January 24, 2008

MEMORANDUM

TO:

Montgomery County Planning Board

VIA:

John A. Carter, Chief

Community-Based Planning Division

Judy Daniel, Team Leader, Bethesda-Çhevy Chase/North Bethesda Team

Community-Based Planning Division

Dan Hardy, Acting Chief, Transportation Planning Section

Countywide Planning Division

FROM:

Margaret K. Rifkin, RLA AICP, Urban Designer/Planner Coordinator

Community-Based Planning Division (301.495.4583)

SUBJECT: White Flint Sector Plan Status Report

INTRODUCTION

The purpose of the update of the White Flint Sector Plan is to increase mixed-use near the Metro station. This status report is to brief the Planning Board on the main recommendations that will be in that update.

The Planning Board received a status report on October 8, 2007. At that time, the Planning Board agreed that scenario two with modifications be carried forward. The Planning Board asked for intensity near the Metro station to be higher than today's limits allow.

The following are the issues for this update:

- What White Flint's role will be in the 355/270 Corridor.
- How much transit-oriented mixed-use development should be included.
- How to improve Rockville Pike for pedestrians and transit users while making sure the entire circulation system works adequately.
- How to sharpen tools and planning strategies to achieve the desired outcome.
- How to make this new downtown both compact and green at the same time.
- How to complete the plan within the desired time frame.

VISION

White Flint will become a 21st Century urban center that provides a healthy, fully serviced place to work and live. It will be distinct along the 355/270 Corridor as a regional marketplace with a conference center district. Rockville Pike will be a boulevard. There will be mixed-use neighborhoods that provide choices for all ages and incomes. There will be a variety of housing, recreation, shopping and entertainment. It will be a place where people can go on a Friday night and find something to do and run into friends. It will have a well-connected system that makes it easy for people to walk, bike, take transit and drive. There will be good links to other centers. It will have excellent design and improve the public realm, reduce carbon emissions, and provide for clean water and air. It will be green.

RECOMMENDATIONS

Land Use

- 1. **Expand transit-oriented mixed-use** to include Mid Pike Plaza, White Flint Mall, White Flint Plaza, the WMATA Bus Facility block, and the Maple Avenue area to attract more people to live in White Flint.
- 2. Focus the highest intensity near the Metro station and increase intensity along Rockville Pike to a floor area ratio of 3.0 to 4.0 to bring even more people closer to Metro and to stimulate redevelopment. Discourage low intensity development near Metro.
- 3. **Increase dwelling units** from 6,800 in the existing plan to 14,000 in the proposed plan to cluster the county's growth around infrastructure, absorb more TDRs, stimulate redevelopment, achieve a balance of housing and employment, and provide more units for people who would not otherwise be able to afford to live in White Flint.
- 4. **Increase all other uses** from 9.5 million square feet in the existing plan to 11.6 million square feet in the proposed plan to provide employment, retail, culture, entertainment, and services for all ages.
- 5. **Retain land for industrial uses** so they are nearby and require shorter travel time and less fuel consumption for customers, workers and service providers.

Circulation

- 1. Add new entrances to the Metro station to make it more convenient and pleasant for larger numbers of people to reach the station on foot.
- 2. Enhance the bus stops on Rockville Pike at Metro for higher visibility, easier access, and stronger connections between east and west sides of MD 355.

- 3. Require right-of-way of 150 feet instead of 134 feet, for Rockville Pike north of Nicholson Lane, to provide space for a median, buses, parking, and enhanced streetscape.
- 4. Improve the current network of streets with several changes for flow and character:
 - Extend Old Georgetown Road for a possible bridge over the tracks.
 - Provide alleys that consolidate service access instead of having many service areas that will interrupt sidewalks.
 - Reserve space to realign Executive Boulevard and Old Georgetown Road near the Conference Center to improve design and circulation.
 - Shift Nicholson Court so industrial traffic has a route to Nicholson Lane.
- 5. **Reserve a site for a MARC Station** near Old Georgetown Road and the tracks, for high visibility and convenience for pedestrians and buses.
- 6. Enhance the network for pedestrians and cyclists by adding promenades, green loops and pedestrian priority streets.
- 7. **Provide parking** in structures to avoid surface lots. Reduce minimum parking requirements and establish maximums to encourage alternatives to the car.

Open Space, Public Realm and Community Facilities

- 1. Create an attractive public realm that provides for connecting people with one another and with nature. It must also contribute to community identity, mobility and a good pattern of development.
- 2. Create a system of open spaces for community health that includes recreation, trees, and stormwater infiltration. Provide:
 - a. An urban park for active recreation for all ages which could include water play, skating, skateboarding and climbing as well as features that make this place special, such as references to local history and Uncle Tom's Cabin. Replace the parking lot at Wall Park.
 - b. A civic green for public assembly and shared experience: a landmark, a rain filter, a people crossroads, a place to meet, and green relief. Two acres in the conference center block.
 - c. Neighborhood open spaces for play, relaxation, chance meetings. One acre.
 - d. Green spaces within each block to provide respite for people and improve water quality.

- e. Two promenades and measured walking loops connecting open spaces.
- f. Local and regional trails including "footsteps in the corridor" and a trail between Rock Creek and Cabin John parks.
- 3. **Provide excellence in design** to attract people to live in a compact community; and to contribute to their health and that of the environment. Provide green design on all streets to invite walking and biking and improve the environment.
 - a. Transform Rockville Pike into a boulevard with a green median, on-street parking to shield pedestrians, and support retail.
 - b. Create "green streets" with many street trees to include a pattern of new pedestrian priority streets.
 - c. **Provide architectural excellence**. Design buildings and their open spaces to use less energy and contribute to an inviting public realm.
- 4. **Provide community facilities:** Provide for an elementary school, a small library, and an expansion to the aquatic center.

Implementation

- 1. **Use TOMX/TDR, and TOMX Zones** for mixed use, replacing TS-M and TS-R. Promote mixed-use that has excellent design and amenities, simplifies the review and amendment processes, and increases the demand for TDRs.
- 2. Enhance design guidelines to encourage excellence, green the community, and reduce its carbon footprint. Place guidelines in the plan and then take them to a higher level of detail in a separate guide to help with design and review.
- 3. **Establish a parking district** that includes the designation of specific sites and provides the opportunity for joint use.
- 4. **Improve the staging of development** to ensure that public improvements are built before growth occurs. The first stage should limit development until an Urban District and a Parking District are in place.
- 5. Create public/private funding strategies that use ideas from tax increment financing.

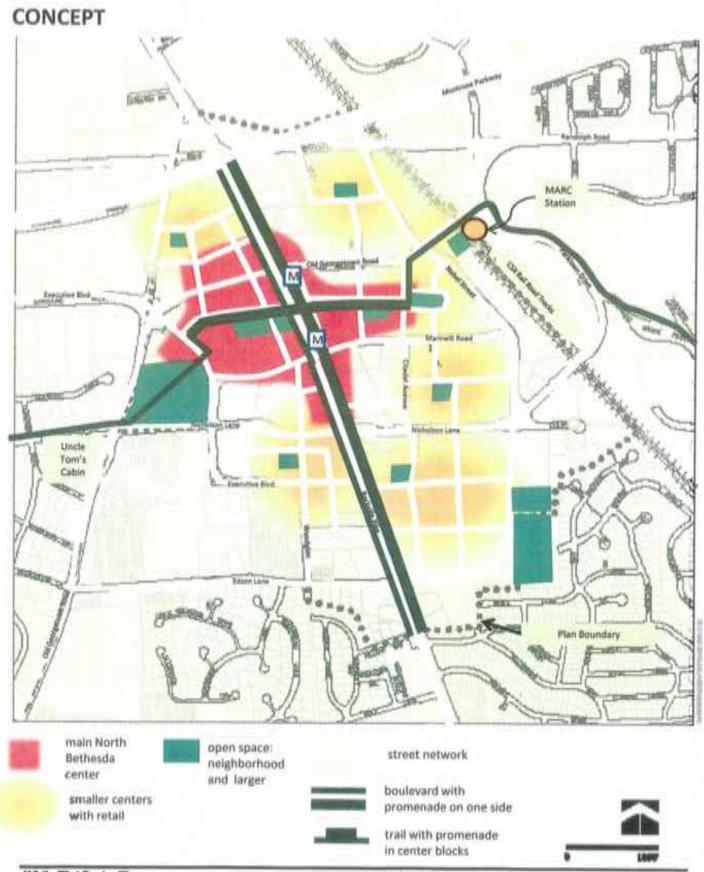
Additional Information

This status report will also include a PowerPoint presentation.

