TECHNICAL STAFF REPORT

Downtown Columbia, Lakefront Neighborhood, Phase 1
Planning Board Hearing of November 7, 2019

Case No./Petitioner: PB 448, Howard Research and Development Corporation

Project Name: Final Development Plan for Downtown Columbia, Lakefront Neighborhood, Phase 1 (FDP-DC-L-2)

DPZ Planner: Jill Manion, Planning Supervisor, (410) 313-4338, jmanion@howardcountymd.gov

Request: For the Planning Board to approve the Final Development Plan (FDP), Neighborhood Concept Plan (NCP), Neighborhood Design Guidelines (NDG), and Neighborhood Implementation Plan (NIP) for Phase 1 of the Lakefront Neighborhood. 775 Dwelling Units, 150,000 SF of net new retail, and 44,088 SF of net new office are proposed for this FDP (200,000 SF of office is proposed but offset by the demolition credit of 155,912 SF of existing office). This includes 1.05-acres of Downtown Community Commons, including the Lakefront portion of the Warfield Promenade; the Wincopin Green described on the Primary Amenity Space Plan in the Downtown Columbia Plan; secondary amenity spaces; and a network of private streets.

Location: The subject parcels are located between Little Patuxent Parkway and Lake Kittamuqundi and extend from the north leg of Wincopin Circle to Sterrett Place. The properties are identified as Tax Map 30, Parcel 373, Lots D-1 and H; Tax Map 30, Parcel 275, Lots A-1 and D-1; Tax Map 30, Parcel 290, Lots B, C-2 and G; and Tax Map 30, Parcel 269, Lot F-2.

Recommendation: The Department of Planning and Zoning recommends approving the following subject to addressing all remaining Subdivision Review Committee comments in the letter dated September 19, 2019 (see Attachment A):

A. Lakefront Neighborhood Concept Plan submitted with FDP-DC-L-2;
B. Lakefront Specific Design Guidelines submitted with FDP-DC-L-2;
C. Lakefront Specific Implementation Plan submitted with FDP-DC-L-2; and
D. Final Development Plan, FDP-DC-L-2, Lakefront Neighborhood, Phase 1,
Vicinal Properties:

North: Lakefront Neighborhood, including open space, existing office buildings and parking.

South: Lakefront Core Neighborhood, The Whole Foods Grocery Store parking lot and Howard Research and Development Company owned open space.

East: The Sheraton and Cross Keys Inn development, with Lake Kittamaqundi further east.

West: Little Patuxent Parkway, and the Mall in Columbia.

Neighborhood: The Lakefront Neighborhood, described in the Downtown Columbia Plan, should be designed to encourage access to Lake Kittamaqundi and the public spaces adjacent to the Lake. Design objectives include creating open space connections between the Mall and the Lakefront.

I. General Comments

A. Relevant Site History

The Lakefront Neighborhood is a developed area of Downtown Columbia. It included the Ridgely and adjacent office building (to be removed), an existing parking garage (to remain), and expansive surface parking lots.

This area was initially planned on FDP-111-A-1, FDP-62-A-1 and FDP-4-A-5, for New Town -
Commercial uses. The existing structures that were initially approved on SDP-73-014 and SDP-71-055 are to be removed. Only the existing parking structure on Lot F is to remain upon build-out of the neighborhood.

B. Legal Notice

(1) The site was posted with two Planning Board hearing notices on October 4, 2019 and verified by County staff.

(2) Legal advertisements appeared in the Baltimore Sun and the Howard County Times on October 3, 2019, and certifications are in the case file.

C. Regulatory Compliance - Final Development Plans for Downtown Revitalization are subject to the following, which are incorporated by reference into the record:

(1) The Downtown Columbia Plan, Council Bill No. 58-2009, which approved an amendment to the Howard County General Plan, adopted February 1, 2010, and amended with Council Bill No. 52-2016 on November 9, 2016.

(2) The Zoning Regulations, including sections enacted as part of an amendment to the Zoning Regulations as Council Bill No. 59-2009 (ZRA 113).


(4) Subtitle 11 of the Subdivision and Land Development Regulations – Adequate Public Facilities.


(6) The petitioner met the following pre-submission requirements:

(i) A Pre-submission Community Meeting was held on November 13, 2018, in accordance with Section 125.0.E.2 of the Zoning Regulations and Section 16.128(b)-(g) of the Subdivision and Land Development Regulations.

(ii) The Design Advisory Panel (DAP) reviewed the Neighborhood Specific Design Guidelines on November 28, 2018, in accordance with Section 125.0.E.2 of the Zoning Regulations and Title 16, Subtitle 15 of the County Code.

D. Definitions:

(1) Downtown Columbia Definitions: See attached definitions of terms (Attachment C) relating to Downtown Columbia revitalization, which are contained in Section 103.0.A of the Zoning Regulations.

(2) Neighborhood Documents: For purposes of this report, the Neighborhood Concept Plan, Neighborhood Specific Design Guidelines, and the Neighborhood Specific Implementation Plan are referred to collectively as “Neighborhood Documents.”

E. Purpose of Petition - The purpose of the Final Development Plan (FDP) is to identify:

(i) Existing conditions for the subject area;

(ii) The proposed land uses;

(iii) The location of required Downtown Community Commons; and
(iv) Any other information related to how the proposed development complies with the Downtown Revitalization requirements.

II. Proposed Final Development Plan (FDP) and Associated Neighborhood Documents

The Howard County Zoning Regulations require that a Petitioner for an FDP include the following neighborhood documents for the land covered by the FDP: a Neighborhood Concept Plan (NCP), Neighborhood Specific Design Guidelines (NDG), and a Neighborhood Implementation Plan (NIP). These provide context to evaluate the initial Final Development Plan and provide guidance for future Final Development Plan petitions. They are only binding on properties included in the FDP.

