the YMCA parking lot, which then connects to internal sidewalks within the YMCA parking lot
3) A sidewalk on the east side of Campus Drive, extending approximately 420 feet southward from the Campus Drive/YMCA Connector Road intersection

Per the APFO LOU, a sidewalk will be provided along the site’s frontage on MD 80, and off-site along the south side of MD 80 from Campus Drive to join the existing sidewalk to the southwest, a distance of approximately 275 feet.

The project contains a Phasing Plan that groups the YMCA building and on-site infrastructure and improvements associated with the YMCA in “Phase 1, 2, 3.” However, no distinction, breakdown, or timeline for Phases 1, 2, and 3 are provided, nor do they include details on the construction of off-site improvements on the BOE properties. Specifications and details on the timing and sequence of construction of the off-site BOE improvements must be fully shown and described on the site plan and in the plan notes.

The office building/medical clinic and its parking lot are shown as “Phase 4.”

Conditions

1. Revise Site Plan Note no. 2 to:
   A) Indicate the correct Zoning Ordinance reference (§1-19-210B) for the loading space requirement for the YMCA.
   B) Indicate the correct number (14) of bicycle parking racks required for the YMCA
   C) Clarify the person-capacity numbers for Phase I and Phase II of the YMCA building
   D) Remove the reference to 269 parking spaces for the YMCA, and replace with the number of parking spaces planned (283) for the YMCA.

2. Prior to final signature approval, separate the office building/medical clinic’s loading spaces from the trash dumpster area to avoid operational conflict.
3. Prior to final signature approval, add an explanatory note or revise “Phase 1, 2, 3” to more clearly describe the realistic phasing—if any—of the YMCA and its supporting infrastructure. Also revise the phasing boundary on Site Plan sheet no. 2.

4. Prior to final signature approval, specify details on the timing and sequence of construction for all of the off-site BOE improvements shown on the Plan and memorialized in the January 17, 2019 MOU between the BOE and the YMCA. Also revise the phasing boundary on Site Plan sheet no. 2 to include these items.

5. Provided the Planning Commission approves the shared parking arrangement, include the 36 shared office building/medical clinic parking spaces within the Phasing Plan for the YMCA.

**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 the 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 Environment/the Frederick County Health Department.

**Findings/Conclusions**

1. **Public Water and Sewer:** The site will be served by public water and sewer. The current water and sewer classification is W-5, S-5 and a Water and Sewerage Plan amendment is required to reclassify the property to the W-3, S-3 categories after approval of the site 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 majority of the site is relatively flat, but steep and moderate slopes are present in the far eastern portion of the property.

2. **Vegetation:** The site contains 4.6 acres of forest cover, with 20 specimen trees (trees 30 inches or greater in diameter). Seven (7) specimen trees are planned for removal due to structural defects and significant health issues. The remaining 13 specimen trees will be retained and protected. A total of 3.3 acres of existing forest will be placed in a permanent forest conservation easement, with 1.3 acres of existing forest removed.

3. **Sensitive Resources:** The site contains a stream system and wetlands.

4. **Natural Hazards:** There are no known natural hazards on this property.

**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:** The site will be under private ownership with no common areas or facilities.
Other Applicable Regulations

**Stormwater Management – Chapter 1-15.2:** A combined stormwater concept/development plan has been approved for the project through AP 18981.

**APFO – Chapter 1-20:**

A Letter of Understanding (LOU) is attached (Exhibit No. 3) that sets forth the Applicant’s obligations associated with the development as depicted on the plan.

1. **Schools.** Schools are not impacted because the development of the property is a non-residential use.

2. **Water/Sewer.** The property has a water and sewer classification of W-5, S-5. A future Water and Sewerage Plan Amendment is required to obtain a W-3, S-3 category. While the public water and sewer facilities are currently adequate to serve the project, the Applicant recognizes that capacity is not guaranteed until purchased.

3. **Roads.** The Project will generate 284 am and 383 pm new weekday peak hour trips, based on a Traffic Impact Analysis (TIA) developed by Wells and Associates dated August 2, 2018 and amended on December 6, 2018. A Letter of Understanding (LOU) that addresses all mitigation requirements is attached.

All impacted study area intersections performed at an acceptable level of service, except the Sugarloaf Boulevard roundabouts at MD 355 and MD 80. The identified mitigation to achieve an adequate level of service is to widen the two roundabouts and exclude the eastbound thru/left movement at MD 355/Urbana Pike, which has already been accomplished by others. The Applicant qualifies as a limited impact development per §1-20-12(G) and has chosen to provide a fair share contribution toward the reconstruction of the roundabouts per §1-20-12(A), as follows:

A. MD 355/Sugarloaf Blvd Roundabout: Reconstruct approaches. Contribute the appropriate pro-rata share (5.50% of $150,000) to Existing Escrow Account No. 3930 for improvement of this intersection by others. As determined by the County Traffic Engineer, pro-rata contribution to this road improvement is $8,250.

