



White Flint 2 Sector Plan Worksession No. 9: Executive Boulevard, Parklawn South, Staging and Schools



Nkosi Yearwood, Senior Planner, Area 2 Division, Nkosi.Yearwood@montgomeryplanning.org, 301.495.1332



Nancy Sturgeon, Master Planner Supervisor, Master Plan Team, Area 2 Division,
Nancy.Sturgeon@montgomeryplanning.org, 301.495.1308



Khalid Afzal, Acting Chief, Area 2 Division, Khalid.Afzal@montgomeryplanning.org, 301.495.4650

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SUMMARY

Staff will present to the Board a proposed overlay zone for industrial properties east of CSX tracks and at Nicholson Court; proposed zoning recommendations for Executive Boulevard; updated staging and financing mechanism; and school recommendations.

SCHEDULE

The Planning Board held a public hearing on the Public Hearing Draft of the White Flint 2 Sector Plan on January 12, 2017. The public hearing record was open until the close of business on January 26, 2017. The Planning Board has held nine worksessions on the Public Hearing Draft of the White Flint 2 Sector Plan, as listed below. At the June 22 worksession, staff intends to provide the Board with redline pages that reflect the Board's modifications to the Sector Plan during the worksessions over the past several months. On July 13, staff will provide a final, Planning Board Draft of the Sector Plan for the Board's review and approval to transmit the Plan to the County Council and County Executive.

- January 26: Focused on transportation analysis and staging recommendations in the Draft Plan.
- February 9: Reviewed the Executive Boulevard District and associated economic feasibility analysis for some properties.
- February 16: A joint meeting with the Rock Spring Master Plan on school issues within the Walter Johnson Cluster.
- February 23: Reviewed the Rockville Pike-Montrose North District and revisited five properties in the Executive Boulevard District.
- March 9: Reviewed the Parklawn South, Randolph Hills and multifamily residential properties in the Plan area.
- March 23: Reviewed financing alternatives for the Plan area.

- April 27: Updated transportation analysis using Highway Capacity Manual (HCM) approach, and revised staging recommendations of the Draft Plan.
- May 4: Reviewed draft Urban Design Guidelines.
- May 18: Reviewed the Parklawn South, Executive Boulevard and Montrose North Districts.

PURPOSE OF THIS WORKSESSION

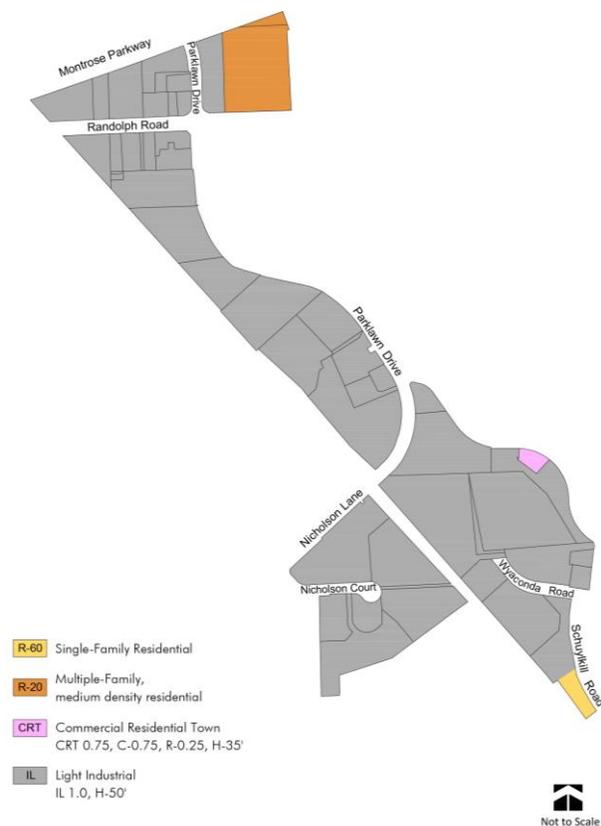
At the June 8 worksession, the Board will review, and make decisions regarding: the framework for an industrial overlay zone for the industrial properties in the Plan area; revised zoning recommendations for Executive Boulevard; the revised staging Plan, which is summarized on pages 5-8 of this memo; the outline of a financing mechanism; and recommendations for school needs in the Plan.

LIGHT INDUSTRIAL PROPERTIES

During the May 18 worksession, the Planning Board expressed an interest in exploring how residential uses could be permitted within the Parklawn South District of the White Flint 2 Sector Plan area, while retaining industrial uses as the primary use.

