

SPECIAL REPORT
to the
Carroll County Planning and Zoning Commission
May 20, 2025

Prepared by
Kierstin Marple, Bureau of Development Review

SUBJECT: S-23-0017 – Piney Ridge Parkway Age Restricted Villas

LOCATION: Western side of the intersections of Johnsville Road with Piney Ridge Parkway and Freedom Avenue in Eldersburg (950 Johnsville Road), C.D. 5

OWNER: JPB Johnsville LLC, 7556 Teague Road, Suite 310, Hanover, MD 21076

DEVELOPER: Same as owner

ENGINEER: CMS Associates LLC, 4925 Ellis Lane, Ellicott City, MD 21043

ZONING: R-10,000 & Commercial Low Intensity (C-1)

ACREAGE: 6.64 acres total

WATERSHED: South Branch Patapsco

NO. OF UNITS: 31 age-restricted units

FIRE DISTRICT: Freedom

MASTER PLAN: Commercial-Low Intensity and Residential-High, *2018 Freedom Community Comprehensive Plan*

PRIORITY

FUNDING AREA: Freedom

DESIGNATED

GROWTH AREA: Freedom

❖ **Action Required:**

The plan is before the Planning and Zoning Commission per Chapter 158.161 for determinations regarding density, exterior design, and site layout. Code requires the Commission's review and determinations prior to a hearing before the Board of Zoning Appeals with a request for a conditional use for a retirement village. **Action is required.**

❖ **Existing Conditions:**

The site consists of two adjoining properties which are located on the western side of Johnsville Road in Eldersburg. The properties are also bordered to the northeast by Piney Ridge Parkway, and to the southwest by Freedom Avenue. Collectively the two parcels are

6.64 acres in size. Both parcels are currently undeveloped and consist primarily of grass fields and there is a small wooded area at the northwest corner.

One of the parcels, which is located immediately adjacent to Johnsville Road on the easternmost side of the site, is zoned Commercial Low Intensity (C-1) and is shown as Lot 64 in a subdivision plat titled “Piney Ridge Village, Plat B, Section Four” as recorded in 1987 in plat book 28 page 157 (attached). It is 3.513 acres in size. The second parcel, which is located to the immediate west of Lot 64 and shares Lot 64’s western property line, is zoned Residential-10,000 (R-10) and is 3.13 acres in size.

All surrounding properties are zoned R-10, with exception of the property located at the northeastern corner of the Johnsville Road & Piney Ridge Parkway intersection which is zoned C-1 and is currently developed with a church. The neighboring R-10 zoned properties are developed with detached single-family dwellings, multi-family apartment dwellings, semi-attached/townhouse-style single-family dwellings, and an additional church. Most of the surrounding properties were developed as part of the Piney Ridge Village Planned Unit Development, which incorporated various styles of dwellings into a series of comprehensive development projects.

The subject site and all adjoining properties lie in the Existing Water and Sewer Service areas, and the Freedom Designated Growth Area and Priority Funding Area.

❖ **Plan History:**

Since being subdivided in 1987, multiple proposals for the development of Lot 64 have been presented to the County and the Planning Commission by various developers. Lot 64 is and has been zoned in a commercial manner since its creation. Past proposals have included retail storefronts, offices, banks, and a multi-building planned business center with a restaurant and banquet hall.

Most recently, in 2023, the current developer proposed to develop Lot 64 with a 3-building age-restricted apartment complex that would have contained 54 dwelling units total. This proposal was in conjunction with the same developer’s intention to build 10 semi-attached/townhouse-style age-restricted single-family dwellings (hereafter referred to as “age-restricted townhouses”) as a retirement village on the adjoining R-10 zoned property to the west of Lot 64.

The two plans were received by the County in late 2023 and were both subject to citizen involvement at the December 18, 2023, meeting of the Technical Review Committee. Collectively, 5 neighbors signed in at the meeting, and the County received phone calls and email from citizens as well. Concerns were brought up by neighbors about the proposed developments, including inadequate parking and increased traffic on congested roads (in particular during school pick-up/drop-off hours and school events), a desire for the property to be used for recreational public purposes such as a pool or park, or to be used for un-restricted single-family housing, and concerns about the size of the proposed apartment buildings.

