

MCPB Item # 10 11/6/03

October 31, 2003

MEMORANDUM

TO:

Montgomery County Planning Board

VIA:

John A. Carter, Chief, Community-Based Planning Division

FROM:

Khalid Afzal, Georgia Avenue Team Leader (495-4650)

Community-Based Planning Division

SUBJECT:

Planning Board Worksession #1 on the Olney Master Plan Public Hearing

Draft—Overall Land Use and Planning Framework and Southeast

Quadrant Properties.

RECOMMENDATION:

Approval of the overall planning framework, and

recommendations for land use, zoning, transportation, and

specific properties in the Southeast Quadrant

INTRODUCTION

This is the first worksession for the proposed Olney Master Plan amendment. The public hearing on the Public Hearing Draft was held on September 25, 2003. The record of the public hearing was kept open until the close of business on Friday, October 17, 2003.

Staff recommends approval of the following three items:

- 1. A proposed schedule of worksessions to discuss outstanding issues;
- 2. The overall planning framework of the proposed master plan; and
- 3. The proposed land use/zoning concept and specific property recommendations in the Southeast Quadrant.

This packet includes the following:

- 1. A proposed schedule of worksessions circle page 2
- 2. A discussion of the overall planning framework for the entire Master Plan circle page 2)

- 3. A discussion of the proposed land use and zoning recommendations in the Southeast Quadrant circle page (9)
- 4. A table summarizing the recommendation/issues, relevant public testimony and comments, and staff responses to those comments as they relate to the proposed Southeast Quadrant land use, zoning, transportation, and specific property recommendations circle page (4)
- 5. Copies of letters and e-mails received after September 25, 2003 (the date of the public hearing) and the publishing of this report are enclosed. Also included are letters that were submitted during the public hearing and not read by the presenter, or they were sent prior to the public hearing and not included in the staff presentation of September 25, 2003 circle page (20)

1. PROPOSED WORKSESSION SCHEDULE

Staff proposes the following schedule for a total of five worksessions to discuss the outstanding issues and public comments received on the Public Hearing Draft of the master plan.

Worksession 1--11/06/03: Overall planning framework, Southeast Quadrant concept and individual properties.

Worksession 2--12/04/03: Parks and Recreation, Legacy Open Space/properties in Northern Olney, transportation issues.

Worksession--1/8/04 3: Housing, 32-acre Bowie Mill site/Muncaster Mill Road designation, Golden Bear Triangle, Tower Company site.

Worksession 4--1/29/04: Town Center land use and zoning, Appomattox Avenue, Olney Elementary School site, Silo-Inn property, issues needing additional information, wrap up.

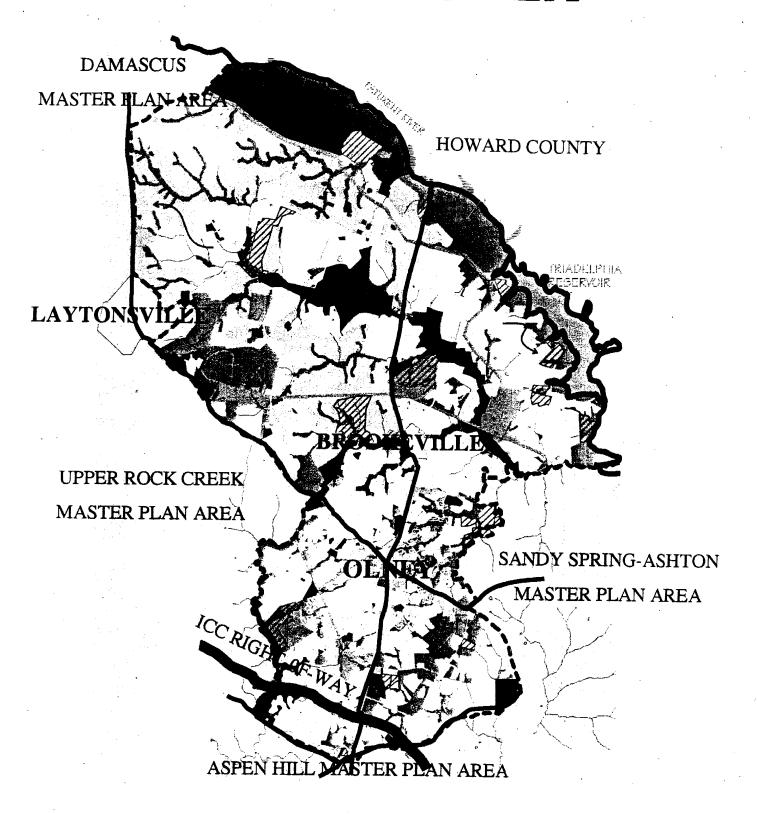
Worksession 5--2/26/04: Approval of the Planning Board Draft