There are three zoning options that would permit residential development for this industrial area. First, a new overlay zone for the area; second, creating an optional method for the Light Industrial (IL) Zone that would permit residential development; and third, an amendment to the existing Twinbrook Overlay Zone.

The existing Twinbrook Overlay Zone covers industrial areas adjacent to and north of White Flint 2's Parklawn South District. Staff's recommendation for the White Flint 2 industrial area is an overlay that would permit some residential development, but still retain industrial uses as the dominant uses in the zone.

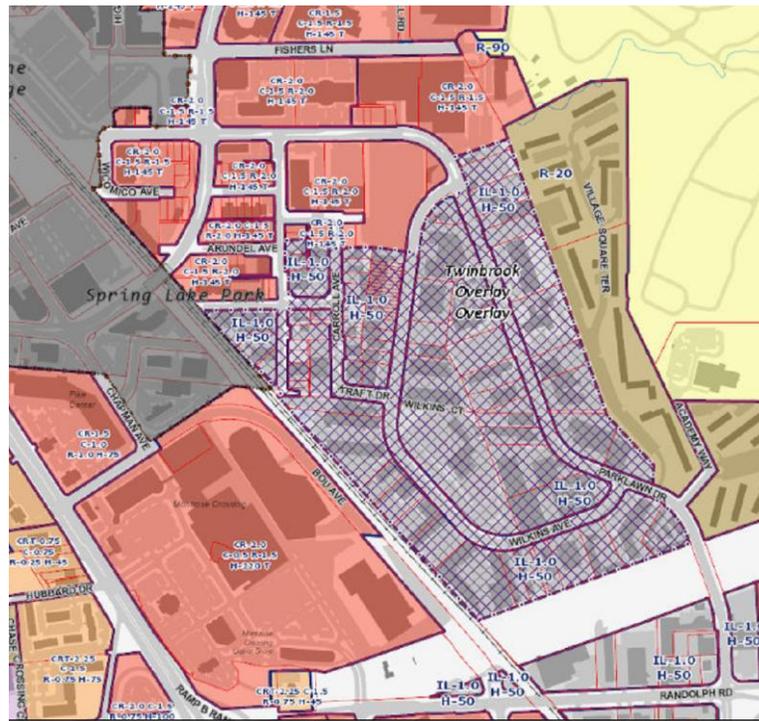


Existing White Flint 2 Light Industrial (IL) zoned properties

Twinbrook Overlay

The approved and adopted 2009 *Twinbrook Sector Plan* recommended an amendment to the Low Intensity, Light Industrial (I-4) Zone to permit “accessory residential use” and to waive or reduce some development standards, including setbacks, green area and parking for industrial properties (page 46). The 2014 Zoning Ordinance update converted the I-4 zone for Twinbrook to the Twinbrook Overlay Zone, Section 4.9.17 of the Zoning Ordinance.

The purpose of the Twinbrook Overlay Zone is to allow residential uses in the IL Zone in areas near the Twinbrook Metro Station. All residential uses are required to be located above the first floor and must be less than 40 percent of the total floor area of the building. The Overlay Zone also requires that a property owner must sign a declaration of use, including all the standards for the use as approved, and to provide notice to future owners of the property of its status as a limited residential use.



Existing Twinbrook Overlay Zone

FRAMEWORK FOR THE PROPOSED WHITE FLINT 2 OVERLAY

The intent of an overlay zone for the industrial areas in White Flint 2 would be to retain industrial uses while providing some residential development within the area. As proposed, this overlay zone will be similar in concept to the existing Twinbrook Overlay Zone, but will be more expansive in its residential potential since residential development will be linked to the Floor Area Ratio (FAR), rather than the “total area of the building” in the Twinbrook Overlay Zone.

Staff is recommending that instead of creating a new overlay zone for the White Flint 2 industrial area, the existing Twinbrook Overlay Zone should be expanded to incorporate special overlay controls for the White Flint industrial area. Basically, two overlay zones would exist under the same Section 4.9.17. of the Zoning Ordinance: the existing Twinbrook Overlay and the recommended White Flint 2 Overlay. Elements of the proposed White Flint 2 Overlay Zone would include the following:

- Maximum FAR: 1.5
- Maximum Residential FAR: 0.75 FAR (Multi-Unit)
- Maximum Building Height: 75 feet
- Non-Residential uses: Light Industrial (IL) Zone uses
- Ground floor must be used only for non-residential uses allowed in the base I-L Zone
- Minimum Public Use Space: 10 percent for mixed use developments
- Design: Guidance in the Master Plan and Urban Design Guidelines
- Procedure: Site Plan for developments that include residential uses per the overlay zone.

