

**MEMORANDUM**

**February 17, 2009**

**TO:** Carlton Gilbert, Planner/Coordinator, Development Review Division

**FROM:** Doug Powell, Plan Review Coordinator, Park Planning and Resource Analysis Unit, Department of Parks

**SUBJECT:** Holy Cross Hospital Special Exception Modification and Petition for Variance (Cases S-420H and A-6279)

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Department of Parks staff recommends approval of the Applicant's Petition for Modification of its Special Exception and Variance to allow the needed hospital parking expansion, provided, certain improvements are made by Applicant as set forth in the Conditions below.

**BACKGROUND**

The Applicant's property and Holy Cross Hospital facilities, is located adjacent to Sligo Creek Stream Valley Park. In addition to its natural resources, the Sligo Creek parkland contains the Sligo Creek hiker/biker trail, a trail that is heavily used and very much enjoyed by many residents. The parkland, although somewhat narrow, contains considerable forestland and provides a surprisingly natural type experience for this type of urban, lower County location. The natural environment of this parkland has been consistently improved through re-forestation plantings, invasive plant removal and wetland creation projects as well as other water quality projects that have resulted in improving stream quality.

In 1976 a Scenic Easement was created over the eastern portion of the Applicant's property for preservation of green area in order to protect the parkland from unreasonable encroachments that could interfere with the users enjoyment of Sligo Creek Stream Valley Park and the hiker/biker trail contained therein.

For the second time since 2001, the Hospital is seeking to expand its facilities into the Scenic Easement that was designed to protect the Park. Facilities and resulting disturbance will this time extend to the edge of the parkland.

**ANALYSIS**

In most instances this kind of significant encroachment into the scenic easement for private development would not be acceptable. The current Applicant, however, provides a significant public benefit, therefore an attempt has been made to accommodate the Hospital's

needed parking expansion and find ways in which the damage can be mitigated or compensated for to some degree.

The adverse impact on parkland, park users and park facilities and natural resources, will primarily result from

1. Adverse visual effect of retaining walls and parking structure located considerably closer to the parkland and trail;
2. Required removal of embankment and vegetative screening that exists currently between the hospital facilities and parkland. (This screening was provided about six or seven years ago when the Applicant first encroached into the scenic easement),
3. Additional impervious surfaces added in the Sligo Creek watershed and in close proximity to the parkland,
4. Re-location of the hospital parking entrance closer to the current trail crossing of Forest Glen Road, resulting in less time for drivers to see and react to trail users and less time for trail users to cross the road safely, and
5. Increased stormwater drainage across and under Sligo Creek hiker/biker trail and into Sligo Creek.

Because of these impacts, Department of Parks staff has determined that appropriate mitigation/compensation to address these damages should therefore at least include the following:

- Significant visual screening of the newly constructed facilities
- Choices related to vegetation and wall colors and textures to be approved by M-NCPPC staff
- Reduction of impervious surface area within the Sligo Creek watershed
- Road crossing safety improvements for trail users
- Improvements to the trail where effected by hospital stormwater

## CONDITIONS

The Department of Parks would support approval of the Applicant's Special Exception Modification provided the following conditions are met by Applicant:

1. Applicant shall plant sufficient vegetative screening between the park boundary and the new parking facility to best buffer the parkland and trail from the visual impacts of the newly constructed facilities. Since existing vegetation is being removed, Applicant shall plant numerous quantities of large sized trees and high quality understory plants and vines. Choice of plant species, quantity of plantings, and plant locations to be acceptable to, and approved by, M-NCPPC, Department of Parks staff. Applicant to work with staff throughout the planning and planting process to assure best plant choices and arrangement.

2. Applicant to regularly water and otherwise maintain the plantings to assure their continued growth and survival, and shall replace any dead plants on a regular basis.

3. Applicant to adequately screen the parking garage walls that face the parkland and retaining walls by using both natural and artificial screening materials. Choice of materials and finish used for construction of the garage walls and retaining walls, and wall screening to be acceptable to M-NCPPC Department of Parks staff.

4. Since impervious surface is being added in the Sligo Creek watershed, Applicant to reduce existing impervious road surface area by reconfiguring and removing a portion of the pavement at the Forest Glen/Sligo Creek Parkway intersection. Any such design and work to be acceptable to both M-NCPPC staff and Montgomery County Department of Transportation staff.

5. As a part of such road related work, Applicant to construct a continuation of the sidewalk located on the north side of Forest Glen Road to connect with the Sligo Creek hiker/biker trail.

6. Applicant to make improvements to the hiker/biker trail crossing of Forest Glen Road that will result in a safer road crossing for trail users. Selection and plan for such improvements to be acceptable to both M-NCPPC staff and Montgomery County Department of Transportation staff.

7. Applicant to improve the stormwater flow that crosses under the Sligo Creek hiker/biker trail to result in adequate water passage under the trail and a resulting flat, level trail surface.

**MEMORANDUM**

TO: Carlton Gilbert, Build (Development Review) Division

VIA: Khalid Afzal, Team Leader, Eastern Transit Corridor, Vision (Community-Based Planning) Division *KA*

FROM: Sandy Tallant, Planner Coordinator, Eastern Transit Corridor, Vision (Community-Based Planning) Division *SLT*

CC: Ralph Wilson, Zoning Supervisor, Build (Development Review) Division

DATE: December 2, 2008, Revised February 19, 2009

SUBJECT: Special Exception Modification - Holy Cross Hospital File No. S-420H

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The proposed modifications to the existing special exception are in conformance with the Forest Glen Sector Plan. The expansion of the hospital also helps fulfill the County's broader need for more and improved health care facilities to support future population growth and a growing percentage of aging residents. The applicant should work with the community and the staff to minimize the adverse visual impacts of the proposed expansion along Forest Glen Road and the Sligo Creek Park.

