

White Marsh Town Center Task Force Report

Reimagining White Marsh Mall



North Dekalb Mall Redevelopment



White Marsh Mal



White Marsh Mall

Creation of Task Force

On December 6, 2022 Councilman David Marks announced the creation of the White Marsh Mall Task Force. In announcing the Task Force Councilman Marks stated “With the inauguration of the new County Council yesterday, district lines changed, and the White Marsh Town Center has been unified within the Fifth District that I represent,” Councilman Marks commented. “Today, I am acting quickly to create a process for developing a vision for this commercial area. The debate over apartments at the mall, which I inherited, has demonstrated a need to engage the public about what the town center will look like and what infrastructure and community improvements are needed here.”

Membership

Pat Keller, Chair, Perry Hall Improvement Association
Rob Bavar, Bavar Properties Group LLC
Bob Bendler, former county planner, Essex Middle River Civic Council
Bill Blocher, Red Brick Station
Marc Cohen, CFI Management
Lisa Geiger, Federal Realty Investment Trust
Kevin Palmer, White Marsh Volunteer Fire Company
Lynn Richardson, Perry Hall/White Marsh Business Association
Eric Endryas, South Perry Hall Improvement Association
Josh Sharon, Morris & Ritchie Associates

Geoffrey Sharpe, Federal Realty Investment Trust
Cathy Ward, South Perry Hall Boulevard Improvement Association
Peggy Winchester, South Perry Hall Improvement Association
Matt Bolyard, Southway Builders
David Marks, Councilman
Emery (Te-Sheng) Huang, Baltimore County Planning Department
Jim Leanos, Oak Crest Village
Sharon Kihn, Chesapeake Chamber of Commerce

Meetings

December 20th, 2021

- Administrative items, meeting dates, time, places, work plan
- Survey discussion

January 10th, 2023

- Review all Master Plans
- Review all Community Plans
- Review Zoning history since 1945
- Survey, work on questions

February 7th, 2023

- Review Public Infrastructure: Schools, parks, water, sewer, transportation (roads, transit), police, fire, health care etc.

March 7th, 2023

- Mall Redevelopment Concepts Presentations: Design Collective: Columbia Mall, Howard County, Ayers Saint Gross, Security Square Mall
- Vision Statement Draft

March 2nd, 2023

- What would we like see at mall
- Community needs that Mall could meet
- What we wouldn't encourage at Mall
- Vision Statement Final

May 30th, 2023

- Table Top Mall Design Exercise
- Apartments at Avenue, presentation
- Next Steps, discussion

July 5th - August 30, 2023

-review report and recommendations

September 26, 2023

-community meeting, solicit ideas, comments

Study Area

For purposes of the Study, the Task Force separated the Study area into two major areas. The Primary Area is the White Marsh Mall area, and Secondary Area comprises the industrial park adjacent to the Mall and the retail area located along

Campbell Blvd. The focus of the Task Force's work in this report dealt mainly with the Primary Study Area.



Property Ownership

The property ownership in the Mall Area consists of 8 major owners with Brookfield Properties controlling 5 of the properties.



1. C/O Glas Trust Co. LLC
2. White Marsh Mall LLC
Brookfield Properties
3. White Marsh Anchor
LLC, Brookfield Properties
4. White Marsh Mall LLC
Brookfield Properties
5. 8200 Perry Hall LLC
6. May Dept. Stores

7. White Marsh Mall LLC
Brookfield Properties
8. White Marsh Mall LLC
Brookfield Properties

Baltimore County Master Plans and Zoning

Master Plans

- 1980 GuidePlan
Adopted 6/15/1972 – Designated Town Center
Zoning – BM-CT
- 1975 Master Plan
Adopted 10/30/1975 – Designated Sector Center
Zoning – BM-CT
- Baltimore County Master Plan 1979 – 1990
Adopted 11/19/1979 – Designated Growth Area/Center
Zoning – BM-CT
- Perry Hall – White Marsh Plan
Adopted 11/4/1985 – Designated Growth Area
Zoning – BM-CT
- Baltimore County Master Plan 1989 – 2000
Adopted 2/5/1990 – Designated Urban Center
Zoning – BM-CT
- Baltimore County Master Plan 2010
Adopted 2/22/2000 – Designated Growth Area
Quality Communities
Zoning – BM-CT
- Baltimore County Master Plan 2020
Adopted 11/15/2010 – Designated T5 Urban Center