A. Proposed Final Development Plan: The FDP provides a table of existing and proposed land uses for the subject area and establishes criteria for its development (which are further described in the Neighborhood Design Guidelines) and identifies Downtown Community Commons. The existing office buildings within the FDP boundary will be demolished, and residential, retail and office uses are proposed for this area of the Lakefront Neighborhood. Below is a Development Chart detailing the proposed use of the 12.77 acres:

<table>
<thead>
<tr>
<th>PARCEL</th>
<th>Area (SF)</th>
<th>Area (Acres)</th>
<th>Retail/ Office</th>
<th>Other</th>
<th>Total</th>
<th>Retail/ Office</th>
<th>Other</th>
<th>Total</th>
<th>Retail/ Office</th>
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<td>B</td>
<td>76,356</td>
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<td>C</td>
<td>10,610</td>
<td>0.25</td>
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<td>D</td>
<td>155,912</td>
<td>3.62</td>
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In summary, the proposed FDP contains 150,000 SF of retail, 200,000 SF of office (44,088 SF net office after demolition credits are applied), and 775 of residential units, some of which are anticipated to be age restricted. This FDP proposes to demolish 155,912 SF of office, which would create a demolition credit toward Downtown Revitalization Phasing and CEPPA requirements. The proposed net increase is 150,000 SF of retail, 44,088 SF of office, and 775 residential units. As identified in the tabulation of land uses, this FDP area consists of 11.72 acres of proposed Downtown Mixed-Use Area (DMUA) and 1.05 acres of Downtown Community Commons (DCC) at completion.

Downtown Community Commons are a significant component of this Final Development Plan and
an important goal of the Lakefront Neighborhood to provide meaningful connections between the Mall and the Lake, as identified in the Downtown Columbia Plan. This FDP establishes the east side of the Warfield Promenade, which connects the Lakefront with Little Patuxent Parkway and the Mall in Columbia. In addition, this FDP proposes a Downtown Neighborhood Square and Wincopin Green.

<table>
<thead>
<tr>
<th>KEY</th>
<th>TYPE</th>
<th>AMENITY DESCRIPTION</th>
<th>MIN. AREA</th>
<th>AREA SHOWN</th>
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<tr>
<td>2</td>
<td>PRIMARY</td>
<td>WARFIELD PROMENADE</td>
<td>N/A</td>
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<tr>
<td>5</td>
<td>PRIMARY</td>
<td>WINCOPIN GREEN</td>
<td>4,100 SF</td>
<td>4,121 SF</td>
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<tr>
<td>@</td>
<td>SECONDARY</td>
<td>NEIGHBORHOOD SQUARE¹</td>
<td>13,966 SF³</td>
<td>25,011 SF</td>
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<tr>
<td>@</td>
<td>SECONDARY</td>
<td>Mews</td>
<td>N/A</td>
<td>6,777 SF</td>
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</tbody>
</table>

TOTAL: 45,638 SF

1. SEE SHEET 3 NOTE 9 FOR 5% NET NEW DOWNTOWN COMMUNITY COMMONS REQUIREMENT.
2. DOES NOT INCLUDE 2,981 SF OF DCC ADJACENT TO THE FDP AREA ON PARCEL E, SECTION 7 AREA B. SEE SHEET 3 NOTE 9 FOR MORE INFORMATION.
3. MINIMUM SECONDARY AMENITY SPACE AREA BASED ON THE 5% REQUIREMENT IS 27,816 SF MINUS PRIMARY AMENITY AREA PROVIDED (13,850 SF) WHICH EQUALS 13,966 SF
4. IF PROVIDED, A DOWNTOWN NEIGHBORHOOD SQUARE MUST CONTAIN AT LEAST 25,000 SF PER SECTION 103 & SECTION 125.D.4.f(4)(c)

B. The Lakefront Neighborhood Concept Plan: The NCP proposes ultimate land uses, block and street configuration, building heights, pedestrian and bicycle circulation, and amenity framework for the Lakefront Neighborhood. The proposal is like the neighborhood characteristics shown in the Downtown Columbia Plan exhibits, with some modifications.

The maximum building height within the FDP boundary is 9 stories, which is consistent with the Downtown Columbia Plan. However, the Petitioner requests to increase the maximum building height from 120 feet to 145 feet to allow operation and design flexibility within the parameters of common architectural standards. This increase will specifically accommodate 22-foot ceilings on the first and second floors for medical office, retail/restaurant and health/fitness uses. A typical ceiling per floor height, used for office and residential uses, is 14-feet. However, using typical floor plates would also exceed the maximum 120-foot height limit and would constrain the ability to achieve 9 stories.

The street and block layout are also consistent with the Downtown Columbia Plan, with only some minor modifications. The alignment of the northern extension of Wincopin Circle is adjusted to better align with the constructed segment of Wincopin Circle based on existing conditions and the anticipated future alignment with the road as it proceeds south into the Lakefront Core. In addition, a minor local street connection between the extended Wincopin Connection and Little Patuxent Parkway was shifted south from the original location shown on the Downtown Columbia Plan so that the street network better serves the loading and parking access for the existing Little Patuxent Square development and the future buildings within the FDP area. Additionally, the Exxon Station will remain in place, which results in the need to move the connection. This street connection will be further evaluated on future plans to ensure that its ultimate design mitigates potential conflicts.

