CITY COUNCIL WORK SESSION AGENDA

Greenbelt Neighborhood Conservation Overlay (NCO) Zone
COUNCIL MEETING WILL BE ONLINE ONLY

Due to the COVID-19 precautions, the Council Meeting will be held online and is planned to be cablecast on Verizon 21, Comcast 71 and 996 and streamed to www.greenbeltmd.gov/municipaltv.

Resident participation:
Please click the link below to join the webinar:
https://us02web.zoom.us/j/81993674573?pwd=MmpGc0NPYWRkaFpFWVJ0OGZrN24ydz09
Password: 395788

OR

Join By phone: (301) 715-8592
Webinar ID: 819 9367 4573
Password: 395788

In advance the hearing impaired is advised to use MD RELAY at 711 to submit your questions/comments or contact the City Clerk at (301) 474-8000 or email banderson@greenbeltmd.gov.
Monday, July 20, 2020
8:00 PM

Work Session Packet *Agenda*
Introductions
Overview of Greenbelt NCO Zone Effort
Current Status of Review:

Updated Comments from City Planning Staff
- *Advisory Planning Board Recommendations*

- *Greenbelt Homes, Inc. Comments*

Council Discussion
Questions and Answers
Next Steps
Other Items

Greenbelt Neighborhood Conservation Overlay (NCO) Zone

2020-Greenbelt-Neighborhood-Conservation-Overlay-Zone-Study-Final.pdf
4.27.20 Memo NCO Standards transmitted to CM.pdf
APB Report 2020-02.pdf
Final Draft Development Standards.pdf
7-13-2-20 Memo NCO Standards transmitted to CM.pdf
NCOZ RECOMMENDATIONS FINAL GHI letter to city.pdf
NCOZ Standards BoardZTF Comments June 8 2020 (1).pdf
Staff comments on Draft NCO Zone Standards 7.14.20.pdf

Agenda Item No:

City Council Work Session Agenda Item Report

Meeting Date: July 20, 2020
Submitted by: Shaniya Lashley-Mullen
Submitting Department: Administration
Item Type: Work Session Item
Agenda Section: Work Session Packet

Subject:
Greenbelt Neighborhood Conservation Overlay (NCO) Zone

Suggested Action:

Attachments:
2020-Greenbelt-Neighborhood-Conservation-Overlay-Zone-Study-Final.pdf
4.27.20 Memo NCO Standards transmitted to CM.pdf
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Greenbelt

Neighborhood Conservation Overlay Zone

March 2020

PART 1 Planning Background

Summary

The Neighborhood Conservation Overlay (NCO) Zone is a new zoning tool adopted by the County Council sitting as the District Council on October 23, 2018, as part of Prince George's County's new Zoning Ordinance. The NCO Zone is "intended to protect and preserve the unique development features and character of established neighborhoods throughout the County, and to promote new development that is compatible with the existing neighborhood character." This flexible tool builds on the standards for development, redevelopment, and alterations established throughout the County by the new Zoning Ordinance and incorporates revised or new standards designed for individual communities to better build upon and preserve identified unique attributes.

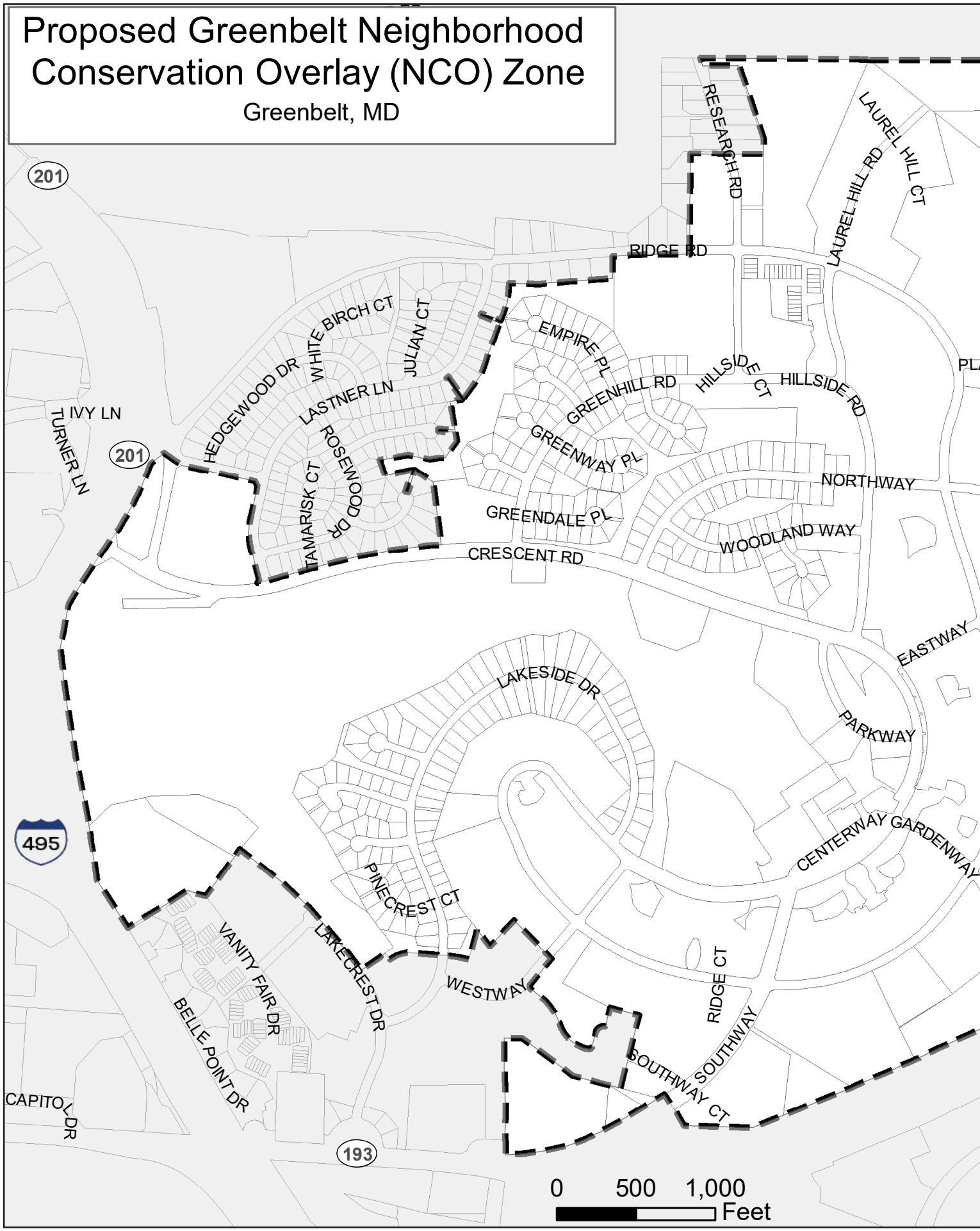
In order to establish an individual NCO Zone, the District Council shall review "a neighborhood study for the neighborhood specifying the development context in the zone." The District Council "may also establish a unique set of development standards applicable to all development" in an NCO Zone.

Homes within the Proposed Neighborhood Conservation Overlay Zone.

The first two proposed NCO Zones were placed in the Fiscal Year 2020 work program of the Prince George's County Planning Department and focus on single-family residential properties in the City of Mount Rainier and the portion of the City of Greenbelt currently located in the Residential Planned Community (R-P-C) Zone. Both proposed NCO Zones will be reflected on the proposed County Zoning Map as part of the ongoing Countywide Map Amendment and, if approved, will take effect at the same time as the new zoning map. The zoning map is anticipated to take effect in early November 2020.

Proposed Greenbelt Neighborhood Conservation Overlay (NCO) Zone

Greenbelt, MD



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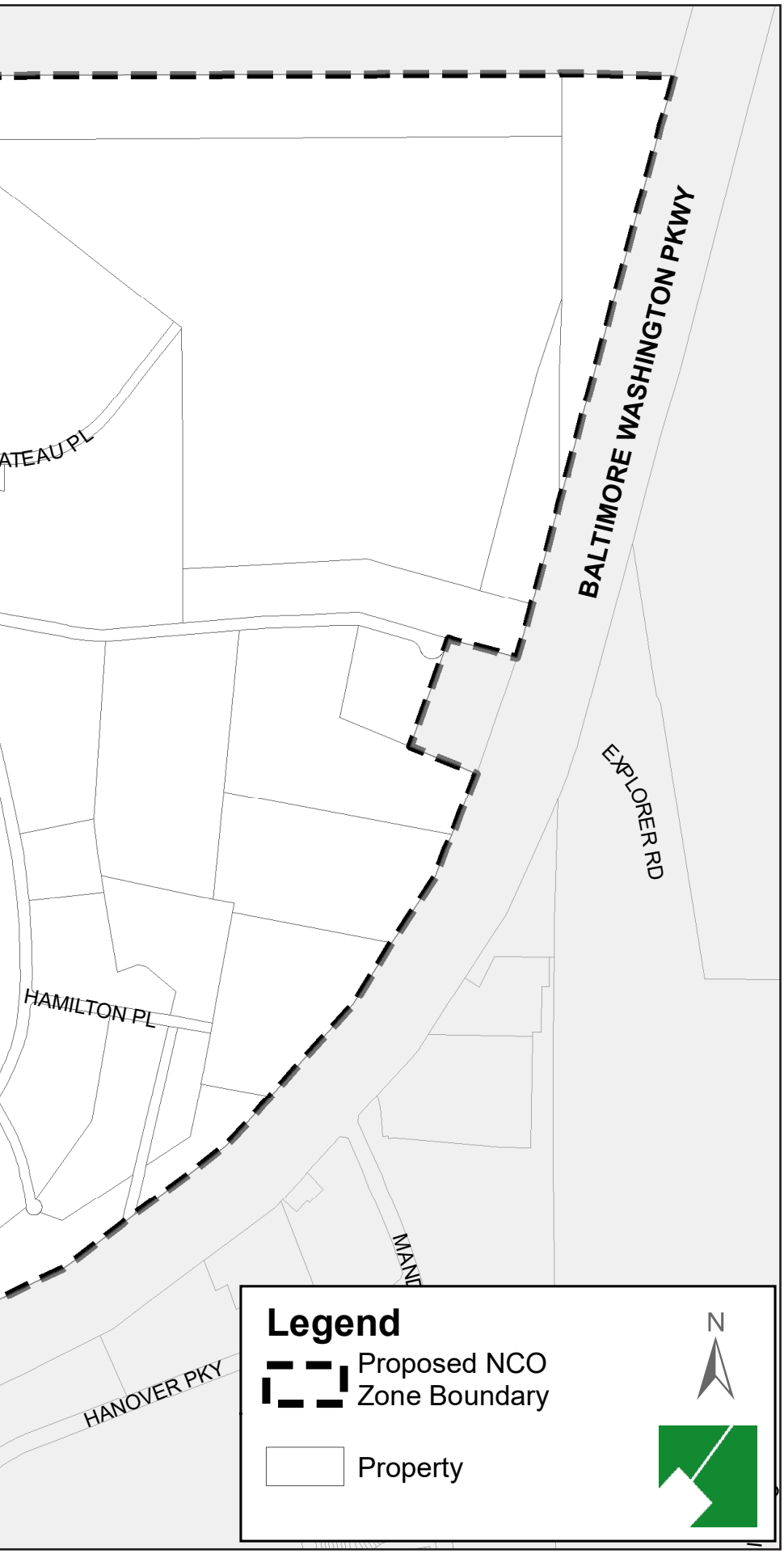
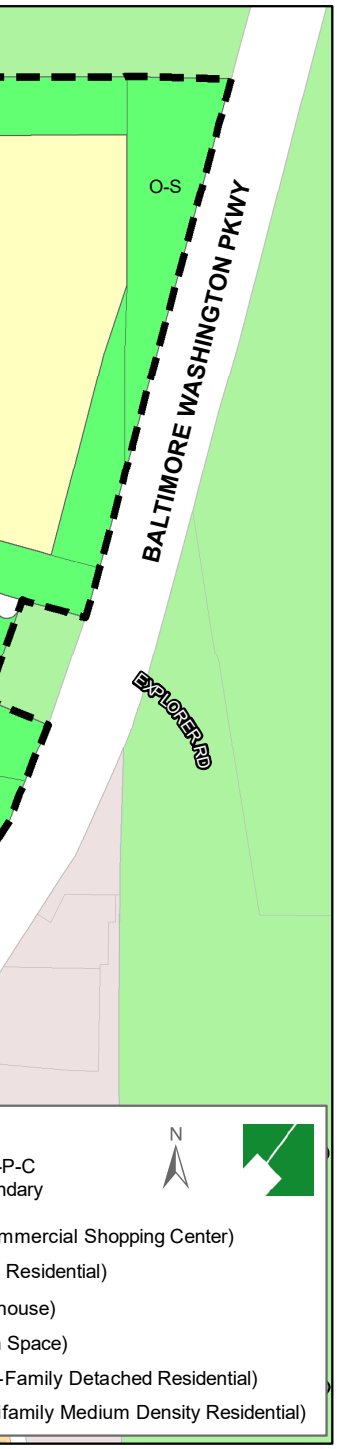


Concurrent with the preparation and approval of the new zoning map, which is an essential step before the new Zoning Ordinance may take effect, the District Council will consider both the required neighborhood study and a formal resolution to establish the two NCO Zones and any associated development standards. This neighborhood study consists of four parts:

1. The planning background for the proposed Greenbelt NCO Zone.
2. An overview and history of the neighborhoods included in the Greenbelt NCO Zone.
3. How the Greenbelt NCO Zone meets the minimum standards for establishment of an NCO Zone.
4. The policy goals for the standards proposed in the upcoming legislative amendment to establish the Greenbelt NCO Zone.