**Master Plan Comments**

The Application to modify the existing special exception for the expansion of Holy Cross Hospital, located at 1500 Forest Glen Road in Silver Spring, Maryland, lies within the 1996 Forest Glen Sector Plan. The Forest Glen Sector Plan provides background and recommendation on the future of the Holy Cross Hospital site on pages 15 through 23. The Plan recommends striking a balance between neighborhood stability and the flexibility needed in order for Holy Cross Hospital to provide quality health care into the future by limiting future expansion of the hospital. The Plan's objective is to ensure that new development is compatible with the character of the existing residential neighborhood.

The Master Plan also offers guidelines and limitations (pg. 23) as follows:

1. Development will be on the existing hospital campus only. The Plan does not support an expansion beyond the existing campus because it may affect the stability of the existing residential community.
2. The building(s) may contain up to 80,000 square feet (plus additional parking associated with the facility) on the campus for medical office, medical clinic, and other health related uses.

3. Any building along Forest Glen Road should not exceed 4 stories. If the building is located along Forest Glen Road, architectural details should be used to minimize the perceived height and mass of the building. Uses of materials, such as brick, that are compatible with the residential neighborhood along Forest Glen Road are encouraged. During Site Plan Review staff will have an opportunity to work with the Applicant and the community to ensure that the intent of this guideline is reflected in the design of the parking garage, especially on components of the building that face or can be seen from Forest Glen Road.
4. A building of up to 8 stories may be constructed if it is located toward the rear and eastern edge of the site, along Sligo Creek Park, if absolutely necessary. Adjustments to the scenic easement (or removing the easement altogether) may be permitted in order to lower the height of the building or otherwise reduce the impact of the hospital on the surrounding neighborhood.
5. Additional parking should be located on the existing hospital campus (or in satellite facilities located in non-residential areas) and designed as efficiently as possible to minimize its height and visual impact on the surrounding neighborhoods, also taking into account such factors as Holy Cross's needs for technological expansion and concerns about emergency room access.

### **Discussion**

The Applicant is proposing to build a seven-story facility (South Patient Tower) along the south side (Capital Beltway frontage) of the Property, and an extension of the existing parking garage in the northern end of the property facing Forest Glen Road (North Parking Garage). The site is zoned R-60 and located within an existing single-family R-60 neighborhood. The proposed improvements will provide more parking spaces than required by the Zoning Ordinance, based on the Hospital's experience that peak parking demand typically exceeds minimum code requirements.

A portion of the proposed improvements falls within a scenic easement on the hospital property which the master plan recommends can be adjusted or removed if deemed appropriate. Holy Cross has responded to staff comments and provided a revised proposal that reduces the encroachment into the scenic easement. Holy Cross is providing an adequate amount of landscaping along Forest Glen Road to buffer views from single-family residents to the new parking structure. Adequate landscaping is also proposed within the scenic easement to screen the parking garage from the Sligo Park trail.

The Forest Glen Sector Plan provides background and recommendation on the future of the Holy Cross Hospital site on pages 15 through 23. The Forest Glen Sector Plan recommends striking a balance between neighborhood stability and the flexibility needed in order for Holy Cross Hospital to provide quality health care into the future by limiting future expansion of the hospital. The Plan's objective is to ensure that new development is compatible with the character of the existing residential neighborhood.

### **Conclusion**

**Conclusion**

Based on the master plan guidance and the analysis discussed in this memo Community-Based Planning staff conclude that the proposed application is consistent with the Forest Glen Sector Plan.



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

February 17, 2008

**MEMORANDUM**

TO: Carlton Gilbert, Analyst  
 Development Review Division

VIA: Shahriar Etemadi, Supervisor  
 Transportation Planning

FROM: David Paine, Coordinator  
 Transportation Planning

SUBJECT: Board of Appeals Petition S-420-H for Special Exception Modification  
 Hospital  
 1500 Forest Glen Road  
 Kensington/Wheaton Policy Area

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This memorandum is Transportation Planning staff's Adequate Public Facilities (APF) review of the subject application for Modification of the Special Exception for a Hospital.

**RECOMMENDATION**

We recommend the following conditions to satisfy the transportation-related requirements of this special exception use:

1. Maintain the existing limit of Special Exception use to a Hospital with 408 beds.
2. Construct the median for the east access drive to extend beyond the crosswalk to the Forest Glen Road thru-lane curb line, with a break for the crosswalk, as the existing west entrance from Forest Glen Road is configured.
3. Construct pedestrian ramps across the relocated east entrance so that they are perpendicular to the travelway – directing pedestrians to the opposite ramp and not on an angle into the roadway.
4. Provide 14 bike lockers in the northeast corner of the proposed Garage and 3 inverted-U bike racks at the main entrance of the professional building.
5. Support the Parks Department requirement for the Petition for Variance (A-6279) to improve the visibility and reduce the crossing area of the Sligo Creek Trail Crossing of Forest Glen Road by constructing either a full median refuge or partial bumpouts.
6. Support the Parks Department requirement to reconfigure the eastbound right turn lane at the Forest Glen/Sligo Creek Parkway intersection to remove excess impervious pavement within the stream valley.
7. Satisfy any other requirements made by MCDOT and MDSHA prior to release of building permit.

With these conditions, we find that the proposed special exception use satisfies the Local Area Transportation Review (LATR) and Policy Area Mobility Review (PAMR) tests and will have limited impact on area roadway conditions or nearby pedestrian facilities.

