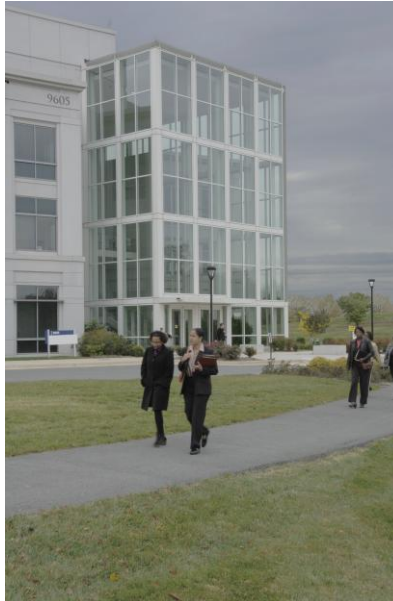


June 2011
approved and adopted

implementation guidelines

great seneca science corridor master plan

The Life Sciences Center



Montgomery County Planning Department
M-NCPPC

MontgomeryPlanning.org

great seneca science corridor master plan
The Life Sciences Center

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June 2011

Abstract

This document contains the specific procedures for coordinating, staging, and monitoring the implementation of the LSC recommendations in the approved and adopted *Great Seneca Science Corridor Master Plan* (2010).

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1 introduction

The vision of the 2010 *Great Seneca Science Corridor Master Plan* (GSSC) is to create a world-class biotechnology center in Montgomery County to research and develop real-world applications for the benefit of human health. The framework for the Great Seneca Science Corridor Life Sciences Center (LSC) was established in the 1988 *Gaithersburg Vicinity Master Plan*.

The 2010 Plan builds on this framework and the existing land uses that support the vision, including the Shady Grove Adventist Hospital, the considerable academic resources of the Universities at Shady Grove and the Johns Hopkins University, and numerous industry-leading private firms that are engaged in genomic and biotechnology research.

The GSSC Plan's vision for the LSC is a live-work community that will foster the creativity and collaboration necessary for developing bioscience innovations, all set within an attractive and sustainable mixed-use neighborhood. The Plan focuses on transit-oriented development centered around the Corridor Cities Transitway (CCT), a public transit line in a dedicated right-of-way running from the Shady Grove Metro Station through Gaithersburg and Germantown and continuing to Clarksburg. The GSSC Plan's staging requirements are intended to ensure that this critical transit infrastructure is coordinated with development of the Life Sciences Center. It is the Plan's clear intent to make new development in the LSC contingent on the funding and construction of the CCT.

For this reason, the Plan sets out a staging plan, which times the delivery of infrastructure and amenities with development.

To ensure that staging is properly timed and adequate infrastructure is being provided, the GSSC Plan requires the creation of a biennial monitoring program to track development and staging triggers at each stage of the LSC's development. The Plan also requires the establishment of an Implementation Advisory Committee comprising property owners, residents, and other stakeholders in the Plan's implementation. This group will monitor development plans, staging, and the County Capital Improvements Program (CIP), and will report to the Planning Board and County Council.

These guidelines provide direction to the Planning Board, Planning Board staff, and stakeholders regarding appropriate procedures for implementing the Plan's staging. The Board and staff will interpret the Plan recommendations and provide additional guidance and clarification for staging and implementation of development in the LSC. The Guidelines should be used by developers in the LSC, as well as citizens who want to know what is being planned in their neighborhood.

Over the decades needed for full implementation of the GSSC Plan, some modifications may be needed to the staging and implementation guidelines. The process for considering amendments to the GSSC Implementation Guidelines is described later in this document.



2 master plan implementation structure

2.1 GSSC Implementation Advisory Committee

The Plan requires that the Planning Board establish an advisory committee of property owners, residents, and representatives of government and other affected parties who are stakeholders in the development or redevelopment of the Plan area. The committee is responsible for monitoring the Plan’s recommendations, the Capital Improvements Program, and subdivision staging, and making recommendations to the Planning Board and County Council.

An 18-member committee has been appointed by the Planning Board for two-year terms, with reappointments also made by the Board. The committee meets as needed to discuss issues related to the Plan’s implementation, including reviewing development plans and CIP projects.