Existing Zoning and Residential Planned Community (R-P-C) Boundary
Greenbelt, MD
RESEARCH RD
RESEARCH CT
LAUREL HILL RD
RIDGE RD
WHITE BIRCH CT
JULIAN CT
EMPIRE PL
GREENHILL RD
HILLSIDE CT
HILLSIDE RD
PLATEAU PL
PLATEAU CT
HEDGEWOOD DR
LASTNER LN
ROSEWOOD DR
TAMARISK CT
GREENWAY PL
GREENDALE PL
NORTHWAY
WOODLAND WAY
CRESCENT RD
EASTWAY
LAKESIDE DR
PARKWAY
HAMILTON PL
CENTERWAY
GARDENWAY
OLIVEWOOD CT
PINECREST CT
VANITY FAIR DR
LAKECREST DR
WESTWAY
RIDGE CT
SOUTHWAY CT
SOUTHWAY
BELLE POINT DR
CAPITOL DR
AMERICAN LEGION DR
HANOVER PKY
IVY LN
TURNER LN
MONSTON RD
201
495
193
R-R
R-T
R-55
R-18
O-S
C-S-C
0 500 1,000 Feet
Legend
Current R-
Zone Bour
C-S-C (Co
R-R (Rural
R-T (Townl
O-S (Open
R-55 (One-
R-18 (Multi



The 1989 Approved Master Plan for Langley Park-College Park-Greenbelt and Vicinity and 1990 Adopted Sectional Map Amendment for Planning Areas 65, 66, and 67

The current County master plan for the area to be incorporated in the Greenbelt NCO Zone is the 1989 *Approved Master Plan for Langley Park-College Park-Greenbelt and Vicinity*. This master plan updated and replaced the 1970 master plan and remains the oldest applicable master plan in Prince George's County. The accompanying 1990 Adopted Sectional Map Amendment for Planning Areas 65, 66, and 67 (SMA) established the current Greenbelt R-P-C Zone by more than doubling the size of the R-P-C that existed at the time, culminating in 1,397.68 acres centered on the New Deal green town community embodied by the Greenbelt Homes, Incorporated (GHI) cooperative housing development, several multifamily buildings, Roosevelt Center, and the civic spaces including the recreation fields, Buddy Attick Lake Park, library, youth center, Greenbelt Aquatic and Fitness Center, municipal center, and community center. The expanded R-P-C Zone also included three single-family detached areas; the forest preserve flanking the northern and eastern portions of the community; offices, workspaces, and storage areas used by GHI and members; the defense housing area built by the Farm Security Administration; and other abutting properties. Additional rezonings were made in 1990, including placing the GHI cooperative superblocks into the R-T (Townhouse) Zone. Refer to Part 2 of this study for additional information on these included properties. The R-P-C Zone included much of the Greenbelt National Historic Landmark designated on the National Register of Historic Places.

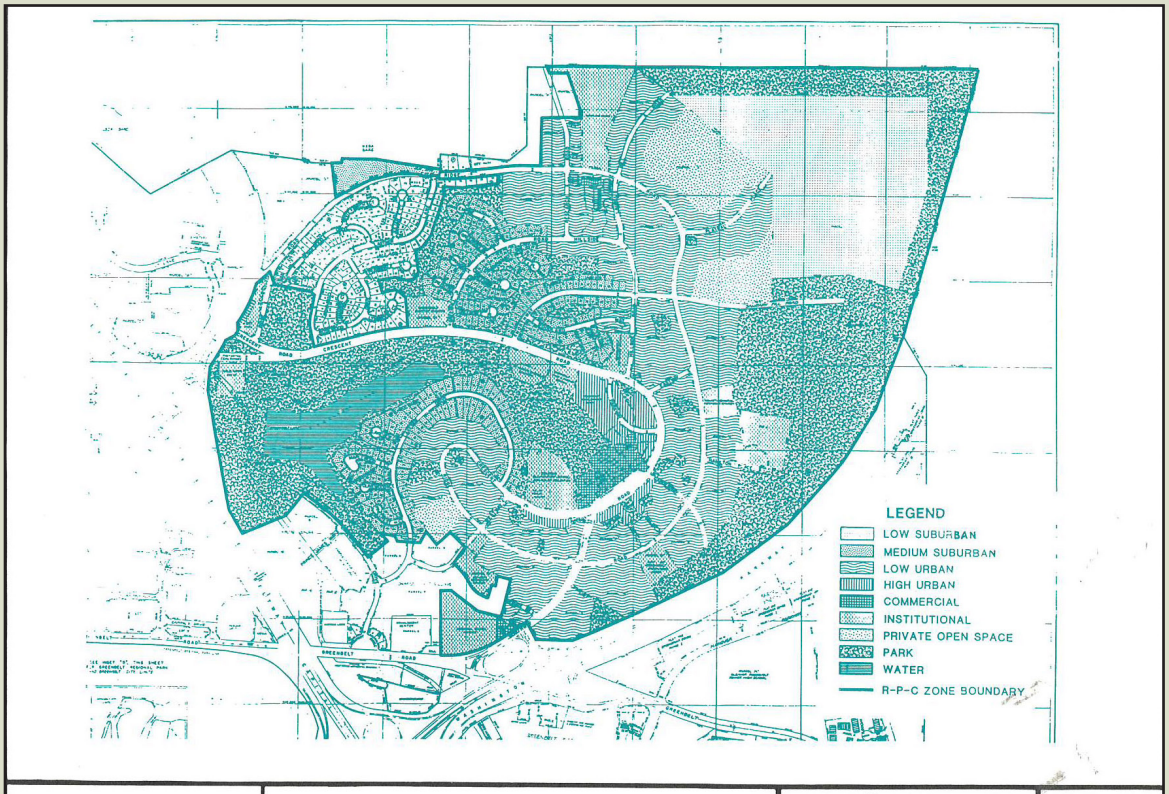
As part of the approval of the expanded R-P-C Zone, the R-P-C official plan was established as two maps on pages 213 and 214 of the master plan and SMA. The official plan restricts residential density by block and establishes the land use recommendations for the community. The approved land use plan consists primarily of "low urban," "high urban," "park," "private open space," "commercial," and "institutional" land uses with a large portion of "low suburban" land uses in the northeast quadrant and recognition of the single-family detached areas in the "medium suburban" land use classification. While these land uses are associated with density ranges in the master plan, the density map of the R-P-C official plan supersedes the master plan recommendations and controls the level of density permitted in historic Greenbelt. The commercial category "includes retail, service and office uses" while the institutional category was generally used to identify municipal and County properties along with places of worship and Federal facilities such as the former post office.

The official land use map of the master plan supplements the R-P-C official plan by identifying portions of the forest preserve as "conditional reserve areas," which indicated the presence of unsafe soils and other ground conditions that would make development challenging. Roosevelt Center was also identified as a village activity center; the centers were envisioned as mixed-use, primarily commercial areas that were also appropriate for between 50 and 150 dwelling units. Village activity centers were replaced as a County planning concept with the approval of the 2002 General Plan.

The master plan reflected Roosevelt Center as an area approximately 8.2 acres in size with approximately 53,800 leasable square feet at the time. City of Greenbelt records currently indicate approximately 54,000 square feet of retail area with 6,500 square feet of medical office. The 1989 master plan recommendations for Roosevelt Center were largely brought forward from a 1981 study designed to address challenges such as physical upkeep, litter removal, advertising, and ensuring the central plaza remains pedestrian oriented.

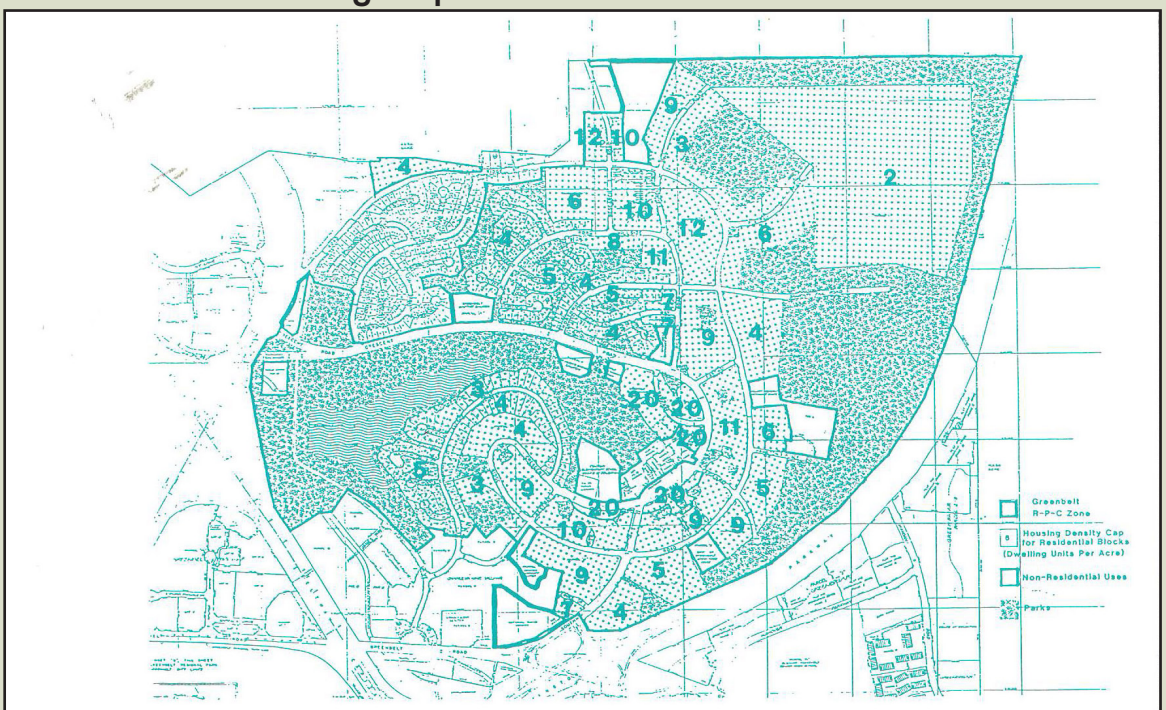
The 1989 open space implementation map recommended all open space and wooded

Greenbelt RPC Official Plan



Langley Park-College Park - Greenbelt Master Plan	OFFICIAL PLAN FOR GREENBELT R-P-C ZONE	NORTH 0 3000 6000 feet 0 915 1830 meters	Map No. 16

Greenbelt RPC Density Map



Langley Park-College Park - Greenbelt Master Plan	GREENBELT R-P-C ZONE DENSITY FOR RESIDENTIAL BLOCKS	NORTH 0 feet 0 meters	Map No. 15

Roosevelt Center

areas except a portion of the forest preserve identified as a promontory for park acquisition or dedication and reinforces the presence of unsafe lands for development in the preserve. Greenbelt Lake is identified as a scenic vista and recommendations were incorporated to minimize adverse impacts on the natural environment.

One point of note in the 1989 master plan is a recognition that "a group of citizens" have been seeking County historic designation of the 1937 original green town. This interest remains to this day, although most stakeholders prefer alternative solutions such as the Greenbelt NCO Zone.

Additional Planning Context

Public facilities recommendations have largely been updated by subsequent functional master plans. The recently renovated library, along with the municipal community center, youth center, and municipal building, form the heart of Greenbelt. The community is well served by the municipal police department and the County's District VI officers based in Beltsville provide backup. The Greenbelt Volunteer Fire Department and Rescue Squad remains planned for relocation as an intermediate priority to a location closer to MD 193 and the Baltimore-Washington Parkway per the 2008 Public Safety Facilities Master Plan. As the Greenbelt NCO study will discuss in further detail, there is strong desire to ensure residential growth is limited; therefore, there are few anticipated impacts on the County's public schools as a result of the Greenbelt NCO Zone.

The 2009 *Approved Countywide Master Plan of Transportation* updated the 1989 master plan's transportation recommendations and is the current master plan for roadways, trails, and transit. There are no master plan roadways in the proposed Greenbelt NCO Zone. Planned shared-use road trails are indicated on Crescent Road, Ridge Road, Greenhill Road, Hillside Road, Northway Road, and Southway. Existing hard surface trails surround Greenbelt Lake, connect to Lakecrest Drive and the athletic fields, and form a partial network through other open spaces in the historic core, supplemented by the robust off-street trail network present in the original superblocks and underpasses of the green town. A planned hard surface trail is indicated along most of the Baltimore-Washington Parkway with a link to the Greenbelt NCO area. Finally, the community is well-served by bus transit with TheBus Route 11 providing weekday service and WMATA Metrobus routes G12 and G14 providing daily, evening, and weekend service between the Greenbelt and New Carrollton Metro Stations.

The R-P-C Zone has proven ineffective. While it can and does continue to limit residential density within the Greenbelt R-P-C, there is little else this zone can do that would benefit the community. It is designed to require Detailed Site Plan review and approval for new development—even prior to the issuance of use and occupancy permits but GHI is exempt from this requirement while Roosevelt Center and other residential development are subject to. This creates a substantial inconsistency and severe hardships on property owners of commercial buildings because forcing a new tenant to obtain approval of a Detailed Site Plan, even if all they do is change ownership and run the same or a similar type of business such as the New Deal Café, is a costly, uncertain, and time-consuming requirement.

Additionally, several unique aspects of the original green town community require interpretations or prior zoning text amendments that are sometimes insufficiently documented or are difficult to locate unless one is

intimately familiar with the details of the current ordinance. One such example is a May 2005 interpretation regarding the current requirement for Detailed Site Plans in the R-P-C Zone. This interpretation is intended to reduce the potential burden on property owners of a Detailed Site Plan by stating the R-P-C Official Plan acts as a global, approved Detailed Site Plan for the entire R-P-C area. Any application in this area is treated as a revision rather than a new Detailed Site Plan. Another is a use regulation footnote in a separate part of the Zoning Ordinance from the R-P-C Zone that addresses the situation of the superblocks having never been platted and providing that there are no applicable individual lot standards for the homes contained on the superblocks.

One of the superblocks containing park space within the community.

The opportunity offered by the development of the Greenbelt NCO Zone is that it allows clarity to be brought to these interpretation questions.

The Greenbelt Neighborhood Conservation Overlay Zone

Formal work on the Zoning Ordinance Rewrite project began in January 2014. An evaluation and recommendations report produced by the consultant team led by Clarion Associates and released in December 2014, recommended the elimination of the R-P-C Zone. Planning Department staff began coordination with the City of Greenbelt by the end of March 2015, meeting with the City Council and Advisory Planning Board on March 30 to discuss initial concerns about the repercussions of deleting the R-P-C Zone and potential alternatives for the community.

The first part of the new proposed Zoning Ordinance was released as Module 1: Zones and Use Regulations in October 2015, confirming the elimination of the R-P-C Zone and incorporating the initial recommended language for the NCO Zone as a new type of overlay zone. The City's official response to the proposals of Module 1 was adopted by the City Council in March 2016 and recognizes the ongoing work between County and City planning staff on a potential Greenbelt NCO Zone. The City developed an initial set of goals for the Greenbelt NCO Zone and Clarion Associates offered feedback in September 2016.

Based on initial staff coordination, the City's initial goals, and Clarion Associates' professional expertise, a consultant draft of development standards for the Greenbelt NCO Zone was developed and released for stakeholder review and comment. By early 2017, it was clear from stakeholder feedback this initial draft missed the mark, and the decision was made by the County Council not to include the Greenbelt NCO Zone (or the Mount Rainier NCO Zone, which was also in draft form at that time) in the September 2017 Comprehensive Review Draft, a complete second draft of the proposed Zoning Ordinance.

Subsequent to the decision not to release draft standards in the Comprehensive Review Draft, and reflecting documented requests from the City of Greenbelt and GHI in 2017, the County Council indicated its intent to continue work on the NCO Zones in the expectation that these zones may be approved with, or added soon after, the approval of the new Zoning Ordinance. The two proposed NCO zones were added to the Planning Department's work program.

