



MONTGOMERY COUNTY PLANNING DEPARTMENT
THE MARYLAND-NATIONAL CAPITAL PARK AND PLANNING COMMISSION

MCPB
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MEMORANDUM

TO: Montgomery County Planning Board

VIA: John A. Carter, Chief *JAC*
Community-Based Planning Division

Judy Daniel, Team Leader, Bethesda-Cherry Chase/North Bethesda
Community-Based Planning Division

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SUBJECT: Twinbrook Sector Plan Worksession

INTRODUCTION

On June 21, 2007, the Staff Draft of the Twinbrook Sector Plan was presented to the Planning Board. At this presentation, the Planning Board requested additional information on the following items:

- Twinbrook's role in the I-270 Technology Corridor and the County
- Relationship to the City of Rockville
- Industrial Land in Twinbrook and the County

Other topics for discussion include:

- The Parklawn Building
- Grid Street Pattern
- Green Areas and Public Use Space

The following discussion provides staff recommendations, background, and analysis of examined alternatives for each of the topics listed above. In future worksessions, staff will present the capacity analysis of schools and transportation for the Plan's land use recommendations. Staff will also schedule a tour of the area for the Planning Board.

TWINBROOK'S ROLE IN THE I-270 TECHNOLOGY CORRIDOR AND THE COUNTY

Staff Draft Recommendations

The Staff Draft envisions Twinbrook as one of the Metro Red Line communities with existing employment uses complemented by residential and retail uses to create a fully rounded community and contribute to the County goal of balancing jobs and housing.

The recent analysis of the I-270 Technology Corridor economy found that the Corridor has absorbed significant growth into an environment of intertwined commercial and residential activities. The Staff Draft recommendations fit into that Corridor's economic profile by creating a mix of employment uses combined with the opportunity for housing near transit.

- Zone to enhance Twinbrook as a technology cluster important to the basic industries in Montgomery County and the I-270 Technology Corridor.
- Provide housing options that contribute to the balance of jobs and housing in the Corridor and encourage the use of transferable development rights (TDRs).
- Provide opportunities for incubator space and small businesses that support both the basic industries (high technology) and non-basic industries (services).
- Serve as a transit center for the surrounding neighborhood.
- Provide transit connections to the NIH Campus and beyond, establish bicycle and pedestrian connections to transit and to the regional park system, and improve the local pedestrian and bicycle access.

Twinbrook's mix of high technology uses, including office, laboratory, and incubator space in proximity to retail and residential uses will be unique in the Washington region. This proximity of varied uses is intended to foster the collaborative efforts essential to the high technology industry.

Discussion

Existing Conditions – Twinbrook is one of a series of communities along the Metro Red Line, each with a different character. From the strong anchor at the Bethesda CBD, the line travels north through the NIH campus, to the predominantly residential Grosvenor. Change anticipated at White Flint envisions this area as a downtown for the North Bethesda community, combining the existing retail presence with office and residential uses. After Twinbrook, the Rockville Metro Station serves as the City of Rockville's downtown and the Montgomery County seat. Shady Grove is planned to evolve into a Metro oriented residential community with additional technology uses along Shady Grove Road.

Within this array, Twinbrook serves a complementary function, providing convenient space for NIH overflow offices and for related tenants and office uses, including office and lab space for the FDA and US Pharmacopeia on Fishers Lane, as well as smaller spin-off businesses in the Light Industrial Area.

Twinbrook is also part of the MD 355/I-270 Corridor, a varied area of intense retail, residential, and employment uses being guided into a series of distinct centers, each with a different character and role. As one of these centers, Twinbrook serves a larger economy, but also should be complete in itself. Unlike the primarily residential Grosvenor or largely retail White Flint, Twinbrook is a mix of office and light industrial uses that serve businesses within and outside the Plan area, and serve residents as well.

Community Response – In focus groups the community expressed some of the following concerns.

- The area's physical appearance.
- The importance of the light industrial uses to residents and businesses.
- Inconsistent bicycle and pedestrian connections to the Metro station.
- Existing zoning options, including floating zones, do not address current needs.

Options Analysis

1992 Master Plan – The existing master plan recommendations for the TS-M and TS-R floating zones have not generated the desired housing, require a timely and costly approval process, and limit the use mix. Furthermore, the single use zones such as O-M, I-1 and C-O do not foster the mix of uses that support the collaborative nature of business today. Finally, the zones do not require urban-style site planning and amenities that create a high quality design environment.

Options – In developing the Sector Plan recommendations, staff explored a variety of land use options for the area, evaluating their potential impact on community character, transportation, and schools, including scenarios of mostly residential or high technology redevelopment.

Staff also examined existing projects and development patterns, proposed redevelopment in the City of Rockville, and development at other Red Line stations and found that a balance of uses best serves the community and minimizes impacts on school and transportation capacity. (The details of this analysis will be presented at a future worksession in September.)

Staff Draft Recommendation – The Staff Draft proposals are designed to develop Twinbrook as a technology cluster with a balance of complementary uses in an appealing physical environment. The proposed TOMX zoning allows a wide mix of uses and requires public amenities and improvements. The proposed zoning pattern focuses density in the Metro Core area, and allows redevelopment in the Plan's other areas that recognizes their character and function. The proposed I-4 amendments allow expansion of existing small businesses near Metro and customers, and the Plan makes specific recommendations for an extended street grid that increases pedestrian and vehicle connections.