## DISCUSSION

The project is located at 1500 Forest Glen Road in the Kensington/Wheaton Policy Area. The proposal would construct an addition to the structured parking garage on the north east quadrant of the property and construct a new building on the south side of the property, to expand the Hospital services from double occupancy rooms to single occupant rooms. Vehicular access to this site is via two driveways from Forest Glen Road and a single driveway from Dameron Drive. The proposed use will relocate the east access point on Forest Glen Road further east by 90 feet.

### Master-Planned Roadways and Bikeway

According to the Kensington/Wheaton Master Plan, The Capital Beltway (I-495) is classified as a Freeway, F-8 with a Variable width right-of-way and 8 lanes, divided. Forest Glen Road is classified as an Arterial, A-57, with an 80-foot wide right-of-way. Forest Glen Road is also classified as a Shared Use Path (SP-13) listed in the 2005 Countywide Bikeways Functional Plan. It is constructed on the south side of the road from Forest Grove Drive to the Sligo Creek Trail. Dameron Drive is built to Secondary Residential roadway standards with a sidewalk on the west side.

### Adequate Public Transportation Facilities Review

According to the accepted traffic study, the proposed development is not expected to generate additional new peak-hour trips. However, the reassignment of trips from the Sligo Creek golf course parking lot to the new parking garage will reassign some trips that were not previously destined for the main campus. The peak hour trip generation was based on two sources, one the actual counts at the hospital driveways and one the trip generation rate published in the Trip Generation Manual of the Institute of Transportation Engineers (ITE Land Use Rate 610) during the morning (6:30 to 9:30 AM) and evening weekday peak period (4:00 to 7:00 PM). Additional trips shown for the "Hospital Addition" is based on reassignment of the trips from the Sligo Creek golf course parking lot to the new parking garage.

The results are shown in Table 1.

Table 1 – Site Trip Generation

Land Uses	Number of Beds	Weekday Peak-Hour Trips	
		AM	PM
Holy Cross Hospital Actual Counts	408	675	605
Holy Cross Hospital, Proposed Addition	408	730	660
Hospital (ITE Rate 610, for comparison)	408	461	588

Table 2 shows the resulting critical lane volume (CLV) values for the existing, background, and the total future traffic conditions for the total redevelopment. The intersections in the study area are located within the Kensington/Wheaton Policy Area and have a CLV standard of 1600.

Table 2 – Results of Intersection Capacity Analysis

Intersection	Congestion Standard	Weekday Peak-Hour	Traffic Condition		
			Existing	Background	Total
1. Forest Glen Road and Sligo Creek Parkway	1,600	AM	1,187	1,203	1,203
		PM	921	912	912



2. Forest Glen Road and Dameron Drive	1,600	AM	928	928	928
		PM	871	871	871
3. Forest Glen Road and Georgia Avenue	1,600	AM	1,507	1,507	1,507
		PM	1,438	1,438	1,438
4. Forest Glen Road and Seminary Road/Capital View	1,600	AM	975	975	975
		PM	1,148	1,148	1,148
5. I-495 Westbound Off Ramp, Georgia Avenue	1,600	AM	1,190	1,271	1,217
		PM	1,267	1,268	1,268
6. Georgia Avenue and August Drive	1,600	AM	1,234	1,234	1,234
		PM	1,154	1,155	1,155
7. Georgia Avenue and Dennis Avenue	1,600	AM	<b>1,662</b>	<b>1,662</b>	<b>1,662</b>
		PM	1,441	1,443	1,443

The traffic study shows all intersections but one projected to pass the policy area standards with total traffic assigned to them. One intersection, Georgia Avenue and Dennis Avenue, currently exceeds the congestion standard with a calculated CLV of 1662 in the AM peak. However, the proposed change from the modification of the Hospital does not result in a projected increase of new vehicle trips through this intersection, resulting in no increase to the measured CLV and thus no required mitigation to meet LATR.

#### **PAMR**

Under the *FY 2007-2009 Growth Policy*, The Kensington/Wheaton Policy area is classified as “acceptable with partial mitigation Policy Area Mobility Review (PAMR). PAMR requires that the applicant mitigate 10% of their new vehicle trips. The proposed expansion of the hospital is not expected to generate new trips and therefore is not subject to PAMR trip mitigation measures.

#### **Traffic Management Plan**

The applicant submitted a revised draft Traffic Management Plan (TMP) to reflect the changes to the site parking agreement with the golf course, and to reflect the addition to the garage onsite. The draft TMP is satisfactory, but must be finalized prior to release of the initial building permit for this project as noted at the beginning of the TMP document. Some minimal changes to improve and clarify sections will be made by the Traffic Mitigation Program Coordinator subsequent to any approval by the Board and/or County Council, a practice common with traffic mitigation agreements.