The Life Sciences Center is within Montgomery County and adjacent to the municipal boundaries of both the City of Gaithersburg and the City of Rockville. Implementing the GSSC Plan will have implications for the County and for both cities. The reverse is also true—development within the neighboring jurisdictions will affect the LSC. The Advisory Committee includes representatives from Gaithersburg and Rockville as well as County government, and will be the primary vehicle for coordination during Plan implementation. Additional meetings with Gaithersburg and Rockville city governments will be held as needed to explore issues that affect each jurisdiction.

2.2 Staging Guidelines

The Plan establishes commercial and residential maximums for four development stages. The Plan also details the conditions that must be met prior to opening each stage, and identifies projects and circumstances that exempt development from some staging requirements. The Guidelines take the Plan’s staging recommendations and supplement them with additional recommendations and interpretations to create a more comprehensive guide to Plan implementation.

2.3 Monitoring Program

The Plan also requires the creation of a biennial monitoring program to track development approvals, traffic issues, public facilities and amenities, and the CIP and Subdivision Staging Policy as they relate to staging and development in the Life Sciences Center. The monitoring program will provide an ongoing assessment of the status of Plan staging and implementation.

3 changing the guidelines

Changing the Implementation Guidelines requires Planning Board approval. Changes need to balance flexibility and certainty and should be guided by the following principles:

- Whenever possible, changes should take effect with the opening of the next Plan stage. If the Board wants to change the Guidelines before the opening of the next stage, they may consider a variety of factors, including the nature of the proposed change, the justification for the proposed change, whether the County or stakeholders would be seriously harmed by delaying the change, and stakeholder testimony .
- The Planning Board may consider changing the Guidelines at any time if it finds that events have occurred or facts have emerged that render specific Guideline provisions no longer appropriate.

- The Planning Board should reconsider the Implementation Guidelines in conjunction with its review of the biennial monitoring report or other periodic assessments.

4 staging

4.1 Procedures

Staging applies to all five districts in the Life Sciences Center—North, Central, South (except the Rickman property), West, and Belward. It does not apply outside the LSC.

4.1.1 Declaring Stages Open for New Development Applications

The Planning Board will officially announce the opening and closing of each stage. A stage may be declared closed for residential development only, for commercial development only, or for both.

The monitoring program is intended to track development levels and staging triggers, and provide a constant assessment of the status of each stage. Staff and applicants should refer to the monitoring program to determine whether to move ahead with development applications and approvals.

4.1.2 Allocating Staging Capacity

As stages open, a “first come, first served” policy will ensure that applications go to the Board in the order received. This will be accomplished by the following process:

- Preliminary Plans that include new additional development cannot proceed to the Planning Board for approval until all of the triggers for the applicable stage are met.
- An application will enter a queue when it has been accepted as complete and final by the Planning Department’s Development Application and Regulatory Coordination Division (DARC).
- If staging capacity is available, a Board date will be set no later than 180 days from the time the application is accepted as complete and final. Applicants may request to go to the Board earlier if the order of the queue is not disrupted. If the application is not ready to go to the Board within 180 days, the application will lose its place in the queue to the next available application. No requests to extend the 180 days will be considered; however, exceptions will be made for unforeseen and unscheduled closings of the Planning Department that are out of the Applicant’s control. The 180-day requirement does not apply to Stage 1.
- Capacity is allocated when Adequate Public Facilities (APF) approval is granted, typically at the time of Preliminary Plan approval by the Planning Board or, if a Preliminary Plan is not required, at the time of Site Plan or Building Permit approval.
- Each stage will have its own queue that does not overlap with or carry over to the queue of a subsequent stage. No applications will be accepted for stages 2 through 4 until the stage has been opened by the Planning Board. Once a stage is closed, no new applications for that stage will be accepted into the queue. The previously existing queue will be maintained in the interim period between stages. If new capacity becomes available during that interim period due to APF expiration, Preliminary Plan expiration, or other circumstances, the next plan in the queue will be advanced to the Planning Board for the potential commitment of the recaptured capacity. Applications from one stage will not be carried over to a subsequent stage.
- If all plans remaining in a queue from a previous stage are able to obtain Planning Board approvals due to recaptured staging capacity, the queue for that stage will be considered complete, and will be cleared.

