Zoning Text Amendment (ZTA) No. 21-04, Germantown Churchill Village Overlay Zone

Description

ZTA 21-04 establishes an overlay zone for Germantown Churchill Village as recommended by the Germantown Plan for the Town Sector Zone to preserve the unique character of Churchill Village, protect open space, and ensure a compatible relationship between new and existing development.

Summary

Staff recommends the Board transmit comments supporting ZTA 21-04. The ZTA was introduced by Council President Hucker on behalf of the Planning Board on July 20, 2021. The Public Hearing date is set for September 14, 2021. Introduction of this ZTA establishing the Germantown-Churchill Village Overlay Zone is a major piece of implementing the recently adopted Germantown Plan for the Town Sector Zone and the corresponding SMA H-139, which is concurrently being taken up by the Council.

Background/Analysis

Rationale for ZTA Introduction

This ZTA was requested by the Planning Board to create a new Germantown Churchill Village (GCV) Overlay Zone as part of the implementation of the recently completed Germantown Plan for the Town Sector Zone, which was approved in July of 2020. This new overlay zone would complement the Sectional Map Amendment (SMA) H-139 which rezones the land within the old Town Sector Zone to various residential and CR zones best matching the existing development patterns on the ground.

As part of the rezoning recommended by the master plan and the SMA, it is noted that there are a lot of public and private open space areas throughout Churchill Village, which was a hallmark of the Town Sector Zone. The purpose statement of the proposed overlay zone identifies the three reasons for the overlay:

1. Preserve the unique character of Churchill Village;
2. Protect existing open space and conservation areas; and
3. Ensure a compatible relationship between new and existing development.

The language within and structure of the GCV Overlay is identical to the Montgomery Village Overlay Zone, which was created under similar circumstances in 2015.

ZTA 21-04 as introduced
ZTA 21-04 as introduced is the same draft the Planning Board sent to the County Council at the end of March of 2021. The ZTA would create a new overlay zone by creating a new Section 4.9.10, Germantown-Churchill Village Overlay Zone. Overlay zones are listed in alphabetical order in the code, so the current section 4.9.10, Germantown Transit Mixed Use Overlay, through Section 4.9.21 White Flint 2-Parklawn Overlay would all advance one number (4.9.11 through 4.9.22, respectively). There are also various places throughout the code, in particular within the renumbered overlays, where section references need to be corrected as a result of the renumbering.

Sections of the GCV Overlay Zone

The overlay zone as introduced will have five sections as summarized below:

**Purpose**
As described earlier, the purpose of the GCV Overlay is to
1. Preserve the unique character of Churchill Village;
2. Protect existing open space and conservation areas; and
3. Ensure a compatible relationship between new and existing development.

**Land Use**
The Land Use section of the overlay zone is the most confusing part of the proposed ZTA without explication. The section prohibits most uses from the RE-1 zone except for a short list of primarily recreational activities. This was done because RE-1 is the zone that is used in the SMA to rezone all of the open space and recreation areas (including Lake Churchill), therefore the prohibitions are intended to protect any of these areas from unintended future development for residential or institutional uses.

**Development Standards**
The development standards section requires any new public or common open spaces to be put on a separate property and recorded with a protective easement.

**Development Procedures**
The development procedures of the overlay zone require site plan for most uses except for minor construction in recreation areas, expansions of existing dwellings, or any conditional use. Proper designation and recordation of the open spaces are reinforced, as is the prohibition of development or rezonings, in the RE-1 zone.

**Existing Buildings and Uses**
This section of the code protects existing buildings and uses within the overlay zone from being out of compliance with the new zonings, uses or development standards being applied to the properties so long as the property has not changed since the effective date of the ZTA.

**Conclusion**
Staff supports the proposed ZTA 21-04, Germantown-Churchill Village Overlay and recommends the Planning Board transmit comments to the County Council offering their continued support. This new overlay zone is a critical part of implementing the SMA and the recommendations of the Germantown Plan for the Town Sector Zone.
Attachments

A. ZTA No. 21-04 – introduction packet.
SUBJECT
Zoning Text Amendment (ZTA) 21-04, Overlay Zone – Germantown-Churchill Village

Lead Sponsor: Council President at the request of the Planning Board

EXPECTED ATTENDEES
None

COUNCIL DECISION POINTS & COMMITTEE RECOMMENDATION
N/A

DESCRIPTION/ISSUE
ZTA 21-04 will establish the Germantown-Churchill Village Overlay Zone.

