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

October 9, 2008

MEMORANDUM

TO: Montgomery County Planning Board

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SUBJECT: Discussion on the White Flint I Sector Plan: FAR Density, Building Heights and Staging

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At the Planning Board's September 11, 2008 meeting, staff presented preliminary recommendations for the White Flint I Sector Plan. At the end of the presentation, the Board asked staff to prepare more detailed information regarding density, building heights, staging and financing.

This memorandum provides the requested information except for financing which will be discussed on October 30. The first part of the memorandum summarizes the September 11 session. The second part restates the land use and transportation principles of the Plan. The third part proceeds through the details of density, building height and staging.

1. SEPTEMBER 11 PRESENTATION SUMMARY

Density: Staff showed a density map (Exhibit 1- Density Distribution) organized around the Metro station and proposed road network. A second more detailed map (Exhibit 2- Density Plan) showed FAR density applied to properties. The Density Plan has been an issue with the development community with respect to how densities were applied with respect to distance from the Metro station. Different densities were initially applied to properties within the same distance of Metro. Staff was asked to review the Density Plan.

Building Height: The proposed Transit Mixed-Use Zone (TMX) does not have a height limit for the optional method. Building height would be determined at Project Plan review based upon certain guiding principles. At the September 11 session, staff presented a general height concept. The Board requested more details regarding existing and proposed heights. (Staff notes that the White Flint Advisory Committee conducted balloon tests to assess a 300-foot height limit and photographs were presented to the Planning Board at the October 2 discussion with the Advisory Group.)

Staging: Staff presented a three-phase staging plan that coordinated transportation capacity and planned infrastructure with new development. The first phase included the west side of the Sector Plan area where the goal was to create the Center Core first. The Planning Board asked staff to clarify if this plan meant development could occur only within the geographic area where the infrastructure was located. Staff clarified that the proposal could allow for development anywhere in the Sector Plan. The Board requested more details.

Financing: This topic is scheduled for the October 30, 2008 Planning Board agenda.

2. LAND USE AND TRANSPORTATION SUMMARY

Land Use and Jobs/Housing Balance

The Plan will propose a development mix that favors residential development for most new development, and strives for an end-state FAR balance consisting of 60 percent residential and 40 percent non-residential development. This proposal will move the existing 8 to 1 jobs/housing ratio in the Sector Plan area to a more desirable ratio of 2.87 to 1 jobs/housing ratio, a strategy recommended in the I-270/MD355 Corridor Study and the Transportation Policy Report.

Land Use and Transportation Balance

In the September 11 presentation, staff explained the capacity of the planned transportation network (with a 39 percent non-auto driver mode split for those working in the Sector Plan area) at approximately 29.9 million square feet including existing, approved and new development. The portion of the capacity for new development translates into 9,800 new residential units (11.7 million square feet) and 5.9 million square feet non-residential development.

Zoning and Density Allocation

The assumptions regarding zoning and density are:

1. Use of the proposed Transit Mixed-Use (TMX) Zone

Staff expects to recommend the proposed Transit Mixed-Use (TMX) zone over most of the Sector Plan area except where a) existing uses are unlikely to change, such as the pre-release center, or b) it is desirable for land use planning purposes to retain existing land use and zoning, such as some of the light industrial areas.

The pending TMX zone has two methods of development: the standard method and the optional method. The maximum development under the standard method is 0.5 Floor Area Ratio (FAR) with a 42 foot height limit. The optional method has a 4.0 FAR maximum and no building height limit. The TMX zone allows the master or sector plan to cap FAR densities and establish building heights in the Optional Method.

2. Densities allocated by proximity to the Metro station and along Rockville Pike

Density should be focused at the most transit-servicable location. On a scale of density importance, the Metro station is foremost. Rockville Pike is second, MARC third. Metrorail provides access to the regional system on one ticket; bus transit also on MD355 is already in place and the MARC station does not yet exist. The September 11 proposal matched the zoning capacity to the transportation capacity. Bonus densities for Workforce housing and Moderately Priced Dwelling Units were not included.

3. DENSITY, BUILDING HEIGHTS AND STAGING - PROPOSALS

A. Density Issues

Issue #1: The Planning Board questioned the geographical allocation of the density.

All iterations of the land use and transportation scenarios assumed a density distribution based on proximity to the Metro station, tenting down and outward to the edges of the Sector Plan. Density was highest at the Metro station and somewhat lower along Rockville Pike (Exhibit 1). The levels of density followed the proposed road network as adjusted to property lines. This resulted in a density map that did not appear to have a clearly defined pattern (Exhibit 2).

Correspondence from property owners highlighted the pattern discrepancies, especially the observation that properties closer or equidistant to the Metro station received different densities. On September 11, staff presented a density concept (Exhibit 2) that more closely resembled the concept of densities decreasing from the Metro station but still following the proposed road network. The Board asked staff to continue to explore density.

Staff has re-examined the principles of density allocation and proposes a more systematic approach based on a linear distance from transit service, the Measured Distance Concept.

- The entire Sector Plan area falls within 6/8 mile (3,960 feet) radius of the Metro station. Most of the Plan area lies within a 5/8 mile radius and more land area is located east of Rockville Pike than west.

- Staff identified concentric rings 1/8 mile apart (660 feet) centered on a point in the middle of Rockville Pike right-of-way midway between the intersections of Rockville Pike with Marinelli Road and Old Georgetown Road (Exhibit 3).

- Staff allocated density within these concentric rings allowing at least 2.5 FAR for any area within 1/8 mile radius of the transit station or within 1/8 mile (centered) along Rockville Pike (red dashed line on Exhibit 3).

- Highest density was set in the first 1/8 mile from the Metro station at 4.0 FAR.

- The second highest density was set at 3.0 FAR within the second 1/8 mile.

- 2.5 FAR in the following 1/4 mile.

- 2.0 FAR in the last 1/4 mile.

- A 1/8 mile ring was drawn around both proposed MARC stations with a 2.5 FAR (red dashed semi-circles on Exhibit 3). The recommended density in these locations will be finalized when the MARC station location is established.

Staff calculated the FAR capacity within the concentric rings by multiplying the proposed FAR and the area within each ring excluding the existing rights-of-way. The total was 42.7 million square feet, which was greater than the transportation capacity number of 29.9 million square feet. The total reflects a 2.6 FAR overall, in comparison to the 1.9 overall FAR (also excluding ROW) shown to the Board earlier. The 1.9 FAR more reflected a transportation capacity ceiling rather than a methodology based on distance from the Metro station.

Staff notes that the calculation of the zoning capacity is gross: land area times density. We did not correct for properties that will not be zoned TMX, like Wall Park, nor is it corrected by actual property measurements. A more refined calculation will result in less overall FAR square footage.

