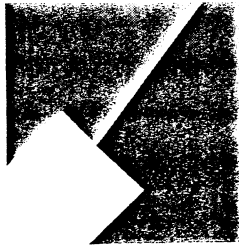


M-NCPPC



MONTGOMERY COUNTY DEPARTMENT OF PARK AND PLANNING

THE MARYLAND-NATIONAL CAPITAL
PARK AND PLANNING COMMISSION

8787 Georgia Avenue
Silver Spring, Maryland 20910-3760

July 25, 2003

MEMORANDUM

TO: Montgomery County Planning Board

VIA: Jeff Zyontz, Chief
Countywide Planning Division

FROM: Gwen Wright, Historic Preservation Supervisor
Countywide Planning Division *Gwen Wright*

SUBJECT: Planning Board Worksession on the Silver Spring CBD Historic Resources Survey and on adding Silver Spring CBD properties to the *Locational Atlas and Index of Historic Sites*

HISTORIC PRESERVATION STAFF RECOMMENDATION

As is the standard practice in these cases, historic preservation staff is presenting the same recommendations to the Planning Board that were presented to the HPC. No new information came to light as part of the testimony presented during the Planning Board's public hearing that has convinced historic preservation staff that these initial recommendations should be changed.

Below is a summary of historic preservation staff's recommendations:

Add the following properties to the *Locational Atlas and Index of Historic Sites*:

- The National Association of Dyers and Cleaners Institute
- 7900-7912 Georgia Avenue (North Washington Shopping Center)
- Silver Spring National Bank
- Silver Spring Volunteer Fire Department (Old Silver Spring Armory)
- U.S. Industries Building
- Falkland Apartments
- St. Charles Garden Apartments

Retain the following properties on the *Locational Atlas and Index of Historic Sites*:

- The Silver Spring Historic District (see attached map) which includes the Fenton Building, the Hecht's Building, the J.C. Penney Building, and the 8600 block of

Colesville Road, as well as *Master Plan* Sites: the Silver Theatre and Shopping Center Complex and the Montgomery Arms Apartments

- Spring Garden Apartments
- Canada Dry Bottling Plant (only the two-story section, as designated by the Planning Board when they placed this resource on the *Locational Atlas*)

Do not add the following properties to the *Locational Atlas and Index of Historic Sites*:

- The Silver Spring Tire Corp. (recommended by HPC)
- A&A Auto Sales (recommended by HPC)
- C&P Telephone Building
- 13th Street Commercial Historic District
- Selim Road Industrial Historic District
- Rock Creek Springs
- Fenwick Gardens
- Blair Park Gardens

A color-coded map and black and white photos of each property recommended by staff or by the HPC is included in this packet.

DISCUSSION

Staff has included a chart which details the background information, zoning, master plan guidance, development status, and support by different governmental entities for each resource recommended by staff or the HPC. Community-Based Planning staff helped provide information for this chart and this assistance was very helpful and much appreciated.

Please note that staff's detailed reasoning for adding the seven properties recommended to the *Locational Atlas* is included in the memo to the Board dated June 13, 2003 and is attached to this packet.

Staff also wants to address specific concerns raised by property owners for each site recommended by staff. However, as a preface to this discussion, staff wants to remind the Board that placing a property on the *Locational Atlas* does not mean it will be designated as historic (that is separate master plan amendment process and is decided by the County Council) and does not preclude development of the site. Indeed, two existing resources on the *Locational Atlas* – the old Hecht's Department Store (part of City Place) and the Canada Dry Bottling Plant – have been or will be undergoing significant development. Placing a property on the *Atlas* does highlight that the building has historic or architectural significance. It does serve as a way of alerting potential developers that incorporation of the building into redevelopment plans is desirable. And, hopefully, all the examples in Silver Spring and Bethesda of successful projects that integrate historic buildings into development plans have demonstrated that it is possible to undertake such projects in a way that is both financially viable and which contributes to the ability to create community's that have texture, visual diversity, and a sense of place.