2. OVERALL PLANNING FRAMEWORK

The proposed Olney Master Plan is designed to guide the growth and development of the Olney planning area for the next 20 years. It starts with the existing land use plan and the development pattern as a base and proposes to update the Plan to be consistent with today's priorities and policies for the area as well as the entire County. The proposed planning framework constitutes the following five considerations:

- a. Confirm the concept of Olney as a satellite town
- b. Protect the Patuxent River Watershed and the Agricultural Reserve
- c. Improve jobs and housing balance
- d. Create a diversity of housing types and neighborhoods
- e. Protect the low-density character of Southeast Quadrant

PLANNING AREA



2a. Olney as a Satellite Town

The satellite town concept has been the basic framework of land use planning in Olney since the General Plan of 1964. If was further reinforced in the 1980 Plan and continues to be a basic underlying concept of the proposed Plan.

Olney is a true satellite community: it has local facilities and services but it relies on the District of Columbia, the I-270 corridor, the I-95 corridor, and other locations for employment, specialty shopping, and regional services. It is not intended to be an independent, self-sufficient entity with enough density and mass to function on its own. This area is mainly a housing resource and commercial and community services are meant for local residents. Although located in the Agricultural and Residential Wedge, the area around the town center is planned as a slightly higher density enclave with support services in the Town Center.

2b. Patuxent River Watershed and the Agricultural Reserve

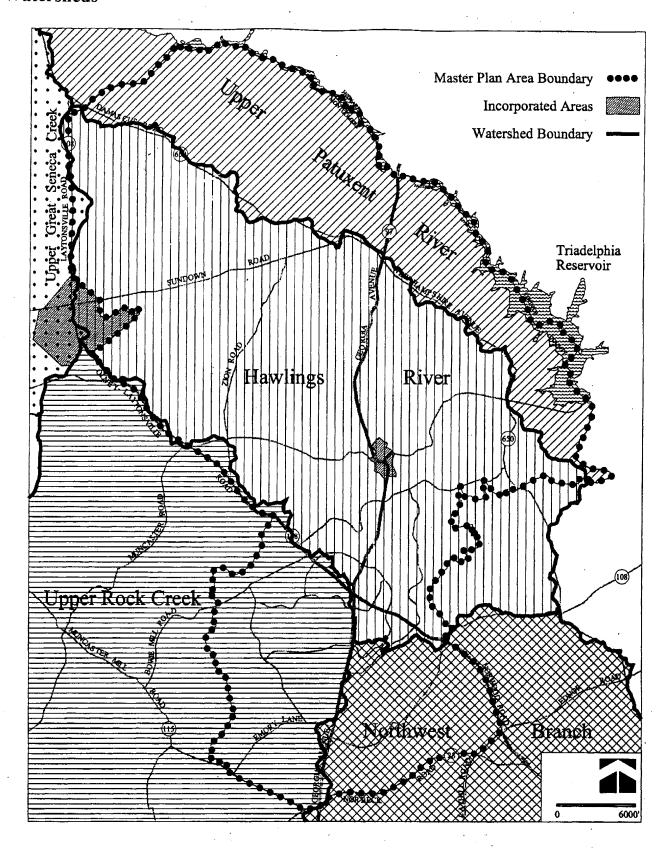
Northern Olney, which covers approximately two-thirds of the Master Plan area, contains the Patuxent River watershed which feeds directly into the Triadelphia Reservoir, and a large portion of the Hawlings River watershed which drains into the Patuxent River further downstream. Protection of this drinking water resource of the County is a major goal of the Master Plan. It recommends protection of open space critical to the County's drinking water resource--the Patuxent River--through a combination of land use initiatives, regulatory controls, public-private partnerships, and implementation of best management practices to reduce imperviousness and increase undisturbed natural open space in new developments. Chief among its recommendations is the proposal to acquire approximately 753 acres of interior forest and wetlands as parkland to protect the area's sensitive environmental resources and reduce the potential impacts on water supply. It also supports agricultural preservation in Northern Olney through the Transfer of Development Rights (TDR) program by identifying an area near the intersection of Georgia Avenue and Norbeck Road as suitable for receiving TDRs.