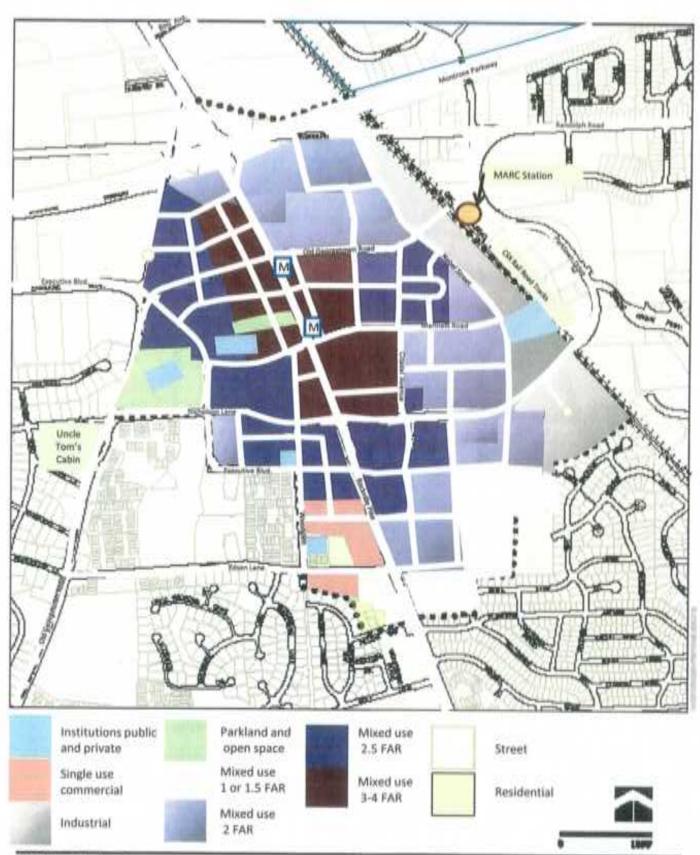
MKR:ha: g:\rifkin\White Flint Staff Report

Attachments:

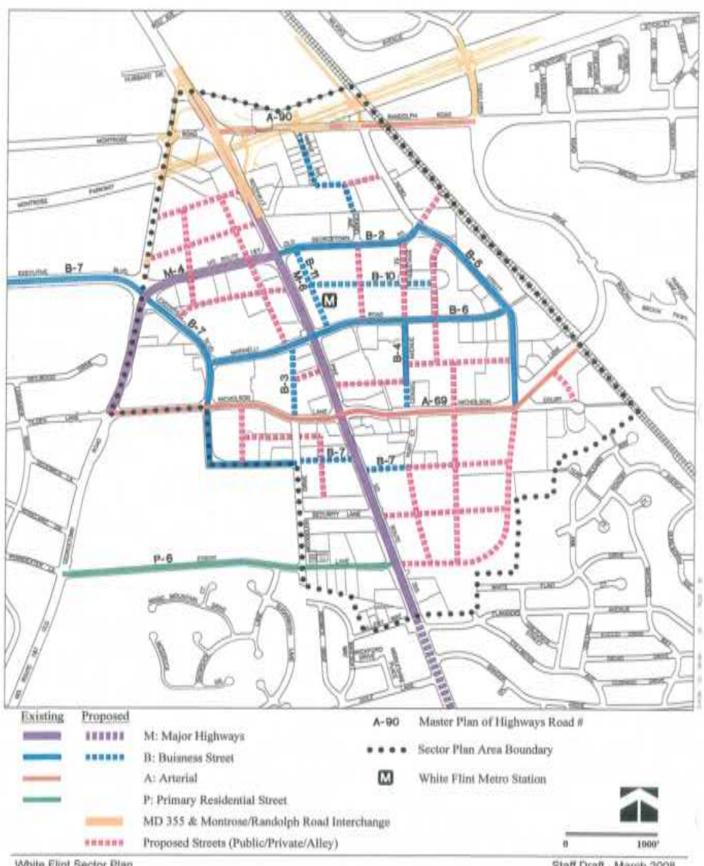
- 1. Concept
- 2. Land Use Concept
- 3. Existing and Proposed Road Network
- 4. Open Space, Public Realm and Community Facilities
- 5. Policy Area Mobility Review
- 6. Staff Report and Presentation from October 8, 2007 Status Report



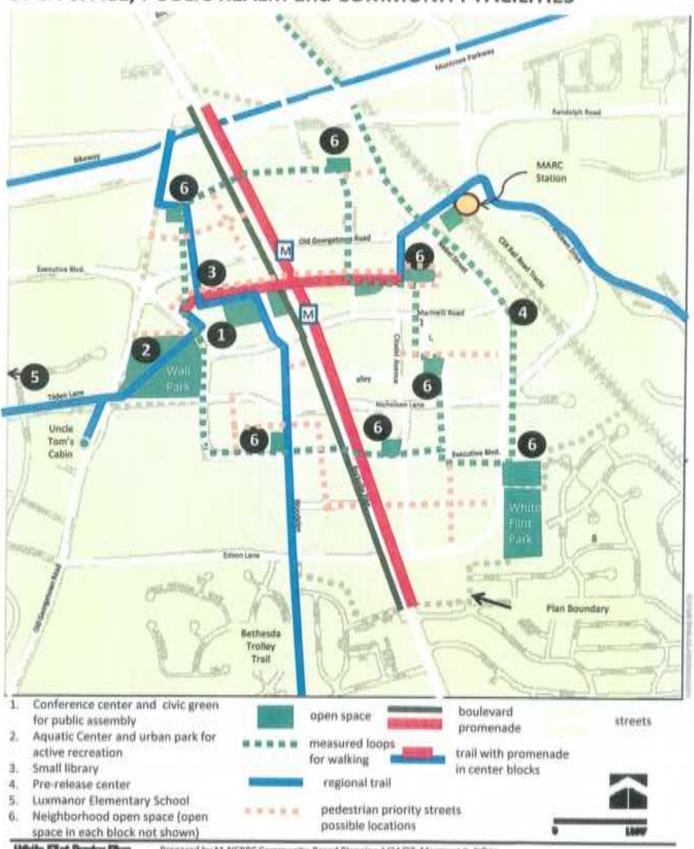
LAND USE CONCEPT

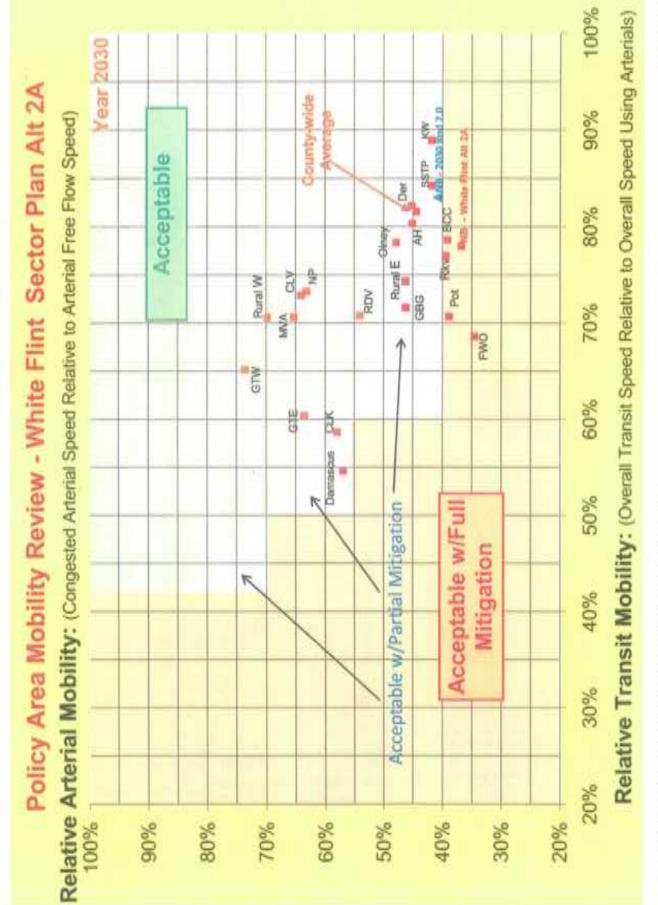


Existing and Proposed Road Network



OPEN SPACE, PUBLIC REALM and COMMUNITY FACILITIES





14

Sum 2030 VHT VMT B-ESG WFlintRel TT-Delay #A 2030 At 2A





October 8, 2007

MEMORANDUM

TO:

