

# Land Use and Zoning

## EXISTING LAND USE AND ZONING

The Twinbrook Plan area's existing development patterns and character are a mix of commercial and light industrial uses and large surface parking lots, with an emerging presence of laboratory and advanced technology uses. The area remains without a resident population and the amenities to serve them.

The 1992 Plan envisioned Twinbrook as an area of residential and industrial uses and recommended retaining a significant portion of the area for light industrial uses with redevelopment and employment uses focused on land nearest to the Metro station. To those ends, it confirmed the I-1 and I-4 industrial zones. To encourage mixed-use development, the Plan also allowed the application of the TS-M, TS-R, and O-M floating zones.

The 1992 Plan increased the area's density, recognizing its proximity to Metro, but limited by road capacity and traffic standards. This Plan roughly maintains the level of commercial redevelopment, but significantly increases the amount of housing to create the desired mixed-use profile and make best use of nearby transit.

### Metro Core Area (West of Twinbrook Parkway)

Sites in this 27-acre area west of Twinbrook Parkway are focused around Wicomico Avenue and the western ends of Fishers Lane and Parklawn Drive. They contain a mix of commercial and light industrial uses that are well within walking distance of the Metro station. The area abuts the Twinbrook Station project and is suited to continue its housing, mixed-use, and pedestrian-oriented pattern.

The 1992 Plan recognized the area's proximity to Metro and recommended it for mixed-use redevelopment under the TS-R and O-M floating zones. Since the 1992 Plan, some sites have been absorbed into the Twinbrook Station project

Twinbrook Station developed under the TS-R floating zone applied at the applicant's request. The area's proximity to the Metro station, WMATA's interest in redeveloping its parking lot, and the low-density base zone (R-90) encouraged its redevelopment into the mixed-use residential and commercial community envisioned for Metro station areas. The project has since been annexed by the City of Rockville.

Of the Metro Core Area sites that remain in the County's jurisdiction, one has developed using the recommended O-M floating zone and others remain in light industrial use.

The haphazard mix of uses reflects the variety of zoning. They are all single use zones and some, such as the R-90, are no longer relevant in an urban area. The uneven zoning pattern makes it difficult to redevelop with uses and densities appropriate to the Metro station. Further, the existing recommendation for an O-M floating zone is cumbersome to apply and does not allow housing or the desired neighborhood retail uses. Remaining sites recommended for TS-R are too small to develop under the zone and have no options for assembling.

## Technology Employment Area (Fishers Lane and Parklawn Drive)

This 52-acre area east of Twinbrook Parkway is a mix of office and laboratory uses, some of them recently developed. The National Institutes of Health (NIH) and other federal agencies have located here, near the Metro Red Line, and between the NIH Bethesda campus and the Shady Grove Life Sciences Center.

The area's most prominent building is the 1.3-million square foot Parklawn Building, built in the early 1970s under a contract with the federal government, at a higher density than currently allowed or considered (an FAR of 5.16). Prior plans for the area made no recommendations for changing the building or its use, given the federal government's long-term lease. The Food and Drug Administration's relocation to White Oak leaves Health and Human Services as the only tenant. With the agency's lease due in 2009, the building use may change. It may be upgraded as office space or reconfigured for mixed uses.

Associated with the Parklawn Building are sites to the north and south used as employee parking lots. The nine-acre northern lot, accessible only from Fishers Lane, was not included in the 1992 Plan and remains in the R-200 Zone with a special exception for use as a parking lot. The site is surrounded by a cemetery and garden apartments. The roughly four-acre southern lot is zoned I-1. Both lots have redevelopment potential and combined with redevelopment of the Parklawn Building, have the potential to change the area's character.

The 1992 Plan maintained the area's I-1 zoning, but also recommended a TS-M overlay zone to encourage mixed-use redevelopment including housing. This floating zone allows the desired residential and mixed uses, but they were never applied because owners found they could redevelop the sites more easily under the Euclidean I-1 base zone and still meet market demand. Furthermore, the base zone allowed a higher density than the floating zone. The two buildings and parking garage at Fishers Place were developed under the I-1 Zone and U.S. Pharmacopeia's corner building was built under the existing C-O Zone. The option for housing in this area was never used.

Other sites in this area have potential for redevelopment and can contribute to building on the existing office and laboratory space to serve emerging needs of the biotechnology and advanced technology industries, while improving pedestrian connections and addressing access and security issues. But the I-1 base zone with the floating zone option does not create the desired mixed-use pattern. The zone is described in the Zoning Ordinance as intended for the planned development of "large employment centers," creating low-scale, suburban patterns on areas not less than two acres. It also sets retail limits and has no streetscape requirements, contrary to the desired pedestrian-scaled street.

Floating zones did not generate housing and will not generate the mix of laboratory and office uses vital to technology uses. Intended to allow a more flexible approach to development standards, floating zones require site plan and development plan review to ensure their compatibility with the location and surrounding uses. They are recommended in master and sector plans, but are undertaken at the request of the property owner and exist as an option until acted on.

