



THE MARYLAND-NATIONAL CAPITAL PARK AND PLANNING COMMISSION

April 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

FROM: Karen Kumm, Lead Senior Planner, Shady Grove Sector Plan (495-4554) *KKM*
Claudia Kousoulas, Senior Planner
Nkosi Yearwood, Planner

SUBJECT: Shady Grove Public Hearing Draft Sector Plan
Worksession #4 – County Service Park, Metro North, Buffer Area and
Shady Grove Road Technology Corridor

RECOMMENDATIONS

Approve the Plan's land use and zoning recommendations as revised by staff for Metro North, Buffer Area and Shady Grove Technology Corridor.

Item #1: Coordination with the Executive on County-owned land

Item #2: Metro North – Equipment Maintenance Operations Center (EMOC) and Montgomery County Public Schools (MCPS) Food Services

Item #3: Buffer Area – Jeremiah Park, Stormwater Management Pond, Casey at Mill Creek, and The Grove shopping center

Item #4: Shady Grove Road Technology Corridor – Shady Grove Plaza, Casey 2, The Great Indoors, Post Office, Department of Liquor Control, and Casey 6 and 7

Item #5: Industrial Areas – Oakmont Industrial Park, Office Industrial Park along Crabbs Branch Way

Item #6: Special Exception Guidelines

INTRODUCTION

This is the fourth worksession on the Public Hearing Draft of the Shady Grove Sector Plan. At previous worksessions, the Planning Board reviewed the land use decisions for the Metro Neighborhoods and MD 355 South.

This packet examines land use options for areas farther away from the Metro station and closer to existing neighborhoods. It gives particular attention to County-owned property in the County Service Park, which is recommended for residential redevelopment. Staff has coordinated these recommendations with County staff and their comments are included in Item #1.

WORKSESSION SCHEDULE

Worksession #5 May 6, 2004
Transportation, Public Facilities, and Environment
Transportation
Parks
Schools
Fire Station
Library
Environment

Worksession #6 May 27, 2004
Staging, Zoning and Final Sector Plan Review
Staging
Zoning
Implementation

ITEM# 1: COORDINATION WITH THE EXECUTIVE ON COUNTY-OWNED LAND

The purpose of this section of this report is to review status of coordination with the County Executive

Staff is jointly coordinating with the County Executive staff to determine developer interest in the relocation of County Service Park facilities. Although approved relocation sites will not be determined by the time the Planning Board makes final Sector Plan recommendations, land use recommendations can proceed with the understanding that the County Service Park may redevelop over time.

The Plan recommends creating new, mixed-use neighborhoods on the County-owned land along Crabbs Branch Way (see County Service Park map). These neighborhoods are described in the Plan as Metro North, Jeremiah Park, and the Shady Grove Technology Corridor, and are discussed in Items 2, 3, and 4.

The Plan's staging element will address land use options contingent on whether relocation of County facilities is accomplished. Jeremiah Local Park will be accommodated within the staging plan. If the park cannot be located on the School Bus Depot site, an alternative location is provided. This alternative location is discussed in Item 4.

The feasibility of relocating the County Service Park is based on no net cost to the County and no reduction in services. The County Executive commented to the Planning Board in a letter dated December 15, 2003:

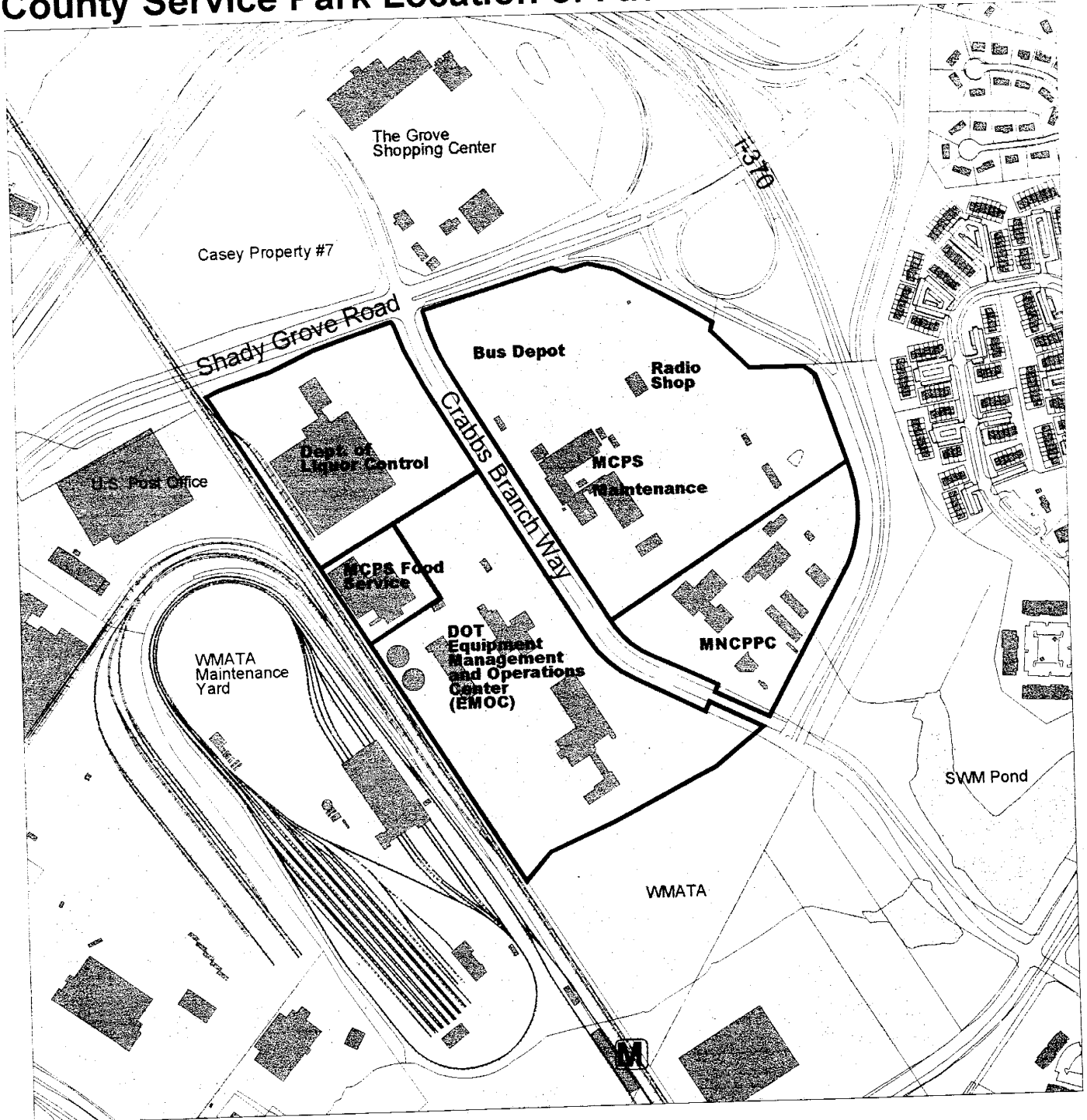
"I am generally supportive of the planning concept proposed in the Plan especially for those areas closest to the Metro station. Encouraging high-density development around the Metro station makes the most appropriate use of valuable land that is most proximate to the Metro. The mixed use urban village at the Metro station, protection of the existing Derwood residential communities, and development of an Employment and Technology Corridor along Shady Grove Road are all goals with which I can agree over the long term."