Montgomery County Planning Board

VIA:

John. A. Carter, Chief

Community-Based Planning Division

Judy Daniel, Team Leader, Bethesda-Chevy Chase/North Bethesda Team

Community-Based Planning Division

Dan Hardy, Supervisor, Transportation Planning Section

Countywide Planning Division

FROM:

Margaret K. Rifkin, RLA AICP ₩₩

Urban Designer/Planner Coordinator (301.495.4583)

Community-Based Planning Division

SUBJECT:

White Flint Sector Plan Round Table Discussion

INTRODUCTION

On March 8, 2007, the Planning Board held a round table discussion on the White Flint Sector Plan. The discussion covered existing conditions, outreach and major ideas. The Planning Board requested another discussion as work progressed. This is an update on the staff work on the following issues:

- White Flint's role.
- Whether to recommend transit-oriented, mixed-use development on commercial properties.
- How to improve Rockville Pike for pedestrians and transit users while maintaining an acceptable level of mobility in the entire system.
- How to sharpen tools and strategies to ensure the desired outcome.

The work on these issues is presented below beginning with a discussion of land use, followed by transportation, and then retail.

SCENARIOS

Common Features

The scenarios are based on White Flint's role as a regional marketplace, and main urban center for North Bethesda with a conference center district. The concept is for a green, mixed-use downtown with excellent design where intensity is concentrated nearest the Metro station. Rockville Pike continues to carry large amounts of traffic and Mid Pike Plaza and White Flint Mall become mixed-use neighborhoods which are retail/entertainment destinations. There is greater connectivity between east and west sides of the Pike. There is an enhanced local street network and a second entrance to the Metro station. All the scenarios create pressure on schools. Two scenarios would require a site for a new elementary school.

The following are also common features:

- Six complete neighborhoods with grocery stores, open spaces and car-lite/mixed streets
- A hierarchy of green spaces/open spaces, walking loops, and streets which include a central civic green and an east-west promenade
- A fine grained network of streets and pedestrian routes, on-street parking and public garages
- Pedestrian scale, an attractive identity and a clarity provided by landmarks, sight lines and building form
- Tools for implementation which focus on sustainability, design excellence and making the review process more effective

Comparisons

The following analysis highlights the differences between the scenarios. The land use numbers represent what would actually be built. They assume that any density bonuses have already been earned.

 Scenario One – Minimal: Intensity increases only on two shopping centers which become mixed-use: Mid Pike Plaza and White Flint Mall. Whether this is enough to trigger redevelopment is a topic of debate. There is an increase in the number of dwelling units to 10,898 from the current plan's 7,083. The 13.8 million square feet of non-residential tops the 9.3 in the current plan.

- Scenario Two Moderate: More dwelling units and less commercial use than Scenario One and industrial use remains the same. Additional intensity is placed near the Metro station. More properties become mixed-use. The number of dwelling units increases to 12,600 with 13.9 million square feet of non-residential. There is an increase in the costs for transportation. Some property owners have stated a concern that this scenario does not provide the incentive to stimulate redevelopment of the profitable auto-oriented commercial into transit-oriented development.
- Scenario Three Great: This has the largest number of dwelling units at 20,500. Non-residential rises to 20.1 million square feet, however there is a reduction in industrial. There is a significant increase in costs for transportation facilities, operations and new programs. There are taller buildings which affect scale, character and sunlight. There are more amenities.

TRANSPORTATION

The main challenge is making it easier and more attractive for people to walk, bike and use transit while maintaining acceptable levels of circulation. This relates to the Planning Board's discussion of the Annual Growth Policy (AGP) and what acceptable levels of congestion are in urbanizing centers such as White Flint. Decisions about the AGP will inform the work on the White Flint Sector Plan.

Measures to improve circulation are required for all the scenarios. One of the most important measures is the creation of a more aggressive Travel Demand Management program. This includes creating a second Metro station entrance and adding local streets to improve the pedestrian network.

A major challenge is walking across Rockville Pike. The road carries 50,000 trips on an average day with six through lanes plus turn lanes. To create a circulation system that tames the Pike, there are several options. They include enhanced medians at crosswalks, fewer turn lanes, enhanced streetscape, grade-separation of the Pike, improving intersections, traffic circles, wider streets, and a multi-way boulevard design. A one-way couplet was also considered. It would divide the middle stretch of the Pike into two parallel streets, one in each direction. The streets can be crossed one at a time and the block between the two can be developed.

To encourage transit use, White Flint needs an improved Metro station arrival experience. The experience is affected by the design of the street system. Bus riders should not have to cross eight lanes of traffic. Southbound buses should be able to get to the station without delay. They also need space to lay over. There should be good sightlines between the station and the attractions of White Flint. The main challenge is locating the bus stops where they do not block important sight lines. The work on this continues.

RETAIL STUDY

White Flint is a major marketplace today. There is more retail than in either downtown Silver Spring or downtown Bethesda. White Flint's future as a marketplace is supported by a study by shopping center consultant Robert Gibbs. He found that the market area is currently underserved. Demand is strong. There is between 1.5 and 2 billion dollars leakage of retail sales. The demand is for moderate, mainstream retail like JC Penney's, Kohl's and Target, big box retail, and small local businesses. As Montrose Parkway extends eastward, it will enlarge the market area and increase the primary market area. According to Gibbs' study, between now and 2011, the market area can support the addition of up to 100 corner stores; up to six neighborhood shopping centers with grocery stores; and up to two community shopping centers. In this environment, if retail fails, it is more likely to be the result of poor planning and design than of the market.

Some types of retail helps attract people to live in more compact, walkable areas for the convenience. Retail also affects the attractiveness of the public realm. Empty, failed shop fronts will not attract people who have the means to choose where they live. Because retail is the most unpredictable and risky of the uses in mixed-use development, and because it is so important, a retail concept and strategy for the area should be created with the participation of the private sector. This will advance the concept of clustering retail into designated walkable areas, accommodating more than one retail/entertainment focus, and advancing the synergy between them.

CONCLUSION

Scenario Two should be carried forward with recommendations that can be implemented without major new capital and operational expenditures for infrastructure. A modified Scenario Three could also be carried forward and evaluated carefully in terms of urban design, if accompanied by recommendations that can be implemented which include major new expenditures for infrastructure.

MKR:ha: g:\rifkin\White Flint MCPB Roundtable 2

Attachments

- 1. Concepts
- 2. Comparison of Scenarios
- 3. Transportation
- 4. Retail

CONCEPTS Common Features of All Scenarios

Role: Regional Marketplace

North Bethesda's Downtown

with a Conference Center District

Concept: Green Downtown

Sustainable

Excellent Design
Mixed Use

Intensity near Metro

Rockville Pike Carries Traffic

Neighborhoods at Mid Pike Plaza & Mall

East-West Connections

Local networks to walk, bike, drive

Second entrance to Metro

1 / 3

Grand Charles

CONCEPTS For All Scenarios

Neighborhood Concept Five to seven complete neighborhoods each with a grocery store, a neighborhood green and one or more pedestrian streets



CONCEPT

Urban Open Spaces in White Flint

FOR THE CORRIDOR

A Large Urban Green at Wall Park
With Special Features for Sports, Recreation and Fitness Activities

FOR ALL OF WHITE FLINT

A Central Urban Green for Gathering Everyone in the Community: A Place for Ceremonies and Celebrations

FOR EACH NEIGHBORHOOD

A Neighborhood Green that is a Meeting Place and a Landmark Pedestrian Streets

FOR EACH BLOCK

A Green Space for each Cluster of offices/residence/shops
Green Plazas & Pocket Parks
Green Streets