- If additional capacity is recaptured after a queue is cleared and before the opening of the next stage, the Planning Board may reopen the stage. The date and time for the reopening of the stage would be announced and all interested applicants would have the opportunity to apply for the capacity available. All other staging rules and procedures in these Guidelines would apply to the reopened stage.
- Capacity allocated in a given stage may be recaptured and made available to other potential development plans if the associated Preliminary Plan expires without being recorded by a record plat, or if an Adequate Public Facilities approval expires and is not extended.
- A stage will not be reopened once the next stage opens. Any unallocated capacity recaptured from an expired plan in a previous stage will be added to the capacity of the open stage.
- All applications will be reviewed by staff, however, review does not guarantee that capacity will be allocated. Applicants filing applications assume the risk that capacity will not be available by the time the review is complete. No refunds will be made for plans that do not receive capacity allocations.
- Plans and APF will not be approved for any amount greater than the available capacity in a stage. For plans that do not receive approval for their full development request under a given stage, a separate application to amend the approved plan and obtain APF approval for the balance of the development must be made when the next stage opens. A plan amendment will not enter the queue until the application for the amendment has been accepted as complete and final.

4.1.3 Plans that Exceed Available Staging Capacity

If a plan in the queue exceeds the staging capacity available, the applicant can request approval for the available development capacity. If the applicant chooses not to seek partial approval, the development review process will pass to the next plan in the queue. Applicants who obtain partial approval must apply for a plan amendment to obtain the remaining capacity when the next development stage opens.

Health Care Services – In these Guidelines, health care services are defined as establishments providing health care by trained professionals. These establishments include hospitals, hospice care facilities, life care facilities, nursing homes, medical clinics, physical therapy facilities, and occupational therapy facilities.

4.1.4 Exemptions from Staging

The following are exempt from staging:

- health care services are exempt from the requirements of Stage 1; however, new development for health care services will be tracked and applied against the development totals for Stage 2 and subsequent stages
- plans with development approvals predating the adoption of the Master Plan (“pipeline” projects) unless the associated Preliminary Plan expires without recordation of a plat
- public institutions and projects requiring Mandatory Referral review
- the Rickman property in LSC South
- projects being converted from commercial to residential, provided that the change in development will not increase the number of vehicle trips.

The GSSC Plan specifies that, when converting commercial development to residential development, the new residential development covered by vehicle trip credits from a prior approved commercial development is not subject to staging. Any additional increment is

subject to staging. This applies both to buildings demolished to make way for redevelopment and to approved but unbuilt development.

The Plan is silent on conversion of residential to commercial development. Therefore, while residential development may be converted to commercial development if the zone permits, the conversion will be treated as new development for the purposes of staging, and will be subject to all staging limitations. Again, this applies both to demolitions and to approved but unbuilt development.

Converted properties that count against staging will be included in the monitoring program. This may mean that on-the-ground total development amounts may not exactly match the levels prescribed in the Plan. The administrative adjustment will show the real (as-built) totals and an adjusted total that can be used to determine when commercial and residential maximums have been reached.

4.1.5 Limiting Plan and APF Validity Periods

The only safeguards against potential hoarding of staging capacity are the time limits placed on preliminary plan validity and APF approvals. Because development in the LSC is tightly controlled by staging, plan validity and APF approvals should be limited to the minimum time periods prescribed in the subdivision regulations: currently five years for a Preliminary Plan approval and seven years for Adequate Public Facilities approval¹. The Planning Board can limit the approval of extensions to discourage hoarding. While longer validity periods will be discouraged, the Board has the authority to grant longer validity periods for special circumstances, including phased projects.

4.1.6 General Staging Policies

- The total development maximums (commercial and residential) will be the ultimate controlling number used to determine when a stage has reached capacity.
- If a preliminary plan approved under the staging guidelines expires without the lots being recorded, or if APF approval expires, the development capacity represented by that plan becomes available to all eligible applicants. If an APF approval has expired, an application for reinstatement will not preserve an applicant's allotted capacity or place in the queue. However, if an extension request is filed prior to the APF expiration date, the development capacity represented by that plan remains allocated to the plan pending Board action on the request.
- The Subdivision Staging Policy (SSP) establishes the policies and procedures for administering the Adequate Public Facilities Ordinance (APFO). The Life Sciences Center is in the R&D Village policy area, where the SSP indicates that, by suburban standards, area roads are congested and certain school clusters are overcrowded. Any new development that exceeds the standards set in the Subdivision Staging Policy will need to mitigate a percentage of its impact before it can move forward. The APFO goal is to ensure that transportation and school facilities have sufficient capacity for the Planning Board to approve specific development projects. Development that is exempt from staging is still subject to APFO requirements.

