



THE MARYLAND-NATIONAL CAPITAL PARK AND PLANNING COMMISSION

April 9, 2004

MEMORANDUM

TO: Montgomery County Planning Board

VIA: John A. Carter, Chief *JAC*
Community-Based Planning Division

Jeff Zyontz, Chief *JZ*
Countywide Planning Division

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SUBJECT: Olney Master Plan Public Hearing Draft Worksession No. 7:
Olney Town Center Recommendations

INTRODUCTION

This is the seventh worksession for the proposed Olney Master Plan amendment. It focuses on the Draft Plan's recommendations for the Olney Town Center. The review of the issues presented in this report will complete the series of worksessions scheduled to review all of the substantive issues of the Olney Public Hearing Draft. The next worksession tentatively scheduled for May 20 will seek the Planning Board's approval for the Planning Board Draft Plan of the Olney Master Plan, which will then be transmitted to the County Executive and the County Council.

This report is divided into three parts: Town Center Land Use; Town Center Transportation; and Miscellaneous Items. The circled pages contain the letters, e-mails and other communications received since the publication of the Staff Draft in July 2003, relevant to the issues discussed in this report.

The land use and zoning part of the report discusses the Draft Plan's land use, urban design and zoning recommendations and staff's suggested modifications to these recommendations, for the Planning Board's review and approval. The transportation part discusses the Public Hearing Draft recommendations for the Town Center transportation network and staff's response to comments and other testimony received to date on these recommendations.

The third part of this report addresses two other items: 1) a request by environmental and community groups for Special Protection Areas (SPAs) in the southeast quadrant, and the Olney part of the North Branch of Rock Creek; and 2) staff's population projections for the Olney Master Plan at full build out and the impact on staff's assessment of parks and recreation needs for the master plan.

The Town Center Land Use and Zoning part of this report seeks the Planning Board's decision on the following items:

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| Land Use Item #1. | Overall Concept of a Mixed-use Olney Town Center |
| Land Use Item #2. | Urban Design Guidelines |
| Land Use Item #3. | Improved Pedestrian Circulation |
| Land Use Item #4. | A New Mixed-use Zone for the Town Center |
| Land Use Item #5. | Major Elements of the Proposed New Mixed-use Zone for the Town Center |
| Land Use Item #6. | Town Center/Town Commons – Olney Elementary School Property |
| Land Use Item #7. | Finneyfrock Property |
| Land Use Item #8. | Olney Post Office and Olney Library Properties |
| Land Use Item #9. | Silo Inn and Dr. Lee's Properties |

The Town Center Transportation part of this report seeks the Planning Board's decision on the following items:

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| Transportation Item #1. | Appomattox Avenue |
| Transportation Item #2. | Buehler Road |

The third part seeks Planning Board's decision on the following miscellaneous items:

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|------------------------|---|
| Miscellaneous Item #1. | Special Protection Areas in the Southeast Quadrant and North Branch of Rock Creek |
| Miscellaneous Item #2. | Population Projections for the Olney Master Plan |
| Miscellaneous Item #3. | Oakdale Junior High School Reserve Site and Emory Lane County-owned Site |

TOWN CENTER LAND USE AND ZONING

INTRODUCTION

The Draft Plan's goal for the Olney Town Center is to create an economically healthy, attractive, pedestrian-oriented, and well connected Town Center to be the commercial and civic heart of the community, with a civic center and a town commons located in the Town Center.

The Olney Town Center is the commercial area around the intersection of Georgia Avenue and MD 108. It covers approximately 90 acres and contains some 150 stores and other commercial establishments in more than 820,000 square feet of commercial space, including approximately 550,000 square feet of retail space in four strip shopping centers and individual stores. The neighborhoods around the Town Center consist of townhouses, garden apartments and single-family houses.

MAJOR ISSUES

Although the Town Center has been successful in adhering to the 1980 Master Plan policies and preventing the spread of commercial strips outside the Town Center, it is presently a suburban crossroads with a collection of strip shopping centers and individual stores with no sense of place. More specifically:

- It is not pedestrian-oriented and lacks easy and convenient connections among the different shopping centers.
- It is a suburban crossroads of strip shopping centers and parking lots with no sense of place.
- Local community has identified a need for a civic center, a place where a variety of community services such as a library, a police substation, a County services center, the Olney Chamber of Commerce, a visitor's center, and a teen center can be located jointly, preferably in the Town Center.
- It lacks an outdoor public open space for the community to gather that would accommodate the many civic functions and annual events that take place in Olney. Currently, they are held in parking lots or playgrounds.

THE PROPOSED TOWN CENTER PLAN

Land Use Item #1. Overall Concept of a Mixed-use Olney Town Center

Recommendations:

1. Retain the Draft Plan's recommendations for development of residential uses in the Town Center.
2. Modify language in the Draft Plan to clarify maximum development capacity of the new zoning mechanism.

The draft Town Center Plan is based on the concept of Olney as a satellite town, which has been a guiding principal for land use in Olney since the development of the County's 1964 General Plan. It envisions the Town Center as a local retail center rather than a regional shopping and employment center. The proposed Plan reinforces this concept by limiting the future retail and commercial development in the Town Center to the type of uses that draw their customers from the local community rather than the larger Countywide population. This concept is based on Olney's road network and what that network can support, and on the community's desire to retain and enhance the character of the Town Center primarily as a local retail and service center.

The major change in the proposed Plan from the 1980 Plan is the introduction of residential uses in the Town Center based on the idea that a mixed-use development pattern would help create a more attractive center without changing the concept of Olney Town Center as a place for local retail and services. Residential uses will also help activate the core by increasing the number of people within easy walking distance of the stores and services, and encourage pedestrian traffic in the center.

Staff is also proposing to clarify the Master Plan language to indicate that 400 residential units and 300,000 square feet of commercial space stated in the Master Plan is one of the likely development scenarios in the next 15-20 years and not the maximum capacity of the proposed rezoning of the Town Center described later in this report. For traffic analysis and population estimates the staff has used low-end estimates that assume up to 400 units and 1.1 million square feet of commercial and retail space. The theoretical maximum capacity of the proposed controls for the entire Town Center would be 1,500 units and 3.5 million square feet of commercial space.