DP:



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

**MEMORANDUM**

**TO:** Carlton Gilbert, Planner Coordinator, Development Review

**VIA:** Stephen D. Federline, Master Planner, Environmental Planning *SA*

**FROM:** Lori Shirley, Planner Coordinator, Environmental Planning *LS*

**DATE:** February 25, 2009

**SUBJECT:** Special Exception No. S-420-H Holy Cross Hospital  
Modifications for Expansion - 1500 Forest Glen Road, Silver Spring

**RECOMMENDATION**

Environmental Planning staff recommends **approval** with conditions of the above referenced special exception for the Holy Cross Hospital site. Forest conservation conditions are included in a separate memo dated February 23, 2009. The proposal will not conflict with the required findings in Section 59-G-1.21(a) (6) of the Montgomery County Zoning Ordinance and anticipated traffic noise impacts will be addressed subject to the following:

1. Prior to issuance of the first building permit, submit a comprehensive noise/vibration analysis and mitigation package prepared by an acoustical engineer for M-NCPPC Environmental Planning staff approval which:
  - a) Identifies projected noise levels from all sources (Beltway traffic, helicopter operations, and the three new generators, oxygen farm and supply/exhaust fans in the north parking garage);
  - b) Makes recommendations for noise mitigation techniques which attenuate projected noise levels from all sources to no more than 45 dBA Ldn within patients' rooms in the proposed seven-story tower;
  - c) Certifies that the proposed seven-story patient tower's building shell has been designed to attenuate projected exterior noise sources to an interior noise level not to exceed 45 dBA Ldn;
  - d) Provides applicant's written commitment to construct the proposed patient tower in accord with these design specifications, with any changes that may affect acoustical performance approved in advance of installation by the acoustical engineer; and
  - e) Demonstrates compliance with the County Noise Ordinance (Chapter 31b of the County Code) for onsite noise sources as they may affect offsite residential properties.

**Background/Proposal**

The property is located at 1500 Forest Glen Road, Silver Spring. The property is zoned R-60 (residential, single family) and totals 14.21 acres. The property to the north is Section 1 of the Forest Grove subdivision developed with single-family detached dwellings in the late 1940's, to the east is the Department of Parks' Sligo Creek Park property, to the south is the outer loop of the Capital Beltway, and to the west is the Northmont subdivision developed in the 1950's as single-family detached residential dwellings.

The site is currently developed as a full service hospital, originally constructed approximately 50+ years ago. There have been two revisions since 2000, with the most recent revision in 2002. The subject proposal is to retain all existing hospital structures, two existing parking garages and one ground-level parking lot and to construct a seven-story tower for single occupancy patient rooms. The proposed patient tower will be located at the south portion of the site in close proximity to the Capital Beltway. The larger of the two parking garages will be modified to increase parking capacity. This garage currently has four stories and is located at the northeast portion of the site at the hospital's main entrance at Forest Glen Road. Proposed modifications to the parking garage include impacts to an existing scenic easement. The entire east property line has a 100-foot wide scenic easement established in the mid-1970's. The Department of Parks is the designated grantee of this easement.

The purpose of this memo is for a determination to be made regarding required findings in Section 59-G-1.21(a)(6) of the Montgomery County Zoning Ordinance as these relate to the proposed hospital modifications for expansion.

**Environmental Guidelines**

The site is in the Sligo Creek watershed, designated as class I waters. There are no streams, wetlands, 100-year floodplain, and their associated environmental buffers on-site. However, there is a stream and 100-year floodplain on the adjacent park property. Steep and severe slopes are on-site along perimeter property lines with the greatest concentration located along the entire east property line. There is no forest on-site. This property is not located within a Special Protection Area or Primary Management Area.

**Forest Conservation**

The site is subject to Chapter 22A Montgomery County Forest Conservation Law. Under separate memo dated February 23, 2009, staff has prepared recommendations for the Board's approval of proposed revisions to the site's final Forest Conservation Plan (FFCP).

**Special Exception Required Findings**

Section 59-G-1.21(a) (6) of the Montgomery County Zoning Ordinance reads as follows:

- (6) *Will cause no objectionable noise, vibrations, fumes, odors, dust, illumination, glare or physical activity at the subject site, irrespective of any adverse effects the*

*use might have if established elsewhere in the zone.*

Three documents in the initial submittal provide inadequate technical justification to address objectionable noise and vibration from mechanical equipment for these proposed structures (i.e., noise from emergency generators, heating and air conditioning units and supply/exhaust fans in the parking garage). These documents include a *Statement in Support of Special Exception Modification* prepared September 2008; a Land Planning Report prepared September 2008; and an Architectural Report. The most information in these documents about objectionable noise and vibrations is found on Page 13 of the Land Planning Report that states:

“The active areas of the Hospital (i.e., service, emergency, physicians offices) have all been located to the southeast side of the Hospital campus in order to mitigate any objectionable noise, vibration, fumes, etc. The proposed improvements and all other Hospital activities that may generate adverse effects are therefore directed away from residential areas.”

These documents do not adequately address this part of the required finding. A noise and vibration impact analysis was not included for the mechanical equipment proposed for the patient tower and parking garage expansion. Hospital building mechanical equipment operates 24-hours a day, seven-days a week, and noise/vibration from this mechanical equipment is produced as a result. Three new generators are proposed at the southwest corner of the site in close proximity of Dameron Drive, nearby existing single-family residential dwellings. An oxygen farm is also proposed at this location. A noise and vibration analysis must be conducted for the proposed mechanical equipment to document the projected noise levels in relation to the nearby existing residential uses and include recommendations to mitigate mechanical equipment noise and vibrations at these identified locations, if these levels are unacceptable.

Staff notes that two noise standards are applicable to attenuation of noise sources on and surrounding the hospital site. First, the County’s Noise Ordinance (Chapter 31B of the County Code) restricts the level of noise leaving the site affecting the surrounding land uses. All mechanical equipment and onsite noise sources must meet the county’s requirements. Interior noise standards are the province of the MNCPPC Noise Guidelines. These standards intend to provide adequate noise mitigation to uses on the property from all sources. In this case, that includes Beltway traffic noise, emergency helicopter noise, emergency generators, sirens noise, trash removal, and other noise-producing hospital activities. Given the heightened sensitivity of, and undue stress to hospital patients from noise impacts, staff recommends that the hospital not only meet but exceed (i.e., go lower than) the minimum 45 dBA Ldn interior noise standard.