4.2 Transportation Network Staging

4.2.1 LATR, PAMR, and CIP Projects

Improvements to the transportation network will occur both as requirements of development approvals and as CIP projects or as State Consolidated Transportation Program (CTP) projects. Development applications in the LSC will follow the normal development review process that includes a requirement for developers to conduct traffic studies and establishes requirements for transportation network improvements through formulas in the Local Area Transportation Review (LATR) and Policy Area Mobility Review (PAMR) processes. Larger

¹ Per County Council resolution, the typical three-year and five-year minimum validity periods for Preliminary Plans and APF approvals, respectively, has been increased to five and seven years for approvals granted until April 1, 2013.

transportation network improvements funded through the County's CIP and the State's CTP process and should be identified in the Biennial Report.

4.2.2 Mobility and Capacity Enhancement Alternatives

The Plan states that mobility and capacity enhancements should be considered as alternatives to grade-separated intersections during a transportation planning study, or the review of a land development project. These enhancements include, but are not limited to, increased transit service, a robust street system that promotes walking and bicycling, managed parking supply, proactive travel demand management services, and operational enhancements to streets, arterials, highways, and at-grade intersections.

4.2.3 Context-sensitive Improvements

Prior to designing any interchanges deemed necessary in the Biennial Report, a feasibility study by M-NCPPC and MCDOT will examine the alternative mobility enhancements described above and develop context-sensitive solutions. The Plan supports context-sensitive improvements that are designed to facilitate community connections, minimize right-of-way needs, and address visual and noise concerns through design elements such as below-grade roadways and ramps. Additional guidance should be obtained from the GSSC Urban Design Guidelines. The feasibility study will include participation by adjacent community representatives to help define community needs and context. All transportation improvements should be planned, designed, and constructed in consideration of sustainability, balancing their effects on the natural environment, social community, and economic resources.

5 monitoring program

The *Great Seneca Science Corridor Master Plan* seeks to coordinate the timing of new development with the provision of key public facilities. Realizing the Plan's vision will take time; its implementation should be monitored to evaluate how development is achieving the vision.

The monitoring system will assess the Plan's implementation by periodically assessing:

- development approvals
- commercial to residential conversions
- traffic performance
- Non-Auto Driver Mode Share (NADMS)
- Capital Improvement Projects
- public facilities and amenities
- Subdivision Staging Policy

In the spring of each odd-numbered year, staff will produce a Biennial Report to submit to the County Council and County Executive prior to the development of the biennial CIP. The Report should include an assessment of the staging plan to determine if any modifications are necessary. The biennial assessment should also determine if any master-planned transportation improvements should be programmed for completion to permit the opening of the next stage.

Monitoring information will be available online at montgomeryplanning.org/community/gaithersburg. Landowners, County officials, staff, and interested citizens should consult the website to determine when development capacity is available.

5.1 Development Approvals

Staging requirements of the GSSC Plan provides for an additional 400,000 square feet of commercial development and 2,500 additional dwelling units in Stage 1. Health care services are not applied to the capacity of Stage 1.

- Stage 2 allows for an additional 2.3 million square feet of commercial development and 2,000 additional dwelling units. Health care services are applied to the capacity of Stage 2.
- Stage 3 allows for an additional 2.3 million square feet of commercial development and 1,200 additional dwelling units.
- Stage 4 allows for an additional 1.8 million square feet of commercial development and no additional dwelling units.

The Planning Department will track commercial and residential development totals and report them relative to the staging limits. Commercial development will be reported in square feet; residential development will be reported in numbers of units.

5.2 Commercial to Residential Conversion

The owner of a property approved for commercial development may resubdivide and convert to residential development. This conversion will be exempt from staging, provided that the change will not increase the number of vehicle trips.

The M-NCPPC will track commercial to residential development conversions and report them relative to the staging limits. These will be reported as commercial square feet converted to residential units.

5.3 Traffic Performance

Traffic performance is measured two ways: Local Area Transportation Review (LATR) and Policy Area Mobility Review (PAMR). LATR will be used to determine traffic levels at intersections within the LSC. Intersection congestion is measured using a method called Critical Lane Volume (CLV), the number of vehicles that can move through an intersection's conflicting lanes in an hour. The LSC is within the Research and Development (R&D) Policy Area. The CLV standard for this policy Area is 1450.