Land Use Item #2. Urban Design Guidelines

Recommendations:

- 1. Modify the first bullet the Draft Plan's recommendation on page 54 of the Town Center Chapter as follows:**

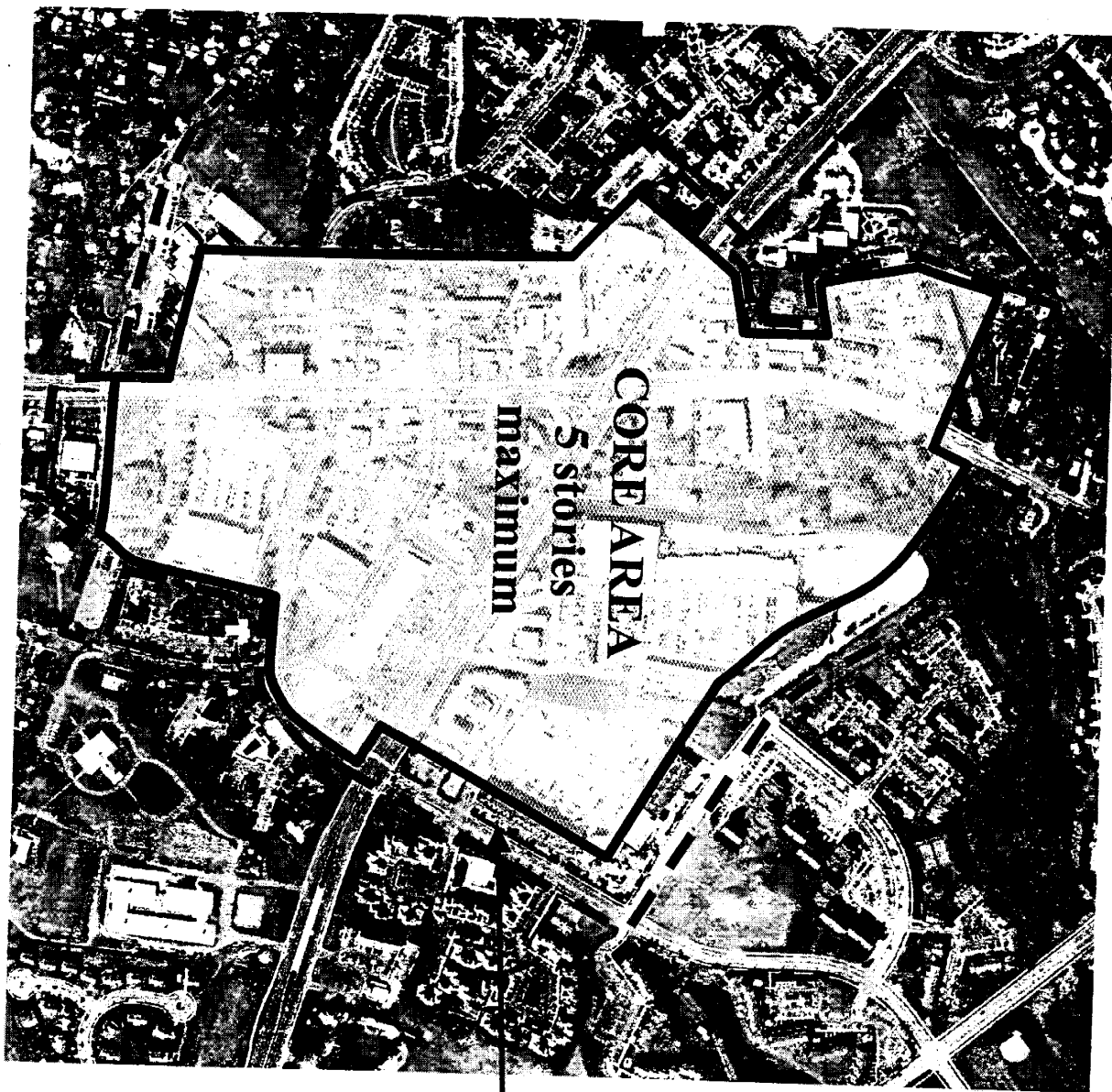
Limit the height of any building within the core area of the Town Center to five stories. Buildings in the rest of the Town Center can be three to four stories high, depending upon their location along the edges of the Town Center, to be compatible with the height and form of the surrounding development. Unoccupied features such as clock towers and spires may be higher than these maximum building heights.

- 2. Add the following paragraph to the Urban Design Recommendations of the Draft Plan:**

Georgia Avenue and MD 108 should be designed as green boulevards and their current traffic capacity should not be increased through additional lanes. The negative impacts of through traffic should be mitigated through landscaping such as green medians, street trees, sidewalks, at least six-foot wide curbside green panels, and other design features.

Olney Worksession # 7- April 15, 2004

Building Height Concept



CORE AREA
5 stories
maximum

EDGE AREA
3-4 stories
maximum

A more compact development pattern is proposed to absorb new residential development without increasing the overall land area of the Town Center and as a way to transform the Town Center from its current linear setting into a more attractive and varied building form. A variety of building heights is encouraged to avoid the monotony of linear, single-story shopping centers. The height recommendation of five stories in the core and three to four stories along the edges is based on the assumption that not all buildings would be able to reach the maximum density and permitted height due to variations in lot sizes and other factors, resulting in a varying profile of building heights. Buildings in the core area of the Town Center should be higher than elsewhere in the Center and located closer to the street where feasible to discourage large expanses of parking lots as the predominant view from these roads.

Staff is proposing to modify the Draft Plan's language pertaining to building heights in the Town Center to allow more flexibility in placing higher buildings in the core of the Town Center. The Draft Plan currently states that higher buildings (up to four stories) can be located within 300 feet of Georgia Avenue and MD 108. Staff is recommending a core-and-edge concept instead of this corridor concept and increasing the building height in the core to a maximum of five stories.

Staff is also recommending additional design guidelines regarding future improvements to Georgia Avenue and MD 108 in the Town Center to make them more attractive and pedestrian-oriented.

Land Use Item #3. Improved Pedestrian Circulation

Recommendation:

Retain Draft Plan's recommendations for pedestrian circulation in the Town Center

The proposed circulation concept is based on a street pattern with a combination of vehicular and pedestrian connections creating small blocks more conducive to pedestrian circulation. Other opportunities to create more pedestrian connections should be pursued as redevelopment occurs in the future. The Plan recommends some specific street connections to make sure that future developments provide easy pedestrian access within the Town Center as well as to the surrounding areas.

The Draft Plan contains the following specific recommendations for improving pedestrian circulation in the Town Center:

1. Provide easy and convenient pedestrian connections between the shopping centers and the adjoining residential areas.
2. Create multiple, safe and pedestrian-oriented crossings of Georgia Avenue and MD 108.
3. Provide a safe, convenient, and pedestrian-oriented vehicular connection between the Village Mart and Olney Town Center.

