



## Burtonsville Priority Funding Area (PFA) Boundary Expansion

---

JP

Jamey Pratt, Senior Planner, Area 3: [Jamey.Pratt@montgomeryplanning.org](mailto:Jamey.Pratt@montgomeryplanning.org), 301-495-4588

FB

Frederick V. Boyd, Supervisor, Area 3: [Fred.Boyd@montgomeryplanning.org](mailto:Fred.Boyd@montgomeryplanning.org), 301-495-4654

KRR

Kipling Reynolds, AICP, Division Chief, Area 3: [Kipling.Reynolds@montgomeryplanning.org](mailto:Kipling.Reynolds@montgomeryplanning.org), 301-495-4575

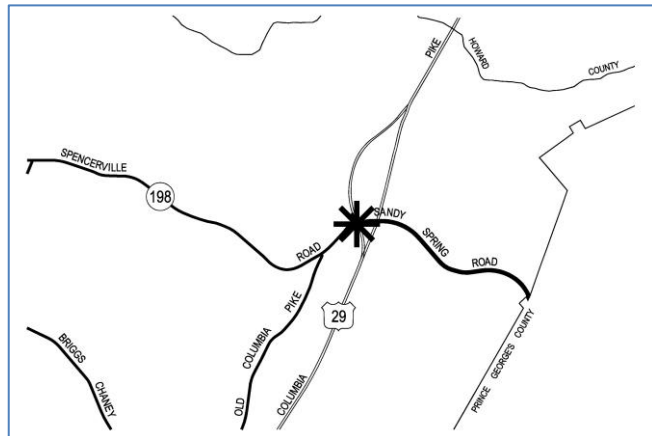
Staff Report Date: 10/27/16

---

### Description

Request to recommend to the County Council the expansion of the State's Priority Funding Area boundary to include all CRT- and Industrial-zoned properties within the commercial crossroads of Burtonsville at MD 198 (Spencerville Road/Old Columbia Pike/Sandy Spring Road) and US 29 (Columbia Pike).

**Staff Recommendation:** Approval to Transmit Comments to the County Council



### SUMMARY

The proposed boundary change will expand the State of Maryland Certified Priority Funding Area (PFA) to include all CRT- and IM-zoned properties in Burtonsville currently outside the PFA. The change meets the following findings as required by the State:

- The areas are served by public or community sewer systems or are within the 10-year sewer plan.
- The areas are industrially zoned or have an average permitted residential density of at least 3.5 dwelling units per acre.
- The PFA expansion is consistent with the 1997 Fairland Master Plan and 2012 Burtonsville Crossroads Neighborhood Plan.

The proposed boundary change is necessary to allow Montgomery County, through the Office of the County Executive, to request a State Enterprise Zone for the area, which would help in the revitalization of a shopping center near the proposed Burtonsville Bus Rapid Transit (BRT) station. This BRT station is one terminus of the route selected to be the County's first BRT system. Inclusion in the PFA and an Enterprise Zone would allow the County to work with private developers to redevelop the shopping center with assistance from a variety of State funding and tax credit programs. In addition, the PFA is being expanded to include all areas of Burtonsville that have been rezoned as industrial or commercial/residential since the PFA was established in 1997 because the PFA boundary currently bisects several properties in the area.

## **STAFF RECOMMENDATION**

Staff recommends Approval to Transmit Comments to the County Council.

The proposal from Montgomery County will update the State of Maryland Certified PFA. Staff will prepare the technical materials and data for submission to the Maryland Department of Planning (MDP) to be included in the final transmittal to the State of Maryland by the County Council. MDP will then need to review and approve the request to finalize the expansion.

## **PROJECT DESCRIPTION**

The motivating factor for the expansion of the PFA boundary in Burtonsville is to facilitate the redevelopment of the Burtonsville Crossing shopping center and the adjacent park-and-ride lot. Burtonsville Crossing is currently within the PFA boundary, but the adjacent parking lot is not. Since the grocery store anchor tenant relocated across Old Columbia Pike from Burtonsville Crossing to Burtonsville Town Square, the center has been largely vacant.

One of the prerequisites of many programs offered by the State of Maryland, such as state-designated Enterprise Zones and programs administered by the Maryland Department of Housing and Community Development, is that the project be located within the State's Certified PFA. Many of these programs provide incentives for private capital investment and job creation or provide tax credits for constructing housing for people with low or modest income levels. Without this designation, applications for such funding and programs cannot be considered.

PFA's were established in the 1997 Priority Funding Areas Act. The Maryland Department of Planning coordinates the process of updating PFA's by providing technical assistance, review, and comment of PFA's and the opportunity for public review.

PFA's are geographic growth areas defined under State law and designated by local jurisdictions to provide a map for targeting State investments in infrastructure. The State of Maryland has set up this geographic PFA framework for all State agencies to review their priorities and funding objectives through a Smart Growth prism. For this reason, the requirements for Certified PFA's are focused on access to current or planned sewer infrastructure and a residential housing density high enough to make State investments cost effective.