C. There were also some modifications to the layout of Downtown Community Commons. The Wincopin Green was shifted northwest to join the promenade and lakeside open space rather than face the Little Patuxent Square loading zone. Overall, the revised Downtown Community Commons layout offers more open space connections at the northern points of the neighborhood to connect to the primary amenity space network (as shown in the Downtown Columbia Plan) and better
responds to the built environment.

D. **The Lakefront Neighborhood Design Guidelines:** The NDG provide a comprehensive guide for block, street, open space, and architectural design for the Lakefront Core neighborhood. The guidelines establish the overall vision for the area, block standards and form, and street design that encourages a balance of pedestrian, bicycle, transit, and vehicular use. The NDG also includes standards for amenity spaces/downtown community commons, architectural components for building types and forms, and storefront standards and materials. Finally, the guidelines address signage, on- and off-road bicycle facilities, preservation of the Rouse Building (Whole Foods), and sustainability.

E. **The Lakefront Neighborhood Implementation Plan.** The NIP estimates timing and provides benchmarks to complete the proposed development and the underlying infrastructure. It must be consistent with the Downtown Revitalization Phasing Plan and the CEEPA Implementation chart.

III. **Planning Board Criteria**

In accordance with Section 125.0.E.4 of the Howard County Zoning Regulations, the Planning Board must evaluate and approve, approve with conditions, or deny the petition based on whether the Final Development Plan and associated Neighborhood Documents satisfy the following criteria:

A. **The Downtown Neighborhood Concept Plan, the Neighborhood Specific Design Guidelines, and the Neighborhood Specific Implementation Plan conform with the Downtown-Wide Design Guidelines; the Downtown Columbia Plan (including the Street and Block Plan, the Neighborhoods Plan, the Maximum Building Heights Plan, the Primary Amenity Space Framework Diagram, the Street Framework Diagram, the Bicycle and Pedestrian Plan, and the Open Space Preservation Plan).** Any proposed change(s) will not be detrimental to the overall design concept and phasing for Downtown Revitalization. Limited change in building heights may be approved based on compatibility, character and height of nearby existing and planned development and redevelopment, and open spaces in the area. However, in no event shall the maximum building height for Downtown Revitalization exceed twenty stories.

**Conformance Summary** — Using the criteria listed in Section 125.0.A.2 of the Howard County Zoning Regulations, the Final Development Plan conforms to the Downtown Columbia Plan as follows:

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<tbody>
<tr>
<td>Policies;</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Timing and implementation of the plan;</td>
<td>X</td>
<td>NA</td>
<td>X</td>
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<tr>
<td>Timing of development;</td>
<td>NA</td>
<td>NA</td>
<td>X</td>
<td>X</td>
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<tr>
<td>Development patterns;</td>
<td>X</td>
<td>X</td>
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<td>X</td>
</tr>
<tr>
<td>Land uses; and</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Densities and intensities</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
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</tbody>
</table>

The proposed Final Development Plan is consistent with the exhibits shown in the Downtown Columbia Plan with only minor modifications to the street and block layout, as well as the layout of the Downtown Community Commons, as described above. These minor modifications conform to the Downtown Columbia Plan because they are designed to respond to the existing built environment.
and will provide improved operational design. These modifications do not hamper or conflict with the stated goals of the Downtown Columbia Plan or for the Lakefront Neighborhood.

The petition also requests that the maximum height of a nine-story building be increased from 120' to 145'. The petitioner states this flexibility is needed to accommodate the standard floor plates and floor-to-ceiling uses of medical office, health and fitness and certain office uses. The petitioner also contends that the height limitation currently imposed by the plan makes it difficult to achieve the maximum allowable number of stories using standard floor plates and ceiling heights. DPZ supports the increase in height because it will still be compatible with surrounding building heights in the neighborhood and does not increase the density or intensity of uses as envisioned in the Downtown Columbia Plan. As there is no direct view of Lake Kittamaqundi from this area from Little Patuxent Parkway, there would be no adverse impacts to views to the lakefront area.

B. The Neighborhood Design Guidelines submitted with the Final Development Plan offer sufficient detail to guide the appearance of the neighborhood over time, and promote design features that are achievable and appropriate for Downtown Revitalization in accordance with the Design Guidelines and the Downtown Columbia Plan.

According to Section 125.0.E.3.a.2 of the Zoning Regulations, the Lakefront Core Neighborhood Design Guidelines address and provide sufficient guidance for development plans within the neighborhood and promote achievable and appropriate design features. The following design components are included to support this criterion:

- **Urban design**, including scale and massing, block configuration, parking and service functions, building entrances, and street lighting and furniture are primarily covered in Chapter 2, Urban Design. Street lighting and furniture are covered under Chapter 3 - Street Design: Material and Elements Standards.
- **Street design and framework** is covered in Chapter 3, Street Design
- **Downtown Community Commons and Downtown Parkland** is covered in Chapter 4, Amenity Space
- **Architectural design** is covered in Chapter 5, Architecture
- **Green building and green site design** are covered as a sub-section at the beginning of Chapters 2 through 5, titled Sustainability Goals, and describe green design considerations relative to each chapter. The NDG further encourages these principles through multiple references to the Sustainability Guidelines in the Downtown-Wide Design Guidelines, which are attached as an Appendix to the Crescent Neighborhood Design Guidelines.
- **Pedestrian and bicycle circulation features** are discussed in Chapter 3, Street Design. Routes are found on Page 41 and sidewalk characteristics are in the Streetscape section of the chapter. In addition, appendices have been included in the guidelines for On-Road and Off-Road Bicycle Facilities.
- **Signage** is covered in Chapter 6, Signage.

In addition, the Planning Board may consider the Design Advisory Panel's (DAP) recommendations, in accordance with Title 16, Subsection 1504(f) of the County Code. The DAP voted unanimously to approve the Lakefront Neighborhood Design Guidelines without any recommendations.