RELATIONSHIP TO THE CITY OF ROCKVILLE

Staff Draft Recommendations

The Plan recommends redevelopment in scale with the densities and land uses proposed in the City of Rockville. In the Metro Core area, zoning would continue the main street, mixed-use pattern of the Twinbrook Station project. Proposals for the Light Industrial and Technology Employment areas maintain and develop a mix of complementary uses and densities.

Discussion

Existing Conditions – The areas in Montgomery County adjacent to the City of Rockville in Twinbrook include surface parking lots, office buildings, and light industrial uses. The City also has two master plans underway in the Metro station area and is examining many of the same issues including density and mix of uses, the role of light industrial uses, urban park and open space, and pedestrian connections.

Community Response – Community outreach began with a charrette funded by the County Council that included the City of Rockville, and continued with community meetings. The charrette recommended establishing a mixed-use neighborhood at the Metro station, which eventually developed as the Twinbrook Station project. Ongoing community meetings with businesses, residents and representatives of the City of Rockville have produced the following comments about connections and creating a center.

- Improve access to the Metro station with additional sidewalks, a connected street system, and bicycle routes.
- Improve bus access to the Metro station.
- Retain the scale and density of the adjacent areas in Rockville.
- Encourage street oriented retail.
- Locate the highest density uses adjacent to the Metro station and away from the existing neighborhood of single-family homes and garden apartments.

Relationship to the City of Rockville – Both the City's master plans and the Staff Draft Sector Plan approach their areas with a focus on infill, re-use, and the details required for effectively planning small, evolving urban areas. They focus density and mixed uses tightly on the Metro station area and shape surrounding areas to be complementary and connected.

For example, the City designates the area west of MD 355 from Twinbrook Parkway to Congressional Plaza for "urban, transit-oriented mixed-use development" that will be shaped by design guidelines. Those guidelines address the character and image of Rockville Pike, the potential and location of open space, and the architectural and design elements of a pedestrian environment. They recognize the same features

addressed in the Staff Draft Sector Plan – the importance of street design to pedestrian comfort and accessibility, requiring and locating urban open spaces as part of redevelopment, and the physical relationship between buildings and streets in shaping the public realm.

Another point of junction between the City of Rockville and the County are the existing and proposed bike routes. Both jurisdictions face the challenge of crossing railroad tracks, arterial roads, and MD 355 and both have made strong recommendations concerning the importance of making those connections for cars, bicycles, and pedestrians. The identified routes, to be completed through redevelopment and public investment, connect to each other, across barriers, to transit, and to regional bike and park systems.

The following table compares the density and land uses proposed in the adjacent areas in the City of Rockville to sites in the Staff Draft's Metro Core Area.

Comparison of Twinbrook Area Plans - City of Rockville and Montgomery County			
Plan	Dwelling Units	Commercial	FAR
City of Rockville			
East of the CSX Tracks: Twinbrook Station Project	1,595 multi-family units	220,000 sf of neighborhood retail space including a grocery store	1.9 FAR
West of the CSX Tracks: Rockville Pike Corridor	Multi-family units	Office and retail	@2.6 FAR (1.4 FAR commercial and 60 du/acre)
East of the CSX Tracks: Twinbrook Neighborhood	Townhouse and single-family detached units	Office uses along Ardennes Avenue and industrial uses along the CSX tracks	1.5 FAR
Montgomery County			
Staff Draft Sector Plan: Metro Core Area, sites 1 and 2	Multi-family up to 800 units	Office and retail	Up to 2.64 with TDRs and affordable housing bonus
Staff Draft Sector Plan: Metro Core Area, site 3	Mixed-use, primarily office and retail	Office and retail	1.5 FAR

The City of Rockville and Montgomery County meet most significantly at the Twinbrook Metro Station. The station's east side (primarily a large WMATA parking lot) is in the City of Rockville. The Twinbrook Station project, formerly in Montgomery County, reflects the City and County's shared understanding of appropriate development surrounding a Metro station: dense mix of uses connected to transit services in a pedestrian oriented environment that includes parks and open space. This pattern was developed in the charrette and is continued in the Staff Draft's recommendations for the Metro Core Area.

The entire area of the Twinbrook Sector Plan is almost completely within the City's urban growth area boundaries. The City of Rockville is preparing two master plans adjacent to the Twinbrook Sector Plan area, the Rockville Pike Corridor Plan and the Twinbrook Neighborhood Plan.

Rockville Pike Corridor Plan – West of the Twinbrook Metro Station, the City's Rockville Pike Corridor Plan continues the goal of creating distinct places, but along an auto-oriented corridor. The City has developed the following goals for the Corridor Plan and will pursue specific design, land use, density, and transportation recommendations with the help of a consultant.

- Achieve a mix of land uses, improve transportation and pedestrian circulation, and enhance the streetscape and appearance of the corridor through urban design techniques.
- Improve access to and from Rockville Pike and improve its image.
- Create open space options for Rockville Pike and Halpine Road that create a distinct image for the Twinbrook section of Rockville Pike.
- Improve pedestrian and auto connections to the Metro station.
- Create an environment that complements a mixed-use transit-oriented district.