2c. Jobs and Housing Balance

Olney is predominantly a rural/agricultural area and a suburban housing resource. Town Center and the Montgomery General Hospital are the only two major locations with a concentration of jobs in the area.

The proposed plan seeks to improve the jobs/housing ratio by maintaining the projected housing growth level of the 1980 Plan while allowing increased commercial space in the Town Center. Under the 1980 Master Plan, the Olney area has the potential to generate approximately 900 additional housing units with a potential full build-out of approximately 14,400 housing units in the future. The land use changes proposed in this Plan maintain this overall level of growth outside the Town Center while allowing some increase of housing in the Town Center with a build-out of approximately 14,800 units in the Master Plan area.

Watersheds



On the jobs side, the Plan increases commercial area in the Town Center by approximately 300,000 square feet and allows expansion of the Montgomery General Hospital on its current site to meet its future expansion needs. Additional commercial space in the Town Center can be accommodated while maintaining the nature of the Town Center as a local retail and service center. Retaining the existing level of residential growth while increasing the commercial space in the Town Center will also reinforce the concept of Olney as a satellite town.

2d. Diversity of Housing Types and Neighborhoods

Olney today (Census 2000) has approximately 12,000 housing units with another 1,500 in the pipeline (approved but not built). The remaining developable land, under existing zoning and the 1980 Master Plan, has the potential to add another 900 units for a total buildout of approximately 14,400 units. The current development pattern has a diverse mix of housing types: single-family detached house is the predominant unit type at 73 percent of the entire housing stock, followed by townhouses at 23 percent and multifamily units at 4 percent. Most of this housing stock is located in Southern Olney and was developed over a long period of time in various zoning districts (RE-1, RE-2, RC, R-200, R-60, R-90, R-20, R-30, PD-7, PD-9, RT-8, RT-12.5) resulting in a variety of housing styles, lot sizes and site layouts.

Continuing the policy of creating a diverse mix of housing types and locations is a critical component of the proposed Plan. The combination of quality suburban living with easy accessibility to the Washington Metropolitan Area continues to make Olney a desirable place to live resulting in higher housing costs. While maintaining the overall growth level of the 1980 Plan, the proposed draft identifies additional opportunities to meet the area's need for more affordable housing at appropriate locations and densities. It recommends specific properties with the potential to increase affordable housing and proposes zoning changes that have the potential to create approximately 230 additional affordable housing units.

A more detailed discussion of housing recommendations in the proposed draft will be included in a separate worksession.

2e. Low-Density Character of the Southeast Quadrant

The 1980 Master Plan envisioned the Southeast Quadrant of Olney as a transitional rural and agricultural area. It gave the property owners the option to develop on community water and septic in the RE-2 Zone, or rezone to five-acre densities (RC or LDRC) on community water and sewer, if feasible. Some properties have utilized the sewer/cluster option and the area today is a mix of RE-2, RC and LDRC Zones. Over the past 20 years, it has become less agricultural and the few remaining large properties are being planned for residential development.

Batchellors Forest Road—the only through road in this quadrant—is a two-lane road with 90-degree turns, narrow pavement, and constrained right-of-way with limited sight lines around sharp curves and trees. In 1996, it was designated as an Interim Rustic

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Road by the Rustic Roads Functional Master Plan. Despite some gaps along its entire stretch, this road has attributes to qualify it as a Rustic Road and the draft plan proposes that it be designated as such.

