



THE MARYLAND-NATIONAL CAPITAL PARK AND PLANNING COMMISSION

January 23, 2004

MEMORANDUM

TO: Montgomery County Planning Board

VIA: John A. Carter, Chief, Community-Based Planning Division *JAC*
Sue Edwards, Team Leader, I-270 Team *Sue*

FROM: Karen Kumm, Lead Planner, Shady Grove Sector Plan (301/495-4554) *KK*
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Nkosi Yearwood, Planner
Dan Hardy, Transportation Planner
Sharon Suarez, Research and Technology Planner

SUBJECT: Shady Grove Sector Plan Public Hearing Draft
Worksession #1 – Capacity Review

RECOMMENDATION: Approve the proposed worksession schedule and plan boundaries, and review capacity issues of land use, housing, transportation, schools and parks, recreation and trails.

INTRODUCTION

This is the first worksession on the Public Hearing Draft of the Shady Grove Sector Plan. A public hearing was held on December 4, 2003, with the public record closing on December 12, 2003.

Staff proposes that the worksessions proceed from a general discussion of broad policy and capacity issues to a discussion of specific sites at subsequent sessions. The capacity issues limit the amount of development that can be accommodated in this planning area. Understanding those limits is intended to guide the decisions of the Planning Board on more detailed Plan recommendations. Capacity is also a primary concern of area residents and their testimony is attached. This worksession addresses the following issues:

Item #1: Proposed Worksession Schedule
Proposed topics and dates for worksessions

Item #2: Plan Boundaries
The larger Derwood community in relation to the Shady Grove Metro Station area and surrounding master plans

Item #3: Capacity Review
Land use, housing, transportation, and public facilities including schools and parks

ITEM #1: PROPOSED WORKSESSION SCHEDULE

Staff Recommendation: Approve the proposed schedule.

Worksession #1 January 29, 2004

Capacity Review and Analysis

Planning Area Boundary: Planning area history and request for boundary change in subsequent plans

Land Use Alternatives: Review analysis and conclusions

Transportation: Review assumptions and measures used to find the balance between congestion and growth for this area.

Housing: Review housing needs, Plan's unit mix, and affordable housing

Schools: Overview of school capacity

Parks and Recreation: Overview of park and recreation needs

Worksession #2 February 26, 2004

Land Use

Metro Neighborhoods: Proposed land use, density, character, and zoning. Proposed land swap and relocation of County Service Park

MD 355 South: Proposed land use, density, and overlay zone

Worksession #3 March 25, 2004

Land Use

Shady Grove Technology Corridor: Proposed land use, density, character, and zoning, including Casey properties 2, 3, 6, and 7

Buffer Area: Proposed land use, density, character, and zoning, including Casey at Mill Creek, The Grove, County Service Park: Montgomery County Public Schools (MCPS) and the M-NCPPC (Jeremiah Park), and stormwater management pond

Worksession #4 April 22, 2004

Transportation, Public Facilities, and Environment

Transportation: Transit, roads, bikeways, pedestrian improvements, transportation management district

Parks: Neighborhood, local, and urban parks, stream valley parks, trail network

Schools: Proposed additional schools and sites

Fire Station: Proposed facility on Casey 3

Library: Proposed facility at Jeremiah Park

Environment: Proposed noise, water quality, forest conservation, and air quality

Worksession #5 May 27, 2004

Historic Preservation, Implementation, and Final Sector Plan Review

Old Derwood

Zoning: Metro Neighborhoods MXR zone, MD 355 overlay zone

Staging: Area build-out coupled with adequate public facilities

Public/Private Partnerships: Relocation of the County Service Park

ITEM #2: PLAN BOUNDARIES

Staff Recommendation: Maintain the current planning area boundaries depicted in the Staff Draft Sector Plan.

The Sector Plan's boundary line allows the plan recommendations to reflect the potential impacts and benefits to the Derwood community.

The Shady Grove Sector Plan is a smaller district within the Gaithersburg Vicinity Master Plan area. The Sector Plan is intended to address more detail than a larger plan area.

The Derwood community falls within three planning areas: the Shady Grove Sector Plan, the Upper Rock Creek Area Master Plan, and the Gaithersburg Vicinity Master Plan. The Derwood community and the boundaries of the planning areas are shown in the Derwood Community Map.

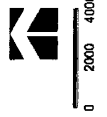
The greatest land area of the Derwood community falls within the Upper Rock Creek Area Master Plan. A portion of the Upper Rock Creek Area Master Plan in the vicinity of Gude Drive was added to the Sector Plan boundaries. Some Derwood residents are concerned that the Shady Grove Sector Plan's emphasis on the district immediately surrounding the Shady Grove Metro Station does not reflect the broader Derwood community and have requested a new Derwood planning area. The Sector Plan recommends consolidating a Derwood planning area by redrawing the Gaithersburg Vicinity and Rock Creek Area master plan boundaries in future planning efforts.