Table 1: Metro Proximity and FAR - Measured Distance Proposal

Ring	**FAR**	**Area in Ring SF**	**Development Capacity SF**
Ring 1-1/8 mile	FAR 4.0	1,050,000	4,200,000
Ring 2-1/4 mile	FAR 3.0	4,850,000	14,550,000
Ring 3 -3/8 mile	FAR 2.5	4,800,000	12,000,000
Ring 4-1/2 mile	FAR 2.5	1,900,000	4,750,000
Ring 5 -5/8 mile	FAR 2.0	2,350,000	4,700,000
Ring 6-6/8 mile	FAR 2.0 or less	1,250,000	2,500,000
TOTAL		16,200,000	42,700,000

Advantages:

- Density is allocated fairly from a measurable point and as the crow flies.
- The FAR is not affected by property lines and proposed roads rights-of -way.

Disadvantages:

- There is a gap between the zoning capacity and the transportation capacity. The land use scenario analysis concluded that a total of approximately 29.9 million square feet of development (existing, approved and proposed) could be accommodated by the transportation network.
- Raising the transportation capacity to capture more of the zoning capacity requires careful monitoring of traffic, is dependent on the staging plan, and could ultimately require a sector plan amendment.
- Some property owners feel that the density is still not sufficient for them to move forward with a high-quality development and the required public purpose elements, such as BLTs (for commercial development) and Workforce housing.

Issue #2: Can density be transferred?

The proposed TMX zone allows for the transfer of density (above the Standard Method) if recommended in the master or sector plan. Staff believes that this option should be used to allow density transfer to properties along Rockville Pike. The ability to transfer should be permitted for properties of any size. (Exhibit 4).

Under this option densities could be combined from more than one site and redistributed to take advantage of conditions or market factors. Staff believes that the density transfer option might be advantageous to some property owners, particularly if they own land in more than one place. Staff proposes a density transfer option between the concentric rings to the 1/8 mile strip along Rockville Pike where the proposed height limits are less restrictive. Within this area, built density could be increased to .5 FAR above that set in the FAR Allocation Map, but only through a transfer, so that the overall density for all properties involved in the transfer remained the same. A property from which density was transferred would need an easement or restriction recorded in the land records stating the transfer had occurred.

Advantages:

- Allows for more density along Rockville Pike without adding density to the Sector Plan area as a whole, facilitating the creation of a sense of place. This involves a small shift of building mass from the edges of the Plan area, where community compatibility concerns are greatest, toward the center of the Plan.
- Does not affect transportation capacity.
- Helps property owners with more than one parcel.
- Allows property owners who do not wish to develop to derive value.

Disadvantages:

- Increases the likelihood that the transportation capacity will be exceeded, particularly if unused density from locations such as Federal properties and parkland are considered transferrable.

Issue #3: Is the proposed FAR enough to spur redevelopment?

The Planning Board asked this question at the last session. Staff believes that the overall FAR, previously proposed, provided sufficient incentive to spur desired redevelopment, although this might not be the case for specific properties.

Mixed-use projects in the Sector Plan area, such as North Bethesda Town Center, North Bethesda Market, Gallery and Sterling, were approved between 2.0-2.4 FAR under the TSR and TSM or C-2 zones.

Future redevelopment in the White Flint Sector Plan will be under the proposed Transit Mixed-Use (TMX) zone. The TMX zone requires standard elements in the public interest, such as Moderately Price Dwelling Units (MPDUs), plus new ones, such as Building Lot Termination (BLT) for commercial development, Workforce housing, and public use. These additional requirements will have an effect on redevelopment, but this has not yet been quantified, except anecdotally.

Staff proposes raising the zoning capacity to provide greater flexibility and ensure redevelopment, because of the unknown financial impact of the Workforce housing and BLT requirements. There has been substantial testimony regarding the requirements of the TMX zone and suitable FAR.

It is not uncommon to have a theoretical density higher than we expect will actually occur over time. Examples:

- Bethesda CBD plan statement
- Development does not often reach 100 percent of zoning capacity, nor do properties attain full bonus densities.

The overall FAR in the Measured Distance proposal is 2.6 (excluding bonus densities) which is greater than the previous proposal of 1.9 FAR. Because one of the fundamental principles in the plan is to address the issue of potential traffic impacts on the surrounding residential communities, staff continues to recommend that approvals be capped at the amount determined by the transportation analysis.

Over time, however, the detailed monitoring program of traffic conditions might indicate that higher than projected transit use or more aggressive Transportation Demand Management (TDM) programs resulted in lower than anticipated levels of vehicle travel. If the transportation cap proves unnecessarily conservative and could be raised, than more development could be supported. The monitoring program would have to include provisions for other transportation analyses (e.g., a sector plan or Annual Growth Policy recommendation for a cordon line cap) to enable additional densities should the Sector Plan trip generation assumptions prove conservative.

There is a second reason to have transportation capacity limit the amount of the development that can be realized in the life of the Sector Plan. A limited resource has value and can create a competitive situation wherein the proposals can vie for available capacity.

Once the 9,800 units and 5.9 million square feet supported by the transportation capacity have been built (Stage 3), the Planning Board could consider more density, up to the amount permitted in the zoning capacity. The reset transportation capacity should still be based on the premise of a balanced land use and transportation plan and a jobs/housing ratio of 2.8:1. Staff notes that when an explicit cap of any kind is set in the Sector Plan or Growth Policy, an amendment of the appropriate policy document is necessary to change the cap.

B. Building Heights

Staff reviewed the building heights using the same principles of concentric rings and proximity to Rockville Pike. The standard method of development in the TMX zone sets a maximum height of 42 feet in the standard method; there is no maximum limit for the optional method. The maximum heights under the optional method are established in the Master or Sector Plan and approved during the development process through the Planning Board's findings for Project Plans. There are provisions in the Zoning Ordinance and Chapter 25 A and B of the County Code that allow for greater heights under certain conditions and for defined public purposes, such as Workforce housing.

To determine appropriate building heights, staff conducted a study of existing building heights. All the existing buildings were measured and identified: proposed building heights that were approved, but not under construction were also evaluated.

Staff located the building heights on a map and superimposed the six concentric rings. (Exhibit 5). Staff concluded that the range of existing heights are highest along Rockville Pike and follow the approvals of the approved Development Plans for the Transit Station Residential (TSR) and Transit Station Mixed (TSM) zones. These zones have no maximum building height. Staff set a range of heights for each ring that follow the density principles associated with proximity to transit.

The Urban Design Chapter and Design Guidelines will have a more detailed discussion by District as to where the maximum heights are desirable in order to create a coherent and varied skyline and where the lower building heights (36-60 feet) are necessary to insure compatibility with surrounding neighborhoods. The existing heights (Exhibit 5) and proposed heights (Exhibit 6) within the concentric rings area are shown in Table 2. Staff notes that the building height range in the ring closest to a residential community (Ring 6) is 36-50 feet, and is within the range considered compatible with detached dwelling units. (Exhibit 6).

Table 2: Proposed Building Height Ranges

Ring	**Existing Heights**	**Proposed Height Range**	**Proposed Height within 330 Feet Rockville Pike**
Ring 1 1/8 mile	25-160 feet	60-300 feet	300 feet
Ring 2 2/8 mile	20-280 feet	60-250 feet	Less than 300 feet
Ring 3 3/8 mile	25-285 feet	60-200 feet	200-285 feet
Ring 4 4/8 mile	25-130 feet	40-150 feet	100-200 feet
Ring 5 5/8 mile	30-100 feet	40-100 feet	100-200 feet
Ring 6 6/8 mile	30-75 feet	36-50 feet	100 feet

C. Staging

A staging plan involves timing of new development and public facilities within the framework of the lifetime of the Sector Plan.

