



March 22, 2007

**MEMORANDUM**

**TO:** Montgomery County Planning Board

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

**FROM:** N'kosi Yearwood, Senior Planner (301.495.1332) *N.Y.*  
Community-Based Planning Division

**SUBJECT:** Mandatory Referral No. 07303-DPWT-1: Temperature Controlled Liquor Warehouse at the Department of Liquor Control in the County Service Park (CSP), 16650 Crabbs Branch Way, TOMX-2/TDR Zone, Shady Grove Sector Plan (2006)

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**STAFF RECOMMENDATION:** **APPROVE** transmittal of the following comments to the Department of Public Works and Transportation (DPWT):

1. The applicant should not construct the proposed warehouse expansion at the Department of Liquor Control until the Requests for Expressions of Interest (REOI), issued by the County Executive's Office has been completed, or until January 2008 in order to be consistent with the staging provisions in the Shady Grove Sector Plan.
2. Provide a landscape plan for the frontage along Shady Grove Road that is in concert with the recommendations in the Shady Grove Sector Plan.
3. Consistent with the provisions of the Shady Grove Sector Plan, participate in the Greater Shady Grove Transportation Management District when established and enter into a traffic mitigation agreement.
4. The applicant must obtain a sediment control permit from the Department of Permitting Services.
5. The applicant must obtain a final stormwater management approval from the Department of Permitting Services.

## **PROJECT SUMMMARY**

The Department of Liquor Control proposes to expand the existing warehouse facility in the County Service Park (CSP) to provide a new warehouse that will meet specific storage temperature requirements from beer manufacturers. In addition to the new warehouse, which is approximately 49,573 square feet in size, a new loading dock area for three tractor trailers, additional pavement, new stormwater management, and relocation of existing gas and water utilities are included in the expansion.

## **PROJECT BACKGROUND**

The Approved FY07-12 Capital Improvements Program (CIP) No. 85050 approved the proposed expansion of the Liquor Warehouse. The Montgomery County Department of Finance is using Certificates of Participation (COP) as the funding source for the proposed expansion since it allows flexibility in subsequent financings backed by liquor revenues.

The Department of Liquor Control operates six days per week with two shifts. The day shift operates from 7:00 a.m. to 4:30 p.m. Monday to Friday. There are more than 160 employees that are on the day shift between the warehouse and administrative staff. The night shift operates from Sunday to Thursday evenings from approximately 4:30 p.m. to 12:30 a.m. There are approximately 60 employees on this shift in the warehouse. The existing hours of operation will remain the same and no new employees are proposed with the expansion.

## **PROJECT DESCRIPTION**

### *Neighborhood Context*

The Montgomery County Liquor Warehouse site is part of the 91.5-acre Montgomery County Service Park (CSP), which is at the northwest intersection of Shady Grove Road and Crabbs Branch Way. Immediately north of the warehouse is the vacant Casey 6 property, and the Grove Shopping Center is located to the northeast. Other public uses in the County Service Park are: the Montgomery County Public Schools (MCPS) Bus Depot and Food Service Facility; the Department of Public Works and Transportation Equipment Maintenance and Operations Center (EMOC); and the M-NCPPC Central Maintenance Facility.

### *Project Description*

The proposed warehouse expansion will occur at the rear of the existing building close to the CSX tracks. A new loading dock area to accommodate three tractor trailers, additional pavement for truck circulation, relocation of an existing six-inch waterline and an existing six-inch gas line, storm drain piping and control structures, and an existing light pole will be included in the expansion.

The expanded warehouse will take place on the surface parking lot that is close to the CSX rail line and at the rear of the existing building. The displaced parking spaces will be accommodated with other surface parking areas on the Liquor Control portion of the CSP.

### *Subject Site*

The Department of Liquor Control occupies approximately 14 acres of the 91-acre County Service Park. Located at the northwestern intersection of Shady Grove Road and Crabbs Branch Way, the existing warehouse and office building is approximately 150,000 square feet in size. Crabbs Branch Way provides primary access to the site. Surface parking is to the immediate north, south and east of the existing warehouse. A natural gas and water line runs along the eastern and northern property lines. There are no streams, wetlands or other environmentally sensitive areas on the site.

## **ANALYSIS**

### *Master Plan Conformance*

The Approved and Adopted (2006) Shady Grove Sector Plan recommends the redevelopment of the County Service Park (CSP) into a mixed-use community with residential and non-residential development, as well as a public park and library. The Plan recommendations for the CSP include:

- Relocating the Department of Public Works and Transportation (DPWT) Equipment Maintenance Operations Center (EMOC), MCPS food service and the Department of Liquor Control's facility to more appropriate locations.
- Rezoning this site from I-1 to the proposed TOMX-2/TDR Zone.
- Providing live-work residential units along Crabbs Branch Way.
- Providing a library site with structured parking near Shady Grove Road in a manner that creates a focal point as a civic building in a highly prominent location. At the time the library is constructed, consider whether additional community meeting space (beyond that normally provided in a library) is needed. Consider options to co-locate the library with the proposed park and private recreational facilities (*County Council Resolution No.15-1283, p.12*).