The proposed land use concept for the Southeast Quadrant is based on the following four elements:

- 1) Protection of the sensitive environmental resources including the headwaters of the Northwest Branch
- 2) The need to reduce or maintain the existing residential densities to achieve a better jobs and housing balance in the planning area
- 3) The lack of appropriate road network to support additional housing growth in this enclave
- 4) Continuation of the policy of the SEQ as a low-density transition area between the Town Center and the Sandy Spring/Ashton area.

The Southeast Quadrant contains significant environmental resources including the headwaters of the Northwest Branch. The area currently does not have any stream valley parkland and a very small portion of the stream valley is protected though conservation easements. Other portions are protected from development by Homeowners Associations' ownership. The remaining stream valleys and forested areas on vacant parcels should be protected through a combination of low-densities, best management practices for stormwater and other technical issues, and conservation easements on sensitive environmental resources. Existing sewer lines should be used, where feasible through gravity, to cluster development and save large areas of forest along streams and headwaters. New sewer lines should not be extended along tributaries in the western portion of the Batchellors Forest tributary above the Intercounty Connector (ICC) right-of-way because environmental benefits would not outweigh the potential impacts to the stream.

The proposed concept for the Southeast Quadrant is also guided by the need to improve the jobs/housing balance in the planning area as much as possible while maintaining the existing development pattern and the concept of Olney as a satellite community in the residential wedge of the County. With the largest amount of vacant and redevelopable land in Southern Olney, any major increase in the permitted densities on the larger properties in the Southeast Quadrant will have a negative impact on the Master Plan area's jobs and housing balance. The draft plan, therefore, proposes to keep the permitted densities consistent with the current pattern of development in the Southeast Quadrant.

The proposed concept recommends deletion of Emory Lane extension and connection to Barn Ridge Drive proposed in the 1980 Master Plan as an east-west connection through this area for environmental and community protection reasons. Batchellors Forest Road, the only through road in the quadrant, has rustic qualities and rural views along some areas and is recommended for a full rustic road designation in the Plan. Emory Church Road, another access road into the quadrant from Georgia Avenue, is a tree lined street not built to current

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Proposed Southeast Quadrant Concept



Parkland

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Planning Area Boundary

Proposed Parkland

Public and Private Open Space

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Potential Bike Path Connections

41

Proposed Master Plan Bikeway Network

standards and has an historic property at its intersection with Georgia Avenue. This internal road network is a major contributor to the current low-density character of the Southeast Quadrant and should be protected.

The proposed Plan continues to treat the Southeast Quadrant as a transition area between the Town Center and the more rural communities of Sandy Spring and Ashton. This concept is consistent with other objectives of protecting environmental resources, designation of Batchellors Forest Road as a rustic road, deletion of Emory Lane extension as an east-west connection though this quadrant, and retaining a land use concept that has been in place for the last 20 years.

Summary of Public Comments on the Overall Land Use Concept

Two entities commented on the overall concept of the Master Plan and both of them were in support of the overall planning framework of the Plan. They were the County Executive and the Greater Olney Civic Association. During the public hearing, some individuals indicated that they were in support of the overall concept but had no specific comments on the overall framework of the proposed plan. Therefore, no staff response is needed on the comments received on the overall planning framework.

3. SOUTHEAST QUADRANT LAND USE AND ZONING RECOMMENDATIONS

Based on the proposed land use concept discussed in the section above, the draft master plan proposes a low-density cluster method of development as the best way to protect environmental resources and preserve headwaters and significant forests in this area. Some of the redevelopable properties are located near the existing sewer line in the Batchellors Forest tributary and should be allowed to receive community sewer service. Those that require disturbance of stream buffers for anything other than lateral connections are not recommended for community sewer service.

The Plan recommends rezoning all properties of more than five acres currently zoned RE-2 in this quadrant to RNC. Under the RNC zone, properties of more than 10 acres within the recommended community sewer service envelope would be allowed to develop at a maximum of 0.33 units per acre on community sewer. If larger properties and assemblage that produce 35 or more units are subject to the MPDU law, 0.33 units per acre would be considered the base density, which can be increased to a maximum density of 0.4 units per acre if 22 percent bonus density is achieved for providing 15 percent MPDUs in accordance with Section 25-A of the County Code. Properties outside the recommended sewer envelope should develop on community water and septic with 0.2 units per acre.