The County Executive expressed concerns that redeveloping the County Service Park would be "costly and possibly impractical given the lack of suitable industrially zoned land in this area of the County."

Description of County Service Park

The County Service Park consists of approximately 91 acres located on both sides of Crabbs Branch Way between the CSX line and the Metro Access Road (see County Service Park Location of Facilities map). The 1977 *Shady Grove Sector Plan* endorsed the County Service Park as a suitable location for light industrial uses in the central part of the County. The 1977 Plan recommended the I-1 Zone for properties west of Crabbs Branch Way and the R-200 Zone for properties on the east, and that zoning pattern is currently in place.

County Service Park Location of Facilities



County Service Park Facilities

Agency	Existing Zoning	Lot Size (ac)	Empl	Building Size (sf)	Uses & Description	Expansion Need
Metro North						
Equipment Maintenance and Operations Center (DPWT-EMOC)	I-1	28	550	92,700	Highway maintenance, transit fleet, salt domes, fueling station	New maintenance bay, additional bus and employee parking
MCPS Food Services	I-1	3	N/A	60,000	Food warehouse and production	None identified
Buffer Area						
MCPS Bus Depot	R-200	33.5	990	95,152	School bus depot, maintenance, central maintenance for MCPS facilities, County radio shop	Needs more employee parking; prefers decentralized arrangement
M-NCPPC Central Maintenance	R-200	12	220	60,000	Warehouse, office and training space, indoor and outdoor materials storage, large equipment circulation, fueling station	Some uses may be reassigned to or from other M-NCPPC facilities
Technology Corridor						
Department of Liquor Control	I-1	15	190	180,500	Storage and distribution, offices, conference room	None identified

Plan Recommendations

The Public Hearing Draft of the Shady Grove Sector Plan recommends a mix of uses for the County Service Park with primarily residential uses located nearest to the Metro station. The Plan's specific recommendations are:

Metro North Neighborhood (rezone to new MXR Zone)

- EMOC (1,000 dwellings; 40,000 square feet of community-serving commercial, and neighborhood recreation)
- MCPS Food Services (30 dwellings)

Buffer Area/Jeremiah Park (rezone to R-90/PD 5 and PD 15*)

- MCPS Bus Depot (110 single-family attached dwellings, local park with ball field, library or civic use)
- M-NCPPC Central Maintenance (175 single-family attached dwellings, afforestation site along the Metro Access Road).

Shady Grove Technology Corridor (rezone to R&D or I-3 optional method)

- Department of Liquor Control (R&D, office uses and optional housing)

* Staff's revised recommendation is to rezone 45.5-acre site with a R-90/PD-15 Zone to establish an appropriate size of residential neighborhood to support the relocation of facilities.

Status of Relocation Efforts

Staff, the Executive's Office of Plan Implementation, and the Department of Public Works and Transportation have met regularly to examine options for relocating the County Service Park. The on-going coordination has covered three topics:

- Reviewing the existing facilities and ascertaining the needs of the agencies located at the County Service Park
- Issuing a Request for Expression of Interest (REOI) from private property owners
- Identifying and evaluating sites for possible relocation of County Service Park facilities

The existing facilities are industrial in character with large expanses of pavement for truck and bus parking and maneuvering. Maintenance of heavy equipment such as transit buses, school buses, and heavy trucks takes place within each site. There are no shared facilities. Each agency would be expected to make relocation decisions based on favorable conditions for its operations. All agencies report a shortage of employee parking, especially for school and transit bus operators.

Future needs of these agencies include new administrative and equipment maintenance bays. In many cases, the assignment of specific operations to these properties has evolved over time, not always with the greatest efficiency in using the site. The potential relocation of a given maintenance facility may allow a more efficient layout in a new location.

The County, in cooperation with the M-NCPPC, is seeking the creative energy of the private sector to help achieve an important public policy goal at Shady Grove. The County and the M-NCPPC are jointly preparing a Request for Expression of Interest (REOI) to solicit from private property owners how land within the County Service Park might be exchanged, with a developer building replacement facilities for the County elsewhere.

In addition to the letter requesting an REOI, a map, background information on location needs, existing facilities, and expansion needs will be supplied to potential developers. The REOI will state that any move of County facilities would not incur any additional costs to the County and would not diminish the operational efficiencies of the agencies located at the County Service Park.