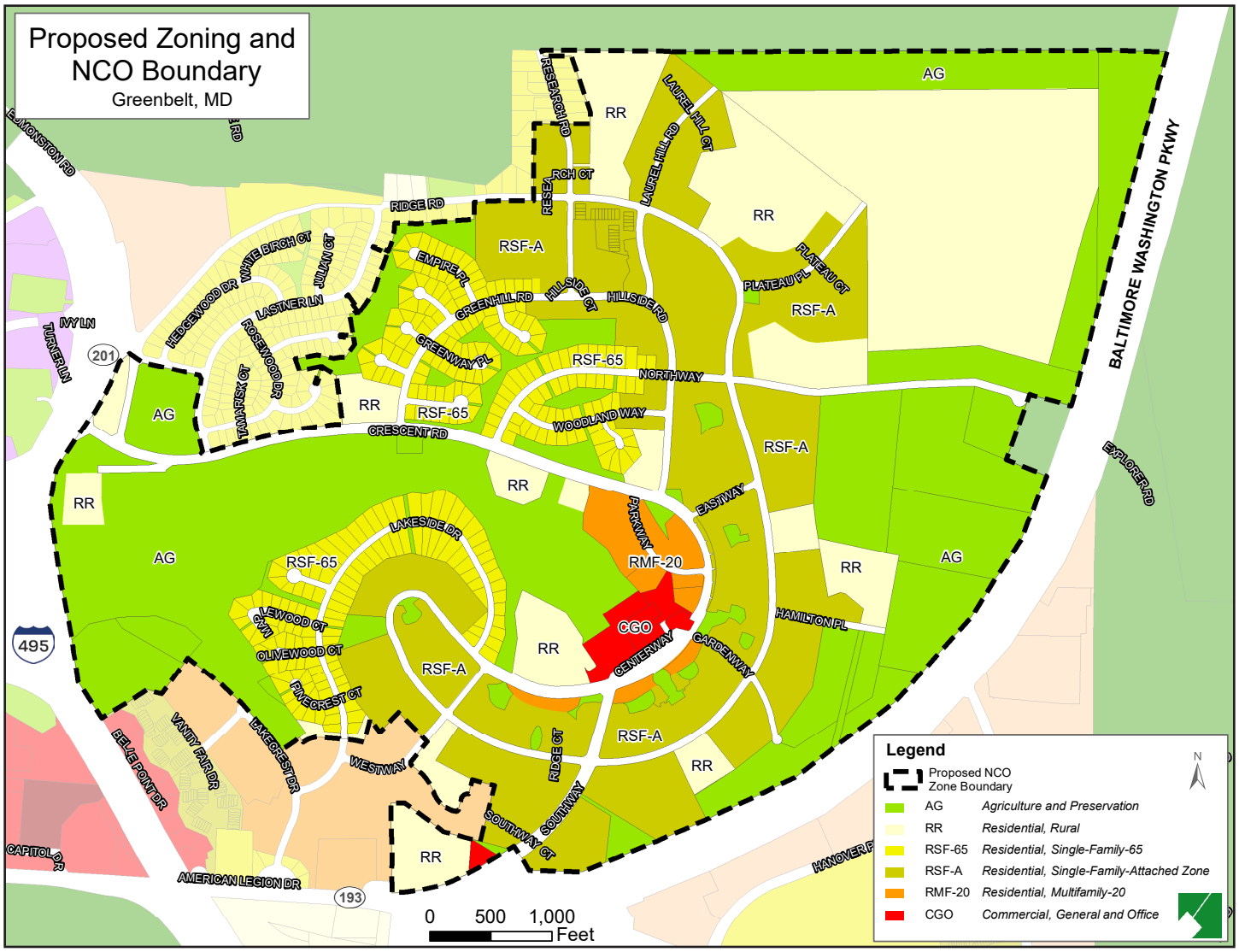
In 2018 a legislative draft of the proposed Zoning Ordinance was presented as Council Bill CB-13-2018. After extensive public review and comment, the new Zoning Ordinance, Subdivision Regulations, and Landscape Manual were adopted on October 23, 2018, with a delayed effective date to allow for the rezoning of the County to the new zones through the ongoing Countywide Map Amendment. With the approval of the new Zoning Ordinance, the County Council clarified its intent and expectation to ensure the Greenbelt and Mount Rainier NCO Zones would be ready for public review and potential approval concurrent with the effective date of the new ordinance.

In late 2018/early 2019 GHI developed its own proposed NCO development standards and released the proposal for review and comment by the membership. As with the Clarion Associates draft, the GHI draft proved

controversial among stakeholders; unlike the Clarion Associates draft, however, the GHI draft obtained the support of the GHI Board of Directors. In late 2019, the Prince George's County Planning Department met with the City Council, community stakeholders, and the Roosevelt Center Merchants' Association, and in January 2020 met with the GHI Board of Directors. The goal of these meetings was to review the zoning background, discuss the purposes and development of the NCO Zone, and solicit broad community support for the key goals for the Greenbelt NCO Zone.

One final item of importance pertains to State law, specifically Title 5. Special Types of Corporations of the Corporations and Associations Article. Subtitle 6B. Maryland Cooperative Housing Corporation Act, § 5-6B-32(a)(b) states in part that "A law, ordinance, or regulation concerning building codes or zoning may not establish any requirement or standard governing the use, location, placement, or construction of any land and improvements which comprise a cooperative project, unless the requirement or standard is uniformly applicable to all land and improvements of the same kind or character not comprising cooperative projects." Although the current Zoning Ordinance contains several provisions specifically applicable to cooperative housing projects, these provisions appear to be contrary to the Corporations and Associations Article. While GHI is the largest property owner in the Greenbelt NCO Zone, it is not possible to codify any development standards that treat the GHI properties any differently than other properties in the NCO Zone or in the rest of the County. As such, the proposed NCO standards will not include any regulations or proposals specific to GHI; any such standards which may have been contained in the prior proposals by Clarion Associates and GHI will not be incorporated.

This neighborhood study and the proposed Greenbelt NCO Zone development standards will be the direct result of community collaboration over a period of several years and will directly reinforce the goals supported by the Greenbelt community.



PART 2 Overview of the Neighborhood*

Historic Greenbelt

Greenbelt is one of three "green towns" founded by the United States government under the New Deal as an attempt to solve social, economic, and housing problems confronting the nation. Constructed on garden city principles, the builders of Greenbelt took advantage of the natural topography in the form of a crescent-shaped plateau or "green belt," to site the town. Houses were planned on the ridges around the commercial center, where stores, the post office, and community building/school were located. A series of three-story apartment buildings formed an inner circle around the commercial center. Athletic fields and the recreation center were placed in the low portion of the bowl-shaped terrain. Houses were sited in a way so that residents would have to interact with one another and to foster a sense of community. Architectural influences include the Art Deco style, as well as the International and Streamline Moderne styles.

The character-defining features of Greenbelt include common spaces, community spaces, the siting of buildings and courts according to the natural topography, and the architecture of the residential units. The buildings are arranged on superblocks of 10 to 18 acres in size, containing approximately 120 houses arranged in clusters with a "garden" side and a "service" side. Roads were kept to a minimum to promote pedestrian movement through the community, with walkways and underpasses constructed to minimize conflicts with automobiles. The entire development was surrounded by a "green belt" to provide recreational space and to act as a buffer from incompatible development.

Techniques such as the Radburn method of the use of culs-de-sac or service courts were used to face the dwelling units toward the garden side comprising an interior park or green space. The service side of the buildings face the service courts, where trash was collected, and laundry could be hung. Pedestrian footpaths are used to link the housing within the superblocks and other park areas.

Residential Development

There was no specific architectural style adopted for the buildings, but the emphasis was on good proportion and scale in the exterior facades with a harmonious use of materials and color, all in relation to the site groupings. The brick-clad buildings were constructed with gable slate roofs, unadorned wall surfaces and steel-sash casement windows. The concrete block buildings were constructed in the International style with flat roofs, white walls, and the lack of ornamentation. Brick rustication was used between the upper-floor windows to break up the massing of the buildings.

Most units are two stories tall, with 16 one-story units located at the ends of rows, originally referred to as "honeymoon" units. Rows range from two to eight units in length. Because of the high watertable in the area, the units were designed without basements. Originally, the units were heated with one boiler in a single basement under one unit only or in an attached boiler room at one

*Some partial excerpts in this section taken from the National Historic Landmark Nomination for Greenbelt, Maryland, Historic District (https://npgallery.nps.gov/NRHP/GetAsset/NHLS/80004331_text).

Left page: 1937; This page: Original homes (top), Original apartments (bottom).

end of a row. All foundations and first-floor beams and slabs are made of reinforced concrete. A total of 44.6 percent of the original units are concrete or cinder block wall construction with poured-in-place beam and slab floors and flat roofs, covered with built-up roofing and constructed entirely by unskilled laborers. A total of 51.6 percent are balloon frame with pitched roofs covered in slate and brick veneered walls. A total of 3.8 percent are balloon frame with pitched roofs covered in slate and cement asbestos shingle walls.

The architects grouped the flat and pitched-roof dwellings to achieve appealing vistas and aesthetic variation. Group housing units were planned in pairs to economize on plumbing. In most instances, units were designed with their long axis parallel to the service court to take advantage of light, ventilation, and ease of circulation. The orientation also allowed for wider plots for each individual unit, and in most cases, stairs in a central location.

The 12 multifamily buildings around the commercial center in the original planned community were designed with complete floor plans, rather than assembled in modular units like the group houses. Each building contains 18 to 48 units. Basements were used for tenant storage, laundry, and as a play space for children. The buildings are constructed of 12-inch-thick cinder block wall with reinforced concrete slab floors and roofs. They are three stories tall and are staggered like the group housing units for visual interest and to adapt to the topography. Unlike the group houses, the primary façades of the multifamily houses face the street. Entrances on the street frontages feature glass block treatment framing the doors and highlighting the stair halls for the full three stories. The garden side entrances are simpler with no decorative elements. The apartment buildings feature brick rustication between the windows for decoration. The multifamily apartment buildings more closely resemble the Bauhaus style of architecture.

RESETTLEMENT AUTHORITY PREFABRICATED UNITS

Five prefabricated units were constructed by the Resettlement Authority on Woodland Way to demonstrate economical construction. These structures are one story in height with a sloping roof and two bedrooms. They are lightweight construction comprising plywood walls set on a masonry foundation and were sited carefully to take advantage of topography and wind conditions.

PARKBELT HOMES

The Parkbelt Homes consist of 10 houses located on Forestway and are the only privately constructed buildings sanctioned by the federal government as part of early plans to expand Greenbelt. These streamlined houses were built by General Houses of Chicago, a pioneer in the field of prefabricated housing. The Parkbelt Homes were originally one-story, flat-roofed structures with a copper-bearing steel frame bolted to a concrete foundation. The walls and roofs are made of factory-made insulated panels that were shipped to the site and assembled. Most of these structures have been modified by the addition of newer siding, pitched roofs and replacement windows. The 10 Parkbelt homes were constructed on 0.13 to 0.38-acre lots arranged around a cul-de-sac. Houses range from one to two stories in height. Green space surrounds the outer edge of the development to provide a park-like setting.

DEFENSE HOUSING

From 1941 to 1942, 1,000 units of defense housing were constructed by the Farm Security Administration. These units were placed in areas originally designated for Resettlement Authority housing that was never built. Siting of these buildings is similar to the original units but does not employ the same garden city principles as the original structures. The orientation of the defense housing is directly on the service courts, which are shorter and squatter, as opposed to being separated from it by garages or hedges. Service yards are shallower than the

original units, there are no garages, and there is a lack of topsoil and footpaths on the garden sides. There are no underpasses under Ridge Road to protect pedestrians from vehicle traffic. These courts lacked trees, hedges, and interior gardens and are generally poorly graded.

The defense houses are two-story frame buildings set on masonry foundations. Floor plans are more compact and differ from the original units. In addition to two-story town houses, the defense homes also feature some flats stacked one on top of the other. Entrance is by side porches at the ends of the units. Other second-floor flats are accessed via a central, first-floor door that leads to a common stair.

GARAGES

Resettlement Authority planners originally intended to provide garages for all dwelling units. However, only 50 percent of them were built due to lack of funding. As a result, paved parking areas were provided in the service court areas. A total of 275 garage units are arranged in compounds adjacent to service courts and 100 are attached to housing units where service courts are too far distant. The garages are flat-roofed concrete block structures set upon poured concrete foundations. In 1937, only the garages attached to buildings contained overhead doors, while those within the service courts were left open. However, those buildings were designed so that they could be easily fitted with doors, and today, all garages feature wooden panel overhead doors.

The Town Common

The original town common comprised two commercial buildings, an elementary school/community building, a combination police station/fire department and automobile repair shop, a gasoline filling station, and one set of closed garages. All buildings were heated by a central heating plant located in the basement of the theater.

COMMUNITY BUILDING

The Community Building/Elementary School is the heart of the original town and is a superb work of Art Deco architecture. The building is two stories tall, with a flat roof and concrete frame covered in brick veneer. The building's rigid concrete frame is strengthened by protruding buttresses, which are fluted to stress the verticality of the Deco style. The buttresses also provide for unobstructed interior space. At the base of each bay on the exterior of the building between the buttresses, and on the entry above the principal door is a carved limestone bas-relief panel representing part of the preamble of the Constitution and reflect the democratic ideals of the Greenbelt community. The panels were sculpted by Lenore Thomas, who was working for the Special Skills Division of the Resettlement Authority at the time, with the assistance of Tony Lucasini. The panels are executed in the Art Deco style associated with federal art of the late 1930s. A wing was added behind the north wing in 1947. Another addition housing an adult care center is located to the rear of the main block on the north side.

COMMERCIAL BUILDINGS

The original pair of commercial buildings are located on Centerway and originally housed a movie theater, drug store, barber shop, shoe repair, valet, and a bus station. Offices for the town government and cooperative endeavors were located on the second floors. The buildings are constructed of concrete block with a brick veneer and have the low modern lines of the Streamlined Moderne style, consisting of horizontal compositions, curved walls, flat roofs, and banded corner windows. Construction of the theater included buttressed walls, like the community center. The commercial shopping center is a noteworthy example of an integrated neighborhood shopping center because of its siting within the larger community and its emphasis on the pedestrian experience, separating walkers and cars. The 100-foot-wide pedestrian mall was meant to provide social and cultural interaction as much as to provide access to the commercial space. Access to the commercial area is provided by a secondary road off the main arterial with most of the parking concentrated in the rear of the shops. The "Mother and Child" statue, also sculpted by Lenore Thomas in 1938, serves as the focal point of the shopping court. An addition was placed on the southwest corner of one of the buildings in 1947 for the Town of Greenbelt offices, but ultimately housed a bank.

FIRE STATION/REPAIR GARAGE

This two-part concrete block, brick-veneered structure originally housed the fire and police station at its southwest end and a repair garage at its northeast end. A new fire station was built on Crescent Road in 1961 and this building was adapted to commercial uses. The auto repair facility still operates as that use.