On December 19, 2008, Environmental Planning Division and Development Review Division staff met with the applicants and their representatives to discuss

the proposal. Most of the discussion focused on the proposed impacts to the scenic easement and options to minimize the impacts. A second meeting was held on January 12, 2009, at which time staff requested the parking garage footprint be reduced to minimize impacts to the easement as much as possible. Revised plans were received on January 30, 2009, by the Environmental Planning Division. This included a letter dated January 29, 2009, as a *Justification for Scenic Easement Encroachment*. The revised plans reduce the parking garage footprint and slightly shift the access road at the east property line away from the adjacent park property. For more information regarding the impacts to the scenic easement in relation to forest conservation, refer to the Environmental Planning Division memo dated February 11, 2009, for the forest conservation plan.

### **Noise**

A Traffic Noise Analysis was received on December 22, 2008 by Environmental Planning. The analysis was prepared on September 23, 2008, by Miller, Beam and Paganelli, Inc., of Reston, Virginia. The proposed seven-story patient tower will be located in close proximity to the Capital Beltway and traffic noise impacts are expected. The proposed patient tower will be constructed predominantly of exterior glass materials and will be the building closest to the Capital Beltway of the various structures on-site.

The south side of the proposed patient tower will have the greatest exposure to traffic noise levels from the Capital Beltway that at times will approach 80 dBA Ldn. The minimum acceptable level of noise for interior residential dwellings is 45 dBA Ldn. Residential noise standards are used in the review of hospital sites where patients' rooms are impacted by traffic noise. However, staff notes that this level may not be adequate for convalescing hospital patients, whose tolerance for additional stressful impacts caused by the hospital's noisy surroundings are understandably quite low. Mitigation recommendations and conclusions in the Analysis require an upgraded exterior glass system with a minimum 40 STC rating to achieve minimally-acceptable interior noise levels.

### **Stormwater Management**

A stormwater management concept plan has been prepared and submitted to DPS. The existing stormwater controls will be upgraded to treat on-site runoff. Several stormwater management facilities on-site that will be disturbed in the expansion will be upgraded to provide increased water quality and quantity controls. Upgraded controls will include one green roof on the proposed patient tower. The green roof design receives credit as a water quality treatment device. A copy of the DPS' Concept Plan Approval Letter has not been included with the submitted plans.

### **Green Building**

The applicant has made the commitment to provide a green roof on the proposed patient tower, and a green screen along the east façade of the modified parking garage. At the aforementioned second meeting in January 2009 with the applicant

Special Exception S-420-H–Holy Cross Hospital-modifications for expansion, 1500  
Forest Glenn Road, Silver Spring

and their representatives, Environmental Planning staff further encouraged the hospital representatives to explore all innovative methods to retrofit existing roof tops for green roofs, where possible. This was an effort to have more than one green roof top at an existing developed site with several buildings, including two parking garages (both with open air decks at the top level).

SDF:LS

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

**MCPB**

**Item #**

**March 12, 2009**

**MEMORANDUM**

TO: Montgomery County Planning Board

VIA: Mark Pfefferle, Acting Chief, Environmental Planning *MP*

FROM: Lori Shirley, Planner Coordinator, Environmental Planning *LS*

DATE: February 27, 2009

REVIEW TYPE: Amendment to Final Forest Conservation Plan S-420-H  
Special Exception S-420-H Holy Cross Hospital-modifications for expansion

LOCATION: 1500 Forest Glen Drive, Silver Spring

APPLICANT: Holy Cross Hospital of Silver Spring, Inc.

**RECOMMENDATION**

Staff recommends **approval** of an amendment to the approved final Forest Conservation Plan (FFCP) for the above referenced special exception, subject to conditions which include, but are not limited to the following:

1. Applicant must include detailed tree preservation and treatment measures for specimen trees #201, #207, #208 and #209 in the final forest conservation plan for staff review and approval.
2. The applicant shall satisfy all conditions of the amended final Forest Conservation Plan prior to Montgomery County Department of Permitting Services (MCDPS) issuance of sediment and erosion control permits.
3. That portion of the site's afforestation requirement currently met within the existing scenic easement shall be met off-site.

**Background/Proposal**

A full background description is included in the special exception staff report. Only information pertinent to forest conservation regulatory recommendations is included in this memorandum. No forest exists on this site. However, the entire east property line has a 100-foot wide scenic easement granted to the M-NCPPC Department of Parks in the mid-1970's. The terms of the easement are described in a record plat note. A portion of the site's forest conservation requirement was met with on-site tree planting and canopy cover credit within the scenic easement area.

**Regulatory Considerations**

The site is subject to Chapter 22A Montgomery County Forest Conservation Law. A forest conservation plan was originally approved for the subject site on April 17, 2001 when the property underwent modifications to the special exception. The first amendment to that original approval occurred on April 8, 2002. The current expansion plans necessitate a second amendment to the FFCP. The Planning Board's action on the amended FFCP is regulatory and binding. The Board must act on the FFCP before it makes a formal recommendation on the special exception.

**Forest Conservation**

The approved forest conservation plan had a 2.13 acre afforestation requirement that was met with on-site tree planting and tree cover canopy credit, some of which was located in the scenic easement. The current proposal requires the removal of all trees previously planted in the scenic easement. The proposed scenic ranges from 30 feet at the narrowest point (at approximately its middle), to 35 feet to the north and expands to 60 feet to the south. The applicant proposes to meet the afforestation requirements, in part, by re-creating a landscaped buffer in the reduced scenic easement.