EXECUTIVE BOULEVARD DISTRICT

Willco Property

At the May 18 worksession, the Board was split regarding the zoning recommendations for the Willco property, located at Towne Road and Executive Boulevard. Two Board members supported the Draft Plan recommendation for CR 2.5, while two Board members supported the property owner recommendation for CR 3.0.

The Board recommended that the property provide additional public amenities to justify the additional density. Staff has spoken with the property owner's representative who indicated that no additional amenities should be required of the property, and that the property owner does not support the elementary school recommendation. The Draft Plan recommends a civic green of minimum one acre, and an elementary school site on this property. Staff does not recommend any changes to the Public Hearing Draft language for this property.

Executive Boulevard South District

The Board recommended that the Executive Boulevard South District be placed in the CR Zone instead of the Public Hearing Draft Plan recommendation of EOF Zone. The Board also determined that the Guardian property, located at the intersection of Old Georgetown Road and Executive Boulevard, should have one building up to 200 feet high at the northeastern corner of the property; the rest of the buildings on this site should transition to a maximum height of 70 feet at the southern portion of the property. A 50-foot treed buffer along the southern property line should be retained.

The recommended revised zoning for Executive Boulevard South takes into consideration existing FARs of office buildings, and prior recommendations for infill residential development in this District. During prior worksessions, Staff revised the Public Hearing draft recommendations for five Executive Boulevard properties and recommended a floating CRT Zone, CRT 1.5 C1.25 R1.0 H100 for them, and a floating zone CRT 2.0 C1.0 R1.5 H150 for

three properties closest to Old Georgetown Road. However, the Board made the decision to zone these properties to CR zones. Therefore, based on these discussions, the revised Executive Boulevard South recommendations are the following:

- The Guardian property, located at 6000 Executive Boulevard, should be zoned CR 2.0 C1.0 R1.5 H200 zone with master plan language that would allow the full 200-foot height at the northeast corner of the property.
- Two properties (6006 and 6010 Executive Boulevard) should be zoned CR1.5 C1.0 R1.5 H150.
- All other Executive Boulevard properties, including the Kaiser Permanente property, should be zoned CR1.5 C1.5 R1.0 H100. Zone (two properties in this area--2101 East Jefferson and 6116 Executive Boulevard-- have existing commercial FARs above 1.3 and 1.0, respectively).

STAGING

The Board's land use and zoning deliberations have increased the development potential within the Plan area, beyond the Public Hearing Draft Plan recommendations. However, staff recommends that the staging limits should govern the amount of development in the Plan area. This approach is the same as the 2010 *White Flint Sector Plan*, where the Plan states that "the proposed zoning envelope contains more potential density than will be used over the life of the Plan" (page 67).

The Draft Plan staging proposal combines required infrastructure for this Plan area with key staging triggers from the 2010 *White Flint Sector Plan*. The Draft Plan staging recommendations are divided into three phases with residential and non-residential development associated with each phase and infrastructure triggers for each phase. The framework for the White Flint 2 Sector Plan staging is established by a critical factor: the Plan area's adjacency to the 2010 *White Flint Sector Plan* area and its staging plan requirements.

New development can occur anywhere in the Plan area. Infrastructure listed for each phase could be funded either through the Capital Improvements Program (CIP), Consolidated Transportation Program (CTP) for State-related projects, public-private partnership or developer initiative and contribution. During each phase, the Planning Board may approve both residential and non-residential development until the limits of both are achieved.

Revised Staging Plan

Based on prior Planning Board worksessions and public testimony, staff is recommending additional modifications to the Draft Plan staging recommendations. The first modification is shifting the circulator/shuttle from the second phase to the first phase to promote increased mobility options within the Plan area and adjacent areas. A dedicated circulator/shuttle will also contribute towards achieving the recommended NADMS goals, and it will provide connections for visitors, residents, and employees to both White Flint Plan areas and other areas in North Bethesda.

Bethesda's "Circulator" and Silver Spring's "Van Go" are examples of existing, dedicated circulators that serve these two Central Business Districts. Recently, Montgomery County Department of Transportation (MCDOT) initiated a shuttle to Rock Spring Park from the Grosvenor-Strathmore Metro Station, during morning and afternoon peak periods. Another dedicated local circulator is the King Farm Shuttle, which provides service from the King Farm development in the City of Rockville to the Shady Grove Metro Station.