In the July 16, 2024, Planning and Zoning Commission meeting, the developer and their engineer presented to the Commission for consideration of a reconfiguration of the proposed development. The developer was seeking feedback from the Commission, as they were

considering developing both adjacent parcels as one comprehensive retirement village, consisting solely of age-restricted townhouses and eliminating the apartment complex entirely. The overall layout of access, stormwater management areas, building orientation, and housing style was discussed with the Commission, however no action was required to be taken and no public spoke in this meeting.

❖ **Plan Review:**

On December 13, 2024, the County received an updated site plan submittal for a proposed retirement village consisting of 31 age-restricted townhouses. The plan utilizes both aforementioned adjoining parcels of land, and the properties will be consolidated into one lot concurrently with this site plan process. The consolidation of the two properties into one lot, however, will not change the zoning designations applicable to the two areas of land, and the resultant property will be zoned R-10 on its west side and C-1 on its east side.

Although retirement villages are a permitted use in the C-1 zoning district, as applicable to the area of Lot 64, this use is a conditional use in the R-10 Zoning District, which is what the western area of the overall site is zoned. This requires the Board of Zoning Appeals (BZA) to consider approval of the use for this overall development. An additional requirement for retirement villages, per section 158.161, is that prior to BZA review the Planning Commission shall review the site development plan and traffic study (if applicable), and make determinations regarding density, exterior design, and site layout.

§ 158.161 RETIREMENT VILLAGE.

The authorization of conditional use for a retirement village shall be subject to prior concept site development plan and traffic study review and determination of density, exterior design, and site layout by the Planning Commission. The determination of density shall not be increased at any subsequent site plan reviews.

The Zoning Code also states that the bulk regulations and density in a retirement village in the R-10 Zoning District shall be determined by the Planning Commission. With that being the case, the standard setbacks for non-age-restricted dwellings in the R-10 district are 35' from the front property lines (property lines facing a public road), 12' from side property lines, and 50' feet from rear property lines. The plans presently meet these setbacks for the overall development.

§ 158.075.03 RESIDENTIAL DISTRICTS: BULK REQUIREMENTS.

(C) Exceptions.

(2) The bulk regulations and density in a retirement village shall be established by the Planning Commission at the time of initial site plan review. (...)

The dwellings are grouped in 6 separate clusters of age-restricted townhouses. The way that County Code requires retirement village developments to be processed is as a singular property, not as subdivision lots. Although the plans specify "lot" areas around each dwelling, these are condominium lots, not subdivision lots. Developments such as this within the State of Maryland are eligible for division via condominium lots, following full final approval of the site plan of the comprehensive retirement village. The overall property would remain under single ownership.

Access to this site is provided in two separate areas. The access for the bulk of the development is from a new private driveway on the western side of Piney Ridge Parkway. This driveway will provide access to the individual private driveways of 17 of the 32 dwellings. The remaining 14 dwellings will be accessed via independent driveways directly from their frontage on Freedom Avenue. The paving of Freedom Avenue will also be widened slightly to meet current County standards. There will be no vehicular access from Johnsville Road. The County's technical staff is reviewing the project, which includes a review of the roads and access, however a Traffic Impact Study (TIS) was not required for this project, as the trip generation totals did not meet or approach the threshold to require a study.

Sidewalk is proposed to connect to the existing sidewalk at the terminus of Freedom Avenue and provide public access along Freedom Avenue, Johnsville Road, and Piney Ridge Parkway until it reaches the retirement village's internal driveway entrance. The sidewalk then continues along one side of the retirement village's internal driveway until reaching its final dwelling on the eastern side of the driveway.

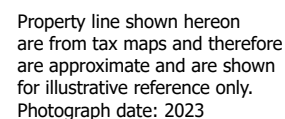
Parking requirements for age-restricted townhouse units are 2 spaces for each dwelling unit, and overflow / guest parking may be required at the discretion of the Planning Commission. Therefore the base requirement for parking for the proposed 31 units is 62 parking spaces. The plans propose that each unit will have a 2-car garage and a 2-car private driveway, which results in a total of 124 parking spaces being provided.