PAMR reports the average transportation system performance for the policy area. This review compares two components:

Relative Arterial Mobility measures congestion on the County's arterial roadway network by comparing forecasted congested speeds to free-flow speeds on roadways.

Relative Transit Mobility is the relative speed by which trips can be made by transit as opposed to by auto.

The PAMR analysis results of FY2011 found the R&D Policy Area to be Acceptable with Partial Mitigation. New development is responsible for mitigating 35 percent of the trips it generates.

The M-NCPPC will use the LATR and PAMR reviews for each new development to update and report Critical Lane Volume levels, Relative Arterial Mobility, and Relative Transit Mobility figures.

5.4 Non-Auto Driver Mode Share

Non-Auto Driver Mode Share (NADMS) is the percent of work trips via transit (bus or rail), walking, biking, or carpooling during the peak travel periods of a typical weekday. The baseline mode share percentage must be established before Stage 1 begins.

- Before Stage 2 begins, the area must attain an 18 percent mode share.
- Before Stage 3 begins, the area must attain a 23 percent mode share.
- Before Stage 4 begins, the area must attain a 28 percent mode share.

NADMS will be determined by the Commuter Services Section of the Transit Services Division, Montgomery County Department of Transportation, using the Annual Commuter Survey that is conducted through the Greater Shady Grove Transportation Management District. Each time the NADMS is updated, it will be reported as part of the LSC Monitoring Program.

5.5 Capital Improvement Plan

The Capital Improvement Plan is the tool through which locally funded public facilities, such as sewers, local roads, schools, libraries, and parks can be scheduled and built, in coordination with and guided by, the Annual Growth Policy and GSSC Plan.

A list of CIP projects identified in the GSSC Plan has been compiled for tracking in the LSC Monitoring Program. Additional items needed for Plan implementation may be identified in the future through the Biennial Monitoring Report; these additional projects will be added to the Monitoring Program as they are placed in the County CIP or the State Consolidated Transportation Program.

5.6 Public Facilities and Amenities

The monitoring program will track attributes of development projects that provide an appropriate environment or satisfy public needs. As outlined in the Zoning Ordinance, facilities and amenities may include, but are not limited to:

- (a) green area or open space which exceeds the minimum required, with appropriate landscaping and pedestrian circulation
- (b) streetscaping that includes elements such as plantings, special pavers, bus shelters, benches, and decorative lighting;
- (c) public space designed for performances, events, vending, or recreation;
- (d) new or improved pedestrian walkways, tunnels or bridges;
- (e) features that improve pedestrian access to transit stations;
- (f) dedicated spaces open to the public such as museums, art galleries, cultural arts , community rooms, recreation areas;
- (g) day care for children or senior adults and persons with disabilities; and
- (h) public art.

5.7 Subdivision Staging Policy

The primary purpose of the Growth Policy is to match the timing of private development with the availability of public services. It ensures that there is enough transportation and school capacity to accommodate new development. The tracking of transportation capacity is covered in sections on Traffic Performance and Non-Auto Driver Mode Share. This section of the Guidelines focuses on school capacity.

The annual component of the biannual Subdivision Staging Policy is a review of the school capacity for school clusters throughout the County. If a cluster exceeds 105 percent program capacity ceiling, residential subdivision within that cluster would be subject to either a school facilities payment or a moratorium.

The LSC is served by two school clusters: Gaithersburg Cluster and Thomas S. Wootton Cluster.

The program capacity for schools is tracked by Montgomery County Public Schools and their figures for the schools in the Life Sciences Center will be reported in the Monitoring Program and updated whenever a new report is released.

6 great seneca science corridor master plan staging requirements

The following language from the GSSC Plan with staff's summary of capacity at each stage (shaded) outlines four development stages and a pre-staging actions that must be completed before plans for any new development can be approved.