The second recommended modification to the staging plan is adjusting the language associated with the NADMS goals. The initial analysis for the recommended NADMS goals was based on employees, since it follows the approved Subdivision Staging Policy (SSP) goals for North Bethesda, which is also employee focused. The revised recommendation would include NADMS goals for both employees and residents, like the third phase of the 2010 *White Flint Sector Plan*. Further, the Executive Boulevard and Rockville Pike-Montrose North districts will have the same NADMS goals as the 2010 *White Flint Sector Plan*. These areas will receive the highest amount of new development and will significantly benefit from new infrastructure in the 2010 Sector Plan area. Properties east of the CSX tracks will have a lower NADMS since less development and infrastructure is recommended for this area and it is further from existing transit.

Based on the Planning Board worksessions and public testimony, staff is recommending modifications to the Plan's staging as follows:

1. The Sector Plan should include a limit on the total amount of floor area that can be built in White Flint 2. This hard cap should be equal to the total amount of residential and non-residential floor area recommended for all three stages in the Public Hearing Draft based on the traffic impact analysis and school capacity estimates performed for the Public Hearing Draft Plan. When the Sector Plan achieves the amount of growth permitted in three stages per this cap, the Sector Plan would be updated to explore the feasibility of allowing addition growth at that time. Keep the amount of development allowed in three stages the same as it is in the Public Hearing Draft.
2. Shift the circulator/shuttle from the second phase to the first phase to promote increased mobility options within the Plan area and adjacent areas and help achieve the recommended NADMS goals.

Revise the language associated with the NADMS goals to make it a soft trigger (see the table below).

3. Remove the phase two trigger for the streetscape and bikeway improvements within a quarter-mile of the Metro Station since this trigger is more important to the 2010 *White Flint Sector Plan* area than the White Flint 2 Plan area.
4. Remove the trigger in Phase 2: "fund the acquisition or dedication of a new public park for the plan area." The potential acquisition or dedication of a park on any of the major properties will be discussed and decided during the redevelopment process based on the specific recommendations for each property.

- Modify the funding of the realignment of Parklawn Drive and Randolph Road from the first phase to the second phase.

Phase 1 Residential: 2,000 dwelling units Non-Residential: 1 million sq. ft.	Phase 2 Residential: 2,000 dwelling units Non-Residential: 1 million sq. ft.	Phase 3 Residential: 2,000 dwelling units Non-Residential: 1 million sq. ft.
<p>During Phase 1, the Planning Board should assess whether the Plan area has achieved a NADMS goal of 34 percent for employees and 34 percent for residents in the Executive Boulevard and Rockville Pike Districts. Areas east of the CSX tracks should attain NADMS goals of 27 percent for employees and 27 percent for residents.</p> <p>Fund the Executive Boulevard and East Jefferson protected bikeway.</p> <p>Fund a shuttle or circulator that serves the Plan area, residential communities, and Metro station areas.</p> <p>Fund and complete the design study for Rockville Pike Bus Rapid Transit (BRT) that will be coordinated with SHA, MCDOT, M-NCPPC and the City of Rockville.</p> <p>Complete the implementation of Western Workaround, including the realignment of Executive Boulevard, Towne Road and Old Georgetown Road (MD 187) for vehicular travel.</p> <p>Montgomery County Public Schools (MCPS) must evaluate the need for a new elementary school within the Walter Johnson cluster and determine how and when a new elementary school will be programmed.</p> <p>Maryland Department of Transportation (MDOT) must conduct a feasibility study for an infill MARC station along the Brunswick Line and determine if a MARC station should be located in the Plan area.</p>	<p>During Phase 2, the Planning Board should assess whether the Plan area has achieved a NADMS goal of 42 percent for employees and 42 percent for residents. Areas east of the CSX tracks should attain NADMS goals of 35 percent for employees and 35 percent for residents.</p> <p>Fund the second entrance to the White Flint Metro Station.</p> <p>Fund the roadway realignment of Parklawn Drive and Randolph Road.</p> <p>The Planning Board must assess that the Sector Plan is achieving its goals and that all the infrastructure items for Stage 2 are completed, prior to proceeding to Stage 3.</p>	<p>During Phase 3, the Planning Board should assess whether the Plan area has achieved a NADMS goal of 50 percent for employees and 51 percent for residents. Areas east of the CSX tracks should attain NADMS goals of 42 percent for employees and 42 percent for residents.</p> <p>Fund and implement the Parklawn Drive Shared Use Path.</p> <p>Construct the realignment of Parklawn Drive and Randolph Road.</p> <p>Montgomery County Public Schools (MCPS) must construct an elementary school for the Walter Johnson School Cluster or determine how elementary school needs will be addressed for the Cluster.</p> <p>Construct a new MARC station, if MDOT determines that a MARC station will be located within the Plan area.</p>