A successful staging plan should be elastic enough to respond to market forces without losing the vision of the Plan or requiring amendments. It must also make realistic assumptions about the facilities needed to support development. In White Flint, staging must include increasing transit ridership as a means to reduce traffic congestion. The staging plan should be guided by these principles:

- Ensure fiscal responsibility. Timing and sequence of development should be matched to capital improvement funding. Funding for the capital improvements required by new growth will come from a variety of public and private sources. Private development should provide for those public facilities needed to support new development and not burden existing facilities.

- Coordinate development with public infrastructure. Public facilities should be provided in conjunction with land development including dedication of land for public use in order to reduce the costs to the public.

- Promote particular uses. The vision for White Flint is to transform into a place where people live. Non-residential development should not preempt residential development by absorbing available capacity or land.

- Promote a sense of place. The reconstruction of Rockville Pike and the creation of a Civic Core area are both fundamental to creating a destination in White Flint. The sequence in which these projects are planned, especially the construction phases, is critical to traffic management, minimizing disruption to commerce and impacts to surrounding communities.

Pre-Requisites

Whatever staging strategy is chosen, staff notes that development approvals must be preceded by pre-requisites. Second, staff cannot emphasize enough the need to create an Advisory or Steering Committee composed of members of the surrounding residential communities as well as members of the development community and property owners, to reinforce the importance of continually assessing the effects of new development on the infrastructure. Third, regular monitoring is necessary to evaluate the assumptions regarding congestion levels and transit use and to fine tune, as necessary the orderly progression of development.

Pre-requisites to development include:

- Approval and Adoption of the Sector Plan
- Approval of Sectional Map Amendment
- Approval of zoning or subdivision text amendments, if needed
- Expand the Metro Station Policy Area to include the entire Sector Plan boundary.
    - Requires Workforce housing
    - Propose legislative changes to allow impact fees to be captured in a Metro Station Policy Area
    - Reduces Transportation Impact Tax
    - Allows Critical Lane Volume (CLV) Standard to increase to 1,800
- Establish the Sector Plan area as a State of Maryland "Bicycle Pedestrian Priority Area", under Public Law
- Create a private-public partnership structure consistent with the goals of the Sector Plan and the general principles of the staging plan. The structure may include oversight through the following:
    - Urban District
    - Development District
    - Business Improvement District
    - Parking Lot District

- Develop a Monitoring Program.
    - Planning Board to require staff to develop biennial monitoring program for the White Flint Sector Plan area. This program will include a periodic report on development approvals, traffic issues, public facilities and amenities, the status of new facilities, the Capital Improvements Program (CIP) and Annual Growth Policy (AGP) as it relates to White Flint. The program should conduct a regular assessment of the staging plan and determine if any modifications are necessary.
    - Establish an advisory committee of property owners and interested groups that support the redevelopment of the White Flint Plan area. The committee's responsibilities should include, monitoring the Plan recommendations, monitoring the Capital Improvements Program (CIP) and Annual Growth Policy (AGP) to impact the Plan area, and ensuring that issues are addressed by the Planning Board and/or Council.

The Staging Plan presented to the Board on September 11 (and earlier to the Advisory Committee) established staging by infrastructure located in geographic districts. The critical road network infrastructural needs are located west of Rockville Pike within the Metro West and Mid-Pike Districts (Exhibit 9). These road network improvements are necessary in order to provide alternatives to Rockville Pike and to diffuse traffic in the Sector Plan area.

The Planning Board asked staff for clarification regarding whether or not development could occur anywhere in the Sector Plan once improvements had occurred. Staff explained that the geographic approach was intended to focus attention on the sequencing of needed infrastructure, but that in principle development could occur anywhere in the Sector Plan area. Staff continues to propose a staging plan based on the earlier proposals, but has considered other options, which are more fully explained below.

Staff notes that regardless of the timing for the Rockville Pike reconstruction, development along the west side, where the right-of-way expansion is to take place, must be set back from the existing roadway to reflect the desired realignment. The ultimate design for the interface between the public and private realms along Rockville Pike will be designed later. It may be possible to have an interim solution for west-side businesses such as a faux drive-aisle as well as preparation for the undergrounding of utilities to establish the limits of reconstruction. Regardless of when the Pike re-construction occurs, there will be some disruption to adjacent businesses.

Staging Alternatives

The alternatives adhere in differing degrees to the staging principles.

Alternative	Infrastructure Geographically Focused	Compete for capacity	CIP Driven	Shared Fiscal	Coordinate Develop/ Infrastructure	Promote Certain Uses	Sense of Place
No Staging LATR/ PAMR	No	No	No	Maybe	Maybe	No	No
One Stage Cordon Line	No	Maybe	No	Maybe	Maybe	No	No
Multiple Phased Staging: Competition	No	Yes	Maybe	Yes	Yes	Yes	Yes
Multiple Phased Staging: Civic Core	Yes	Maybe	Yes	Yes	Yes	Yes	Yes
Multiple Phased Staging: Rockville Pike First	Yes	Maybe	Yes	Yes	Yes	Yes	Yes

Alternative 1: No Staging LATR/PAMR Controls

In this alternative, there is no staging. Approvals precede in accordance with LATR and PAMR review. Projects that can't pass LATR/PAMR can't proceed. In this alternative, the Sector Plan contains a list of infrastructure improvements. The Planning Board would approve projects anywhere in the Sector Plan until the capacity of the transportation network is reached. Transportation analysis during the development process would determine which road improvements would be required as part of the project approvals. When the transportation capacity of the Sector Plan is reached, no more approvals would be possible unless the congestion standard were to be raised, additional capacity improvements were programmed, or a sector plan amendment raised the transportation cap. Any infrastructural needs that couldn't be assigned to development would be paid for by the public sector through CIP projects. Development Districts may be created to help coordinate needed infrastructure in lieu of CIP.

Pros

- Fiscal responsibility is shared
- Road dedication, so right-of-way acquisition by County is not necessary
- The market and APF drive approvals

Cons

- Limited ability to prefund needed infrastructure that can't be required of development.
- No ability to provide up front capacity necessary to accommodate disrupted flow from Rockville Pike.
- Private sector building of infrastructure may not be timely, requiring intervention of County as in Clarksburg.

Summary

This alternative is the default option. The timing of CIP infrastructural improvements is dependent on county-wide priorities and may be addressed later rather than sooner.

Alternative 2: One Stage/Cordon Line Controls

LATR and PAMR are replaced with a pay-and-go system based on fiscal contributions with exactions set according to a proportional contribution to total cost of needed Sector Plan infrastructure; the contribution would be based upon the estimated impact on cordon line capacity at Sector Plan buildout. The cordon line capacity is based on LATR/PAMR assumptions or impact tax- like proportion of projected end state growth (17.9 million square feet). Everyone competes for transportation capacity. Contributions would have to be captured and targeted at improvements within the Sector Plan area.