SUMMARY OF KEY DISCUSSION POINTS
- This Overlay zone supports the implementation of new zoning recommended by the recently-adopted and approved Germantown Plan for the Town Sector Zone by offering protections to the existing development character of Churchill Village.
- The Overlay zone addresses irregularities between existing development and new zoning standards as a result of the rezoning; grandfathers existing by-right uses from the old Town Sector (T-S) zone; and protects quasi-public open spaces from future development.
- ZTA 21-04 makes multiple technical corrections to the Zoning Ordinance, such as changing the subsection number for the existing Overlay zones that alphabetically come after the Germantown-Churchill Village and changing references to these renumbered subsections throughout the Ordinance.

This report contains:
Staff Report Pages 1-2
ZTA 21-02 © 1-13
Planning Board Request for Introduction © 14-15

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MEMORANDUM

July 15, 2021

TO: County Council

FROM: Livhu Ndou, Legislative Attorney

SUBJECT: Zoning Text Amendment (ZTA) 21-04, Overlay Zone – Germantown-Churchill Village

PURPOSE: Introduction

Zoning Text Amendment (ZTA) 21-04, Overlay Zone – Germantown-Churchill Village, lead sponsor Council President at the request of the Planning Board, is scheduled to be introduced on July 20, 2021.

The County Council approved and adopted the Germantown Plan for the Town Sector Zone in July 2020. As part of this master plan, the Planning Board has transmitted both this ZTA and a Sectional Map Amendment (SMA) to amend the zoning map and Zoning Ordinance as recommended by the master plan.1

ZTA 21-04 will establish the Germantown-Churchill Village Overlay zone. This Overlay zone supports the implementation of new zoning recommended by the recently-adopted master plan by offering protections to the existing development character of Churchill Village. When the Zoning Ordinance was updated in 2014, it removed the Town Sector (T-S) zone. The Overlay zone addresses irregularities between existing development and new zoning standards as a result of the rezoning; grandfathers existing by-right uses from the old T-S zone; and protects quasi-public open spaces from future development. According to the Planning Board, this proposed Overlay zone is “necessary to preserve the unique residential character and open spaces within the Churchill Village community, and to ensure a compatible relationship between new and existing development.”

ZTA 21-04 also makes multiple technical corrections to the Zoning Ordinance, such as changing the subsection number for the existing Overlay zones that alphabetically come after the

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1 Sectional Map Amendment (SMA) H-139 to implement the Approved and Adopted Germantown Plan for the Town Sector Zone is scheduled for public hearing on July 27, 2021. That SMA and this ZTA will be scheduled for PHED Committee worksessions at a later date.
Germantown-Churchill Village and changing references to these renumbered subsections throughout the Ordinance.

A public hearing is scheduled for September 14, 2021 at 1:30 p.m.

This packet contains:
ZTA 21-02 © 1-13
Planning Board Request for Introduction © 14-15
COUNTY COUNCIL FOR MONTGOMERY COUNTY, MARYLAND
SITTING AS THE DISTRICT COUNCIL FOR THAT PORTION OF
THE MARYLAND-WASHINGTON REGIONAL DISTRICT WITHIN
MONTGOMERY COUNTY, MARYLAND

Lead Sponsor: Council President at the request of the Planning Board

AN AMENDMENT to the Montgomery County Zoning Ordinance to:

- establish the Germantown-Churchill Village Overlay zone

By amending the following sections of the Montgomery County Zoning Ordinance, Chapter 59 of the Montgomery County Code:

ARTICLE 59-2. “Zones and Zoning Map”
Section 2.1.2. “Zoning Categories”
Section 4.9.10. “Germantown Transit Mixed Use (GTMU) Overlay Zone”
Section 4.9.11. “Montgomery Village (MV) Overlay Zone”
Section 4.9.12. “Regional Shopping Center (RSC) Overlay Zone”
Section 4.9.13. “Ripley/South Silver Spring (RSS) Overlay Zone”
Section 4.9.14. “Rural Village Center (RVC) Overlay Zone”
Section 4.9.15. “Sandy Spring/Ashton Rural Village (SSA) Overlay Zone”
Section 4.9.16. “Takoma Park/East Silver Spring Commercial Revitalization (TPESS) Overlay Zone”
Section 4.9.17. “Transferable Development Rights (TDR) Overlay Zone”
Section 4.9.18. “Twinbrook (TB) Overlay Zone”
Section 4.9.19. “Upper Paint Branch (UPB) Overlay Zone”
Section 4.9.20. “Upper Rock Creek (URC) Overlay Zone”
Section 4.9.21. “White Flint 2-Parklawn (WF-P) Overlay Zone”