The Plan proposes that the four LDRC zoned areas be rezoned to RNC on community sewer with no more than 0.2 units per acre. The LDRC Zone was created for the Southeast Quadrant and exists only in this area. Rezoning the current LDRC properties to RNC would allow removal of the zone from the Zoning Ordinance. The Plan proposes a zoning text amendment to grandfather the existing properties already developed

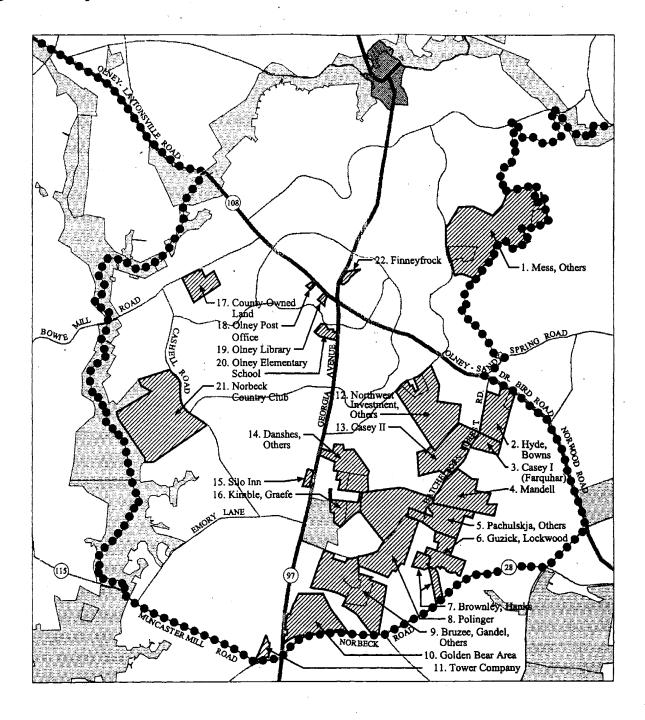
under the LDRC Zone as conforming uses. Any significant expansion or redevelopment of these properties would have to follow the RNC Zone requirements.

Three properties are recommended for active park recreation uses: Casey I, 17.2 acres; Graefe, 10.36 acres; and Kimble, 16.48 acres. The land use recommendations for these properties are part of this worksession but the recommendations to acquire them for park and recreation purposes would be discussed in the next worksession on December 4, 2003.

One of the major outstanding issues in the Southeast Quadrant pertains to the Plan's recommendation to rezone all developable properties (more than five acres in the RE-2 Zone and more than 10 acres in the RC Zone) to the RNC Zone. At the public hearing and in letters before and after the public hearing, owners of smaller properties outside the sewer envelope recommended for rezoning from the RE-2 Zone to the RNC Zone have commented that the Plan treats their properties unfairly since larger properties in the sewer envelope have the ability to reach 0.33 units per acre under optional method of development while their properties on septic are limited to one unit per five acres under the standard method of development (in the RNC Zone, only sewered properties of more than 10 acres can use the optional method of development).

Staff proposes to address the equity issue by allowing all developable properties a maximum density of 0.33 units per acre. Staff is still analyzing the best zoning mechanism to implement this density proposal and will discuss it with the Board in a later worksession. Staff analysis shows that a density of 0.33 units per acre for all developable properties in the Southeast Quadrant would result in an overall yield of 263 units in this quadrant, an increase of approximately 56 units over the draft plan proposal and an increase of approximately 26 units over the current mix of RE-2 and RC Zoning under the 1980 plan.