Recreational Facilities

SWIMMING POOL AND BATH HOUSE

The swimming pool and bath house were constructed in 1938, after swimming was banned in the lake. The pool was designed to accommodate 1,000 families. The concrete wall behind the diving board is original. The bathhouse was originally a freestanding building, but is now incorporated into the Aquatic Center, constructed in 1992. Porthole windows are located at the attic level. The original entrance into the bathhouse still contains triple doors but is no longer a working entrance.

MAINTENANCE BUILDINGS

The three buildings to the east of Ridge Road on Hamilton Place were constructed in 1944 for the Public Housing Authority to house maintenance activities for the community. They are long, low brick buildings in a polygonal site plan. The main building serves as the administration building for Greenbelt Homes, Inc. Two buildings set at an angle to the main building serve as repair/maintenance shops.

RECREATION

A 27-acre man-made lake with an earthen dam and concrete spillway was provided for recreational purposes. It is surrounded on three sides by Buddy Attick Park, named in honor of one of Greenbelt's original citizens and first police officers. Braden Field is the heart of the recreational area and is original to the planned community. In 1938, there were four tennis courts and, one year later the three baseball/softball fields and football fields were added. The Youth Center, located between the pool and the fields, is a more recent addition.

WOODLAND AND FARMLAND

The remains of the physical "greenbelt" can be seen in the woodlands that surround the lake and act as a buffer between housing subdivisions at the north. Portions of the greenbelt are also preserved on the eastern side of the town in the Forest Preserve between the townhouses and the Baltimore-Washington Parkway.

PARCELS ADDED AFTER ORIGINAL TOWN BUILT

After construction of the original and defense houses by the Federal government, several private subdivisions were platted within the greenbelt. These include Lakeside Blocks A & B (1954); Lakeside First Addition (1956); Woodland Hills Blocks A, B & C (1956); Lakewood, Greenvalley Sections I and II (1956); and Lakecrest (1962). Like the original Greenbelt town plan, these developments sited single-family houses on individual lots bordering green spaces. The subdivisions took advantage of the natural topography and follow the contours of the natural ridge around which portions of the original town were developed. Houses are sited on cul-de-sacs and are one to two stories in height.

Single-family detached homes added after the original Greenbelt housing.

Religious structures were also later added to the community including the Greenbelt Community Church (1951), Mishkan Torah Jewish Community Center (1955), Mowatt Memorial Methodist Church (1955), and St. Hugh's Catholic Church and School (1963). Other structures include the Greenbelt Plaza Apartments (9, 11, 51, and 53 Crescent Road), the Concession Stand at Greenbelt Lake (1960s), Youth Center (1961), Greenbelt Fire Department (1961), Co-op Supermarket (1962), City of Greenbelt Offices (1964 and 1978), Professional Building (115 Centerway), Public Works Department Building and Open Garage (1969), Greenbelt Public Library (1970), Greenbelt Homes Townhouses (1970), Green Ridge House Nursing Home (1977), Police Station (1990), Greenbelt Elementary School (1992), and Greenbelt Aquatic and Fitness Center (1992).

Places of worship continue to provide important community services.

PART 3 Minimum Standards for the Approval of a Neighborhood Conservation Overlay Zone

Section 27-4403(a)(3) of the adopted Zoning Ordinance contains the minimum standards for designation of an NCO Zone. An NCO Zone may only be approved by the District Council if the following standards are met:

(A) At least 65 percent of the land area within the proposed NCO Zone, not including street and other rights-of-way, is developed.

The majority of the proposed Greenbelt NCO land area was developed between 1937 and 1970. A small number of parcels, almost all located in the forest preserve to the north and east of the proposed NCO Zone, remain undeveloped. However, these undeveloped parcels are very large in acreage; as a result, Greenbelt does not currently meet this standard as only 484 of the 807 total acres (59.9 percent) of the proposed NCO Zone land area are developed.

As a result of this analysis, staff will recommend the County Council revise the requirement of the adopted Zoning Ordinance from the percentage of land area to the percentage of properties within the proposed NCO Zone.

Until and unless such a revision is incorporated, the Greenbelt NCO Zone cannot be approved by the Council as currently proposed.

(B) Development patterns in the NCO Zone demonstrate an effort to maintain or rehabilitate the character (including, but not limited to, the historic character of existing communities) and physical features of existing buildings in the zone.

The City of Greenbelt, GHI, the Roosevelt Center Merchants' Association, Prince George's County Library System, and other key property owners play an active and ongoing role in maintaining the historic character of Greenbelt, one of only three New Deal green towns in America. Renovations of existing structures are subject to architectural guidelines in GHI, and the Roosevelt Center businesses remain interested in preserving the form and architectural quality of the commercial buildings. There are Maryland Historical Trust easements on the original theater and community center, as well as the "Mother and Child" statue anchoring Roosevelt Center. Several of the apartment buildings in the proposed NCO boundary are under recent new ownership with owners expressing interest in context-sensitive improvements that will retain the character and architectural styling of the apartments. Single-family detached owners generally maintain their properties in good condition and at appropriate size and scale to the original post-war construction patterns of these areas.

The intense interest of the City and community in pursuing the NCO Zone itself is drawn from the deep desire of all stakeholders to maintain the historic character and physical features of Greenbelt.

(C) The development standards proposed to be applied to the zone will encourage the retention of the general character and appearance of existing development in the zone.

Compliance with this standard will be determined through the legislative process when the District Council reviews and approves the proposed development standards in an upcoming draft Council Bill. The standards of the draft bill will be designed to facilitate and encourage retention of the general character and appearance of the existing development.

(D) The area must possess one or more of the following distinctive features that create a cohesive identifiable setting, character, or association:

(i) Scale, size, type of construction, or distinctive building materials;

(ii) Lot layouts, setbacks, street layouts, alleys, or sidewalks;

(iii) Special natural or streetscape characteristics, such as creek beds, parks, gardens, or street landscaping; or

(iv) Land use patterns, including mixed or unique uses or activities.

The proposed Greenbelt NCO area is one of the Country's best examples of the Art Deco style integrated into one of only three New Deal green towns in America. It is distinctive in its construction and layout. The superblock design of the original 1937 development is unique in Prince George's County and features a robust pedestrian network well-integrated to the natural environment and inclusive of grade-separated pedestrian underpasses that reduce vehicle-pedestrian conflicts. The overall land use pattern, integration of mixed residential development with commercial, institutional, and recreational uses, and walkable scale of historic Greenbelt make it well-suited for designation as a Neighborhood Conservation Overlay Zone.

PART 4 Policy Goals for the Greenbelt Neighborhood Conservation Overlay Zone

The goals of the Greenbelt NCO Zone are:

1. Preserve the development characteristics of the New Deal community, including the superblock concept, garden city character, walkability, internal green spaces, sustainable development practices, and the "green belt."
2. Restrict the residential density allowed by the new zones of the Zoning Ordinance so that new development does not overwhelm or negatively impact the character of the community.
3. Clarify the applicability of development standards for properties that were never subdivided.
4. Ensure new buildings and structures and additions to existing dwellings, accessory structures, and nonresidential buildings are appropriate in size and scale with existing buildings.
5. Minimize impacts to or restrictions on existing nonresidential uses to ensure they have every opportunity to continue to serve the community.
6. Minimize the provision of new parking spaces to limit expansion of impervious surfaces and preserve open space.

City of Greenbelt
Department of Planning and Community Development
15 Crescent Road, Suite 200, Greenbelt, Maryland 20770
(301) 345-5417 Fax (301) 345-5418

Memorandum

TO: Ms. Nicole Ard, City Manager

FROM: Terri S. Hruby, Planning Director

DATE: April 28, 2020

RE: Proposed Draft Neighborhood Conservation Overlay Zone Standards

Background

On October 23, 2018, the Prince George's County Council, sitting as the District Council, adopted CB13-2018, a new Zoning Ordinance for the County. The purpose of the new Zoning Ordinance is to bring the current zoning ordinance and subdivision regulations into a more modern, simplified and user friendly set of regulations. As you are aware a major criticism of the City's on the new Zoning Ordinance was the deletion of the Residential Planned Community Zone (R-P-C). Historic Greenbelt is currently located in the R-P-C Zone, and the R-P-C Zone limits residential density by block, requires detailed site plan review for multi-family and nonresidential development and requires detailed site plan review prior to the issuance of grading and use an occupancy permits. The R-P-C Zone does not apply any development standards to Historic Greenbelt, and therefore all development is subject to the standards of the underlying zone. As a result there are no individual lot standards that can be applied to the Greenbelt Homes, Incorporated units since they have never been platted. The major value of the R-P-C is that it limits residential density to Historic Greenbelt levels.

As you are aware, in response to concerns raised by the City during the Zoning Rewrite project on the proposed elimination of the R-P-C Zone, the County agreed to work with the City on the creation of a Greenbelt Neighborhood Conservation Overlay Zone (NCO Zone). The Prince George's County District Council adopted CR-82-2018, concurrently with the new Zoning Ordinance, that granted approval for Maryland-National Capital Park and Planning Commission (M-NCPPC) to initiate and prepare a Greenbelt Neighborhood Conservation Overlay Zone. The NCO Zone is a new zoning tool provided in the County's new Zoning Ordinance. The intended purpose of the NCO zone is, "to protect and preserve the unique development features and character of

established neighborhoods throughout the County, and to promote new development that is compatible with the existing neighborhood character." The NCO zone applies a unique set of development standards that are aimed at preserving the unique development features and characteristics of a neighborhood. The NCO zone requires the completion of a neighborhood study that, "Specifies the development context in the Zone" and legislation passed by the County Council that approves insertion of the Greenbelt Overlay Zone language and standards in the new Zoning Ordinance.

In December, 2019 M-NCPPC kicked off the Greenbelt NCO zone project with a community meeting, followed by a meeting with the GHI Board of Directors in January, 2020. The purpose of the meetings was to review the current R-P-C Zone, recap the Zoning Ordinance Rewrite project and the City's involvement, outline the NCO zone, discuss project schedule and next steps and to identify the goals and objectives of the NCO zone. In late March/early April, M-NCPPC staff released the Draft Greenbelt Neighborhood Conservation Overly Zone Neighborhood Study and Draft Standards. The Neighborhood Study provides a detailed summary of the planning background behind the Greenbelt NCO Zone, an overview of Historic Greenbelt and discussion of the minimum standards required for the approval of a Neighborhood Conservation Overlay Zone.

The release of the Draft Greenbelt NCO Zone Development Standards quickly followed the release of the Draft Neighborhood Study. As stated in the Draft Standards document, "The document is a discussion draft of potential development standards for the Greenbelt NCO Zone and is provided for stakeholder review and comment." The County-wide Sectional Map Amendment proposes the Greenbelt NCO Zone boundaries to be consistent with the existing boundaries of the R-P-C. It is anticipated that at the conclusion of the public review process, the standards will appear in a proposed County Resolution in June, 2020, with final approval anticipated in November, 2020 concurrently with the County's Countywide Sectional Map Amendment. M-NCPPC staff has indicated that the County Council will accept comment on the Greenbelt Neighborhood Standards during the public hearing process on the County-wide Map Amendment that has been postponed at this time, but is anticipated to be competed in June, 2020.

Analysis – Draft Greenbelt NCO Zone Standards

As stated, M-NCPPC staff has released the Draft Greenbelt NCO Zone Development Standards and is soliciting public comment. A summary of the work that preceded the release of the current draft Greenbelt NCO standards can be found on Page 8 of the Draft Greenbelt Neighborhood Conservation Overlay Zone Neighborhood

Study, including discussion of community engagement/comment that has occurred to date. Of significance to note that in early 2019 Greenbelt Homes, Incorporated developed its own proposed NCO development standards.

The Draft Greenbelt NCO Zone Neighborhood Study and the Draft Development Standards identify six goals which are intended to guide the development of the draft standards. They include preserving and protecting Historic Greenbelt's unique development characteristics, restricting residential density, clarifying the applicability of the standards, regulating new buildings and structures, minimizing impacts on existing commercial uses and minimizing expansion of impervious surfaces. Staff believes the goals identified to date are consistent with the public input received during the zoning rewrite project, but is confident that the goals will be modified and/or added to as the standards move through the public review process.

Density

The first set of development standards deal with density. As requested by the City during the zoning rewrite project, the draft standards adopt the R-P-C Official Plan that restricts residential density by block. This will allow the R-P-C Zone density restrictions to carry forward. The standards also reference the existing R-P-C overall density standard of a maximum of eight dwelling units per gross acre for the entire Greenbelt NCO Zone. Staff questions the need to reference overall density, and believes for clarity purposes density should be governed solely by the maximum residential density permitted by block.

Dimensional and Intensity Standards and Multiple Principal Dwellings on Same Lot or Parcel

The second and third set of development standards address dimensional and intensity standards and multiple principal dwellings located on the same lot or parcel. This standard is intended to acknowledge that attached dwellings shall not be required to meet individual lot dimensions and intensity standards of the underlying zone. These standards address the fact that GHI is developed on superblocks and has never been subdivided.

Alterations, Expansions, Enlargements and Extensions

Four development standards related to alterations, expansions, enlargements and extensions are proposed. The first standard in this section restricts the size and height of additions and extensions to single-family detached, townhouse, two-family, or three family residential dwelling units. The size of an addition is limited to a maximum cumulative sum of 40 percent of the gross floor rea of the original dwelling unit and building height is restricted to the height of the existing dwelling units. Staff agrees with

the intent of these standards, but is concerned that the standards should be revised so that they do not apply to the single-family platted lots in Lakeside and Woodland Hills. In staff's opinion these neighborhoods which are not part of the original planned community should be excluded from the boundaries of the NCO Zone, or only density related standards shall apply. Since these areas are platted they should be regulated by the dimensional and intensity standards of the underlying zone, consistent with how they have been regulated since their construction.

Staff agrees that the standards need to address the size of additions/expansions. As stated, the standards recommend limiting the size of additions to 40 percent of the gross floor area of the original dwelling unit. GHI has proposed a standard that would allow for additions up to 100 percent of the gross floor area of the original unit. The M-NCPPC's consultant's earlier Greenbelt NCO Draft Standards recommended a 20 percent gross floor area increase allowance. The intent of controlling the size of additions is to have the means to regulate and protection/preservation a certain amount of internal green area throughout the residential neighborhoods. Perhaps a standard that restricts the size of the first floor area would be more appropriate. Regardless, staff does not support a 100 percent increase in floor area, and is even concerned with the impact the proposed 40 percent standard could have on the landscape of Historic Greenbelt. Staff believes more discussion and evaluation is needed to finalize this standard.

Staff also does not support the standard that allows for additions and expansions to commercial properties constructed before November 24, 1949. Staff recommends a standard that will prohibit additions or expansions to the commercial buildings within Roosevelt Center. This will further allow the character, scale, massing, etc. of Historic Greenbelt to be protected and preserved.

New Development

Standards for new development address form and massing. The standards restrict building heights to 40 feet for single-family attached and detached dwellings and for new commercial and mixed-used buildings and to 50 feet for multifamily dwellings. Staff believes these height limitations are too permissive. Staff recommends that the NCO zone standards regulate heights so they respect the existing heights of the original single-family, multifamily and commercial structures.