Twinbrook Neighborhood Plan – While the Corridor Plan seeks to change the image and activity along Rockville Pike, the Twinbrook Neighborhood Plan to the north seeks to preserve the nearly 5,000 single-family homes within its boundaries through an overlay district that would allow modest expansions. Some neighborhoods may consider Neighborhood Conservation Districts that identify and conserve the features that create a community's character.

The Twinbrook Neighborhood Plan also addresses the few areas of commercial and industrial development within its boundaries. Referring particularly to the small Lewis Avenue Industrial Area that lies between single-family houses and the rail tracks, the Plan notes that the "service sector is expected to remain strong...since it provides essential support to residents and businesses." The Plan goes on to note the demand for limited industrial space throughout the County and that buildings along Lewis Avenue are fully leased. Given what the Plan describes as high value, good locations, low vacancy rates, and general viability for owners and tenants, it recommends a floating zone to maintain current viability of the light industrial uses and manage their long-term change.

Options Analysis

Existing Master Plan – The 1992 master plan noted "the striking difference" between development in the County and the City, with low density in the County and moderate density in the City and the proposal for higher density to maximize Metro station use. The Plan's rezoning recommendations for mixed use with a component of housing tried to balance development across boundary lines.

Staff Draft Recommendation – In developing and analyzing redevelopment scenarios, staff worked within options that would be complementary to development proposed in Rockville. The Staff Draft Sector Plan recommends filling out the pattern, mix of uses, and densities of the Twinbrook Station project in the Metro Core, and encourages a mutually supportive mix of high technology and industrial services uses in other areas.

This pattern is a significant departure from the existing master plan. The proposed rezoning from O-M to the TOMX-2/TDR Zone will require project plan, preliminary plan, and site plan review. Additional residential density will be allowed through the transferable development rights (TDRs) up to a maximum of 2.0 FAR. The density of commercial uses will remain the same (1.5 FAR) and existing office buildings will remain conforming.

The intent is to foster the area's transformation into a truly mixed-use neighborhood that works with planned redevelopment in the City. In addition, the recommendations recapture the residential uses proposed in 1992 as an overlay option that were never built.

INDUSTRIAL LAND IN TWINBROOK AND THE COUNTY

Staff Draft Recommendations

I-1 Zone – The Staff Draft recommends rezoning from the I-1 Zone with the TS-M overlay to the more flexible and design oriented TOMX-2 Zone with an FAR capped at 1.5 for commercial uses. The zone allows mixed uses appropriate to high technology and a significant component of public improvements.

I-4 Zone – The Staff Draft recommends retaining light industrial uses as a valuable source of complementary jobs and services. The Draft attempts to mediate between the pressure to redevelop in a Metro accessible area and the long-term need for light industrial uses near the center of Montgomery County by amending the I-4 Zone to allow modest redevelopment on small sites at densities appropriate to the edge of an urban center.

Discussion

Existing Conditions – The Technology Employment Area is zoned I-1 with a TS-M overlay and the 1992 Plan proposed the area for housing. Instead, it was developed without the overlay as office and laboratory space that met market demands. Sites were developed at roughly 1.5 FAR.

In the Light Industrial Area, sites around Washington Avenue and Wilkins Avenue are zoned I-4. Washington Avenue sites have experienced little change, while Wilkins Avenue and Parklawn Drive have developed with both new and renovated buildings in accordance with the requirements of the zone. Vacancies are low (about one percent), and the area contains a wide range of commercial, service, high technology, warehousing and light industrial businesses.

National Trends – Industrial uses play a vital role in supporting business and domestic goods and services needs. In San Francisco, a 2004 study found that warehousing, wholesaling, and light industrial uses play an important role in the area's high technology economy and serve both households and commercial establishments. The study points out that these uses need access to reasonably priced land, locations near customers where they can function without undue conflict with neighbors. The study explored two patterns - light industrial uses concentrated away from commercial and residential communities and light industrial uses dispersed throughout the community. The study confirmed that longer travel times for industrial uses removed from their customers increase the cost and availability of goods.

In 2006, Minneapolis, a more traditional industrial economy, also found increasing pressure to redevelop industrial districts, and determined a need to preserve and encourage industrial uses not only for living wage job generation, but for high property tax value per square foot. They found a lack of sites for smaller businesses and that those businesses were often priced out of locations when properties redevelop.

Los Angeles is considering a cap on new housing in its industrial downtown, finding that residential projects are displacing manufacturing zones that employ nearly 1,000 people per acre and contribute greater tax revenues than residential uses.

Washington, D.C.'s 2006 study "Industrial Land in a Post-Industrial City" reported that industrial land is under pressure by commercial and residential redevelopment yet will be needed to serve municipal and private uses that provide career-path, well-paid jobs for those without a college education. The study defines these businesses as Production, Distribution, and Repair, noting, "they are critical to a healthy D.C. economy and must be retained." As a result of the study's findings, D.C. is pursuing a new zoning framework that updates use categories and sorts them by character into heavy industrial uses, industrial park uses, and mixed uses that include live/work arrangements.

A 2004 Sprawl Watch Clearinghouse monograph examined sprawl in relation to jobs and found that job growth at the community's fringes makes transit use less likely. It also notes that clustering industrial uses near offices can encourage stable, long-term business relationships.

Harvey, Illinois, a small industrial city outside Chicago, is examining a zoning proposal for linked transit and cargo-oriented development in an effort to create jobs that contribute to a revitalized residential downtown.