Community Conservation Area
Zoning – BM-CT

- Baltimore County Master Plan 2030
Under Study – Regional Commercial Node
Zoning – BM-CT

Zoning BM-CT

The BM-CT zone is one of the most permissible zones in terms of density and uses in the Baltimore County Zoning Regulations (BCZR). The BM-CT zone allows a wide range of commercial, office and retail uses. In addition, the BM-CT zone does not have any standards for assuring quality development.

Commercial, Town Center Core District



Intent: To provide primary shopping areas within town centers on land zoned BL, BM, BR and/or ML. This primary shopping area is intended to contain a high incidence of pedestrian-oriented retail uses of a type ordinarily producing relatively high income and profit per square foot of sales area. The district may include major business generators such as department stores and certain auxiliary services such as offices. The district may only be applied within designated town centers which include Towson, White Marsh, Owings Mills, Eastpoint, Security, Westview, Merritt Point, Pikesville.

Typical Uses Permitted by Right: Uses permitted by the underlying zone.

Typical Uses Permitted by Special Exception: Uses permitted by special exception in the underlying zone.

Business Zones

	CB	BLR	BL	BM	BR	BMM	BMB	BYC
Permitted Uses	Retail, service and restaurant (except fast food and tavern)	Permitted uses in CB, fast food, tavern, athletic club	Retail, service, bank, tavern, food store, medical clinic	Uses permitted in BL plus service garage, theater, warehouse	Uses permitted in BM plus kennel, greenhouse, printing	Marinas and water-oriented land uses in scale with the surrounding community	Uses permitted in BMM, boat yards, water-oriented uses	Yacht club community bldg., out of water storage facility-Class A
Minimum Front Setback	25 feet, or average of adjacent buildings within 100 feet, whichever is less	Same as CB zone	10 feet from the front property line and 40 feet from the street center line ¹	15 feet from front property line; 40 feet from the street center line ¹	25 feet from front property line; 50 feet from the street center line ³	Same as BM zone	Same as BMM zone	Same as BMM zone
Minimum Rear Setback	Same as for side setbacks	Same as CB zone	None, except 20 feet when abutting a residential zone	Same as BL zone	30 feet ¹	Same as BM zone	Same as BMM zone	Same as BMM zone
Minimum Side Setback	20 feet from property line of residentially zoned land, otherwise 10 feet	Same as CB zone	Interior lots: None Corner lots: 10 feet on the street side ^{1,2}	Same as BL zone	30 feet ¹	Same as BM zone	Same as BMM zone	Same as BMM zone
Max. Floor Area Ratio	0.33	0.33	3.0	4.0	2.0	0.33	0.33	0.33
Maximum Building Height	2 stories and not more than 35 feet	Same as CB zone	Subject to height tent regulations	Same as BL zone	Same as BL zone	Same as BM zone except 40 feet max.	Same as BMM zone	Same as BMM zone

Recommendation: The Mall area needs a new overlay district that incorporates site design and building design standards. The emphasis should be focused on site and building design rather than uses. There are three code structures that would achieve this goal 1) Overlay district; 2) Form Based Code; 3) Transect. The preferred mechanism is creation of new Overlay district. The Task Force proposes that the attached Mall Overlay District be adopted and mapped for the White Marsh Mall area.

Infrastructure

In order to more fully understand the existing conditions that might affect development/redevelopment the Task force reviewed all of the basic services that might affect development/redevelopment. The results of the findings are provided below.