Specific Properties





Specific Properties With Land Use Recommendations



Parks

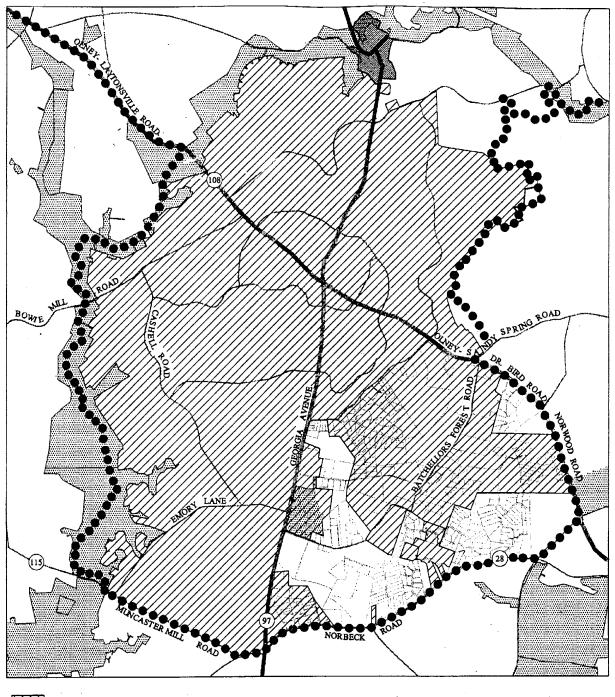


Incorporated Areas

●●●● Master Plan Area Boundary



Sewer Service Areas



Proposed Sewer Service Area

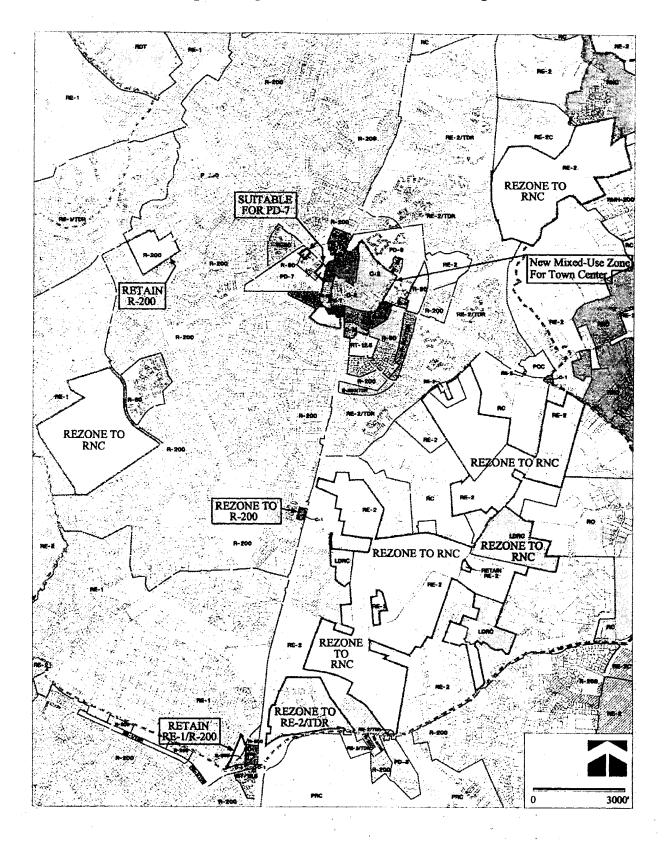
Parks

Incorporated Areas

●●●● Master Plan Area Boundary



Southern Olney Existing Zoning With Recommended Changes



4. THE SOUTHEAST QUADRANT LAND USE AND ZONING RECOMMENDATIONS FOR SPECIFIC PROPERTIES

The following table summarizes the specific recommendations in the Public Hearing Draft, comments on that recommendation or issue; and the proposed staff response to each. Letters and copies of e-mail received after September 25, 2003 for all issues relating to Southeast Quadrant follow this table.

#	Recommendation/Issue	Public Comment	Staff Response
1	LDRC Properties:	SEROCA:	LDRC exists only in the Southeast Quadrant of Olney.
	Rezone all existing LDRC properties to RNC on community water and sewer with 0.2 units per acre. Delete the current LDRC Zone from the Zoning Ordinance. (p. 24, Public Hearing Draft).	This recommendation is unnecessary. Only one property left to be developed under LDRC and should retain the LDRC zoning for potential future development	Plan recommendation would delete this zone without impacting the land use on any of the subject properties. The undeveloped property in questionThe Kimble Property-is recommended for Park acquisition. Retain draft recommendation.
2	RE-2 Properties: All properties of more than five acres currently zoned RE-2 in the Southeast Quadrant should be rezoned to RNC.	SEROCA, Others: Unfair and inequitable, applies different densities to different parcels, increases the values of certain larger properties	Staff proposes to address the equity issue by allowing all developable properties in the Southeast Quadrant to have a maximum density of 0.33 units per acre.
	(p. 22, Pachulskja and other properties, p. 28, Danshes and other properties, p. 35, Kimble and Graefe properties, p. 36, Public Hearing Draft).	that have access to public sewer and devalues other smaller ones and those not on sewer.	The appropriate mechanism to incorporate this modified density recommendation will be discussed in a later worksession. Note: Kimble and Graefe properties' park acquisition recommendation will be discussed during the
			worksession on Parks and Recreation issues.

