

Amendment 1 to Council Bill No. 28 -2023

BY: Liz Walsh

Legislative Day 11

Date: 10/02/2023

Amendment No. 1

(This Amendment makes the following changes to HoCo By Design Chapter 2, Chapter 5, Chapter 10, and the Route 1 Corridor Plan:

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| <i>Chapter 2: Growth and Conservation Framework</i> | <i>- Replaces the Industrial Mixed Use Activity Center and the Mixed Use Activity Center character areas located in the Elkridge South District with the Campus, Mixed-Neighborhood, and Industrial character areas in the Future Land Use Map;</i> |
| <i>Chapter 5: Economic Prosperity</i> | <i>- Removes the Industrial Mixed Use Activity Center character area located in the Elkridge South District and substitutes the Industrial character area in the Industrial Zoning Districts and Industrial Character Areas map;</i> |
| <i>Chapter 10: Managing Growth</i> | <i>- Removes the Industrial Mixed Use Activity Center character area located in the Elkridge South District in the Howard County APFO Allocations map;</i> |
| <i>2023 Council Draft Route 1 Corridor Plan</i> | <i>- Amends the location of the South Elkridge District;</i>
<i>- Replaces the Industrial Mixed Use Activity Center and the Mixed Use Activity Center character areas located in the Elkridge South District with the Campus, Mixed-Neighborhood, and Industrial character areas in the Route 1 Corridor Future Land Use map;</i>
<i>- Replaces the Industrial Mixed Use Activity Center and the Mixed Use Activity Center character areas located in the Elkridge South District with the Campus, Mixed-Neighborhood, and Industrial character areas in the Route 1 Activity Centers map;</i>
<i>- Makes various changes to the Elkridge South District Existing Conditions narrative section, including to reflect the amended location of the South Elkridge District;</i>
<i>- Makes various changes to the Elkridge South District Redevelopment Vision narrative section, generally related to creating a “town square” feel with a Campus character area;</i>
<i>- Makes various changes to the Elkridge South District Character Areas and the Future Land Use Map narrative</i> |

section, generally related to substituting the Campus character area;

- *Amends the location and the character areas of the map associated with the Elkridge South District to substitute the Campus character area;*
- *Removes the policy statements and implementing actions for RTE 1-29, RTE 1-30, and RTE 1-31;*
- *Creates a new RTE 1-29 Policy Statement to facilitating public placemaking and creates new Implementing Actions to acquire and consolidate parcels in the Elkridge South District and engage in a visioning exercise with members of the Elkridge South community;*
- *Creates a new RTE 1-30 Policy Statement to facilitate neighborhood-serving commercial redevelopment in the Elkridge South District and creates new Implementing Actions to develop design guidelines specific to the character of certain portions of Route 1, anchor Route 1 intersections with neighborhood-serving commercial uses, and incentivize replacing automobile-related uses with retail and restaurants; and*
- *Creates a new RTE 1-31 Policy Statement to minimize hazards to transportation along Route 1 and creates new Implementing Actions to develop a transportation study, incentive pathway connections, add a signalized intersection and crosswalk to connect the Elkridge Branch Library to the east side of Route 1, and leverage partnerships and funding opportunities with local, regional, State, and federal governments and nonprofits to implement safety improvements.)*

1 In the *HoCo By Design* General Plan, attached to this Act as Exhibit A, amend the following
2 pages as indicated in this Amendment:

- 3 • Chapter 2, Growth and Conservation Framework: 39 and 40;
- 4 • Chapter 5, Economic Prosperity: 31 and 32; and
- 5 • Chapter 10: Managing Growth: 9 and 10;
- 6 • 2023 Council Draft Route 1 Corridor Plan: 14, 62, 89, 90 91, 92, 93,
7 and 94.

- 1 On pages GCF-39 and GCF-40, Map 2-3: Future Land Use Map shall be amended to:
- 2 - Remove the Mixed Use Activity Center and Industrial Mixed Use Activity Center character
 - 3 areas located in the South Elkrige District; and
 - 4 - Substitute the Mixed-Use Neighborhood, Campus, and Industrial character areas as
 - 5 demonstrated in Exhibit B attached to this amendment.

6

7 On pages EP-31 and EP-32, Map 5-4: Industrial Zoning Districts and Industrial Character Areas

8 in the FLUM shall be amended to:

- 9 - Remove the Industrial Mixed Use Activity Center character area located in the Elkrige
- 10 South District; and
- 11 - Substitute the Industrial character area as demonstrated in Exhibit B attached to this
- 12 amendment.

13

14 On pages MG-9 and MG- 10, Map 10-1: Howard County APFO Allocations Map shall be

15 amended to remove the Industrial Mixed Use Activity Center character area located in the

16 Elkrige South District and substitute the “Other Character Areas”.

17

18 On page Route 1 Corridor Plan 14, Map RTE 1-2: Route 1 Corridor Future Land Use shall be

19 amended to:

- 20 - Remove the Mixed Use Activity Center and Industrial Mixed Use Activity Center character
- 21 areas located in the Elkrige South District;
- 22 - Substitute the Campus, Mixed-Use Neighborhood, and Industrial character areas as
- 23 demonstrated in Exhibit B attached to this amendment; and
- 24 - Add “Campus” and “Mixed-Use Neighborhood” and the corresponding colors to the map
- 25 key.

26

27 On page Route 1 Corridor Plan 62, Map RTE 1-10: Route 1 Activity Centers shall be amended

28 to:

- 29 - Remove the Mixed Use Activity Center and Industrial Mixed Use Activity Center character
- 30 areas located in the Elkrige South District;

1 - Substitute only the Campus character area as demonstrated in Exhibit B attached to this
2 amendment;