Police

Police per capita in Baltimore County there are 21.7 sworn officers per 10,000 residents, national average is 24.3 sworn officers per 10,000 residents. Total calls for service at the White Marsh Mall compared with other Malls in Baltimore County. Precinct 9 – White Marsh is the precinct directly adjacent to and serving the Mall.

White Marsh Mall was compared with several other Baltimore County malls to look at total calls for service. White Marsh Mall had the 2nd highest total number of calls for service.

	2021	2022
White Marsh Mall –	1,523	1,676
Security Square Mall -	977	1,060
Owings Mills Mall -	1,106	1,618
Hunt Valley Mall -	2,409	3,249

Fire

There are 3 fire and rescue stations serving the White Marsh Mall area. The two stations within the direct service area are Fullerton, and White Marsh Volunteer.

	2020	2021	2022
Station 08: Fullerton BCoFD			
Total Incidents	4,604	4,975	5,105
Station 20: White Marsh VFC BCoFD			
Total Incidents	3,633	4,313	4,571

Both stations are fairly active with relatively high numbers of calls.

Health Care

The closest hospital serving the Mall area is MedStar Franklin Square medical Center. In the overall ranking of Maryland Hospitals, Franklin Square received a B level rating. In Maryland, seven hospitals received an "A" grade, 14 hospitals received a "B" grade, 17 hospitals received a "C" grade and two hospitals received a "D" grade. No Maryland hospitals received an "F" grade. Of the 17, B rated hospitals, Franklin Square was rated 5th.

Wait times in the emergency room continue to be a problem post COVID. According to Hospital Stats the wait time at Franklin Square is about 3 hours, 13 minutes, with other sources (Emergency Room Near Me) showing a wait times of 4 hours, 48 minutes. The availability of emergency health care is an ongoing issue.

Recommendation: Currently Baltimore County does not have any development standards related to Adequate Public Facilities for Police, Fire, or Health. The Task Force recommends that the County investigate possible use of standards for these services. The Task Force understands that this is a private sector issue and very complex.

Schools

The White Marsh Mall area is served by Fullerton Elementary School, Parkville Middle School, and Overlea High School. At present Fullerton Elementary, Overlea High are over 100% utilization.

- a. Elementary Schools – There are 3 elementary schools in the White Marsh Mall area. The new Rossville Elementary School will be the school serving the Mall. Joppa View, Fullerton Elementary and Vincent Farm are adjacent to the Mall. The current capacities are as follows.

Fullerton 117.06% utilization

Joppa View 104.88% utilization

Vincent Farm 104.86% utilization

Rossville - newly constructed, the Mall is located within this
New school boundary, school utilization not yet available

- b. Middle Schools - The Mall will be served by the new Northeast Middle School located on King Avenue. Adjacent schools are Parkville Middle School, Golden Ring, Perry Hall. Current capacities are as follows.

Parkville 96.24% utilization

Golden Ring 104.50% utilization

Perry Hall 105.56% utilization

North East Middle School - under construction, the Mall is
Located within this new school boundary, school utilization
not yet available

- c. High Schools - The Mall is served by Overlea High School, adjacent school is Perry Hall. The BCPS MYPAS rated Overlea High School as the 10th worst in the County of the 24 County high schools. Current capacities are as follows.