## Light Industrial Area (Washington Avenue and Wilkins Avenue)

The 62-acre area south of Parklawn Drive is a mix of light industrial uses, some serving technology uses, others are traditional light industrial and service commercial uses. It is also an area that can meet the needs of start-up businesses. The small lots surrounding Washington Avenue are the sites of the area's early development – the residential Spring Lake neighborhood, subdivided in 1892. While the 1978 Plan noted 13 remaining residential units, these have all since evolved into commercial and light industrial uses that provide jobs and services to neighboring businesses and residents.

Similar commercial and industrial uses continue in the area around Wilkins Avenue, but on generally larger sites, oriented and connected to Randolph Road and the future Montrose Parkway. The area includes light industrial uses, construction companies, and wholesale businesses. These industrial areas are some of the few remaining in the County and provide useful jobs and services. As in the 1992 Plan, this Plan recognizes the value of these uses and the limited options they have for relocation in the County.

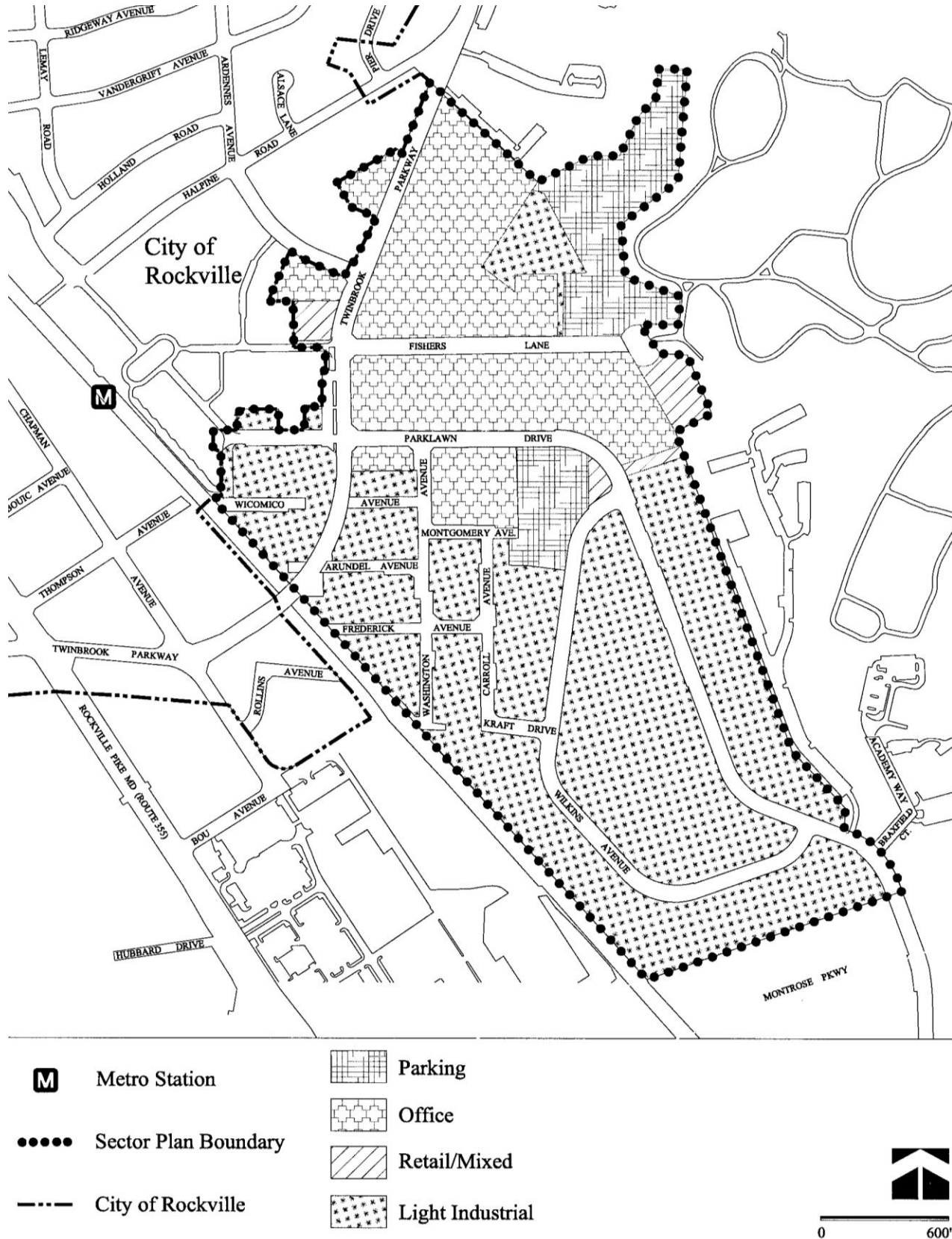
To help preserve them, the 1992 Plan rezoned the area south of Parklawn Drive from I-1 to I-4, which successfully limited office encroachment. But since that Plan, owners of smaller properties have found that the I-4 Zone's development standards limit their ability to upgrade and even modestly expand their businesses. The I-4 Zone's requirement for a minimum one-acre lot size creates a suburban pattern of large lots, with setbacks, green space, and parking requirements further limiting the building envelope on a given site. Without standards suitable for industrial uses on small sites, these light industrial uses may be forced to relocate.