Before Stage 1 begins, all of the following must occur:

- Approve and adopt the Sectional Map Amendment.
- Fund and begin operating the Greater Shady Grove Transportation Management District (TMD).
- Designate the LSC Central, West, Belward, and North Districts as a Road Code Urban Area.
- Include the entirety of the Rickman property on Travilah Road in the R&D Policy Area. Document the baseline of non-driver mode share through monitoring and traffic counts.
- Develop a monitoring program for the Master Plan within 12 months of adopting the sectional map amendment that addresses the following:
 - The Planning Board must develop a biennial monitoring program for the LSC. This program will include a periodic assessment of development approvals, traffic issues (including intersection impacts), public facilities and amenities, the status of new facilities, and the CIP and Growth Policy as they relate to the LSC. The program should conduct a regular assessment of the staging plan and determine if any modifications are necessary. The biennial monitoring report must be submitted to the Council and Executive prior to the development of the biennial CIP.
 - The Planning Board must establish an advisory committee of property owners, residents, and interested groups (including adjacent neighborhoods in Gaithersburg and Rockville), with representation from the Executive Branch, the City of Rockville, and the City of Gaithersburg that are stakeholders in the redevelopment of the Plan area – to evaluate the assumptions made regarding congestion levels, transit use, and parking. The committee's responsibilities should include monitoring the Plan recommendations, monitoring the CIP and Growth Policy to address issues that may arise, including, but not limited to, community impacts and design, and the status and location of public facilities and open space.
 - Dependent on the availability of outside funding, the Planning Board must initiate an ongoing health impact assessment of development in the Plan area, with the participation of the Montgomery County Department of Health and Human Services, Department of Environmental Protection, Department of Transportation, the City of Gaithersburg, and the City of Rockville.

Stage 1

Commercial Development Totals

- 7.0 million square feet (existing)
- 3.7 million square feet (pipeline, not subject to staging)
- Subtotal: 10.7 million square feet (existing + pipeline)
- 400,000 additional square feet
- Total Stage 1 Commercial development: 11.1 million square feet

Health care services are exempt from the requirements of Stage 1. Development above 11.1 million square feet cannot proceed until all the prerequisites for Stage 2 have been met, including full funding of the Corridor Cities Transitway (CCT) from the Shady Grove Metro Station to Metropolitan Grove within the first six years of the County's CIP or the State CTP.

Residential Development Totals

- 3,300 existing and approved dwelling units
- 2,500 additional dwelling units
- Total Stage 1 residential development: 5,800

Before Stage 2 begins, all the following must occur:

- Fully fund construction of the CCT, including the proposed realignment through the LSC, from the Shady Grove Metro Station to Metropolitan Grove within the first six years of the County's CIP or the State CTP.
- Fully fund relocation of the Public Service Training Academy from LSC West to a new site.
- Fund the LSC Loop trail in the County's six-year CIP and/or through developer contributions as part of plan approvals.
- Attain an 18 percent non-auto driver mode share (NADMS).

Stage 2

Commercial Development Totals

- 11.1 million square feet (Stage 1)
- 2.3 million additional square feet (Stage 2)
- Total Stage 2 commercial development: 13.4 million square feet

Residential Development Totals

- 5,800 dwelling units (Stage 1)
- 2,000 additional dwelling units (Stage 2)
- Total Stage 2 residential development: 7,800

Before Stage 3 begins, all the following must occur:

- CCT is under construction from Shady Grove Metro Station to Metropolitan Grove and at least 50 percent of the construction funds have been spent.
- Program for completion within six years any needed master-planned transportation improvement identified by the most recent biennial monitoring review to be needed at this point in the staging plan.
- Construct and open at least one public street (such as Medical Center Drive extended) across LSC West and Belward to provide a direct connection across major highways and between the districts, contributing to placemaking and connectivity.
- Attain a 23 percent NADMS.

Stage 3

Commercial Development Totals

- 13.4 million square feet (Stage 1 and 2)
- 2.3 million square feet additional (Stage 3)
- Total Stage 3 commercial development: 15.7 million square feet

Residential Development Totals

- 7,800 dwelling units (Stage 2)
- 1,200 additional dwelling units (Stage 3)
- Total Stage 3 residential development: 9,000

Before Stage 4 begins, all of the following must occur:

- Begin operating the CCT from the Shady Grove Metro Station to Clarksburg.
- Program for completion within six years any needed master-planned transportation improvement identified by the most recent biennial monitoring.
- Attain a 28 percent NADMS.

Stage 4

Commercial Development Totals

- 15.7 million square feet (Stage 1, 2, and 3)
- 1.8 million additional square feet (Stage 4)
- Total Stage 4 commercial development at full buildout: 17.5 million square feet

Residential Development Totals

- 9,000 dwelling units (Stage 3)
- No additional Stage 4 dwelling units
- Total Stage 4 residential development at full buildout: 9,000

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