Staff does not support giving credit to that planting (within the reduced easement) towards meeting forest conservation requirements. Staff believes the purpose and type of trees to be planted in the reduced easement serve a singular purpose: buffering the negative visual effects of the retaining walls and garage structure on park users, which is in compensation for Parks' recommendation to support the reduction of the 100' scenic easement. A secondary reason is that attainment of projected full canopies within the engineered, retaining wall environment amidst other dense plantings is questionable and likely unattainable. The redesigned easement creates limited area where all new trees are proposed, and the trees include many non-natives, ornamentals, and evergreens. For all these reasons, staff does not accept any plantings within the reduced easement towards meeting forest conservation afforestation requirement. For many of the same concerns regarding excessive credit for densely planting landscape buffers, staff does not accept the additional credits purposed as part of this plan elsewhere on the site. Staff is requesting a condition of approval of the Planning Board that requires the applicant to replace the credits assigned to the landscaping within the scenic easement via an offsite alternative.

**Tree Save**

Four specimen trees (#201, #207, #208, and #209) are on-site that are either inside the proposed limits of disturbance (LOD) or eight feet from it (the latter is true of specimen tree #201). Specimen tree #201 is located at the southwest corner of the site nearby Dameron Drive at a service access area where new mechanical equipment is proposed. Tree #201's CRZ is not shown on the plan; however, it appears at least one-third of its CRZ is impacted by the LOD. Specimen trees #207, #208, and #209 are all along the site's north property line at Forest Glen Road. At this location, all three trees are inside the LOD where an eight-foot wide concrete bike path is proposed. All three trees' CRZ are shown on the plan, and more than one-third of each tree's CRZ is impacted by the LOD. Sheet 8 of the forest conservation plan contains tree protection and treatment



Memo for Final Forest Conservation Plan Amendment No. S-420-H Holy Cross Hospital

recommendations; however, the applicant's arborist has not provided an analysis of these trees and the proposed tree protection. Once these aspects are addressed, the amended FFCP will include an acceptable tree save plan (TSP). Other revisions to the plan are necessary to address the forest conservation law and regulations.

The proposed LOD's on the amended FFCP are the same as those on the special exception plan. A revised sediment and erosion control plan was not included with the submission, however the LOD on the sediment and erosion control plan must be no greater than the one shown on the final forest conservation plan.

SDF:LS

S\_420H\_HolyCrossHosp\_FFCP\_ls\_docx

# **DRAFT**

(To Be Finalized Prior to Building Permit for Project)

## **TRANSPORTATION MANAGEMENT PLAN**

This Transportation Management Plan (“TMP”) is made between Holy Cross Hospital (“Hospital”) and the Montgomery County Planning Board of the Maryland-National Capital Park and Planning Commission (“Planning Board”).

### **INTRODUCTION**

The Hospital is the owner of a certain approximately 14.21-acre tract of land in the R-60 Zone, located south of Forest Glen Road, north of the Capital Beltway, east of Dameron Drive, and west of Sligo Creek Park, in Silver Spring, Montgomery County, Maryland (the “Property”). To improve access to high quality patient care and improve operational efficiency, the Hospital proposes to improve the Property with a seven-story facility (the South Patient Tower) to be located along the south (Capital Beltway) side of the Property, expand through extension the existing parking garage in the northern end of the Property (the North Parking Garage), and make other internal modifications to the Property and the existing facilities to accommodate the proposed improvements (collectively, the “Project”). The South Patient Tower will allow the Hospital to convert semi-private patient rooms to private rooms – no new beds will result from the Project. Similarly, the North Parking Garage is to accommodate existing parking deficiencies; any “new trips” will be the result of relocating on-site certain minimum off-site parking that currently utilizes Sligo Creek Golf Course. This is all fully documented in Special Exception Application No. S-420-H and Variance Application No. A-6279 submitted by the Hospital for the Project (the “Applications”). The Property and the Project lie in the area addressed by the Approved and Adopted 1996 Forest Glen Sector Plan. While the Project is not located in a Transportation Management District, the Hospital has voluntarily agreed to enter into this TMP in relation to development of the Project.

### **GOALS**

This TMP presents the transportation-related goals of the Hospital, which are as follows:

1. To ensure that vehicular traffic movements to and from the Hospital are made in an organized, safe, and efficient manner;
2. To reduce as practicable the number of vehicle trips to and from the Hospital so as to minimize the Hospital’s impact on the volume and flow of traffic in the surrounding community while still allowing for the Hospital to operate efficiently and effectively given the inherent characteristics of a hospital facility (including 24/7 operations, overlapping shifts, and patient/visitor needs); and
3. To ensure that Hospital-related parking does not interfere with the circulation of traffic on the surrounding streets or neighbors’ access to their homes.

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## **STAFF PARKING POLICIES**

The Hospital has policies and procedures on Staff parking to ensure the availability of parking for patients, visitors, and Staff. “Staff” generally includes employees, attending physicians, hospital-based physicians, volunteers, students, and others who work at the Hospital or at a Hospital-related facility.

### **Policy Overview**

Staff members are responsible for adhering to Hospital parking policies and procedures. Vehicle operators must comply with Hospital parking policies and procedures and obey the instruction of traffic control devices, the Hospital’s Security Department officers, valet parking attendants, law enforcement officers, and fire department personnel when operating a vehicle on Hospital property or at an off-site parking location. The Security Department is responsible for enforcing Hospital parking policies and procedures and may issue Hospital parking violation notices. When authorized, the Security Department may also issue Montgomery County parking violation notices.