Of the County's nearly 2,500 acres of industrial land, 109 acres, zoned I-1 and I-4, are located in Twinbrook. Because the County has a limited and decreasing amount of industrial land, and because this land provides valuable jobs and services, this Plan seeks to preserve Twinbrook's industrial potential, as did the 1992 Plan. The I-4 Zone's development standards should be amended in Transit Station Development Areas (TSDAs) to recognize the character of this small lot area, and allow businesses to evolve without relocating.

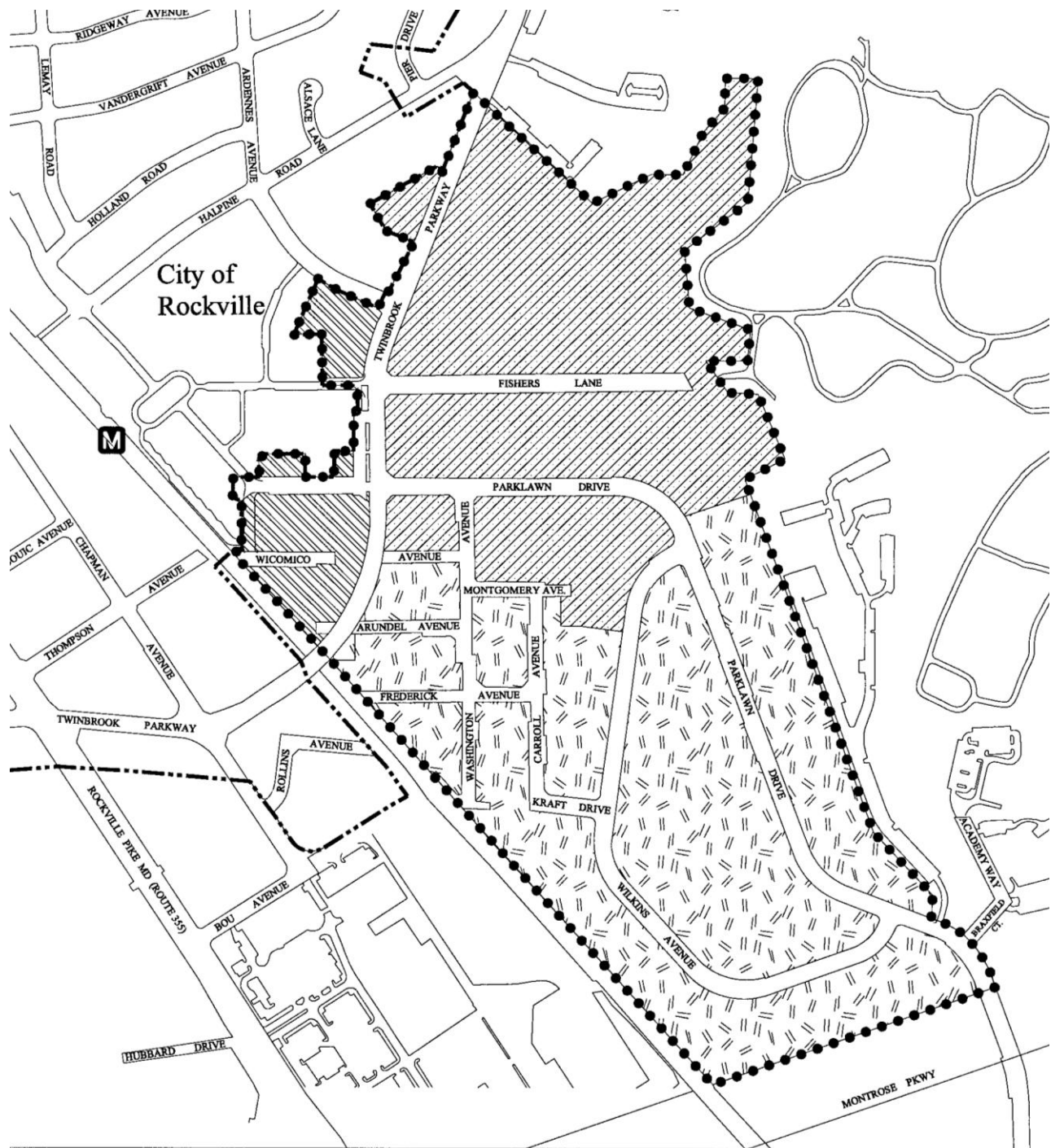
### Twinbrook Zones – Existing and Proposed