FOR EACH BUILDING

Recreation Space Common Open Space Community Garden Green Roof

FOR EACH PERSON

Private Open Space: Balcony, Terrace, Patio, Rooftop, Deck, Yard

LAND USE Comparison of Scenarios

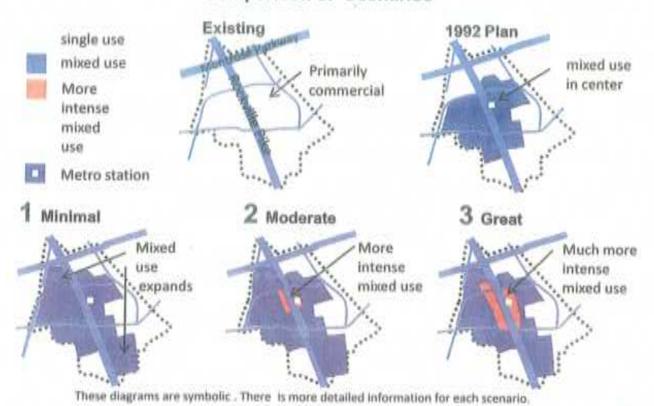
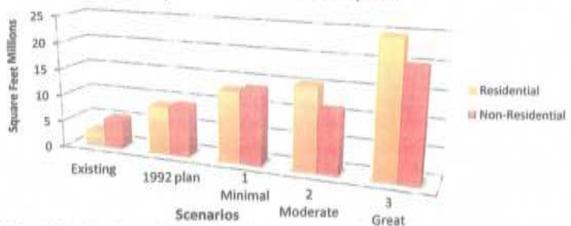


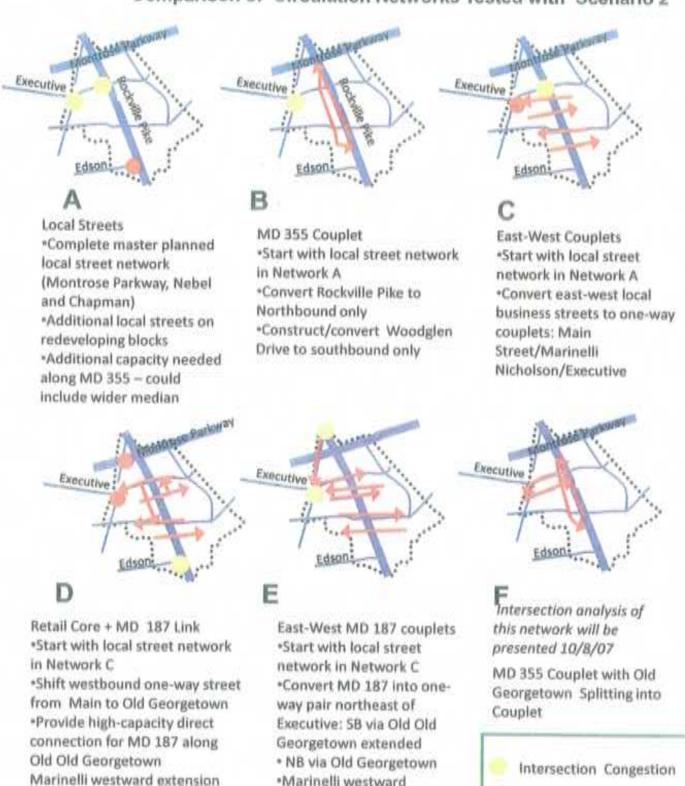
Table: Comparison of Amount of Development

	The state of the s					
	Existing	1992 Plan	1 Minimal	Z Moderate	3 Great	
Dwelling Units	2,140	7,080	10,900	12,600	20,490	
SF of Non- Residential	5.5M	9.3M	13.8M	11.5M	20.1M	

Chart: Comparison of Amount of Development



TRANSPORTATION Comparison of Circulation Networks Tested with Scenario 2



r Round Table 10/9/07

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extension through Wall LP

through Wall deleted

Additional capacity needed

along new MD 187 connection

Greater Intersection

Congestion

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Gibbs - Summary of Retail Study for White Flint

The study is based on 2000 U.S. Census data and ESRI forecasts for 2006 and 2011.

- □ The area is currently under-served. Demand is strong. \$2B leakage of retail sales (2006): Demand includes:
 - o Moderate, mainstream retail like JC Penney's, Kohl's & Target
 - Big box retail
 - o Small local businesses
- Montrose Parkway will further increase demand by enlarging trade area.
- □ The area can support the addition of the following currently/by 2011:
 - Up to 100 corner stores
 - o Up to 6 neighborhood centers with grocery stores
 - o Up to 2 community centers
- One of the three regional malls, such as White Flint, is likely to convert to another type of center.
- One Life Style Center on each side of the Pike is easy; however, one large one straddling the Pike is more difficult, but still achievable.

Key Points from Heapes' Presentation – Street-Works: Heapes: The Five Simple Things

- Balance of uses (Live, work, learn, play) that are tailored to the needs, desires and habits of the community
- 2. Retail + Public Space = Address. Mixed-use programs are driven by retail. When focused around an immersive place it adds value to all other uses.
- 3. It's not just a project! It's best when it grows out of the existing context. It should be thought of as a district or neighborhood.
- 4. It must be real, authentic and local. Public uses are important to ensure authenticity and create a sense of community ownership and familiarity.
- 5. You have to partner with community. MXD's require private/public partnerships. Private capital leads with public infrastructure underwriting.

Heapes' "Messy Vitality" per Venturi. Desirable: Vibrant, organic, retail -based places are market driven not form-driven. article NewUrbanNews2005:Design Principles for Retail: Variety and Contrast.

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Freedman Critique of Alt. A: 5 Big Ideas from White Flint Critique

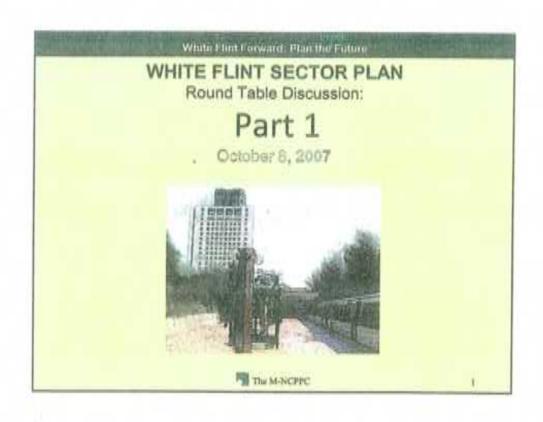
Concentrate retail in one area, focus on one quadrant, and provide curbside parking.

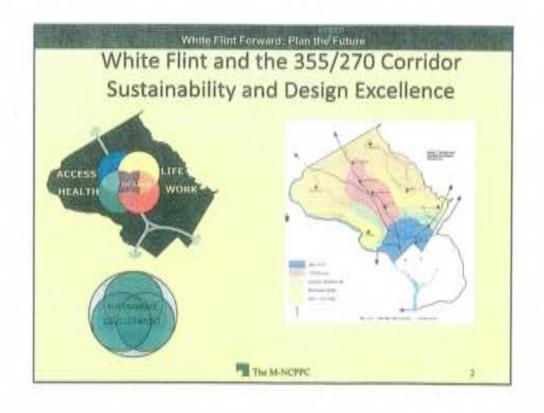
- 1. Use 2-way boulevard and make it great rather than 1-way couplet.
- 2. Unify east and west sides with boulevard design and building type rather than retail
- 3. Line the boulevard with residential and office with access only from side streets to help thru put.
- 4. Many small public spaces are better than big ones. Limit width of green main street median to 50'-60' to make retail work.

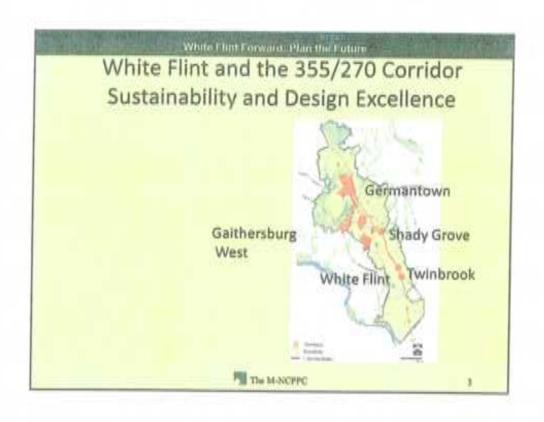
Note from Freedman: Good solutions for a specific place cannot be formulaic/one-size fit all. They require an in depth look that goes beyond this quick critique. Freedman works primarily on revitalization projects for the public sector.