### **Vehicle Registration**

Hospital Staff must register their vehicles with the Security Department for the purposes of parking at the Hospital or at Hospital-related facilities. The Security Department issues pre-numbered color-coded parking decals or hangtags when vehicles are registered. The hangtag or decal must be prominently displayed on Staff vehicles when parking at the Hospital or at Hospital-related facilities. Color codes include dark blue for employees, red for physicians, yellow for volunteers, and green for the physician specialist building employees and physicians. Failure to display the parking decal or hangtag may result in deactivation of a Staff member’s access to the Hospital’s parking garages. Staff members who have not registered their vehicles are not granted access to the parking garages and are ticketed if they have parked their non-registered vehicles on the Hospital or Hospital-related properties. Staff members are responsible for ensuring that the Security Department has current registration information on all vehicles driven to and parked at the Hospital and Hospital-related facilities.

### **General Parking Regulations**

Staff members who park at the Hospital or at Hospital-related facilities are responsible for complying with specific Hospital parking policies and procedures and applicable state laws and local parking ordinances. As further described herein, Hospital-specific policies and procedures include (but are not limited to):

- Parking with a valid Hospital parking decal displayed;
- No parking in designated patient and visitor parking areas;
- No parking in zones designated “No Parking” by signs or surface painting;

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- No parking in handicapped spaces without an approved decal;
- No parking in reserved parking spaces;
- No parking in reserved HOV spaces without being registered as an HOV participant with the Security Department;
- No parking on sidewalks or grass;
- No parking in surrounding neighborhoods;
- No parking on-site during days and hours assigned to park off-site; and
- No tampering or attempting to remove the “boot” from a booted vehicle.

Oversized vehicles unable to park in the Hospital’s parking garages may be directed by the Security Department to park in specific areas. Staff driving oversized vehicles should contact the Security Department for parking options.

## Enforcement

Enforcement includes the registration system and a progressive series of fines for violations. Enforcement consists of the following steps:

- 1<sup>st</sup> violation: \$15 fine (will be waived if the offender signs a statement at the Security Department indicating that he/she understands the current parking policies and procedures; the waiver must be signed within 10 days of the date of the citation or the fine must be paid).
- 2<sup>nd</sup> violation: \$25 fine.
- 3<sup>rd</sup> violation: \$25 fine; vehicle booted until all fines are paid.
- 4<sup>th</sup> violation: \$35 fine; vehicle booted until all fines are paid.
- 5<sup>th</sup> violation and thereafter: \$50 fine; vehicle booted until all fines are paid.

## Fines

Hospital parking fines must be paid at the Hospital’s cashier’s office within 15 days of issuance. If a Staff member receives a citation for a parking violation and does not have a Hospital decal or hangtag displayed, a citation will be issued for each violation. The first violation will be waived, but the second violation carries a \$25 fine and will not be waived.

## Booting

The Security Department is authorized to place a “Denver Boot” on all vehicles after a second parking violation or failure to pay fines within 15 days of issuance.

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## Towing

If it is necessary to tow a vehicle from the Hospital or from a Hospital-related facility, the Security Department is responsible for notifying a local towing company. The Security Department will also notify Montgomery County Police with information on all towed vehicles and the location where the vehicle is being stored.

## Fire Lane Violations

Staff who park in designated “fire lane” areas are subject to a \$250 fine. Law enforcement officers, the Montgomery County Fire Marshal, or district fire service commanders, and the Hospital’s special police officers may issue violation notices. Vehicles parked in fire lanes at the Hospital or at Hospital-related facilities may also be towed.

## Emergency Center Parking Lot

The parking lot leading to and in front of the Emergency Center is designated for patients and visitors to the Emergency Center. Staff is not permitted to park in this lot.

## Surface Parking

The surface parking lot immediately in front of the main Hospital building is used for physicians and short-term parking for patients, visitors, and other reserved parking as posted. Employees and volunteers are not permitted to park in these areas. Staff may park in spaces at the back of the Hospital that are not reserved.

## Off-Site Parking

The Hospital provides off-site parking for Hospital employees, volunteers, and students when necessary in order to provide accessible on-site parking for patients and visitors. Free shuttle service is provided to Staff assigned to off-site parking. Staff who volunteer to park off-site for a year may be given monetary compensation. If there is insufficient Staff volunteering to park off-site, Hospital leadership directs the Security Department to randomly assign day shift Staff to park off-site on a rotating basis. Staff assigned to park off-site may not park on-site between the hours of 5:30 a.m. to 6 p.m., Monday through Friday, without permission of the Security Department director or the on-duty Security Department supervisor.

Off-site parking locations that will remain available with the Project include:

- Sligo Baptist Church (35 spaces)
- St. John the Evangelist Church (100 spaces)
- Montgomery Hills Baptist Church (30 spaces)

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- Staff and visiting patients, clients, and vendors utilize the 38 parking spaces at the Hospital-related facility on Dameron Drive.
- Staff assigned to the Hospital-related office on Tech Road in Silver Spring utilize the surface parking at that location (as do other tenants in the building).
- Staff and clients utilizing the Holy Cross Hospital Senior Source (in downtown Silver Spring) have access to five (5) dedicated parking spaces provided at the Elizabeth House.
- Staff and patients utilizing the Holy Cross Hospital Health Center in south Silver Spring (located in the Health Sciences Building of Montgomery College-Takoma Park) have access to five (5) dedicated parking spaces provided at Montgomery College.

## Parking on Residential Streets

Parking on residential streets in the neighborhoods surrounding the Hospital (other than on Dameron Drive in front of the Holy Cross Resource Institute) is limited to vehicles that display a resident permit issued by Montgomery County. Staff parking is not permitted on neighborhood streets. Staff may receive a ticket from Montgomery County Police or have their vehicle booted. The Security Department is responsible for notifying Montgomery County Police of violations.