And adding

Section 4.9.10. “Germantown-Churchill Village (GCV) Overlay Zone”
The County Council for Montgomery County, Maryland, sitting as the District Council for that portion of the Maryland-Washington Regional District in Montgomery County, Maryland, approves the following ordinance:
Sec. 1. ARTICLE 59-2 is amended as follows:

DIVISION 2.1. Zones Established

Section 2.1.3. Establishment of Zones

G. Overlay Zones

1. There are [20] 21 Overlay zone classifications:

   a. Bethesda (B),
   b. Burtonsville Employment Area (BEA),
   c. Chevy Chase Neighborhood Retail (CCNR),
   d. Clarksburg East Environmental (CEE),
   e. Clarksburg West Environmental (CWE),
   f. Community-serving Retail (CSR),
   g. Fenton Village (FV),
   h. Garrett Park (GP),
   i. Germantown-Churchill Village (GCV)
   [i][j]. Germantown Transit Mixed Use (GTMU),
   [j][k]. Montgomery Village (MV),
   [k][l]. Regional Shopping Center (RSC),
   [l][m]. Ripley/South Silver Spring (RSS),
   [m][n]. Rural Village Center (RVC),
   [n][o]. Sandy Spring/Ashton Rural Village (SSA),
   [o][p]. Takoma Park/East Silver Spring Commercial Revitalization (TPESS),
   [p][q]. Transferable Development Rights (TDR),
   [q][r]. Twinbrook (TB),
   [r][s]. Upper Paint Branch (UPB),
Upper Rock Creek (URC), and
White Flint 2-Parklawn (WF-P).

2. Building types, uses, density, height, and other standards and
requirements may be modified by the Overlay zones under Section

* * *

Sec. 2. ARTICLE 59-4 is amended as follows:

DIVISION 4.9. Overlay Zones

* * *

Section 4.9.10. Germantown-Churchill Village (GCV) Overlay Zone

A. Purpose

The purpose of the GCV Overlay zone is to:

1. preserve the unique character of Churchill Village;
2. protect existing open space and conservation areas; and
3. ensure a compatible relationship between new and existing
development.

B. Land Uses

1. On properties in the RE-1 zone, all uses are prohibited except the
following, which are permitted:

a. Agricultural Vending;
b. Recreation and Entertainment Facility, Outdoor (Capacity up to
   1,000 Persons);
c. Recreation and Entertainment Facility, Indoor (Capacity up to
   1,000 persons);
d. Distribution Line (Below Ground);
e. Pipeline (Below Ground);
f. Playground, Outdoor (Private);
g. Seasonal Outdoor Sales;

h. Solar Collection System;

i. Day Care and Health Clubs in Community Centers; and

j. An Accessory Use associated with any of the above uses.

2. On properties in the RE-1 zone, any of the allowed features in open space under Section 6.3.3.A are permitted, except for above-ground utility rights-of-way.

C. Development Standards

In addition to any other requirements of Division 6.3 and Chapter 50, common and public open space in Churchill Village must be recorded within a separate lot or parcel with a protective easement or covenant in the land records, in a form approved by the Planning Board, unless the parcel is exempted from recordation under Chapter 50.

D. Development Procedures

1. Site plan approval under Section 7.3.4 is required for all development in the GCV Overlay zone, except for:

   a. construction of an accessory structure;

   b. construction of a structure less than 5,000 square feet in size in the RE-1 zone;

   c. the modification or expansion of an existing detached house, duplex, townhouse, or accessory structure; or

   d. a conditional use.

2. Record plats must show all land designated for open space and have a statement on the plat granting public access to those lands.

3. A certified site plan must show all land designated for open space.

4. Applications for a Floating zone on land classified in the RE-1 zone are prohibited.
E. Existing Buildings and Uses

1. A legal structure or site design existing on {DAY BEFORE EFFECTIVE DATE} that does not meet its current zoning is conforming and may be continued, renovated, repaired, or reconstructed if the floor area, height, and footprint of the structure are not increased, except as provided below.

2. On a lot that has not changed in size or shape since {INSERT THE EFFECTIVE DATE}, a detached house, duplex, or townhouse may be constructed, reconstructed, or expanded:
   a. without regard to the minimum lot size or lot width at the front building line; and
   b. in a manner that satisfies the maximum building height and lot coverage of its current zone and the side, front, and rear setback that was required when the lot was first created.

3. a. A legal use existing on {DAY BEFORE EFFECTIVE DATE} is conforming and may be continued. Expansion of any such use must satisfy the standards of the current zone under Article 59-3.
   b. An existing Charitable, Philanthropic Institution (as defined by Section 3.4.2) may expand without conditional use approval but must satisfy Section 4.9.10.D.