With this background in mind, staff will address specific issues raised during public testimony and will focus on the seven properties that staff feels merit addition to the *Atlas*.

The National Association of Dyers and Cleaners Institute

No major issues raised.

7900-7912 Georgia Avenue (North Washington Shopping Center)

The owner is assembling properties on this block and may present development plans in the future. Staff feels that the addition of this resource to the *Atlas* does not preclude redevelopment of the site. The building provides an architecturally distinctive “face” to the street and could contribute positively to any future development plans.

Silver Spring National Bank

The owner – an existing church – has assembled properties on this block and may present development plans in the future. Staff does not know what these development plans may be; however, we believe that the Silver Spring National Bank building – at a corner location on the property – could be integrated into any new plans for the site and adding it to the *Atlas* does not preclude redevelopment.

The owner also raised the issue of the *Atlas* designation interfering with their religious exercise and assembly. Many churches are currently included on the Montgomery County *Master Plan for Historic Preservation* and they function without problem. Legal guidance provided to the Board in the past has indicated that there is no problem with historic designation of properties owned by churches or other religious organizations.

Silver Spring Volunteer Fire Department (Old Silver Spring Armory)

The owner opposes designation; however, staff feels that the building is of significant historic and architectural merit and should be designated.

U.S. Industries Building

Staff understands the challenge of designating a property that is architecturally undistinguished, but historically significant. Staff feels that adding this property to the *Atlas* is simply a way of ensuring that there will be a dialog about how to interpret the important history of this site when and if redevelopment is proposed. Site plan review is not enough. It deals with streetscape and siting issues. It does not require amenities or provide a mechanism to require interpretation of the history of the site. Addition of the property to the *Atlas* can allow for future redevelopment of the site with some emphasis given to interpreting what are important historical events.

Falkland Apartments

As pointed out by the owner, the Falkland Apartments were reviewed for historic designation in the mid-1980s and only the Cupola Building was designated. Staff rarely recommends that sites which were previously considered and rejected be brought back up for consideration. However, the Falkland Apartments have enormous historic significance – this fact is without dispute – and the decision not to designate them in the mid-1980s deserves to be reconsidered. It should also be noted that the buildings were not 50 years old when they were considered in the mid-1980s and they now do meet that age threshold.

Staff is recommending that the entire complex be included on the *Atlas*, with the understanding that there is redevelopment potential on the portion of the site north of East-West Highway. If a redevelopment proposal is ever submitted, the Board could opt to remove that portion from the *Atlas* – based on the merits of the redevelopment proposal.

St. Charles Garden Apartments

Staff strongly disagrees with the assessment of the site provided the historic consultant hired by the owners. This garden apartment complex is as architecturally and historically significant as the Montgomery Arms (already on the *Master Plan for Historic Preservation*) or the Spring Gardens (already on the *Atlas*) and represents a different architectural style – Colonial Revival – than either of these complexes.

There are no development plans currently submitted for this property and the complex provides a good housing choice in Silver Spring – affordable, low-rise, garden apartments with significant green space.

CONCLUSION

Only nine properties in Silver Spring are currently on the *Master Plan for Historic Preservation*, and one of these – the Silver Spring Armory – has been torn down for redevelopment. The recommendation of an additional seven properties to the *Locational Atlas* – all of which have very valid architectural and historical significance – will not only not slow down revitalization in Silver Spring, but will help to make this evolving community into a more interesting, more humane, more beautiful place to live and work.