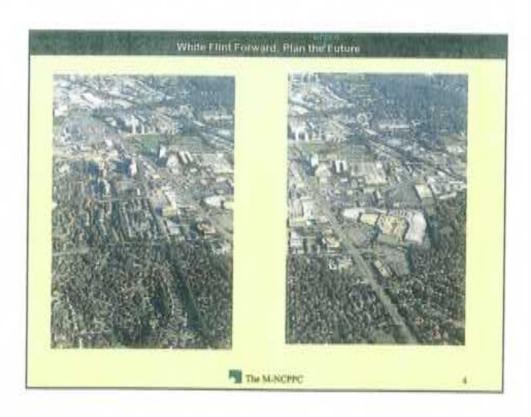
TYPES OF SHOPPING CENTERS: International Society of Shopping Centers (from 7/10/07 course)

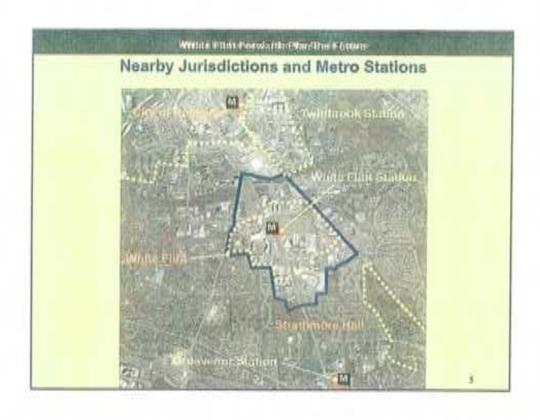
Туре	SF	Characteristics	Location	Trade Area- miles	Homes	Example
Corner Store	2,000-5,000 (1,000)	New urbanism 7Eleven	A corner in a neighborhood	1/4	500-1000	
Convenience Shops	15,000-25,000	Each business may own its premises including the entire building	Between 2 neighborhoods On a major road	1	1,500- 2500	across hour WF Metro
Neighborhood Center	150,000 (80,000-100,000)	Anchored by a supermarket (50,000sf),	Intersection of major roads. Several can locate at one	·	8,000	Loehman's Plaza
Community Center	500,000 (300,000-600,000)	discount store; name brands at low prices. 80% of shops are Jr. Anchors 10-20,000 sf	On a major road at an intersection.	5-7	30,000- 50,000	Montrose Crossing
Power Center						
Regional Center	1,000,000+	Fashion malls often enclosed but can be open air		12	100,000- 150,000	White Flint Mall
Lifestyle Center	200,000	Walkable. Open air. Authenticity is important.		5-7	60,000- 100,000	Bethesda Row
Town Center		Life Style Center mixed with residential & office				

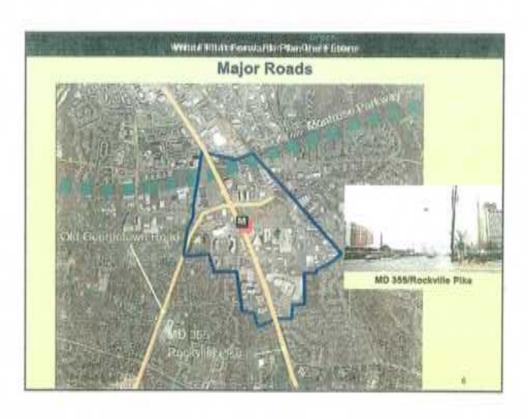


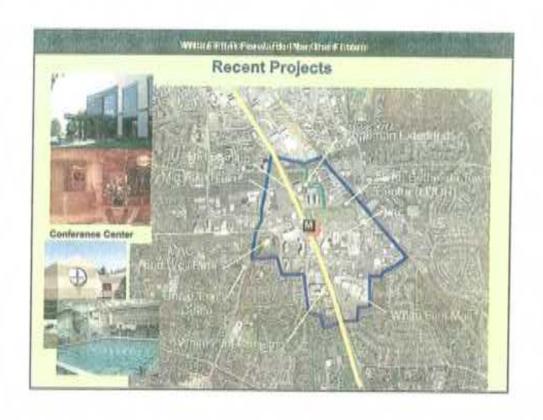


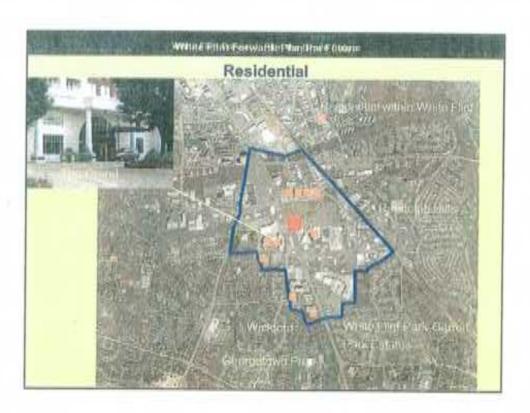
















White Flint Forward. Plan the Future

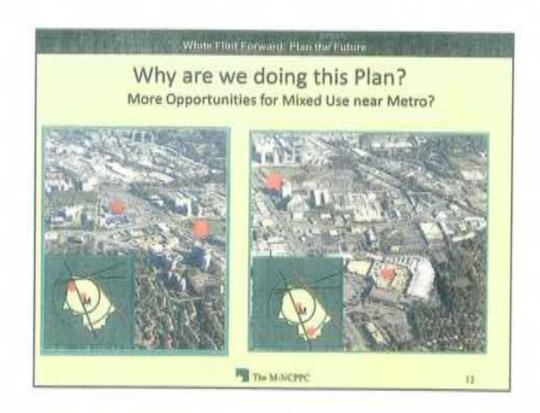
TONIGHT's Round Table:

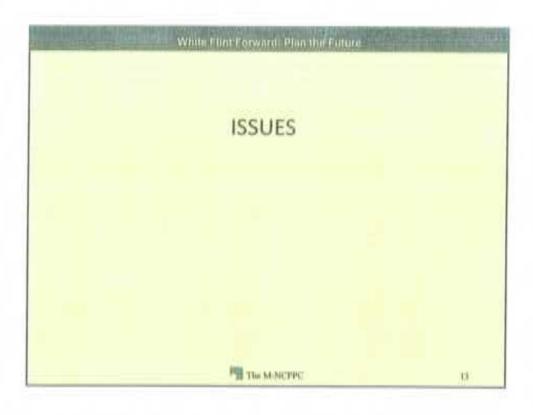
- 1. Big Picture
- 2. Concepts
- 3. Land Use Comparison of Scenarios
- 4. Transportation
- 5. Retail

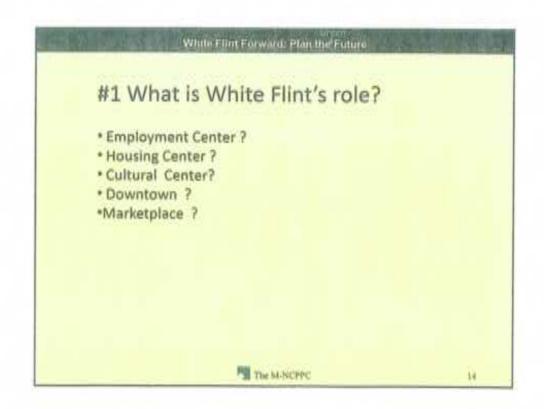
September 4, 2007 DRAFT for Discussion

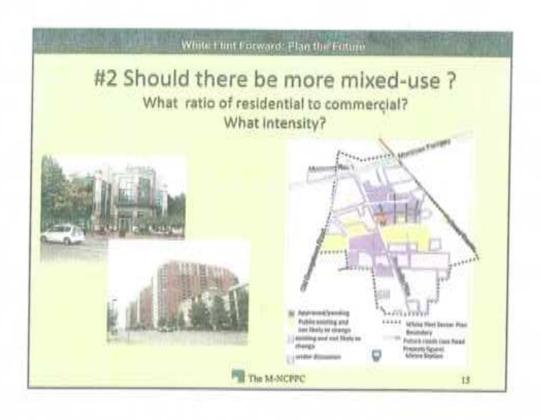


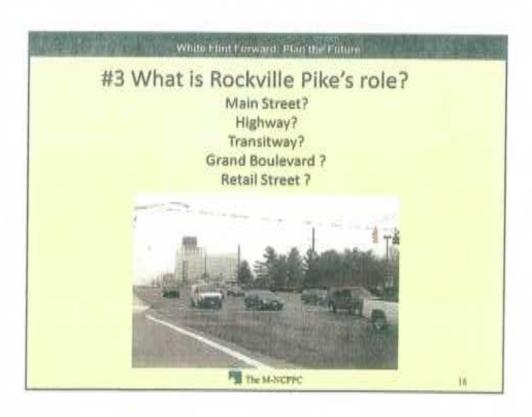
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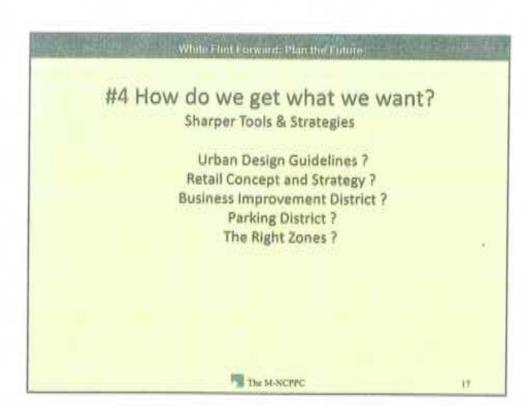