The REOI schedule is:

April 20	Issue REOI materials
May 28	Deadline for responses
June 11	Complete evaluation of responses
June 14	Request binding RFP to selected responders
September 7	Deadline for binding responses
September 13	Distribute responses to agencies for evaluation
October 17	Deadline for agency evaluation

Along with the REOI, staff identified a number of properties in the central region of the County that may be appropriate for individual agency facilities. Staff performed an initial screening for transportation and environmental factors, surrounding land use, suitability for industrial use, and compatibility. Other options such as air rights and co-location of facilities have been examined. The most promising large-tract properties include the Webb tract located along Snouffer School Road, the former Montgomery County Detention Center off Wootton Parkway, and the WSSC property in Germantown.

The staff recommends approval of the revised land use recommendations for the County Service Park. The Executive will continue reviewing development options to implement the proposed recommendations.

ITEM #2: METRO NORTH

The Plan envisions relocating County facilities in this area to enable a significant amount of new housing to be built within walking distance of Metro. The challenge to achieving this vision is finding acceptable relocation sites at no cost to the County. One potential developer has already submitted a proposal to the County for the EMOC site and the M-NCPPC's Park Maintenance Facility. While review of this proposal has not proceeded pending the County's future actions to request open bids, developer interest in the site is evident.

MCPS Food Services and DPWT Sites

Staff Recommendation: Approve a total of 1,030 units and 40,000 square feet of community-serving retail to create a mixed-use, Metro-oriented neighborhood. Rezone to the MXR Zone.

The Plan's recommended land uses will provide primarily housing within walking distance of the Metro station along with some additional retail uses such as cafes, convenience stores, dry cleaners, and other community services.

Public Hearing Draft Recommendations

- Relocate County facilities to a more appropriate location.
- Achieve a mix of market rate and affordable residential units including townhouses, live-work units, and apartments.
- Limit building heights to four stories as a compatible transition to existing single-family detached neighborhoods to the east. Parking garages adjacent to the CSX tracks may exceed the four-story limit.
- Mitigate noise from CSX tracks through building location, noise walls, garage location, and acoustical measures.
- Incorporate common recreation areas into the neighborhood at visible, safe, and easily accessible locations.
- Create a street network that connects all Metro North properties to the Metro station.

Testimony

A potential developer of County property has testified in support of the proposed land uses, density, and rezoning for this area. A majority of community residents seem to support relocating the County Service Park, but there is also opposition to this recommendation. The County Executive tentatively supports relocating the County's facilities if it can be achieved at no cost to the County and with no reduction in service level (see the Summary of Public Testimony and Letters).

Analysis for EMOC and MCPS Food Services

Land Use

These sites are ideally suited for residential development within walking distance of Metro. The proposed development level achieves a 1 FAR and up to 1,030 new units with 40,000 square feet of commercial uses. The Plan requires relocating the EMOC services and MCPS Food Services. The unit mix will include for sale and rental multi-family, and single family attached units. One potential developer has expressed interest in this development level (see testimony from Robert Harris). The proposed relocation of the MCPS Food Services is not part of the potential developer's expression of interest and will be addressed in the County's REOI.

In addition to housing, the potential developer has requested 40,000 square feet of community serving commercial uses such as restaurants, services, and specialty retail. These mixed uses will enliven the community and provide gathering places, and will complement commercial services on the Metro station's east side.

Transportation

Transportation analysis has factored in the recommended development level. A network of local streets will need to be provided for the neighborhood, and should include several street connections to improve Metro access. Additional transportation improvements including the partial interchange at Crabbs Branch Way and upgrading Crabbs Branch Way are included.