While investigating the expanding the PFA boundary in Burtonsville to include the properties adjacent to the Burtonsville Crossing Shopping Center, staff also identified parts of three other parcels that fall within the CRT ("Commercial Residential Town") and IM ("Moderate Industrial") zones in Burtonsville but are not included within the PFA boundary. Staff proposes including these additional areas in the PFA so that they, too, will be eligible for State funding made available by programs such as those mentioned above.

Figure 1 shows the PFA in the Burtonsville area and the areas to be added to the PFA.

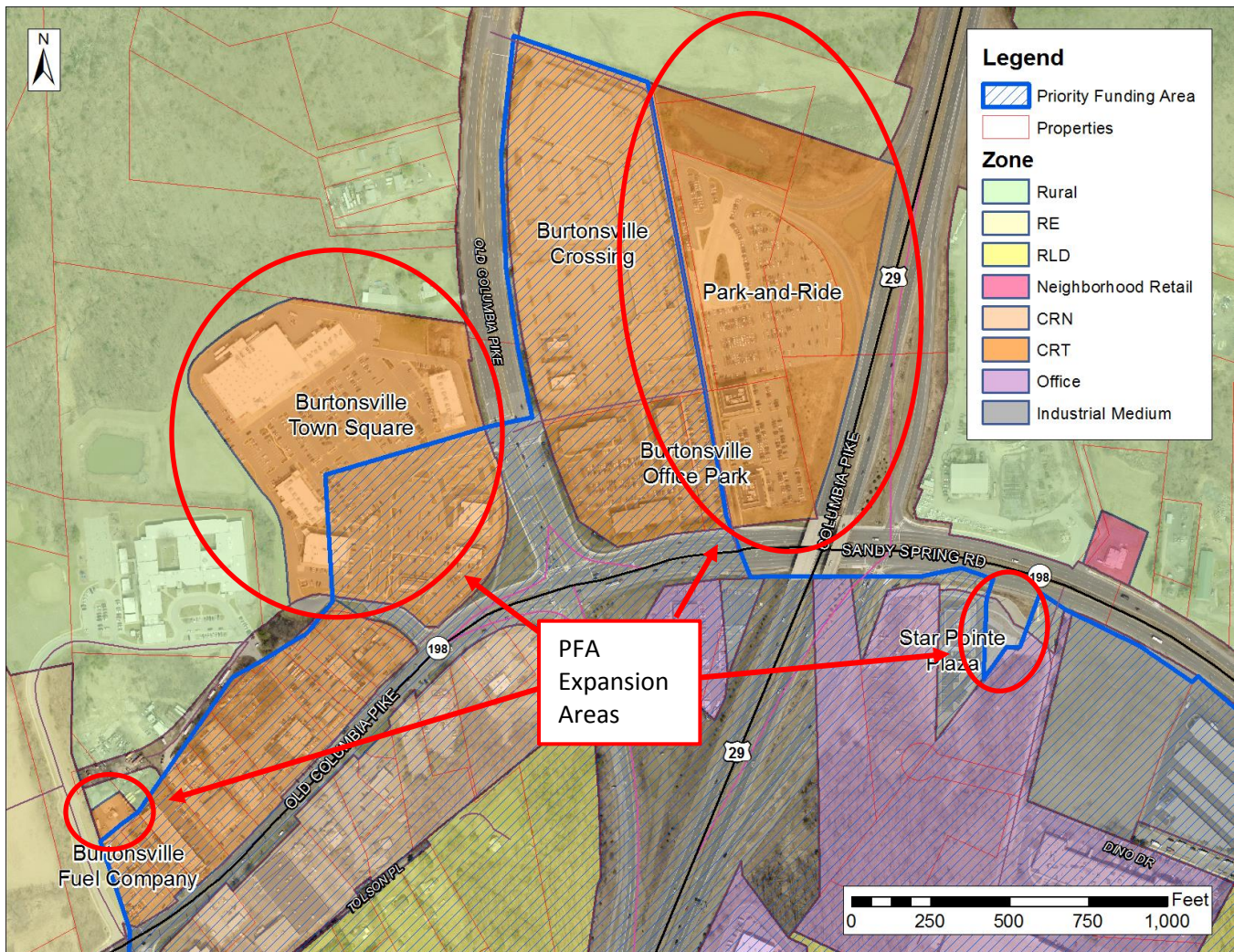


Figure 1. Map of Burtonsville showing the existing PFA in blue and the proposed expansion areas circled in red.

## FINDINGS AND ANALYSIS

The State of Maryland's requirements for modifying and certifying an area to be in a PFA vary based on whether the proposed expansion area is a new community not currently located in a PFA or is an expansion of the boundaries of a community already within a PFA. In this case, most of Burtonsville was included in the original PFA boundary established by the 1997 Priority Funding Areas Act. The proposed boundary expansion falls under the requirements for areas beyond the periphery of an existing community that is already within a PFA.

The criteria used to determine if an area is eligible to be in a PFA differ for residentially zoned properties and industrially zoned properties.

### *Commercial/Residential Zone*

For the residentially zoned areas, Maryland State Finance and Procurement Code Ann. § 5-7B-03 (d)(3)(i) states:

**If an existing community receives a public or community sewer system, an area beyond the periphery of the developed portion of the existing community may be designated as a priority funding area if the development of the area beyond the periphery:**

**1. has a permitted average density of at least 3.5 units per acre; and**

The density meets the requirements of the State. All the areas in this part of the proposed PFA expansion are zoned CRT-1.5 C-1.0 R-1.25 H-70 or H-75. The purpose of the CRT (“Commercial Residential Town”) zone is to: A) allow development of mixed-use centers and communities at a range of densities and heights flexible enough to respond to various settings; B) allow flexibility in uses for a site; and C) provide mixed-use development that is compatible with adjacent development.