Resource Name	Address	Background	Zoning	Master Plan Guidance	Development Status	Summary of Owner Testimony	Position of Various County Entities	Staff Recommendation
National Association of Dyers and Cleaners Institute Building	8001 Georgia Avenue	<p>WMATA owns the site and used it as their plant maintenance facility until several years ago. The Dept. of Economic Dev. considered this property as a potential site for the Silver Spring Innovations Center (i.e. the incubator), but opted for a site on the other side of Georgia Ave. after learning the extent of environmental remediation required. M-NCCPPC indicated in November 2000 that we had no interest in acquiring the site and that final disposition of the site by WMATA was subject to Mandatory Referral review. Most recently, HOC has been considering reuse of the site.</p> <p>The future Montgomery College Cultural Arts Center will be located across Burlington Avenue to the south. The former Giant bakery, which is now owned by the College, also lies across Burlington Avenue to the south.</p>	<p>Pursuant to the February 2000 <i>Approved and Adopted Silver Spring CBD Sector Plan</i>, the site was rezoned via SMA from CBD-0.5 to CBD-1 with the Ripley/South Silver Spring Overlay Zone. The Overlay Zone is intended to "encourage redevelopment in South Silver Spring by providing more flexibility in the development standards and the range of permitted uses, while ensuring that new development is compatible with nearby uses."</p>	<p>The Silver Spring CBD Sector Plan contains no specific guidance for this site. However, the Functional Master Plan for Legacy Open Space identified this property as a Heritage Resource (rail community cluster), thereby making it possible for the County to purchase a facade easement that would preserve the existing structures.</p>	<p>WMATA is seeking to dispose of the property; no development plans at present.</p> <p>Site constraints include: 1) Significant environmental cleanup costs (estimated in 1996 at \$543-866,000 for site renovation) due to asbestos, lead paint, PCBs, possible subsurface chemical contamination; 2) Poor site access from both Georgia Avenue and Burlington Avenue; and 3) Noise from the railroad tracks on the rear of the site</p>	<p>No testimony has been received from the property owner although Historic Preservation Section staff has discussed the current process for considering addition of Locational Atlas properties with Denton Kent of WMATA.</p>	<p>Recommended by HPC.</p> <p>Supported by Elizabeth Davison, DHCA (with a letter received confirming support of Ms. Davison's position by Doug Duncan).</p> <p>Supported by Silver Spring Citizens Advisory Board.</p> <p>No specific position on this site in June 3rd letter from Community-Base Planning Division</p>	<p>Add to Atlas</p>

Resource Name	Address	Background	Zoning	Master Plan Guidance	Development Status	Summary of Owner Testimony	Position of Various County Entities	Staff Recommendation
North Washington Shopping Center	7900-7912 Georgia Avenue	The site is occupied by street-oriented retail and restaurant uses. It is directly across Georgia Avenue from Jesup Blair Park, which is scheduled to be renovated soon. The expansion of Montgomery College may provide more student traffic to local businesses in the center.	Pursuant to the February 2000 Sector Plan, the site was rezoned via SMA from CBD-0.5 to CBD-1 with the Ripley/South Silver Spring Overlay Zone.	The Sector Plan contains no specific guidance for this site.	No redevelopment plans available at this time. DHCA has proposed pedestrian paths around the site at some point in the future.	Owner testified that he is assembling the entire block and intends redevelopment at some point in the future.	Recommended by HPC. Supported by Elizabeth Davison, DHCA (with a letter received confirming support of Ms. Davison's position by Doug Duncan).	Add to Atlas
Silver Spring National Bank	8252 Georgia Avenue	The site is currently utilized by the Bethel World Outreach Ministries. They have indicated that they plan to expand their facilities but no plans have been provided to date.	Pursuant to the February 2000 Sector Plan, the site was rezoned via SMA from CBD-R2 to CBD-2 with the Ripley/South Silver Spring Overlay Zone.	The Sector Plan contains no specific recommendations for the site.	The owner has indicated that they plan to expand their facilities but no plans have been provided to date.	Owner testified in opposition to designation both because they plan to redevelop the site and because they feel that designation will place a burden on their religious exercise and assembly.	Recommended by HPC. Not supported by Elizabeth Davison, DHCA. Doug Duncan's letter of July 3 rd specifically indicated that he did not support addition of this resource to the Atlas. Supported by Silver Spring Citizens Advisory Board.	Add to Atlas
							No specific position on this site in June 3 rd letter from Community-Base Planning Division	