The proposed Sector Plan boundary encompasses intersections within Derwood that are closest to the Metro station. Including these intersections allows study of transportation impacts on the community and recommendations to reduce congestion and facilitate Metro access.

Derwood Community Map



- Upper Rock Creek PA
- Gaithersburg Vicinity PA
- - - Derwood Zip Code 20855
- Existing Parkland
- Proposed Parkland
- Municipalities
- Shady Grove Sector Plan



ITEM #3: CAPACITY REVIEW

LAND USE

Staff Recommendation: Review the land use alternatives and capacity issues.

The Village Center Scenario is the recommended alternative, resulting in the least amount of traffic congestion while creating a mixed-use community at Metro.

The recommended land use scenario:

- Creates a unique, transit-oriented community with a mix of jobs, commercial and retail activities and varied housing types;
- Increases housing options in the Metro station area (4,000 new dwelling units);
- Results in the lowest traffic congestion and minimizes truck traffic by reducing industrial jobs in this location;
- Provides a new elementary school for new residents and to alleviate crowded conditions at existing schools;
- Supplies a local park to address deficits of park and recreation facilities.

Sector Plan Concept

The Shady Grove Sector Plan recommends a significant change in land use from the current industrial character around the Metro station to a mixed-use residential neighborhood. Adjacent residential communities will remain unchanged but enhanced with better access, increased public facilities, and new amenities. The existing industrial development potential will be reduced in favor of increasing housing close to Metro.

The Planning Board initially reviewed this land use change during the Design Charrette in 2000. Locating a substantial amount of housing near Metro increases ridership and achieves a better return on the public's investment in transit. It increases housing choices closer to local jobs and jobs along the I-270 Corridor. It responds to market demand as evidenced by the success of King Farm. Finally, it improves the neighborhood character at Metro with convenience retail and amenities. Establishing a transit-oriented mixed use community requires the relocation of the County Service Park, thereby generating an opportunity to upgrade existing facilities at limited cost to the County if pursued as public/private partnerships.

The community response to the proposed Sector Plan is mixed. Public testimony was predominately in favor of reducing the current industrial character and allowing some level of new residential development. Private property owners and WMATA are generally in favor of the shift in land use. Some have expressed a desire for more density adjacent to the Metro property. The County Executive generally supports the Plan, but raises serious concerns with the potential cost and feasibility of relocating the County Service Park.

LAND USE SCENARIOS CONSIDERED IN THE PLAN

Development Scenarios

Four development scenarios were studied to analyze land use and intensity that best create a community with acceptable levels of transportation congestion and adequate public facilities. None of the scenarios recommend changing the existing residential neighborhoods except for compatible residential uses in the Metro East/Old Derwood Neighborhood. The following table compares the scenarios to existing development.

Land Use	Existing Land Use	Existing Sector Plan	Town Center	Recommended Village Center	Metro Core
Industrial	2,739,000 sf	4,587,600 sf	3,319,000 sf	3,319,000 sf	3,481,000 sf
Commercial	2,254,800 sf	3,317,700 sf	3,130,000 sf	3,051,000 sf	3,011,000 sf
Total non-residential	4,993,800 sf	7,905,300 sf	6,449,000 sf	6,370,000 sf	6,492,000 sf
Residential	2600 du	3900 du (1200 new du)	7600 du (5000 new du)	6600 du (4000 new du)	5400 du (2700 new du)

Existing Sector Plan

3,900 dwelling units at Metro (1,200 new dwelling units), County Service Park remains.

The currently approved sector plans (1977, 1990, and the 1985 Gaithersburg Vicinity Plan) as shown in the Existing Sector Plan map result in the highest amount of non-residential uses, the greatest traffic congestion, and the least amount of public facilities. The industrial and commercial development allowed by existing zoning results in the most industrial character of all the scenarios. The 1,200 residential units allowed in the 1990 Plan on the west side of the Metro result in predominance of jobs to housing (6.0 jobs to each dwelling unit). That Plan's small amount of new housing only generates enough new students to warrant a portion of new schools. New students generated by plan build-out will attend already crowded existing schools or attend new schools to be provided outside the planning area. This amount of housing generates no new parks and the community remains in a deficit for ballfields, playgrounds, and trails within the planning area.

Recommended Scenario: Village Center

4,000 new dwelling units in the Metro Neighborhoods, County Service Park relocates as shown in the Village Center map.

This scenario transforms the Metro area into a mixed-use residential community. New housing units provide housing options for families, the elderly, and a range of income groups within walking distance of Metro. With the least amount of non-residential land uses, it results in low traffic congestion and balances jobs and housing (1.6 jobs per dwelling unit).