The Plan establishes a two-year time period from the adoption of the Plan to allow the County to seek private sector partners to begin negotiating to redevelop the CSP. The Sector Plan recommends that:

- If some or all of the County Service Park relocates, final negotiations or relocations should be concluded. The schedule for funding the design and construction of any improvement to CSP facilities that may occur if these facilities are not located will be determined by the Council during its review of the Capital Improvements Program (*County Council Resolution No.15-1283, p.35*).

The proposed Liquor Warehouse expansion is not in conformance with the Council's Resolution on the Shady Grove Sector Plan. The staff recommend that the Department of Liquor Control and the Department of Public Works and Transportation delay the construction of the proposed expansion until the two-year reservation period expires. In lieu of waiting until January 2008, the Department of Liquor Control could wait until the private sector interests respond to the Request for Expressions of Interest (REOI), which should be released by the County Executive's Office by April 1, 2007. The proposed expansion contributes to challenging the idea of relocating a portion or all of the County Service Park.

### *Development Standards*

The entire County Service Park, approximately 91 acres, is in the Transit-Oriented Mixed-Use/Transferable Development Rights (TOMX-2/TDR) Zone. Section 59-C-13.22 (d) permits "publicly owned or publicly operated uses" in both standard and optional method forms of development. This project is reviewed as a standard method development and is consistent with the development standards of the zone. The height of the proposed new warehouse is approximately 33 feet.

### **Transportation and Access**

The following paragraphs summarize the analysis of transportation issues:

#### *Site Access*

There are southern and northern entrances from Crabbs Branch Way to the Liquor Warehouse. The northern entrance serves as the main entrance while the southern entrance is shared with the Temporary Day Laborer site and Montgomery County Food Service Facility. These access points will be retained (see Transportation Planning memo for additional information).

#### *Pedestrian and Vehicular Circulation Plan*

All proposed vehicular improvements are internal to the property. Existing public sidewalks along Crabbs Branch Way and Shady Grove Road will not change from the proposed expansion. There are no planned sidewalks near the new warehouse area.

#### *Parking*

The site includes 152 existing off-street parking spaces. Of these spaces, 64 spaces are currently used by the adjoining MCPS Food Service Facility, which is to the immediate south. The surface parking to the north, where the new expansion will take place, will displace approximately 44 spaces. The displaced parking will be recaptured in the southern portion of the property.

## **Landscape and Lighting**

The Shady Grove Sector Plan has specific recommendations for the Shady Grove Road corridor. The Plan recommends that:

- Shady Grove Road should be viewed as a major highway that also provides local access and should be improved with extensive landscape treatment to achieve a more positive visual character for the entire corridor. The Plan recognizes that alternative land use recommendations (housing or potential relocation of County Service facilities) on Casey 6 and 7 will create a different character within this area of Shady Grove Road and will need enhanced landscape screening to ensure compatibility (*Council Resolution No. 15-1283, p.5*).

No new landscaping is proposed for the area surrounding the warehouse. Staff recommends that the applicant provide additional landscaping along the existing property that fronts Shady Grove Road.

The submitted lighting plan includes two light poles in the new pavement area and two wall mounted lights on the new warehouse. The lights from the proposed light will not impact adjacent rights-of-way.

## **Environmental Guidelines**

### *Stormwater Management*

The Department of Permitting Services (DPS) has approved the concept plan for stormwater management. The stormwater management plan consists of a waiver request for on-site channel protection measures and on-site water quality control via a storm filter. A new storm drainage system will be installed on-site to provide stormwater runoff from both the existing and proposed areas to a 27" outfall pipe that traverses the adjacent railroad track. The Department of Permitting Services must approve a final stormwater management plan.

### *Forest Conservation*

The proposed addition is exempt from Forest Conservation Law since no forest will be cleared.

### *Leadership in Energy and Environmental Design*

This addition will not seek Leadership in Energy and Environmental Design (LEED) certification. All new County facilities must be LEED certified silver beginning in FY 08.

## **COMMUNITY OUTREACH**

Representatives from the Department of Public Works and Transportation, and the Department of Liquor Control presented the proposed expansion to the Shady Grove Advisory Committee on February 20, 2007. Members of the Committee voiced concern regarding the expansion of the facility and its potential impact on relocating some of the county service uses. Several existing civic and homeowners associations received notification on the proposed expansion. No letters, emails or phone calls were received prior to this report.

## **CONCLUSION**

The staff recommend transmittal of the proposed mandatory referral with the comments noted at the beginning of this report. We acknowledge the Department of Liquor Control needs to accommodate temperature requirements from beer manufacturers. We are concerned that a new expansion of the Department of Liquor Control warehouse will provide an additional challenge towards relocating the County Service Park.