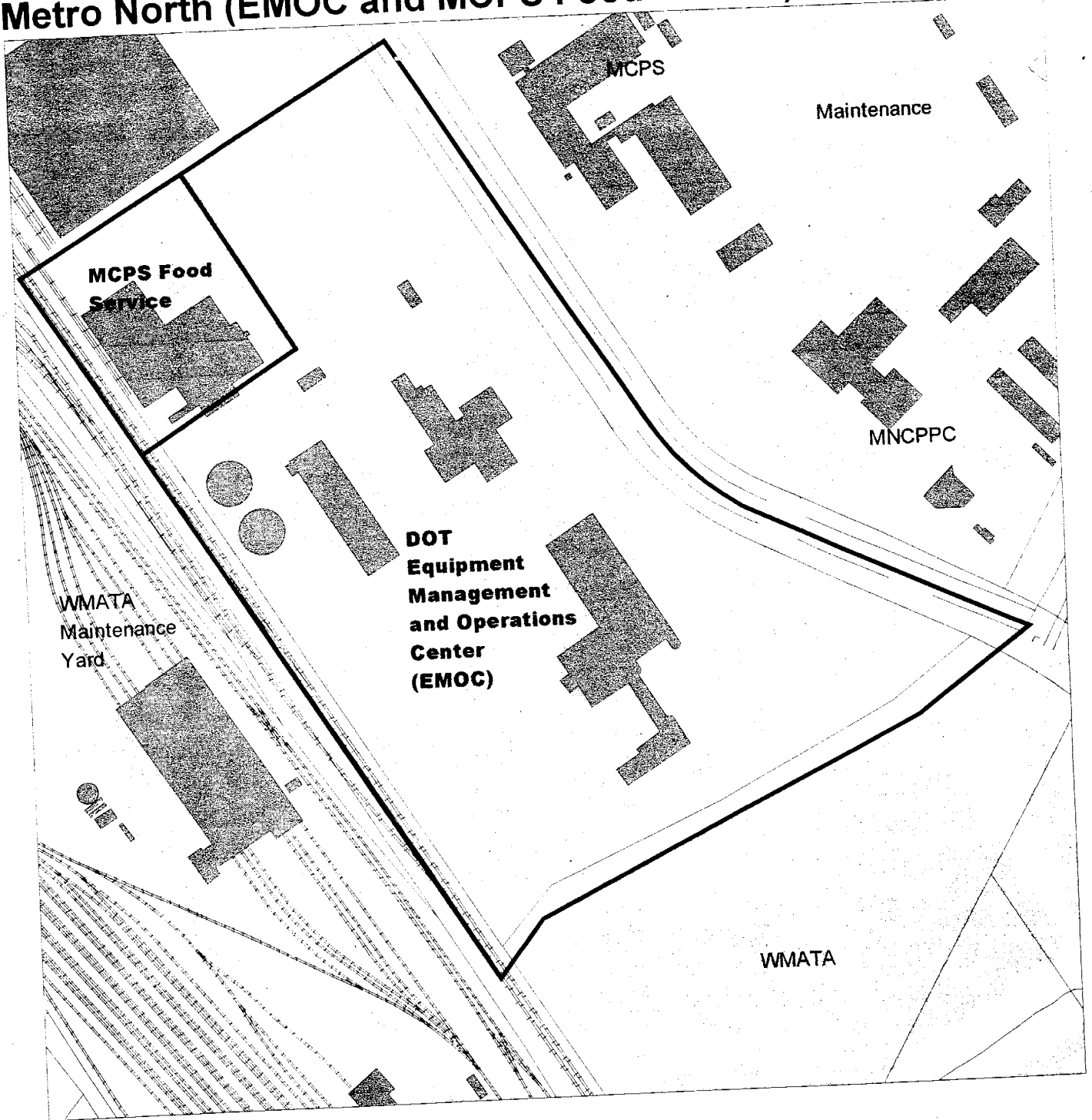
Environment

Residential development along the CSX tracks poses noise concerns. Recommendations to mitigate the noise include locating garages along the CSX tracks, using noise walls, and other measures to reduce noise impacts.

Parks and Recreation

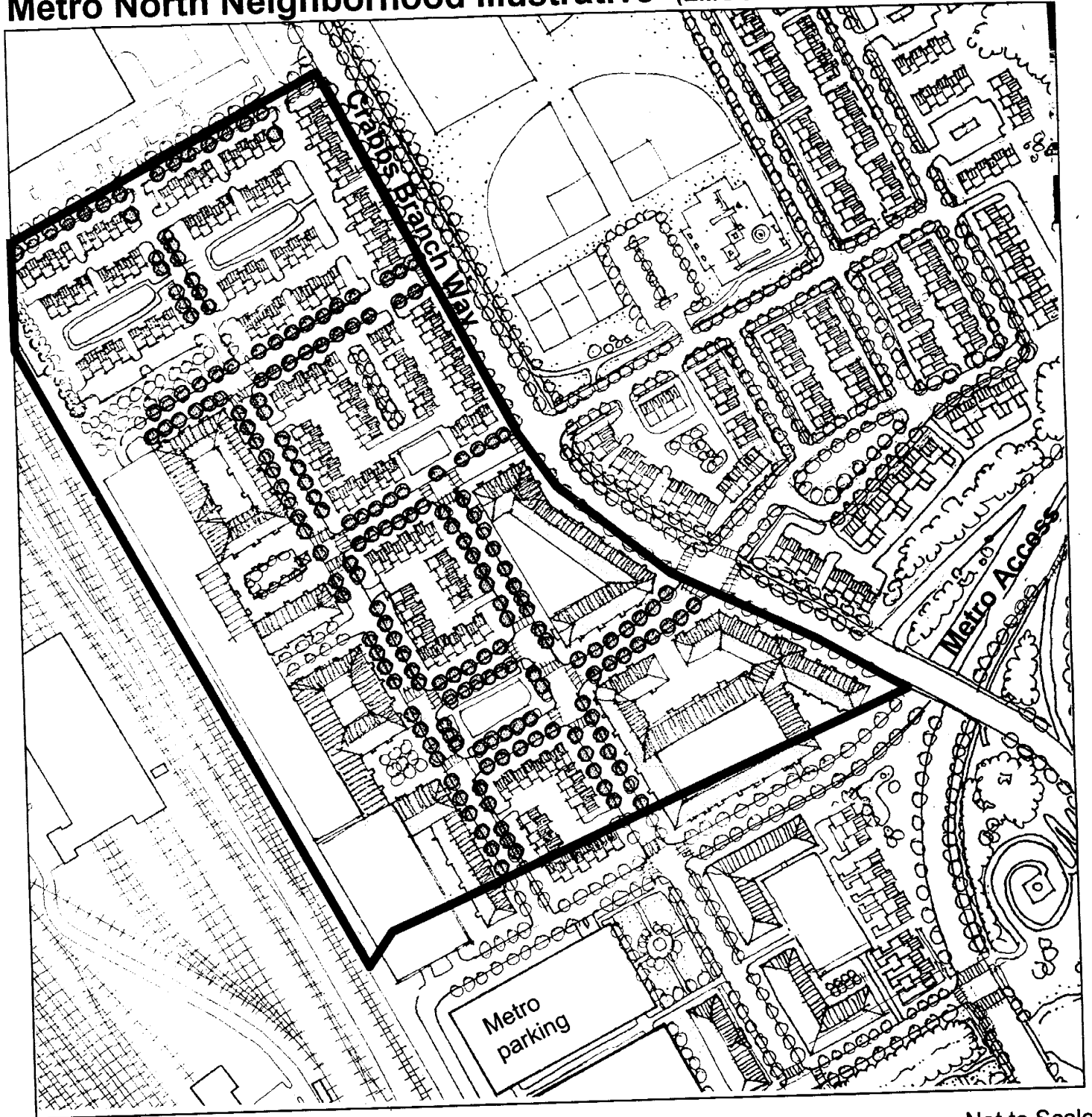
Private recreation is required in this area. In addition, redevelopment will need to provide one outdoor gathering place to accommodate social gathering and provide informal leisure space. The proposed local park located across Crabbs Branch Way will meet the community's need for larger facilities.