Pros

- Fiscal responsibility is shared proportional to need for capacity
- Improves predictability of development review process related to APFO

Cons

- Limited ability to prefund needed infrastructure that can't be required of development as part of onsite access or circulation needs.
- No ability to build up front capacity necessary to accommodate disrupted flow from Rockville Pike.
- Private sector building of internal/frontage infrastructure may not be timely for local system needs, requiring greater intervention by the County.

Summary

This alternative would provide greater control of infrastructure delivery than Alternative 1 but without a staging plan there are no assurances that delivery of infrastructure will be timely.

Alternative 3: Competition "Beauty Contest"

If the limited resource, transportation capacity, drives approvals, it might be better, in order to ensure that the best projects are approved, to put in place competition. The intent of this alternative is to select what projects to approve based on the merits of each proposal. A competition is held so that all property owners have an equal chance at competing for the predetermined capacity. There is an invitation to bid for the capacity. If the requests are greater than the capacity, proposals are grouped into FAR categories so that those projects compete with other projects of comparable density and height recommendations or compete based on proximity to transit facilities.

Staff would prepare an analysis of the merits of each case and present the priority list of candidates in each FAR grouping for Planning Board review. After a public hearing is held on the merits of each project, The Planning Board would select the proposals that best embody the vision of the Plan. Evaluation should focus on which projects best addressed public policies, such as work force housing and BLTs as well as provided the necessary infrastructure. The approved projects would include a sequence of development so that the infrastructural needs would be coordinated as development proceeded. The Executive and County Council would have to agree to appropriation of funds to build the infrastructure. Land area where projects are approved would be included in a Development District.

Pros

- Infrastructural needs can be initiated through competitive basis.
- Competition results in better projects and would better realize the vision of the Plan.
- Planning Board, Executive and County Council must agree to the CIP funding and priorities.

Cons

- May require greater coordination and commitments of County funds to fill infrastructure gaps at end of each stage.
- Requires development applications on a predetermined schedule.
- Exception process for small projects needed

Summary

This option will require commitment and coordination among the various County agencies regarding the programming of infrastructure. Once the development projects are chosen, the sequencing would fall in place, and development should occur sooner rather than later and in a more orderly fashion. This option may result in better development. Staff does not recommend this option because of the coordination and commitment required may be difficult to achieve.

Alternative 4: The Preferred Civic Core Staging Alternative

This is essentially the same approach staff recommended in the September 11 presentation. The focus of this staging plan is ensuring the creation of White Flint as a destination by providing those facilities that form the civic core: the Civic Green, Wall Park and the Main Street Promenade (B-10), all of which are located in or near the Conference Center District. (Exhibits 7 and 8).

Development could occur anywhere within the Sector Plan area, however, all development projects will be required to fund or defray, at a minimum, the transportation infrastructure costs. The three stages are 30%, 30% and 40% respectively of the 17.6 million square feet of new development capacities. If there are too many projects competing for the available capacity in any of the stages, a competition would be held.

Stage 1: 3,000 units, 2.0 million square feet non-residential

- Fund the realignment of Executive Boulevard and Old Georgetown Road through the Capital Improvements Program (CIP), Consolidated Transportation Program (CTP), public-private partnership, or private development.
- Fund the construction of an east-west Main Street (B-10) in the Conference Center sub-district through the CIP, CTP, public-private partnership, or private development.
- Achieve 30 percent non-auto driver mode share for the Plan area.
- Provide streetscape improvements; pedestrian systems improvements and bicycle network/plan for all streets within a ¼ mile of the Metro station.
- Establish a Parking Lot District for the Plan.
- Acquisition or dedication of the Civic Green.
- Relocate surface parking on Wall Local Park in cooperation with a public private partnership in order to create the recreational anchor for the Town Center core.
- Establish a bus circulator system linked to surrounding office districts and residential neighborhoods.

- Locate an express/urban library

- Pre-planning for Rockville Pike as a "Boulevard" in coordination with SHA.

Stage 2: 3,000 units, 2.0 million square feet non-residential

Before development beyond the limits set in Stage 1 can be approved, the Planning Board must determine that all the public projects listed in Stage 1 have been completed.

The amount of development that could be approved in Stage 2 is set at approximately one third of the planned development. Development can occur anywhere within the Sector Plan area; however, development will be required to defray the costs of the projects associated with Stage 1 as well as projects associated with Stage 2.

- Increase non-auto driver mode share to 35 percent

- Montgomery County Public Schools (MCPS) must evaluate need and/or status of the elementary school

- Fund the second entrance to the White Flint Metro Station.

- Fund MARC station

Stage 3: 3,800 units, 1.9 million square feet non-residential

Before development beyond the limits set in Stage 2 can be approved the Planning Board must determine that all the projects listed in Stage 1 have been completed and that projects listed in Stage 2 have been approved, under construction or completed.

In Stage 3, the remaining capacity could be committed. As in Stage 1 and 2, development may be required to help defray the costs of necessary infrastructure projects in all three stages. At the end of Stage 3, the development should total 14,500 units (17.4 million square feet) 12.9 million non residential square feet, a 58/42 split and close to the desired 60/40 split.

- Increase non-auto driver mode share to 39 percent.

- Fund the Old Georgetown Road extension to the CSX tracks within the Consolidated Transportation Program, the Capital Improvements Programs, public-private joint venture, or privately.

- Complete all streetscape improvements; pedestrian systems improvements and bicycle network/plan outside a ¼ mile from the Metro.

- The reconstruction of Rockville Pike (between Edson Road/Executive Boulevard and Montrose Parkway) requires a comprehensive state project. During Stage 2, the critical elements of a business street network that relieves Rockville Pike will be completed.

- Construct an elementary school unless MCPS identifies an alternative strategy to meet elementary school needs.

Pros:

- Approach has been used before
- Development proceeds in conjunction with infrastructural needs

Cons:

- Sense of place will occur later rather than sooner

Summary

This is staff's preferred alternative because it allows development to proceed but in a manageable manner with the ability to assess progress.

Alternative 5: Rockville Pike First

It has been suggested strongly that the transformation of Rockville Pike is necessary in order to make White Flint marketable as a place to live and attractive for commercial development. The proposed Rockville Pike transformation creates a wide median and provides flexibility for transit-priority treatments and off-peak on-street parking. These functional proposals require a full reconstruction of the roadway throughout the Plan area. For most of the road segment in the Plan area, the geographic and institutional constraints (most notably WMATA and National Regulatory Commission) are on the east side, so that a full reconstruction of the Pike requires a westward shift of the roadway centerline. Owners of potential redevelopment sites on the west side, however, are interested in shifting the Pike centerline eastward. In any event, a coordinated planning and preliminary design effort is necessary that:

- involves all stakeholders,
- is coordinated through WMATA, DOT and SHA, and
- has sufficient resources to identify engineering constraints

In this staging alternative, the Rockville Pike Reconstruction Project is initiated before the First Stage. A conceptual plan must be agreed upon by MCDOT and SHA before the Planning Board approves new development and funding for reconstruction must be assured.