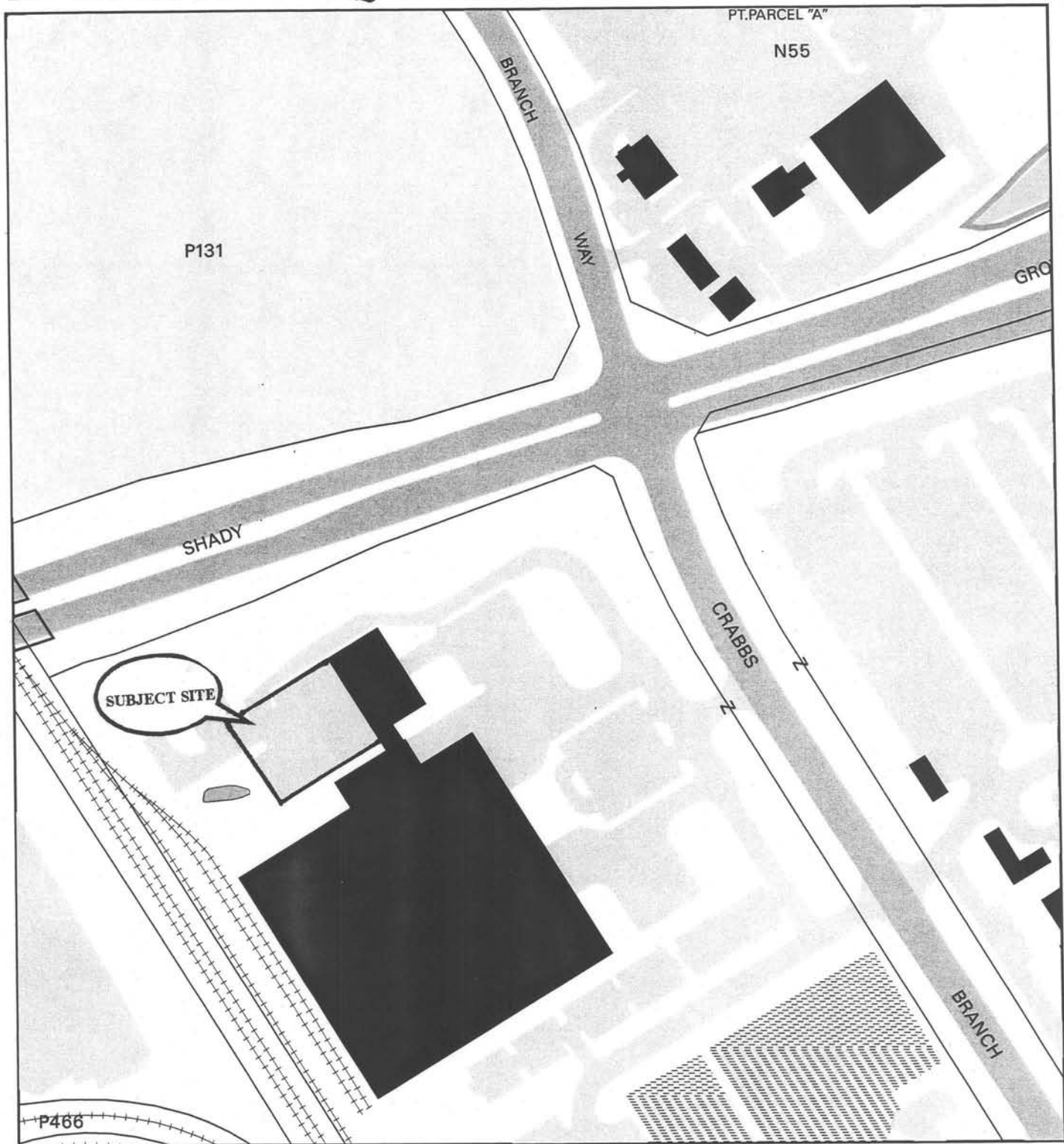
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### **Attachments**

1. Department of Liquor Control Vicinity Map
2. Site Plan
3. Project Description Form
4. County Service Park Location of Facilities
5. Aerial of Liquor Warehouse
6. Density Distribution Map - Shady Grove Sector Plan
7. Transportation Planning Memo

# ATTACHMENT 1

## DEPARTMENT OF LIQUOR CONTROL



Map compiled on March 16, 2007 at 11:41 AM | Site located on base sheet no - 222NW08

### NOTICE

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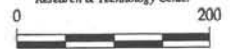
Property lines are compiled by adjusting the property lines to topography created from aerial photography and should not be interpreted as actual field surveys. Planimetric features were compiled from 1:14400 scale aerial photography using stereo photogrammetric methods.

This map is created from a variety of data sources, and may not reflect the most current conditions in any one location and may not be completely accurate or up to date. All map features are approximately within five feet of their true location. This map may not be the same as a map of the same area plotted at an earlier time as the data is continuously updated. Use of this map, other than for general planning purposes is not recommended. - Copyright 1998