The numbers and symbols following the CRT zone classification represent the density of development allowed in that CRT zone. The commercial component of the zone, “C-1.0” in this case, indicates a maximum commercial floor area ratio (FAR) of 1.0, while the residential component, “R-1.25,” indicates a maximum residential FAR of 1.25. (The floor area ratio is the ratio between the gross floor area of all buildings on a tract divided by the area of the tract.) The overall FAR is given by the number following the zone classification, or 1.5 in this case. Maximum allowable heights range from 70 to 75 feet. Using an estimate of 1,200 square feet per multi-family dwelling unit yields a density of approximately 45 units per acre. ( $43,560 \text{ SF/acre} \times 1.25 \div 1,200 \text{ SF/unit} = 45.375 \text{ units/acre}$ )

**2. the area is served by a public or community sewer system.**

With one minor exception detailed below, all the areas in this PFA expansion are currently served by public sewer and water. All areas are within the County’s 10-year plan for sewer service.

In addition to the State of Maryland findings, staff finds the proposed PFA expansion is:

**3. consistent with the 2012 *Burtonsville Crossroads Neighborhood Plan***

The neighborhoods as described in the *2012 Burtonsville Crossroads Neighborhood Plan* are shown in Figure 2. The areas included in this PFA expansion are in the “Main Street MD 198” and “Village Center Business 29” neighborhoods.



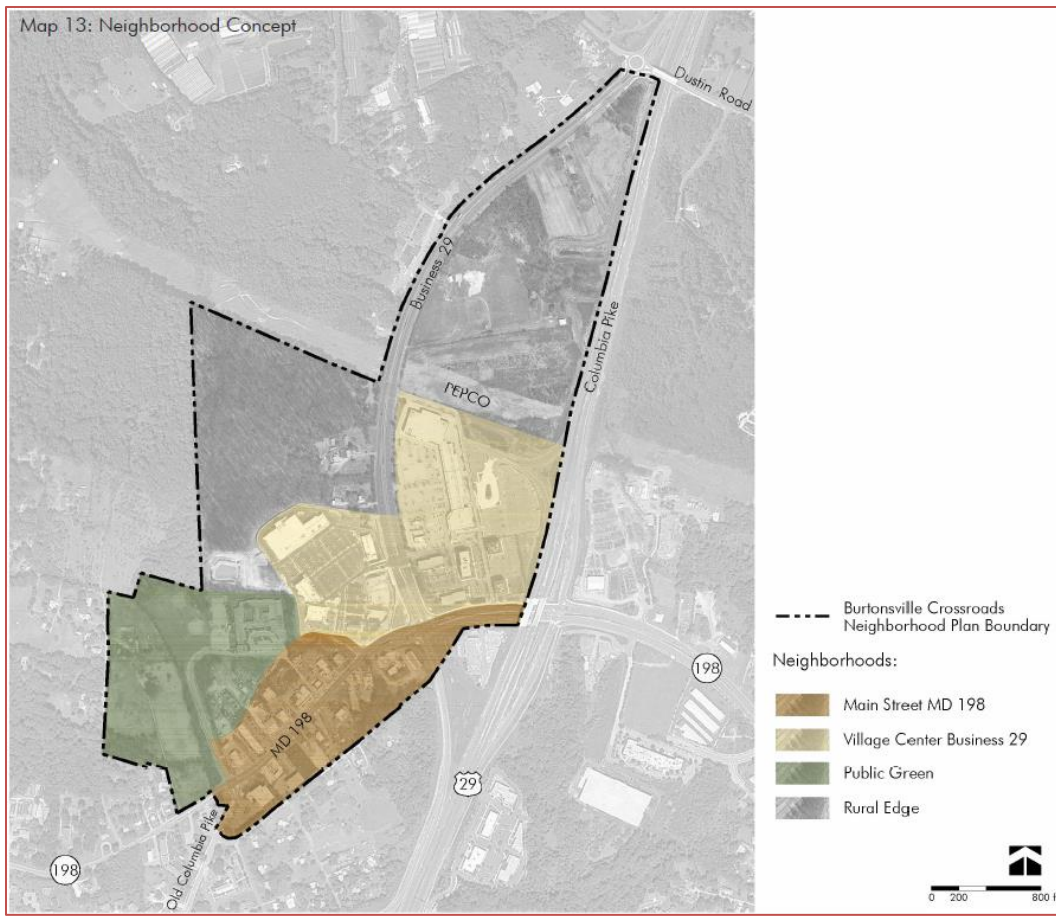


Figure 2. Burtonsville Crossroads Plan Neighborhoods.

### Main Street MD 198 Neighborhood

The Master Plan recommended the CRT zone for the Main Street MD 198 Neighborhood, in part, “to support infill projects and small business expansions” and envisions that the neighborhood will include “affordable housing for all ages” (p. 35). The Plan also states that “The CRT Zone is recommended to provide the necessary street system, sidewalks, and open spaces to create a community” (p. 37).