The Civic Core staging plan, in contrast, defers the reconstruction of Rockville Pike to Stage 3 for three reasons:

- To complete the local street network that will be needed for maintenance of traffic while the Pike is under construction.
- To provide sufficient time to complete necessary planning, design, permitting, utilities, and right-of-way acquisition activities that can typically take ten to fifteen years for projects of this scope and complexity.
- To provide time for development values to raise funds for the project.

Pros:

- Realization of the vision for Rockville Pike relatively early compared to the rest of the Plan development.

Cons:

- This alternative moves the planning and funding of the reconstruction of Rockville Pike before the first stage of development. This will require up front public sector funds and coordination between the Montgomery County Department of Transportation and the State Highway Administration.

- No development could move forward until the construction plans were complete and funding appropriated. The realization of the Sector Plan would occur at a point farther in the future than previously considered.

Summary:

Staff believes that the sense of place along Rockville Pike may be achieved early, if funding is found. If funding is not forthcoming, this alternative would hinder new development for years. The amount of up front public funding will be very difficult to obtain. Elements such as acquisition of properties to expand the right-of-way and undergrounding of utilities will further increase costs. Interest in redevelopment would fade as property owners commit to other options to maximize assets. However; there are other options that could be pursued to advance Rockville Pike, which might be incorporated into the preferred alternative.

- Pursue minor design enhancements in the short run, recognizing that they will be removed when full reconstruction occurs.

- Develop a Pike staging plan that would allow the Pike to be constructed in phases.

Options which can be included in any of the Alternatives

1. Development District Option

To solve the coordination of development/public infrastructure when CIP funds are not readily available, a Development District would be created for the entire Sector Plan area to capture funds for future infrastructure improvements. Since all property owners would be required to pay into the district whether or not they developed, they would be eligible to request development approvals at any time. The residential properties would not be included.

Pros

- Development process and APF drives approvals
- Fiscal responsibility is shared
- Better coordination for right-of-way dedication
- Prefunding infrastructure possible

Cons

- Difficult to create one district because property owners that are not ready to develop would have to agree.
- Recently built development is not likely to redevelop in the near future.

2. Development Authority Option

This option could be applied to any of the above alternatives. The Authority would manage and raise the funds to ensure that the needed infrastructure was built as needed. While this alternative would result in the maximum of managing development, creation of such an authority will take coordination and a commitment to delegate powers previously reserved for existing government entities.

Pros:

- Infrastructural needs would be pre-funded and managed
- Planning Board, Executive and County Council must agree to the CIP funding and priorities
- Assigned responsibility

Cons:

- Another layer of regulatory oversight by a different entity
- The Planning Board's role is reduced
- County Council must establish this authority

APF Approvals

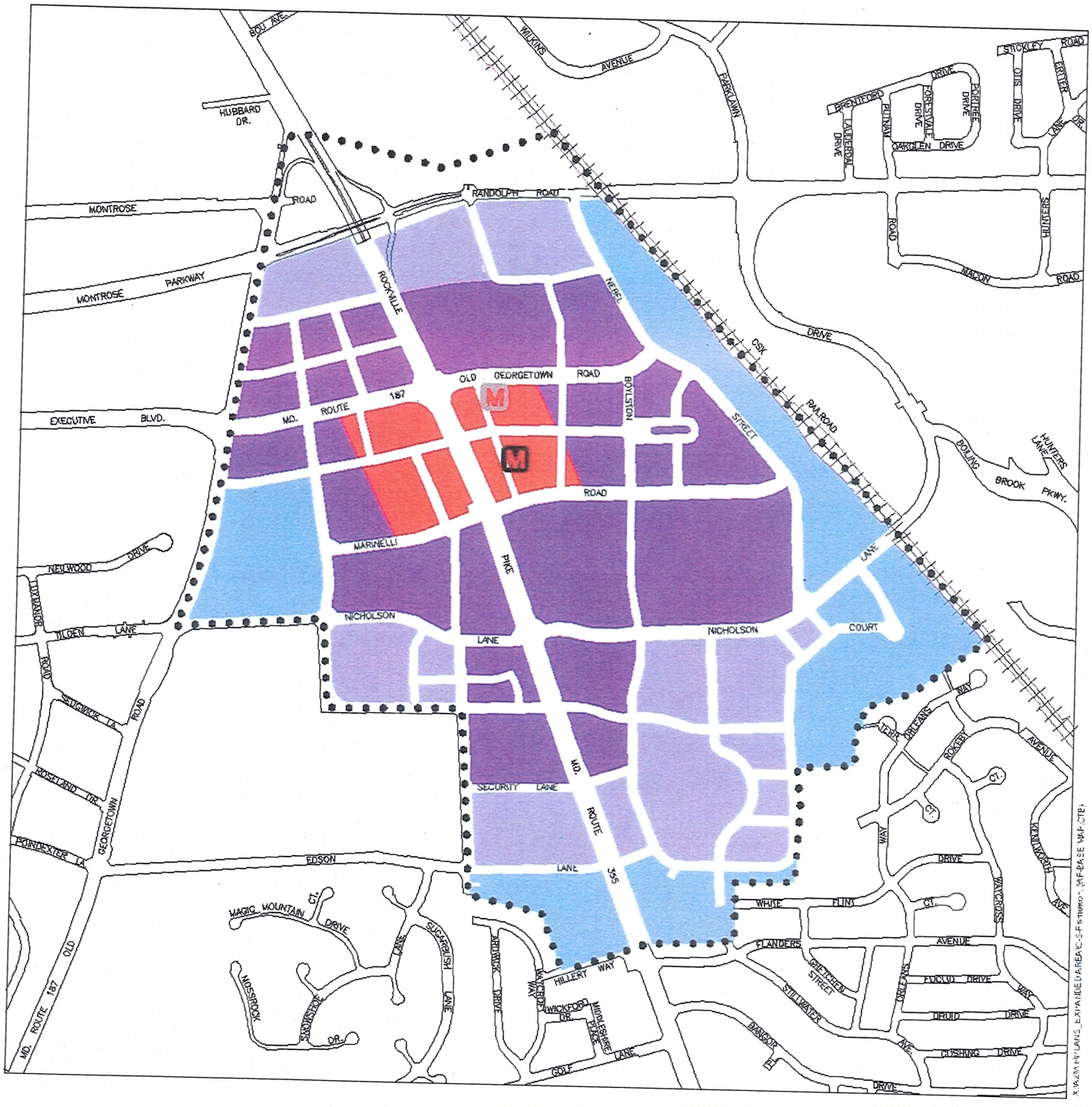
One of the issues in plan implementation is the extension of Adequate Public Facilities Approvals (APF). In the past the approval validity period was long enough (12 years) that approved development could languish. The current APF approval validity period is five years with possible extensions. This Plan must take into consideration the Planning Board's authority to approve extensions for the APF validity period. Staff would suggest a recommendation that cautions against extensions so as not to allow transportation capacity hostage to circumstances particular to individual projects.