B. MD 80/Sugarloaf Blvd Roundabout: Widen to three lanes. Contribute the appropriate pro-rata share (3.20% of $200,000) to Existing Escrow Account No. 3922 for improvement of this intersection by others. As determined by the County Traffic Engineer, pro-rata contribution to this road improvement is $6,400.

In satisfaction of APFO requirements to provide fair share contributions to existing escrow accounts per §1-2C-12(H), the Applicant shall pay into County-held escrow accounts as noted in the attached LOU.

The Applicant has agreed to add a third approach lane to northbound Campus Drive at MD 80. The cost of this operational improvement far exceeds the required contribution to the MD 80/Campus Drive road escrow account No. 3249 to restripe the eastbound right turn lane to provide an eastbound through lane and right turn lane and construct the receiving lane as an auxiliary lane turning into the right turn lane into Pontius Court. Therefore the contribution toward this improvement is not required. The improvement is shown on the site plan and shall be open to traffic prior to any Certificate of Occupancy (CoO) being issued.
Therefore, prior to building permit issuance, the Applicant hereby agrees to pay $133,214 to road escrow accounts for off-site Road Improvements.

MDOT SHA has identified an operational concern at MD 80 and Campus Drive, which is essentially the Project's site access. It has been observed that during certain periods of time the MD 80 westbound left turn lane's capacity to store vehicles is exceeded. As permitted under §1-20-31(F), the Applicant will reduce the dependency on the Campus Drive access by building a connector driveway to Pontius Court. This improvement shall be open to traffic prior to issuance of a CoO, subject to approval by the Board of Education (BOE). Should the BOE not permit this construction or inhibit its timeframe, the full fee-in-lieu, not to exceed $81,000.00, shall be provided to the BOE as set forth in paragraph 2.08 of the separate MOU executed between the YMCA and the BCE.

The Applicant also is required to provide an off-site sidewalk along MD 80 to connect the site to the residential areas to the west, as permitted in §1-20-31(F). This sidewalk extension, which would run approximately 250' west of the site to join the existing sidewalk, shall be permitted (guaranteed) by MDOT SHA prior to issuance of a building permit and open for use prior to issuance of a CoC.

Forest Resource – Chapter 1-21:

The Applicant has submitted a Preliminary Forest Conservation Plan. The property contains 4.65 acres of existing forest. The Applicant proposes to clear 1.30 acres of forest and place the remaining 3.35 acres of forest into a FRO easement.

The site contains twenty (20) specimen trees (trees 30" or greater in diameter). The Applicant is proposing to remove seven (7) specimen trees in poor condition. The remaining thirteen (13) specimen trees will be retained and protected. Per §1-21-40 of the FRO, nonhazardous specimen trees must be retained unless reasonable efforts have been made to protect them, the plan cannot reasonably be altered, and the FCPC finds that the requirements for granting a modification have been met. Hazardous trees may be removed without an FcPC modification. Since these seven (7) trees exhibit structural defects and significant health issues that make them predisposed to failure, their removal is approved by staff. No modifications are being requested.

A final FRO Plan must be approved and FRO mitigation must be provided prior to applying for grading permits or building permits, whichever is applied for first.

<p>| Summary of Agency Comments |
|---------------------------------|-----------------|
| <strong>Other Agency or Ordinance Requirements</strong> | <strong>Comment</strong> |
| Development Review Engineering (DRE): | Conditionally Approved |
| Development Review Planning: | Hold until Site Plan conditions are satisfied. |
| State Highway Administration (SHA): | Approved |
| Div. of Utilities and Solid Waste Mngt. (DUSWM): | Conditionally Approved |</p>
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**RECOMMENDATION**

A site development plan for the Urbana YMCA and a professional office and medical clinic building has been presented to the Planning Commission for approval. 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 is therefore valid until February 13, 2022.

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

1. Prior to final signature approval, the Applicant shall include additional landscape buffering in the following locations: 1) The southern side of the stormwater management pond at the southwest entrance corner of the property near Campus Drive; 2) Along the northern property line, just west of the spot where the Urbana Middle School access/connector road enters the Urbana Middle School property.

2. Prior to final signature approval, provide details and specifications on all building mounted lighting, if planned for the YMCA and office building/medical clinic.