## Southwest (Dameron Drive) Parking Garage

The Southwest Parking Garage is dedicated to employee and volunteer parking only.

## North (Forest Glen Road) Parking Garage and Night Shift Parking

The ground level of the North Parking Garage is dedicated to employee and volunteer parking. Other levels of the North Parking Garage are for Hospital patients and visitors and patients and visitors to the Physician Specialist Building.

## Holy Cross Resource Institute Parking

Parking spaces at the Holy Cross Resource Institute located on Dameron Drive are numbered and assigned. Hospital parking policies and procedures apply to this site.

## High Occupancy Vehicle Parking

The Hospital provides high occupancy vehicle (HOV) spaces to Staff who has registered their vehicles with the Hospital's Security Department. Reserved HOV spaces, located at the back of the Hospital, are assigned on a first-come, first-serve basis. At least two or more Staff members must regularly carpool together to qualify and maintain HOV parking privileges. Each occupant in an HOV vehicle must be registered with the Security Department. Failure to carpool while registered as an HOV participant will result in revocation of HOV privileges and issuance of a parking citation.

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## **Staff with Disabilities**

Staff members with disabilities are authorized to park in the Hospital's "Reserved for Handicap" spaces. A handicap placard or tag issued to the Staff member (not to a family member or otherwise) must be displayed at all times. Use of handicapped spaces by unauthorized individuals may result in a citation issued by Montgomery County Police that carries a fine of \$250 as well as issuance of a Hospital citation.

## **Student Parking**

Medical, radiology, nursing, and other students assigned to the Hospital are given parking locations and assignments during their orientation. Students are normally assigned to park off-site. Free shuttle service is provided to and from the Hospital. Students are normally exempt from vehicle registration and are not granted access to the garages. Students are responsible for complying with all other applicable provisions of the Hospital's policies and procedures. Vehicles parked on-site by a student may be booted or towed at the student's expense.

## **Valet Parking**

Valet parking is utilized to help alleviate short-term traffic and parking overflow in instances where demand exceeds supply. Staff may use the service only if all designated Staff parking areas are full. When valet parking and attendants are available, Staff members are responsible for following the directions of the attendants. Using valet service when Staff spaces are available in either garage is a violation of the parking policy.

## **PATIENT PARKING POLICIES**

Patients are directed to park in the North Parking Garage or to utilize the valet parking or attendant-assisted stacked parking services provided in front of the Hospital. Currently, the Hospital validates parking for patients so that the patients do not have to pay to park at the Hospital. As part of its Transportation Management Plan, the Hospital plans to eliminate parking validation for patients so that patients will be charged the regular hourly and daily parking rates that visitors are currently charged. The Hospital is evaluating the feasibility of offering patients and visitors the ability to utilize the Hospital's free shuttle service that runs between the Forest Glen Metro Station and the Hospital in order to deter parking at the Hospital.

## **VISITOR PARKING POLICIES**

Visitors are directed to park in the North Parking Garage or to utilize the valet parking or attendant-assisted stacked parking services provided in front of the Hospital. All visitor parking is pay-to-park and is controlled by a gate and parking attendant. As noted above, the Hospital is evaluating the feasibility of offering visitors the ability to utilize the Hospital's free shuttle service that runs between Forest Glen Metro Station and the Hospital in order to deter parking at the Hospital.

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## **TRANSPORTATION COORDINATOR**

The Hospital will designate a Transportation Coordinator who will assist Staff in exercising commuting options, and who will also assist patients and visitors with any questions they may have regarding parking and alternative transportation options. On an ongoing basis, the Transportation Coordinator will promote ridesharing and other alternative transportation programs in order to maximize the participation of Staff in such programs. The Transportation Coordinator will review promotional activities and information distribution techniques for all relevant features of the Transportation Management Plan at the Hospital and Hospital-related facilities; facilitate access to Staff for purposes of informing and educating them about programs and services available; and brief new Staff at orientation on information about commuting alternatives. Promotional activities will include the distribution of information to Staff through the use of displays, bulletins, brochures, notices, and the periodic hosting of on-site marketing events. The Transportation Coordinator will also promote and coordinate the purchase of discounted passes, tickets, and tokens for Ride-On, Metrorail, Metrobus, and MARC commuter rail or for other incentive programs provided by public or private institutions.

## **METRO BENEFITS**

Employees using Metrorail, Metrobus, or Metro parking facilities can pay for a portion of their transit costs through a pre-tax payroll deduction, in addition to receiving up to \$40/month from the Hospital as a matching contribution. As part of its Transportation Management Plan, the Hospital is proposing to increase its matching contribution to \$100/month. Participating employees are required to have a registered SmartTrip card issued by the Washington Metropolitan Area Transit Authority (WMATA). Employees utilizing Hospital-supported Metro subsidies may not park their vehicles on Hospital or Hospital-related properties.

## **ZIPCAR**

The Hospital is considering a Zipcar service, which is a car-sharing and car club service that currently operates in the greater Washington, D.C. metropolitan region. If adopted, the Hospital would dedicate Zipcar parking spaces on the Hospital property so that Staff may utilize the service.

## **BICYCLE FACILITIES**

The Hospital provides 20 on-site, conveniently located bicycle parking spaces on the property.

## **EMERGENCY TRANSPORTATION**

The Hospital will make a good faith effort to promote any emergency ride programs that are available in the region to Staff who carpool, vanpool, or use transit or bicycle.