This scenario requires relocating the County Service Park, with some facilities moving to the Casey properties 6 and 7, and the remaining facilities relocated outside the planning area. A new elementary school is provided within the planning area with an additional high school to be located in the Gaithersburg Vicinity Master Plan area. Forty acres of new parks are proposed to meet the increased need for new recreation facilities. The proposed parks do not alleviate the existing deficit of ball fields within the planning area.

Town Center Scenario

5,000 new dwelling units in the Metro Neighborhoods, County Service Park relocates.

The Town Center scenario (see Town Center Land Use Alternative map) achieves the most significant land use shift toward mixed-use with 5,000 dwelling units around the Metro station. The high number of residences and a large amount of commercial square footage result in the second highest traffic congestion. The proposed new housing exceeds the theoretical balance of jobs and housing by supplying 1.4 jobs per dwelling unit.

This scenario also relocates the County Service Park with facilities distributed in the same fashion as the Village Center scenario. The needed new elementary school is provided within the planning area, with other schools expected to be in the Gaithersburg Vicinity Master Plan. Forty acres of new parks are proposed in this scenario, although these opportunities still leave the existing community with a deficit of ballfields within the planning area.

Metro Core Scenario

2,700 new dwelling units in the Metro Neighborhoods, County Service Park remains.

The Metro Core scenario (see Metro Core map) increases housing more the existing Sector Plan and keeps the County Service Park in place. This combination achieves the third highest level of non-residential development, generates some increased traffic congestion and the least amount of public facilities. This level of housing generates the need for new schools that are partially provided within the planning area. Twenty acres of new parks are proposed as urban parks, passive nature parks and neighborhood parks, but no new ballfields or public facilities such as libraries are created because the County Service Park stays in place.

Analysis of Land Use Scenarios

Land use scenarios with the greatest amount of new residential development (Town Center and Village Center) create more traffic congestion and a greater demand for public facilities. The mix of jobs and housing units will improve opportunities of residents to work close to home. The lower residential development scenario, the Metro Core, does not achieve sufficient residential density and results in higher traffic congestion created by its level of non-residential uses. All scenarios require public facilities such a new elementary school and a new local park. The existing Sector Plan has the greatest negative impact on the existing community, creating the highest level of traffic congestion and the least amount of public facilities.

The Village Center Scenario was selected in an effort to minimize traffic congestion while increasing the amount of housing to take advantage of Metro proximity. The Village Center balances the increase in traffic congestion with the opportunity to create an attractive high density/low rise community with amenities. The Village Center Scenario addresses the community's most important concerns: traffic congestion and safety. Many residents support an increase in public facilities and urban amenities. The Village Center positively contributes to a county-wide goal of locating jobs and housing in close proximity to each other.

PROPOSED RELOCATION OF THE COUNTY SERVICE PARK

The proposed Plan, Village Center Scenario, recommends relocating some of the County Service Park's facilities to create space for more appropriate land uses close to Metro.

Relocating the County Service Park:

- Achieves more development area for a range of unit types, especially for-sale townhouses.
- Reduces the intensity of industrial uses and truck traffic near Metro and the surrounding community.
- Can be achieved at minimal cost to the County if pursued through public/private partnerships, land swaps, and other creative financing approaches.

Available land with Metro access is a substantial capacity limitation to achieving a transit-oriented community in the Shady Grove Sector Plan area. Relocating portions of the County Service Park, in concert with public/private partnerships is needed to implement the recommendations of this Sector Plan.

Relocating the Service Park achieves a variety of planning objectives but has substantial implementation challenges. Relocation allows space for desired residential land uses adjacent to the Metro station, thus improving transit ridership while reducing truck and industrial vehicle traffic in the general area. Relocation also creates the opportunity to upgrade existing County service facilities. The challenges of relocation are finding suitable sites and minimizing costs.