3. Revise Site Plan Note no. 2 to:
   A) Indicate the correct Zoning Ordinance reference (§1-19-210B) for the loading space requirement for the YMCA.
   B) Indicate the correct number (14) of bicycle parking racks required for the YMCA
   C) Clarify the person-capacity numbers for Phase I and Phase II of the YMCA building
   D) Remove the reference to 259 parking spaces for the YMCA, and replace with the number of parking spaces planned (283) for the YMCA.

4. Prior to final signature approval, separate the office building/medical clinic’s loading spaces from the trash dumpster area to avoid operational conflict.

5. Prior to final signature approval, add an explanatory note or revise “Phase I, 2, 3” to more clearly describe the realistic phasing—if any—of the YMCA and its supporting infrastructure. Also revise the phasing boundary on Site Plan sheet no. 2.

6. Prior to final signature approval, specify details on the timing and sequence of construction for all of the off-site BOE improvements shown on the Plan and memorialized in the January 17, 2019 MOU between the BOE and the YMCA. Also revise the phasing boundary on Site Plan sheet no. 2 to include these items.

7. Provided that the Planning Commission approves the shared parking arrangement, include the 36 shared office building/medical clinic parking spaces within the Phasing Plan for the YMCA.
8. Prior to start of construction, the Applicant shall submit for review and approval two (2) Site Development Plans to the Division of Planning and Permitting to reflect the changes to the parking, access, and pedestrian network configurations at the Urbana High School and the Urbana Middle School.

9. Revise Site Plan Note no. 11 by adding the correct date of the signed and approved BOE/YMCA MOU, which is January 17, 2019

10. Prior to Site Plan signature/approval, the addition plat must be recorded and referenced on the site plan

The Applicant also seeks approval of the following modifications:

1. §1-19-6.220A & §1-19-6.240: The Applicant is seeking a parking space modification to allow a reduction in the number of parking spaces for the YMCA, and shared parking arrangement with the adjacent medical office building (see ‘Transportation and Parking’ within the Staff Report for complete details).

2. §1-19-6.500D. The Applicant is seeking a modification to allow light spillage at two (2) locations along the property lines that exceeds the 0.5 foot candle measurement.

3. §1-19-6.210B. The Applicant is requesting a modification to allow 1 loading space (25 ft. x 25 ft.) and a 380-ft linear loading ‘lane’ to substitute for the required number of loading spaces for the YMCA facility.

**PLANNING COMMISSION ACTION**

**MOTION TO APPROVE**

I move that the Planning Commission APPROVE Site Plan SP-10-14, AP 18745, including APFO approval (AP 18746), with conditions and modifications as listed in the staff report for the proposed construction of a YMCA recreation facility and a professional office and medical clinic building on a 20-acre site, based on the findings and conclusions of the staff report and the testimony, exhibits, and documentary evidence produced at the public meeting.

Urbana YMCA
February 13 2019
Page 16 of 18
January 14th, 2019

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

Re: YMCA - Urbana – 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 YMCA 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 northern and southern 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.

Section 1-19-6.500 (G) – Light Spillage
Due to the shared parking, and access to the adjacent high school, and middle school, it is necessary to modify the light spillage section of the Zoning Ordinance (1-19-6.500(G)). The site is designed to share access drives and pedestrian connections with the adjacent schools, and therefore access to these areas utilize shared drives 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 YMCA and Office Building. Also, as discussions w/ FCPS evolved, a lighting analysis was requested to ensure that adequate lighting is being provided, particularly w/ the connections to the adjacent schools. These connections and road improvements are included in this analysis.

Section 1-19-6.220(3)
The loading space requirement for the YMCA, per Frederick County Code, is 2 Large loading spaces required. Due to operational experience, a reduction in this requirement is requested from 2 large loading spaces to 1 small loading space. The only loading required is for the delivery of pool chemicals, and will occur at the service lane provided on the plan at the rear of the building via a typical box truck. A turn-around has been provided at the north-west corner of the building to provide adequate turn-around for the box truck making deliveries.

Section 1-19-6.240 – Reduction in Parking Requirement
The parking requirement for the YMCA, per Frederick County Code, is 319 spaces. The applicant wishes to reduce the parking requirement to 283 spaces, per the Peak Load Analysis shown on the Cover Sheet of the Site Plan.

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The Peak Load Analysis is based upon similar analyses conducted in conjunction with the development of approximately 180 similar YMCA facility projects executed over the previous 15 years. In determining the Peak Load Period, indicators such as time of day, season, program scheduling, and member use cycles are considered. The Peak Load Analysis, shown on the Cover Sheet, indicates a demand for 283 total spaces for Phases 1 & 2 combined. 283 Spaces have been provided within Phases 1 & 2 of the proposed Site Plan.