Resource Name	Address	Background	Zoning	Master Plan Guidance	Development Status	Summary of Owner Testimony	Position of Various County Entities	Staff Recommendation
Silver Spring Vol. Fire Dept. (Old Armory)	8131 Georgia Avenue	This property is owned by the Silver Spring Volunteer Fire Dept. A new building will be constructed to accommodate Fire Station #1 and a police substation on the west side of Georgia Avenue, on the former CSX property next to the historic Silver Spring Train Station. The old fire station building will then be available for reuse.	The site is zoned CBD-1.	The Sector Plan contains no specific recommendations for the property.	No development plans have been provided. Staff have suggested that the site might accommodate the proposed Silver Spring Arts Incubator and an art gallery. Similar buildings have also been utilized elsewhere as a microbrewery.	Owners sent a letter opposing historic designation.	Recommended by HPC. Supported by Elizabeth Davison, DHCA (with a letter received confirming support of Ms. Davison's position by Doug Duncan). Supported by Silver Spring Citizens Advisory Board.	Add to Atlas
U.S. Industries Building	949 Bonifant	The site is believed to be vacant except for a flea market.	The site is zoned CBD-1 with the Fenton Village Overlay Zone.	The Sector Plan contains no specific recommendations for the property.	The developer of a nearby residential project has been investigating this site and has testified in opposition to adding it to the Atlas. No development plans have been filed.	Owner testified that he is in negotiations to sell the property for redevelopment.	Recommended by HPC. Not supported by Elizabeth Davison, DHCA. Not supported by Silver Spring Citizens Advisory Board. No specific position on this site in June 3 rd letter from Community-Base Planning Division	Add to Atlas

Resource Name	Address	Background	Zoning	Master Plan Guidance	Development Status	Summary of Owner Testimony	Position of Various County Entities	Staff Recommendation
Falkland Apartments	16 th Street and East-West Hwy.	<p>This complex is made up of three sections, two of which are located within the CBD. The possible redevelopment of the Falklands has been debated several times over the years. Redevelopment proposals have been met with opposition from those who value the complex as a significant part of our affordable housing stock and see the existing garden apartments as a desirable alternative to newer high-rises.</p> <p>The historicity of the complex has also been debated previously. In 1985 the Planning Board recommended to the County Council that the Falklands not be added to the Master Plan for Historic Preservation. The Board felt that "the marginal historic significance of the Falkland Apartments do not outweigh the importance of the property in implementing two major goals of the Silver Spring Sector Plan: 1) spurring economic development</p>	<p>Pursuant to the 1993 Silver Spring CBD Sector Plan, the portion of the Falklands north of East-West Highway was rezoned to CBD-R1 to allow for future residential redevelopment. (The portion south of East-West Highway was zoned R-20.) The Council indicated that redevelopment of the northern portion would be appropriate for a mix of housing types. The zoning was reaffirmed in the February 2000 CBD Sector Plan.</p>	<p>The current Sector Plan contains no specific recommendations for the Falklands.</p>	<p>The property is on the market and is apparently under contract to Home Properties. The marketing brochure notes "the potential to develop 7.68 acres (presently 150 existing apartments) with up to 800 high-rise apartments on the property's North parcel."</p>	<p>The owner has testified in opposition to adding the property to the Atlas and has submitted a letter with detailed reasons for this position.</p>	<p>Recommended by HPC.</p> <p>Not supported by Elizabeth Davison, DHCA.</p> <p>Supported by Silver Spring Citizens Advisory Board.</p> <p>June 3rd letter from Community-Base Planning Division recommends that no action be taken that would discourage residential redevelopment of the portion of the Falklands north of East-West Highway.</p>	<p>Add entire complex to Atlas</p>