3 | Sewered Properties:

Properties of more than 10 acres within the recommended community sewer service envelope should be allowed to develop at a maximum of 0.33 units per acre on community sewer. Properties outside the recommended sewer envelope should develop on community water and septic with 0.2 units per acre.

(p. 22, Public Hearing Draft).

4 Hyde Property:

- 1.Retain the current RC Zone on community water and sewer with 0.2 units per acre for the western portion of the Hyde property.
- 2. Rezone the eastern portion of the Hyde property to RNC on community water and sewer, if feasible, with 0.33 units per acre.
- (p. 27, Public Hearing Draft).

SEROCA, Others:

0.33 units per acre for the large sewerable properties is too high...will have adverse impacts on the environmental resources, low-density character, groundwater recharge, traffic on Batchellors Forest and Emory Church Roads, and the area schools.

The proposed density of 0.33 units per acre is generally consistent with the current average density of all developed properties in the SEQ. Cluster development at 0.33 units per acre pursuant to the provisions of the RNC zone and master plan guidelines would minimize the adverse environmental impacts of the proposed densities even though they are slightly higher on some of the larger properties than currently permitted under the 1980 Plan.

Retain draft recommendation of maximum 0.33 units per acre in the proposed sewer envelope.

Steve Kaufman, Attorney:

- 1. Western portion of the property be identified on the master plan maps as the future home of the Good Counsel High School.
- 2. Entire Hyde property (107 acres on both side of Batchellors Forest Road) should be rezoned to the RNC zone with the actual density to be determined at the subdivision stage.
- 3. Modify the RNC Zone definition of "Rural Open space" to include recreational areas such as ballfields.

If MPDUs are required, development standards of

- 1. Master plan maps and zoning maps generally do not show the proposed project because if the project is discontinued, the maps would be incorrect for the next 20 years. The text of the Master Plan does refer to the proposed Good Counsel High School on the western part of the Hyde property.
- 2. The western portion of the property has been approved by the Planning Board for the development of Good Counsel High school (GCHS) under the current RC zone. Staff believes that no change is necessary or needed for that portion of the Hyde property.

The proposed rezoning of the eastern portion of the property from RE-2 on septic to RNC on sewer is consistent with the overall land use and zoning concept for SEQ. Any additional density would be detrimental to the low-density character and

		the RNC Zone should be modified.	environmental resources on the site. 3, 4. Staff does not recommend changing the Rural Open Space definition or the development standards for MPDUs as suggested by this testimony. Retain the draft recommendations for the Hyde
5	Polinger Property: Rezone the Polinger property from RE-2 to RNC on community water and sewer with 0.33 units per acre. (p. 29, 30, Public Hearing Draft).	Bob Harris, Attorney; Dave Ager, Planning Consultant: Maximum permitted density on this property should be 0.45 units per acre, similar to the Sandy Spring/Ashton Master Plan since this area is closer to the Aspen Hill area and has fewer sensitive environmental resources than the Upper Rock Creek Master Plan area. Also, 0.45 units per acre would provide economic justification for converting the existing golf course into a housing development.	property. The proposed rezoning of the property from RE-2 on septic to RNC on sewer with maximum 0.33 units per acre is consistent with the overall land use and zoning concept for SEQ. It is slightly higher than what the property would be allowed under the 1980 plan. Any additional density would be detrimental to the low-density character of SEQ and the environmental resources on the site. Retain the draft recommendations for the Polinger property.
6	Rezone Bruzee, Gandel, Lyons and Kupersmidt properties from RE-2 to RNC on community water and septic with 0.2 units per acre. Protect the existing forest and stream buffers through conservation easements on individual lots. (p. 29, 30, Public Hearing Draft).	Steve Robins, Attorney for Washington Christian Academy: 1. The Master Plan should specifically recommend that the Gandel property be serviced by public sewer via WSSC grinder pump service to the west. 2. Remove statement in the master plan that the preferred option for the property is preservation in	 The potential sewer service via grinder pump should be decided by the WSSC and the Council at the time of the subdivision and development of the property. Master plan should not make project-specific recommendations for grinder pumps. Staff strongly believes that the preferred option for the Gandel property is preservation in its entirety. However, since the property did not meet the criteria