Only a small part of the Burtonsville Fuel Company property (see Figure 1) in the CRT zone within the Main Street MD 198 Neighborhood is not currently included within the PFA. This PFA expansion request would add this quarter-acre area to the PFA.

### Village Center Business 29 Neighborhood

The Master Plan recommended the CRT zone for the Village Center Business 29 Neighborhood. As the Plan states:

“This neighborhood consists of larger properties that can be enhanced to create mixed-use residential and commercial uses with a new grid of streets, pedestrian and bicycle connections, and a more integrated park-and-ride facility. ... The CRT Zone is recommended to allow the existing single-use shopping center and associated surface lots to be redeveloped into a mixed-use neighborhood. In the Village Center Business 29 Neighborhood the CRT Zone will provide

the opportunity to expand the range of land uses, including housing, and provide public use spaces.” (p. 39)

The Master Plan recommends “affordable housing for all ages, including senior housing,” “a mix of residential unit types,” and a “mix of uses with the highest densities at the crossroads” in the Village Center Business 29 neighborhood.

The Plan gives recommendations for specific properties within this neighborhood. The Plan recommends “adaptive reuse of the single-use office buildings” in the Burtonsville Office Park (property 2 in Figure 3). Only part of this property is currently within the PFA.

For the Park-and-Ride lot behind the Burtonsville Crossing Shopping Center (property 3 in Figure 3), the Plan supports a future Bus Rapid Transit (BRT) station on the site, and states that “[t]he possible BRT station combined with the proposed CRT Zone would allow the site to become part of a larger redevelopment project.” None of this property is within the existing PFA.

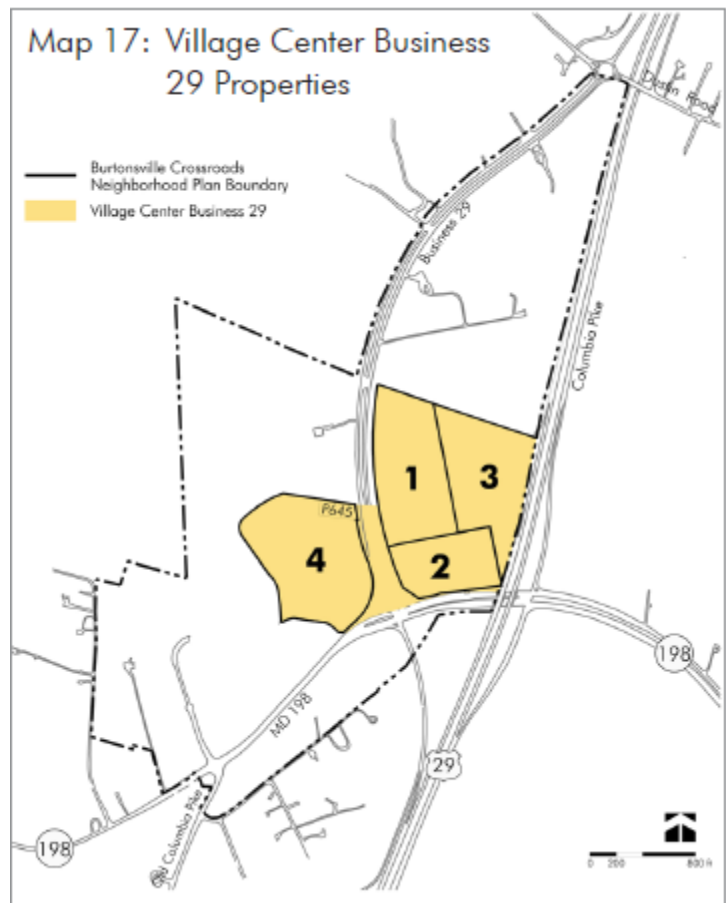


Figure 3. 2012 Burtonsville Crossroads Neighborhood Plan map showing the Village Center Business 29 Neighborhood.

The Master Plan did not envision the redevelopment of the Burtonsville Town Square shopping center (property 4 in Figure 3) during the life of the Plan. Nonetheless, this shopping center is part of the overall Village Center Business 29 Neighborhood that the Plan recommends for mixed-use development. About 40-45 percent of Burtonsville Town Square is already included within the PFA; the proposed expansion would add the remainder of this shopping center into the PFA.

### *Industrial Zone*

This proposal also includes adding one small part of an industrially zoned property (0.4 acres of a 1.53-acre property) to the PFA. Maryland State Finance and Procurement Code Ann. § 5-7B-03 (b)(2) states:

**An area zoned or, if applicable, classified after January 1, 1997, as industrial may be designated as a priority funding area if the area is served by a public or community sewer system.**

This small area, part of Star Pointe Plaza (see Figure 1) was zoned industrial (I-1) following the 1997 *Fairland Master Plan*. This property was rezoned to IM-2.5 H-50 (“Moderate Industrial”) by the comprehensive zoning code rewrite that became effective October 30, 2014.