Overlea 112.02% utilization

Perry Hall 101.78% utilization

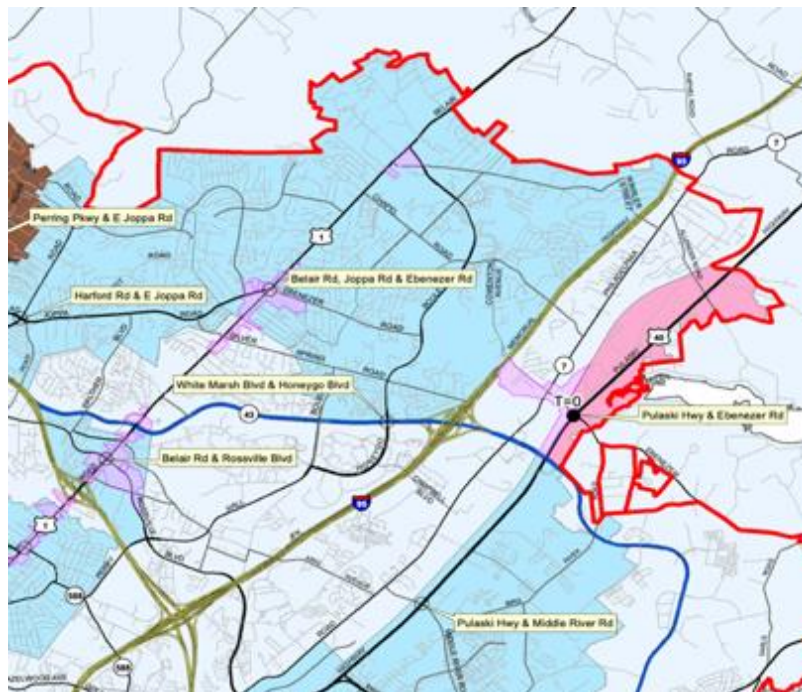
Recommendation:

Due to the rate of residential development in the area, and the fact that most of the schools are near or over 100% utilization the APFO for Mall Area and PHIA area should be amended to reflect the recommendations in the County Council 2020 APFO Report. The basic recommendation is that the school

State Rated Capacity for overcrowding be moved to 100%. See Appendix for regulatory change.

Roads

The White Marsh Mall area is served by an extensive road network and is in proximity to I-95, and I-695, the Baltimore Beltway. The closest intersection with a poor rating (D) is the intersection at MD-43, White Marsh Blvd., and Honeygo Blvd. This intersection is currently undergoing improvements.



There are two critical road points that affect the Mall and need to be improved. These road segments are:

Mohrs Lane – Campbell Blvd. – bridge CSX – County road
Route 7/White Marsh Blvd. - full interchange – State road



Recommendation:

Improve White Marsh Blvd./Route 7 to full interchange, and build the Campbell Blvd. bridge across CSX Railroad tracks as soon as possible. Contact State Delegates to push MDOT-SHA to improve this road section.

Public Transit

There are two private long-range bus companies providing service to Pennsylvania, New York, and New Jersey. These bus services use the JC Penny parking lot, Boscov's parking lot, and the Maryland Transit Administration (MTA) parking lot.

Mega Bus <https://us.megabus.com/city-guides/baltimore>

Ourbus <https://www.ourbus.com/routes>

MTA public transit service at the Mall and MTA parking lot includes the following.

Local Bus – Number 56, has 71 stops – White Marsh Mall to downtown, 45 minutes

CityLink – Brown, White Marsh Mall to downtown, has 70 stops, 55 minutes

Express Bus – Number 120 (White Marsh MTA park and ride), 35-minute trip

Hopkins Hospital – downtown – White Marsh

Commuter Bus – Number 420, Havre de Grace to downtown Baltimore, stop at White Marsh Park and Ride (PM drop off from downtown Baltimore only 1:34 PM) for those wanting to get home mid-day