		its entirety, if possible. 3. Play fields should count towards the open space requirements of the RNC Zone. 4. Master Plan should have language that acknowledges that an appropriate use of the property would be to house a private school.	for inclusion in the Legacy Open Space Program, it is not recommended for park acquisition. Still, the statement in the master plan conveys the result of staff analysis and the quality of environmental resources on the site. 3. Playfields are not consistent with the intent and purpose of the RNC zone and the definition of rural open space in the zone. 4. Master plans have a 20-year horizon and therefore should not make project-specific recommendations for any site. Retain the current Master Plan recommendations for the Gandel property.
7	1. Rezone Bruzee, Gandel, Lyons and Kupersmidt properties from RE-2 to RNC on community water and septic with 0.2 units per acre. Protect the existing forest and stream buffers through conservation easements on individual lots. (p. 29, 30, Public Hearing Draft).	Ken Lyons for Kupersmidt: Kupersmidt property should be sewered.	Providing sewer service to the Kupersmidt property would be
8	Northwest Investment Property: Rezone the Northwest Investment (NWI) property from the existing RC to the RNC Zone on community water and sewer with maximum 0.33 units per acre.	Jody Kline, Attorney: The property should have higher density than the proposed 0.33 units per acre because: although it is zoned RC it should be considered as RE-2 since it was never developed as RC, so the previous	The proposed rezoning of the property from RC on sewer to RNC on sewer is consistent with the overall land use and zoning concept for SEQ. It is slightly higher than what the property is currently allowed under the RC zone. The site contains the headwaters of the Northwest Branch. Any additional density

9	(p. 33, Public Hearing Draft). Emory Lane Extension and Barn Ridge Drive Connection: 1. Remove the extension of Emory Lane east of Olney Manor Park. Provide local pedestrian and bicycle access to the park from adjacent development. 2. Remove the extension of Barn Ridge Drive across Batchellors Forest tributary. 3. Remove the relocation of Batchellors Forest Road in the vicinity of the Batchellors Forest	downzoning from RE-2 to RC never occurred; and You can see townhouses across the street form this property. This site is in a transition area and should be zoned RE-2. County Executive: Retain the Emory Lane extension to provide access to the park and to reduce congestion at 97/28. Retain Barn Ridge Drive extension to preserve network connectivity.	would be detrimental to the environmental resources on the site and the low-density character of SEQ. Retain the draft recommendations for the NWI property. Congestion at the MD 97/ MD 28 intersection is addressed by the addition of an interchange at this location in the Olney Master Plan. Both the Emory Lane and Barn Ridge Drive extensions involve undesirable environmental impacts associated with new stream crossings. These roadway extensions are no longer needed to serve development in the SEQ. Staff supports additional bicycle and pedestrian connections to Olney Manor Park. Retain Master Plan recommendations for deletion of Emory Lane extension and
10	(p.90, Public Hearing Draft). Environmental Concerns in the Southeast Quadrant.	Delores Milmoe for Audubon Naturalist Society, Ann Wiley, others: 1. Ground Water Recharge. 2. Ten percent imperviousness limitation.	 With the exception of the Hyde property, the ground water recharge protection areas shown on the map (attached – circle page submitted with Delores Milmoe's testimony are either already developed or not recommended for sewer service in the draft plan. The recommended zoning would result in residential development with generally less than 9 percent imperviousness, making the proposed ten percent limit unnecessary. Total imperviousness in the

Batchellors Forest Tributary will increase from approximately 9.5 percent to 11.5 percent under the existing zoning or the proposed RNC zone at the recommended densities.
Retain zoning and sewer service recommendations for the Southeast Quadrant as modified in this report.

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