Additional parking is also provided within the future Phase 4 development of the Office Building parking lot. The combined parking provided including the office parking for peak hour use is 416 spaces, 283 of which are immediately adjacent to the proposed YMCA in Phase 1 & 2.

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

Sincerely,

[Signature]

Jody L. Walker
Designer
ADEQUATE PUBLIC FACILITIES LETTER OF UNDERSTANDING

YMCA Urbana

Site Plan #SP18-14; AP #18746

In General: The following Letter of Understanding ("Letter") between the Frederick County Planning Commission ("Commission") and Young Men's Christian Association of Frederick County, Inc. (the "Developer"), together with its/their successors and assigns, sets forth the conditions and terms which the Commission deems to be the minimum necessary improvements dealing with school, water, sewer, and road improvements that must be in place for the property identified below to be developed, as proposed under the YMCA of Frederick County - Urbana Site Plan (the "Project"), in compliance with the Frederick County Adequate Public Facilities Ordinance ("APFO").

The Developer, its successors and assigns, hereby agrees and understands that unless the required improvements (or contributions to road escrow accounts, as specified below) are provided in accordance with this Letter, APFO requirements will not be satisfied and development will not be permitted to proceed.

This Letter concerns itself with the Developer's 20.22 +/- acre parcel of land, which is zoned General Commercial (GC) and located on the south side of MD 80, between the Urbana Middle and High Schools. This APFO approval will be for the development of a 85,078 +/- sq ft recreational community center and 40,000 sq ft medical office building, which is shown on the site plan for the above-referenced Project, which was conditionally approved by the Commission on February 13, 2019.

Schools: Schools are not impacted because the development of the property is a non-residential use.

Water and Sewer: The Property has a water and sewer classification of W-5/S-5. A future water and sewer amendment is required to attain W-3/S-3.

While the public sewer and water facilities are currently adequate to serve the project, the Developer recognizes that capacity is not guaranteed until purchased. APFO approval for sewer and water does not guarantee that building permits will be issued. Building permit issuance are subject to compliance with the Annotated Code of Maryland, Environment Article Section 8-512, et seq. and all applicable county regulations.
**Road Improvements:** The Project will generate 284 am and 383 pm new weekday peak hour trips, based on a Traffic Impact Analysis (TIA) developed by Wells and Associates dated August 2, 2018 and amended on December 6, 2018.

All Impacted study area intersections performed at an acceptable level of service, except the Sugarloaf Boulevard roundabouts at MD 355 and MD 80. The identified mitigation to achieve an adequate level of service is to widen the two roundabouts and exclude the eastbound thru/left movement at MD 355/Urbana Pike. The Developer qualifies as a limited impact development per §1-20-12(G) and has chosen to provide a fair share contribution toward the reconstruction of the roundabouts per §1-20-12(A), as follows:

A. MD 355/Sugarloaf Blvd Roundabout: Reconstruct approaches. Contribute the appropriate pro-rata share (5.50% of $150,000) to Existing Escrow Account No. 3930 for improvement of this intersection by others. As determined by the County Traffic Engineer, pro-rata contribution to this road improvement is $8,250.

B. MD 80/Sugarloaf Blvd Roundabout: Widen to three lanes. Contribute the appropriate pro-rata share (3.20% of $200,000) to Existing Escrow Account No. 3922 for improvement of this intersection by others. As determined by the County Traffic Engineer, pro-rata contribution to this road improvement is $6,400.

In satisfaction of APFO requirements to provide fair share contributions to existing escrow accounts per §1-20-12(h), the Developer shall pay into County-held escrow accounts the following pro rata contributions:

1. MD 80/Pontus Court: Provide a second eastbound receiving lane and a replacement eastbound right turn lane. Contribute the appropriate pro-rata share (3.97% of $300,000) to Existing Escrow Account No. 3923 for improvement of this intersection by others. As determined by the County Traffic Engineer, pro-rata contribution to this road improvement is $11,910.

2. MD 80/Urbana Pike: Restripe the northbound Urbana Pike approach and add pedestrian signals. Contribute the appropriate pro-rata share (3.45% of $50,000) to Existing Escrow Account No. 4049 for improvement of this intersection by others. As determined by the County Traffic Engineer, pro-rata contribution to this road improvement is $1,725.

3. MD 355/MD 80: Provide an extended southbound left turn lane on MD 355. Contribute the appropriate pro-rata share (9.02% of $35,000) to Existing Escrow Account No. 4577 for improvement of this intersection by others. As determined by the County Traffic Engineer, pro-rata contribution to this road improvement is $4,510.