Building elevations are included in the plan set, which depicts the 2-story semi-attached dwellings with various configurations. There are 3- and 4-bedroom options available, which modifies the rear roofline, and there are 3 variations of the front roofline as well. Various finish configurations are shown which utilize mixes of horizontal siding, shake siding, brick veneer, and asphalt shingled roofs. End units on each row of houses are also shown with the option to have windows on exterior-facing sides.

This site plan was subject to citizen involvement at the January 27, 2025, meeting of the Technical Review Committee. One neighbor signed in to this meeting. Although no additional written public comment has been received about this present proposal, the County recognizes that the concerns that the public raised during the previous proposal in 2023 are still relevant, such as concerns about traffic and parking.

Staff and the developer are seeking determinations from the Commission specific to density, exterior design, and site layout. Following determinations from the Commission, the conditional use request may be heard by the Board of Zoning Appeals.

The concept development plan is in the technical review process and the plan will be back before the Planning and Zoning Commission for review and consideration of a concept plan.





**Piney Ridge Parkway
Age Restricted Villas
S-23-0017**

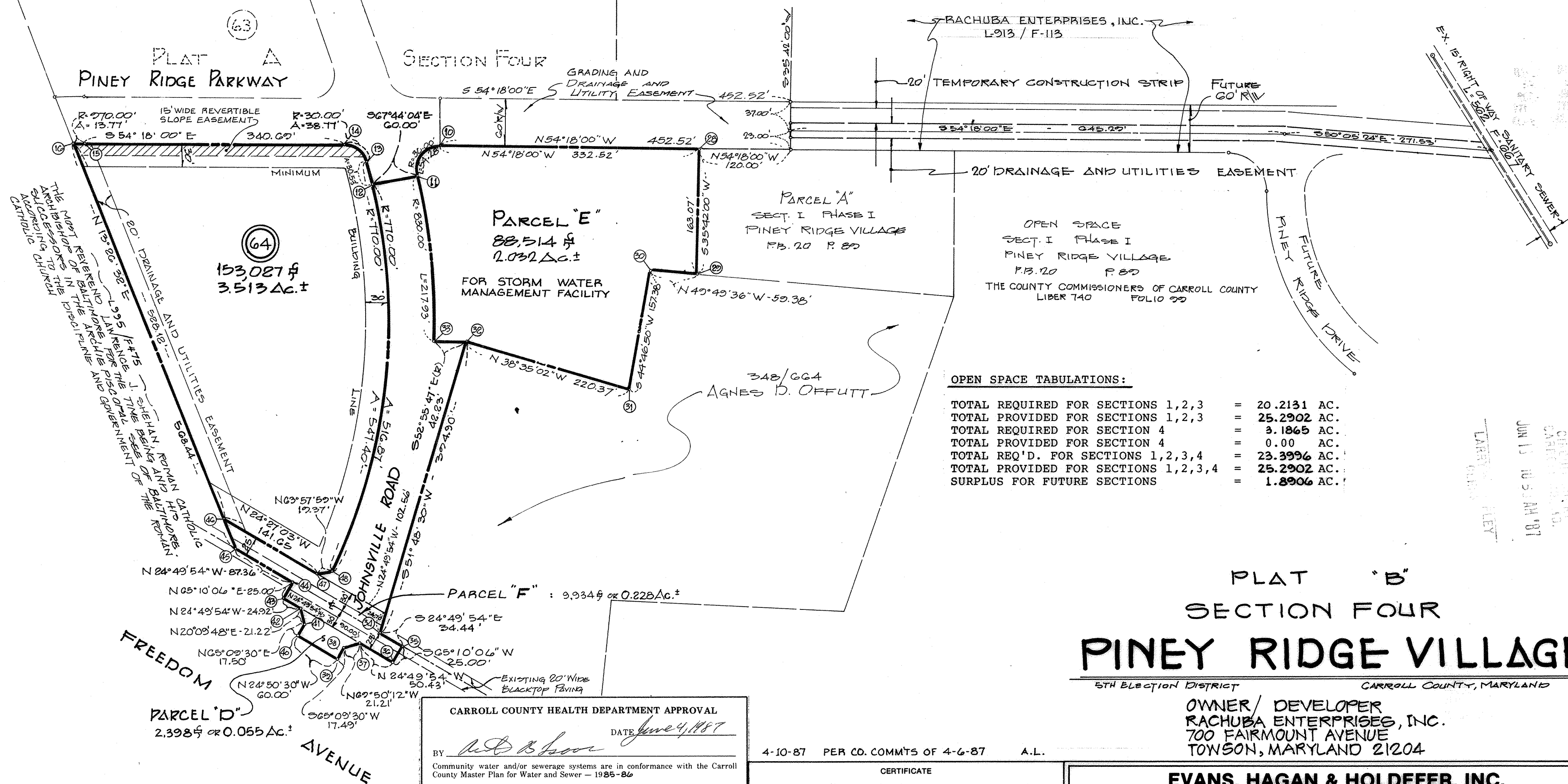
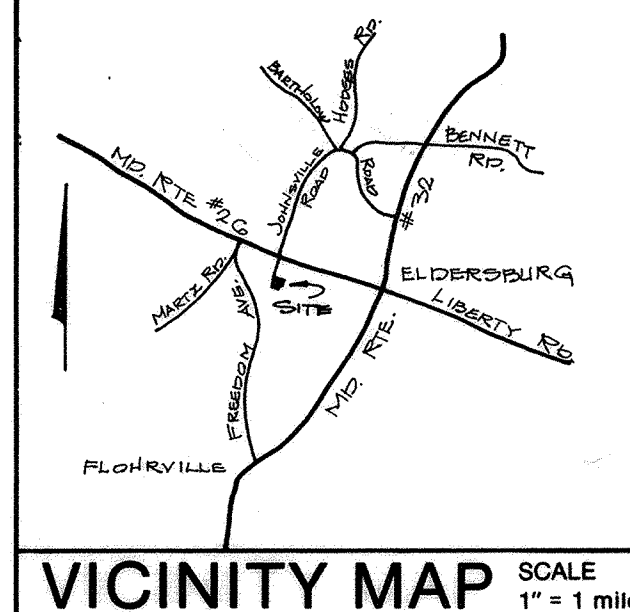