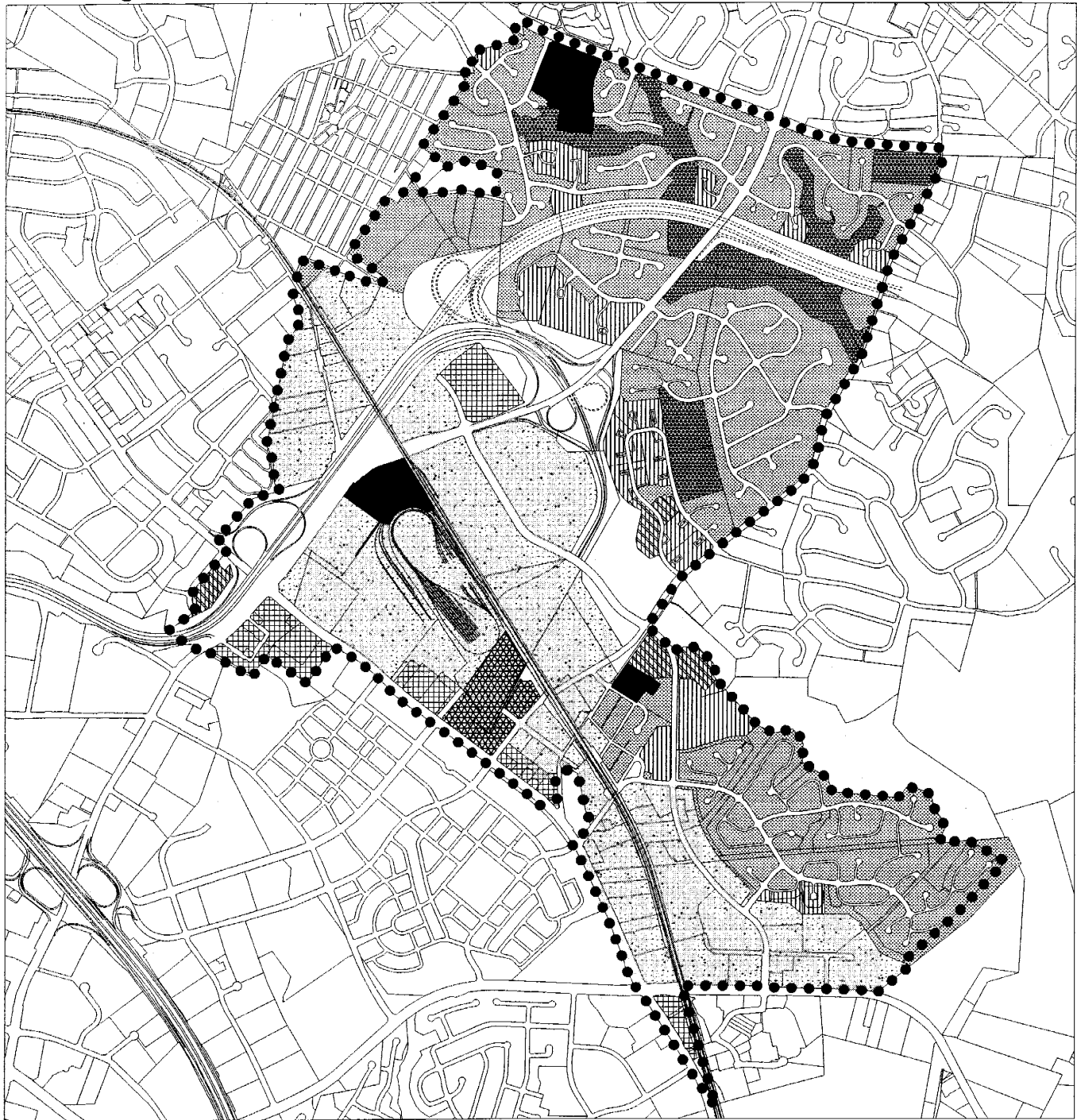
The feasibility of relocating the County Service Park depends on creative forms of implementing and shared funding, such as public/private partnerships, air rights development over County facilities, and more efficient and compact facility design. With creative implementation techniques, the County should not incur the cost of relocating these facilities.












An example of a public/private partnership is the proposed land swap by a developer, in which the Equipment Maintenance and Operations Center (EMOC), a Department of Public Works and Transportation (DPWT) facility and the M-NCPPC's Park Maintenance Facility have new facilities constructed by the property owner of Casey properties 6 and 7, without cost to Montgomery County in return for the County land and rezoning for residential uses. A careful review of proposed facilities must ensure no

reduction in services and that the County's and the M-NCPPC's needs are met at the new location. Similar creative approaches are needed to relocate the other facilities as well. The other facilities include the MCPS Food Service, School Bus Depot and Central Maintenance facilities. If creative funding sources are not found for this area of the County Service Park, proposed land use development will need to be reconsidered.

At the current MCPS site, the community supports the proposed cluster of public facilities in Jeremiah Park particularly the recreation park and library/community center. The Executive supports relocating the Service Park only if the proposal is revenue neutral for the County. The Executive has specific concerns with the Jeremiah Park recommendations due to the potential public costs. MCPS has not taken a formal position but has expressed concern with the cost and feasibility of finding suitable sites. Staff is currently conducting a feasibility study to identify site options and funding approaches.

Existing Sector Plan (+1200 du.)