4. Connect North High Street to Morningwood Drive. Explore the feasibility of connecting MD 108 to North High Street/Morningwood Drive at the time of redevelopment of the Olney Library and the Olney Shopping Center.
5. Allow on-street parking where feasible on all streets except Georgia Avenue and MD 108.
6. Create pedestrian-oriented streetscape through landscaping, traffic calming measures and other design features.

No change is recommended for these guidelines.

IMPLEMENTATION OF THE PROPOSED COCEPT

Land Use Item # 4. A New Mixed-use Zone for the Town Center

Recommendation:

Retain the Draft Plan's recommendation to rezone all properties in the Town Center with a single, mixed-use zone.

The Draft Plan proposes to implement the mixed-use concept in the Town Center through a new mixed-use zone since the existing five different commercial zoning districts in the Town Center, C-1, C-2, C-T, C-O, and O-M, do not provide for a mix of uses and they are not appropriate tools to achieve urban design and other elements of the proposed concept. C-O, for example is more suited to regulate office uses in a higher density Central Business District than a local service center. C-2 is more appropriate for uses generally found in regional shopping centers and clusters of commercial developments. C-1 specifically excludes residential uses such as elderly housing, which should be allowed in the Town Center. The Draft Plan recommends that all properties be rezoned to a new mixed-use zone that would be drafted later in the processes before the Plan is finalized by the County Council.

The proposed mixed-use zone would allow retail and office uses that serve the local community. The zone would use the bonus incentive mechanism to achieve public amenities such as plazas, small parks, and a town commons if a combined development of two or more of the larger shopping center properties occurs. A maximum commercial floor area (up to 0.3 FAR) would be permitted by right as a base for all properties. Additional commercial floor area (up to 0.5 FAR) would be permitted in exchange for public amenities in the development. These controls would be further refined as the new zone is formulated after the Planning Board's approval of the incentive zoning concept and as the Plan is reviewed by the County Council.

The proposed new zone would allow town houses and multi-family residential uses with a maximum density of 15 units per acre.

Land Use Item # 5. Major Elements of the Proposed New Mixed-use Zone for the Town Center

Recommendations:

- 1. Modify the Draft Plan's outline of the new mixed-use zone for residential floor area by removing the residential FAR limit and therefore controlling the residential densities only through the units-per-acre control.**
- 2. Modify the proposed building height controls of the proposed zone to allow Buildings within the core area of the Town Center to be as high as five stories and buildings in the rest of the Town Center can be three to four stories depending upon the height of buildings in the adjoining residential areas.**

The Implementation Chapter of the Draft Plan contains a proposed outline of a new zone for the Town Center. Based on the discussion of the mixed-use concept and design guidelines in this report, staff is recommending modifying some parts of the outline of the new zone contained in the Implementation Chapter to be consistent with the discussion of Town Center urban design concept in this report.

Land Use Item #6. Town Center/Town Commons – Olney Elementary School Property

Recommendations:

Modify the Draft Plan language as follows:

- 1. Explore opportunities for a civic center/town commons with retail, offices, a civic center and a major public space of at least one acre in the Town Center through a variety of public and private mechanisms.**
- 2. Explore the feasibility of a civic center/town commons on the Olney Elementary School site if it is no longer needed for a school use.**
- 3. If the Olney Elementary School site is used for a civic center, the current ballfields and open space should be preserved and designated as parkland.**
- 4. If the Olney Elementary School site is not needed for educational purposes and it is not used for a civic center, it should be redeveloped as a mixed-use retail/housing/office development like the rest of the Town Center. The current open space with ballfields should be preserved and designated as parkland.**

A civic center and town commons in the Olney Town Center, integrated into and a part of the retail activity of the Town Center, is a significant element of the proposed concept. The Draft Plan estimates that a public open space of approximately one acre would be the minimum needed for an appropriate town commons. It should preferably be located next to a civic center and part of the pedestrian network of the Town Center. A civic center with a library, a services center, a police substation, a teen center and other potential services combined with retail and parking would need a three to four acre site if independently located. The possibility of locating a civic center and a town commons as part of a redevelopment of one of the larger shopping centers could significantly reduce the size of the needed land by allowing the civic center to share building space and parking with other retail uses.

Currently, there are no sites within the Town Center to accommodate a joint civic center/retail/town commons project. Other sites and opportunities may become available in the future and should be explored. The Draft Plan's proposed zoning mechanism for the Town Center is designed to produce public amenities in exchange for bonus floor area for private developments, especially on the larger shopping center properties.

The Draft Plan identifies the 9.9-acre Olney Elementary School site at the corner of Georgia Avenue and Queen Mary Drive as the only publicly owned site in the Town Center and large enough to accommodate a Civic Center/Town Commons. The site is currently needed for the Olney Elementary School which may continue to operate from this site for the life of this Master Plan. If the school needs change and the site is not needed for school purposes, the Draft Plan recommends exploring the feasibility of a civic center/town commons on the site. The Plan suggests a public/private partnership mechanism as the best way to create a project that could be a catalyst for redevelopment of this quadrant and the Town Center and recommends preserving the existing ballfields and the open space for community use as a local park. The Draft Plan recommends rezoning the site as part of a new mixed-use zone for the rest of the Town Center, which would allow the school to continue but would provide a mechanism in the case of a possible civic center development on the site.

Members of the adjoining community, in testimony submitted for the Public Hearing Draft have asked that, if the school site is not needed for educational purposes the entire school site should be converted into a local park. Staff does not support this recommendation since no need for a local park at this location has been identified in the master plan development process. Staff recommends instead to amend the Draft Plan language to state that if the school site is not needed for educational purposes and it is not used for a civic center/town commons it should be used for a mixed-use retail/offices/housing development like the rest of the Town Center and the current open space with ballfields should be converted into a local park.

Land Use Item #7. Finneyrock Property

Recommendation:

Delete the Finneyrock property recommendation from the Draft Plan and update the existing zoning maps in the Plan to reflect the recent rezoning of the property to PD-9.

This 4.9-acre property was zoned C-1 and R-200 in the 1980 Plan. The Staff Draft supported a proposal to rezone the property to PD-9 to allow development of an elderly housing project on the property. Recently, the property was rezoned to PD-9 and a preliminary plan for a 100-unit elderly project was approved by the Planning Board. Staff will include the PD-9 for this property on the Zoning Map.