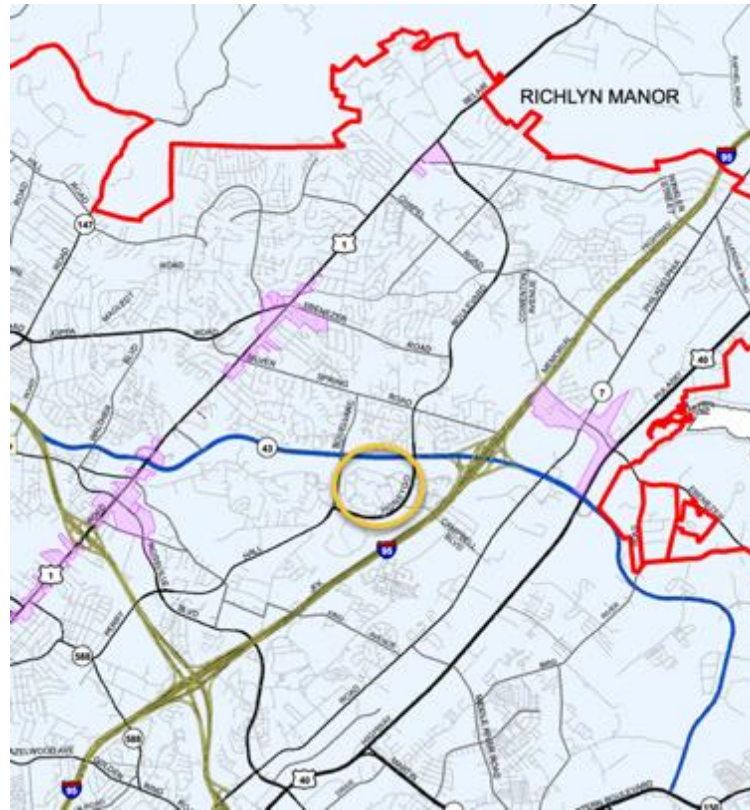
Recommendation:

Improve the pedestrian access between the MTA park and ride lot and the Mall to provide a safe, walkable and enjoyable walk for pedestrians.

Maintain local bus service on the Mall site in a centralized location.

Water/Sewer

The White Marsh Mall currently has no water or sewer deficiencies.



Department of Public Works and Transportation

2022 Basic Services Map Sewer Deficient Areas and Areas of Concern



BALTIMORE COUNTY GOVERNMENT DEPARTMENT OF PUBLIC WORKS INTER-OFFICE CORRESPONDENCE

DATE: January 4, 2022
TO: D'Andrea Walker, Acting Director
Department of Public Works and Transportation
FROM: Lisa Eicholz, PE, Chief *LKE*
Bureau of Engineering & Construction
SUBJECT: 2022 Basic Services Maps
Public Water & Sewer Issues

In accordance with your request, we are furnishing an update for the 2022 Basic Services Map.

Water
No deficiencies are known to exist.

Sewer
All of the 10 remaining sewer relief point locations are being entered. We have completed several rehabilitation projects and are now performing post-construction monitoring to determine the effectiveness of the projects. In addition, we have projects in design and also construction which will eventually allow the elimination of the areas of special concern.

Revisions to the Basic Services Maps to remove an area of special concern do not mean that an area has unlimited development potential. Computer modeling and simulations to assess the impacts on the County's sewer system resulting from development are completed on a case by case basis. Determinations are made to assess if the impacts from development will require downstream improvements to ensure adequate capacity in the sewer system.

LKE: DAB

cc: Erin A. McKenna-Streyle - Water Design Section
David A. Bayar, P.E. - Sewer Design Section
Joannette Applano - Sewer Design Section

Recreation and Parks

There are 8 County parks and 4 school sites serving the White Marsh Mall area. The closest park is located 1.6 miles from the Mall and the furthest is 3.19 miles. A comfortable 10-minute walk covers approximately a half-mile. There are no recreational opportunities within a 10-minute walk of the Mall. With increased residential development at the Mall area (Enclave 518 units, Avenue Apartments 200 units, Avenue Grand 324 units).

The Task Force recognized needs in the following areas – First, due to increased residential uses in the area recreational amenities for residents needs to be provided, Second, if the Mall area is to become a true regional activity hub then active and passive recreational uses need to be provided.