While these studies and communities have found that industrial uses are both a central and supportive part of local economies, social scientist Richard Florida, in "The Rise of the Creative Class," posits that affordable commercial space is "being wiped out at an alarming rate," and that this space "provides the 'garages' so crucial to economic innovation."

Arlington County, Virginia is at the forefront of redeveloping into transit oriented mixed-use communities and in a 2000 report noted that the County could thrive without industrial uses within its boundaries. The report also points out that its residents and businesses would have to rely on industrial services located outside the county. The study finds that Arlington's industrial uses make up three percent of the total land area, and points out that Montgomery County has the lowest amount of industrial land in the region at .04 percent.

The scale and focus of these communities may differ, but the goal of making layered and effective use of transit to achieve jobs and housing is shared by all. Many of these communities are adapting their plans and zoning ordinances to recognize the difference between industrial uses and commercial services, and recognizing that Smart Growth principles should evolve to accommodate both.

Industrial Zoning History – Twinbrook grew from the Spring Lake subdivision, recorded in 1892 as a residential community of small lots adjacent to the rail line. Over time, residential lots became interspersed with light industrial uses, with office and more light industrial uses developing on sites around the community.

At the time of the 1978 Plan, the area was largely industrially zoned, but with the Parklawn Building a majority of the area's employees were office workers (89.4 percent). In the area surrounding Washington Street, the 1978 Plan noted, "a majority of the lots and houses still remain..." The 1978 Plan's recommendations were developed in response to Metro construction and the Plan directed that the residential lots be rezoned for industrial uses.

By the time of the 1992 Plan, the area's character was again shifting. The light industrial uses were turning into offices, allowed by right in the I-1 Zone, and the Plan wanted to preserve dwindling industrially zoned land. It maintained the I-1 zoning north of Parklawn Drive with a TS-M Zone overlay in the area that had already redeveloped with some offices, and it rezoned the sites around Washington Street from I-1 to I-4, to allow office by special exception rather than by right.

Existing Conditions Countywide – Industrial land in the County continues to be a dwindling resource, with areas rezoned for mixed uses or industrial zones used for other purposes than industrial development. The area around Washington Street in Twinbrook is an active economic resource. This Plan seeks to retain its existing and functioning industrial lands at a scale appropriate to a Metro station.

The City of Rockville Comprehensive Master Plan reviews the City's economic base and finds that while relying heavily on biotechnology, "The type of space required by bioscience companies varies from industrial/warehouse buildings to one- or two-story flex space to mid-rise office buildings." This description matches the staff recommendations for the Twinbrook area.

In 2004, the Research and Technology Division examined industrial zoning in Montgomery County as background research for the Twinbrook Sector Plan. Their analysis of land use and zoning data found that land zoned I-1 and I-4 comprise less than 1/10 of one percent of the County. The work also found a low vacancy rate that reflects the combination of limited available industrial land and the need for less costly space. This low vacancy rate is indicative of high demand for the light industrial uses.

Existing Conditions in Twinbrook – A close examination of Twinbrook's industrial uses and lot sizes reveals an intense mix of uses, some traditional industrial uses involving production, others that provide consumer oriented services, and others that straddle definitions by providing office space, laboratory space, services, and retail uses. Ownership varies as well, with condominium, rental, and land ownership available.

Land uses in Twinbrook fall into a category best described as service or mixed industrial, including offices, warehousing, wholesaling and others that serve both business and residential customers and work well (as pointed out in the San Francisco study) when dispersed to minimize truck miles, air pollution, travel costs and time delays. Industrial service uses in Twinbrook provide:

- Conveniently located business and residential goods and services

- Small lots and simple buildings with rental and ownership opportunities that a more “planned” area could not provide
- Uses complementary to the Metro Core Area of residential and commercial uses, the Technology Employment Area, and users located outside the area
- A mix of uses within a building or site, for example, a business can accommodate offices, warehousing, and limited manufacturing in one location
- Skilled and living wage jobs that build a diverse employment base

As in other communities, Montgomery County has a limited amount of this land and space available that has been decreasing over time and as areas are rezoned for mixed uses focused on residential, retail, and office without recognizing the need for support services supplied by light industrial uses. Reviews of the parcel file and field observations have found the following characteristics.

Table of Uses in the I-4 Area of Twinbrook

Uses	Percent of Gross Floor Area
Industrial	9
Mixed industrial (high technology, service and office)	28
Warehousing	20
Retail	10
Office	33

Lot Sizes in the I-4 Area of Twinbrook: 72.19 Total Acres

Lot Sizes	Percent of Lots
Lots larger than one acre	15
Lots smaller than one acre	85
Lots smaller than a half acre	66
Lots smaller than a quarter acre	53

Community Response – Landowners and tenants located in the Light Industrial Area have expressed a variety of views on retaining the I-4 Zone. Some are interested in redevelopment at a higher density, others seek to retain their businesses in place, with the opportunity to expand and upgrade. Residents have also stated that they value the convenient location of this area.

Analysis of Options

Existing Master Plan – As described in the zoning history, the 1992 Plan includes both the I-1 and I-4 zones in the area located east of Twinbrook Parkway.