C. The Final Development Plan conforms with the Neighborhood Documents; the Revitalization Phasing Plan, the Downtown Community Enhancements, Programs, and Public Amenities (CEPPA) Implementation Chart and Flexibility Provisions; the Downtown-wide Design Guidelines; the Downtown Columbia Plan, (including the Street and Block Plan, the Neighborhoods Plan, the Maximum Building Heights Plan, the Primary Amenity Space Framework Diagram, the Street Framework Diagram, the Bicycle and Pedestrian Plan, and the
Open Space Preservation Plan). Limited change in building heights may be approved based on compatibility, character, and height of nearby existing and planned development and redevelopment, and open spaces in the area. However, in no event shall the maximum building height for Downtown Revitalization exceed twenty stories.

1) Neighborhood Documents, Downtown-wide Design Guidelines, Downtown Columbia Plan and Exhibits

As previously established, this FDP conforms with the Downtown Columbia Plan and exhibits, the Downtown-wide Design Guidelines and the Neighborhood Documents. Any departures are limited in nature and conform with the goals of the Downtown Columbia Plan and Downtown-wide Design Guidelines.

2) Revitalization Phasing Plan

The development of blocks in this FDP will likely occur over multiple phases of the Downtown Revitalization Phasing Progression as improvements occur and as development proceeds in other neighborhoods. Downtown Phasing is governed by building permits and conformance with the Revitalization Phasing Plan. This will be tracked as part of the Site Development Plan Process, since permits are released after Site Development Plan approval. At the time of this report, it is anticipated that this development with be within Phase 1 of Downtown Revitalization.

3) CEPPA Implementation Chart

All previously triggered CEPPAs have either been satisfied or approved for alternative timing (see Exhibit B). CEPPAs likely to be triggered by this development will be evaluated with future Site Development Plans.

D. The Final Development Plan, when considered in the context of surrounding planned or existing development, provides a balanced mix of housing, employment, commercial, arts, and cultural uses in each phase.

The Final Development Plan provides a mix of office, retail, and multi-family residential uses. The FDP provides the necessary balance within the neighborhood to achieve the objectives of the Downtown Columbia Plan.

E. The Final Development Plan satisfies the affordable housing requirement.

Affordable Housing for this FDP area will be met through the Council approved Development Rights and Responsibilities Agreement (DRRA) between the County and the Petitioner and recorded in the Howard County Land Records in Book 17457, Page 265. In addition, each owner of property developed with commercial uses must make an annual payment toward affordable housing, in accordance with CEPPA #27.

F. The bicycle, pedestrian, and transit network creates convenient connections throughout the subject area and connect, wherever possible, to existing and planned sidewalks, path, and routes adjoining the development.

The Final Development Plan shows a pedestrian and bicycle network that conforms to the Neighborhood Concept Plan and the Bicycle and Pedestrian Circulation Plan in the Downtown Columbia Plan and connects with existing pedestrian and bicycle circulation systems. Streets are to be shared by vehicles and bicycles and there will be new multi-use pathways along Little Patuxent Parkway. Connections to transit will be evaluated with future Site Development Plans, in consultation with the Office of Transportation.

G. The Final Development Plan protects land covered by lakes, streams or rivers, flood plains and steep slopes, and provides connections, where possible to existing and planned open space within the neighborhood and in surrounding area.
The plan area is not constrained by environmentally sensitive features.

The proposed FDP creates connections to existing open space by aligning new Downtown Community Commons with these spaces and with areas of future open space to the west, identified in the Downtown Columbia Plan. The plan follows the recommendations of the Downtown Columbia Plan by creating connections from the Mall to the Lakefront and the street and block design promote walkability in the area.

H. The Final Development Plan provides the location of Downtown Community Commons required under Section 125.A.9.h as indicated in the Neighborhood Concept Plan.

The FDP includes approximately 1.05 acres of new Downtown Community Commons. These spaces consist of a proportional share of the Warfield Promenade Primary Amenity Space, the Wincopin Green Primary Amenity Space and additional secondary amenity spaces, including a Downtown Neighborhood Square. The proposed Downtown Community Commons conform to the Lakefront Neighborhood Concept Plan and the Downtown Columbia Plan, with only minor modifications as described above for operational and aesthetic purposes.

I. The Final Development Plan is in harmony with existing and planned vicinal land uses. In making this determination, the Planning Board shall consider, if appropriate:

1) Landscape features on the boundary of the plan area, which may include protection of existing vegetation or grade changes that provide a natural separation, or landscape planting;
2) The size of buildings along the edges of the plan area through limits on building height or other requirements;
3) The use and design of nearby properties and
4) The adopted Downtown Columbia Plan recommendations for height, building massing and scale, and neighborhood connectivity.

The FDP includes a mix of uses consistent with the mixed-use character of this already developed area. Proposed building heights are consistent with the plan, although additional linear height is requested for nine-story buildings to accommodate architecture floor plate standards for different uses. Nearby developments include multiple story commercial and residential buildings, the Sheraton Hotel, and surface and structured parking. Proposed building massing, described in the Lakefront Neighborhood Design Guidelines, provides a transition in height and scale from Little Patuxent Parkway to the Lakefront. Connectivity within the neighborhood and to areas beyond the Lakefront Core is a central theme of this FDP and neighborhood documents.

J. The development, as proposed by this Final Development Plan, is adequately served by public facilities; including any proposed mitigation or development staging. It further complies with the Adequate Public Facilities Ordinances (Title 16, Subtitle 11 of the Howard County Code) for both schools and roads.