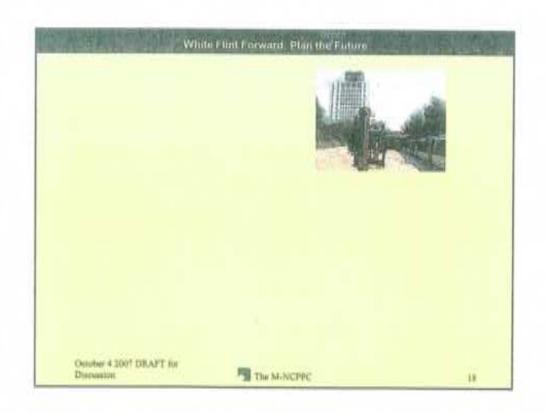


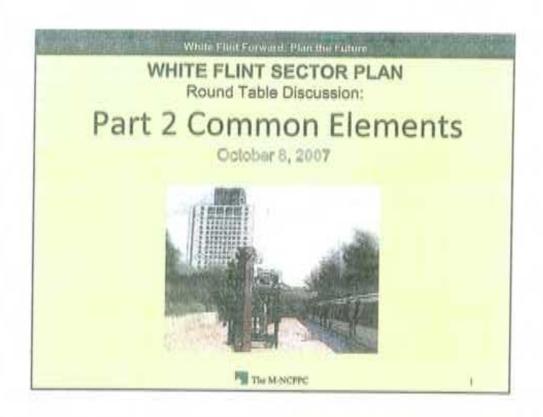


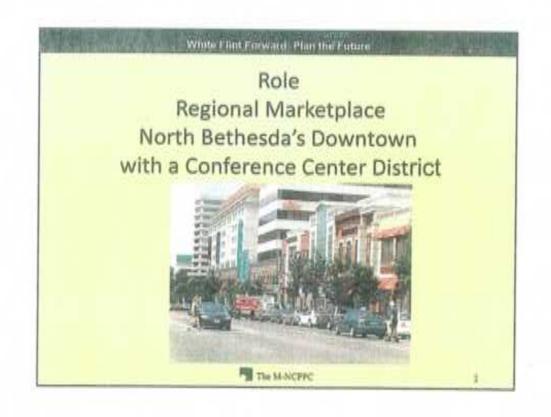


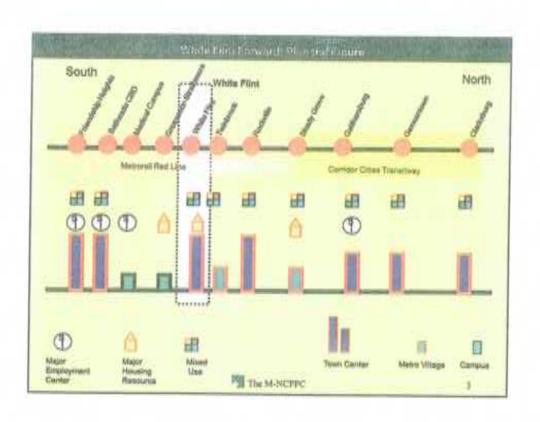


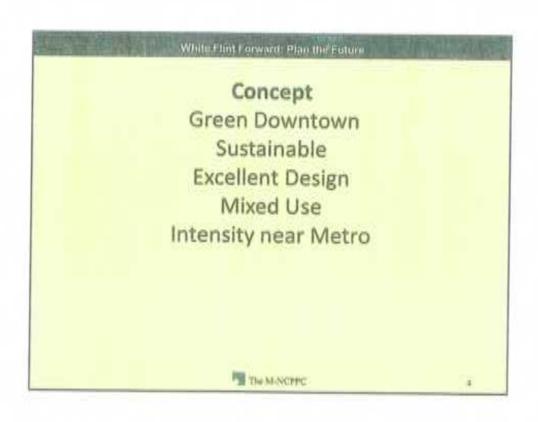








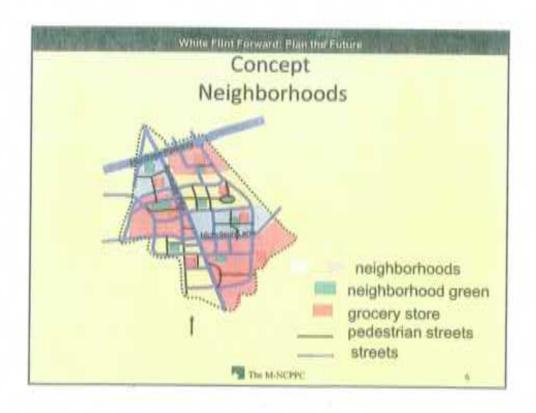


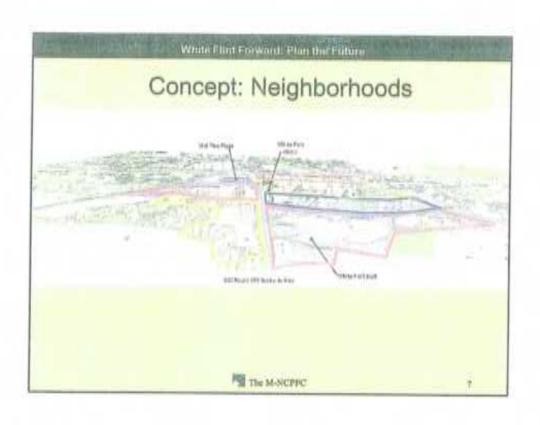


White Flint Forward: Plan the Future

Rockville Pike Carries Traffic
Neighborhoods at Mid Pike Plaza & Mall
East-West Connections
Local Networks to Walk, Bike, Drive
Second Entrance to Metro







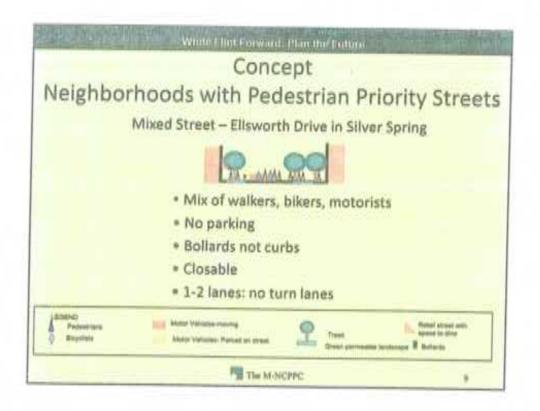
White Flint Forward: Plan the Future

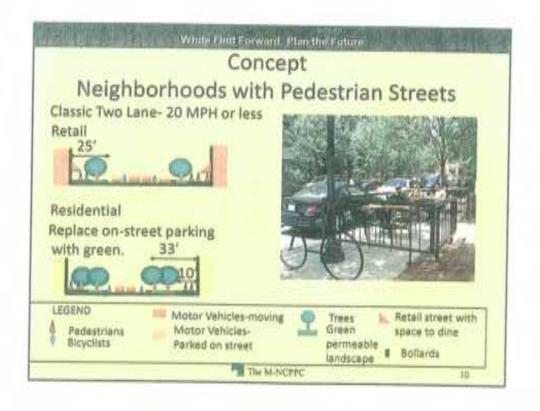
Concept Neighborhoods with Pedestrian Priority Streets

Туре	Each Neighborhood will have:		
Mixed Street	2 or more blocks		
Cłassic Two Lane	2 or more blocks		
Three+ Lane	as needed		

A variety of designs are possible for each street type subject to either the pending Road Code revisions to County street standards or private street designations.