Land Use Item #8. Olney Post Office and Olney Library Properties

Recommendations:

- 1. Retain the Olney Post Office on the current site. If the post office is moved to a bigger site, it should be relocated within the Town Center.**
- 2. If the post office moves to another site, the site would be suitable for rezoning to PD-7 for housing or a special exception use.**

This 1.5-acre post office site on MD 108 is currently zoned R-60. If the post office relocates to another site, this property would be suitable for PD-7, which will be an extension of the current zoning to the south of the property. A town house development or a special exception would be an appropriate use of the site. The post office should make every reasonable effort to relocate within the Town Center if it needs to move to a bigger site.

Olney Library

Recommendation:

Retain the Draft Plan's recommendations for the Olney Library.

The Olney Library is currently located on a 2.5-acre, R-60 zoned site. Its program and space needs have grown significantly since it opened at the current location in 1980. The Draft Plan recommends that if the library is moved to a bigger site it should be relocated within the Town Center, preferably as part of a civic center, and the current site should be used for housing or an appropriate institutional use. It recommends the PD-7 zone for the site if it is redeveloped for uses other than a library. No testimony was received regarding the Draft Plan's recommendations for this site.

Land Use Item #9. Silo Inn and Dr. Lee's Properties

Recommendations:

- 1. Retain the Draft Plan's recommendations to rezone the Silo Inn property from C-1 to R-200.**
- 2. Do not rezone Dr. Lee's property to C-T.**

Silo Inn Property

This approximately 3.0-acre property, also known as Martin's Dairy or Higgin's Tavern, comprises two parcels and is currently zoned C-1 and R-200. It is located on the west side of Georgia Avenue, which provides only a right-in/right-out access to this property since a median break for a left turn into or out of the property is not permitted. It includes an historic house designated on the Master Plan of Historic Properties.

The property was originally part of a larger tract of land that was subdivided in 1990 for a residential subdivision in the R-200 Zone, now known as Victoria Springs. The commercial use on the site stopped in the early 1990s and the main building was demolished soon afterwards. A few years later, the last remaining structure on the property was demolished for safety reasons. The historic house at the northeast corner of the property still stands.

The property was zoned C-1 in the 1980 Plan, an exception to the 1980 Plan's concept of locating all retail and commercial operations in the Town Center. There have been numerous attempts to develop this property for various uses including a commercial shopping strip, a post office, an Alzheimer's facility, and a neighborhood shopping center. None of the proposals were successful for a variety of reasons. One of the issues that came up during discussion of these proposals with the community was that the Zoning Ordinance prohibits putting commercial parking on the residential portion of the property, something the property was allowed to do in the past as the continuation of a non-conforming use. However, since that non-conforming use has been discontinued for a number of years, it is not clear whether any new commercial use will be allowed to use the R-200 portion for commercial parking.

The new owners of the property have submitted a request (cover letter attached to this report, full package distributed to Planning Board members as part of this packet item) to retain the current C-1 zoning for the property and either rezone the R-200 portion to R-60, or recommend a text amendment for the R-200 zone, to allow commercial parking from the C-1 portion to be located on the R-200 portion of the property.

The Draft Plan recommends rezoning this property as residential since C-1 in this location is not consistent with the surrounding neighborhood and the Plan's objective to direct all retail and commercial growth into the Town Center. A strip shopping center of any kind at this location would conflict with the Plan's intent to preserve a green, semi-rural, residential character of Georgia Avenue between Norbeck Road and the Town Center. A residential development under the R-200 Zone or a special exception use in that zone on a scale that is compatible with Georgia Avenue and the surrounding residential area's character would be appropriate. Greater Olney Civic Association has supported the Draft Plan's recommendations.

Staff's recommendation for rezoning the C-1 portion to R-200 is based on the reasons noted in the paragraph above and not the issue of whether commercial parking from C-1 should be allowed on the R-200 portion. Staff does not agree with the applicant's proposal and recommends retaining the Draft Plan's recommendation for this property.

Dr. Lee's Property

This approximately 24,720-square foot property is zoned R-200 and used as a non-resident medical practitioner office since 1998 through a special exception from the Board of Appeals. It is the first property located outside the commercially zoned area of the Town Center and south of the Sandy Spring Bank property on the east side of Georgia Avenue. At the time of the special exception application in 1998, the staff recommended denial of the special exception request because granting a special exception for such a use right next to the Town Center was not consistent with the master plan concept of focusing all such uses in the Town Center and discouraging proliferation of commercial uses outside the Town Center.

Now the owner has requested that the property be rezoned to C-T (letter attached). Staff believes that there is no need to rezone the property for its current use as a dentist's office under special exception controls. Rezoning the property would be

inconsistent with the intent of the Draft Plan to create a diverse and compact Town Center. Staff recommends denial of this rezoning request.

TOWN CENTER TRANSPORTATION

The two Town Center transportation issues discussed below address a similar transportation concern regarding how connected the Town Center should be to the adjacent communities. In the case of Appomattox Avenue, a master plan roadway connection is needed to protect the adjacent residential communities from cut-through traffic. The realigned Appomattox Avenue connection is therefore recommended. In the case of Buehler Road, a master plan roadway connection would likely increase cut-through traffic in the adjacent residential communities. The Buehler Road connection is therefore recommended to be removed from the Master Plan as a traffic street, but retained for pedestrian and bicycle access.

Transportation Item #1. Appomattox Avenue

Recommendation:

Retain the Draft Plan's recommendation for Appomattox Avenue

The 1980 Plan includes an extension of Appomattox Avenue across James Creek to intersect Georgia Avenue, which would require a new stream crossing of James Creek tributary with associated adverse impacts to the natural environment. This extension is opposed by the Townes at Environ community to the north, and would likely require public expenditure.

A direct, business-district street connection is needed between Georgia Avenue (MD 97) and the built portion of Appomattox Avenue to serve proposed redevelopment of the Town Center's northeast quadrant. Currently, both auto and truck traffic from the north on MD 97 has three options to access the northeast quadrant, each with a drawback:

- Use a portion of Prince Philip Drive and access the northeast quadrant via either Spartan Road or Marksman Circle. This path requires travel through residential neighborhoods.
- Use Hillcrest Avenue. This path requires travel through a network of private parking lots and loading areas.
- Travel past the northeast quadrant and turn left at MD 108, then left again into the northeast quadrant. This path requires travel through the "100 percent" corner of the Olney Town Center.

The current development in the northeast quadrant generates approximately 180 peak hour vehicle trips that would use one of the three options above. Instead of Appomattox Avenue connection to Georgia Avenue, the Public Hearing Draft Plan proposes to extend Hillcrest Avenue to meet existing Appomattox Avenue through the Village Mart property. Recognizing that the Olney Village Mart shopping center has recently been renovated and that proposed connection is a major expenditure, the Public Hearing Draft Plan states that only a major addition or redevelopment of the northern part of the

shopping center property would trigger the construction of Appomattox Avenue Extended across the property to meet Hillcrest Avenue.