1) Housing Allocations/Schools Test: The proposed FDP adds a total of 775 units with the following phasing:
The tentative allocations were granted and the project failed the school capacity test on October 17, 2019. The site will be retested for school capacity on an annual basis. Non-residential development may proceed, as well as age-restricted units, that are not required to pass the school capacity test. The developer proposes up to 125 age restricted units.

2) Transportation: Proposed development was tested for adequate transportation facilities, in accordance with the Adequate Public Facilities Ordinances (Title 16, Subtitle 11 of the Howard County Code). A traffic study prepared by Wells & Associates, indicates that transportation facilities will be adequate by adopting the transitional Critical Lane Volume intersection standards permitted for Downtown Columbia. Any improvements to the existing and new street network will be phased according to number of vehicle trips identified with future SDPs, which will be evaluated with each SDP submission. Transportation improvements will also be coordinated with the phasing of construction.

K. The Final Development Plan protects environmentally sensitive features and provides environmental restoration in accordance with the Downtown Columbia Plan.

There are no environmentally sensitive features within the FDP area.

L. The Final Development Plan protects any historic or culturally significant existing sites, buildings or structures, and public art.

There are no historic or culturally significant buildings, structures or public art within the boundary of the Final Development Plan.

M. The Final Development Plan proposes any appropriate plan to satisfy the requirement for art in the community.

The FDP requires the Petitioner to incorporate art at a value equivalent to 1% of the building construction cost. If it is not provided, a fee-in-lieu, as provided in Section 125.0.A9.f(2) of the Zoning Regulations, may be paid. As noted, existing public art in the Lakefront area will be relocated temporarily to protect it during construction. Art pieces may be placed in a new location within the Lakefront and not returned to their exact former locations.

N. The Final Development Plan provides a plan to hold, own, and maintain in perpetuity land intended for common, quasi-public amenity use and public art that is not publically owned, including, without limitation, any Downtown Community Commons, Downtown Parkland, Downtown Arts, Cultural and Community Use, and Downtown Neighborhood Square shown on the Final Development Plan.
Property within the FDP area intended for common, quasi-public amenity use will be held, owned, and maintained by the property owner; subject to a potential maintenance or reciprocal agreement among the property owners or assumed by a maintenance organization, or other organization. Specific mechanisms will be further established on future Site Development Plans and appropriate agreements for maintenance and access will be provided at that time.

O. To better ensure conformance with the Community Enhancements, Programs and Public Amenities provisions, the Final Development Plan provides for a plan to establish membership in the Downtown Columbia Partnership and payment of the annual charges. Each Final Development Plan shall show a consistent means of calculating and providing the required annual charges.

A note has been added on the FDP regarding Downtown Partnership membership and the formula to calculate the payment of annual changes in a consistent manner, as established in CEPPA 25.

SRC Action: The Subdivision Review committee has recommended approval, subject to the technical comments issued in a letter dated September 9, 2019.

Recommendation: The Department of Planning and Zoning recommends approval of the Final Development Plan, FDP-DC-L-2, Lakefront Neighborhood Phase 1, including the Lakefront Final Development Plan Phase 1, the Lakefront Neighborhood Concept Plan, the Lakefront Neighborhood Design Guidelines, and the Lakefront Neighborhood Implementation Plan, subject to adequately addressing all remaining technical comments provided by the Subdivision Review Committee in the letter dated September 9, 2019.

Amy Cowan, Acting Director
Department of Planning and Zoning
10-24-19

This file is available for public review at the Department of Planning and Zoning’s public service counter, Monday through Thursday, 8:00 a.m. to 5:00 p.m. and Friday from 8:00 a.m. to 3:00 p.m.

Staff Report prepared by: Jill Manion
JAM
T:\DLD- Division of Land Development\Subdivision and Development Plan Review Records\Downtown Columbia Plans (FDP-DC)\Lakefront Neighborhood (Including Lakefront Core)\Downtown Final Development Plans (FDP-DC)\FDP-DC-L2\Lakefront North TSR.doc
ATTACHMENT A
SUBDIVISION REVIEW COMMITTEE COMMENTS
RE: FDP-DC-L-2 Lakefront Neighborhood (Lakefront North)

Neighborhood Design Guidelines:

1. On Page 34-35, address how loading should be situated on the block and street network, and preferred movements in and out of loading spaces that comply with Howard County requirements.

Final Development Plan:

Sheet 1:

1. FDP Criteria #7: Be advised that DPZ may update these numbers during the review phase that overall development numbers may be updated in the database.

Neighborhood Implementation Plan

1. In the first paragraph on Page 12 regarding the possible future additional connection between Sterrett and Wincopin, replace “right-in, right-out driveway” with “limited access driveway”. Allowable movements at such a connection would be determined at the time of design.

For questions, contact Jill Manion at (410) 313-4338 or jmanion@howardcountymd.gov.
DEPARTMENT OF PLANNING AND ZONING
DEVELOPMENT ENGINEERING DIVISION

August 28, 2019

TO: Kent Sheubrooks, Chief
Division of Land Development

FROM: Chad Edmondson, Chief
Development Engineering Division

Project Engineer Heather Pandullo

RE: Comments File no. FDP-DC-LAKEFRONT-2

Downtown Columbia – THE LAKEFRONT NEIGHBORHOOD

Approved subject to the following comments being satisfied:

DED Comments: See Below

Traffic Comments: See Below

Fire & Rescue Comments: None

SHA Comments: None

DED Comments:

Traffic Impact Study:

1. In Appendix L of the traffic report, Intersection 2, LPP/GWP and Intersection 3, LPP/Vantage Point, the calculations appear to be incorrect, please revise.
2. For the queuing, please include the allowable que length (80% or 90% of the distance to the adjacent intersection) for each case.
3. Multiple intersections do not meet the queuing criteria, please include options for mitigation.