## WATER AND SEWER SERVICE

Except for the part of Burtonsville Town Square labeled “P645” in Figure 4, all the properties included in this PFA expansion are in septic tier 1, which designates a property as being currently served by sewer. The *Burtonsville Crossroads Neighborhood Plan’s* “Sewer and Water” section confirmed the *Fairland Master Plan’s* recommendation to provide water and sewer service in the CRT zones (p. 60); P645 was added to the CRT zone with the County’s comprehensive Zoning Code rewrite in 2014. Therefore, all areas proposed to be added to the PFA with this expansion are either currently served by public sewer or are within the County’s 10-Year Water and Sewer Plan.

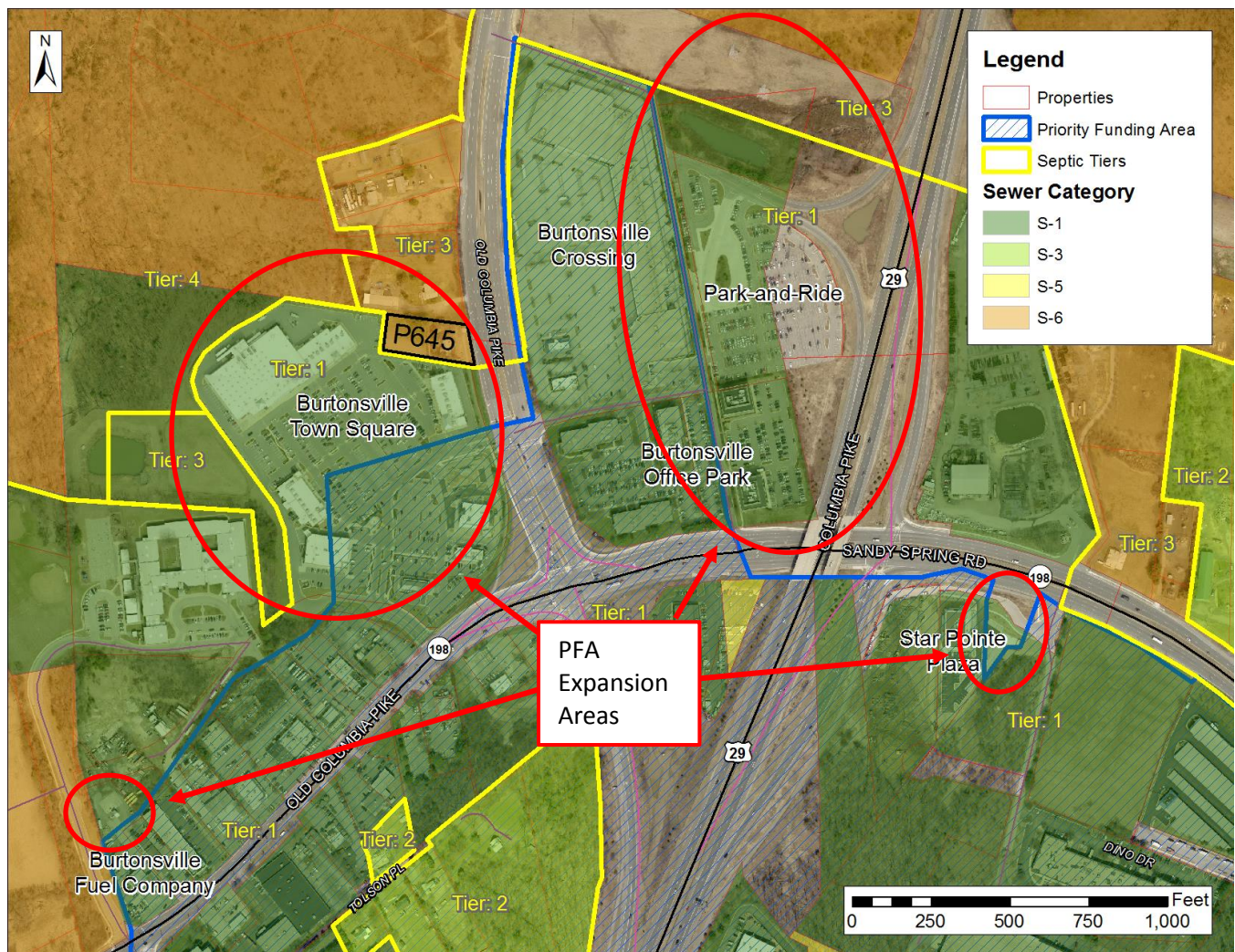


Figure 4. Septic Tiers and Sewer Categories in Burtonsville. The area labeled “P645” used to be a separate parcel from the rest of Burtonsville Town Square (now Parcel B on plat 23959); this former parcel was recommended to be rezoned from RC to C-2 in the *Burtonsville Crossroads Neighborhood Plan*, and this Plan further recommended the zoning be changed to CRT when the *Zoning Ordinance Rewrite* was adopted, which occurred in 2014.

The map in Figure 4 also shows the sewer categories used by the County in the area. Since P645 and part of the park-and-ride lot are not currently shown in category “S-1”, any party interested in developing these areas would need to request a sewer category change from the County. Both areas are eligible for inclusion in S-1.