Property line shown hereon
are from tax maps and therefore
are approximate and are shown
for illustrative reference only.
Photograph date: 2023

DATA TABULATIONS FOR PLAT B. SECTION FOUR

- A. Number of building sites: 1
B. Total area of lots: 153,027 square feet or 3.513 Acres more or less.
C. Total area of parcels for road widening: Parcel "F" Freedom Avenue +
9,934 S. F. or 0.228 Ac. +
D. Total area of other Parcels: Parcel "E": 88,514 S.F. or 2.032 Ac. more or less
Parcel "D": (Future extension of Johnsville Rd.) +
2,398 S. F. or 0.055 Ac. +
E. Acreage of each new street: Johnsville Road: 40,803 S.F. or 0.937 Ac.
F. Total area of streets: Johnsville Road: 40,803 S.F. or 0.937 Acres.
G. Total area of plat: 294,676 S. F. or 6.765 Ac. +.

For General Notes See Plat A Section Four (Sheet 1 of 2)



OPEN SPACE TABULATIONS:

TOTAL REQUIRED FOR SECTIONS 1,2,3	=	20.2131 AC.
TOTAL PROVIDED FOR SECTIONS 1,2,3	=	25.2902 AC.
TOTAL REQUIRED FOR SECTION 4	=	3.1865 AC.
TOTAL PROVIDED FOR SECTION 4	=	0.00 AC.
TOTAL REQ'D. FOR SECTIONS 1,2,3,4	=	23.3996 AC.
TOTAL PROVIDED FOR SECTIONS 1,2,3,4	=	25.2902 AC.
SURPLUS FOR FUTURE SECTIONS	=	1.8906 AC.