Section [4.9.10] 4.9.11. Germantown Transit Mixed Use (GTMU) Overlay Zone


E. Existing Buildings and Uses

(6)
3. a. A legal use existing on February 28, 2016 is conforming and may be continued. Expansion of any such use must satisfy the standards of the current zone under Article 59-3.

b. An existing Charitable, Philanthropic Institution (as defined by Section 3.4.2) may expand without conditional use approval, but must satisfy Section [4.9.11.D] 4.9.12.D.

c. An existing Storage Facility (as defined by Section 3.6.8.e.1) owned and operated by a Charitable, Philanthropic Institution may expand by up to the lesser of 10% or 30,000 square feet without conditional use approval, but must satisfy Section [4.9.11.D] 4.9.12.D.

Section [4.9.12] 4.9.13. Regional Shopping Center (RSC) Overlay Zone

D. Site Plan

Site plan approval under Section 7.3.4 is required for any increase in building height under Section [4.9.12.C.1] 4.9.13.C.1.

E. Parking

2. Pedestrian Access

The major point of pedestrian access for an off-street parking facility that occupies contiguous land area integral to the regional shopping center property may extend more than 500 feet walking distance from an entrance to the center to satisfy the number of spaces required under Section [4.9.12.E.1.a] 4.9.13.E.1.a.


* * *
Section [4.9.14] 4.9.15. Rural Village Center (RVC) Overlay Zone

C. Development Standards

1. Where a lot is either partially or totally in a Commercial/Residential zone:

   e. In addition to the parking requirements in Division 6.2:

   iii. For any cumulative enlargement of a surface parking facility that is greater than 50% of the total parking area approved before November 4, 2002, the entire off-street parking facility must be brought into conformance with Section [4.9.14] 4.9.15.

Section [4.9.15] 4.9.16. Sandy Spring/Ashton Rural Village (SSA) Overlay Zone

Section [4.9.16] 4.9.17. Takoma Park/East Silver Spring Commercial Revitalization (TPESS) Overlay Zone

D. Site Plan

3. For any addition, reconstruction, or alteration that changes a building by less than 1,000 square feet and does not require site plan approval under Section [4.9.16.D.1.c] 4.9.17.D.1.c, the Planning Board or its designee must review the building permit to determine compliance with master plan recommendations and the provisions of this Overlay.
zone. If an existing building is located on the site or on an adjacent property, the minimum setback of the zone may be reduced to conform to the existing setback on the site or on the adjacent property.

* * *


B. Optional Method

1. In General

The TDR Overlay optional method of development permits an increase in the maximum residential density[,] if the development satisfies the requirements for optional method development using Transferable Development Rights under Section [4.9.17.B] 4.9.18.B.

a. Applicability

The procedures and requirements in Section [4.9.17.B] 4.9.18.B apply to the transfer of development rights from land in the AR zone to land in a Transferable Development Rights (TDR) Overlay zone. The Planning Board may approve subdivision of such land at densities up to the maximum density allowed in the applicable TDR Overlay zone and substantially conforming to the recommendations in the applicable master plan.

* * *

c. Recording of Development Right

ii. A final record plat for a subdivision using transferred development rights must contain a statement including the development proposed, the zoning classification of the property, the number of development rights used, and
a notation of the recordation of the conveyance as required by Section [4.9.17.B] 4.9.18.B.

d. Development with Moderately Priced Dwelling Units

i. A property developed under Section [4.9.17.B] 4.9.18.B must satisfy Chapter 25A.

ii. Any increase in density allowed under the optional method of development for the provision of MPDUs is calculated after the base density of the property has been increased under Section [4.9.17.B] 4.9.18.B through TDRs.

iii. In a Rural Residential or Residential zone with a TDR density designation of less than three units per acre, development using TDRs and providing MPDUs above 12.5% must follow the requirements under optional method MPDU Development. Any other optional method development in a Rural Residential or Residential zone must satisfy the requirements of Section [4.9.17.B] 4.9.18.B.

e. Additional Findings

In addition to the findings required for approval of a site plan under Section 7.3.4, for projects developed under Section [4.9.17.B] 4.9.18.B, the Planning Board must find that the proposed development provides an appropriate range of housing types that takes advantage of existing topography and environmental features and achieves a compatible relationship between the proposed development and adjoining land uses.