## PFA BOUNDARY DISREPCANCY

During the analysis of the areas to be included in the PFA expansion, Planning Staff became aware of several discrepancies between the PFA boundary in our GIS and the PFA boundary shown in the Maryland Department of Planning's online PFA map. A subsequent discussion between Planning GIS Staff and MDP technical staff revealed several reasons for the discrepancies: corrections and additions made to the State's map that had not been incorporated into Montgomery County's GIS; minor mapping errors in the State's boundaries; and areas annexed by municipalities within the County that can only be added to the PFA upon the request of those municipalities.

Two PFA boundary discrepancies were found in Burtonsville, and these discrepancies do not appear to fit into any of the categories listed above. In both cases, the State's boundary includes areas that the County's boundary did not, and are possibly the result of a mapping error. These discrepancies are discussed in the PFA Boundary Discrepancy Exhibit, which is attached to this report. Montgomery County Planning Staff would like to take this opportunity to clarify the PFA boundary in this area.

## CONCLUSION

The proposed expansion will add 26.73 acres to the PFA, as shown in Table 1. As documented above, all these properties are within locally designated growth areas in the County's Master Plans and are planned to be served under the approved 10-year water and sewer plan. The properties are appropriately zoned to allow industrial development or, in residential zones, development of at least 3.5 units per acre.

*Table 1. Properties Being Added to the PFA*

Property	Parcel (Tax ID)	Acres
<b>Burtonsville Town Square</b>	Part of Parcel B Plat 23959 (03646404)	10.46
<b>Park-and-Ride and Burtonsville Office Park</b>	P443 (02522586) P475 (00265444) N552 (02651198) N609 (03670858) Part of Parcel M Plat 21649 (03502551 & 035202562) CRT-zoned ROW	15.60
<b>Burtonsville Fuel Company</b>	Part of P077 (00254246)	0.27
<b>Star Pointe Plaza</b>	Part of Parcel M Plat 24291 (03689527)	0.4
<b>Total</b>		26.73

Staff recommends that the Montgomery County Planning Board support modifications to the State of Maryland Certified Priority Funding Area (PFA) and transmit comments to the County Council. After Council approval, staff will prepare the technical materials and data for submission to the Maryland Department of Planning for review and approval.



**Attachments:**

Attachment A: Request letter and property exhibit from Montgomery County Executive's Office

Attachment B: PFA Boundary Discrepancy Exhibit



## OFFICE OF THE COUNTY EXECUTIVE

Isiah Leggett  
*County Executive*

Timothy L. Firestine  
*Chief Administrative Officer*

October 6, 2016

Ms. Gwen Wright, Planning Director  
Montgomery County Planning Department  
Maryland-National Capital Park  
and Planning Commission  
8787 Georgia Avenue  
Silver Spring, MD 20910

Subject: Amendment of Boundaries – Burtonsville Priority Funding Area

Dear Ms. Wright:

On behalf of Montgomery County, I am requesting an amendment to a portion of the boundaries of the Priority Funding Area (PFA) in Burtonsville. This amendment would add certain properties that are adjacent to existing PFA boundaries, or include in their entirety, certain properties that are only partially contained within the current PFA boundaries. All of the properties proposed meet Maryland Department of Planning criteria for inclusion within a PFA, as detailed in the table provided.

Location within a PFA is an eligibility requirement for several state incentive programs, including enterprise zone designation. Enterprise zones provide incentives for private capital investment and job creation. The County intends to seek state enterprise zone designation for certain properties located within the Burtonsville Crossroads Neighborhood Plan. However, some of the properties planned for inclusion in the enterprise zone lie beyond the current boundaries of the PFA. Their exclusion would critically impact the efficacy that an enterprise zone could have in Burtonsville. This is the reason for the requested PFA boundary amendment.

The 2012 Approved and Adopted Burtonsville Crossroads Neighborhood Plan recognized the detrimental impact that the relocation of Route 29 and raised bypass had on the Burtonsville economy. The condition of the Burtonsville Crossing Shopping Center remains an unfortunate example. To address these challenges, the Plan proposes establishing a "Trail Head" economy, capitalizing on revised CR-T/CR-N zoning, Burtonsville's regional accessibility (US-29, Business-29 and MD-198), the proximity of existing retail businesses, and public transit. Enterprise Zone designation will be a useful tool in implementing this strategy.

The properties proposed for inclusion are listed on the following page. An aerial map is provided as well.

Ms. Gwen Wright, Planning Director

October 6, 2016

Page 2

Proposed Property Additions to the Priority Funding Area in Burtonsville

	Tax Account	Address	Parcel / Plat Info	Relation to PFA Boundary	Zoning	Land Area	Permitted Density per Zoning <sup>1</sup>	Sewer System
1	05-02522586	Columbia Pike	P443 / Unplatted	Fully Excluded	CRT-1.5 C-1.0 R- 1.25 H 75	5,227 sq. ft.	45 Units per Acre	Yes
2	05-00265444	Sandy Spring Rd.	P475 / Unplatted	Fully Excluded	CRT-1.5 C-1.0 R- 1.25 H 75	93,654 sq. ft.	45 Units per Acre	Yes
3	05-02651198	Columbia Pike	Parcel A  Plat 16071	Fully Excluded	CRT-1.5 C-1.0 R- 1.25 H 75	175,546 sq. ft.	45 Units per Acre	Yes
4	05-03670858	Sandy Spring Rd	Parcel E  Plat 57732 (SHA- ROW)	Fully Excluded	CRT-1.5 C-1.0 R- 1.25 H 75	88,426 sq. ft.	45 Units per Acre	Yes
5	05-03502562	3919 National Dr.-Condo Unit 2	Parcel M /  Plat 21649	Partially Included	CRT-1.5 C-1.0 R- 1.25 H 75	99,495 sq. ft.	45 Units per Acre	Yes
6	05-03502551	3915 National Drive Condo Unit 1	Parcel M /  Plat 21649	Partially Included	CRT-1.5 C-1.0 R- 1.25 H 75	55,164 sq. ft.	45 Units per Acre	Yes