3 - Add “Campus” to the corresponding colors to the map key.
4

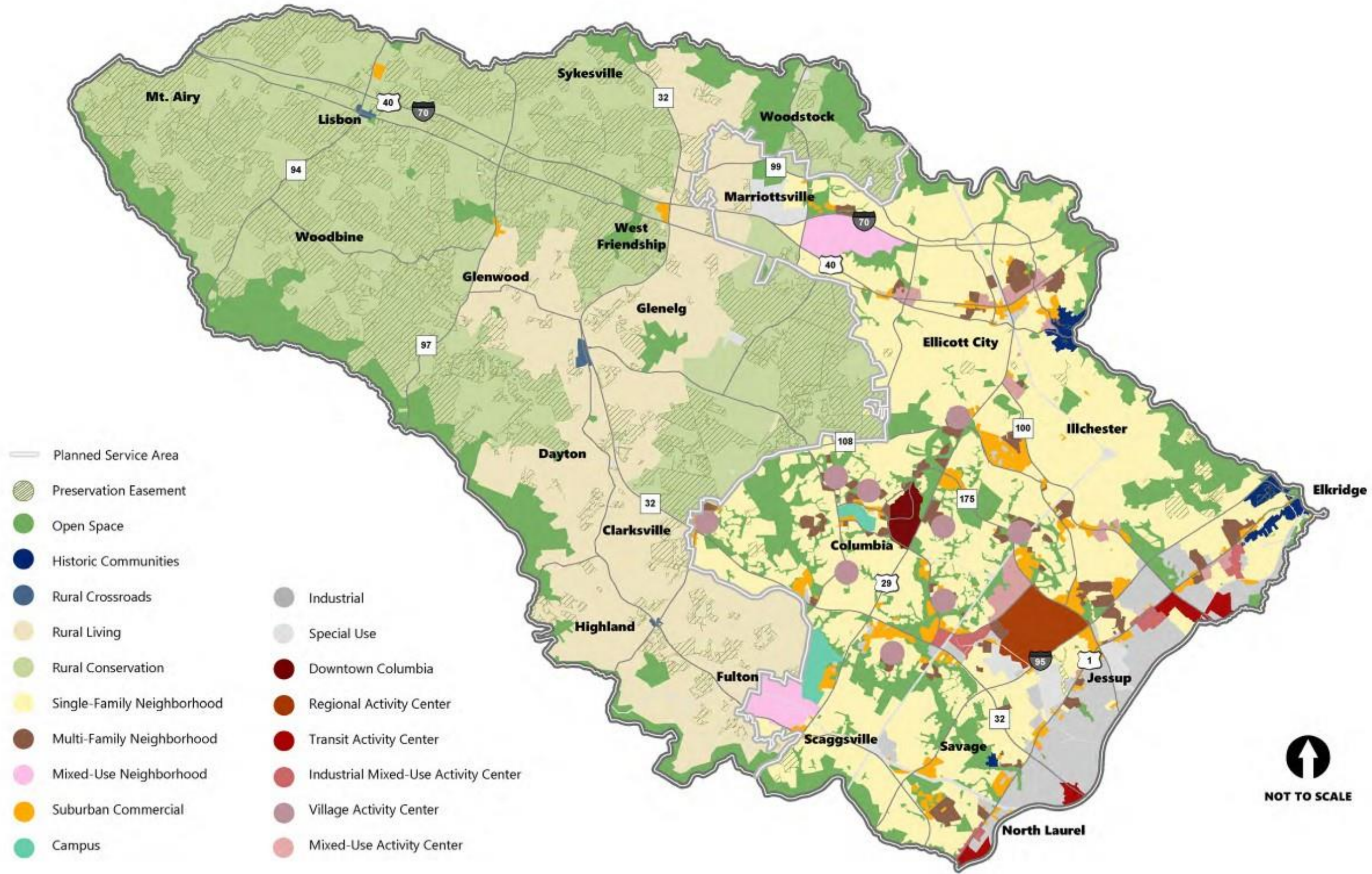
5 On page Route 1 Corridor Plan 91, the map of the Elkridge South District shall be amended to:

6 - Remove the Mixed Use Activity Center and Industrial Mixed Use Activity Center character
7 areas located in the Elkridge South District;

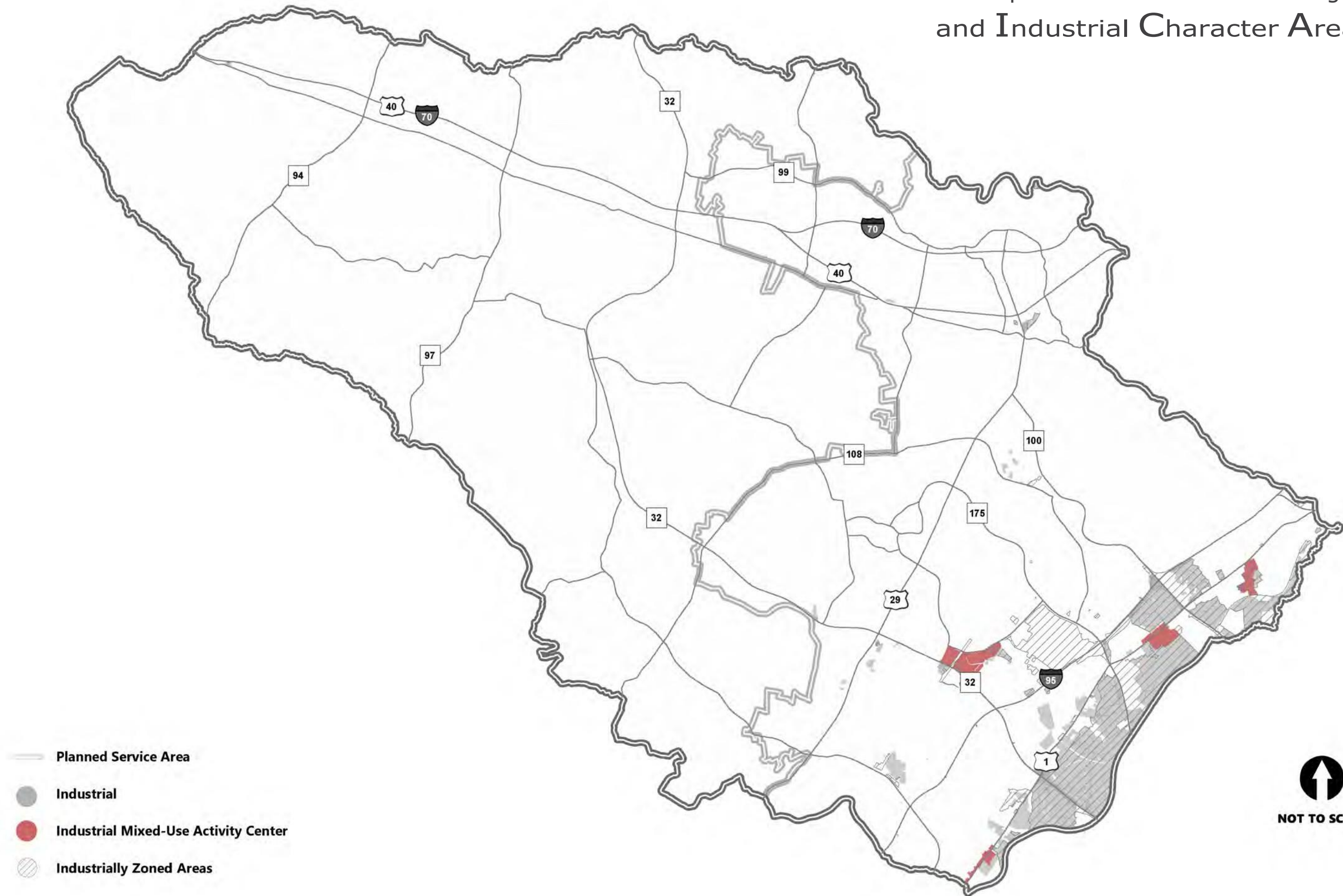
8 - Substitute only the Campus character area as demonstrated in Exhibit B attached to this
9 amendment;