Zone	Description	FAR	Minimum Lot Size/Height	Comments
Existing				
I-1	Light Industrial	none	none/42 ft, up to 120 ft	Allows office uses
I-4	Low Intensity Light Industrial	1	1 acre/42 ft	No office uses
R-90	Residential, One-family	n.a.	9,000 sf/35 ft	Suburban single-family
R-200	Residential, One-family	n.a.	20,000 sf/50ft	
C-O	Commercial Office	1.5 - 3	none/42 ft	No mixed uses
O-M	Office, Moderate Intensity	1.5	none/42 ft	No mixed uses
TS-M	Transit Station Mixed Use	3	40,000/master plan-site plan	FAR capped by master plan
TS-R	Transit Station Residential	2.5	18,000/master plan-site plan	
Proposed				
TOMX-1/TDR	Transit Oriented Mixed Use with TDRs	1	18,000 sf/50 ft	Height and density determined at site plan through master plan guidance
TOMX-2	Transit Oriented Mixed Use	2	18,000 sf/master plan-site plan	
TOMX-2/TDR	Transit Oriented Mixed Use with TDRs	2	18,000 sf/master plan-site plan	
I-4 (amended)	Light Industrial in TSDAs	1	Planning Board discretion	

## Existing Land Use



# Proposed Land Use



Metro Station



Sector Plan Boundary



City of Rockville



Light Industrial Mix



Mixed Use: Office & Lab



Mixed Use: Residential



0 600'

## PROPOSED LAND USE AND ZONING

The Twinbrook Sector Plan area is within the orbit of change taking place at the Metro station and in the City of Rockville. The Plan's proposed mixed uses and complementary light industrial uses offer an opportunity to create a fully rounded community on both sides of the Metro station.

The 1992 Plan focused density at the Metro station and on the area's central block between Fishers Lane and Parklawn Drive, creating a spine of mixed-uses. While Twinbrook Station was approved at the Metro station, a more homogenous pattern of laboratory and office uses developed along Fishers and Parklawn east of Twinbrook Parkway. This Plan refocuses efforts to develop the remaining sites near Metro and insert mixed use potential through the center of the area.

In an effort to direct the desired development pattern, but allow for market flexibility, the Plan recommends the Transit Oriented Mixed Use (TOMX) zones. These zones allow a range of technology and commercial uses, along with housing. They also require significant public amenities and urban design improvements. The TOMX densities range from .5 to 2 FAR, lower than CBD zones but high enough to focus intensity at this transit station area. The recommended FAR varies with site location and the development undertaken, and the Plan places density caps on some sites to moderate trip generation. The Plan also proposes a TOMX/TDR option to encourage residential development.

The 1992 Plan limited office use in the light industrial areas by rezoning to I-4. This Plan goes further to retain and support industrial uses by recommending modifications to the zone that would allow redevelopment on the area's small sites. Allowing smaller lot sizes, narrower side and rear yard setbacks, and a residential component will provide development options that encourage continued industrial uses in an urban pattern and location.

*Twinbrook Sector Plan Public Hearing Draft*





## Metro Core Area

The three areas west of Twinbrook Parkway are located near Metro and adjacent to Twinbrook Station, making them suitable for housing and mixed-use development. The proposed TOMX-2 and TOMX-2/TDR zoning offer incentives for smaller lots to assemble, creating a mixed-use neighborhood near the station. Designating two sites as Transferable Development Right (TDR) receiving areas helps meet the dual goals of locating housing near transit and preserving outlying open space and agricultural lands. The Plan also recommends urban design that will improve pedestrian and vehicle connections to the Metro station.

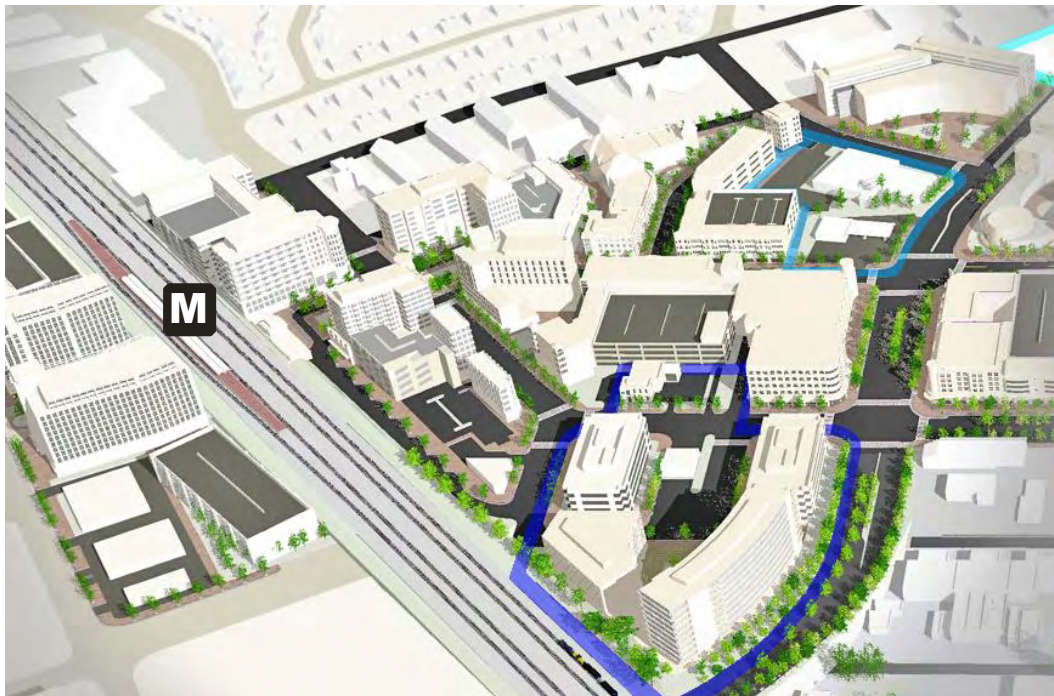
### Area 1

While some of the properties in this roughly six-acre area have been assembled, others are the original small residential lots. They are situated around Wicomico Avenue and adjoin Twinbrook Station. Uses include a relatively new office building, parking lots, and various light industrial and commercial uses. The mix of lot sizes and uses reflects the area's mixed zoning designations.