Options – Through the planning, outreach, and transportation modeling processes, staff considered a number of uses and boundary lines for the Light Industrial Area, including extending the TOMX Zone and encouraging a residential enclave or allowing

properties to assemble and redevelop. Through the planning process, staff found that the area is convenient yet isolated, has low vacancy rates and active businesses, businesses do not generate significant traffic, and many owners are interested in remaining in the area and being able to upgrade their facilities.

This led staff to draw a boundary line for industrial uses that focuses redevelopment on Parklawn Drive parallel to Fishers Lane, and concentrates high technology uses in that area. It also led to the Plan's proposal to amend the I-4 Zone to allow redevelopment on smaller lots.

Staff Draft Recommendations – The Staff Draft Sector Plan recommends retaining a the light industrial (I-4) uses located east of Twinbrook Parkway, along Parklawn Drive and Washington Avenue. This area is well below grade, and near the intersection of the future Montrose Parkway and Parklawn Drive. It is buffered from adjacent neighborhoods by rail tracks and roads and within walking distance of the Metro station. It also has truck access to Montrose Parkway.

In developing the recommendations for this area of Twinbrook, staff examined the area's development history, existing uses, available zoning tools, and comparison of industrial uses and codes in the County and in other municipalities. The recommended land use pattern steps down the intensity of uses from the Metro station area at 2.0 FAR to the 1.5 FAR Technology Employment Area, to a 1.0 FAR in the Light Industrial Area.

I-4 Zone Development Standards – The I-4 Zone, established in 1983 for the Airpark industrial park, is intended for areas of low-intensity, light-industrial uses. Residential and office uses are allowed by special exception, and retail is directed to serve employees of the area, not larger than five percent of the total floor area on a lot. Permitted uses include traditional light manufacturing uses along with cosmetic, scientific, information technology, and biotechnology research uses. This range accommodates high technology uses complementary to the adjacent Technology Employment and traditional light industrial uses.

The Staff Draft proposes the following zoning text amendments to increase the opportunities in the I-4 Zone in a manner appropriate to the Twinbrook area.

Proposed Amendments to the I-4 Zone in Transit Station Development Areas

	Existing I-4	Proposed Amendments to I-4
Minimum Lot Size	1 acre	Less than 1 acre
Setbacks	100 feet from adjacent single family residential	No change, but not applicable in Twinbrook
	10 feet from adjacent commercial uses	No change
	50 feet from rail, utility right-of-way or arterial road separating from residential	No change
	25 feet from arterial road separating from commercial	10 feet
Green Space	20 percent	10 percent
Parking Requirements	Per Article 59.E and 35 foot setback	Per Article 59.E and 10 foot setback
Building Height	3 stories (42 feet)	No change
Uses	Light industrial uses	Add live/work accessory units
FAR	1.0 FAR	No change

Rather than a suburban industrial park, these proposed amendments would shape an urban industrial zone of minimal setbacks and at a density appropriate to a Metro station. The 1.0 FAR on small lots is comparable to similar areas on the edges of CBDs, such as Fenton Village in Silver Spring, zoned CBD-0.5 and the proposed amendments to the zone will create a similar urban pattern of small lots and reduced setbacks.

This pattern is appropriate to the evolving nature of businesses today, spinning off and expanding in place, near customers and workforce, and connected economically with neighboring businesses.

THE PARKLAWN BUILDING

Staff Draft Recommendations

The Staff Draft recommends that the Parklawn Building be rezoned to TOMX-2 and remain as a non-conforming structure. Any changes in use would be those mixed uses permitted in the TOMX Zone and would require site plan review. The Plan makes specific recommendations for street character, connections, park space, and public amenities.

Discussion

Existing Conditions – Prior to 1958, the Parklawn Building site was a series of house lots zoned R-90 in the northern part of the 1892 Spring Lake subdivision. (The R-90 zoning at the eastern terminus of Fishers Lane is a holdover from this era.) On the 1958 zoning map, Parklawn Drive is shown located roughly along the route of previous subdivision street, Worcester Avenue.

A 1967 subdivision combined the house lots into Lots 10 (93,735 sf) and 12 (166,309 sf). Lot 10 is the easternmost lot. On that same sheet (record plat 500-51, Plat Book 84, Plat #8722) the site is marked in pencil as zoned I-1.

Tax records indicate the Parklawn Building was built in 1970 and is 1.3 million square feet on a 165K square foot lot. It was built lawfully under the 1968 Zoning Ordinance, which had no height limit for I-1 uses. The building was grandfathered by the 1972 Ordinance (59-60.g) that made I-1 uses built prior to March 16, 1971 legal, "provided that any additions or alternations ... shall not exceed ten percent of the total gross floor area..."

In the *1970 North Bethesda/Garrett Park Master Plan* land uses around Twinbrook Parkway are commercial and industrial. That Plan also describes an area straddling the City and County line as one of three "primary impact areas" from the proposed mass transit line. Because the area is primarily within the City and at the time, the station would be located in the City, the Twinbrook area was not specifically addressed. The station was later moved to the south and Twinbrook is addressed more directly in later plans.

The *1978 Twinbrook Sector Plan* begins by stating in its summary "The Twinbrook Metro station was located to serve a number of primary passenger generators including Parklawn HEW [the building was leased by Federal agency, Health, Education, and Welfare, which later became Health and Human Services], other commercial and industrial employers..."