Honeygo Run Regional Park
206 Acres – 1.6 miles from Mall
9033 Honeygo Boulevard
Perry Hall, Maryland, 21128

Cowenton Ridge Park
25 Acres – 2.83 miles from Mall
8941 Cowenton Avenue
Perry Hall, Maryland, 21128

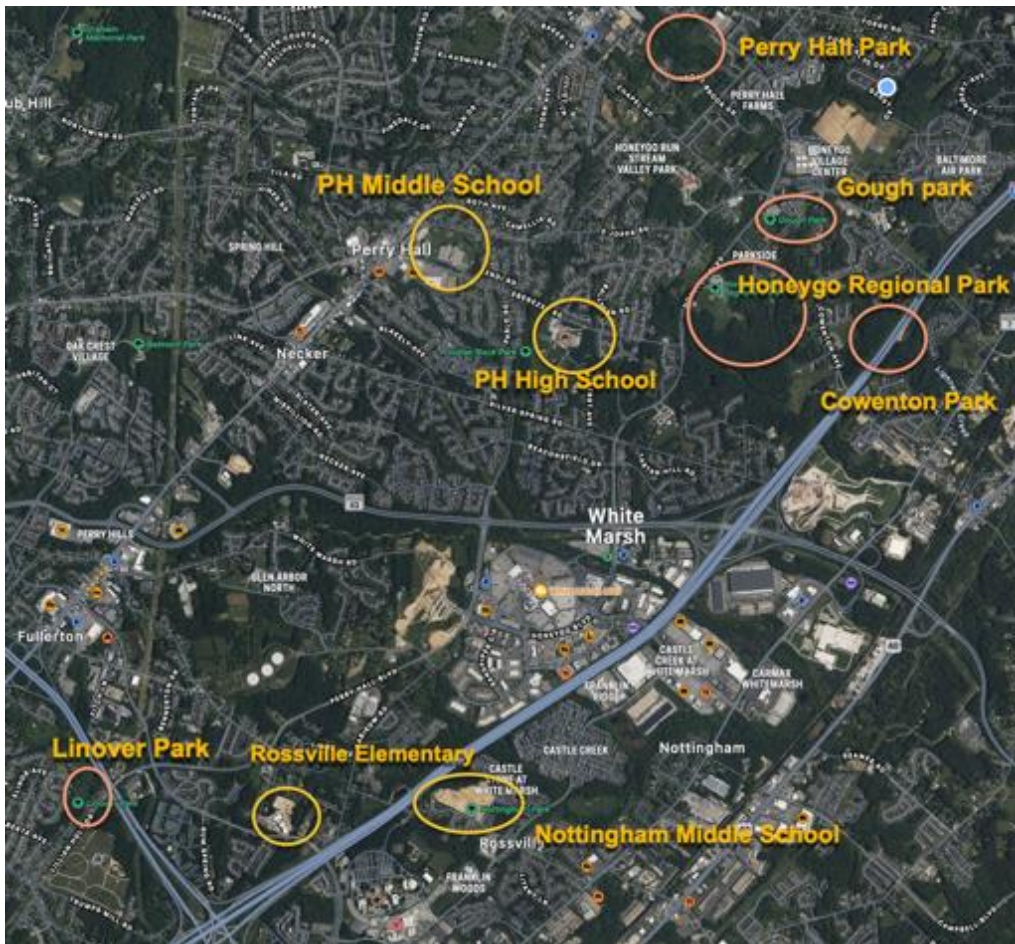
Nottingham Park
35.3 Acres - .88 miles as crow flies, 2.23 access miles
from Mall
9510 Stapleford Road
Rosedale, Maryland, 21237

Linover Park
20 Acres – 2.33 miles from Mall
Lillian Holt Drive
Nottingham, Maryland, 21236

Fullerton Community Center
6.3 Acres – 3.32 miles from Mall
7209 Belair Road
Baltimore, Maryland, 21206