Key Map

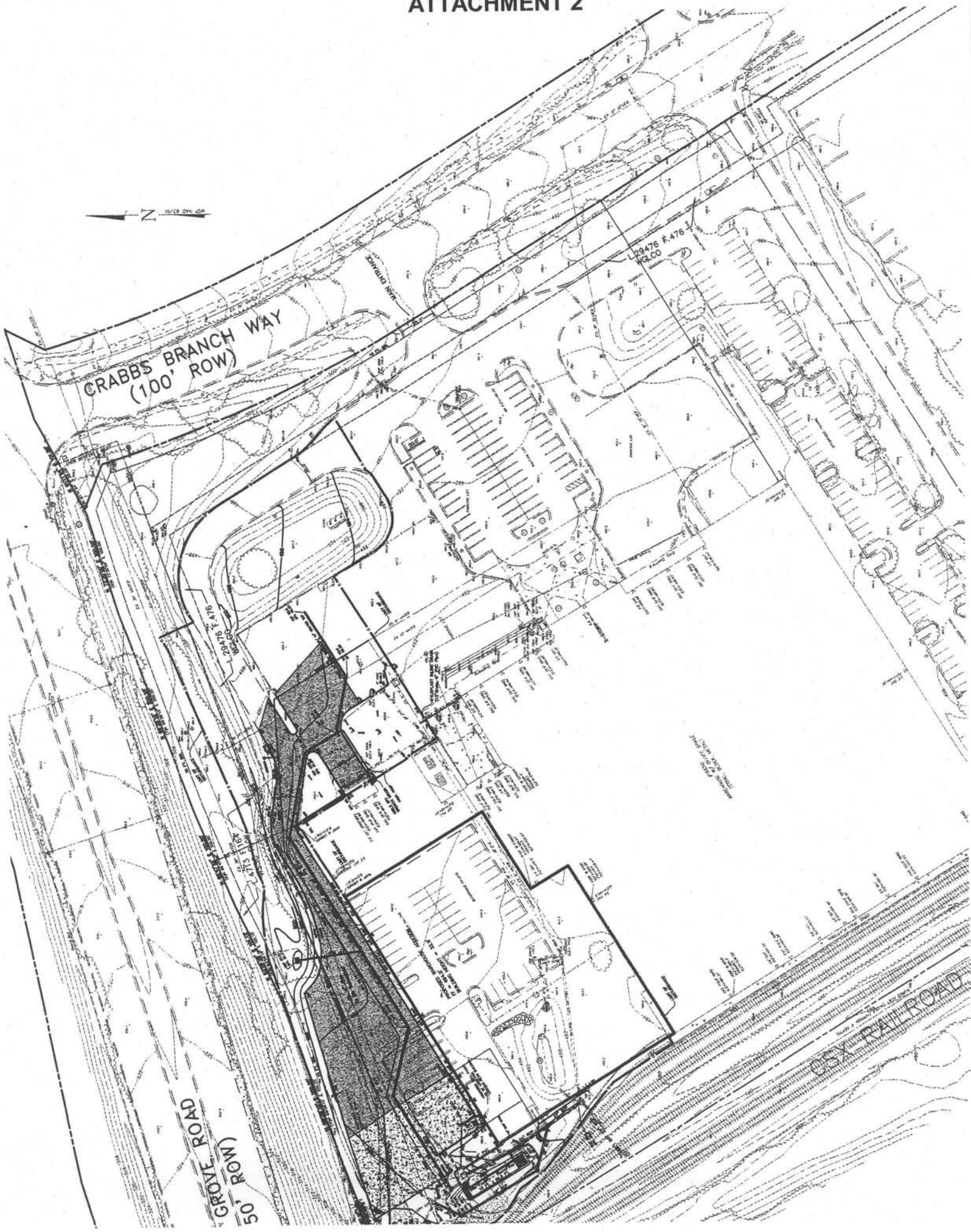


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1 inch = 200 feet  
1 : 2400

# ATTACHMENT 2





# ATTACHMENT 3

## Temperature Controlled Liquor Warehouse -- No. 850500

Category  
Agency  
Planning Area  
Relocation Impact

General Government  
Liquor Control  
Rockville  
None

Date Last Modified  
Required Adequate Public Facility

May 8, 2006  
NO

### EXPENDITURE SCHEDULE (\$000)

Cost Element	Total	Thru FY05	Est. FY06	Total 6 Years	FY07	FY08	FY09	FY10	FY11	FY12	Beyond 6 Years
Planning, Design and Supervision	1,180	16	0	1,164	1,107	57	0	0	0	0	0
Land	0	0	0	0	0	0	0	0	0	0	0
Site Improvements and Utilities	1,083	0	0	1,083	1,064	19	0	0	0	0	0
Construction	5,085	0	0	5,085	4,237	848	0	0	0	0	0
Other	0	0	0	0	0	0	0	0	0	0	0
<b>Total</b>	<b>7,348</b>	<b>16</b>	<b>0</b>	<b>7,332</b>	<b>6,408</b>	<b>924</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

### FUNDING SCHEDULE (\$000)

Certificates of Participation	7,348	16	0	7,332	6,408	924	0	0	0	0	0
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### ANNUAL OPERATING BUDGET IMPACT (\$000)

Maintenance				714	0	142	143	143	143	143	0
Energy				593	0	117	119	119	119	119	0
<b>Net Impact</b>				<b>1,307</b>	<b>0</b>	<b>259</b>	<b>262</b>	<b>262</b>	<b>262</b>	<b>262</b>	<b>0</b>

#### DESCRIPTION

The project provides for an additional 52,000 square feet of support function, liquor/wine, and packaged beer storage space to the existing building, expansion of the truck parking area, and provision of air-conditioning for the existing warehouse facility. The new packaged beer storage space of approximately 26,000 square feet will comply with mandated supplier facility requirements.