Transportation Item #2. Buehler Road

Recommendation:

Retain the Draft Plan's recommendation for Buehler Road

The Executive does not support the proposed downgrading of Buehler Road to a primary residential roadway since the road provides access to a large number of homes, a church, and a park. The Executive believes that the currently unbuilt portion of Buehler Road may be needed in the future for congestion relief.

The Buehler Road connection would serve two purposes for motorists:

- Allow Hallowell residents to drive to the Town Center without traveling on Georgia Avenue or MD 108; and
- Allow Town Center traffic another point of access through the Hallowell community.

The extension of Buehler Road could provide localized congestion relief by providing a "bypass" route around the intersection of Georgia Avenue and Spartan Road. The bypass route would include King William Drive, a secondary residential street that intersects Georgia Avenue at a signalized intersection south of Spartan Road. The intersection of Georgia Avenue and Spartan Road is one where a potential capacity improvement, a northbound right turn lane on Georgia Avenue, is described on page 94 of the Draft Plan. Because congestion is forecast at this intersection, staff estimates that the adverse affect of Town Center traffic traveling through the Hallowell community would be greater than the benefit provided to Hallowell community motorists who wish to drive to the Town Center. This estimate is based in part on community testimony in opposition to the extension of Buehler Road for use by motor vehicles.

Arterial access is not warranted for local park access or a single institutional property either by County Code or general practice. While the Master Plan proposes to remove the vehicular connection proposed in the 1980 Plan, the full 70' right-of-way should be retained for pedestrian and bicycle use. The retention of the full right-of-way does preserve future options for public use beyond the twenty-year timeframe of the Master Plan, addressing the Executive's concern.

MISCELLANEOUS ITEMS

Miscellaneous Item #1. **Special Protection Areas in the Southeast Quadrant and North Branch of Rock Creek**

Recommendations:

1. **Designate the Upper Rock Creek watershed area within the Olney Master Plan boundaries north of MD 108 and west of the Upper Rock Creek Planning Area boundary as an SPA and an overlay zone with an eight percent imperviousness cap.**
2. **Do not designate the portion of the North Branch of Rock Creek in Olney east of the Upper Rock Creek Area boundary and south of MD 108 as an SPA or an overlay zone.**
3. **Do not designate a Special Protection Area or an overlay zone with an imperviousness cap in the Batchellors Forest Tributary of Northwest Branch.**

The Public Hearing Draft does not recommend designation of Special Protection Areas for any watersheds within the Olney Master Plan area. Since the draft plan was published, the Planning Board has received requests from citizens for both the North Branch Rock Creek and the Batchellors Forest Tributary of the Northwest Branch to be designated for Special Protection (see attached map). In addition, the County Council took action in the Upper Rock Creek Master Plan to designate a portion of the Upper Rock Creek watershed, and the Planning Board has indicated at a prior worksession that they wish to increase density in parts of the Batchellors Forest Tributary.

Two conditions are required as part of Water Quality Review Law (Montgomery County Code, Chapter 19, Article V) for designating Special Protection Areas:

1. Existing water resources, or other environmental features directly related to those water resources, are of high quality or unusually sensitive; and
2. Proposed land uses would threaten the quality or preservation of those resources or features in the absence of special water quality protection measures which are closely coordinated with appropriate land use controls.

Staff uses one more criteria to consider the effectiveness of applying an SPA designation or an imperviousness cap:

Will the imposition of water quality review requirements (water quality plan, monitoring, wider wetland buffers, accelerated reforestation) or an imperiousness cap significantly reduce the impact of development on water quality?

Staff has used their current understanding of water quality conditions and their opinion of the threats posed by development in the Olney Master Plan to arrive at a staff position. One consideration is that stormwater management requirements within and outside SPAs are very similar now that the County has adopted the state stormwater manual. Table 1 below summarizes the staff's findings based on the three criteria in the bullets above.