PW:ha: G:\Weiss, P\Oct 16 staff report for White Flint.doc

Attachments:
Exhibit 1: Proposed Density Distribution
Exhibit 2: FAR Density by Blocks
Exhibit 3: Metro Proximity and Maximum FARs
Exhibit 4: Transfer of FAR Along Rockville Pike
Exhibit 5: Building Heights
Exhibit 6: Proposed Building Heights
Exhibit 7: Proposed Public Facilities
Exhibit 8: Existing and Proposed Street Classification
Exhibit 9: Districts

EXHIBIT 1

Proposed Density Distribution



Sector Plan Area Boundary

White Flint Metro Station

Potential New Metro Entrance

Zone 1 4.0 FAR

Zone 2 2.5 - 3.0 FAR

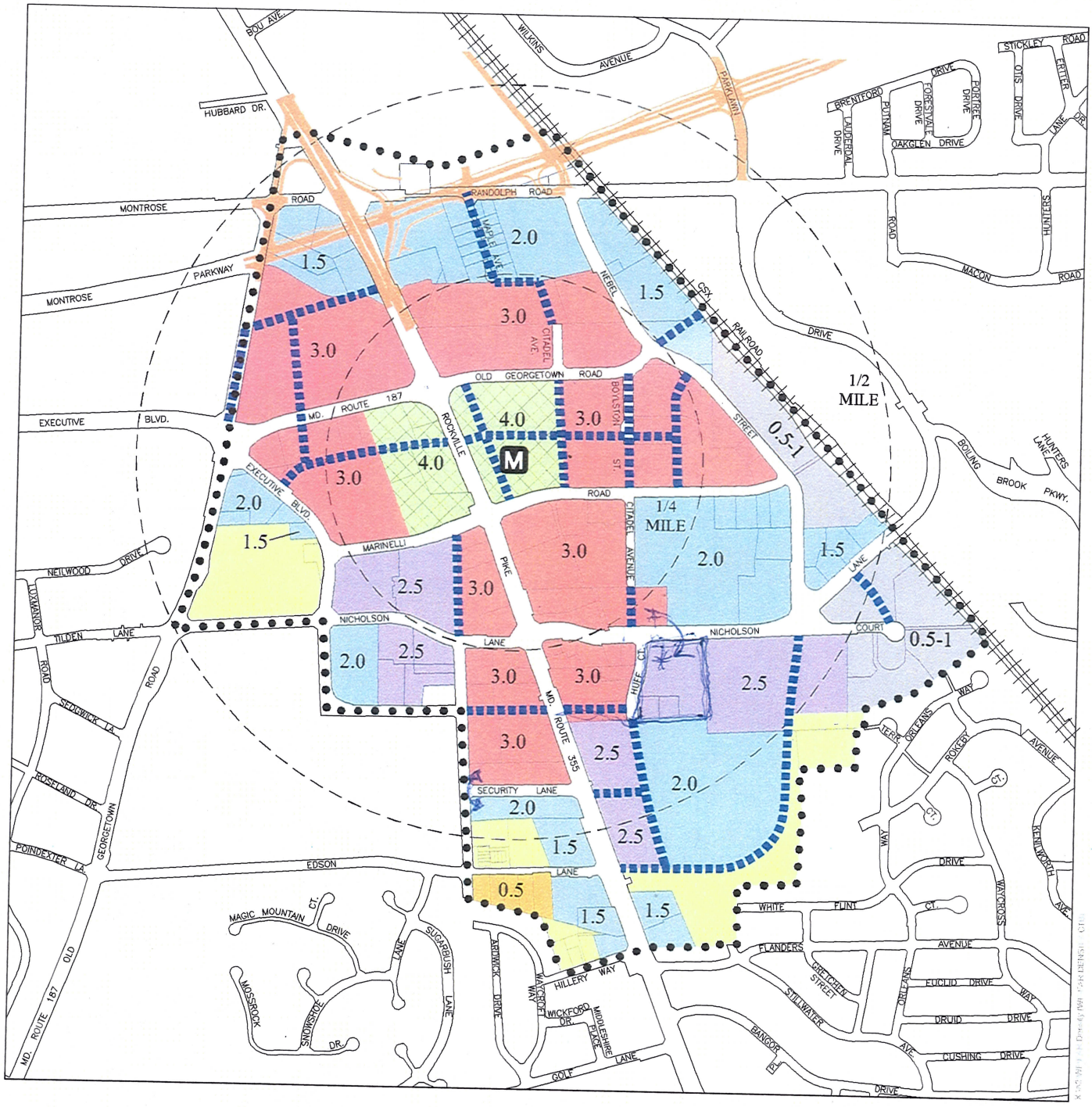
Zone 3 2.0 - 2.5 FAR

Zone 4 < 2.0 FAR

0 1000'

EXHIBIT 2

FAR Density By Blocks



- Sector Plan Area Boundary
- M White Flint Metro Station
- MD 355 & Montrose/Randolph Road Interchange
- B: Business Street
- 4.0 FAR Area
- Residential Zones - PD, R-90, RT

0 1000'