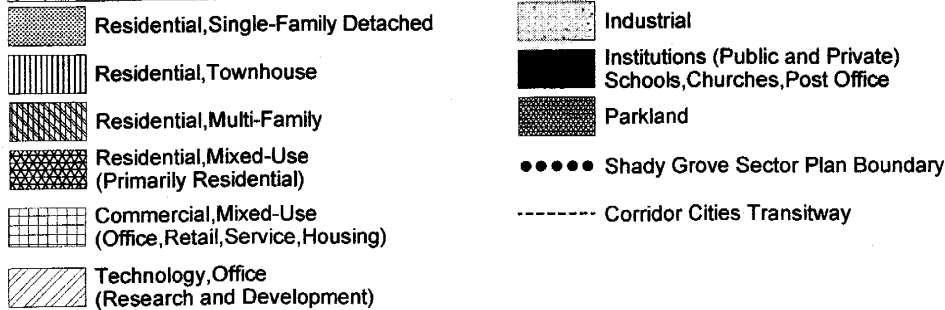
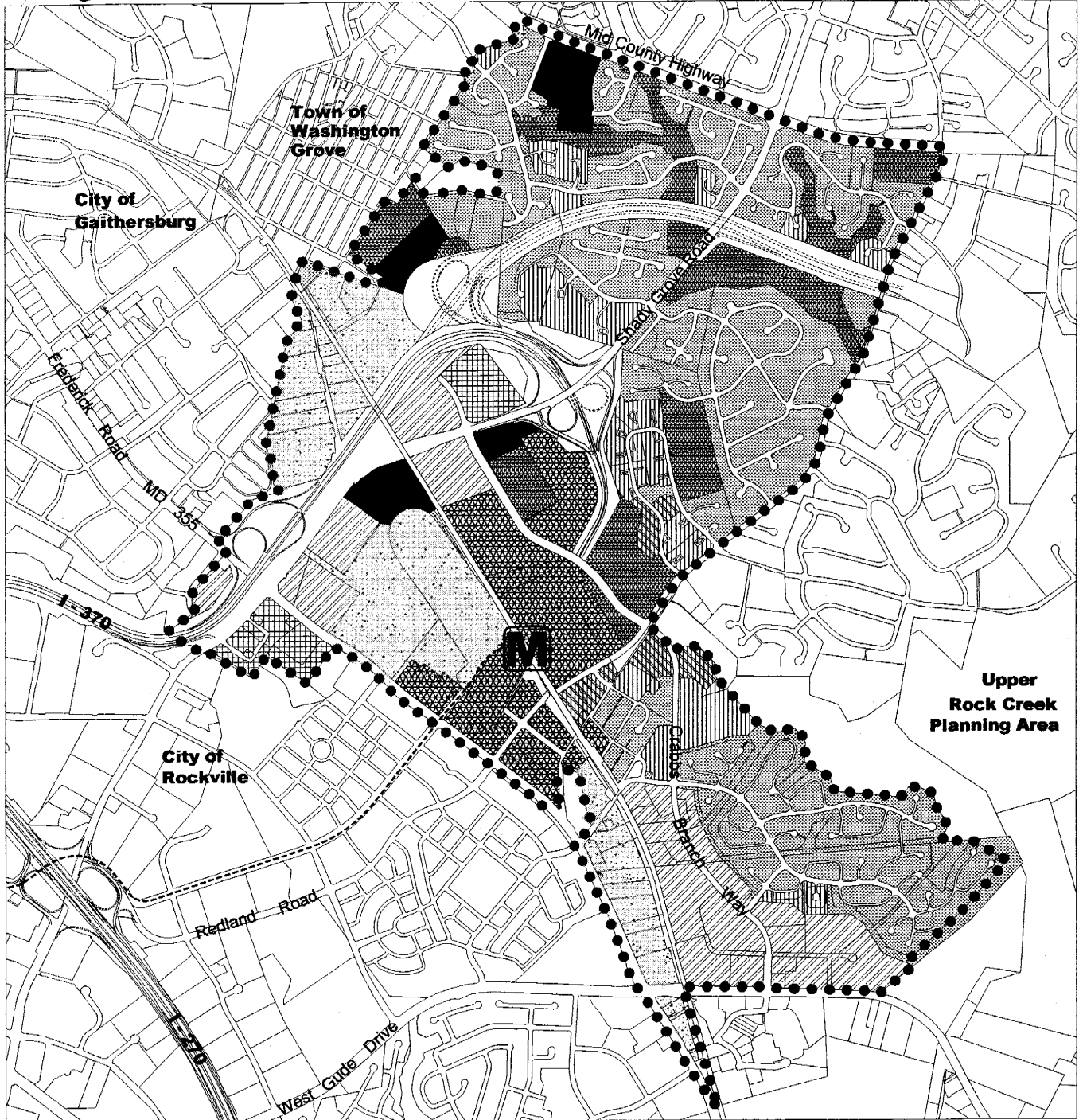


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|---|---|---|-----------------------------------|
|  | Residential, Single-Family |  | Institutions (Public and Private) |
|  | Residential, Townhouse |  | Parkland |
|  | Residential, Multi-Family |  | Shady Grove Sector Plan Boundary |
|  | Residential, Mixed-Use
(Primarily Residential) |  | Corridor Cities Transitway |
|  | Commercial
(Office, Retail, Service) | | |
|  | Office/Industrial Park | | |
|  | Industrial (Auto Dealership/Service,
Warehousing, Building Supplies) | | |