Section [4.9.19] 4.9.20. Upper Paint Branch (UPB) Overlay Zone

B. Exemptions

The following are exempt from Section [4.9.19] 4.9.20:

C. Land Uses


3. If validly existing on July 1, 1997, the uses in Section [4.9.19.C.2] 4.9.20.C.2 may be continued under the requirements in effect at the time the use was established. Any expansion requires compliance with the UPB Overlay zone.

E. Waiver

The applicable review body may grant a waiver of the development standards in Section [4.9.19.D] 4.9.20.D if it finds that:

4. Alternative water quality and control techniques are used to meet the purposes of Section [4.9.19] 4.9.20.

B. Exemptions

1. The following are exempt from Section [4.9.20] 4.9.21:

D. Waiver

The applicable review body may grant a waiver of the development standards in Section [4.9.20.C] 4.9.21.C if it finds that:

4. Alternative water quality and quantity control techniques are used to meet the purposes of Section [4.9.20] 4.9.21.

Section [4.9.21] 4.9.22. White Flint 2-Parklawn (WF-P) Overlay Zone
Sec. 3. OLD ZONING ORDINANCE TO NEW ZONING
ORDINANCE SECTION CROSS REFERENCE is amended as follows:

<table>
<thead>
<tr>
<th>Old ZONING ORDINANCE</th>
<th>New ZONING ORDINANCE</th>
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<tr>
<td>Article 59-C: Zoning Districts; Regulations.</td>
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**Division 59-C-18. Overlay Zones.**

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<td>Sec. 59-C-18.15. Environmental Overlay Zone for the Upper Paint Branch Special Protection Area.</td>
<td>Sec. [4.9.19] 4.9.20. Upper Paint Branch (UPB) Overlay Zone</td>
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<td>Sec. 59-C-18.23. Rural village center overlay zone.</td>
<td>Sec. [4.9.14] 4.9.15. Rural Village Center (RVC) Overlay Zone</td>
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Sec. 4. Effective date. This ordinance becomes effective 20 days after the date of Council adoption.

This is a correct copy of Council action.

________________________________
Selena Mendy Singleton, Esq.
Clerk of the Council
March 15, 2021

TO: The Honorable Tom Hucker, President
Montgomery County Council
Stella B. Werner Council Office Building
100 Maryland Avenue, Room 501
Rockville, Maryland 20850

FROM: Montgomery County Planning Board

SUBJECT: Planning Board Recommendation to County Council for introduction of a Zoning Text Amendment to amend the Zoning Ordinance (Chapter 59) to establish a new Germantown-Churchill Village Overlay Zone.

The Montgomery County Planning Board of The Maryland–National Capital Park and Planning Commission met on March 11, 2021 and by a vote of 5:0 recommended transmitting the attached draft Zoning Text Amendment (ZTA) to establish a new Germantown-Churchill Village Overlay Zone (GCVOZ). This overlay zone is a critical part of implementing the new zoning recommended by the recently adopted and approved Germantown Plan for the Town Sector Zone by offering protections to the existing development character of Churchill Village.

The Germantown Plan for the Town Sector Zone is primarily a technical plan that analyzes the different villages within the old Town Sector (T-S) zone areas of Germantown, recommending new zones that are in the Ordinance. This is necessary because the Zoning Ordinance update in 2014 removed the T-S zone. This recommended ZTA is being transmitted to the Council concurrently with the Board’s recommended approval of Sectional Map Amendment H-139, which maps the recommended underlying zoning changes.

The proposed overlay zone is necessary to preserve the unique residential character and open spaces within the Churchill Village community, and to ensure a compatible relationship between new and existing development. Specifically, the overlay addresses irregularities between existing development and new zoning standards as a result of the rezoning, it grandfathers existing by-right uses from the old T-S zone, and protects the quasi-public open spaces from future development. The uniqueness of the T-S zone allowed different types of uses and structures in arrangements not often seen with standard residential zones and created a substantial amount of open space, which should be protected from future development pressure. The proposed ZTA also makes multiple technical corrections to the Zoning Ordinance specifically changing the subsection number for the existing overlay zones that alphabetically come after Germantown-Churchill Village, and changes references to these renumbered subsections throughout the Ordinance.
The framework of the GCVOZ is nearly identical to the Montgomery Village Overlay Zone which was approved in conjunction with the Montgomery Village Master Plan in 2016 for the same purpose of rezoning properties from the T-S zone to new residential and mixed-use zones.

The Board appreciates the Council's consideration of the attached draft ZTA to create the GCVOZ and Planning Staff is able and wiling to assist the Council as needed in the review of the proposed revisions.

Casey Anderson
Chair