REC'D
OFFICE
COMMUNICATIONS
JUN 13 10 53 AM '07
LARRY
GILLESPIE
FILE

PLAT "B"
SECTION FOUR
PINEY RIDGE VILLAGE

5TH ELECTION DISTRICT CARROLL COUNTY, MARYLAND

OWNER/ DEVELOPER
RACHUBA ENTERPRISES, INC.
700 FAIRMOUNT AVENUE
TOWSON, MARYLAND 21204

EVANS, HAGAN & HOLDEFER, INC.

**ENGINEERS, LAND PLANNERS AND
SURVEYORS**

111 JOHN STREET/WESTMINSTER, MARYLAND 21157
(301) 848-1780 / 878-2017

8013 BELAIR ROAD / BALTIMORE, MD. 21236 / (301) 668-1501
539 POPLAR STREET / CAMBRIDGE, MD. 21613 / (301) 228-3350

Sengul P. Charaman

DATE DEC. 10, 1984 SCALE 1" = 100'

DATE	REVISION	BY
2-20-87	PEA CO. COMMENTS OF 2-6-87	AL
4-16-85	REVISED JOHNSVILLE RD.	JTZ
10-28-85	revised entire plat	DKK
9-23-86	REV. INTERSECT. OF JOHNSVILLE RD & FREEDOM AVE. REV. LOT W.C.S.	AJL
SURVEYED BY		
COMPUTED BY		
DRAWN BY		
D.K. KEEFER, P.E.		
CHECKED BY		
Drwa. No. 33922		

Drwg. No. 3322

CURVE DATA					
NO.	Δ	RAD.	L	T	CHORD BEARING
11-10	103°40'25"	30.00'	54.28'	38.17'	S 73°51'47" W - 47.18'
13-14	74°03'15"	30.00'	38.77'	22.63'	S 17°16'28" E - 36.13'
16-15	0°48'47"	970.00'	13.77'	6.88'	N 54°42'24" W - 13.77'
11-33	15°02'38"	830.00'	217.73'	107.55'	S 20°32'54" W - 217.30'
13-12	2°16'12"	770.00'	30.53'	15.27'	S 20°53'25" W - 30.55'
12-48	38°27'38"	770.00'	516.87'	268.60'	S 41°15'22" W - 507.22'
13-48	40°43'57"	770.00'	547.40'	285.84'	S 40°07'14" W - 535.55'

CARROLL COUNTY HEALTH DEPARTMENT APPROVAL

DATE June 4, 1987

BY Robert B. Iscoe

Community water and/or sewerage systems are in conformance with the Carroll County Master Plan for Water and Sewer - 1985-86

Maryland State Department of Health

Water Permit No. 87-12-67 Issued JAN. 14, 1987

General Permit No. 87-22-108 Issued JAN 14 1987

Sewer Permit No. 012288 Issued 07/17/1987

CARROLL COUNTY PLANNING AND ZONING COMMISSION APPROVAL

1-11-81

DATE 6-16-87

BY [Signature]

[illegible]

CARROLL COUNTY DEPT. OF PUBLIC WORKS FOR BUREAU OF UTILITIES

5/10/77

DATE 11/1/71

BY THE AGENTS

4-10-87 PER CO. COMM'TS OF 4-6-87 A.L.

CERTIFICATE

THE OWNER(S), TO THE BEST OF HIS (THEIR) KNOWLEDGE, AND THE SURVEYOR DO HEREBY CERTIFY THAT THE LAND SHOWN HEREON HAS BEEN LAID OUT AND THE PLAT PREPARED IN COMPLIANCE WITH SECTION 3-108 OF THE REAL PROPERTY ARTICLE OF THE ANNOTATED CODE OF MARYLAND (1974), AS AMENDED, PERTAINING TO THE PREPARATION OF RECORD PLATS.

COMMUNITY WATER AND SEWERAGE WILL BE AVAILABLE TO ALL LOTS OFFERED FOR SALE.

OWNER'S
SIGNATURE

SURVEYOR'S
CERTIFICATION

Reg. No. 10664