1. Assumes multifamily dwelling units under Optional Method Development with an average unit size of 1,200 square feet. Calculation: 43,560 sq. feet (1 Acre) x 1.25 (Permitted Residential FAR) ÷ 1,200 sq. feet (average unit size) = 45.375 units per acre. PFA criteria requires a permitted average density of 3.5 dwelling units per acre.

I trust this information is sufficient to allow consideration of this request. Should additional information be necessary, please contact me at 240-777-2006 or at [Tina.Benjamin@montgomerycountymd.gov](mailto:Tina.Benjamin@montgomerycountymd.gov).

Very truly yours,

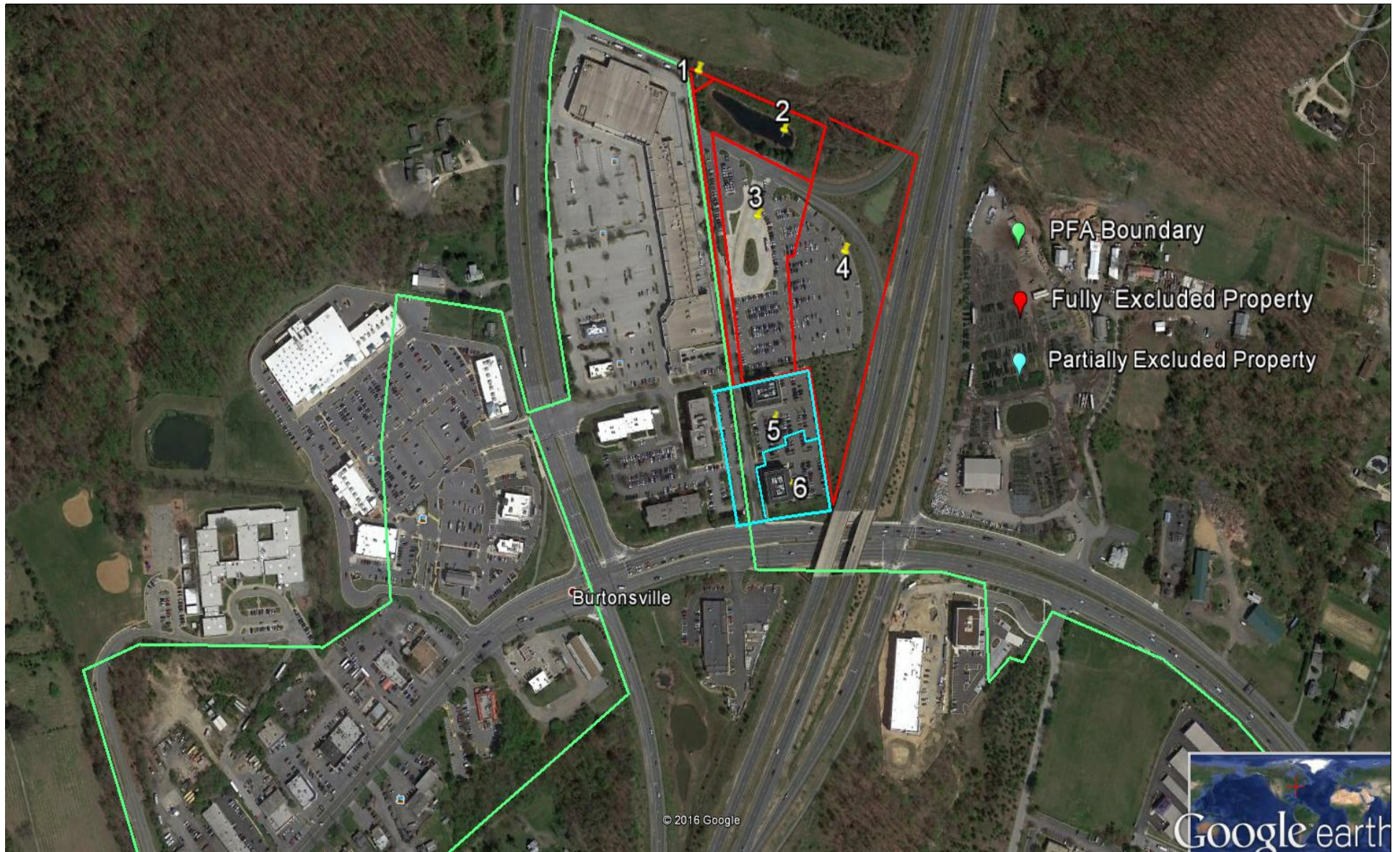


Christine R. Benjamin  
Special Projects Manager

cc: Kipling Reynolds  
Fred Boyd  
Pete McGinnity



## Burtonsville Crossroads Properties Proposed For Inclusion In The Priority Funding Area





## Burtonsville PFA Boundary Discrepancy

While researching a request by Montgomery County to expand the PFA in Burtonsville, Montgomery County Planning Department staff became aware of a discrepancy between the PFA boundary in the agency's GIS and the PFA boundary