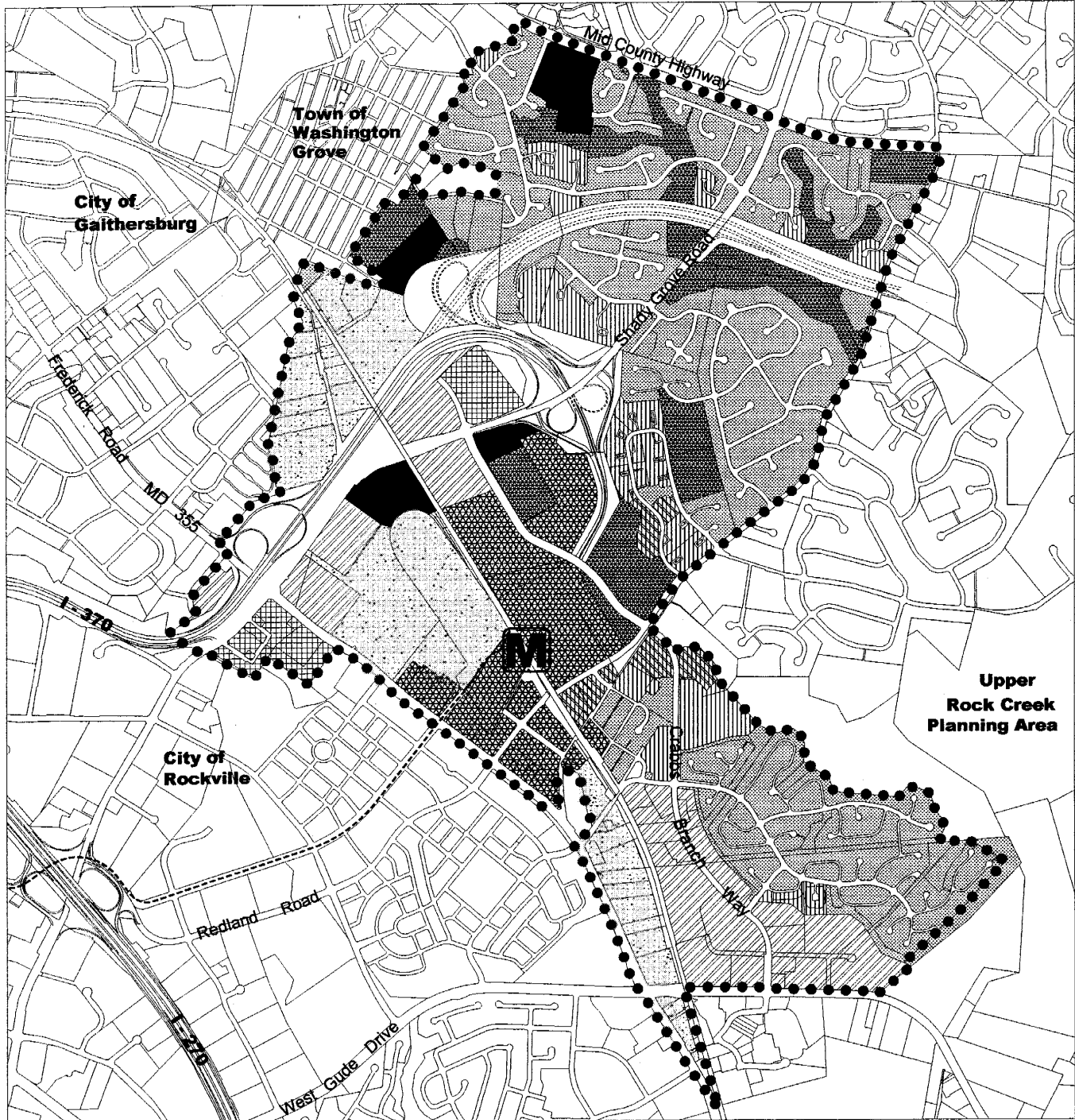


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Village Center (+4000 du.)



Town Center Land Use Alternative (+5000 du.)