#### JUSTIFICATION

Various beer manufacturers require their beer to be stored at specific temperatures. The existing warehouse cannot meet these temperature requirements. The warehouse is also used for storing other temperature-sensitive products, including wine. The existing warehouse is the designated work place for permanent, full-time County employees. It is currently the only County non-air-conditioned worksite.

#### Plans and Studies

Program of Requirements (POR) and "Temperature Control Warehouse Expansion" study completed. Pedestrian Safety will be considered during design.

#### Cost Change

Cost will be updated when the County receives bids from contractors. At that time, the County Executive will request a Resolution authorizing the issuance of Certificates of Participation (COPS) to fund this project.

#### STATUS

Planning stage.

#### OTHER

The intent is that this project will be in place until FY14.

#### FISCAL NOTE

The Department of Liquor Control will finance the cost of this project.

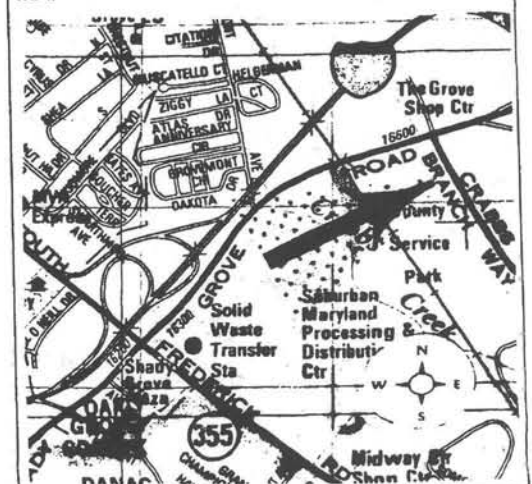
#### APPROPRIATION AND EXPENDITURE DATA

Date First Appropriation	FY05	(\$000)
Initial Cost Estimate		7,348
First Cost Estimate		
Current Scope	FY05	7,348
Last FY's Cost Estimate		7,348
Present Cost Estimate		7,348
Appropriation Request	FY07	0
Appropriation Request Est.	FY08	0
Supplemental Appropriation Request	FY06	0
Transfer		0
Cumulative Appropriation		0
Expenditures/Encumbrances		0
Unencumbered Balance		0
Partial Closeout Thru	FY04	0
New Partial Closeout	FY05	0
Total Partial Closeout		0

#### COORDINATION

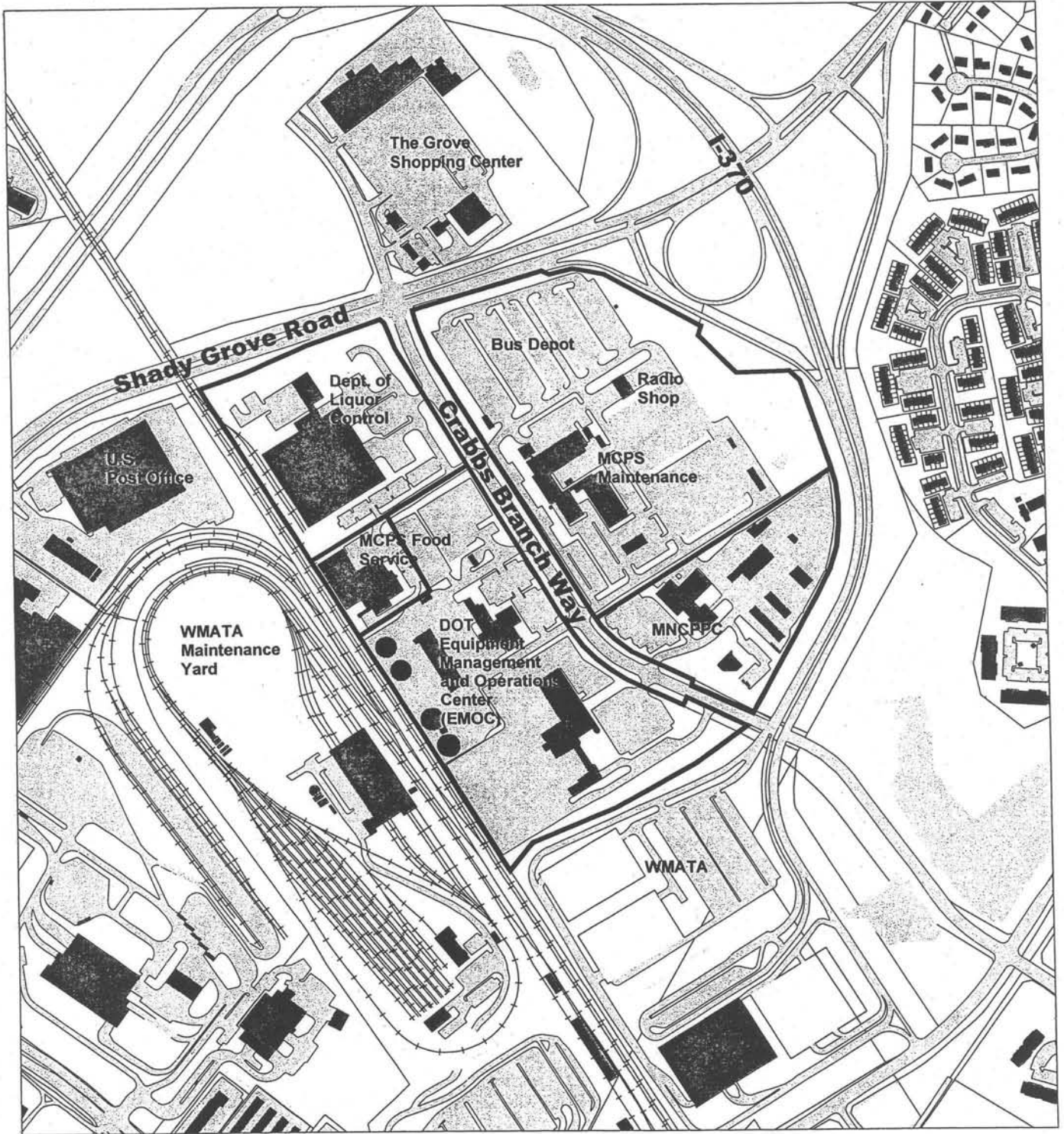
Department of Finance  
Department of Liquor Control  
Department of Permitting Services  
Department of Public Works and Transportation,  
Division of Capital Development  
Department of Technology Services  
Washington Suburban Sanitary Commission