Metro North (EMOC and MCPS Food Service)



0 275'

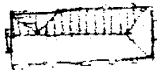
Metro North Neighborhood Illustrative (EMOC and MCPS Food Service)



Not to Scale



Neighborhood Area

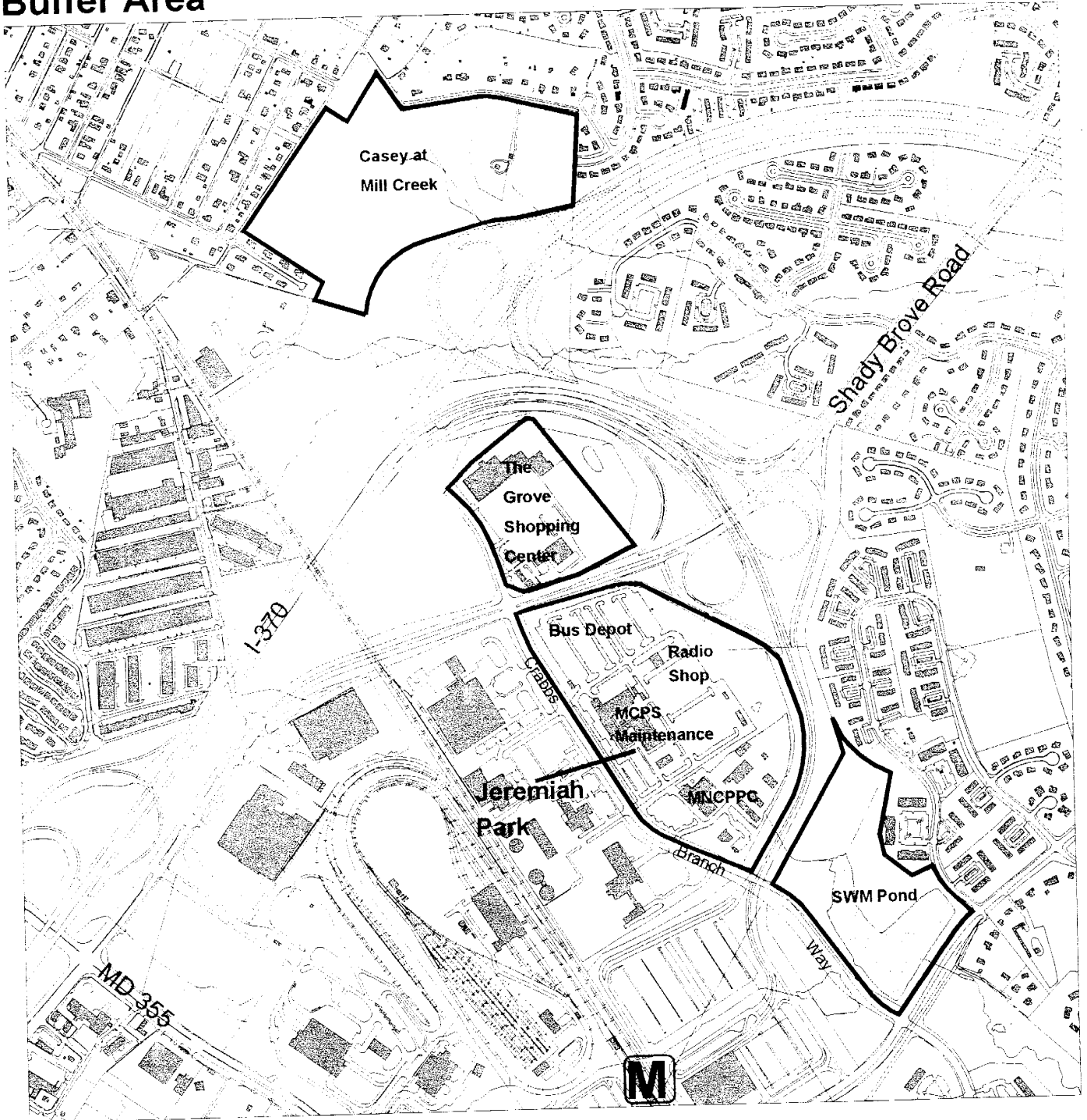


Mixed Use Residential Multi Family



Residential Single Family Attached

Buffer Area



ITEM #3: BUFFER AREA

The Plan envisions the Buffer Area as a mix of uses forming a compatible transition between the higher densities of the Metro Neighborhoods and Derwood's existing communities. The Plan provides a school site, several parks, stream valley conservation areas, a library site, townhouses, and senior housing at The Grove.

The challenge to redeveloping the Buffer is to provide sufficient density as an incentive to relocate the County facilities from the Jeremiah Park Neighborhood while minimizing impacts on the existing Derwood Community. Although not proposed in the Public Hearing Draft, staff recommends adding multi-family housing to Jeremiah Park to achieve a revenue neutral level of development.

Jeremiah Park

45.5 acres, southeast corner of Crabbs Branch Way and Shady Grove Road

Staff Recommendation: Approve a total of 640 units with R-90/PD-15 zoning. Provide a 10-acre local park and a 10-acre library site to be jointly developed with the 320 multi-family units.

The Plan envisions this area for housing given its proximity to Metro and to allow provision of public facilities such as the local park and a potential library on County-owned land. Currently, the site is zoned R-200 and developed with the MCPS School Bus Depot and Maintenance facility and the M-NCPPC's Shady Grove Park Maintenance facility.

Adding density to this site will help achieve a revenue neutral development level and encourage relocation of the County facilities. Staff recommends revising the Plan's recommendation from R-90/PD-5 and PD-15 to an R-90/PD-15 to achieve this.

Public Hearing Draft Recommendations

- Relocate existing County facilities to other locations potentially closer to the schools and parks served.
- Rezone the 33.5-acre MCPS site from R-200 to R-90/PD-5.
- Rezone the 12-acre M-NCPPC site from R-200 to R-90/PD-15.
- Provide a ten-acre local park to be called Jeremiah Park.
- Provide a ten-acre library site at the corner of Shady Grove Road and Crabbs Branch Way.

Testimony

Community residents support lower density redevelopment near existing neighborhoods, and support the provision of a park and library. The County Executive tentatively supports relocating County services if there are no public costs and if services are maintained at their current level or better.

Analysis for Jeremiah Park

Land Use

Plan recommendations achieve a total of 285 townhouses at Jeremiah Park with a local park and a library site. The 33.5-acre MCPS site is recommended for 110 units. It achieves less than full density allowable under PD-5 zoning since the local park and library would occupy more than half the site. The 12-acre M-NCPPC site can accommodate 175 units under PD-15 zoning. This level of development was intended to establish a low-density buffer of transitional uses.