The 1992 Plan recommended that some of this area be included in the TSR Zone at the Metro station, which would become Twinbrook Station, but not all of the lots were assembled. The area's central section, around Wicomico, was to maintain its O-M zoning, under which the existing office building was developed at a .56 FAR. The O-M Zone allows up to 1.5 FAR. A small triangle of land abutting the railroad tracks was recommended for rezoning from I-1 to O-M. This site has not redeveloped and retains its I-1 zoning.

## Metro Core Area Illustrative

Looking north between CSX tracks and Twinbrook Parkway



Twinbrook Metro Station



Analysis Area 1



Analysis Area 2

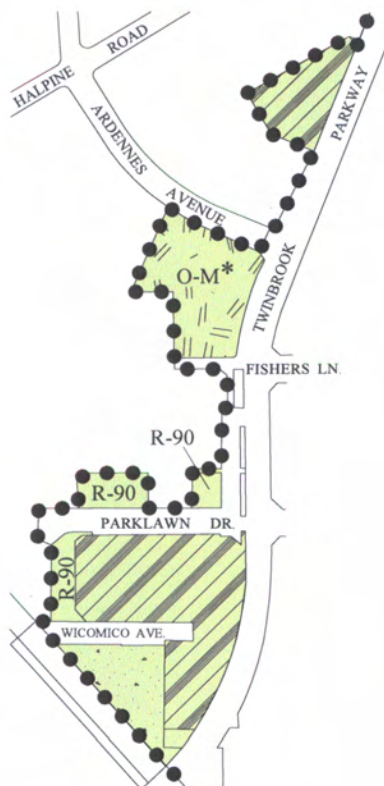


Analysis Area 3

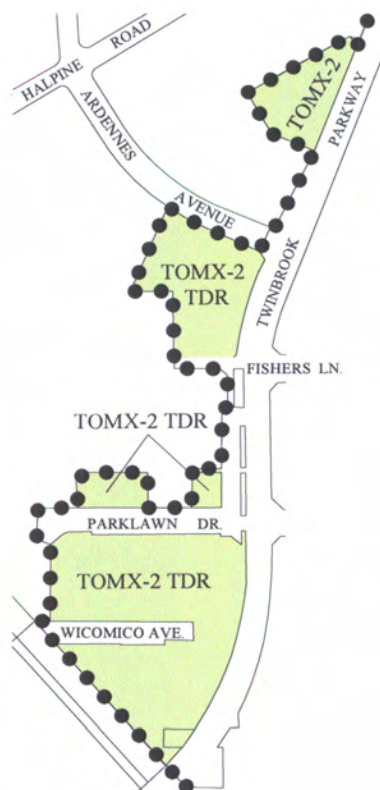


## Metro Core Area – Existing and Proposed Zoning

Existing Zoning



Proposed Zoning



Planning Area



●●●● Sector Plan Boundary

R-90 Residential, One-Family

TOMX-2 Transit-Oriented Mixed Use

TOMX-2/TDR Transit-Oriented Mixed Use, TDR

 O-M Office

 I-4 Light Industrial, Low Intensity

 I-1 Light Industrial

\* O-M Floating Zone Option



NOT TO SCALE

Rezoning these sites to TOMX-2/TDR will provide an incentive to assemble the lots and allow the active mix of residential, retail, and office uses that extend character of the Twinbrook Station project. Redevelopment should continue the street pattern and ensure vehicle and pedestrian connections to the Metro station. The full 2 FAR is appropriate in this area, since it is close to Metro, but any development above 1.5 must be applied to residential uses and secured through TDRs. The site could also redevelop completely with residential uses at 2 FAR with TDRs.

## ***RECOMMENDATIONS***

- Rezone sites from R-90, O-M, and I-1 to TOMX-2/TDR.
- Limit commercial development to 1.5 FAR, and allow up to 2 FAR for residential development with the use of TDRs.
- Encourage street-oriented retail where appropriate.
- Encourage redevelopment that contributes to a safe pedestrian crossing of Twinbrook Parkway, connections to Twinbrook Station, and creates a connected street pattern.

### ***Area 2***

This roughly two-acre area west of Twinbrook Parkway and north of Fishers Lane also adjoins Twinbrook Station. Its two properties contain a gas station and an office building. The 1992 Plan recommended this site for the O-M floating zone on an I-4 base zone, but the floating zone was never applied.