Traffic Engineering Comments:

See Attached

T:\DED\Heather Pandullo\COMMENTS\FDP-PB\FDP-DC-LAKEFRONT-4.doc
LAKEFRONT NEIGHBORHOOD
FINAL DEVELOPMENT PLAN
(FDP-DC-L-2)
Original Response (February 8, 2019)
Follow-Up Response (May 31, 2019)
Follow-Up Response (August 8, 2019)

Dennis Fretz, Traffic Engineering Comments
Office Phone: (410) 313-5751

Adequacy Public Facility Ordinance
Proposed Development:
Retail / Restaurant – 150,000 sf
Office – 44,008 sf (reduction of 850,000 sf)
Housing - 775 units

Traffic Study Comments

- Page 30 – If the queue lengths are, in fact, exceeded at several locations, how can we say that the intersection operates satisfactorily (Design Manual Page 4-10)? Please clarify. (Original Question – February 8, 2019)

- Example – Little Patuxent Parkway and Governor Warfield Parkway (PM Peak Hour CLV) is 1478 LOS E, however, the queue calculation (EBLR) shows a 330 FT storage length deficit. Therefore, in a normal cycle length, are all cars being serviced or is a second cycle required to service the queue? Same for NBT (PM).

- Example – Little Patuxent Parkway and Vantage Point Road (PM Peak Hour CLV) is 1264 LOS C, however, the queue calculation (SBTR) shows a 915 FT storage length deficit. Therefore, in a normal cycle length, are all cars being serviced or is a second cycle required to service the queue? Same for NBT (PM) and SBTR (AM).

- Other intersections experiencing similar concerns (existing conditions) include the following: Little Patuxent Parkway and Sterrett Place; Little Patuxent Parkway and Mall Access Road (Moore Circle), and Little Patuxent Parkway and South Entrance Road.

GLW, Inc.’s Response (April 29, 2019) – “Queues that exceed the available storage and/or link distance at select locations were acknowledged in the traffic report under existing and future conditions. It is also acknowledged that future road connections may alleviate these queues in the future, and that each of these locations would be retested at the SPD stage for potential traffic signal timing adjustments and/or improvements.”

May 31, 2019 – Traffic Response: Incomplete answer. The referenced queue failures are significant requiring additional review and discussion prior to Final Development Plan approval.
GLW, Inc.'s Response (July 25, 2019) – “An updated queuing analysis is provided in the revised traffic study. As identified in the study, there continue to be locations where existing and forecasted queues would exceed storage and/or link distances. This is expected primarily along Little Patuxent Parkway in the vicinity of the Governor Warfield (North), Vantage Point Road, and Columbia Road since through lane improvements are not proposed with this FDP.”

August 8, 2019 – Traffic Response: It is acknowledged additional though lanes are needed to reduce queuing along Little Patuxent Parkway (LLP) which, in turn, is inconsistent with the Downtown Columbia Plan.

Understanding the above, I have several additional questions regarding the Traffic Impact Study (TIS) methodology as follows:

- Per the Design Manual (Page 4-10) – Did the TIS calculate queuing (left turns and through movements) based on the 80% and 90% intersection spacing rule (greater than 300 FT and less than 300 FT respectively)? If so, where is this shown?

- Little Patuxent Parkway @ Governor Warfield Parkway / Little Patuxent Parkway @ Vantage Point – The queuing analysis calculation is different than the other signalized intersections. Please explain.

- Where left turn queuing is substandard (i.e. Little Patuxent Parkway @ Whole Foods Drive (21); Little Patuxent Parkway @ Columbia Road (16); Little Patuxent Parkway @ South Entrance Road (newly named Symphony Woods Road) (10); Little Patuxent Parkway @ Mall Access Road (9); Little Patuxent Parkway @ Governor Warfield Parkway (Banneker Road) (6); and Governor Warfield Parkway @ Twin Rivers Road (5)) are there any improvements (lengthening, widening, etc.) which could be constructed to satisfy the Design Manual requirement?

- Page 56 – The diagram shows intersections, lane configurations, and various road improvements noted as follows: Improvement by Others; Proposed Improvements; and Potential Improvements. Who is responsible for the work identified as: “Improvement by Others?” Please clarify.
Conclusion

Since the referenced comments could be satisfactorily resolved with either a Final Development Plan (FDP) resubmittal, or individually, at the Standard Development Plan stage, Traffic will defer to the Development Engineering Division and Division of Land Development regarding whether or not to proceed with plan approval.
ATTACHMENT B
CEPPA STATUS
## ATTACHMENT B

### CEPPA Status Summary

**FDP-DC-L-2**

### PRIOR TO SUBMISSION OF THE FIRST FINAL DEVELOPMENT PLAN

<table>
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<th></th>
<th>Description</th>
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<tr>
<td>1</td>
<td>HHC completed at its expense an environmental assessment of the three sub-watersheds of Symphony Stream, Wilde Lake and Lake Kittamaquandi located upstream of the Merriweather &amp; Crescent Environmental Enhancements Study area.</td>
<td>Complete</td>
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<tr>
<td>2</td>
<td>HHC will commission at HHC’s expense (i) the preparation of the Land Framework component of the Downtown Columbia Sustainability Program and (ii) a detailed outline for the Community Framework component of the Sustainability Program.</td>
<td>Complete</td>
</tr>
<tr>
<td>3</td>
<td>HHC will commission at HHC’s expense in consultation with Howard County a study evaluating a new Downtown Columbia Route 29 interchange between Route 175 and Broken Land Parkway and options for a connection over Route 29 connecting Downtown Columbia to Oakland Mills, including potential bicycle, transit and multimodal improvements.</td>
<td>Complete</td>
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<tr>
<td>4</td>
<td>HHC will prepare at its expense Downtown-wide Design Guidelines.</td>
<td>Complete</td>
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### PRIOR TO APPROVAL OF THE FIRST FINAL DEVELOPMENT PLAN