		in the Silver Spring CBD, and 2) providing additional residential opportunities in close proximity of METRO." The County Council subsequently designated the "cupola building" on the Master Plan for Historic Preservation and added to the Plan's index a finding "that the balance of the Falkland Apartment complex has been reviewed and found not suitable for regulation under the Historic Preservation Ordinance."						
Resource Name	Address	Background	Zoning	Master Plan Guidance	Development Status	Summary of Owner Testimony	Position of Various County Entities	Staff Recommendation
St. Charles Garden Apartments	Cameron Street at Spring Street	An Optional Method project plan was approved for this site in 1987; it called for demolition of the existing garden apartments and the construction of 427 new dwelling units (including 54 MPDU's) in a new high-rise. The project was never built.	The CBD-2 zoning for the site was reaffirmed in the February 2000 Silver Spring CBD Sector Plan.	The Sector Plan provides no specific recommendations for the property.	The property owner is currently exploring new designs for a residential high-rise on the site. No development plans have been submitted.	The owner has testified in opposition to adding the property to the Atlas and has submitted a letter with detailed reasons for this position.	Not supported by Elizabeth Davison, DHCA. Supported by Silver Spring Citizens Advisory Board. June 3 rd letter from Community-Base Planning Division recommends that no action be taken that would discourage residential redevelopment of the portion of the St. Charles complex.	Add to Atlas

Resource Name	Address	Background	Zoning	Master Plan Guidance	Development Status	Summary of Owner Testimony	Position of Various County Entities	Staff Recommendation
A&A Auto Sales	East-West Hwy. at Blair Mill Road	This property is located across East-West Highway from the Discovery Creative Technology Center. It is also proximate to the Canada Dry redevelopment by the JBG Companies.	Pursuant to the February 2000 Sector Plan, the property was rezoned from CBD-R2 to CBD-2 with the Ripley/South Silver Spring Overlay Zone to provide more flexibility for redevelopment.	The Silver Spring CBD Sector Plan contains no specific guidance for this site.	The Silver Spring Gateway project will be a public/private partnership with Montgomery County. It will include both commercial and residential uses, a parking garage and a significant public space. The project will be coordinated with DHCA's proposed pathway system in South Silver Spring.	No testimony has been received from the owner. However, staff has been in contact with representation of JBG and they are aware of the current process for consideration the addition of resources to the Atlas.	Recommended by HPC. Not supported by Elizabeth Davison, DHCA. Not supported by Silver Spring Citizens Advisory Board. No specific position on this site in June 3 rd letter from Community-Base Planning Division	Do not add to Atlas
		This site was part of an assemblage called East-West Plaza that was approved in 1987 for redevelopment as a 487 unit residential high-rise. The project was never built. Now it is part of the Silver Spring Gateway assemblage being planned by the JBG Companies for mixed use development. Development of this property will help to finish out the streetscaping of the promenade along East-West Highway.			The approved Silver Spring Innovations Center (i.e., DED's incubator) will be the first phase of the Gateway project. The developer has had several meetings with staff regarding the project. No plans have been filed so far except for the Innovations Center in phase 1. However, the overall project was introduced to the Planning Board in concept during the Mandatory Referral hearing on the Innovations Center.	Blair Mill Road will be abandoned between East-West Highway and Georgia Avenue to facilitate a cohesive development. The		

Resource Name	Address	Background	Zoning	Master Plan Guidance	Development Status	Summary of Owner Testimony	Position of Various County Entities	Staff Recommendation
Silver Spring Tire Corp.	8000 East-West Hwy.	This has been a long-time, family-owned commercial operation. No development plans have been reviewed in the past.	Pursuant to the February 2000 Silver Spring CBD Sector Plan, the property was rezoned from CBD-R2 to CBD-2 with the Ripley/South Silver Spring Overlay Zone to provide more flexibility for redevelopment.	The Sector Plan contains no specific recommendations for this property. The Plan recognizes that the intersection of Georgia Avenue and East-West Highway/Burlington Avenue might need to be improved in coordination with the expansion of Montgomery College.	No development plans have been filed.	The owner has spoken in strong opposition to adding this property to the Locational Atlas.	Recommended by HPC. Not supported by Elizabeth Davison, DHCA. Not supported by Silver Spring Citizens Advisory Board. No specific position on this site in June 3 rd letter from Community-Base Planning Division	Do not add to Atlas