In its section on existing conditions, that Plan stated, "The sector plan is dominated by the Parklawn Building ...". The Plan records the building at approximately 1.35 million square feet divided between 300,000 square feet of structured parking and 1 million square feet of office space, housing almost 6,000 employees. At that time, the Plan

noted that the planning area comprised 1.85 million square feet of office space, 300,000 square feet of industrial space, and 60,000 square feet of general retail floor area.

The 1978 Plan's land use section recommended retaining the existing I-1 zoning, anticipating no change to the building and recommending limited development in the surrounding area, in response to a County Council mandate to limit trip generation.

The 1992 *North Bethesda/Garrett Park Master Plan* did address Twinbrook as a plan area, and noted that 7,000 employees worked in buildings leased by the federal government, comparable to the 6,781 noted in the 1978 Plan. It noted as well that the Parklawn Building dominated the planning area. It described the building as 18 stories, with the same square footage as in 1978.

However, by 1992, the area comprised 2.2 million square feet of office space, 635,000 square feet of industrial space, and 143,000 square feet of general retail space. Also by 1992, JBG had begun assembling property west of Twinbrook Parkway that would eventually become the Twinbrook Station project.

The 1992 Plan also recommended retaining the I-1 zoning on the Parklawn Building site and the site to the south used for parking. The portion of the north parking lot fronting Fishers Lane retained its C-O zoning and the remainder of the lot was outside the Plan's boundaries.

Community Response – The property owner also holds the north and south parking lots associated with the building and have presented staff with two possible redevelopment paths. One anticipates retaining the federal tenant and would upgrade the building and redevelop the parking lots to meet their facility and security needs. A second path re-uses the building for mixed uses such as hotel, residential, retail, and offices that are allowed under the TOMX Zone with less intensive security needs. At roughly 5 FAR, higher than would be allowed or considered, the building has considerable value and the owner has not proposed removing it.

Analysis of Alternatives

Existing Master Plan – The 1992 master plan did not consider the Parklawn Building as non-conforming, and it made no recommendations for its re-use. The Plan also did not recommend additional special exceptions for surface parking beyond the existing north and south lots. This Plan did allow a 10 percent increase in building area.

Options – In researching the building's zoning history and learning the owner's estimate of redevelopment potential, staff came to recognize that despite its age and appearance, the Parklawn Building has considerable value and redevelopment potential.

Nevertheless, staff explored a zoning mechanism that would allow the building's FAR in excess of 2 to be transferred to adjacent sites or sites within the Plan area. This would allow properties to increase their density to 2.0 FAR from the proposed 1.5 FAR if the existing Parklawn Building was removed and the density transferred. Staff judged the

process would be cumbersome for owners and unlikely to be used. Most importantly, staff found that the incentive was not large enough to warrant replacing the existing Parklawn Building.

Staff Draft Recommendation –The Staff Draft recommends that the Parklawn Building remain as allowed by the ordinance and be rezoned to allow mixed uses that would encourage redevelopment that could create a large amount of public improvements and amenities.

The Plan's specific recommendations for the site seek to ensure that the building's renovation creates a public realm of high quality and will serve well into the future. Recommendations include:

- Pedestrian friendly streetscaping and landscaping.
- Public park space at the eastern end of Fishers Lane, connected via streetscaped sidewalks to the open space at Fishers Place, and across Twinbrook Parkway to the public space at the Metro.
- Extended Wilkins Avenue that creates a route parallel to Twinbrook Parkway and a path for a looped Metro shuttle bus.
- North/south pedestrian connections through the site creating shortcuts through this long block and incorporating public space.
- Contribution to a trail connection to Rock Creek Park through the north parking lot.
- A fully tenanted building with activating mixed uses whose users are connected to the Metro.

GRID STREET PATTERN

Staff Draft Recommendation

The Staff Draft Sector Plan proposes a significantly augmented street grid throughout the Plan area to create vehicle routes and a pedestrian environment connected to parks and transit.

Discussion

Existing Conditions – Streets in Twinbrook are a mix of the original residential subdivision grid, built to older standards and newer streets that are wider. Later development was on larger lots in a building in the parking lot pattern. Neither are necessarily pedestrian friendly either lacking sidewalks or buildings fronting the street. When Twinbrook Parkway was raised above grade to span the railroad tracks, it dead-ended the streets perpendicular to Washington Avenue, further cutting off pedestrian access to the Metro station area. Fishers Lane and Parklawn Drive do connect pedestrians to the Metro area, but present a challenge for pedestrians crossing Twinbrook Parkway.

Community Response – The community is concerned with improving the streets in the area to promote pedestrian and bicycle access. WMATA is also interested in improving access to the Metro station for buses and pedestrians.

Analysis of Options

Existing Master Plan – The 1992 master plan focused attention on the area closest to the Metro station (now the Twinbrook Station project) and encouraged pedestrian connections to Montrose Crossing. While pedestrian improvements throughout the Plan area were desirable, some of the offices built under I-1 zoning provided minimal improvements.

Options – Shifting the line of TOMX zoning to the south at the eastern end of Montgomery Avenue could accommodate a road connection to Wilkins Avenue, further filling in the street grid. The grade change there should be considered.