#### MAP



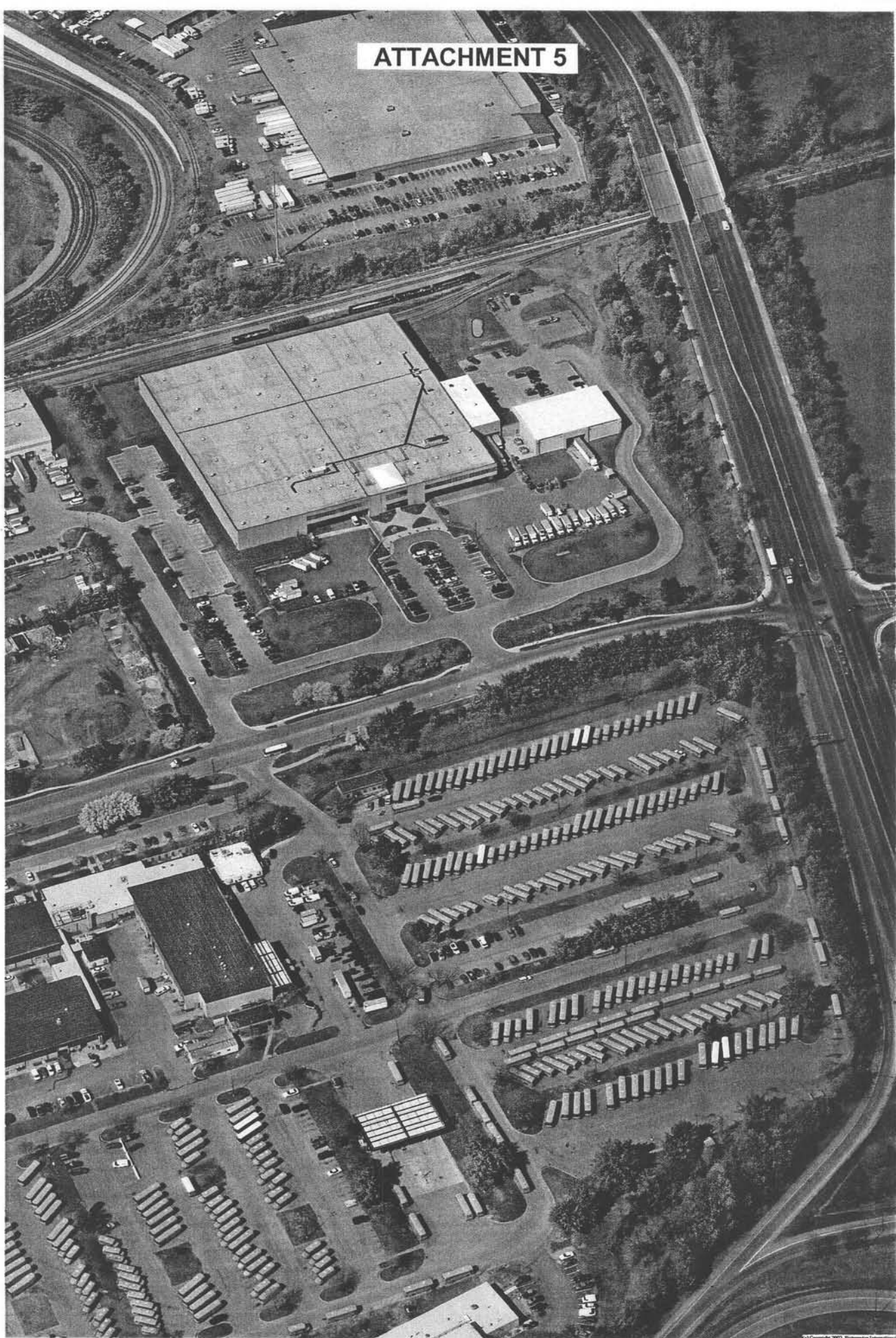
# ATTACHMENT 4

## County Service Park Location of Facilities



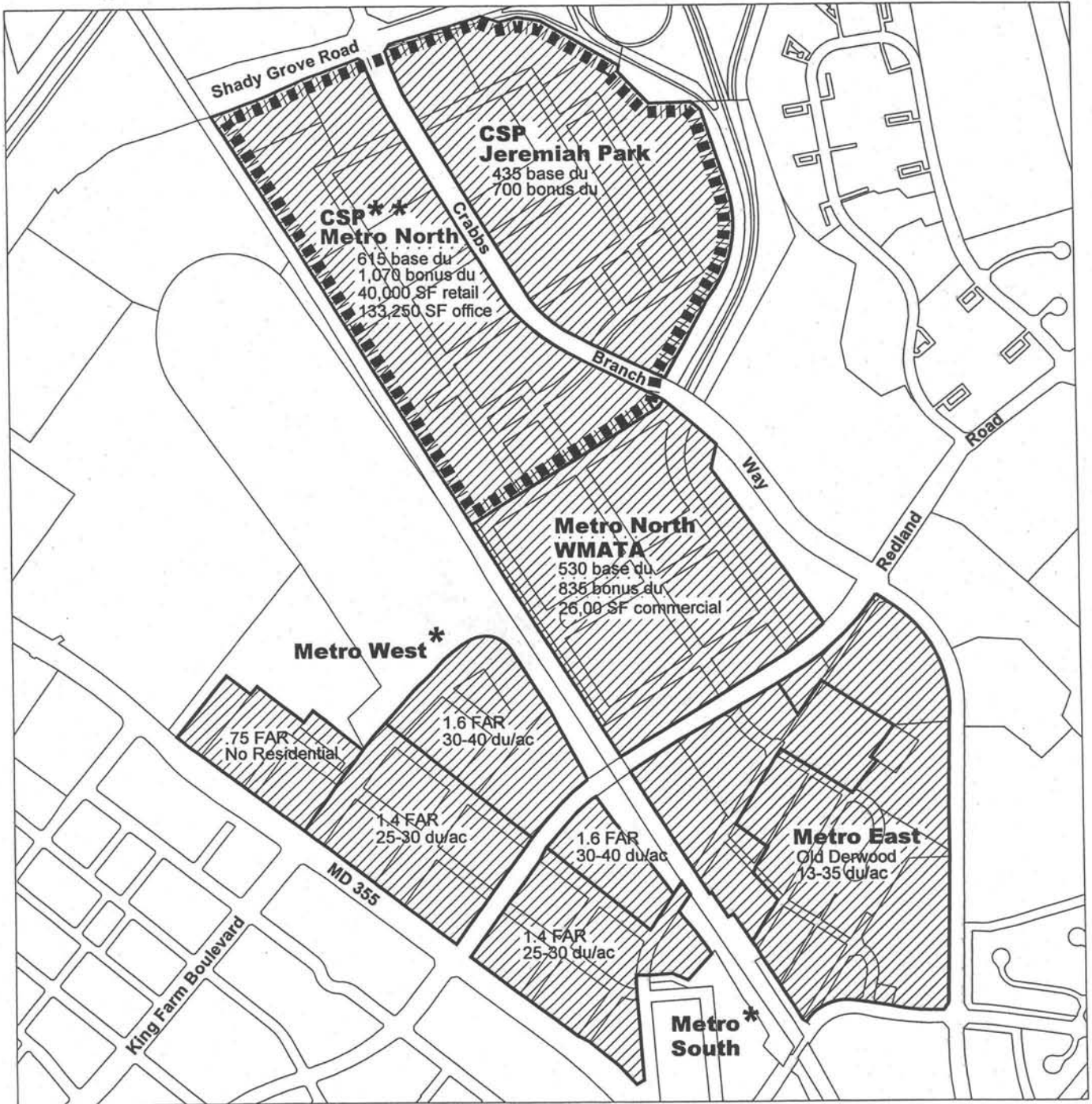
0 625'

ATTACHMENT 5



# ATTACHMENT 6

## Density Distribution Map



- \* Plan allows up to 30% maximum commercial FAR and requires a minimum of 70% residential FAR
- \*\* Metro North may have increased density under joint development provisions with Casey 6 & 7. See Joint Development Properties.

All residential densities may be increased by the provision of MPDU's, TDR's and workforce housing.

■■■■ County Service Park (CSP)



## ATTACHMENT 7



### MONTGOMERY COUNTY PLANNING DEPARTMENT THE MARYLAND-NATIONAL CAPITAL PARK AND PLANNING COMMISSION

March 20, 2007

#### MEMORANDUM

TO: Nkosi Yearwood, Planner  
Community-Based Planning Division

VIA: Daniel K. Hardy, Supervisor *DKH*  
Transportation Planning

FROM: Ed Axler, Planner/Coordinator *EAX*  
Transportation Planning

SUBJECT: Mandatory Referral 07303-DPW&T-1  
Department of Liquor Control's Temperature-Controlled Liquor Warehouse  
16650 Crabbs Branch Way, Rockville  
Shady Grove (Metro Station) Policy Area

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This memorandum is the Transportation Planning staff's Adequate Public Facilities (APF) review of the proposal to expansion of the existing warehouse located within the County Service Park (CSP) property and the *Shady Grove Sector Plan* area.