4. MD 355/Tabbard: Provide a median turn restriction island. Contribute the appropriate pro-rata share (1.00% of $65,000) to Existing Escrow Account No. 4576 for improvement of this intersection by others. As determined by the County Traffic Engineer, pro-rata contribution to this road improvement is $650.

5. MD 355/Campus Drive: Second northbound through lane. Contribute the appropriate pro-rata share (6.71% of $585,985) to Existing Escrow Account No. 3248 for improvement of this intersection by others. As determined by the County Traffic Engineer, pro-rata contribution to this road improvement is $39,320.

6. MD 355/Campus Drive: Signal. Contribute the appropriate pro-rata share (5.88% of $300,000) to Existing Escrow Account No. 3801 for improvement of this intersection by others. As determined by the County Traffic Engineer, pro-rata contribution to this road improvement is $17,640.

7. MD 80/Carriage Hill Drive: Add additional westbound through lane, providing a replacement westbound right turn lane. Contribute the appropriate pro-rata share (4.33% of $491,900)
to Existing Escrow Account No. 3892 for improvement of this intersection by others. As determined by the County Traffic Engineer, pro-rata contribution to this road improvement is $21,299.

8. MD 80/Carrige Hill Drive: Add additional eastbound through lane, providing a replacement westbound right turn lane. Contribute the appropriate pro-rata share (4.33% of $300,000) to Existing Escrow Account No. 3924 for improvement of this intersection by others. As determined by the County Traffic Engineer, pro-rata contribution to this road improvement is $12,990.

9. MD 80/Carrige Hill Drive: Signal. Contribute the appropriate pro-rata share (4.26% of $200,000) to Existing Escrow Account No. 3925 for improvement of this intersection by others. As determined by the County Traffic Engineer, pro-rata contribution to this road improvement is $8,520.

The Developer has agreed to add a third approach lane to northbound Campus Drive at MD 80. The cost of this operational improvement far exceeds the required contribution to the MD 80/Campus Drive road escrow account No. 3249 to restrripe the eastbound right turn lane to provide an eastbound through lane and right turn lane and construct the receiving lane as an auxiliary lane turning into the right turn lane into Pontius Court. Therefore the contribution toward this improvement is not required. The improvement is shown on the site plan and shall be open to traffic prior to any Certificate of Occupancy (CoO) being issued.

Therefore, prior to building permit issuance, the Developer hereby agrees to pay $133,214 to the escrow accounts described above for these Road Improvements. Should these payments not be made within one year of the execution of this Letter, the County reserves the right to adjust this amount, based on an engineering cost index.

MDOT SHA has identified an operational concern at MD 80 and Campus Drive, which is essentially the Project's site access. It has been observed that during certain periods of time the MD 80 westbound left turn lane's capacity to store vehicles is exceeded. As permitted under §1-20-31(F), the Developer shall reduce the dependency on the Campus Drive access by building a connector driveway to Pontius Court. This improvement shall be open to traffic prior to issuance of a CoO, subject to approval by the Board of Education (BOE). Should the BOE not permit this construction or inhibit its timeframe, the full fee-in-lieu, not to exceed $81,000.00, shall be provided to the BOE as set forth in paragraph 2.08 of the separate MOU executed between the YMCA and the BOE.

The Developer also is required to provide an off-site sidewalk along MD 80 to connect the site to the residential areas to the west, as permitted in §1-20-31(F). This sidewalk extension, which would run approximately 250' west of the site to join the existing sidewalk, shall be permitted (guaranteed) by MDOT SHA prior to issuance of a building permit and open for use prior to issuance of a CoO.

Period of Validity: The APFO approval is valid for three (3) years from the date of Commission approval; therefore, the APFO approval expires on February 13, 2022.

Disclaimer: This Letter pertains to APFO approval only, and shall not be construed to provide any express or implied rights to continue the development process. The Project remains subject to all applicable rules and regulations, including but not limited to those related to zoning, water and sewer, and subdivision. The Planning Commission's jurisdiction and authority is limited by State and County law, and approvals may be required from other local or state governmental agencies before the proposed development can proceed.
YMCA OF FREDERICK COUNTY, INC.:

By: [Signature] CEO/PRESIDENT Date: 1/18/2019

Name/Position

FREDERICK COUNTY PLANNING COMMISSION:

By: ___________________________ Date: __________

Robert White, Chair or Sharon Suarez, Secretary

ATTEST:

By: ___________________________ Date: __________

Gary Hessong, Director, Permits & Inspections

Planner’s Initials  Date

County Attorney’s Office Initials  Date
(Approved as to legal form)