shown on the Maryland Planning Department's website (<http://mdpgis.mdp.state.md.us/PFA/publicinfotemplate/index.html>). The area marked in blue in the image below represents the part of the PFA shown on both Montgomery County's GIS layer and the MDP map. The areas marked in yellow show two portions of the MDP PFA boundary in Burtonsville that were not in the agency's GIS layer, and could be the result of a mapping error.

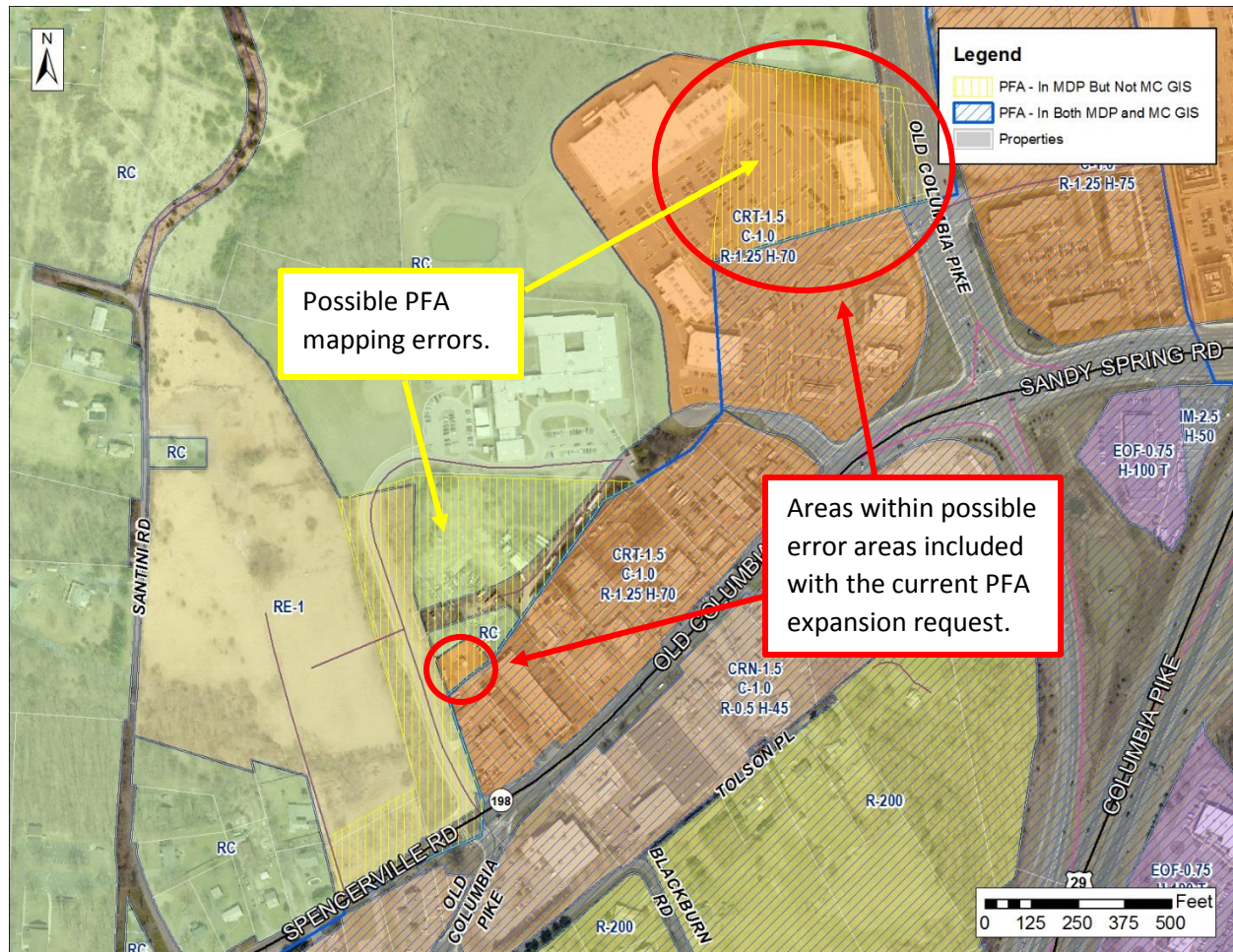


Figure 1. Map showing possible mapping errors in MDP's PFA map. The areas circled in red are part of Montgomery County's current PFA expansion request, but the RE-1 and RC-zoned properties should be excluded from the PFA.

The current zoning for the area is also shown in the image. The orange areas shown on the map are zoned CRT-1.5 and are included in the area the Montgomery County Planning Department is recommending to be added to the PFA. The other parts of the discrepancy area are zoned RE-1 and RC, which do not support the types of density and development necessary to be included in the PFA and should be therefore be excluded from it.