Special Protection Area Recommendations for Olney

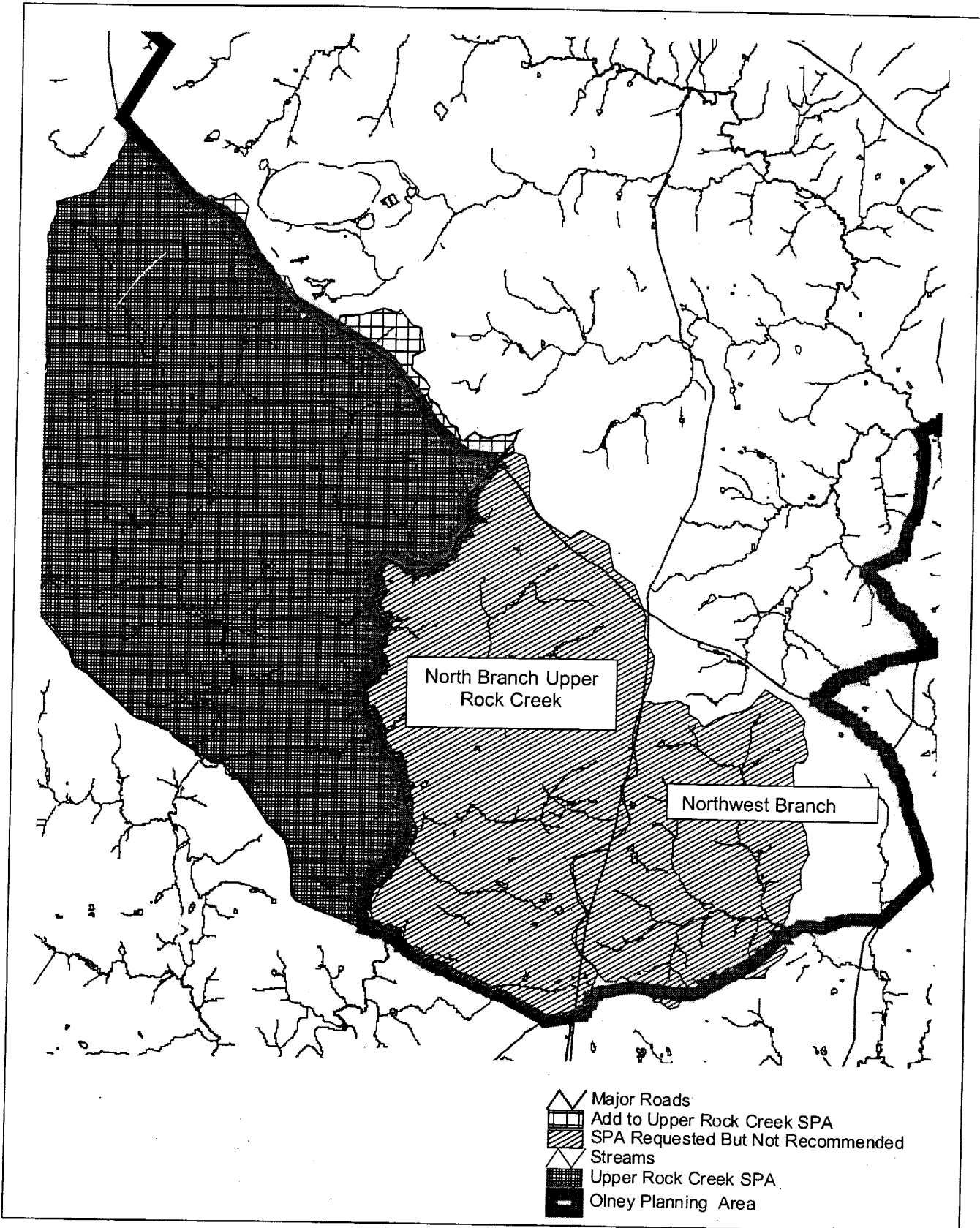


Table 1. Summary of Results of SPA Analysis

	High Quality or Unusually Sensitive	Zoning or Existing Land Uses Conflict with Water Quality Goals	SPA Requirements or Imperviousness Cap Make a Difference
North Branch and Mainstem RC Headwaters north of Route 108	Yes - Use III stream headwaters, CSPS Good	Yes – Mostly RDT, but some large special exceptions and institutional uses	Yes – Impacts of special exceptions and institutional uses throughout this area could be controlled by a cap
North Branch watershed south of Route 108	Yes - Use III stream, CSPA half Excellent-Good, half Fair-Poor	Yes – Higher densities, but most already exist, less than 4% of the North Branch watershed in Olney is vacant or redevelopable	No – Imperviousness is already high, marginal change is small
Batchellors Forest Tributary of Northwest Branch	No - Use IV stream, CSPA half Good, half Fair. Good scores are low in the good range	Maybe – 5-6% increase in imperviousness resulting in predicted Fair conditions	Maybe – Caps would probably limit only a few special exceptions and institutional uses

Upper Rock Creek

The Planning Board did not recommend designation of a Special Protection Area in the Upper Rock Creek watershed inside the planning area because it felt that, while the water resources were of sufficiently high quality, that the proposed land uses did not threaten those resources. The County Council disagreed and designated the Special Protection Area and an 8% imperviousness cap on properties that receive sewer service.

The Rock Creek North Branch watershed and a small part of the Mainstem of Upper Rock Creek, extend into the Olney Planning Area.

The North Branch portion in Olney north of Route 108 upstream of the existing SPA has the same qualities as the area the County Council designated in the Upper Rock Creek Master Plan. Existing imperviousness and stream quality (CSPA rates as good) is similar to that on the opposite side of Route 108. Protection of the headwaters of the Use III stream certainly meets the “high quality or unusually sensitive” criteria. While the RDT zoning with a few smaller lots around the Mt. Zion community does not

immediately threaten the resources in the watershed, some special exceptions exist here now and the potential exists for the intensification of these uses and the possibility of additional such uses and institutions along Route 108. This kind of intensification could threaten the resource and could be limited by the extension of the SPA and imperviousness caps of Upper Rock Creek.

The North Branch portion in Olney south of Route 108 exhibits very different characteristics from that in the Upper Rock Creek Master Plan Area. The area is much more densely developed, having received density transferred from the Patuxent River watershed in order to protect drinking water and agricultural uses. Forest cover and wetlands are mostly limited to slender stream buffers, some of which have been dedicated as parkland. Remaining developable and redevelopable land is limited to two large parcels and a scattering of smaller parcels, less than 5% of the North Branch Rock Creek watershed area. Existing hard surface imperviousness in the Olney tributaries to the North Branch ranges from 10% in Brooke Manor Country Club Tributary to 17% in Williamsburg Run, which includes part of Olney Town Center.

Imperviousness will increase only slightly in the tributaries in the Olney Master Plan area, with the exception of the Brooke Manor Country Club Tributary, which is expected to increase from 10% to over 12.5% due to construction of the ICC (see Table 2). The Planning Board has recommended RNC zoning for the Norbeck Country Club, significantly reducing the potential for imperviousness increase on the largest redevelopable property. Imposition of an SPA or an imperviousness cap on new development would not have a measurable impact on the watershed and could make almost all existing uses non-conforming (due to their more intense zoning, existing imperviousness and sewer service) depending upon how the Upper Rock Creek Overlay Zone is written. Subwatershed monitoring would not produce meaningful data, due to the amount of upstream development.

Table 2. Imperviousness in Olney North Branch Tributaries

	Existing Hard Surface Imperviousness	Projected Hard Surface Imperviousness
Williamsburg Run	17%	17.8%
Lower Williamsburg Run	12.6%	14%
Cherrywood Tributary	14.5%	14.7%
Brooke Manor CC	9.7%	12.5%
Manor Run	16.8%	18.4%

Batchellors Forest Tributary of Northwest Branch

This is the westernmost tributary headwater watershed of the Northwest Branch and a Use IV stream. Stream conditions and projected imperviousness are similar to those in other parts of the Northwest Branch headwaters in Sandy Spring and of lower quality than those in Cloverly which were not designated SPAs in previous master plans. Batchellors Forest is listed as Fair and Good (although the good scores are low in the good range), and staff does not consider it as "high quality or environmentally sensitive" as currently interpreted. In terms of the CSPA, its quality is similar to many

subwatersheds suburban and rural areas of the County. While the amount of change in imperviousness could be significant between now and buildout, the stream quality should easily stay within the Fair range given the relatively low buildout imperviousness. Many of the increases in imperviousness are associated with major road projects as well as private institutions that have or have applied for approvals under the existing Master Plan.

Our environmental protection strategy in the Batchellors Forest Tributary includes the application of the RNC Zone to secure almost all of the existing forest, planting of new forest along unprotected stream buffers through development and forest banking, and wetland and forest habitat enhancement associated with the redevelopment of the Trotter's Glen Golf Course. The application of the RNC Zone also allows more units to be constructed with less imperviousness than the existing zoning would have yielded. While some benefits would result from application of a Special Protection Area with an 8% imperviousness cap, it would not significantly reduce the potential imperviousness in this subwatershed nor likely affect the overall stream conditions.