EXHIBIT 3

Metro Proximity and Maximum FARs

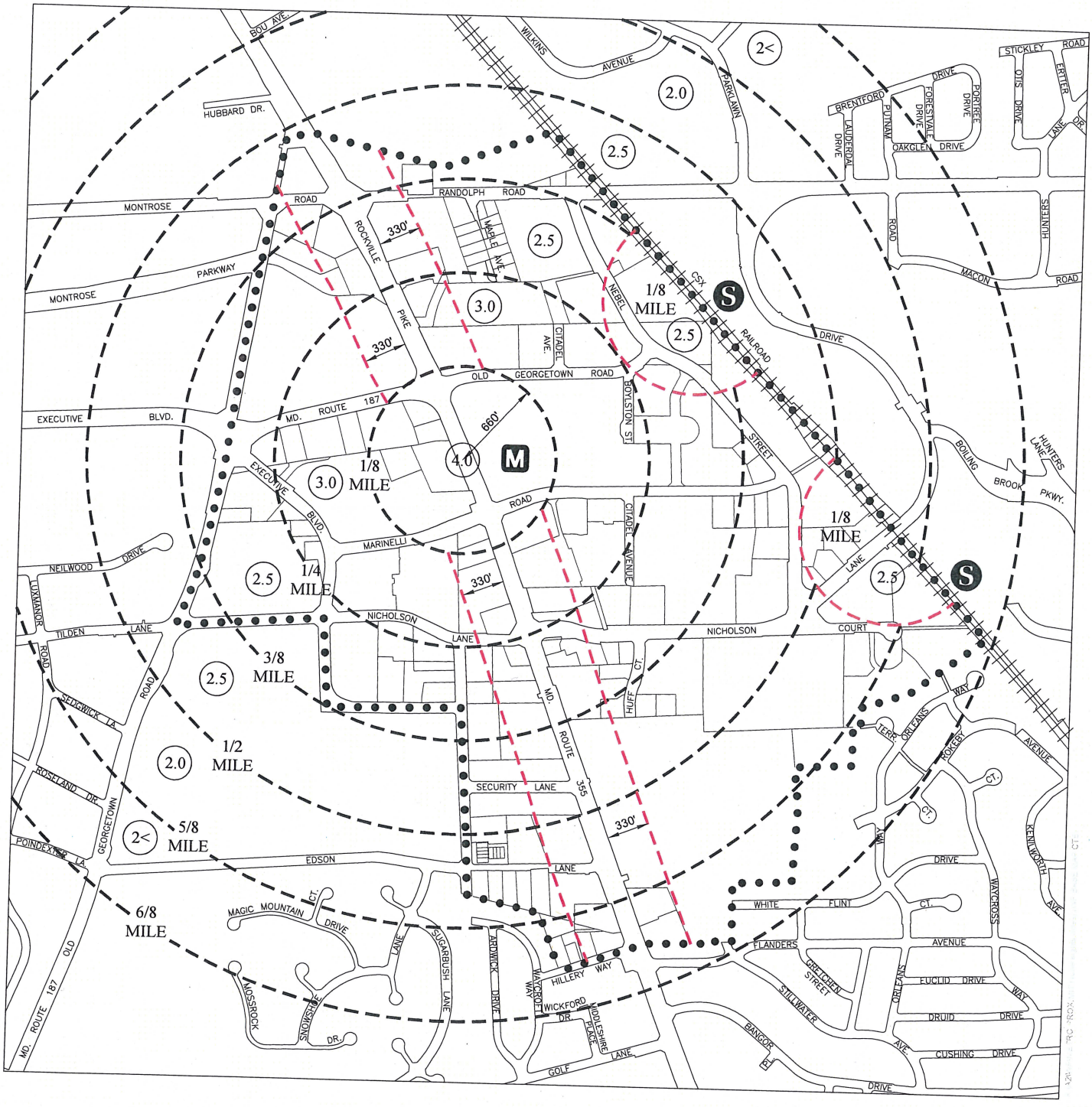
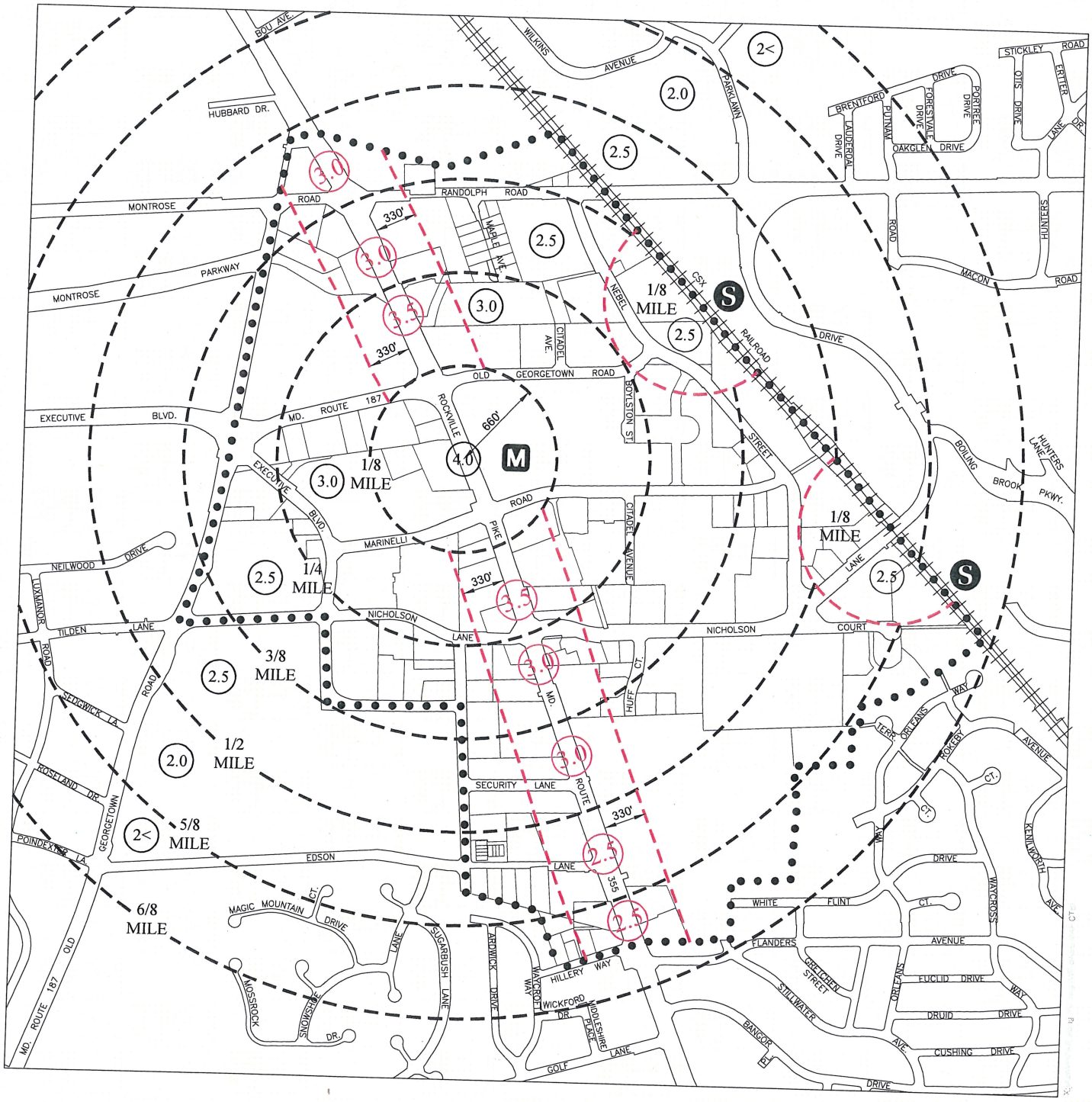