Parking

The draft standards require new residential development to provide 1.5 spaces per dwelling unit. This provision could have significant implications for our residential owners if they were ever required to rebuild. More discussion on whether parking

should be required to respect existing parking levels needs to occur, and if not if 1.5 spaces per dwelling unit is appropriate. The GHI standards recommend no more than one parking space per dwelling units be required.

Accessory Structures

The standards permit residential accessory structures, including but not limited to sheds, fences, and porches. For properties in the Residential Single Family – Attached Zone (e.g., GHI), accessory structures are required to be located within the service side of the associated dwelling. Staff is aware that GHI's rules restrict the placement of accessory structures to the service side, except under certain conditions. The Standards should provide for the placement of accessory structures in the garden side when it is determined to be less visually intrusive, needed to accommodate trash storage and/or when not feasible as in the case of the one-bedroom frame units that do not have a service side.

Additional Comments

The NCO Zone stipulates that, "No permit for any new construction or expansion of an existing structure resulting in an increase in the gross square footage of the building of 15 percent or more may be issued until the Planning Director determines that the proposal complies with all design standards established for the NCO Zone where the land is located." As staff has stated previously during the zoning re-write project, a referral to the City should be part of the Planning Directors approval process. City planning staff is in the best position to evaluate development proposals for conformity to the development standards, particularly those that require intimate knowledge of the unique development features and characteristics of the Historic Greenbelt.

Staff believes that standards fall short in not regulating the demolition of structures and regulating new development and proposes the following additional standards:

1. No new dwelling units shall be developed in the Greenbelt NCO Zone, except as may otherwise be permitted by this Zoning Ordinance to replace an existing dwelling unit damaged by fire or other unintentional act.

2. Additions to multifamily dwellings and commercial buildings are prohibited.

3. Demolition of two-family, three-family, or townhouse dwellings is only allowed if it is demonstrated that the dwelling unit is out of character, style, scale, and the period of construction with the dwelling units and other

buildings in its immediate neighborhood. If a dwelling unit is demolished for the purpose of replacing it with a new dwelling unit, the footprint of the new dwelling shall be no larger than the footprint of the demolished structure.

4. Demolition of commercial and multi-family buildings is only allowed if it is demonstrated that the dwelling unit is out of character, style, scale, and the period of construction with the other buildings in its immediate neighborhood. If a building is demolished for the purpose of replacing it with a new building, the footprint of the new dwelling shall be no larger than the footprint of the demolished structure.

Staff also supports the inclusion of the following standard contained in GHI's proposed standards that they transmitted to the City:

5. Two-story additions shall be placed only on the garden side or at the end of a dwelling unit. Service side additions shall not exceed one-story.

Conclusion/Next Steps

In summary City staff recommends the following development standards and/or issues require further analysis and discussion as the standards navigate the public review process. As M-NCPPC staff have stated, the development standards and neighborhood study are a draft and intended to spark stakeholder review and comment. Relying on the recommendations contained in this memo and input from stakeholders staff will draft a recommendation for City Council consideration that can be transmitted to the Prince George's County Planning Board and Prince George's County Council, sitting as the District Council as part of the public hearing process.

1. Consider omitting the reference to a required overall maximum density of 8 dwelling units per gross area for the entire Greenbelt NCO Zone and only address maximum density by block.
2. Consider removal of the single-family detached neighborhoods of Lakeside, Lakewood, and Woodland Hills OR clearly state that the Density standards are the only NCO zone development standards that apply to single-family detached dwelling units.

3. Evaluate the development standard governing the size of additions and expansions and agree on an appropriate maximum floor area threshold that will protect/preserve internal green space throughout the NCO one.
4. Revise the development standards so additions and expansions to commercial and multifamily structures are not permitted.
5. Regulate the height of structures so they respect the heights of the original structures in Historic Greenbelt.
6. Evaluate the standard that address parking and confirm that 1.5 parking spaces per new dwelling unit appropriate.
7. Evaluate the standards for residential accessory structures to determine if they yield the desired results.
8. Propose additional standards as referenced under “Additional Comments” above to regulate the demolition of structures and new development.
9. Support the inclusion of a standard that requires that two-story additions shall only be placed on the garden side or at the end of a dwelling unit and requires that service side additions shall not exceed one-story.

Staff has scheduled a City Council work session for May 6, 2020 and has invited Chad Williams to participate. The purpose of the work session is to initiate public discussion on the Draft Greenbelt NCO Zone Study and Standards. Staff will be emailing notifications of the City Council work session to known interested parties and property owners within the proposed NCO Zone. Staff will encourage interested parties to submit comments to City planning staff so they can be considered as the stakeholders, the City and the County work together to finalize the Greenbelt NCO Zone Standards. Although the public hearing on the County’s CMA has been postponed, M-NCPPC staff has suggested that the City be prepared to submit comments on the Greenbelt NCO Zone by end of May. The City can also submit additional comments on the CMA if needed.

City of Greenbelt
Department of Planning and Community Development
15 Crescent Road, Suite 200, Greenbelt, Maryland 20770
(301) 345-5417 Fax (301) 345-5418

ADVISORY PLANNING BOARD **REPORT NO. 2020-02**
REPORT TO COUNCIL **DATE: June 4, 2020**

SUBJECT: Greenbelt Neighborhood Conservation Overlay (NCO) Zone

BACKGROUND:

On May 20, 2020 and June 3, 2020 the Board discussed the Draft Greenbelt Neighborhood Conservation Overlay Zone Development Standards. As stated in the document, "The Greenbelt Neighborhood Conservation Overlay (NCO) Zone is established and intended to protect and preserve unique development features and the character of the historic New Deal community of Greenbelt."

ANALYSIS:

The Board, with questions answered by Terri Hruby, Director of Planning and Community Development and Chad Williams from M-NCPPC went through the document and identified six (6) changes the Board would like to see made to the draft development standards.

There was significant discussion by the Board regarding additions or expansions to existing single-family detached, townhouse, two-family, or three-family residential dwelling units. The draft development standards state that additions on these units "shall not exceed a cumulative sum of 40 percent of the gross floor area of the original dwelling unit as it existed when construction was initially complete."

The Board heard from members of GHI who expressed their belief that 40 percent additions or expansions was too restrictive. The Board agreed that the percentage should be increased, but did not agree with the GHI transmittal dated February 15, 2019 that additions shall not exceed 100 percent.

The Board then voted 5-1 to propose that this language should allow for additions or expansions up to 60 percent of the gross floor area of the original dwelling unit as it existed when construction was initially completed.

Next, the Board discussed *Alterations, Expansions, Enlargements, or Extensions* draft standard number 3 which sets the proposed standard for additions or expansions to commercial buildings constructed before November 29, 1949. The Board unanimously agreed to propose that all commercial structures located in Roosevelt Center and the immediate vicinity (e.g. DMV pizza, barbershop, gas station, and auto repair shop) be included in this standard.

The Board noted, in particular, that a building exceeding 40 feet in height would negatively impact the historic nature of Roosevelt Center.

The next proposed change is to *New Development* draft standard number 2 which states, "New dwellings shall not exceed 50 feet in height for multifamily dwellings or 40 feet in height for any other dwelling." The Board proposes that this standard be changed to state, "New dwellings shall not exceed ***45*** feet in height for multifamily dwellings or 40 feet in height for any other dwelling."

The Board also discussed whether the Lakewood Subdivision, Woodland Hills Subdivision, Lakeside Subdivision, and Parkbelt Homes should be included in the NCO Zone. The Board voted 6-1 to recommend that only the density requirement be applied for these areas. This means that the NCO standard regarding alterations, expansions, enlargements and extensions would not apply to these areas.

The Board also voted to recommend that the Jones' property be excluded from the NCO Zone Boundary. This recommendation is rooted in the fact that this property is not contiguous as Boxwood Village is not within the boundary of the proposed NCO Zone.

There was a great deal of discussion about the density allowed at and in the immediate vicinity of Roosevelt Center. The RPC Zone did not have a density associated with it, but the proposed NCO Zone standards would allow for 12 dwelling units per acre. At the conclusion of the discussion the Board agreed that they would like to see appropriate opportunities for housing or work/live units that respects the character of Roosevelt Center, but did not have sufficient information to recommend a specific density cap. The Board recommends that this issue be discussed and explored further to identify an appropriate density cap for Roosevelt Center.

With respect to the areas that are proposed to be zoned Rural Residential the Board had a robust discussion about recommendations to be made. At the end of the discussion it was determined that no changes were recommended to this section of the draft standards.

RECOMMENTAION:

The Board recommends the following proposed changes to the draft development standards as summarized below:

Existing Draft Standard	APB Recommendations
Alterations, Expansions, Enlargements, or Extensions (1):	
Additions or expansions to existing single-family detached, townhouse, two-family, or three family residential dwelling units shall not exceed 40 percent of the gross floor area of the original dwelling unit as it existed when construction was initially complete. No alteration, expansion, enlargement or extension shall exceed the height of the existing dwelling unit. Alterations, expansions, enlargements, or extensions shall maintain the roofline of the existing dwelling unit.	Additions or expansions to existing single-family detached, townhouse, two-family, or three family residential dwelling units shall not exceed **60 percent** of the gross floor area of the original dwelling unit as it existed when construction was initially complete. No alternation, expansion, enlargement, or extension shall exceed the height of the existing dwelling unit. Alterations, expansions, enlargements, or extensions shall maintain the roofline of the existing dwelling unit.
Alterations, Expansions, Enlargements, or Extensions (3):	
Additions or expansions to commercial buildings constructed before November 29, 1949 shall reflect the massing and architectural character of existing commercial structures located in Roosevelt Center. Alterations, expansions or extensions shall not exceed 40 feet in height.	Additions or expansions to commercial buildings shall reflect the massing and architectural character of existing commercial structures located in Roosevelt Center and the immediate vicinity. Alterations, expansions, or extensions shall not exceed 40 feet in height.
New Development (2):	
New dwellings shall not exceed 50 feet in height for multifamily dwellings or 40 feet in height for any other dwelling.	New dwellings shall not exceed **45 feet** in height for multifamily dwellings or 40 feet in height for any other dwelling.
Density	
Currently the density map identifies a maximum density of 12 du/ac for the commercial buildings in Roosevelt Center (Including the original Fire Station/Repair Garage property as identified in the Draft Neighborhood Study)	The Board would like to see appropriate opportunities for housing that respects the character and history of Roosevelt Center. The Board does not have sufficient information to recommend a specific density cap, and therefore recommends that this issue is further studied and discussed to determine an appropriate density recommendation for this area.

Areas to be included	
The NCO Zone Boundary currently includes: Lakewood Subdivision Woodland Hills Subdivision Lakeside Subdivision Parkbelt Homes	The Board recommends that only the density cap be applied to this area and that the language regarding alterations, expansions, enlargements, and extension not apply to this area as stated in Alterations, Expansions, Enlargements, or Extensions standard #1.
Areas to be Included	
The Jones' property is not currently included in the boundary, but this was an oversight and is planned to be included because the RPC Zone included this property.	The Board recommends that City Council support the Jones' request to not be included in the boundary because the property is not contiguous.

Respectfully submitted,

Keith Chernikoff
Chair

Greenbelt Neighborhood Conservation Overlay Zone Development Standards
Discussion Draft – March 2020

Purpose

The Greenbelt Neighborhood Conservation Overlay (NCO) Zone is established and intended to protect and preserve unique development features and the character of the historic New Deal community of Greenbelt. As required by the adopted Zoning Ordinance (CB-13-2018 DR-2, adopted by the County Council on October 23, 2018), a neighborhood study has been prepared. That study identified goals for the NCO Zone and informs the development standards proposed in this document.

This document is a discussion draft of potential development standards for the Greenbelt NCO Zone and is provided for stakeholder review and comment. Community input will inform the next draft, which Planning Department staff anticipate will appear in a proposed County Council Resolution in June 2020. Final approval of the Greenbelt NCO Zone development standards is anticipated in early November 2020.

All references to the "Zoning Ordinance" below are references to the adopted Zoning Ordinance, not the current ordinance.

Goals

As expressed in the neighborhood study, the Greenbelt NCO Zone is intended to

1. Preserve the development characteristics of the New Deal community, including the superblock concept, garden city character, walkability, internal green spaces, sustainable development practices, and the "green belt."
2. Restrict the residential density allowed by the new zones of the Zoning Ordinance so that new development does not overwhelm or negatively impact the character of the community.
3. Clarify the applicability of development standards for properties that were never subdivided.
4. Ensure new buildings and structures and additions to existing dwellings, accessory structures, and nonresidential buildings are appropriate in size and scale with existing buildings.
5. Minimize impacts to or restrictions on existing nonresidential uses to ensure they have every opportunity to continue to serve the community.
6. Minimize the provision of new parking spaces to limit expansion of impervious surfaces and preserve open space.

General Provisions

1. The boundaries of the Greenbelt NCO Zone are identified on the Official Zoning Map.

2. Pursuant to Section 27-4403(a)(4)(C) of the Zoning Ordinance, in the case of conflicts with any standards of the Zoning Ordinance, the Greenbelt NCO Zone development standards shall control.

3. As stated by Section 27-4403(a)(4)(B), no permit for any new construction or expansion of an existing structure resulting in an increase in the gross square footage of the building of 15 percent or more may be issued until the Planning Director determines that the proposal complies with all development standards (as may be applicable to the proposed development) established below.

4. Alterations or modifications made to previously constructed dwelling unit additions that existed as of the effective date of the Zoning Ordinance that do not further expand the gross square

footage shall be exempt from these development standards except that any such alteration or modification shall maintain the roof line of the existing structure.