The Master Plan also recommends the use of environmentally sensitive development techniques that maximize stormwater treatment and infiltration.

Miscellaneous Item #2. Population Projections for the Olney Master Plan

Recommendation:

Revise the Draft Plan text to reflect the estimated population numbers at full build out based on the remaining development capacity of the Planning Area under the recommended rezonings in the Draft Plan.

At the Parks and Recreation worksession on March 11, the Planning Board asked the staff to address the difference between population projections in the Draft Plan and the 2003 Census Update.

The Draft Plan used the Census 2000 as a baseline for existing population and estimated the future population at full build out by using the remaining housing capacity of the Planning Area. Census 2000 estimated approximately 35,600 people and 11,916 housing units (April 2000) in Olney. There were approximately 1,515 units in the pipeline as of April 30, 2002. The remaining capacity of the 1980 Master Plan was estimated to be another 950 units for a total of 14,381 units. The Draft Plan proposed to add another 400 units in the Town Center while maintaining the overall growth of the rest of Planning Area to be approximately the same as the 1980 Plan. This resulted in a total build out of the Plan at approximately 14,781 units in the Planning Area. The Plan assumed that over the full build out period of approximately 20 years the average household size of the area would be closer the County's average household size of 2.64 person per household. Using these assumptions the Draft Plan used 39,000 persons (39,021 exact) to be the estimated population at full build-out.

The Census 2003 Update has estimated the Olney area population to be 39,260 persons. The existing housing unit estimate as of January 1, 2004, now stands at 12,662 units with another 532 in the pipeline (as of February 29, 2004) yielding a total

existing and approved housing estimate of approximately 13,194 units. Based on the recommended rezonings approved by the Planning Board during the housing worksession and the rezoning of Town Center properties assumed in this report, the remaining capacity of the proposed Draft ranges from a low of 1,228 units to a high end scenario of 2,098 housing units resulting in a full build out of approximately 14,422 to 15,292 units in the Planning Area.

The long-term population projections are further complicated by estimated future household size in an area. Census 2000 had 3.01 persons per household while the 2003 Update estimates 3.24 person per household. Round 6.2 Forecast (June 2000) projected the 2020 household size for Olney at 2.82, which was increased to 2.85 in Round 6.3 Forecast. Another complicating factor is the fact that households and housing units are not the same (there are generally more housing units than number of households due to some vacancies, but some units may have more than one household).

Using a revised household size range of 2.85 to 3.05 persons per household, staff has revised the total population projection of Olney at full build out to be from a low of 41,100 to a high of 46,600 persons. Another way to state this is that, with the 2.85 person per household assumption, the population at full build would range from 41,100 to 44,000 persons; and with the 3.05 person per household number it would range from 43,600 to 46,600 persons.

If the Round 6.4 population forecast is finished before the Planning Board finalizes the Public Hearing Draft, staff will revise the Draft Plan to reflect the new updated population projections based on revised housing unit range and household size projections of Round 6.4 Forecast for Olney.

The impact of these revised numbers on recreation needs of the area is outlined in the attached memo from Park Planning and Resource Analysis unit.

Miscellaneous Item # 3. Oakdale Junior High School Reserve Site and the County-owned Site on Emory Lane.

Recommendation:

Retain the Draft Plan's language regarding the Oakdale Junior High School reserve site and the County-owned site on Emory Lane.

Oakdale Junior High School Reserve Site

18.5-acre Oakdale Junior High School site on Cashell Road is owned by MCPS in reserve for a middle school. Although the MCPS has no plans to build a school on this site in the near future, it has recommended that this site be retained for school purposes. The Housing Chapter of the Plan recommends that if this site is not needed for a school use it should be considered for affordable housing.

The Norbeck Meadows Civic Association has requested that the Draft Plan's language be revised to state that if the site is not needed for a school use it should be retained as

open space. If it must be developed, the development should occur under the existing R-200 Zone. Affordable housing should be included in any development on the site if at the time of development a lack of affordable housing is demonstrated.

Emory Lane County-owned site

The approximately 11-acre county-owned site on Emory Lane was originally reserved for a proposed Emory Lane Elementary School but later surplused and transferred to the County. It comprises two land parcels located partly in the proposed ICC master plan right-of-way. The Draft Plan recommends that if all or a portion of the property, large enough for a housing development, is not used for the ICC it should be considered for affordable housing.

The Norbeck Meadows Civic Association has requested that the Draft Plan's language be revised to state that if it is not used for the ICC, the site should be retained as green open space. If development occurs, it must proceed under R-200, and affordable housing should be considered only if Olney lacks affordable housing at that time.

Staff believes that the existing language in the Draft Plan regarding these two sites is appropriate. MCPS has no plans to surplus the Oakdale Junior High School site and the State is proceeding with plans for the ICC. The decision to use all or portions of these sites for open space, or to include affordable housing on either of these sites, should be made at the time of development of the sites in the future. Staff recommends retaining the Draft Plan's language for these two sites.

SUMMARY OF TOWN CENTER PUBLIC TESTIMONY AND STAFF RESPONSE

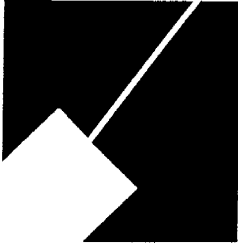
The following table summarizes the specific recommendations regarding the Town Center Chapter of the Public Hearing Draft, public hearing testimony and comments on these recommendations or issues; and the proposed staff response to each.

	Recommendation/Issue	Public Comment	Staff Response
Land Use and Zoning			
1.	Olney Town Center Mixed use developments, urban design guidelines, pedestrian circulation recommendations, civic center/town commons, new mixed use zone (Town Center Plan, p. 42-55).	GOCA, Others: Generally in support of the Plan recommendations	Retain Draft Plan recommendations (see modifications).
2.	Olney Elementary School Property Explore opportunities for civic center/town commons on this property if not needed for school purposes, preserve current ballfields as parkland (Town Center Plan, p. 51).	Williamsburg Village HOA, Olney E.S. PTA, Montgomery County Public Schools: Delete recommendations for Olney ES to be explored as a possible civic center/town commons site. If the site is not needed a school use, convert the entire 9.9-acre site to parkland.	Draft language has been modified to reflect that the site should be used for a civic center only if not needed for school use. Retain Draft Plan language recommending that, if site is not needed for school use, only the ballfields are to be converted to parkland; the rest of the site should be developed as mixed-use project under the proposed new town center zone.
3.	Silo Inn Property Rezone the Silo Inn property from C-1 to R-200. Support an appropriate special exception use consistent with the applicable requirements and findings (Land Use Plan, p. 35, 36).	Ann Martin, attorney: Retain the current C-1 zone on the site.	Retain the Draft Plan recommendations to rezone the site to R-200.
4.	Dr. Lee's Property No recommendations in the Draft Plan.	Dr. Henry Lee, owner: Rezone the property from R-200 to C-T	Retain the current R-200 zoning on the property.