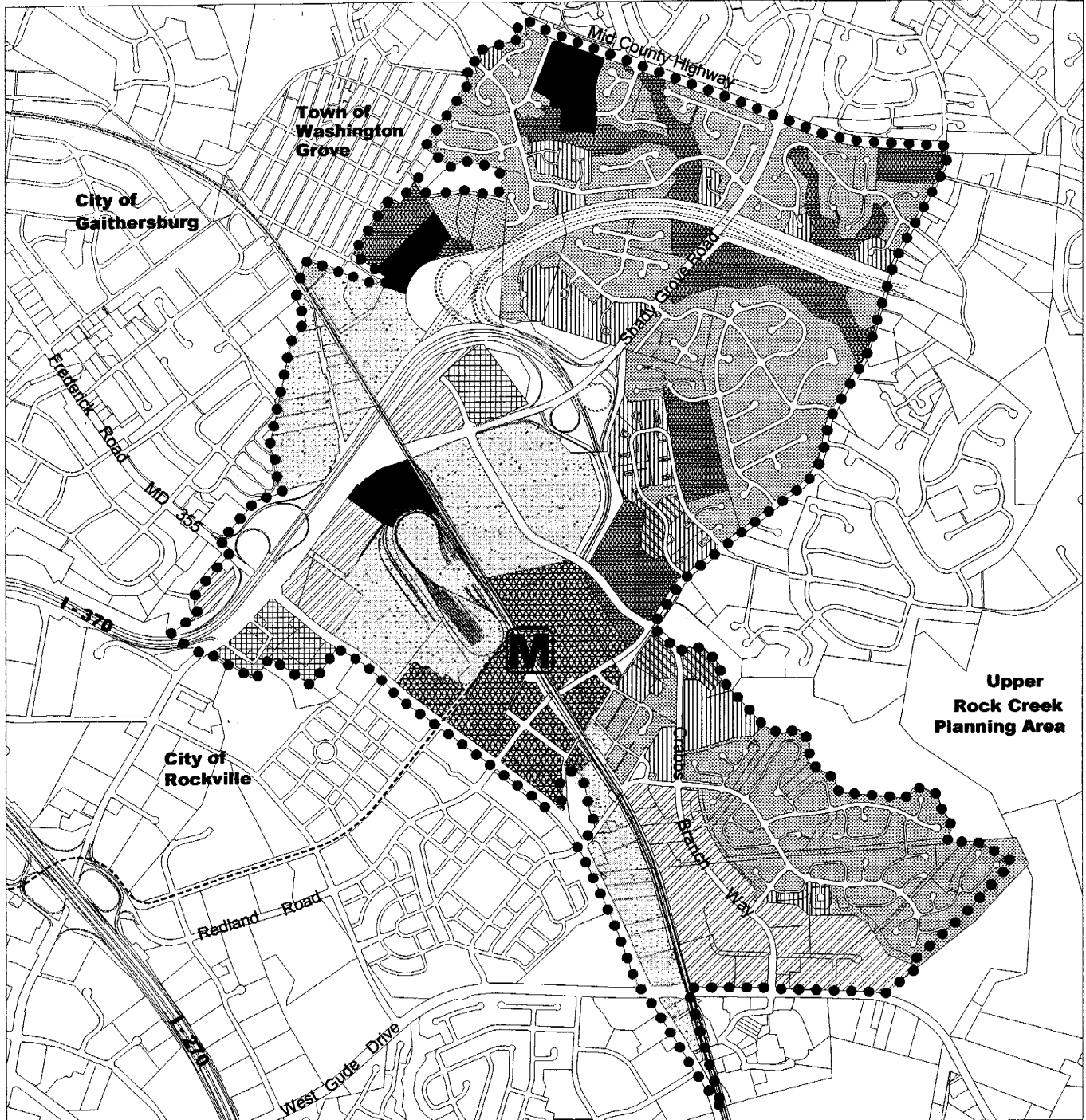


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|--|---|--|---|
| | Residential, Single-Family Detached | | Industrial |
| | Residential, Townhouse | | Institutions (Public and Private)
Schools, Churches, Post Office |
| | Residential, Multi-Family | | Parkland |
| | Residential, Mixed-Use
(Primarily Residential) | | Shady Grove Sector Plan Boundary |
| | Commercial, Mixed-Use
(Office, Retail, Service, Housing) | | Corridor Cities Transitway |
| | Technology, Office
(Research and Development) | | |



0 2200'

Metro Core (+2700 du.)



- | | | | |
|--|---|--|---|
| | Residential, Single-Family Detached | | Industrial |
| | Residential, Townhouse | | Institutions (Public and Private)
Schools, Churches, Post Office |
| | Residential, Multi-Family | | Parkland |
| | Residential, Mixed-Use
(Primarily Residential) | | Shady Grove Sector Plan Boundary |
| | Commercial, Mixed-Use
(Office, Retail, Service, Housing) | | Corridor Cities Transitway |
| | Technology, Office
(Research and Development) | | |



**Shady Grove Sector Plan – Comparison of Land Use Alternatives
For Existing Sector Plan, Town Center, Village Center and Metro Core**