10 - Add “Campus” to the corresponding colors to the map key.
11

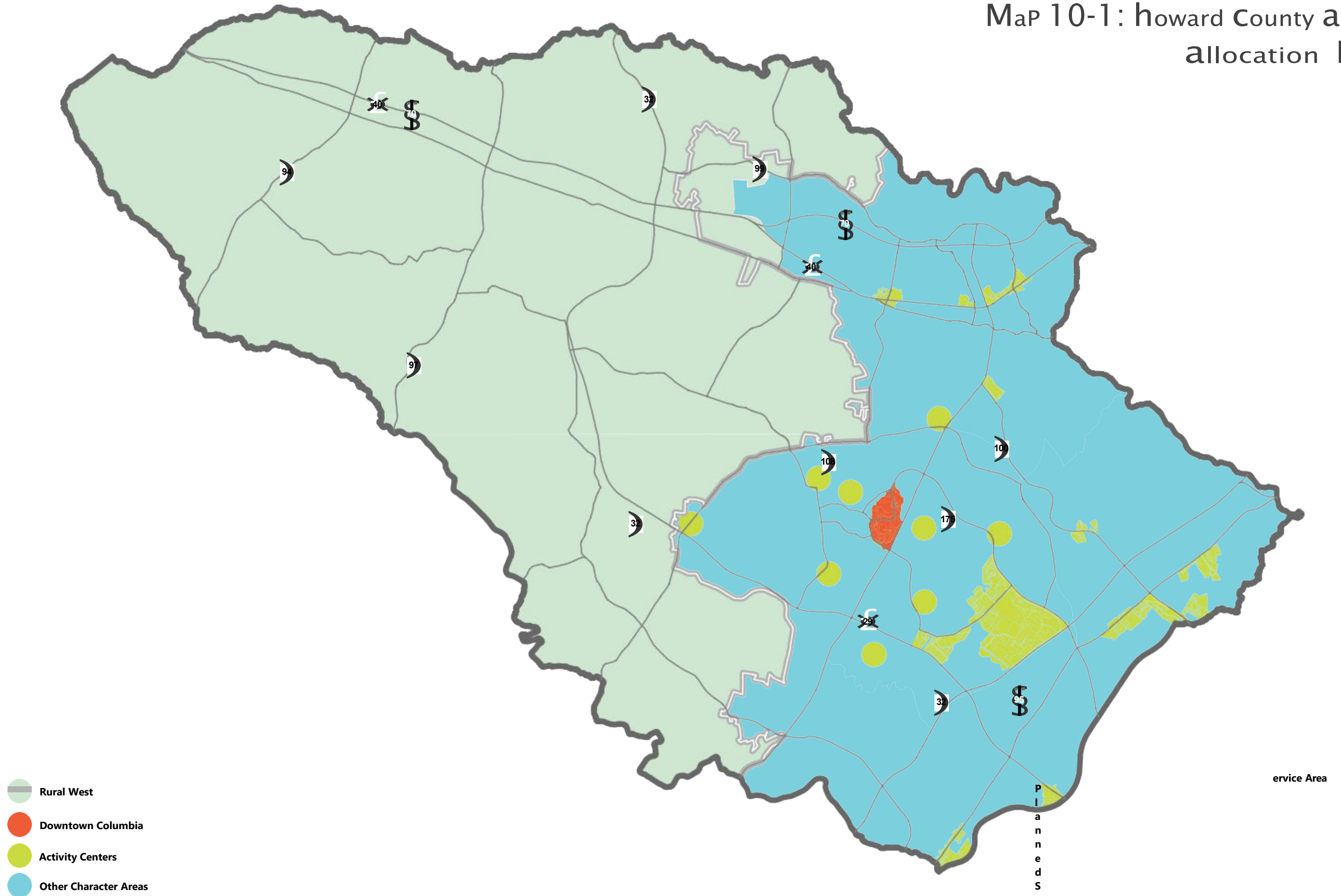
12 Correct all page numbers, numbering, and formatting within this Act to accommodate this
13 amendment.
14



map 5-4: Industrial Zoning Districts and Industrial Character Areas in the FLUM



MaP 10-1: Howard County aPFO allocation MaP



- Rural West
- Downtown Columbia
- Activity Centers
- Other Character Areas

Vision for the Corridor

The vision for the Route 1 Corridor in Howard County focuses on preserving Washington Boulevard as an industrial employment and transportation corridor. It would include a series of targeted and redeveloped activity centers with a mix of uses connected to regional transit. Throughout the Corridor, the existing employment base and residential communities will be strengthened through placemaking, historic resource preservation, strategic environmental health protections, new passive and active open spaces, economic development incentives, and multi-modal transportation and accessibility improvements. Within the targeted activity centers, redevelopment that allows a flexible mix of uses, including residential, commercial, retail, entertainment, and light industrial that serves the community and offers opportunities for small businesses to thrive, is encouraged. Diverse employment uses, with a focus on non-automobile-oriented businesses fronting Washington Boulevard, will be encouraged along with new economic sectors such as a “Maker Economy,” to create a sense of place unique to Route 1.