	Recommendation/Issue	Public Comment	Staff Response
Transportation			
5.	Appomattox Avenue Delete the unbuilt portion of Appomattox Avenue as a master plan roadway; Create a new alignment of Appomattox Avenue between Marksman Circle and Hillcrest Avenue as a business district street through the Village Mart property (Transportation Plan, p. 88).	Emily Vaias, attorney: Find other alternative to Appomattox Avenue cutting through to Hillcrest because owners just spent \$17 million making improvements.	Retain Public Hearing Draft Plan recommendations for a realigned Appomattox Avenue.
6.	Buehler Road Designate Buehler Road as a primary residential roadway with a 70' right-of-way between Prince Philip Drive and the end of road 700' north of King William Drive. (Transportation Plan, p. 88).	Highlands of Olney Civic Assoc. Do not build the unbuilt portion of Buehler Road. County Executive: Buehler Road should be maintained as an arterial for access and provide for future congestion relief.	Retain Public Hearing Draft Plan recommendation to delete unbuilt portion of Buehler Road.
Other Executive Staff Comments			
Miscellaneous Items			
7.	SPA in the Olney part of the North Branch of Rock Creek No recommendation in the Draft Plan	Norbeck Meadows Civic Assoc. Designate all of North Branch of Rock Creek as an SPA and an environmental overlay zone with an 8% imperviousness cap.	1. Designate the area in the drainage boundaries of the Upper Rock Creek watershed north of MD 108 within Olney Master Plan area as an SPA and an overlay zone. 2. Do not designate the portion of the North Branch Rock Creek in Olney south of MD 108 as an SPA or an overlay zone.

	Recommendation/Issue	Public Comment	Staff Response
8.	<p>SPA in the SEQ No recommendation in the Draft Plan</p>	<p>Sierra Club, Jane Osburn:</p> <p>Designate the Batchellors Forest Tributary of the Northwest Branch an SPA with an imperviousness cap of 8%</p>	<p>Do not designate a Special Protection Area or an imperviousness cap in the Batchellors Forest Tributary of Northwest Branch.</p>
9.	<p>Oakdale Junior High School reserve site Retain the Proposed (Oakdale Junior High School reserve) school site on Cashell Road for future school needs. Consider this site for affordable housing it is not needed for a school (Community Facilities Plan, p.123).</p>	<p>Norbeck Meadows Civic Assoc.:</p> <p>If the site is not needed for school use, it should be retained as open space; should be developed under R-200, if it must; and affordable units only if lack of affordable housing in Olney at the time of development.</p>	<p>Retain the Draft Plan recommendation for this site.</p>
10.	<p>Emory Lane E.S. reserve site All or a portion of the County-owned property of approximately 11 acres on Emory Lane could also be considered for affordable housing if it is not needed for the ICC (Housing Plan, p.58).</p>	<p>If the site is partially used for ICC, the remaining portion should be retained as open space; should be develop under R-200, if it must; and affordable units only if lack of affordable housing in Olney at the time of development.</p>	<p>Retain the Draft Plan recommendation for this site.</p>

KA:ha: g:\afzal\pb worksession #7



April 8, 2004

MEMORANDUM

TO: Khalid Afzal, Georgia Avenue Team, Community Based Planning

VIA: Jeff Zyontz, Chief, Countywide Planning

FROM: Tanya Schmieler, Park Planning and Resource Analysis *TAS*
Mark Wallis, Park Planning and Resource Analysis

SUBJECT: Olney Master Plan –Park Worksession issues

The purpose of this memorandum is to respond to issues raised by Planning Board members at the March 11, 2004 worksession on Parks, Trails and Open Space in the Olney Area Master Plan. The following paragraphs list the three issues that were raised along with the staff response.

Issue 1: The Board asked us to revisit recommendation 7 which stated "Consider reuse of underutilized park facilities " Staff was asked if we had specific park sites that were being recommended for this.

Staff Response: Eliminate this recommendation from the Plan, as it causes confusion and is not needed. No specific parks are currently proposed for re-use. This recommendation is not necessary, because if there are future re-use suggestions they can be implemented following input from the community, and Planning Board and CIP approval, if needed.

Issue 2: Recommendation 4 in the plan was to "reserve the existing open field parkland area adjacent to the Olney Boys and Girls Club for future active recreation, if needed". Staff was asked to confirm that the agricultural lease on this property did not offer obstacles to ultimate development of park facilities.

Staff response: No change to the Plan language is needed. The site is under a five year agricultural lease, but may be terminated sooner with one year notice if needed for recreation. This lease is beneficial as it maintains the land in a beneficial agricultural use, while keeping it from growing into forest and precluding future park development.

Issue 3: The Board asked if the 1998 PROS Plan needs were based on the Olney Master Plan Ultimate Population. If not, what would the change or increase

in PROS needs be, and would the future park proposals in the Olney Master Plan be sufficient to provide these needs?

Staff Response- The 1998 PROS Plan based 2010 Olney needs on an estimated 2010 population of 37,137. The PROS Plan indicated that the primary unmet facility need in Olney is ballfields and that the estimated additional need for the year 2010 was 3 fields.

The Research and Technology Division indicated that ultimate build out of the Olney Plan, based on a household size of 2.85(low estimate) and 3.05(high estimate), would result in long range low and high population estimates of 41,102 and 46,640, respectively. Extending PROS needs based on the percentage increase in population would result in an ultimate unmet low and high need for ballfields of 5.6 and 9.3. (this includes the 2010 unmet need)

Olney Master Plan proposals will meet these needs in the following ways.

- 3 recently completed fields at Manor Oak (1 regulation softball, 1 regulation soccer and 1 youth soccer which are now open and permitted for play)
- 1 additional soccer field proposed at East Norbeck Local Park
- 3 potential fields at the new local park proposed next to Farquhar Middle School, and
- 2-3 potential fields if needed to meet long term future needs in the area adjacent to the Olney Boys and Girls Club. This would desirably be a public/private partnership with Olney Boys and Girls club with access from their site.