Given its prime location, the Plan recommends the area for relatively high intensity mixed-uses including residential development through TDRs. Rezoning would create a density and mix of uses comparable to the adjacent Twinbrook Station and redevelopment should create pedestrian connections and continue the Twinbrook Station pattern of buildings oriented to the street. The full 2 FAR is appropriate in this area, but any development above 1.6 must be applied to residential uses and secured through TDRs. The site could also redevelop completely with residential uses at 2 FAR with TDRs and a full complement of MPDUs and Workforce housing units.

## ***RECOMMENDATIONS***

- Rezone from I-4 to TOMX-2/TDR, to continue the pattern established by Twinbrook Station.
- Limit commercial development to 1.5 FAR and allow up to 2 FAR for housing with the use of TDRs.
- Encourage development to continue the neighborhood street pattern of buildings oriented to the street, streetscaping, and small urban open spaces.
- Ensure pedestrian connections to the Twinbrook Station project.

### ***Area 3***

These two sites, together slightly more than one acre, are farther north along Twinbrook Parkway and contain a mix of office and retail uses. An adjacent site on the southern portion of this block was annexed by the City of Rockville in 2003 and though currently vacant, is approved for an office building. The western side of this block, in the City of Rockville, is under consideration for about 240 apartment units.

Because the County sites are within easy walking distance of Metro, and because they are adjacent to proposed development of increasing density, the Plan recommends them for moderate intensity mixed-use.

## ***RECOMMENDATIONS***

- Rezone from O-M to TOMX-2 with a 1.5 FAR cap, consistent with uses and densities proposed for adjacent sites in the City of Rockville.
- Encourage development to continue the neighborhood street pattern of buildings oriented to the street with streetscaping and small urban open spaces.
- Ensure pedestrian connections to the Twinbrook Station project.

## Technology Employment Area

These sites are along the central east-west axis of the Plan area and recommendations focus employment, residential, and retail uses in street fronting buildings. The eastern end of Fishers Lane will be anchored with a public open space and as sites redevelop they should create a connected street system to provide pedestrian access and alternative vehicle routes. Rezoning should create opportunities for re-use of the Parklawn Building, which is coming to a turning point in its life, and require design improvements and an urban environment that will serve into the future.

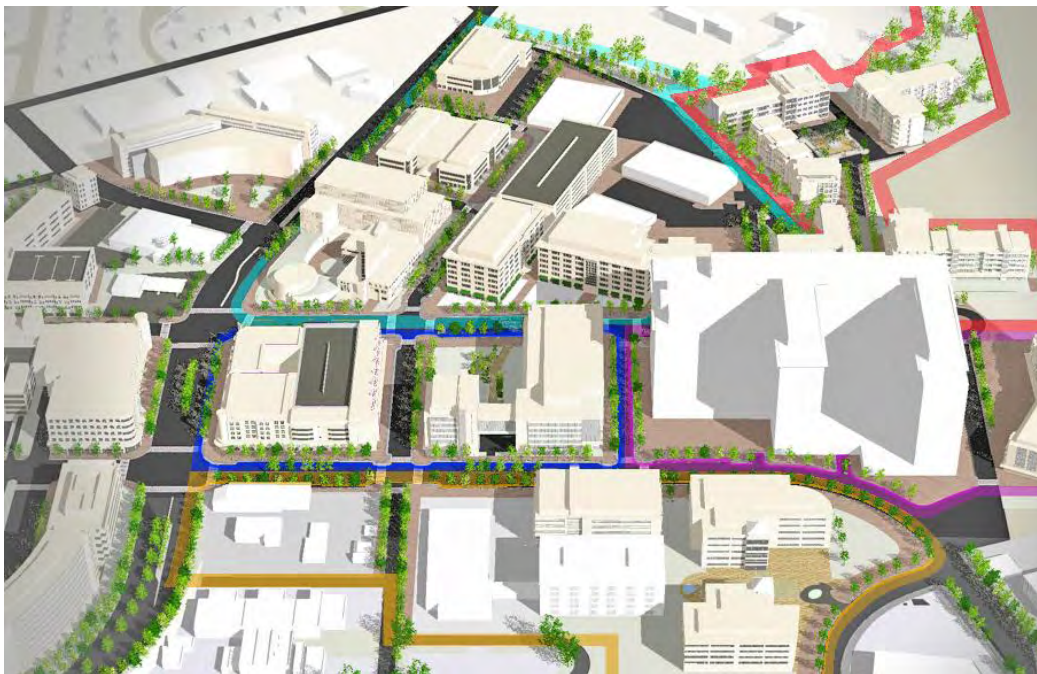
### *Area 4*

In this area, the U.S. Pharmacopeia (USP) building and Fishers Place office projects were recently developed and under proposed rezoning would have no redevelopment potential. Other sites in this 19-acre area are zoned I-1 and are used as parking lots or built with light industrial and laboratory uses.

The 1992 Plan recommended the TS-M Zone in this area to create mixed uses, and anticipated nearly 500,000 square feet of new development. Instead, under the I-1 base zone with no FAR limit, Fishers Place was built at 715,200 square feet and an FAR of 1.42. The 1992 Plan also described USP as built out and this Plan recommends rezoning this site capped at its current FAR to reflect the current use and density.