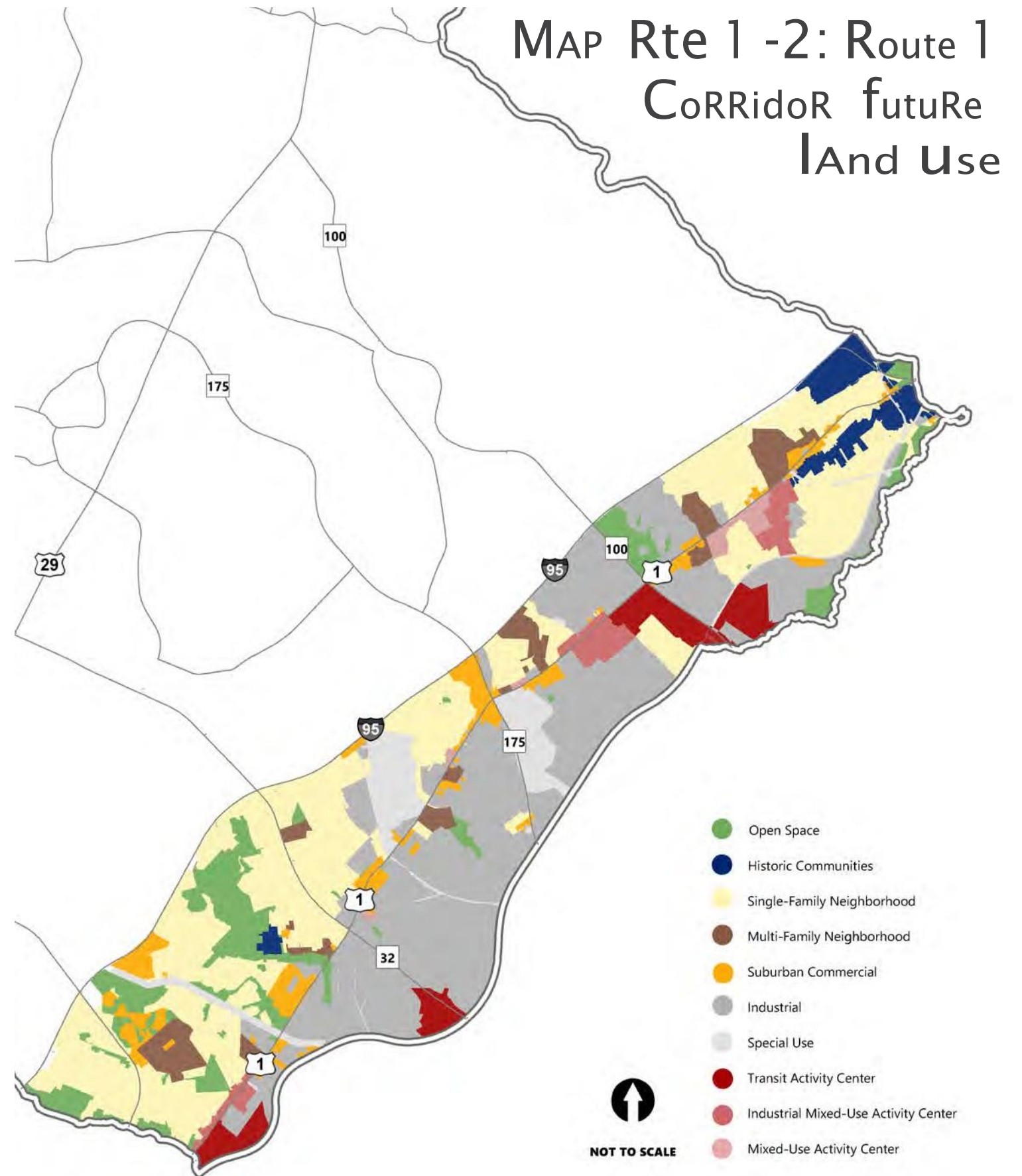
Future Land Use Map and Zoning

The Future Land Use Map (FLUM) supports the vision for the Corridor as it clearly identifies areas intended for future or continued industrial, residential, and commercial uses. This identification will provide greater predictability for the comprehensive rezoning process. The overall mix of land uses corridor-wide are envisioned to remain largely the same; however, within activity centers, most land uses are envisioned to change. Specifically, activity centers are envisioned to include a mix of residential, open space, and commercial uses and, in certain areas, will continue to allow light industrial, thus minimizing the loss of industrial land.

Current Land Use and Zoning Overview

The Route 1 Corridor is approximately 14,000 acres in size and comprises 8% of Howard County’s land area. Current land uses in the Route 1 Corridor include industrial (30%), residential (29%), open space (18%), governmental/institutional (13%), commercial (9%), and mixed-use (1%). Manufacturing zoning districts (M-1 and M-2) cover almost 38% of the Corridor.

Mixed-use employment zoning districts in the Route 1 Corridor include the following: Corridor Employment-Continuing Light Industrial (CE-CLI) at 7%, Corridor Activity Center-Continuing Light Industrial (CAC-CLI) at 3%, Transit Oriented Development (TOD) at 3%, Planned Employment Center (PEC) at 2.6%, New Town (NT) at 0.13%, Planned Office Research (POR) at 0.10%, and a combination of commercial zoning districts (Business Local or B-1, Business Local-Commercial Redevelopment or B-1-CR, and Business General or B-2) at 2%. Chart RTE 1-1 presents information on the overall zoning in the Route 1 Corridor.