Holt Park and Center For The Arts
12.1 Acres – 2.9 miles

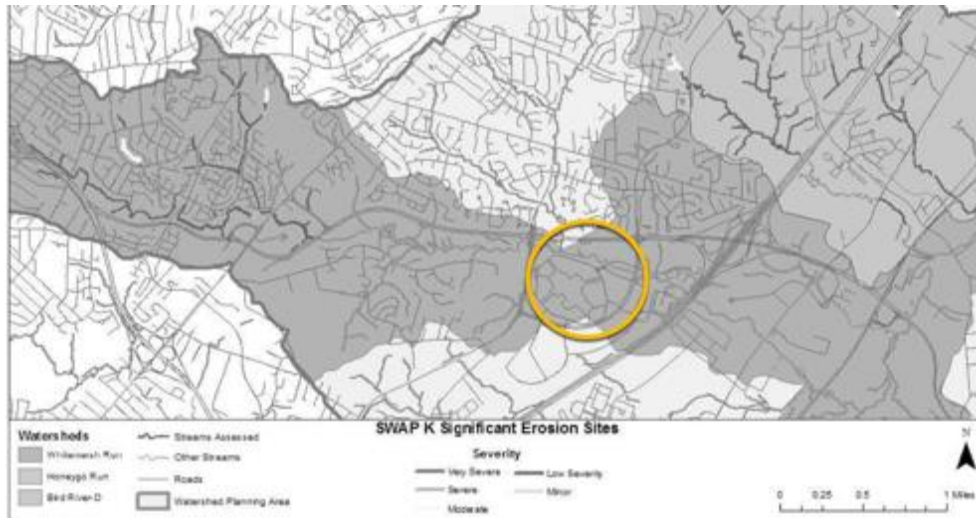
34 Elmont Avenue
Baltimore, Maryland, 21206



Recommendation: The White Marsh Mall area has experienced residential growth over the past several years with Villages 824 units, Avenue Grand 324 units, Enclave at White Marsh 516 units, Apartments at Avenue 200 units. The White Marsh Mall area is a recreation and parks desert. The area is need of neighborhood and regional parks. The Mall area should serve as a regional park meeting passive and active recreational needs.

Environment

White Marsh Run – Severely Impacted Watershed – Inadequate Buffers



Areas of Flood Risk



Recommendation: The Whitemarsh Run at the Mall is severely impacted and restricted. Projects recommended in the SWAP should be implemented and possible flooding issues addressed.

Community Survey

Introduction

The White Marsh Mall Task Force developed and deployed a community survey with the assistance of the Department of planning to assess the overall sentiment concerning mall and potential revitalization. The survey was deployed on Baltimore County's social media, locally by organizations represented on the committee, and via the extended networks of each committee member. The survey was made available for thirty days from 2/6/23 - 3/6/23 and received responses from 1,400 participants. The purpose of the survey was to inform the Task Force and public as to the perceptions, needs, and desires of the public.

- + Age of respondents: evenly spread from 36 years to 66+ years, smaller response from younger under 35 years of age
- + Gender: 70% female
- + Ethnicity: 84% white, 4% black, 1.5% Asian
- + Top 3 Amenities: Parks, Open Space; Schools; Healthcare
- + Top 3 Commerce Activities: Grocery, Restaurants, Retail Shopping
- + Top 3 Entertainment Activities: Restaurants, Park, Movies
- + Transportation: Auto
- + Work In Area: 25%
- + Frequency of Mall visits in order: Every few months, Not at all, Monthly
- + Describe Mall: Outdated, Unsafe, Declining
- + Describe Mall You Would Like: Safe, Vibrant, Community, Welcoming
- + Describe Mall Uses You Would Like: Stores, Restaurants, Community Services
- + Services Needed At Mall: Security, Stores, People, Community

The Future

Based upon the research conducted as well as assessing the results of the survey, the Task Force developed a Vision and future plan for the White Marsh Mall area

Vision

Guide the vision for a reimagined White Marsh Town Center towards the creation of a Vibrant and Thriving Destination. The Town Center should support a high quality of life

where visitors, both near and far, can come together; a place where neighbors can Live, Learn, Work, Play, and Gather. An easily accessible, connected, and walkable community where greater retail and service sector opportunities for shopping, eating, wellness, and recreation are provided.