Concept: Urban Open Spaces FOR THE CORRIDOR

A Large Urban Green at Wall Park With Special Features for Sports, Recreation and Fitness Activities

FOR ALL OF WHITE FLINT

A Central Urban Green
For Gathering Everyone in the Community:
A Place for Ceremonies and Celebrations









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White Flint Forward: Plan the Future

FOR EACH NEIGHBORHOOD

A Neighborhood Green that is a Meeting Place and a Landmark Pedestrian Streets

FOR EACH BLOCK

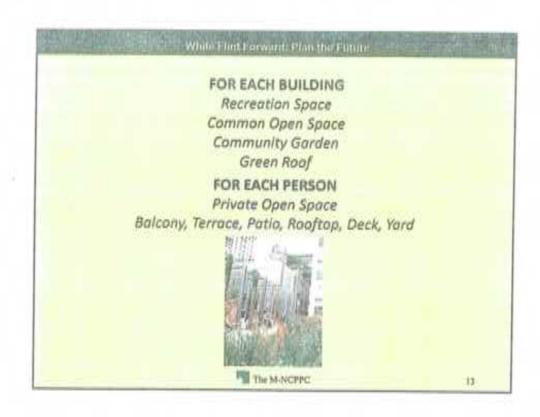
A Green Space for Each Cluster of offices/residences/shops Green Plaza and Pocket Parks Green Streets





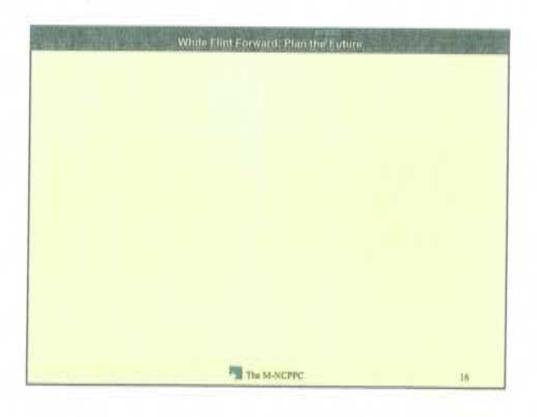
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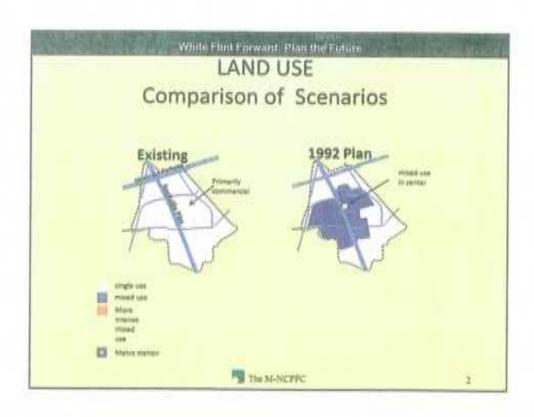


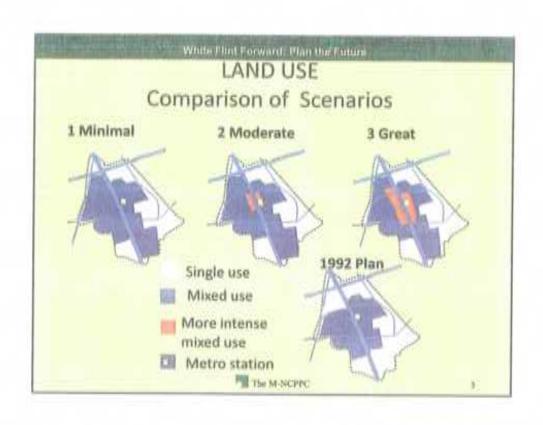


White Flint Forward: Plan the Future Concept: Urban Open Spaces Types of Directional Open Space Types of Open Space *Pocket Greens * Measured Loops for Walking *Community Gardens * Promenades *Private Recreation Space * Regional Trails for People in a Building · Streets - Boulevard, Mixed Street, *Personal Outdoor Space Pedestrian Streets & others *Specialized Spaces-Dog Parks, Sacred Spaces The M-NCPPC 15

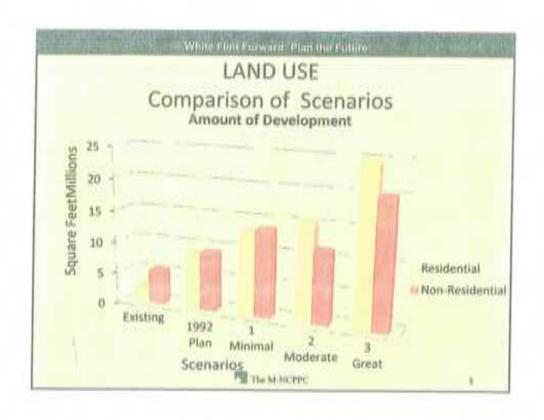


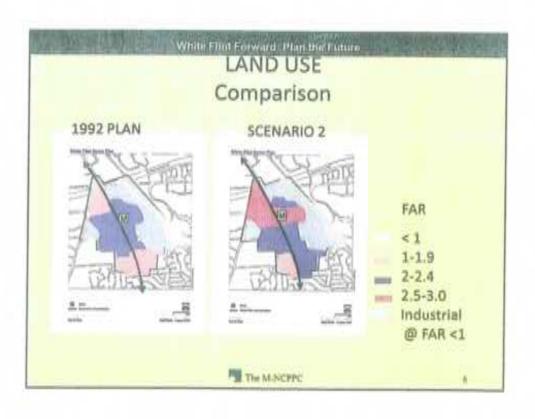


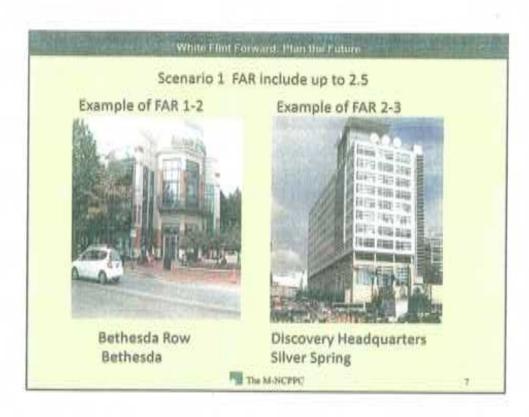




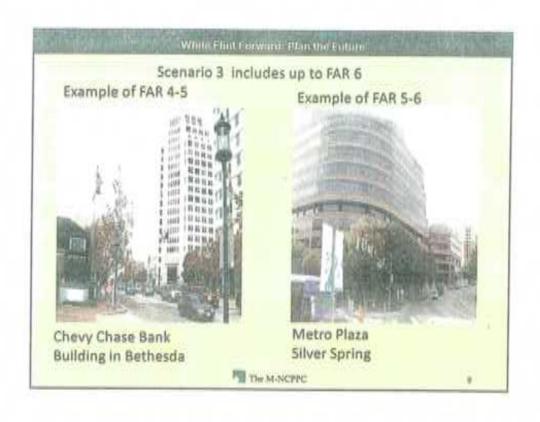
LAND USE Comparison of Scenarios Amount of Development							
	Editing	1997 Flan	Nimintal	2 Moderate	Great		
Dwelling Units	2,140	7,080	10,900	12,600	20,490		
SF of Non- Residenti al	5.5M	9.3M	13.8M	11.5M	20.1M		