Activity Centers in the Route 1 Corridor

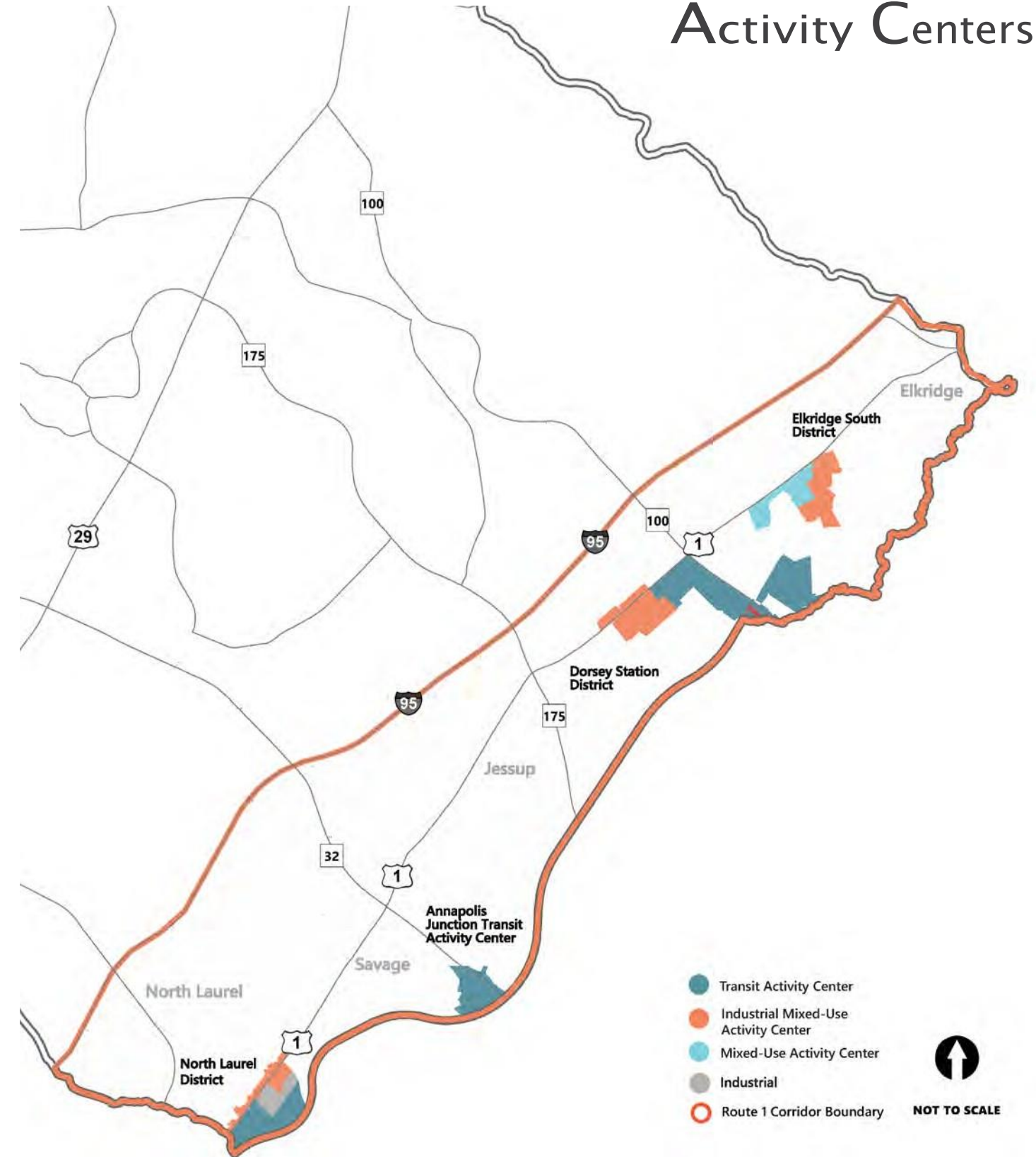
Activity centers are intended to be mixed-use, walkable places that serve the needs of current and future residents, and offer unique opportunities for a mix of businesses. They should become important “destinations” in the Corridor with a sense of character that is compatible with the industrial uses that surround them. With recommendations focused on redevelopment; placemaking; attracting a mix of residential, commercial, and light industrial uses; and improving multi-modal transportation connections, these Route 1 Corridor activity centers will expand the vitality and sustainability of the area, the efficiency of the transportation system serving the location, and the sense of community experienced by residents, business owners, and visitors.

Activity Center Character Areas

Based on the character areas found on the Future Land Use Map (FLUM), three types of activity centers can be found in the Route 1 Corridor: Transit Activity Centers, Mixed-Use Activity Centers, and Industrial Mixed-Use Activity Centers. They are similar, as they all promote a mix of residential and commercial uses, walkability, and open space. However, each differs in the uses that are prioritized and in the opportunities they offer for different nonresidential uses. For example, some activity centers allow light industrial uses that could attract eclectic, creative, or artistic/maker spaces that draw in residents, visitors, and small and large businesses. Others will continue to be residential hubs with proximity and connections to transit stops.



MAP Rte 1 -10: Route 1 Activity Centers



Elkridge South District

Existing Conditions

The Elkridge South District fronts Route 1 and is located to the east of ~~Troy Hill Drive Commerce Center (north entrance), Ducketts Lane, Capitol Mobile Park, Elkridge Library, the Howard County Library, Elkridge Branch~~ and established residential communities located off Ambermann's Road, Hunt Club ~~Road~~, and Rowanberry Drive. The newly renovated 35,000-square foot ~~Elkridge Library, 10,000-square foot 50+ Center, and including the~~ Do It Yourself Education Center ~~and the 10,000-square foot 50+ Center~~, have become a civic focal point for the community and are the adjacent catalyst for this District. In addition to the modern architectural building materials (featuring steel and glass), the site amenities include an outdoor terrace, a living retaining wall planted with vegetation, pathways connecting to the community, and a stormwater retention pond.

The ~~Elkridge South~~ District is ~~anchored by industrial and automotive uses to the north approximately 110 acres in size. Industrial and automobile-related uses predominate~~, including ~~what was~~ a large UPS Worldwide Express Freight Center ~~at 6571 Washington Boulevard~~, a used car dealership, auto repair businesses, construction companies, and large equipment rental businesses. ~~Many of these uses are nonconforming to current zoning.~~ Limited commercial uses are found ~~in~~ ~~to~~ the ~~south of the area along Route 1~~, including roadside food trucks, convenience stores, and liquor stores. ~~Surrounding these industrial and commercial uses are residential neighborhoods, Harwood Park (a 1970s-era planned residential community) to the south and Old Washington then historic Elkridge to the north. Residential uses can be found in the District, including a small portion of Harwood Park (a 1970s-era planned residential community off Route 1) and a future 408-unit new residential project, known as the Elms at Elkridge, situated on almost 35 acres fronting Route 1 and the site of a former junkyard.~~