## Technology Employment Area Illustrative

Looking north between Twinbrook Parkway and Parklawn Memorial Park

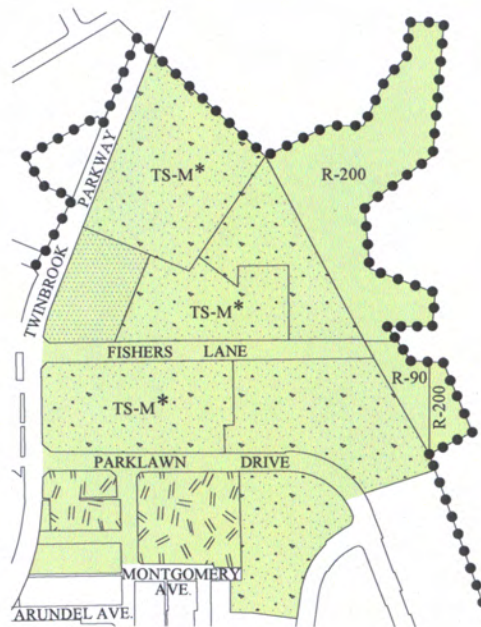


### Analysis Areas

- Analysis Area 4
- Analysis Area 5
- Analysis Area 6
- Analysis Area 7
- Analysis Area 8

## Technology Employment Area – Existing and Proposed Zoning

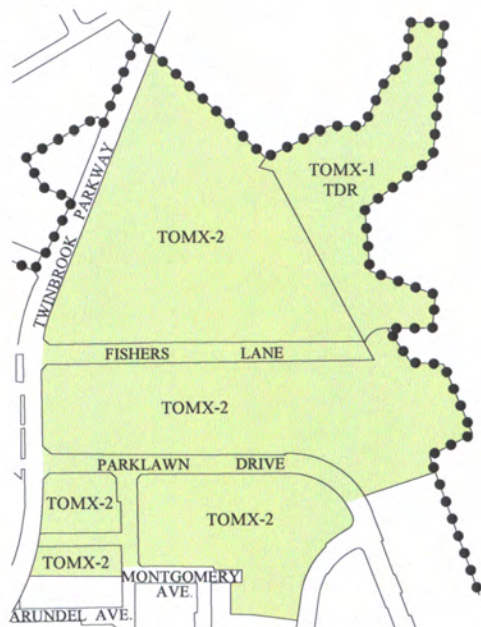
Existing Zoning



Planning Area



Proposed Zoning



●●●●●	Sector Plan Boundary		I-4	Light Industrial, Low Intensity
R-90	Residential, One-Family		I-1	Light Industrial
R-200	Residential, One-Family		C-O	Commercial Office
TOMX-2	Transit-Oriented Mixed Use	*	TSM	Floating Zone Option
TOMX-1/TDR	Transit-Oriented Mixed Use, TDR			



NOT TO SCALE

The remaining sites are recommended for a 1.5 FAR cap, which would provide redevelopment incentive with projects that complement the existing offices and would contribute to creating street and pedestrian connections.

## ***RECOMMENDATIONS***

- Rezone the USP site from C-O to TOMX-2, with a 1.83 FAR cap.
- Rezone Fishers Place from I-1 to TOMX-2, with a 1.5 FAR cap.
- Rezone remaining sites from I-1 to TOMX-2, with a 1.5 FAR cap.
- Encourage redevelopment with mixed uses in a grid street pattern with buildings oriented to the street.

### ***Area 5***

This slightly less than nine-acre site is used as a parking lot for the Parklawn Building and is accessible from the eastern end of Fishers Lane. It was not included in the 1992 Plan and has retained its R-200 zoning from the area's early development. Given its distance from Metro, it is appropriate for lower intensity redevelopment. This Plan proposes a new TOMX-1/TDR Zone on this site.

Rezoning the site to TOMX-1/TDR is a substantial density increase that provides incentive for redevelopment and a TDR opportunity. Redevelopment will provide significant public improvements, including a public space at the end of Fishers Lane, and sidewalk and trail connections.

## ***RECOMMENDATIONS***

- Rezone this site from R-200 to TOMX-1/TDR, allowing a mix of commercial and residential uses.
- Limit commercial development to .5 FAR with TDRs required for development above .3 FAR. The site can also develop with all residential uses at 1 FAR also using TDRs.
- Route the proposed extension of Wilkins Avenue away from the stream valley buffer.
- Provide stream restoration or off-site mitigation to minimize the impact of redevelopment.
- Make a sidewalk connection from the planning area north through the site that preserves the potential to connect to Rock Creek Park.
- Create an anchoring public open space at the eastern end of Fishers Lane.

### ***Area 6***

The two sites in this roughly six-acre area are highly visible and accessible. The sites are developed with office uses. This Plan continues the 1992 Plan's recommendation for mixed commercial development in a pattern that contributes to the area's pedestrian environment.