Staff Draft Recommendation – The Staff Draft proposes streets built to business district standards instead of arterial road standards to foster pedestrian access. A grid of streets is proposed in all areas. The Draft also proposes extending Wilkins Avenue to reduce the impact of traffic on the intersections of Parklawn Drive and Fishers Lane with Twinbrook Parkway. This street extension will also provide sidewalk and eventually trail access through the Plan area to Rock Creek Park and should be built to urban standards proposed in the recent changes to the Road Code.

GREEN AREAS AND PUBLIC USE SPACE

Staff Draft Recommendation

The Staff Draft proposes urban park and public use spaces along Fishers Lane and Parklawn Drive achieved through the requirements of the TOMX-2 Zone. It also recommends streetscaping and trail connections that create a connected system.

Discussion

Existing Conditions – The Twinbrook Plan area does not include any public open spaces. As a historically commercial area, parks and recreation facilities have instead been provided in adjacent neighborhoods to serve those residents. The future Twinbrook Station project includes a useful open space adjacent to the Metro station.

Community Response – Residents in adjacent neighborhoods have pointed out that the Twinbrook Recreation Center is heavily used and an influx of new residents will put more demand on existing facilities. With the proximity of Rock Creek Park and the Metro, people have expressed a desire for pedestrian and bicycle connections.

Analysis of Options

Existing Master Plan – The 1992 plan recommended that a triangle of land north of Fishers Lane be reserved for public park space, which later developed as a warehouse and commercial project. The I-1, O-M, C-O and I-4 zones do not require the creation of significant open spaces. The Fishers Place office project has created a lawn, fountain, and sitting spaces used by employees in the area.

Staff Draft Recommendation – The Staff Draft recommends a public space at the eastern end of Fishers Lane that would serve to slow traffic, provide open space and limited recreation, provide environmental benefits and serve as a urban design anchor, mirroring the public space at the western end of Fishers Lane. A second space is recommended along Parklawn Drive to be located in conjunction with the proposed extension of Washington Avenue to Fishers Lane.

In addition to these designated spaces, the TOMX-2 Zone requires a minimum of 20 percent public use space to be included in each project or combined with other projects in the Plan area.

SUMMARY OF ACTIONS

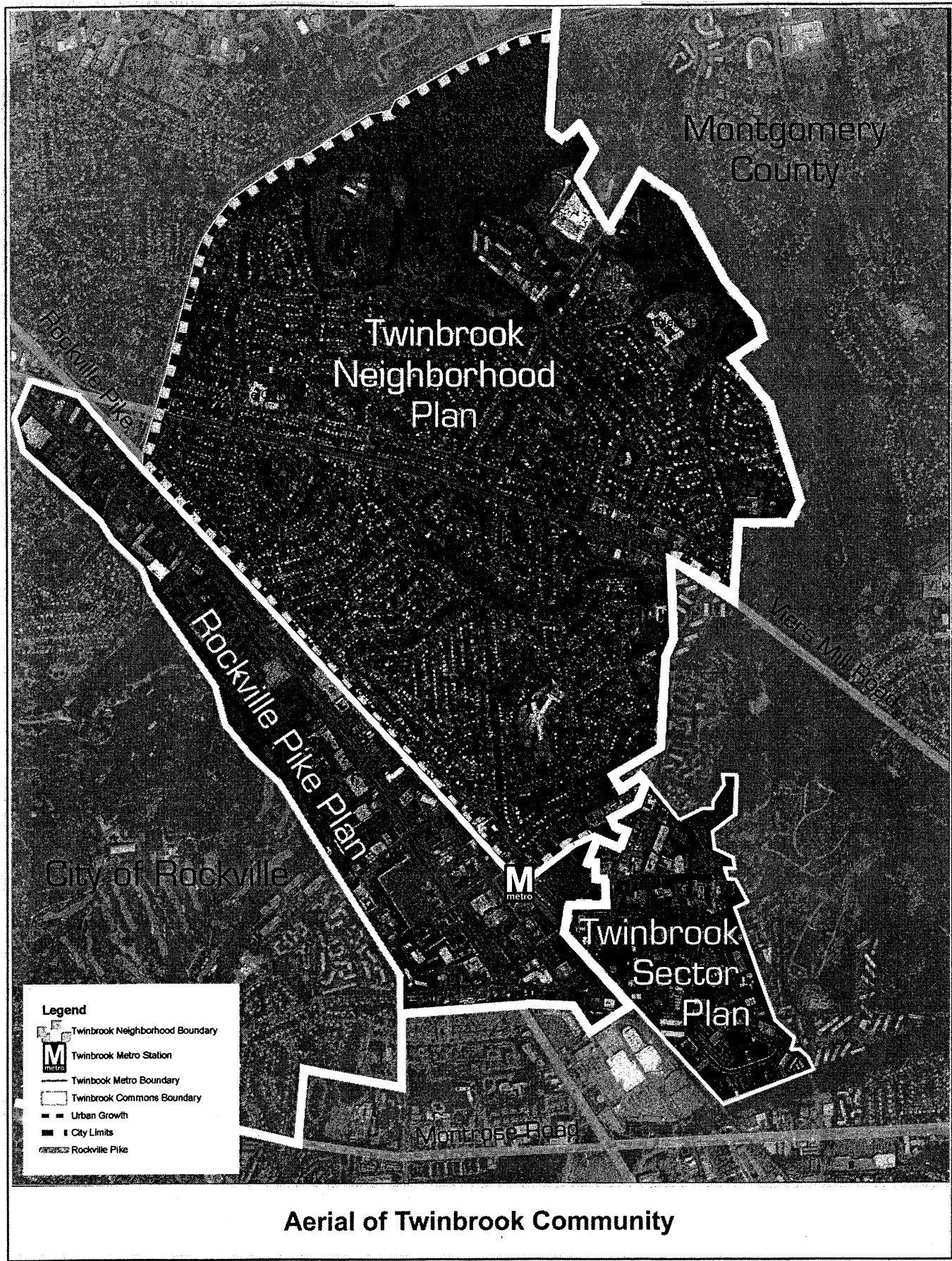
The following table is intended to provide a summary of the Planning Board actions to be incorporated into the Public Hearing Draft. A completed table will be returned to each worksession.