~~The District is approximately 184 acres in size. While current land use is predominantly industrial, with three-fifths of the District in industrial land uses, much of these uses are nonconforming to current zoning. About a quarter of the District is in residential use. The remaining portions of the District are made up of government and institutional land, commercial uses, and rights-of-way. The current zoning is under one-half M-1 and over a third CE-CL. The remaining portion of the District is within CEF zoning. Large industrial warehousing and car storage lots are predominant in this area.~~

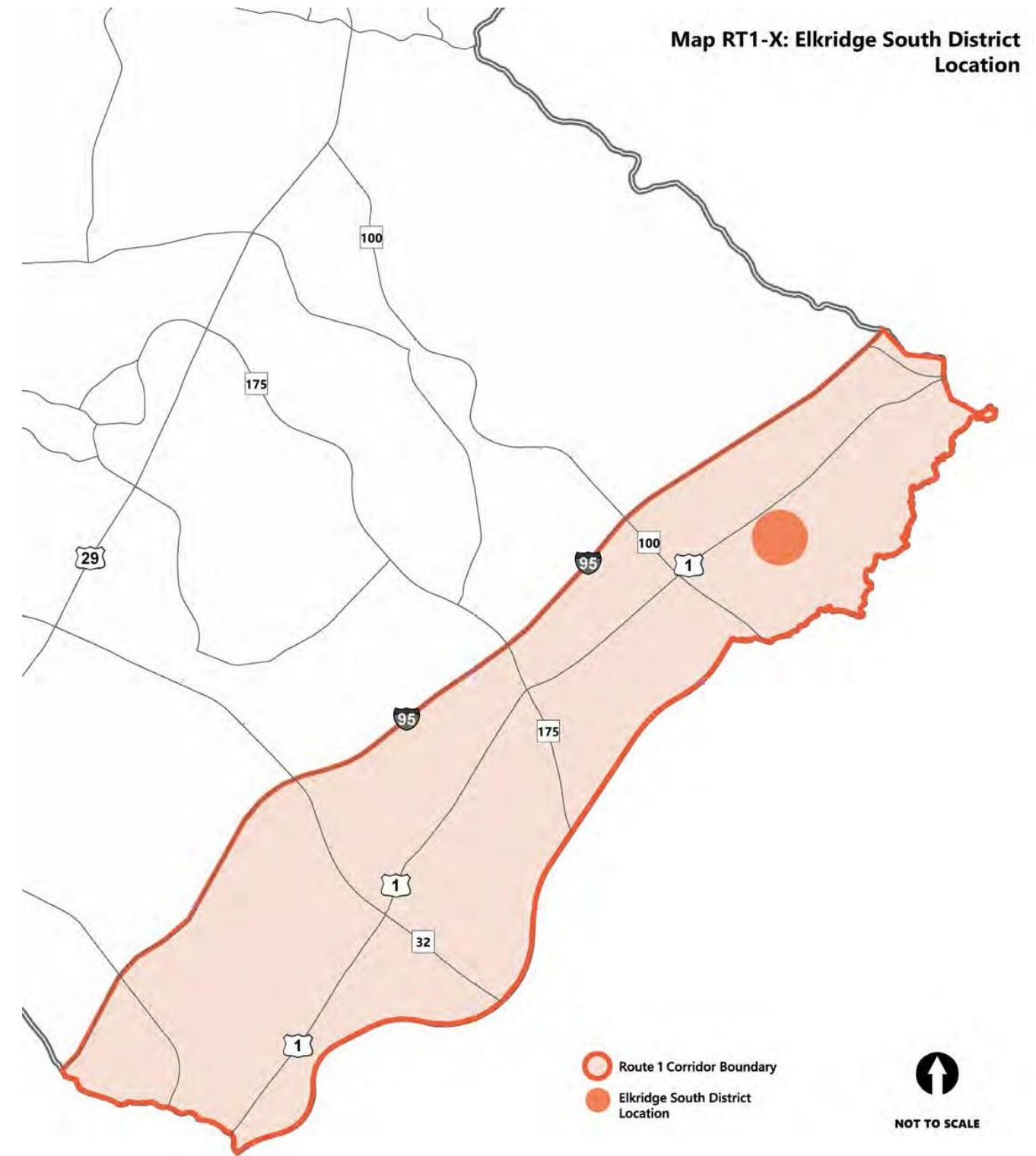
~~The character of development within the District's boundary today is primarily industrial in nature, with wide setbacks, and an established single-family neighborhood wedged between the industrial areas and the stream corridor to the west.~~

While there are ~~some~~ roadway linkages ~~to~~ ~~within~~ existing residential neighborhoods on the west side of Route 1, a ~~more~~ limited network exists on the east side. Harwood Park ~~is to the south of the District is~~ the exception, as it has a true street grid. ~~These residential neighborhoods are largely disconnected from one another.~~

~~Similarly, Safe passage for pedestrians is even more scant. Although continuous sidewalks exist on along the west side of Washington Boulevard while Route 1, there is a distinct lack of pedestrian connectivity inside the District to and along the east. There is currently no No crosswalk from the library to the east side of Washington Boulevard currently connects the Elkridge Branch Library to the other side of Route 1. There is a crosswalk The two nearest crosswalks – at the signalized intersections at Rowanberry Drive and – A crosswalk also exists at the signalized intersection at Loudon Avenue, at the entrance to (Harwood Park entrance) and Washington Boulevard – lead to no-receiving sidewalk on the east side of Route 1.~~

This District lies within the Lower North Branch Patapsco River watershed and the Deep Run Tributaries subwatershed. ~~The District contains portions of two One major and three smaller tributary streams to Deep Run. The major tributary streams have stream runs through the District, with forested 100-year floodplains that vary in width varying in extent along its length. The District is approximately 25% forested, with several including the forest patches that provide buffers for the tributary streams. Current development regulations require protection of streams, wetlands, and floodplains, as well as mitigation for any forest clearing partially buffering the tributary stream. Otherwise, existing land uses encroach into the minimum stream buffer width as mandated by the current development regulations.~~

MAP Rte 1 -13: Elkridge South District Location





The Elkrige South District is located just north of the Route 100 and Route 1 intersection and includes the Industrial Mixed-Use and Mixed-Use Activity Center character areas. Directly across Route 1 from the Elkrige South District is the Howard County Library, Elkrige Branch.