		Estimated Build Out			
		1977/1990 Sector Plan	Town Center	Village Center	Metro Core
Existing Character	2,739,000 sf industrial 1,611,000 sf office <u>643,800 sf retail</u> 4,993,800 sf non residential land uses 2600 dwelling units	4,587,600 sf industrial 2,533,000 sf office <u>784,700 sf retail</u> 7,905,000 sf non residential land uses 3900 dwelling units	3,319,000 sf industrial 2,397,000 sf office 633,000 sf retail <u>100,000 sf Hotel</u> 6,449,000 sf non residential land uses 7600 dwelling units	3,319,000 sf industrial 2,318,000 sf office 633,000 sf retail <u>100,000 sf hotel</u> 6,370,000 sf non residential land uses 6600 dwelling units	3,481,000 sf industrial 2,318,000 sf office 593,191 sf retail <u>100,000 sf hotel</u> 6,493,000 sf non residential land uses 5400 Dwelling units
Land Use Profile					
Land Use Characteristics					
Industrial	Dominate industrial character east of Crabbs Branch Stream Valley due to CSP, WMATA and SWTS	Expanded industrial character due to development of vacant industrially zoned lands, growth at CSP, additional parking garages at Metro.	185 ac. of industrial land rezoned to create new mixed use urban village at Metro. County Service Park relocates. EMOC and Parks move to vacant Casey 6 & 7. Shady Grove Technology Corridor is created. No new Metro Garages No changes to other industrial areas.	185 ac. of industrial land rezoned to create new mixed use urban village at Metro. County Service Park relocates. EMOC and Parks move to vacant Casey 6 & 7. Shady Grove Technology Corridor is created. No new Metro garages No changes to other industrial areas.	CSP remains. 110 ac. of industrial land rezoned at Metro Station to create a mixed use urban village. Shady Grove Road Corridor developed with residential mixed uses. No new Metro garages. No changes to other industrial areas.
Commercial	2 Commercial areas – The Grove and Shady Grove Plaza. Commercial Strip uses along MD 355 Car dealerships, fast food. No perceived commercial center.	2 commercial areas continue to expand. 175,000 sf estimated new retail within Metro vicinity. Continued pressure for commercial strip uses along major roadways. Expanded car dealership facilities along MD 355. Redevelopment of properties at Metro for I-1 zone type uses.	2 Commercial areas continue to expand. 160,600 sf community serving retail in Metro Neighborhoods is integrated with new housing rather than commercial strip form. MD 355 South eventually evolves into a mixed use corridor.	2 Commercial areas continue to expand. 160,600 sf community serving retail in Metro Neighborhoods is integrated with new housing rather than commercial strip form. MD 355 South eventually evolves into a mixed use corridor.	2 Commercial areas continue to expand. 120,600 sf community serving retail in Metro Neighborhoods is integrated with new housing rather than commercial strip form. MD 355 South eventually evolves into a mixed use corridor.

**Estimated Build Out
1977/1990 Sector Plan**

Existing Character		Town Center	Village Center	Metro Core
Residential	Low density, stable residential areas, predominately SF units, family oriented place 5.2 JH in planning area 32 JH in Metro policy area	No change to existing neighborhoods Additional 1200 du at Metro 5.6 JH in planning area 7 JH in Metro policy areas	No change in existing neighborhoods. New mixed use Metro Neighborhoods (4000 du) 2.8 JH in planning area 1.6 JH in Metro policy area	No change in existing neighborhoods. New mixed use Metro Neighborhoods (2700du) 3.4 JH in planning area 2.8 JH in Metro policy area
Park Lands	Redland Park, Blueberry Hill Park	No future parks	+ 40 ac. new park land - Jeremiah Park includes a potential library site and 10 ac. recreation park. Amity Drive neighborhood park. Legacy Open Space Park Passive recreational development of SWM pond. Urban Open Space within Urban Village	+10 ac. urban open space including Town Common and Town Square. Passive recreational development of SWM Pond. 8 ac. recreation park on Casey 7
Building Heights	Low rise character, 1 to 2 story com./ industrial buildings, 5 story office building at Shady Grove Plaza, 6 story Metro garages.	Increasing building heights to accommodate pressures for growth, I-1 zone allows up to 10 floors	Pyramid approach: 10 – 12 floors on west side stepping down to 3 stories west of Metro access road	Pyramid approach: 10 – 12 floors on Westside stepping down to 4 stories along Crabbs Branch Way
Schools	No new schools	No new schools: 182 ES students 93 MS students 78 HS students	1 elementary school: 619 ES students 294 MS students 263 HS students	1 elementary school: 369 ES students 182 MS students 153 HS students
Transportation	Acceptable AGP standards and LOS at intersections, no new emphasis upon transit.	No emphasis upon transit. New parking garages are built at Metro. Generates the highest level of traffic among options and exceeds LOS capacity standards for many intersections.	Increases transit ridership through prop. land uses and various transit measures such as TMD. No new Metro parking. Generates lowest level of traffic among options that were studied.	Transportation analysis is not available.