Development Standards

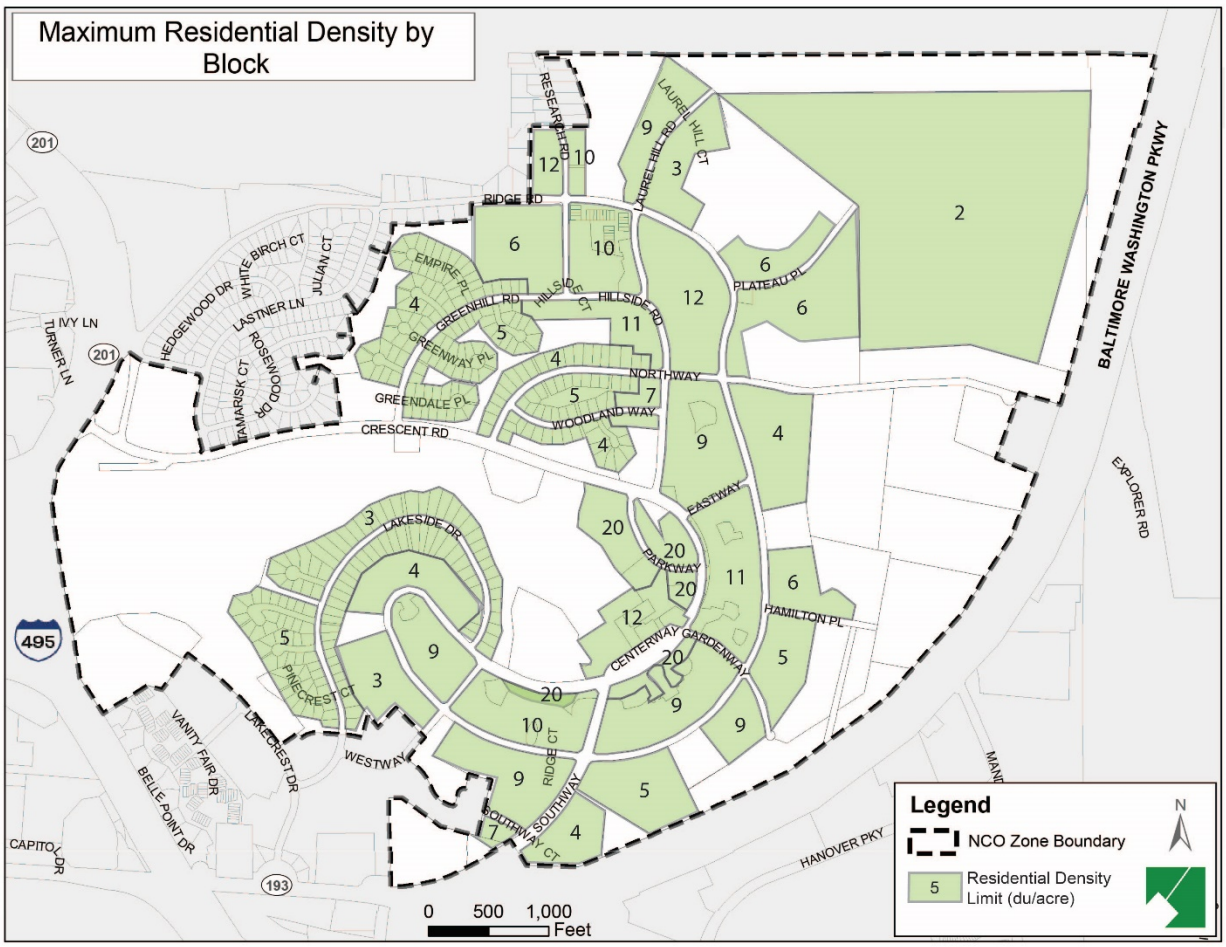
All development within the Greenbelt NCO Zone shall demonstrate compliance with the following development standards (as may be applicable):

Density

1. The overall density of the entire Greenbelt NCO Zone shall not exceed eight dwelling units per gross acre.

2. The maximum dwelling unit density for each property or assemblage of properties that is the subject of a development application within the Greenbelt NCO Zone shall not exceed the density shown in Figure 1: Greenbelt NCO Zone Maximum Density for Residential Blocks. Where a maximum density is not shown, the maximum density shall not exceed the maximum density permitted by the underlying zone.

Figure 1: Greenbelt NCO Zone Maximum Density for Residential Blocks.



Dimensional and Intensity Standards

Attached dwellings (other than multifamily dwellings) and any alterations, expansions, enlargements, or extensions thereto located within the Greenbelt NCOZ shall not be subject to the individual lot dimensional and intensity standards as set forth in Part 27-4: Zones and Zone Regulations for the zone in which they are located.

Multiple Principal Dwellings on Same Lot or Parcel

Notwithstanding Section 27-5101(b)(2), multiple single-family detached, townhouse, two-family, three-family, artists' residential studios, and/or live-work dwellings may be permitted on any lot or parcel in the RSF-A base zone within the Greenbelt NCOZ. This provision shall not be interpreted to permit accessory dwelling units and shall only apply to multiple principal dwellings on the same lot or parcel.

Alterations, Expansions, Enlargements, or Extensions

1. Additions or expansions to existing single-family detached, townhouse, two-family, or three-family residential dwelling units shall not exceed a cumulative sum of 40 percent of the gross floor area of the original dwelling unit as it existed when construction was initially complete. No alteration, expansion, enlargement, or extension shall exceed the height of the existing dwelling unit. Alterations, expansions, enlargements, or extensions shall maintain the roofline of the existing dwelling unit.

2. Multifamily dwelling buildings constructed before November 29, 1949, shall retain their character-defining architectural features to the maximum extent practicable. Such features may include but are not limited to concrete block exterior walls, casement windows, flat roofs, open porches, glass block walls, and exterior courses of decorative brick. Original exterior doors and exterior lighting fixtures shall be preserved wherever possible. Alterations, expansions, enlargements, or extensions shall maintain the roofline of the existing multifamily building.

3. Additions or expansions to commercial buildings constructed before November 29, 1949, shall reflect the massing and architectural character of existing commercial structures located in Roosevelt Center. Alterations, expansions, enlargements, or extensions shall not exceed 40 feet in height.

4. Garages may only be used for vehicle parking or general storage (not residential or any other uses). When present, original garage doors should be repaired rather than replaced. If replacement is necessary, new garage doors shall be compatible in appearance and function with original garage doors. Garage additions shall not be permitted, nor shall garage doors or garage openings be sealed shut or blocked by walls or similar structures.

New Development

1. New dwellings in the Household Living Uses or Group Living Uses use categories in the RSF-A, RMF-20, and CGO zones shall be designed to maintain the general form and massing of the existing dwellings in these zones. High-quality, durable exterior materials shall be used.

2. New dwellings shall not exceed 50 feet in height for multifamily dwellings or 40 feet in height for any other dwelling.

3. New commercial or mixed-use buildings shall not exceed 40 feet in height.

Block Design

1. Section 27-6206(k)(1), Block Length, shall not apply. Instead, block length shall be at least 400 feet on a side.

2. Notwithstanding Section 27-6206(k)(3), any new development in the RSF-A Zone shall provide sidewalks or multi-use paths through the block regardless of block face length.

Parking

1. The minimum number of off-street parking spaces required for any new development in the Household Living Uses Principal Use Category shall be 1.5 spaces per dwelling unit.

2. Pervious or semi-pervious parking lot surfacing shall be required for any new required or proposed surface parking spaces to the maximum extent practicable. Any pervious or semi-pervious surfacing shall be certified by a licensed civil engineer as capable of accommodating anticipated traffic loading stresses and maintenance impacts. Where possible, such materials should be used in areas proximate to and in combination with on-site stormwater control devices.

Accessory Structures

Residential accessory structures including but not limited to sheds, fences, and porches shall be permitted. For accessory structures located within the RSF-A Zone, the applicant shall demonstrate that accessory structures are associated with and located within the service side of the associated dwelling, if applicable. Nonresidential accessory structures may be permitted pursuant to the regulations of the Zoning Ordinance.

City of Greenbelt
Department of Planning and Community Development
15 Crescent Road, Suite 200, Greenbelt, Maryland 20770
(301) 345-5417 Fax (301) 345-5418

Memorandum

TO: Ms. Nicole Ard, City Manager

FROM: Terri S. Hruby, Planning Director

DATE: July 14, 2020

RE: Proposed Draft Neighborhood Conservation Overlay Zone Standards – Review Update

Background

On May 2, 2020, the City Council held a work session on the Draft Greenbelt Neighborhood Conservation Overlay (NCO) Zone Development Standards that were prepared by M-NCPPC. As you are aware, in response to the County's new zoning ordinance eliminating the Residential Planned Community (R-P-C) Zone, the Prince George's County District Council adopted CR-82-2018, concurrently with the new Zoning Ordinance granting approval for Maryland-National Capital Park and Planning Commission (M-NCPPC) to initiate and prepare a Greenbelt Neighborhood Conservation Overlay Zone. The intended purpose of the NCO Zone is, "to protect and preserve the unique development features and character of established neighborhoods throughout the County, and to promote new development that is compatible with the existing neighborhood character." The NCO zone applies a unique set of development standards that are aimed at preserving the unique development features and characteristics of a neighborhood. The County-wide Sectional Map Amendment proposes the Greenbelt NCO Zone boundaries to be consistent with the existing boundaries of the R-P-C.

It is anticipated that at the conclusion of the public review process, the standards will appear in a proposed County Resolution with final approval anticipated to occur concurrently with the County's Countywide Sectional Map Amendment. M-NCPPC staff has indicated that the County Council will accept comments on the Greenbelt Neighborhood Standards during the public hearing process on the County-wide Map Amendment that has been postponed at this time.

Review Update– Draft Greenbelt NCO Zone Development Standards

In preparation of the May 2, 2020 City Council work session City planning staff prepared a Memorandum dated April 28, 2020, that included a summary of the Draft Greenbelt NCO Zone Development Standards and provided staff's initial comments on the draft standards. Following the May 2nd City Council work session, as requested by City Council, the Drat Greenbelt NCO Zone Development Standards were reviewed by the Advisory Planning Board (APB), and its recommendations (APB Report # 2020-02) were transmitted to, and accepted by, City Council on June 8, 2020. City Council has also received numerous comments from various stakeholders since the release of the Neighborhood Study and Standards. Concurrently with the City's review, Greenbelt Homes, Incorporated has been conducting an internal review of the draft standards as well. In a memorandum dated June 23, 2020, Steve Skolnik, President of Greenbelt Homes, Inc. requested City Council support GHI's position on a number of issues in the draft of the proposed Greenbelt NCO Zone Development Standards, as outlined in detail in the memorandum (See Attachment 1).

City planning staff concurs with many of the comments and/or recommendations made by the Advisory Planning Board, stakeholders and Greenbelt Homes Inc. on the draft development standards; but there are some that staff does not support. The following is a summary of additional staff comments on the draft development standards based on further review of the draft standards and further consideration of stakeholder input.

NCO Zone Boundary

There has been some discussion since the release of the Neighborhood Study and draft development standards, on whether the single-family detached neighborhoods of Lakewood, Lakeside, Woodland Hills, the Parkbelt homes and the Jones's property shall be included in the NCO Zone boundary. Staff supports the APB's recommendation that these neighborhoods, with the exception of the Jones's property, shall be included in the NCO Zone boundary but that only the density requirements of the NCO Zone Development Standards shall apply to these areas. This approach will result in no change to how these neighborhoods are currently being regulated. The underlying zoning (RSF-65) for these developments has dimensional and intensity standards that will appropriately regulate alterations, expansions, enlargements, extensions, new construction and accessory structures. The underlying zone will limit building height to 40 feet and require front, side and rear yard setbacks limiting the buildable area of the lot. Staff believes the underlying zoning will achieve many of the goals of the Draft NCO Zone Development standards in terms of regulating green area, building height and accessory structures.

As Council is aware, the Jones's have requested the City support their request not to be included in the boundaries of the Greenbelt NCO Zone. M-NCPPC staff has indicated that the Jones's property was inadvertently excluded from the proposed Greenbelt NCO Zone on the proposed Countywide Sectional Map Amendment. The Advisory Planning Board has recommended City Council support the exclusion of the

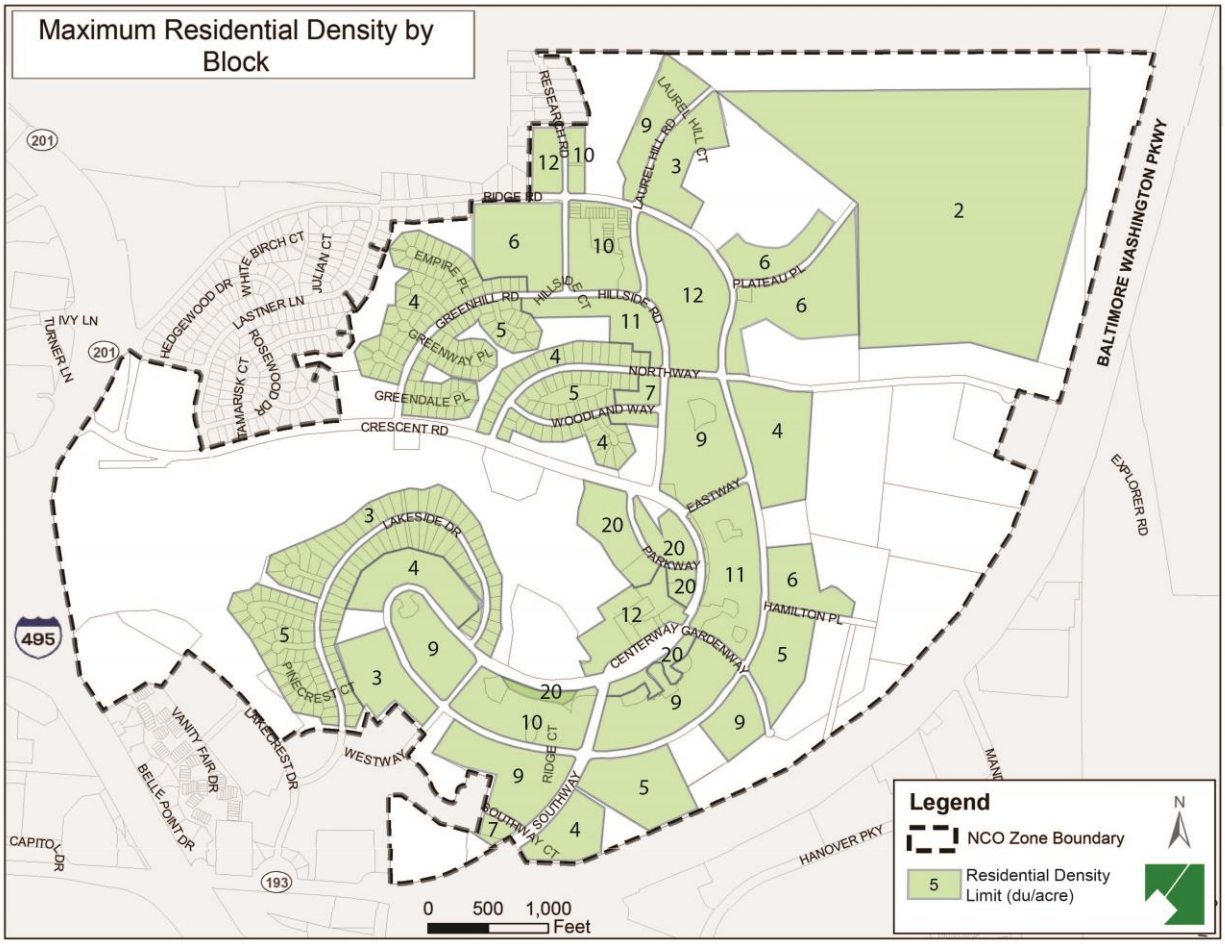
Jones's property. The property is located outside the City's boundaries and is not contiguous as Boxwood Village is not within the NCO Zone boundaries. This property is proposed to be zoned Single-family detached (RSF-65), which will allow a maximum density of 6.7 dwelling units per acre versus the 4 dwelling units per acre that was permitted under the R-P-C Zone. Since this property was located within the boundaries of the Greenbelt R-P-C Zone, staff believes it would require County Council action to have this property excluded from the NCO Zone boundaries.