The site in this area facing Twinbrook Parkway deserves particular attention. Though the road is a major auto thoroughfare, at this point its western side will be fronted with the street-focused development of Twinbrook Station and pedestrians from Fishers Lane and Parklawn Drive will be crossing to the Metro station. Accordingly, the land use and urban design recommendations for the east side should create a street-focused, pedestrian environment along this block.



## ***RECOMMENDATIONS***

- Remove the option for a TSM floating zone.
- Rezone from I-1 to TOMX-2, with a 1.5 FAR cap on commercial development, with up to 2 FAR for residential development with TDRs.
- Create a street-focused pedestrian environment along Fishers Lane, Parklawn Drive, and Twinbrook Parkway.

### ***Area 7***

This roughly ten-acre area includes a small, residentially zoned site at the eastern end of Fishers Lane and the Parklawn Building. Built at 5.16 FAR on eight acres, the building is a dominant presence in the area, generating a significant number of employees, but at a density beyond what is currently allowed. The 1992 Plan recognized the building's size and made no recommendations for rezoning, recommending only that no further special exceptions for parking on adjacent sites be issued.

The Parklawn Building is currently occupied by the federal Department of Health and Human Services. The agency's lease is coming due and they may stay in the building if it is upgraded or they may relocate. If the agency stays, the building would be upgraded, but federal security standards would limit accompanying mixed uses and a main street style redevelopment. If the agency relocates, the building would likely be reconfigured for mixed-uses, including residential.

This Plan recommends rezoning the building to TOMX-2 allowing re-use that would keep the building viable and generate employees, residents, and street activity at an urban scale. Any redevelopment should make vehicle and pedestrian connections within and through the Plan area and should contribute to streetscape and urban design improvements, including urban park and open spaces.

## ***RECOMMENDATIONS***

- Rezone the Parklawn Building and surrounding sites from R-90, R-200, and I-1 to TOMX-2, with a 1.5 FAR cap.
- Improve the visibility and accessibility of the existing pedestrian connection on the building's west side.
- Encourage redevelopment in a main street pattern of mixed uses.
- Encourage a redevelopment pattern that allows the existing shuttle bus route to continue and expand to the south.
- Create an anchoring public open space at the eastern end of Fishers Lane.
- Provide stream restoration or off-site mitigation to minimize the impact of redevelopment.

### ***Area 8***

Redevelopment of these sites south of Parklawn Drive, approximately ten acres, should contribute to the mixed-use pedestrian environment. The area includes the Parklawn Building's nearly four-acre southern parking lot. Other sites are developed with small light industrial businesses and office buildings.

To retain industrial uses, the 1992 Plan rezoned portions of this area to the I-4 Zone. This Plan instead, treats the street-fronting blocks on Parklawn Drive and around Wicomico Avenue as one unit, drawing density and mixed uses along both sides of the street. Redevelopment should be in an urban pattern, with buildings edging the street, should create significant streetscaping including public space, and should contribute to vehicle and pedestrian connections.

## ***RECOMMENDATIONS***

- Rezone from R-90, I-1 and I-4 to TOMX-2, with a 1.5 FAR cap on commercial redevelopment, and residential redevelopment up to 2 FAR.
- Work with private property owners to build a sidewalk along Washington Street.
- Consider consolidating open space requirements to create public spaces connected to streetscape.
- Provide stream restoration or off-site mitigation to minimize the impact of redevelopment.

## Light Industrial Area

The sites in this area include the smaller properties surrounding Washington Avenue and the larger ones around Wilkins Avenue. Both areas are well located to make use of transit, and to serve adjacent technology uses and local residents.

### *Area 9*

Some of the sites in the remaining, southernmost portion of the Plan area were not included in the 1992 Plan, others were zoned from I-1 to I-4 to limit office encroachment. This Plan recommends amending the I-4 Zone to create development flexibility on the area's small lots. The Plan also recommends connections and open space improvements that will serve current and future uses.

## Light Industrial Area Illustrative

Looking north between CSX tracks and Parklawn Drive



**1** Boland Services project

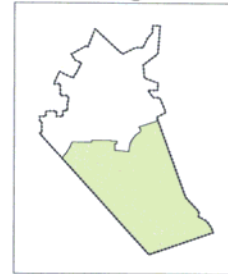
 Analysis Area 9

# Light Industrial Area – Existing and Proposed Zoning

Existing Zoning




Planning Area



Proposed Zoning



- Sector Plan Boundary
-  I-4 Light Industrial, Low Intensity
- R-90 Residential, One-Family
- TOMX-2 Transit-Oriented Mixed Use



NOT TO SCALE

## ***RECOMMENDATIONS***

- Amend the I-4 Zone to allow urban development patterns and small business development.
- Consider parking waivers in this area for users that foster transit ridership, recognizing the area's proximity to transit.
- Incorporate outlots at the ends of Frederick and Arundel Avenues into a pedestrian route along the CSX tracks and under Twinbrook Parkway, connecting to the Metro station.
- Create a pedestrian crossing of the CSX tracks at the southern terminus of Washington Avenue and along the CSX tracks under Twinbrook Parkway.
- Ensure sidewalks along Washington Avenue and a sidewalk connection from Parklawn Drive to the Montrose Parkway hiker/biker trail.