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<tr>
<td>5</td>
<td>HHC will commission at HHC’s expense and in consultation with Howard County one or more feasibility studies for the following: (i) a new Broken Land Parkway/Route 29 north/south collector road connection to Little Patuxent Parkway and (ii) a new Downtown transit center and Downtown Circulator Shuttle.</td>
<td>Complete</td>
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<tr>
<td>6</td>
<td>HHC and Howard County will jointly determine the functions, organizational structure, Implementation phasing schedule consistent with the redevelopment phasing schedule, potential funding sources and projected funding needs of the Downtown Columbia Partnership, prior to HHC’s establishment of this Partnership. As such, at least fifty percent (50%) of the revenue collected pursuant to CEPPA No. 25 shall be utilized for the implementation of transportation initiatives in the shuttle feasibility study or other direct transit services downtown.</td>
<td>Complete</td>
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### PRIOR TO APPROVAL OF THE FIRST SITE DEVELOPMENT PLAN

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<td>7</td>
<td>HHC will submit a phasing schedule for implementation of the restoration work on HHC’s property and a Site Development Plan for the first phase of the environmental restoration work as described in CEPPA No. 15.</td>
<td>Complete</td>
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<tr>
<td>8</td>
<td>HHC, in collaboration with the County, will establish the Downtown Arts and Culture Commission, an independent nonprofit organization, to promote and support Merriweather Post Pavilion’s revitalization in accordance with this Plan and the development of Downtown Columbia as an artistic and cultural center.</td>
<td>Complete</td>
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### PRIOR TO ISSUANCE OF THE FIRST BUILDING PERMIT

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<td>9</td>
<td>To facilitate the renovation of the Banneker Fire Station, HHC and the County shall cooperate to identify a site for the development of a temporary fire station while the Banneker Fire station is being renovated.</td>
<td>Complete</td>
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### UPON ISSUANCE OF THE FIRST BUILDING PERMIT

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<th>Description</th>
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<td>10</td>
<td>HHC shall contribute $1.5 million in initial funding for the Downtown Columbia Community Housing Fund. Payment will be contingent upon the expiration of all applicable appeal periods associated with each building permit without an appeal being filed, or if an appeal is filed upon the issuance of a final decision of the courts upholding the issuance of the permit.</td>
<td>Complete</td>
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### UPON ISSUANCE OF THE BUILDING PERMIT FOR THE 400th RESIDENTIAL UNIT

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<td>11</td>
<td>HHC shall contribute $1.5 million in additional funding for the Downtown Columbia Community Housing Fund. Payment will be contingent upon the expiration of all applicable appeal periods associated with each building permit without an appeal being filed, or if an appeal is filed upon the issuance of a final decision of the courts upholding the issuance of the permit.</td>
<td>Complete</td>
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<tr>
<td>Prior to Issuance of a Building Permit for the 500,000th SF of Development</td>
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<td>12</td>
<td>HHC will complete at its expense the pedestrian and bicycle pathway from the Howard County General Hospital to Blandair Park. In addition, HHC along with the County and community will develop a scope of work for renovation of the existing Route 29 pedestrian bridge. HHC will contribute up to $500,000 towards the implementation of the selected improvements.</td>
<td>Alternative Compliance approved on 8/20/15; pathway construction COMPLETE</td>
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<td>13</td>
<td>HHC will enter into and record in the land records of Howard County, Maryland, a declaration of restrictive covenants that shall prohibit the demolition or major exterior alteration of the former Rouse Company Headquarters building.</td>
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<th>Prior to Issuance of a Building Permit for the 1,300,000th SF of Development</th>
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<th>Prior to Issuance of a Building Permit for the 2,500,000th SF of Development</th>
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<tr>
<th>Prior to Issuance of a Building Permit for the 3,900,000th SF of Development</th>
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<th>Prior to Issuance of a Building Permit for the 5,000,000th SF of Development</th>
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<th>Prior to Approval of the Site Development Plan for the 1,375th New Residential Unit</th>
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<th>Prior to Issuance of a Building Permit for the 2,500,000th SF of Development</th>
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<tr>
<th>Prior to Issuance of a Building Permit for the 3,900,000th SF of Development</th>
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<th>Prior to Issuance of a Building Permit for the 5,000,000th SF of Development</th>
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<td>24</td>
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<td>PRIOR TO THE APPROVAL OF EACH FINAL DEVELOPMENT PLAN</td>
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<td>25</td>
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<tr>
<td>UPON ISSUANCE OF ANY BUILDING PERMIT FOR A BUILDING CONTAINING DWELLING UNITS</td>
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<td>26</td>
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<tr>
<td>ADDITIONAL CEPFA CONTRIBUTION</td>
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<td>27</td>
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ATTACHMENT C
DOWNTOWN COLUMBIA DEFINITIONS
Attachment ‘C’
Relevant Definitions Relating to Downtown Columbia Revitalization
(Excerpted from Section 103.0.A. of the Zoning Regulations)

[Council Bill 59-2009 (ZRA-113) Effective April 6, 2010]

Downtown Arts, Cultural and Community Use: Land areas, uses and facilities established for cultural, civic, recreation, educational, environmental, entertainment or community use or benefit, whether or not enclosed and whether publicly or privately owned or operated for profit, including, but not limited to, libraries, fire stations, schools, museums, galleries, artistic work, and transit facilities. Eating, seating and gathering areas that are accessory to these uses are permitted.