Density

The issue of density within Historic Greenbelt has been a concern since the County proposed the elimination of the R-P-C Zone, recognizing that the R-P-C Zone capped density within Historic Greenbelt as a means of protecting the original historical development, historical character and the planned community features that afforded Greenbelt its designation as a National Historic Landmark. Staff continues to believe the NCO Zone shall adopt the majority of the density caps of the R-P-C Zone, as shown on the "Greenbelt R-P-C Zone Density for Residential Blocks" map included in the 1989 Approved Master Plan and Sectional Map Amendment. Staff continues to support the deletion of the proposed Draft NCO Zone Development Standard that references an overall density cap of eight dwelling units for the entire Greenbelt NCO Zone. As stated by staff and various stakeholders there is concern that this standard will lead to confusion and perhaps unintended consequences.

The draft development standards require that residential development not exceed the density as shown in Figure 1: Greenbelt NCO Zone Maximum Density of Residential Blocks. For those parcels shaded in white, the underlying zone density regulation would apply.

Figure 1. Maximum Residential Density by Block



Source: M-NCPPC

There are three notable differences between the proposed NCO Zone Maximum Residential Density by Block map and the Greenbelt R-P-C Maximum Residential Density by Block map. First, the R-P-C map did not include a density cap for Roosevelt Center (defined as the area shown below in Figure 2), while the NCO Zone map establishes a density of 12 dwelling units per acre. At this time and after careful consideration of the issue, City planning staff believes a density of zero (0) dwelling units shall be applied to Roosevelt Center. While staff respects and understands the Advisory Planning Board's opinion that the NCO Zone shall provide for appropriate opportunities for housing and/or live/work units that respect the character of Roosevelt Center, City staff believes more discussion and study needs to occur on this issue than is afforded by the NCO Zone review schedule. If not considered, planned and regulated appropriately, the introduction of residential development could have significant impacts on the historical character and significance of the Center/Community. To establish a cap without fully understanding the magnitude of the impacts on the character of the Center and larger community, is not advisable. Staff believes it would be more appropriate to prohibit residential development in the Center at this time and request an

amendment to the NCO Zone Development Standards if at some point in the future residential development is determined to be desirable by the City.

Figure 2. Roosevelt Center Area

The second difference between the R-P-C maximum density map and the NCO zone maximum density map is with the density caps shown for the superblock between Plateau Place and Laurel Hill Road. Based on staff's calculation the density cap for this block should be 3 dwelling units per acre, and the shaded block area should include the large swath of woodlands, as shown on the R-P-C density map.

The third difference between the R-P-C and NCO Zone maximum density maps is the way in which the open space/park land areas within residential developments are shown. Based on staff's calculations these areas were included in the maximum density calculations for the R-P-C map, and therefore should not be carved out and shaded white on the NCO Zone maximum density map.

During the City's review of the proposed Countywide Sectional Map Amendment, concerns were raised about ensuring the new zoning regulations provide for the maximum protection of the City's forest preserve areas/"green belt". The City Council submitted a request to the County that the City's forest preserve areas be zoned Reserved Open Space (ROS). This zone allows for a maximum density of .05 dwelling

units per acre. The NCO Zone Maximum Density for Residential Blocks map proposes a density of 2 dwelling units per acre for the North Preserve Area, inconsistent with the City's position that these areas should be protected from development to the maximum extent possible. Staff would recommend the City request the map be revised not to allow for any residential development in the City's Forest Preserve Areas. This approach could also be taken for protecting GHI's woodlands, and is consistent with the comments submitted by GHI.

Dimensional and Intensity Standards

This section addresses the fact that GHI is developed on superblocks and has never been subdivided. The Dimensional and Intensity Standards section is intended to acknowledge that attached dwellings shall not be required to meet individual lot dimensions and intensity standards of the underlying zone. This provision needs to be revised to include the GHI single-family detached houses located on Northway.

Alterations, Expansions, Enlargements and Extensions

Four development standards related to alterations, expansions, enlargements and extensions are proposed by M-NCPPC. The first standard in this section restricts the size and height of additions and extensions to single-family detached, townhouse, two-family, or three family residential dwelling units. The size of an addition is limited to a maximum cumulative sum of 40 percent of the gross floor area of the original dwelling unit and building height is restricted to the height of the existing dwelling units.

Staff agrees that the standards need to address the size of additions/expansions. As stated, the standards recommend limiting the size of additions to 40 percent of the gross floor area of the original dwelling unit. GHI has proposed a standard that would allow for additions up to 100 percent of the gross floor area of the original unit. The Advisory Planning Board has recommended additions be restricted to 60 percent of the gross floor area. The intent of controlling the size of additions is to have the means to regulate and protect/preserve neighborhood character and to provide for a certain amount of internal green area, adequate light, air and privacy throughout the residential neighborhoods.

Staff understands that GHI wants to retain its ability to self-governance and have flexibility over additions, however staff believes that GHI should be bounded to certain development standards for additions, as all other private property owners are. Certainly staff recognizes the importance of the rules, regulations and policies and procedures that GHI has established and implemented in guiding development within the community and staff views their role in protecting and preserving Historic Greenbelt as invaluable. Staff's interest in regulating the size of additions is not meant to diminish the successes of GHI or prevent members from aging in place or meeting the needs of their families, but rather to ensure there are applicable and appropriate zoning standards for all properties within historic Greenbelt. GHI has indicated that there are 911 additions in GHI, with the average size of an addition being 191 square feet and only 13 percent

being more than 40 percent of the gross floor area. GHI has also indicated they do not allow additions on the larger two-story units built in the 1970's. Staff continues to support the maximum 40 percent requirement proposed by M-NCPPC, and believes this standard provides members the ability to make desired/needed additions to their units, while protecting neighborhood character and safeguarding light, air and privacy.

Staff does not support the standard that allows for additions and expansions to commercial properties constructed before November 24, 1949. Staff recommends a standard that will prohibit additions or expansions to these commercial buildings within Roosevelt Center. This will further allow the character, scale, massing, etc. of Historic Greenbelt to be protected and preserved. Staff concurs with the Advisory Planning Board's recommendation that a regulation is needed that will require alterations, expansions or extensions of all commercial buildings to reflect the massing and architectural character of existing structures in Roosevelt Center and the immediate vicinity. The Standards restrict the height of alterations, expansions, or extensions to commercial buildings in Roosevelt Center to 40 feet. Staff recommends that the Standard be written to respect the existing height of commercial buildings in Roosevelt Center.

New Development

Standards for new development address form and massing. The standards restrict building heights to 40 feet for single-family attached and detached dwellings and for new commercial and mixed-used buildings and to 50 feet for multifamily dwellings. Staff believes these height limitations are too permissive. Staff recommends that the NCO zone standards regulate heights so they respect the existing heights of the original single-family, multifamily and commercial structures. While staff believes 50 feet is appropriate for multi-family dwellings, 40 feet for single-family attached units and commercial buildings seems excessive. Staff recommends the standard addressing the height for single-family attached and detached units in the RSF-A Zone and for commercial development should be as follows: The height of new single-family attached and detached units in the RSF-A Zone and commercial buildings shall be consistent with the adjacent buildings and structures.

Staff also recommends that a new standard requiring new development within Roosevelt Center to reflect the massing and architectural character of the existing commercial structures located in Roosevelt Center and the immediate vicinity.

Accessory Structures

The standards permit residential accessory structures, including but not limited to sheds, fences, and porches. For properties in the Residential Single Family – Attached Zone (i.e.,GHI), accessory structures are required to be located within the service side of the associated dwelling. GHI has expressed concerns that restricting accessory structures on the service side of a residential unit is not consistent with current practice, poses challenges with utility conflicts and overall may not yield the intended outcome of

this standard. Staff supports the revised language proposed by GHI, "Residential accessory structures included but not limited to sheds, fences, and porches shall be permitted. For accessory structures located within the RSF-A Zone, such structures should generally be located on the garden side or end of residential units, but they may be located on the service side if facts or circumstances are presented by the applicant to justify this location. Nonresidential accessory structures may be permitted pursuant to the regulations of the zoning ordinance."

Conclusion/Next Steps

As M-NCPPC staff has stated, the development standards and neighborhood study are a draft and intended to spark stakeholder review and comment. Staff has recommended numerous revisions to the Draft Greenbelt NCO Zone Development Standards. Attached is a comprehensive list of staff's recommended revisions to date (Attachment 2). Staff is also in the process of preparing comments on the Draft Neighborhood Study, and will share them with Council when completed. Since the Neighborhood Study does not require County Council action, staff has been concentrating on the NCO Zone Development Standards to date.

It is anticipated that the Greenbelt NCO Zone will be on City Council's August 10th agenda for discussion and action. Staff will prepare a recommendation for City Council consideration that can be transmitted to the Prince George's County Planning Board and Prince George's County Council, sitting as the District Council as part of the public hearing process.

GREENBELT HOMES, INC.
HAMILTON PLACE, GREENBELT, MARYLAND 20770
Area Code (301) 474-4161 Fax (301) 474-4006

Memo to: Nicole Ard, Manager, City of Greenbelt (for distribution to City Council)
Terri Hruby, Director of Planning and Development, City of Greenbelt
Chad Williams, Project Manager, Maryland-National Capital Park and Planning Commission

Cc: GHI Board of Directors
GHI Zoning Task Force
GHI Audit Committee
Eldon Ralph, GHI General Manager

Date: June 23, 2020

I am writing on behalf of the more than 1,600 member-owners of Greenbelt Homes Incorporated (GHI) to ask that the City of Greenbelt Council and Planning Staff (City) support GHI's position on a number of issues in the draft of the proposed Greenbelt Neighborhood Conservation Overlay Zone (NCOZ) Development Standards. An important aspect of GHI's mission is to provide affordable housing; our members include persons of all ages and varying housing needs, from first-time buyers with growing families to retirees downsizing into affordable homes where they can age in place. We feel strongly that the new zoning ordinance and embedded NCOZ not diminish GHI's ability to fulfill this important mission goal. Specifically, GHI urges the City to support the following:

1. That an addition to a GHI home shall not exceed a cumulative sum of 100 percent of the gross floor area of the original structure, an existing policy that GHI has enforced for decades. This would replace the proposed 40 percent ceiling in the draft Greenbelt NCOZ Development Standards, and more adequately meet the needs of many GHI members who seek to remain in the cooperative as they grow families, care for an aging family member, or age in place themselves by remodeling their homes to meet needs appropriate to the changing stages of life.

2. That GHI continue to work with its members to determine the optimal placement of an addition or accessory structure, such as a shed, deck, or enclosed porch. GHI has a three-step process for approval of additions and accessory structures. At the initial review, staff works with each member to determine the best placement for the structure. The decision is reviewed by GHI's Architectural Review Committee, and, if any issues are identified, the GHI Board of Directors reviews and either grants or rejects final approval. The draft Greenbelt NCOZ Development Standards propose that these structures be limited to the service-side, but continuing the current system of flexibility in placement subject to GHI's three-step internal review process better protects the original community design that situated the homes with respect to city

streets and inner green spaces in a way to promote a sense of community. We further note that buried utility lines are almost universally located on the service-side, making siting of accessory structures problematic.

3. We note errors on the figure titled "Maximum Residential Density by Block", in the area of the upper right corner of the map, between Laurel Hill Road and Plateau Place, and urge these be corrected and checked for accuracy.

4. Current non-residential uses in GHI should be grandfathered, and not considered as nonconforming.

5. GHI has long held the position that our designated woodlands are not to be developed. We want to continue this protection in the new zoning regulations.

6. We note that the calculation of percentage of developed land for the area included in the proposed NCOZ may fall below the threshold required under the existing regulations. GHI urges City and Planning staff to address this issue so as to assure the adoption of the proposed NCOZ into the zoning law.

7. For specific changes to the draft "Greenbelt Conservation Overlay Zone Development Standards", please refer to Attachment No. 1 to this letter.

GHI believes that greater flexibility on addition sizes recognizes that members may need to retrofit their GHI homes for energy efficiency, sustainability, aging in place, accommodation of growing families or caregiving, or the ability to effectively telework. The greater flexibility on addition size recognizes that GHI homes are smaller than typical suburban houses, even those built in the 1950s and 1960s. The footprint of an addition adding 100 percent gross floor area will look very different on a home that is 900-square feet—the size of a typical two-bedroom frame house—than one that is 2,000- to 3000-square feet, typical of more modern residential home sizes. The SAGE report, commissioned by the City of Greenbelt a few years ago, noted that GHI homes will need updates to bring them into the 21st century. Retaining the current addition size limitation will allow members to renovate their homes and keep our historic yet living community viable for many more decades; the rules and procedures that GHI already has in place guarantee that other interests, such as preserving green space, air, and light, are also considered in the design of alterations. Also, very few GHI members now opt to place two-story additions on their homes. A recent survey of additions reveals that, of (911) total additions in GHI, the average size of an addition is (191) sq.ft. Though the 100 percent rule has existed for many decades, only 13 percent, or (115) additions out of the (911), have added more than (40) percent (367 sq.ft.) to the home.

GHI believes that the terms "garden-side" and "service-side" do not align well with the more common concepts of suburban front yards and back yards. A more appropriate way to conceptualize the garden-side is to consider it the individual or family-oriented side and view the service-side as the public-facing side. Therefore, the placement of additions, which may contain sleeping quarters, and accessory structures such as garden sheds and decks on the private side of the dwelling, as GHI rules now specify, makes more sense. Another compelling reason for maintaining the current GHI rules governing addition and accessory structure placement is that WSSC easements and buried utility infrastructure are almost universally located on the service-side, which would conflict with the placement of additions or

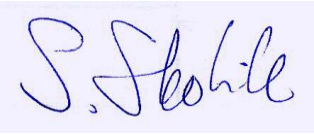
accessory structures. We recognize that the NCOZ may need to retain and define the terms garden-side and service-side, and add the concept of end-side, to account for GHI's unique situation. The key point about placement is that GHI employs a time-tested process to adequately ensure that an addition or accessory structure is compatible with GHI's historical and unique plan, and that the NCOZ should recognize the efficacy of the current system.

GHI wishes the City and Planning Staff to consider these points. We believe that overly strict provisions on addition sizes in GHI and the placement of additions and other accessory structures to GHI homes could have the unintended consequences of diminishing GHI property values and making our community less appealing to new members, and thereby causing the harm—the destruction of our community—that the NCOZ is supposed to prevent.