Item	Planning Board Actions	Comments
Twinbrook's Role in the I-270 Technology Corridor and the County		
Relationship to the City of Rockville		
Industrial Land in Twinbrook and the County		
The Parklawn Building		
Grid Street Pattern		
Green Areas and Public Use Space		

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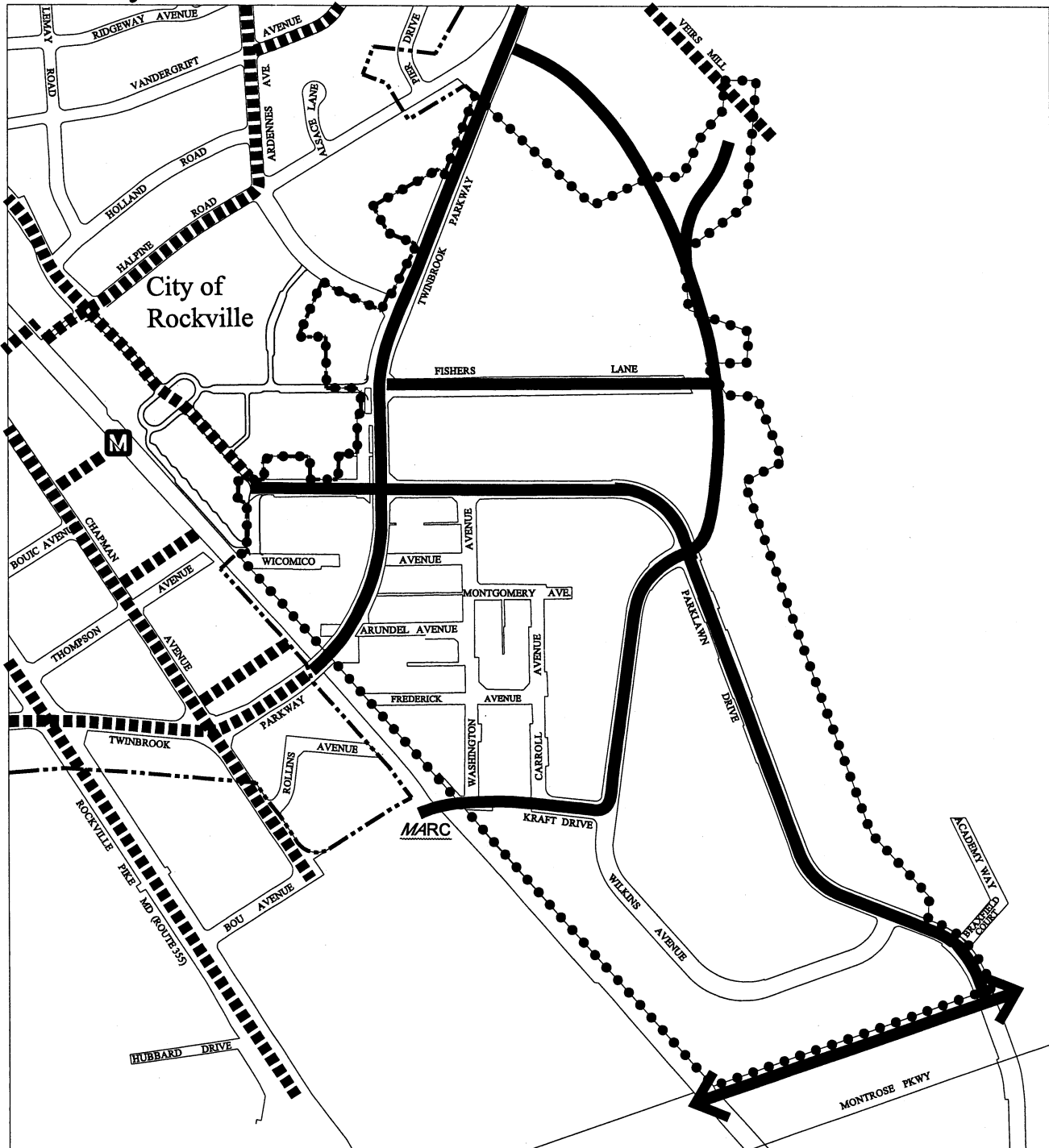
Attachments

1. Twinbrook Area Plans
2. Bikeways
3. Industrial Land



ATTACHMENT 2

Bikeways



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Metro Station



City Bike Routes



Sector Plan Boundary



County Bike Routes



City of Rockville



Potential MARC Train Station



0 600'

ATTACHMENT 3

Industrial Land