#### **RECOMMENDATION**

Transportation Planning staff recommends the following as part of the transportation-related review of the subject mandatory referral based on the January 16, 2007 submission and responses to follow-up transportation-related questions:

The Division of Liquor Control, as a CSP entity, should continue to offer transit incentives and participate in the Greater Shady Grove Transportation Management District (TMD) to help the County achieve the sector-planned mode share goals for the *Shady Grove Sector Plan* area.

## DISCUSSION

### Site Location and Access Points

The warehouse is located on the south side of Shady Grove Road between Crabbs Branch Way and the CSX Railroad tracks and within the County Service Park Parcel P495. The two existing vehicular access points are from Crabbs Branch Way and will be retained as they exist today. One access point is in the center of the existing warehouse site. The second access point is a shared driveway along the site's south side. This driveway is shared with the following two other public facilities:

1. The Montgomery County Public School (MCPS) Food Service Division's facility at 16644 Crabbs Branch Way, and
2. The temporary day laborer site that includes a turnaround/staging area for day-laborer employers' vehicles and a 1,440-square-foot double-wide trailer.

### Master-Planned Roadway and Bikeway

Crabbs Branch Way is currently built as a five-lane undivided roadway within an 80-foot wide right-of-way. The *Shady Grove Sector Plan* recommends reconstructing this roadway as a four-lane divided Commercial Business District Street (B-2) with a minimum 100-foot wide right-of-way and a shared-use path (Class I bikeway, SP-53) along the east side. The *Sector Plan* also notes that as pertains to use and function, Crabbs Branch Way should be treated as an arterial roadway to allow truck traffic and through movement.

### Pedestrian and Transit Facilities

Sidewalks exist along both sides of Crabbs Branch Way between Shady Grove Road and Redland Road and along Shady Grove Road between Crabbs Branch Way and Oakmont Avenue to the west.

The nearest bus stops with shelters are on Shady Grove Road at the intersection with Crabbs Branch Way. Ride-On routes 43 and 51 serve this nearby segment of Shady Grove Road.

The Shady Grove Metrorail Station is located to the south. Pedestrian access to the station is via Crabbs Branch Way and Redland Road, a walking distance of a little less than a mile.

## Sector Plan Transportation Management District Recommendations

The Division of Liquor Control should participate in the Greater Shady Grove TMD and continue to offer such benefits as free and/or subsidized transit fares. The site is located within both the TMD and the *Shady Grove Sector Plan* area.

### Local Area Transportation Review

The changes in the number of employees and delivery truck traffic generated by the warehouse expansion are as follows:

1. Employee Vehicular Trips: The warehouse expansion will not result in increasing the number of employees. Currently, the day shift has 160 employees working in the warehouse or performing administrative functions. The day shift starts at 7:00 a.m., within the weekday morning peak period (6:30 a.m. to 9:30 a.m.), and ends at 4:30 p.m., within the evening peak period (4:00 p.m. to 7:00 p.m.). The night shift has 60 employees working in the warehouse. An estimated 30% of the total 220 workers do not have their own means of transportation and either use public transportation or are a passenger in a carpool.
2. Delivery Truck Trips: Approximately 90 truck trips per week currently arrive and depart to the site. This current number is estimated to decrease by at least 10 delivery vehicles because the warehouse's larger storage capacity would result in a better-stocked facility, satisfying the vendor's beverage needs.

With no increase in the site-generated trips by employees and delivery trucks, a traffic study is not required to satisfy Local Area Transportation Review (LATR).

### Vehicular Parking

The Liquor Control site includes 152 existing off-street parking spaces of which 64 spaces are currently used by the adjoining MCPS Food Service. The proposed temperature-controlled warehouse would displace approximately 44 existing parking spaces. However according to the mandatory referral plans, the effect of the 44 displaced spaces would be mitigated by returning the 64 parking spaces located on the site's south side from MCPS use to Liquor Control use. We find that the proposed total number of parking spaces would meet the projected parking demand.

Although not impacting the Liquor Control site itself, the 64 parking spaces on the Liquor Control site used currently by the MCPS Food Service facility must be reallocated to another location(s) within the CSP.

In addition, the traffic circulation along the driveway shared with the MCPS Food Service facility is constrained by:

1. The vehicles now parked on this driveway predominately for MCPS-related trips.
2. The proposed access point for the temporary day laborer site on the south side.

The Planning Board anticipates reviewing this driveway as part of a status report by DPWT on the temporary day laborer site operations. This status report was included in the Planning Board's comments on the Mandatory Referral No. 07302-DPWT-1 for the temporary day laborer site.

Policy Area Transportation Review/Staging Ceiling Condition

Under the *FY 2005 Annual Growth Policy*, Policy Area Transportation Review is no longer considered in the APF review.

EA/mj .

cc: Chuck Kines  
Fiona Thomas