The Plan's recommended 285 townhouses cannot support the revenue neutral relocation requested by the Executive. More units are needed to achieve a revenue neutral level of development. Further analysis shows that additional multi-family units can be accommodated if integrated into a mixed-use library and housing development. Combining these compatible uses achieves an increase in unit yield without reducing the amount of townhouses and reserves space for a local park.

A total of 640 units can be achieved under the R-90/PD-15 Zone. The Plan should recommend a range of unit types including for sale and rental apartments and single-family attached units. Also, the Plan should recommend a maximum of no more than 50 percent multi-family units (320 units) to ensure that Jeremiah Park remains as a transition to the existing Derwood community.

The following additional design guidelines should be added to the Plan to guide the mixed-use development of housing and a library.

- Provide a street-oriented, mixed-use library and housing development that achieves a compatible design and maximum efficiency in layout.
- Provide structured parking away from Crabbs Branch Way.
- Orient buildings toward Crabbs Branch Way. Locate the library's front doors along Crabbs Branch Way with sidewalks to encourage pedestrian access.
- Permit up to four stories to accommodate the multi-family units while still providing a local park and area for single-family attached units.
- Construct the local park as part of the future development.
- Permit a maximum of 50% multi-family units.

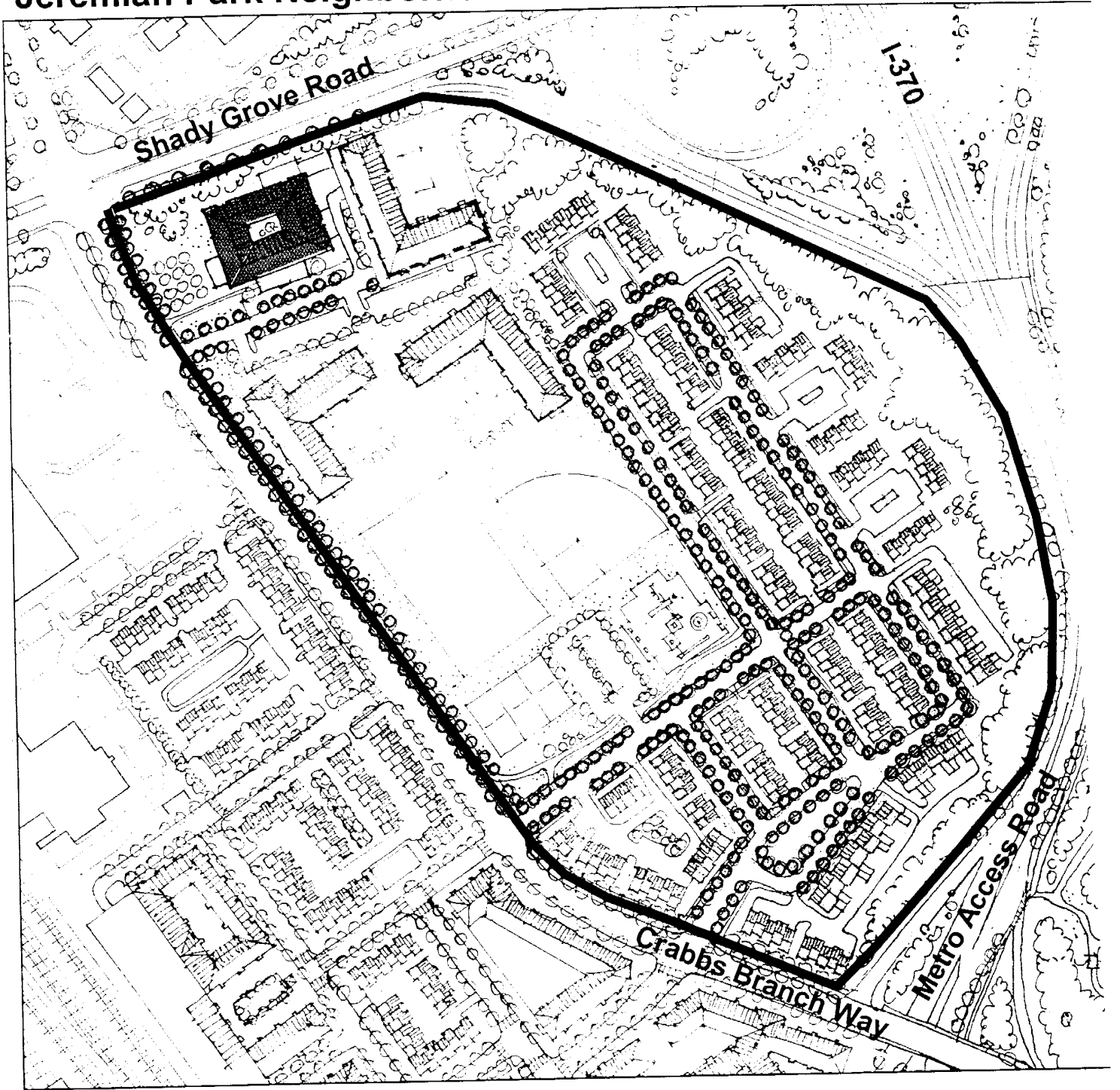
Transportation

The additional dwelling units can be accommodated within the traffic capacity. New local streets will be required to provide a network with access points along Crabbs Branch Way. Crabbs Branch Way is recommended to be a Commercial Business Street, allowing pedestrian-friendly characteristics to be achieved. Access to this neighborhood will not be permitted from the Metro Access Road or directly from Shady Grove Road. A pedestrian underpass across Shady Grove Road will facilitate safe and convenient access to shopping at The Grove.

Environment

Currently, the sites' public sector industrial uses are developed with compacted soils and little pervious area. The Plan recommendations improve the overall imperviousness

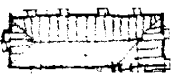
Jeremiah Park Neighborhood Illustrative



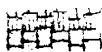
Not to Scale



Neighborhood Area



Residential Multi Family



Residential Single Family Attached



Library

of the area with the local park and residential development. The Plan recommends additional environmental improvements such as a forest buffer and stream restoration along the Metro Access Road. Further improvements to the Crabbs Branch Tributary will be discussed in Worksession #5.