Existing longstanding GHI rules and procedures prescribing how GHI members can modify our homes have served our community well for decades, striking a balance between GHI members desiring to add living space to their homes and those wishing to preserve our historic community design. We recognize that both imperatives are important, and our rules and procedures reflect a common-sense approach to making changes to our homes. We recognize that GHI members in the second decade of the 21st century often have different needs and priorities than members in the mid-20th century: aging in place, telecommuting, accommodating disabilities or caregiving, or creating extra space for a growing family. In arguing for a relaxation of the restrictions on addition size and placement of additions and accessory structures proposed in the draft NCOZ, GHI urges an approach that allows for self-governance, flexibility, local control, and a balance of individual and common needs. The unique significance of our community lies in the boldness of the original historic experiment to create a planned community with involved residents, and the subsequent decision in the early 1950s to create a cooperative association of members who are directly involved in managing the community. An argument can perhaps be made that rigid design rules contribute to preserving the integrity and historic nature of GHI, but we believe that the best approach is to rely on our members to exercise sound judgment and common sense to determine how to shape our property for the present, and meet the challenges of the future. To preserve this vitality—and increase diversity among our membership—zoning regulations as applied to GHI should be flexible to meet the current and future needs of our community.

We urge City and Planning Staff to support and trust GHI's many years of experience as the best starting point for an overlay zone that will affect GHI members for decades to come.

Please feel free to reach out to me with your thoughts and questions.



Respectfully submitted,
Steve Skolnik
President, Greenbelt Homes, Inc.

Attachment: 1 – GHI's proposed changes to the draft "Greenbelt Conservation Overlay Zone Development Standards"

Greenbelt Neighborhood Conservation Overlay Zone Development Standards
Discussion Draft – March 2020

[Note: Language changes proposed by GHI are shown bold, italicized.]

Purpose

The Greenbelt Neighborhood Conservation Overlay (NCO) Zone is established and intended to protect and preserve unique development features and the character of the ***City of Greenbelt, the core of which was originally developed during the New Deal as one of the first planned communities in the country.*** As required by the adopted Zoning Ordinance (CB-13-2018 DR-2, adopted by the County Council on October 23, 2018), a neighborhood study has been prepared. That study identified goals for the NCO Zone and informs the development standards proposed in this document.

This document is a discussion draft of potential development standards for the Greenbelt NCO Zone and is provided for stakeholder review and comment. Community input will inform the next draft, which Planning Department staff anticipate will appear in a proposed County Council Resolution in June 2020. Final approval of the Greenbelt NCO Zone development standards is anticipated in early November 2020.

All references to the "Zoning Ordinance" below are references to the adopted Zoning Ordinance, not the current ordinance.

Goals

As expressed in the neighborhood study, the Greenbelt NCO Zone is intended to

1. Preserve the development characteristics of the New Deal community, including the superblock concept, garden city character, walkability, internal green spaces, sustainable development practices, and the "green belt."
2. Restrict the residential density allowed by the new zones of the Zoning Ordinance so that new development does not overwhelm or negatively impact the character of the community.
3. Clarify the applicability of development standards for properties that were never subdivided.
4. Ensure new buildings and structures and additions to existing dwellings, accessory structures, and nonresidential buildings are appropriate in size and scale with existing buildings.
5. Minimize impacts to or restrictions on existing ***and appropriate future*** nonresidential uses to ensure they have every opportunity to continue to serve the community.
6. Minimize the provision of new parking spaces to limit expansion of impervious surfaces and preserve open space.

General Provisions

1. The boundaries of the Greenbelt NCO Zone are identified on the Official Zoning Map.

2. Pursuant to Section 27-4403(a)(4)(C) of the Zoning Ordinance, in the case of conflicts with any standards of the Zoning Ordinance, the Greenbelt NCO Zone development standards shall control.

3. As stated by Section 27-4403(a)(4)(B), no permit for any new construction or expansion of an existing structure resulting in an increase in the gross square footage of the ***dwelling unit*** of 15 percent or more may be issued until the Planning Director determines that the proposal complies

with all development standards (as may be applicable to the proposed development) established below.

4. Alterations or modifications made to previously constructed dwelling unit additions that existed as of the effective date of the Zoning Ordinance that do not further expand the gross square footage shall be exempt from these development standards except that any such alteration or modification shall maintain the roof line of the existing structure.

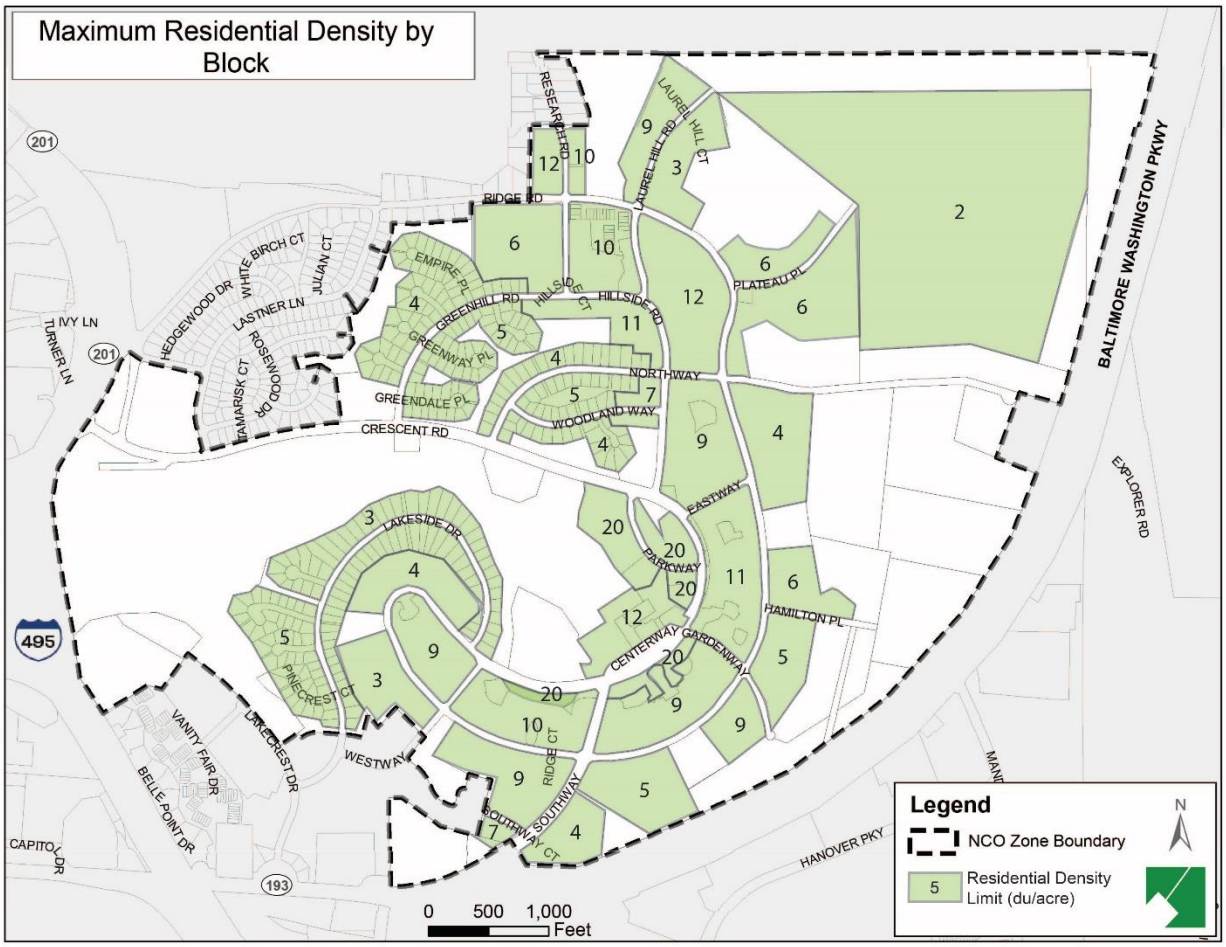
Development Standards

All development within the Greenbelt NCO Zone shall demonstrate compliance with the following development standards (as may be applicable):

1. *Density* ***[GHI proposes this item be deleted in its entirety.]***

2. The maximum dwelling unit density for each property or assemblage of properties that is the subject of a development application within the Greenbelt NCO Zone shall not exceed the density shown in Figure 1: Greenbelt NCO Zone Maximum Density for Residential Blocks. Where a maximum density is not shown, the maximum density shall not exceed the maximum density permitted by the underlying zone.

Figure 1: Greenbelt NCO Zone Maximum Density for Residential Blocks.



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Dimensional and Intensity Standards

Single-family, attached dwellings***, and dwelling units*** (other than multifamily dwellings) and any alterations, expansions, enlargements, or extensions thereto located within the Greenbelt NCOZ shall not be subject to the individual lot dimensional and intensity standards as set forth in Part 27-4: Zones and Zone Regulations for the zone in which they are located.

Multiple Principal Dwellings on Same Lot or Parcel

Notwithstanding Section 27-5101(b)(2), multiple single-family detached, townhouse, two-family, three-family, artists' residential studios, and/or live-work dwellings may be permitted on any lot or parcel in the RSF-A base zone within the Greenbelt NCOZ. This provision shall not be interpreted to permit accessory dwelling units and shall only apply to multiple principal dwellings on the same lot or parcel.

Alterations, Expansions, Enlargements, or Extensions

1. Additions or expansions to existing single-family detached, townhouse, two-family, or three-family residential dwelling units shall not exceed a cumulative sum of ***100*** percent of the gross

floor area of the original dwelling unit as it existed when construction was initially complete. No alteration, expansion, enlargement, or extension shall exceed the height of the existing dwelling unit. Alterations, expansions, enlargements, or extensions ***should*** maintain the roofline of the existing dwelling unit.

2. Multifamily dwelling buildings constructed before November 29, 1949, ***should*** retain their character-defining architectural features to the maximum extent practicable. Such features may include but are not limited to concrete block exterior walls, casement windows, flat roofs, open porches, glass block walls, and exterior courses of decorative brick. Original exterior doors and exterior lighting fixtures ***should*** be preserved wherever possible. Alterations, expansions, enlargements, or extensions ***should*** maintain the roofline of the existing multifamily building.

3. Additions or expansions to commercial buildings shall reflect the massing and architectural character of existing commercial structures located in Roosevelt Center ***and the immediate vicinity.*** Alterations, expansions, enlargements, or extensions shall not exceed 40 feet in height.

4. Garages may only be used for vehicle parking or general storage (not residential or any other uses). When present, original garage doors should be repaired rather than replaced. If replacement is necessary, new garage doors shall be compatible in appearance and function with original garage doors ***to the extent practicable***. Garage additions shall not be permitted, nor shall garage doors or garage openings be sealed shut or blocked by walls or similar structures.

New Development

1. New dwellings in the Household Living Uses or Group Living Uses use categories in the RSF-A, RMF-20, and CGO zones shall be designed to maintain the general form and massing of the existing dwellings in these zones. High-quality, durable exterior materials shall be used.

2. New dwellings shall not exceed 50 feet in height for multifamily dwellings or 40 feet in height for any other dwelling.

3. New commercial or mixed-use buildings shall not exceed 40 feet in height.

Block Design

1. Section 27-6206(k)(1), Block Length, shall not apply. Instead, block length shall be at least 400 feet on a side.

2. Notwithstanding Section 27-6206(k)(3), any new development in the RSF-A Zone shall provide sidewalks or multi-use paths through the block regardless of block face length.

Parking

1. The minimum number of off-street parking spaces required for any new development in the Household Living Uses Principal Use Category shall be 1.5 spaces per dwelling unit.

2. Pervious or semi-pervious parking lot surfacing shall be required for any new required or proposed surface parking spaces to the maximum extent practicable. Any pervious or semi-pervious surfacing shall be certified by a licensed civil engineer as capable of accommodating anticipated traffic loading stresses and maintenance impacts. Where possible, such materials should be used in areas proximate to and in combination with on-site stormwater control devices.

Accessory Structures

Residential accessory structures including but not limited to sheds, fences, and porches shall be permitted. ***For accessory structures located within the RSF-A Zone, such structures should generally be located on the garden side or end of residential units, but they may be located on the service side if facts or circumstances are presented by the applicant to justify this location.*** Nonresidential accessory structures may be permitted pursuant to the regulations of the Zoning Ordinance.

Draft Greenbelt NCO Zone Development Standards
Staff Comments
As of July 14, 2020

1. Clearly define the area that is referred to as Roosevelt Center, as shown on the attached map

2. Revise General Provision number 3 to refer to the County Planning Director.

3. Delete Standard 1 under Density.

4. Support the Jones's request to be excluded from the boundaries of the NCO Zone.

5. Revise the Greenbelt NCO Zone Maximum Density for Residential Block map to show the correct density caps for the area along Plateau Place and Ridge Road, include the open space/parkland in the density calculations within the residential blocks (i.e., should be shaded green).

6. Revise the Greenbelt NCO Zone Maximum Density for Residential Block map to apply a density of zero (0) dwelling units per acre on the Roosevelt Center area.

7. Revise the Greenbelt NCO Zone Maximum Density for Residential Block map to apply a density of zero (0) dwelling units per acre on the City's Forest Preserve Areas and GHI woodlands.

8. Revise the development standards so that only the density standard applies to the single-family detached zoned (RSF-65) neighborhoods.

9. Revise the Dimensional and Intensity Standards to include the GHI single-family attached dwelling units on Northway.

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10. Revise Alterations, Expansions, Enlargements and Extensions Standard #3 as follows: Alterations, expansions, enlargements and extensions of commercial buildings shall reflect the massing and architectural character of existing commercial structures located in Roosevelt Center and the immediate vicinity. Additions to commercial buildings constructed prior to November 24, 1949 are prohibited. Alterations, expansions, enlargements and extensions shall not exceed the height of the existing building.

11. Add the following language standard to Alterations, Expansions, Enlargements and Extensions: Two-story additions shall be placed only on the garden side or at the end of a dwelling unit. Service side additions shall not exceed one-story.

12. Revise New Development Standards 2 and 3 to require the following: The height of new single-family attached and detached units in the RSF-A Zone and commercial buildings shall be consistent with the existing building or adjacent buildings and structures.

13. Revise the Accessory Structures Standard to read as follows: Residential accessory structures including but not limited to sheds, fences, and porches shall be permitted. For accessory structures located within the RSF-A Zone, such structures should be generally be located on the garden side or end of residential units, but they may be located on the service side if facts or circumstances are presented by the applicant to justify this location. Nonresidential accessory structures may be permitted pursuant to the regulations of the zoning ordinance."

14. Regulate the demolition of historically significant structures be adding the following standards:

    a. Demolition of two-family, three-family, or townhouse dwellings is only allowed if it is demonstrated that the dwelling unit is out of character, style, scale, and the period of construction with the dwelling units and other buildings in its immediate neighborhood. If a dwelling unit is demolished for the purpose of replacing it with a new dwelling unit, the footprint of the new dwelling shall be no larger than the footprint of the demolished structure.

    b. Demolition of commercial and multi-family buildings is only allowed if it is demonstrated that the dwelling unit is out of character, style, scale, and the period of construction with the other buildings in its immediate neighborhood. If a building is demolished for the purpose of replacing it with a new building, the footprint of the new dwelling shall be no larger than the footprint of the demolished structure.