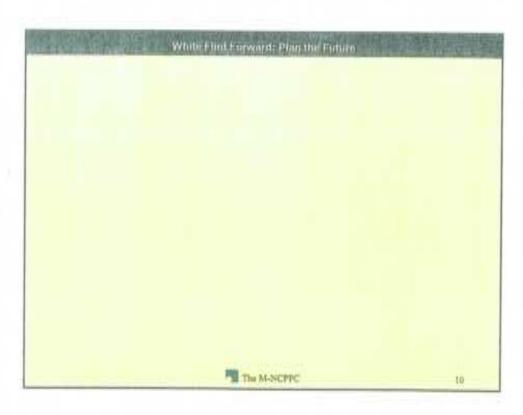


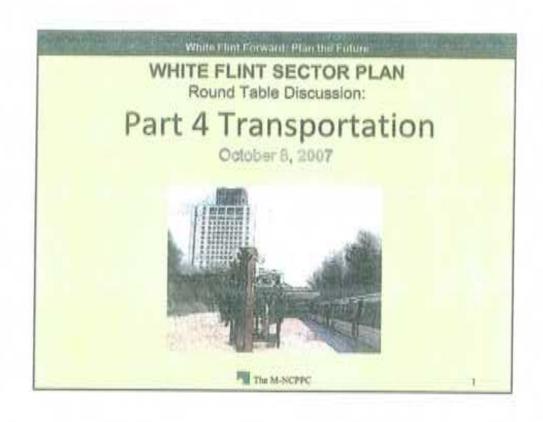


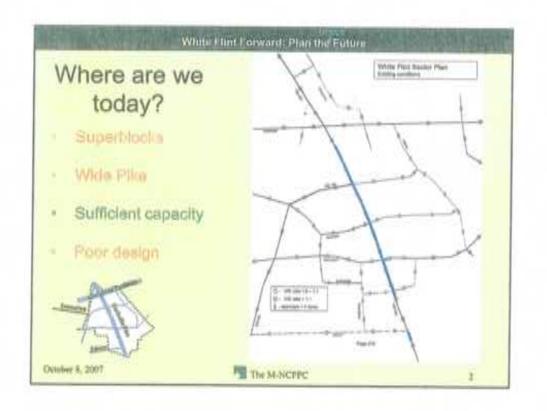


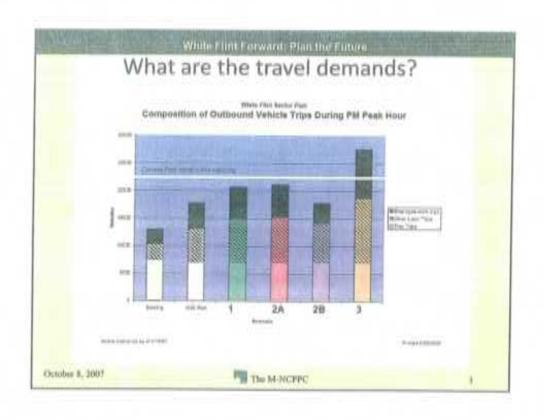




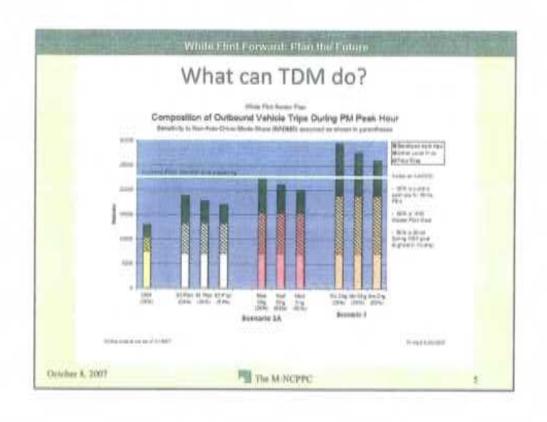


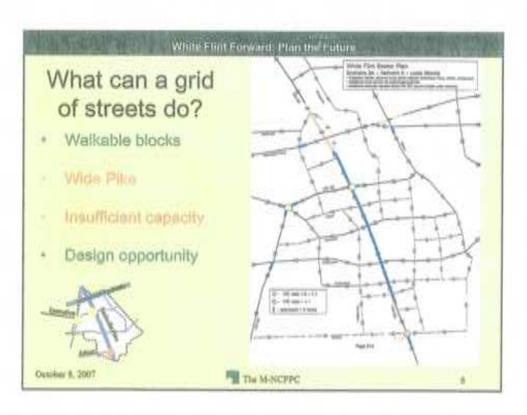


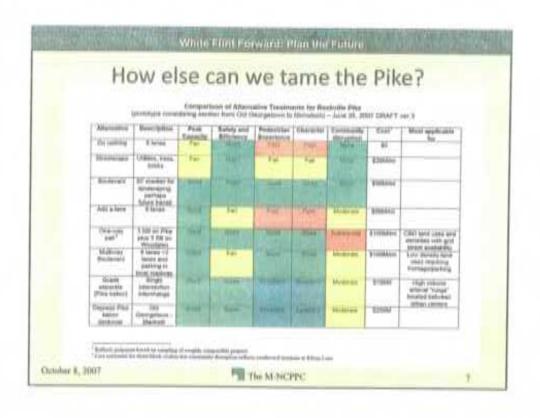


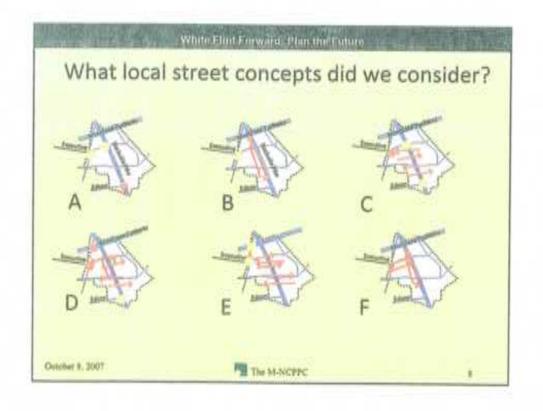


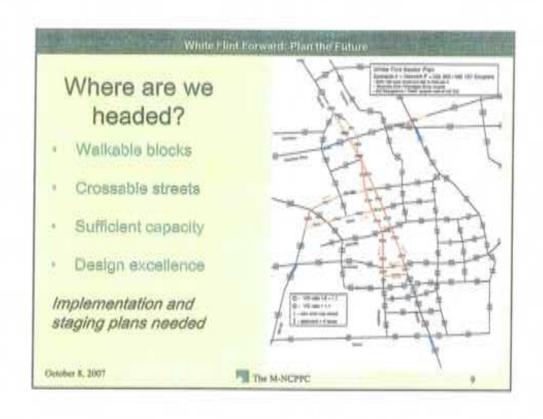
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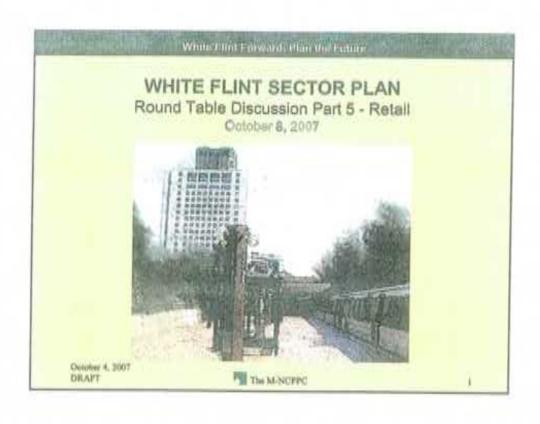














White Flint Forward. Plan the Future

RETAIL STUDY

Some Types of Shopping Centers Being Developed Today

- Corner Store 7-Eleven
- Convenience Shops owner occupied
- Neighborhood Center grocery store anchor
- Community Center/Power Center- Jr. anchors
- Regional Center- fashion mall department store anchors
- Lifestyle Center quality of shopping experience no anchor

September 4, 2007 DRAFT for Discussion



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RETAIL STUDY Regional Center Community Center Neighborhood Center Convenience Retail Hidden Single Lot Single Use A Mid Pike Plaza, 20 acres, 332,000 GFA B White Flint Mall, 43 acres, 1.67 M GFA

White I fint Forward: Plan Wid Fator

RETAIL STUDY REVEALS:

Demand for

Local Big box

Moderate mainstream (Kohl's, Penney's).

. By 2011, Trade Area can add:

6 'neighborhood centers' with grocery stores 100 corner stores 2 community centers

September 4, 2007 DRAFT for Discussion



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White Flint Forward: Plan the Future

RETAIL STUDY

- Montrose Parkway increase trade area & demand
- Conversion of one regional mall is likely
- One big 'Life Style Center' spanning the Pike is difficult but achievable.

September 4, 2007 DRAFT for Discussion