Parks and Recreation

The Plan recommends a ten-acre local park with active recreation and ballfields to meet the recreation needs of the entire planning area. The local park is proposed along Crabbs Branch Way on land already publicly owned, that provides visibility, community identity, and needed open space for the densely developed urban neighborhoods. Development of the park will be required at the later stages of the build-out. Dedication of the park to the M-NCPPC will occur at subdivision.

Stormwater Management Pond

Approximately 24 acres, north quadrant of Crabbs Branch Way and Redland Road

Staff Recommendation: Approve a passive, nature-oriented recreation area with trails, picnic facilities, seating areas, and nature interpretive opportunities as recommended by the Public Hearing Draft.

This site currently provides water quality control for County facilities and Metro development located up stream, as well as informal recreation. Both Metro users and local residents enjoy the pond's scenic character and natural areas.

Public Hearing Draft Recommendations

- Develop the pond as a passive recreation facility with a trail around the pond and with connections to the Metro Neighborhoods and the Derwood Communities. Passive park use should not interfere with the pond's environmental function.
- Provide benches, picnic facilities, and interpretive materials.
- Develop an overlook on the high ground adjacent to the Metro North Neighborhood.

Analysis for Stormwater Management Pond

Land Use

The stormwater management pond has naturalized over time into a scenic pond bordered by woods and trails. Expanded use of this natural resource is needed given its proximity to the proposed housing in the Metro Neighborhoods. Stormwater management functions can be maintained while additional recreational uses are introduced.

Parks and Recreation

This County owned facility is needed to provide passive, nature-oriented recreation within walking distance of a significant concentration of new housing in the Metro Neighborhoods. The Plan calls for a hard trail around the pond, seating at scenic vista locations, and connections to surrounding sidewalks and bikeways. Picnic facilities and nature interpretation will be provided within the forested portion of the property.

Good access to this natural preserve is critical. Hard surface trail connections need to be provided to the Metro Neighborhoods west of Crabbs Branch Way and their sidewalk and bikeway systems. The pond area located between the Metro Access Road and Crabbs Branch Way should have an overlook developed on its high ground using the existing topography to offer a unique vista opportunity. Visible trails and picnic areas are critical to safety and enjoyment of the area.

The property should remain in County ownership with recreational use permitted. Maintaining the recreational facilities will be the M-NCPPC's responsibility. Stormwater management maintenance will remain the County's responsibility.

Casey at Mill Creek

66 acres, south of Washington Grove and north of I-370

Staff Recommendation: Maintain the existing R-90 zoning and approve an elementary school, neighborhood park, and Legacy Open Space designation for this site.

This R-90 zoned site has a pending Preliminary Plan (#1-02022) proposing 69 single-family units with an elementary school (160 units without a school), a 13-acre dedicated Legacy Open Space and a one-acre neighborhood park. The Planning Board already approved a portion of the site for Legacy Open Space designation in a pre-application session.

Public Hearing Draft Recommendations

- Retain existing single-family, R-90 zoning.
- Provide Legacy Open Space to protect the existing meadow adjacent to the Town of Washington Grove.
- Provide a neighborhood park for passive recreation that is connected to the Legacy Open Space and proposed elementary school via a trail.
- Provide an elementary school site.

Testimony

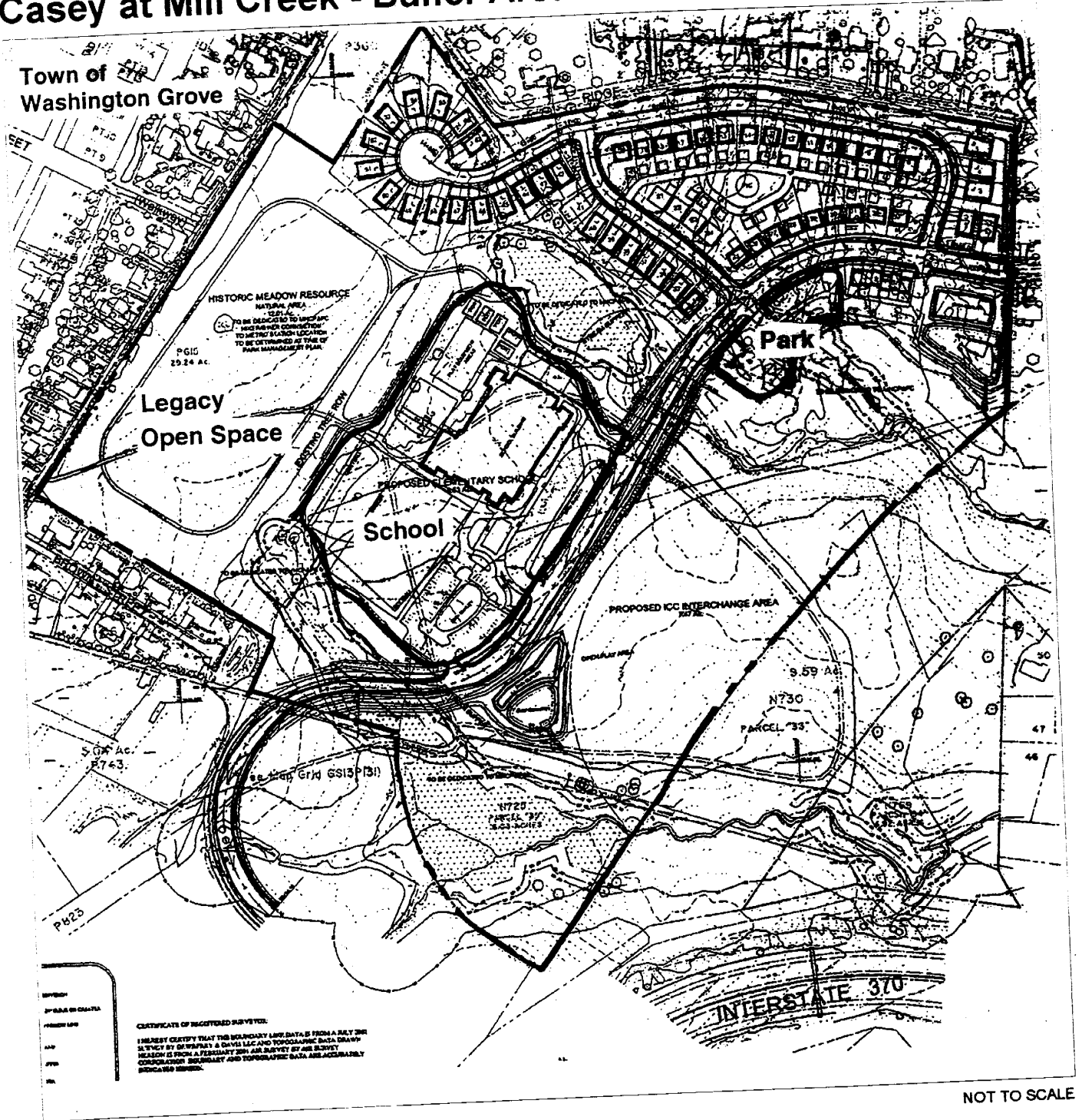
The Property owner has not testified. Residents support retaining the R-90 single-family zoning for the property and designation of an elementary school. In addition, the Town of Washington Grove strongly supports maintaining the Legacy Open Space designation. MCPS staff do not oppose the proposed site but will request an alternative site if stormwater management cannot be accommodated off-site.