Phase 1 Residential: 2,000 dwelling units Non-Residential: 1 million sq. ft.	Phase 2 Residential: 2,000 dwelling units Non-Residential: 1 million sq. ft.	Phase 3 Residential: 2,000 dwelling units Non-Residential: 1 million sq. ft.
The Planning Board must assess that the Sector Plan is achieving its goals and that all the infrastructure items for Stage 1 are completed, prior to proceeding to Stage 2.		

Financing Mechanism

The Draft Plan recommends that within 12 months of adopting the White Flint 2 Sectional Map Amendment (SMA), the Council should determine if a public financing mechanism should be established to fund public infrastructure. Based on Staff’s discussions with the Executive staff, and a White Flint 2 property owners’ meeting organized by the Executive staff on May 1, 2017, Staff is recommending that the Planning Board Draft of the Sector Plan include a broad outline of a financing mechanism for the White Flint 2 area with the following elements:

1. Due to the proximity of the western portion of the White Flint 2 Plan area to the 2010 White Flint Plan area, and the additional value that will be created in White Flint 2 area by the infrastructure improvements in the 2010 White Flint Plan, the western portion of the White Flint 2 Plan area should have the same financing mechanism as the 2010 White Flint Sector Plan area. This means that the western portion of the White Flint 2 taxing district will have the same benefit of no LATR review for new development in White Flint 2.
2. The 2010 White Flint Plan’s staging and maximum amount of development will remain unchanged, and the Western portion of the White Flint 2 area incorporated into the existing White Flint taxing district will be subject to its own maximum development numbers and staging controls as shown in the table above.
3. Like the existing White Flint taxing district, the western portion of the White Flint 2 area that would be incorporated into the existing taxing district would be exempt from LATR review and mitigation requirements of the standard APF review process.
4. The eastern portion of the Plan area will not be part of the taxing district, and will continue to be subject to LATR review requirements.

SCHOOLS

All school levels in the Walter Johnson Cluster have experienced significant enrollment growth and consequential space deficits, primarily from turnover in existing residential neighborhoods, but also from some new residential developments. The three North Bethesda master plans currently under review -- the White Flint 2 Sector Plan, the Rock Spring Master Plan, and the Grosvenor-Strathmore Metro Area Minor Master Plan Amendment -- will impact the Walter Johnson Cluster.

The White Flint 2 Public Hearing Draft recommends either the Wilgus or Willco properties as appropriate for an elementary school because the combined properties will have a significant impact on the Cluster and are owned by the same entity. These sites were recommended for an elementary school because they are located adjacent to existing and future residential development, including the Morgan and Miramont Apartments and Condominiums to the north and Pike & Rose to the east. The Draft Plan also recommends the Rocking Horse Road Center as an elementary school site.

During a joint worksession with the Rock Spring Master Plan team on February 16, 2017, Montgomery County Public Schools (MCPS) staff indicated that the Rocking Horse Road Center site may be appropriate for a middle school or a high school in the future. The Rocking Horse Road Center property is in the Downcounty Consortium.

Given the recommended amount of residential development that could occur within the Plan area, especially within the existing Walter Johnson Cluster, it is appropriate that the Master Plan identify potential sites where an elementary school could be located in the future. In addition to the Willco property, the Board could consider the Montrose Crossing property because it is more than 30 acres in size and can accommodate significantly more development.

To justify a new MCPS elementary school, the total cluster space deficit should be between 450–500 seats. Based on the future, potential housing development in the cluster, a new school will be needed; therefore, the proposed staging plan recommendations will allow for the continued school enrollment to be monitored and assessed. The adjacent 2010 *White Flint Sector Plan* recommends a new elementary school at the White Flint Mall property as the preferred site, and the Lutrell property as the alternative. There is no school site recommendation in the 2009 *Twinbrook Sector Plan*.

The importance of elementary schools is elevated by the 2016-2020 Subdivision Staging Policy (SSP) that introduced seat deficit, (110 seats) along with the typical 120 percent maximum utilization rate as a measure of elementary school adequacy. If projected enrollment in an elementary school service area exceeds 110 seats or 120 percent utilization rate, the area will be placed in moratorium.