Downtown Arts and Entertainment Park: A contiguous area including a large outdoor amphitheater which may be surrounded by a variety of smaller indoor or outdoor artistic and performance spaces, museums, galleries and similar cultural or educational uses in a park-like setting. Ancillary uses such as food vendors, gift shops, small restaurants and supporting infrastructure such as utilities, public and private roadways, multi-modal circulation systems adjacent to public and private roadways, surface parking lots, parking structures, and underground parking are also permitted.

Downtown CEPPA Implementation Chart: The chart and associated text and flexibility provisions contained in the Downtown Columbia Plan which identify the phasing for Downtown Community Enhancements, Programs and Public Amenities.


Downtown Community Commons: Amenity spaces such as plazas, promenades, greens, gardens, squares and other pedestrian-oriented areas, whether publicly or privately owned, that are intended for community interaction and may include spaces for seating, walking, eating, gathering, fountains, public art, way-finding signage, kiosks, or other similar public amenities. Downtown Community Commons can also include walkways that are designed to enhance and be an integral part of the adjacent amenity space, but shall not include any drive lane for vehicular traffic such as private streets, alleys and public roadways for automotive use. Downtown Community Commons must be generally accessible by the public without charge. Included in this category are Downtown Neighborhood Squares. Downtown Community Commons may be integrated into or developed as a part of other uses and may include underground parking, utilities and other infrastructure supporting downtown revitalization.

Downtown Community Enhancements, Programs and Public Amenities (CEPPA): The specific feasibility studies, improvement and management organizations, environmental enhancement programs, and physical improvements identified in the Downtown CEPPA implementation chart contained in the Downtown Columbia Plan.

Downtown Environmental Restoration: Projects within Downtown Columbia that are identified in Columbia Towncenter Merriweather and Crescent Environmental Enhancements Study or Best Management Practices for Symphony Stream and Lake Kittamaquandi Watersheds involving forest restoration and enhancement, reforestation and afforestation, wetland enhancement, and stream restoration activities.

Downtown Environmentally Sensitive Land Area: An area within Downtown Columbia meeting the definition in the Howard County Land Development Regulations of either a floodplain, steep slope, stream or wetland buffers.

Downtown Maximum Building Height Plan: The plan which graphically represents the maximum building height requirements for all Downtown revitalization, as depicted in the Downtown Columbia Plan.

Downtown Mixed-Use: A land-use designation that permits any use or combination of uses permitted under Section 125.A.9.B., including supporting infrastructure, such as utilities, public and private roadways, multi-modal circulation systems adjacent to public and private roadways, surface parking lots, parking structures, and underground parking.

Downtown Neighborhood Concept Plan: A concept plan showing an individual neighborhood identified in the
Downtown Columbia Plan that depicts a general layout for proposed public and private streets, block sizes and configurations, maximum building heights and proposed Downtown Community Commons as context for the evaluation of the Final Development Plans.

**Downtown Neighborhood Design Guidelines:** Urban design guidelines for an individual neighborhood identified in the Downtown Columbia Plan.

**Downtown Neighborhood Square:** An outdoor amenity space comprised of not less than 25,000 contiguous square feet, exclusive of bike paths and required sidewalks that might be located along its perimeter. A Downtown Neighborhood Square may be covered or partially covered.

**Downtown Net New:** As applicable, the number of dwellings, hotel and motel rooms, and the amount of gross floor area of commercial office and commercial retail uses that are permitted under the Downtown Revitalization Approval Process after April 6, 2010 in excess of the number of dwellings, hotel and motel rooms, and gross floor area of commercial office and commercial retail uses that are shown on a Site Development Plan for property located within Downtown Columbia that was approved prior to April 6, 2010.

**Downtown Open Space Preservation Plan:** A plan included in the Downtown Columbia Plan delineating all land in Downtown Columbia designated as open space on a Final Development Plan recorded prior to April 6, 2010 that is required to retain its existing character as: Downtown Environmentally Sensitive Land; Downtown Parkland; Downtown Community Commons; or a Downtown Arts and Entertainment park, as specified in Section 125.A.9.H.

**Downtown Parkland:** An area generally accessible by the public without charge for active and/or passive recreation purposes which consists primarily of vegetated areas with a natural character, more formal lawns, gardens and walks, pedestrian connections, minor active structured recreation uses such as urban playgrounds, public art, fountains and minimal structures such as cafes and outdoor dining areas, gazebos, pavilions, outdoor stages, and kiosks.

**Downtown Primary Amenity Space Framework Diagram:** A plan and associated text included in the Downtown Columbia Plan depicting existing and proposed primary amenity and natural spaces in Downtown Columbia.

**Downtown Public Art:** Original outdoor artwork which is accessible to the public.

**Downtown Revitalization:** A form of development required in Downtown Columbia after April 6, 2010 in compliance with the applicable provisions of Section 125 that must conform with the recommendations of the Downtown Columbia Plan.

**Downtown Revitalization Phasing Plan:** A phasing plan included in the Downtown Columbia Plan identifying additional development rights by phase for Downtown Revitalization.

**Downtown Signature Building:** An existing or proposed structure which requires premiere attention to its architectural design because of its cultural significance or prominent location in relationship to the public realm, such as its position on a street or open space, or as the terminus of a vista.

**Downtown-wide Design Guidelines:** General urban design guidelines for Downtown Revitalization adopted by the Howard County Council.