Redevelopment Vision

The redevelopment of the Elkrige South District will energize this portion of the Route 1 Corridor, providing a “town center” feel with opportunities for residential and commercial infill development and a complimentary “bookend” to the North Laurel District. It is intended to deliver new commercial amenities to address the needs of the residents of Elkrige, Harwood Park, and other nearby underserved neighborhoods. Redevelopment and new development will also create opportunities to improve environmental health with “green” development that enhances energy efficiency, open space, and stormwater management.

As various residential uses are adjacent to and planned around this District, a mixed-use development in this location could help meet the demand for retail in the Corridor. Mixed-use development should be targeted along Route 1 frontage to beautify the streetscape, create a safe and accessible pedestrian connection, and incorporate complementary community related uses. Connecting this District to the Howard County Library and adjacent neighborhood-serving commercial is of utmost importance.

This area currently hosts a number of smaller light industrial businesses and is adjacent to a loose collection of trucking and automotive uses both inside and adjacent to the District. Where there are opportunities for industrial uses to remain, plans for trucking in and around this District should be made.

Redevelopment of the Elkrige South District will energize this portion of the Route 1 Corridor, providing a “town square” feel with opportunities for community gathering and public space, like parks, fields, event space, a community center, indoor athletic facilities, and a high school.

The area currently hosts a number of smaller light-industrial businesses internal to the District and a loose collection of heavy trucking and automotive uses abutting Route 1. Redevelopment of this area will beautify the streetscape and create safe and accessible pathways to the residential neighborhoods that already touch three sides of the District, the Elkrige Branch Library directly across Route 1, and existing and planned neighborhood-serving commercial that surrounds the District to the north and south along Route 1. Redevelopment of the District will also create opportunities to improve environmental health in the area with enhanced open space, tree canopy, and stormwater management. Longstanding and locally owned businesses will be retained along the north side of South Hanover Road and McGaw Court.

Character Areas and the Future Land Use Map

In the Elkrige South District, the Future Land Use Map (FLUM) proposes a blend of the Mixed-Use and Industrial Mixed-Use Activity Center character areas:

The Mixed-Use Activity Center character area makes up just under half of the District, along the southern and central portions. About a third of the Mixed-Use portion of the District currently includes industrial uses, and about one-fifth is made up of residential uses. The remaining land uses in the Mixed-Use portion of the District include commercial, residential, and government and institutional.

The Industrial Mixed-Use Activity Center character area makes up just over half of the District, along the eastern and northern portions. Land use in the Industrial Mixed-Use area is predominantly industrial, with about two-fifths of the area in industrial land use. Commercial, residential, and government and institutional uses each make up around an-eighth of land uses in the area.

In the Elkrige South District, the Future Land Use Map (FLUM) proposes a Campus character area.

The Elkrige South District is located one-third of a mile south of the Green Valley Marketplace in the Elkrige Corners shopping center at the intersection of Montgomery Road and Route 1. Another mile and a half north, Route 1 intersects 895 and the Patapsco River, just past historic Elkrige. The District’s northwestern corner actually follows Old Washington Boulevard, not Route 1, as it splits towards near-exclusive residential use all the way up to Main Street and back to Route 1. Route 100 is one mile to the south.

The District is comprised of fifteen or so separate parcels, most of which by area are zoned Corridor Employment with a Continuing Light Industry overlay. Corridor Employment zoning was intended to encourage “new office, flex, and light industrial uses, while reducing the spread of strip commercial development and encouraging consolidation of fragmented parcels.” Such redevelopment was supposed to enhance the Route 1 streetscape, improve vehicular traffic safety, and better accommodate both public transit and pedestrians. None of that has obtained.

Rather, residential use borders three sides of the Campus character area. Leading into the District from each of those residential neighborhoods are three larger wooded parcels, in total more than twenty acres. The wooded parcel to the west of the District, bounded by Loudon Avenue, is owned by State Highway Administration. Light industrial uses bordering the District should revert to traditional light industrial zoning.

RTE 1-29 Policy Statement

~~Protect and promote industry and a compatible mix of uses within the Industrial Mixed-Use Activity Center character area. Facilitate public placemaking in the Elkridge South District.~~

Implementing Actions

- ~~1. Protect and support the viability of existing industrial and flex space uses in the area.~~
 - ~~2. Redevelop underutilized properties with new residential, commercial, light industrial, and flex uses. New building materials and site design should be compatible with existing industrial uses.~~
 - ~~3. Develop a new industrial, mid-density, mixed-use zone, or a combination of zones for this District that includes guidance for specific design principles and compatible land uses.~~
 - ~~4. Consider development of low-rise, single-story commercial, warehouses, and flexible office buildings. Buildings in this area may also be vertically integrated, offering multiple uses on different floors of a single building.~~
1. Acquire and consolidate parcels comprising the Elkridge South District.
 2. Engage in visioning exercises with all members of the Elkridge South community, including local residents; businesses; and religious, cultural, and historic organizations to determine preferred boundaries, uses and layout, including access, for the District.

RTE 1-30 Policy Statement

~~Facilitate the development of a Mixed-Use Activity Center that includes commercial, retail, and residential uses, and opportunities for placemaking in neighborhood-serving commercial redevelopment along the Route 1 Corridor to the north and south of the Elkridge South District.~~

Implementing Actions

1. Develop design guidelines specific to the character of that portion of the Route 1 Corridor from the Patapsco River south, past historic Elkridge, Montgomery and Loudon Roads and down to the southern bound of the former Roberts Property, currently Elms at Elkridge. Green space and pathways interspersed throughout should connect residential uses further back from the roadway to the commercial and campus character areas that front Route 1.
 2. Anchor major Route 1 intersections to the north and south with neighborhood-serving commercial uses to support existing and planned residential communities.
 3. Incentivize replacing automobile-related uses on properties that front Route 1 with new neighborhood-serving retail and restaurants.
- ~~1. Anchor Route 1 intersections in the area with connecting neighborhood streets to create neighborhood gateways.~~
 - ~~2. Develop design guidelines for the Elkridge South District that allow for mixed-use, commercial development to support existing and planned residential communities.~~
 - ~~3. Consider attracting convenience commercial (including commercial pad sites) and eliminating auto-related uses on properties that front Washington Boulevard.~~
 - ~~4. Redevelop Route 1 frontage parcels with new neighborhood-serving retail and restaurant uses.~~
 - ~~5. Create small community greens and/or hardscape plazas to provide opportunities for activities like outdoor dining, music, and movies-on-the-green that bring community members together. Ensure that community gathering spaces can be accessed by walking and bicycling from nearby homes.~~