Analysis for Casey at Mill Creek

Land Use

The existing R-90 zoning achieves a compatible level of development with the established R-90 zoned neighborhoods to the east and north. This site is not suitable for higher residential densities because of the immediate proximity to existing R-90 residences. This site should be viewed as a low density residential transition to the non-residential uses recommended on Casey 6 farther to the west and to the future ICC right-of-way to the south.

Casey at Mill Creek - Buffer Area



NOT TO SCALE

Transportation

The property should extend Amity Drive to connect with Crabbs Branch Way extended. This connection provides important Metro access for the Mill Creek community and strengthens the transportation network. Potential cut-through traffic should be managed with traffic calming measures that ensure travel speeds are compatible with residential development. A bikeway is recommended to connect through this property into the Town of Washington Grove for convenient Metro access.

Environment

Several of the streams and wetlands associated with the Crabbs Branch Tributary system bisect the property. These resources will be protected by environmental buffers as part of the development plan review. Buffer encroachment should be avoided. Any unavoidable encroachment into the environmental buffers by site grading for the proposed elementary school must be compensated for with reforestation elsewhere within the tributary. Stormwater management provisions for both the school and residential development will require coordination with both MCPS and the developer.

Elementary School Site

The Plan recommends this property for an elementary school site. The site's feasibility has been evaluated by MCPS, DPWT, and the Environmental section of the M-NCPPC, and found acceptable subject to resolving the stormwater management issue. The proposed school site and alternative locations will be presented in Worksession #5.

Parks and Recreation

This property provides an opportunity to help meet recreational needs in the planning area and for the Mill Creek community. The pending Preliminary Plan provides a one-acre neighborhood park with a multi-purpose playground, picnic areas, and a passive recreation trail system. This small neighborhood park coupled with the proposed school's ballfield will contribute to the overall planning area's recreation opportunities.

The Planning Board approved a 13-acre portion of the site in 2002 as a Class II site in the Heritage Resource category of the *Legacy Open Space Functional Master Plan*. This meadow provides a valuable buffer for the Town of Washington Grove, a historic community on the National Register of Historic Places. This open space protects the environmental setting of the historic community by maintaining the area's rural character at its edge. When the property proceeds with Preliminary Plan review by the Planning Board, this area will be dedicated as open space, as negotiated with the developer.

The Grove Shopping Center

21.14 acres, northeast corner of Shady Grove Road and Crabbs Branch Way

Staff Recommendation: Retain the existing C-1 Zone. Support senior housing and the Plan's design guidelines.

This C-1 zoned shopping center is currently developed with 92,600 square feet of commercial uses including a grocery store, daycare center, gas station, fast food restaurant, and other small stores and restaurants. The Plan envisions further redevelopment of the site and encourages senior housing.

Public Hearing Draft Recommendations

- Retain the existing C-1 zoning and encourage additional mixed-use redevelopment, specifically senior housing.
- Reconfigure parking into a more efficient layout with improved pedestrian access and increased shade trees.
- Provide site lighting that is pedestrian scaled.
- Landscape the I-370 Corridor and interchange with a significant amount of trees to buffer the sight and sounds of traffic, and contribute to reforestation of the right-of-way.
- Extend continuous sidewalks on south side of Shady Grove Road.
- Participate in providing a pedestrian underpass across Shady Grove Road to make a safe pedestrian crossing to Metro.

Testimony

The Community supports the Plan's recommendations, especially pedestrian elements that improve safety and overall attractiveness of Shady Grove Road. The Property owner has not testified.

Analysis for The Grove

Land Use

Even while retaining the existing C-1 zoning, the Plan recognizes this site's potential for redevelopment and encourages senior housing at approximately six units per acre, achieving a total of 120 units. This type of housing is ideal in a small commercial area and can provide seniors with social opportunities and needed services within convenient walking distance. The C-1 Zone will need to be amended to allow senior housing with a master plan recommendation.

Transportation

The transportation analysis of the planning area has factored the potential growth of this center. No new access along Shady Grove Road will be permitted due to the proximity of the I-370 Interchange. A pedestrian underpass across Shady Grove Road will improve the Metro Neighborhoods' access to The Grove. The property owner's participation in funding the pedestrian underpass will be required at the time of preliminary plan or special exception for senior housing. Likewise, the owner should participate in providing a sidewalk on the south side of Shady Grove Road that will improve access to The Grove.

Environment

Reforestation of the property's frontage along I-370 and its interchange with Shady Grove Road will be required of the property owner at the time of preliminary plan or special exception. Additionally, parking lot imperviousness in the area should be minimized.