Concept

The general concept for creating an active interesting place for residents and businesses in the White Marsh area the Task Force developed to following principles.

Principles:

- Create an active park – including a water feature
- Reserve environmental areas (to include paths)
- Connectivity
 - Make use of smaller blocks with intersection spacing of no more than 600 feet
 - Promote pedestrian walkability and reduce internal single-occupant vehicle trips by including ‘complete’ streetscape along all blocks, including sidewalks, street trees, and, where appropriate, on-street parking
- Connect mall parcels to other neighboring properties with new crosswalks, sidewalks, and pedestrian controls across busier roads
- Flexible uses
- Create Main Street

Using the Principles developed, the Task Force began sketching out possible locations for the various land-uses and site configuration. The sketch is for illustrative purposes on how the Principles might be achieved.



Examples of a Reimagined Future







Concept Plan Design – Reimagined Future

Provided as follows are a series of graphics depicted as possible future the reimagined White Marsh Town Center. It is recognized that through the course of many years the actual development may differ from what is presented below. It is the intent of the Concept Plan to demonstrate how the core principles should be followed.

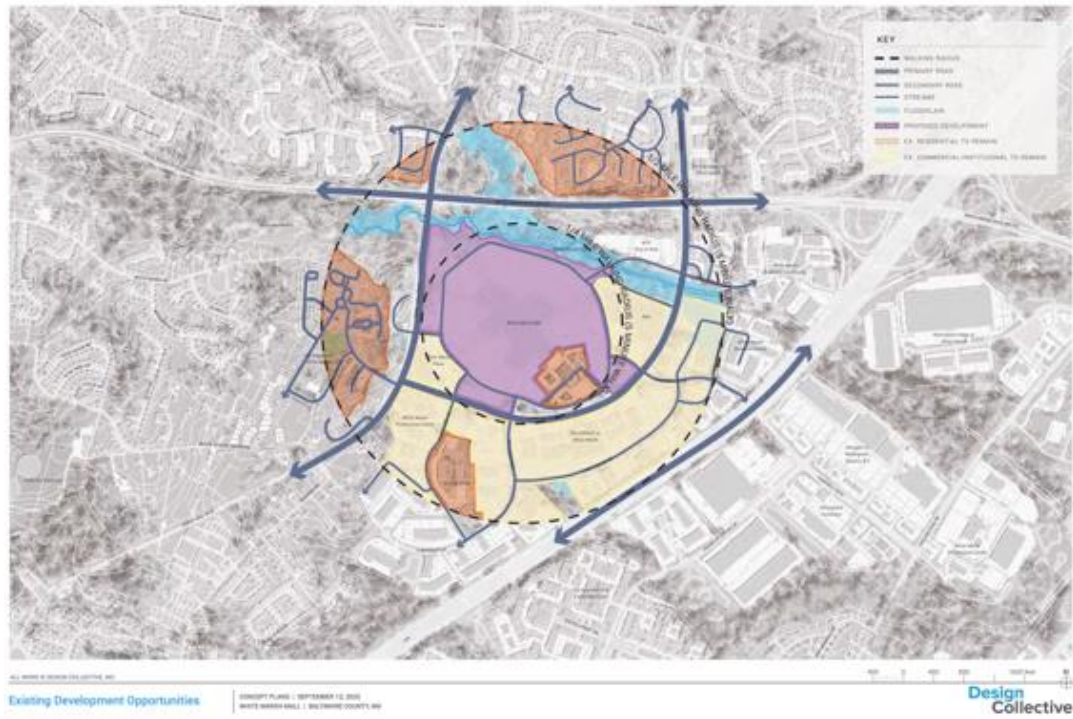
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Existing Development – Illustrative Plan



Existing Development Opportunities



Existing Development Illustrative



Existing Anchors to Remain



Concept Plan – Phase I



Concept Plan – Phase II



Concept Plan – Aerial from the Avenue Looking North



Concept Plan – Aerial from White Marsh Blvd. Looking South