RTE 1-31 Policy Statement

~~Increase connections between adjacent sites while safely facilitating the maneuvering of semi-truck traffic in the Elkridge South District. Minimize hazards posed to vehicular, pedestrian and bicycle travel along this portion of Route 1.~~

Implementing Actions

1. Develop a transportation study for the area including and surrounding the Elkridge South District campus character area, particularly where Old Washington Boulevard turns left, southbound onto Route 1 at the District's northwestern corner.
 2. Incentivize pathway connections off of Route 1 among open space corridors and residential neighborhoods.
 3. Add a signalized intersection and crosswalk to connect the Elkridge Branch Library to the east side of Route 1.
 4. Leverage partnerships and funding opportunities with local, regional, State and federal governments and nonprofit organizations to prioritize and implement additional safety improvements and expanded and more frequent public transit options along the Route 1 Corridor.
- ~~1. Develop a transportation study for the Elkridge South District.~~
 - ~~2. Provide pathway connections to adjacent open space corridors and neighborhoods.~~
 - ~~3. Create an internal network of streets to improve connections to the Elkridge Library from residential and commercial uses.~~
 - ~~4. Support the addition of a signalized intersection and crosswalk that connects the Elkridge Library to the east side of Route 1, where the Mixed-Use Activity Center is proposed.~~
 - ~~5. Support a local street network that serves buildings directly and enables businesses to load and maneuver trucks. Semi-truck traffic should move goods and services on routes that minimize impacts on neighborhoods and commercial sites within and around the District.~~
 - ~~6. Consider prioritizing Pine Avenue as an access point for industrial uses within and east of the Elkridge South District.~~

The illustration highlights one of many possible concepts for modest infill development along Washington Boulevard. In this case, small format retail shops and restaurants that serve the needs of nearby residents are depicted. New single-story retail shops and restaurants are placed along Route 1 as a new "front door" to the existing neighborhood behind. A small community green between two buildings, and a hardscape plaza surrounding two other buildings, provide opportunities for activities like outdoor dining, music, and movies-on-the-green that bring community members together. The destination-minded uses in the buildings could be reached on foot or by bicycle from nearby homes.



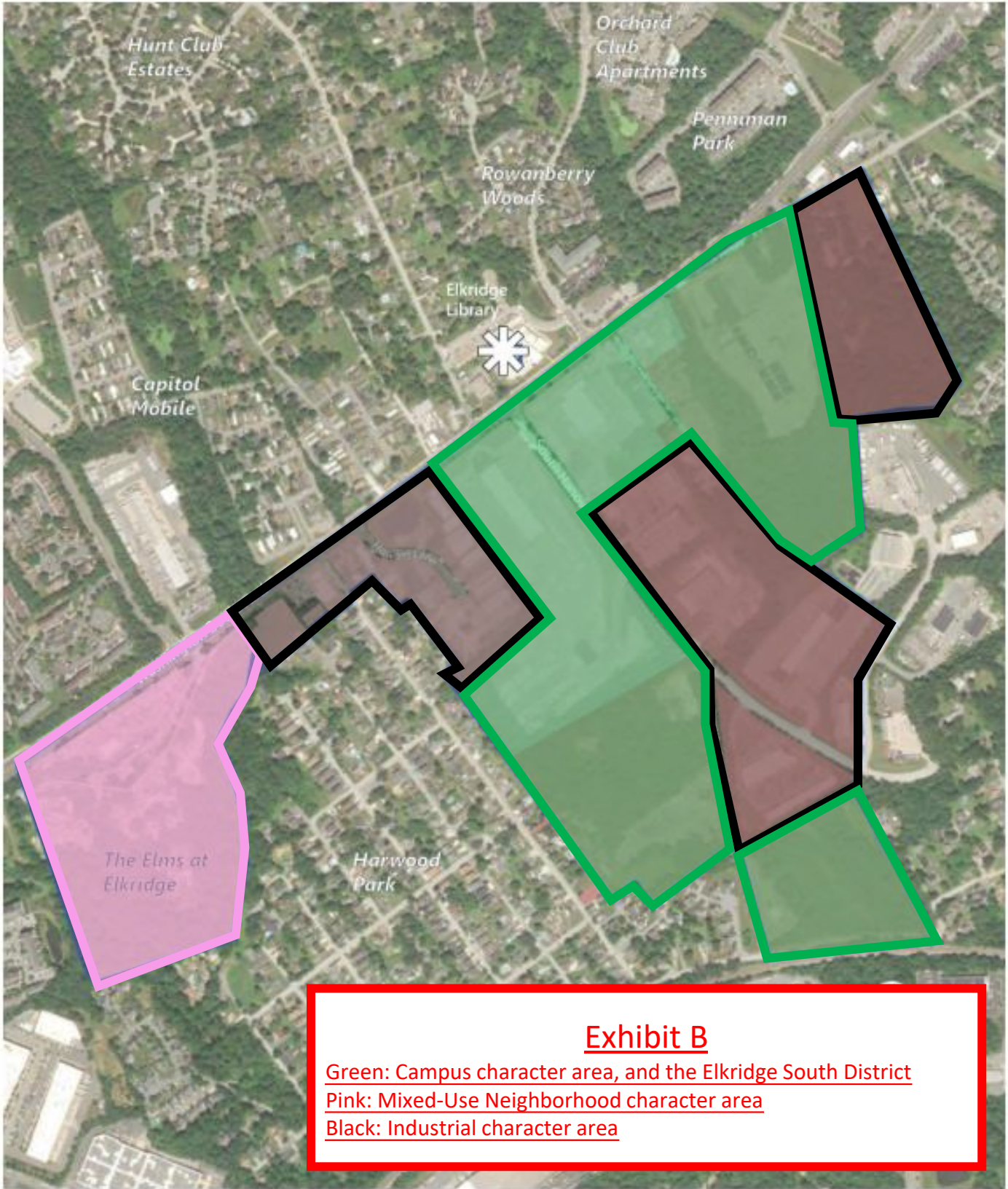


Exhibit B

Green: Campus character area, and the Elkrige South District

Pink: Mixed-Use Neighborhood character area

Black: Industrial character area