EXHIBIT 4

Transfer of FAR Along Rockville Pike



Sector Plan Area Boundary

1/8 Mile Concentric Ring

White Flint Metro Station

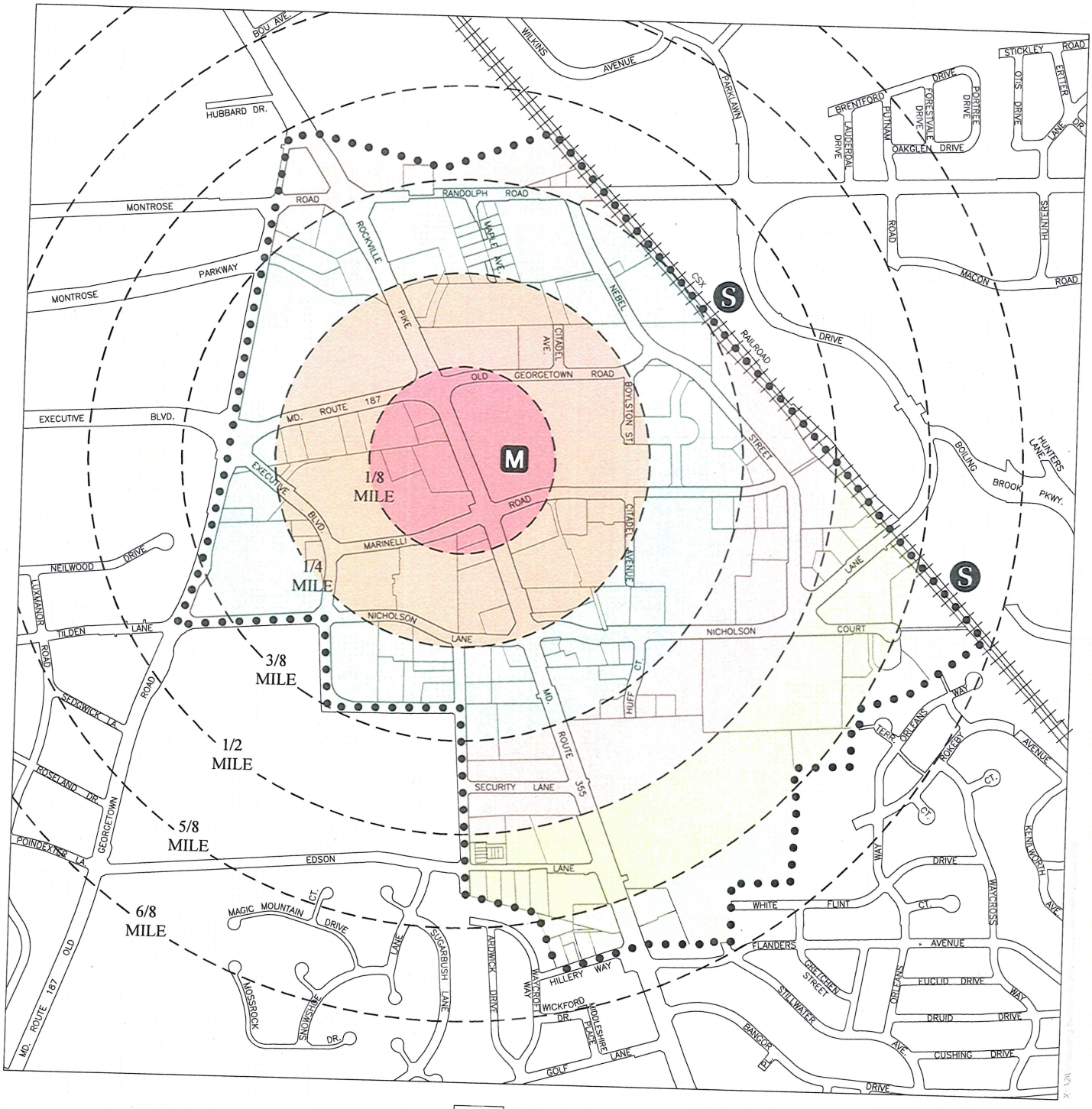
Secondary Transit Distance

Potential MARC Train Station

0 1000'

EXHIBIT 5

Existing Building Heights



- Sector Plan Area Boundary
- M White Flint Metro Station
- S Potential MARC Train Station

30'-75'	20'-280'	
30'-100'	25'-160'	
15'-130'		
20'-190'		

0 1000'

EXHIBIT 6

Proposed Building Heights

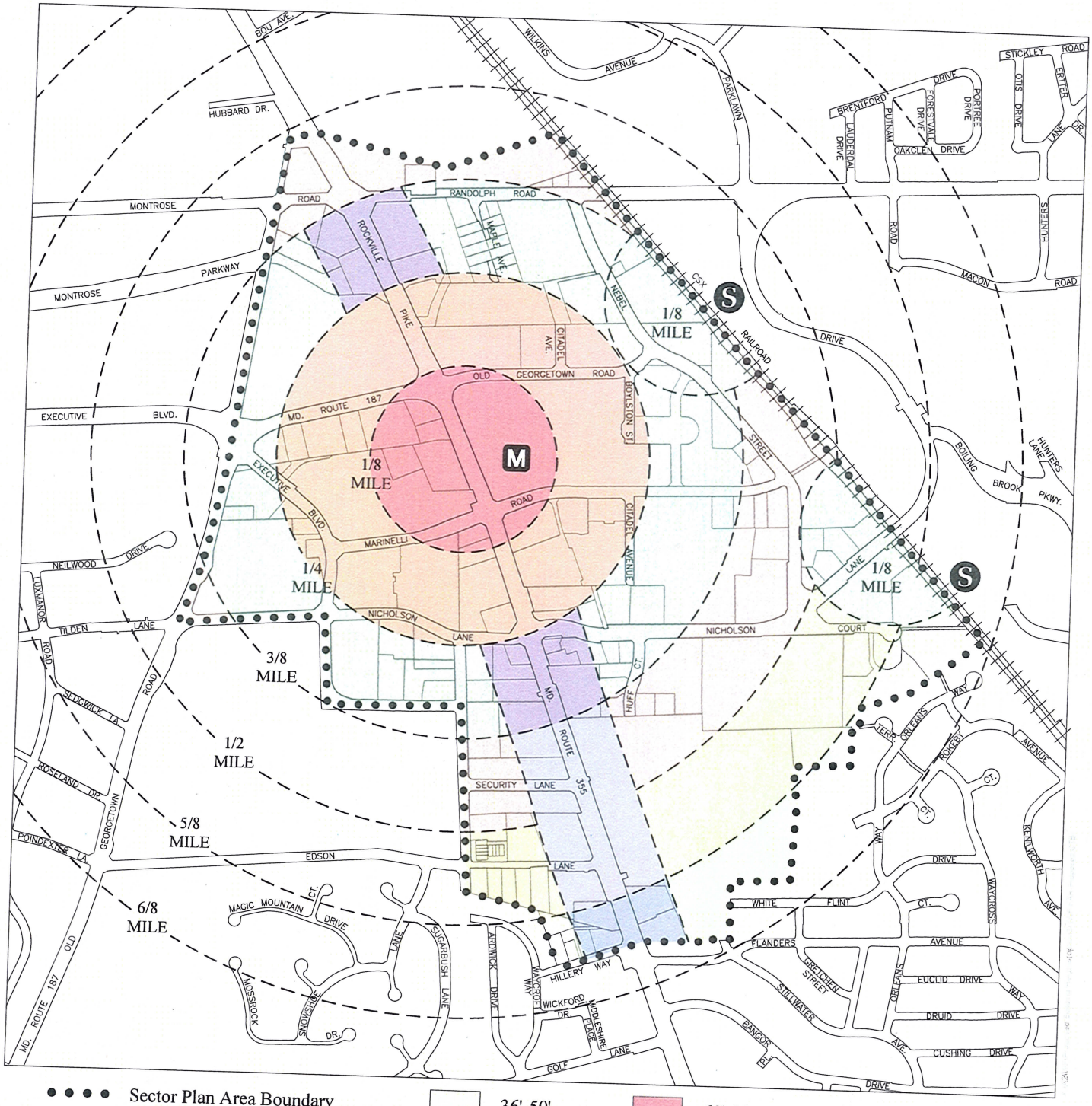


EXHIBIT 7

Proposed Public Facilities

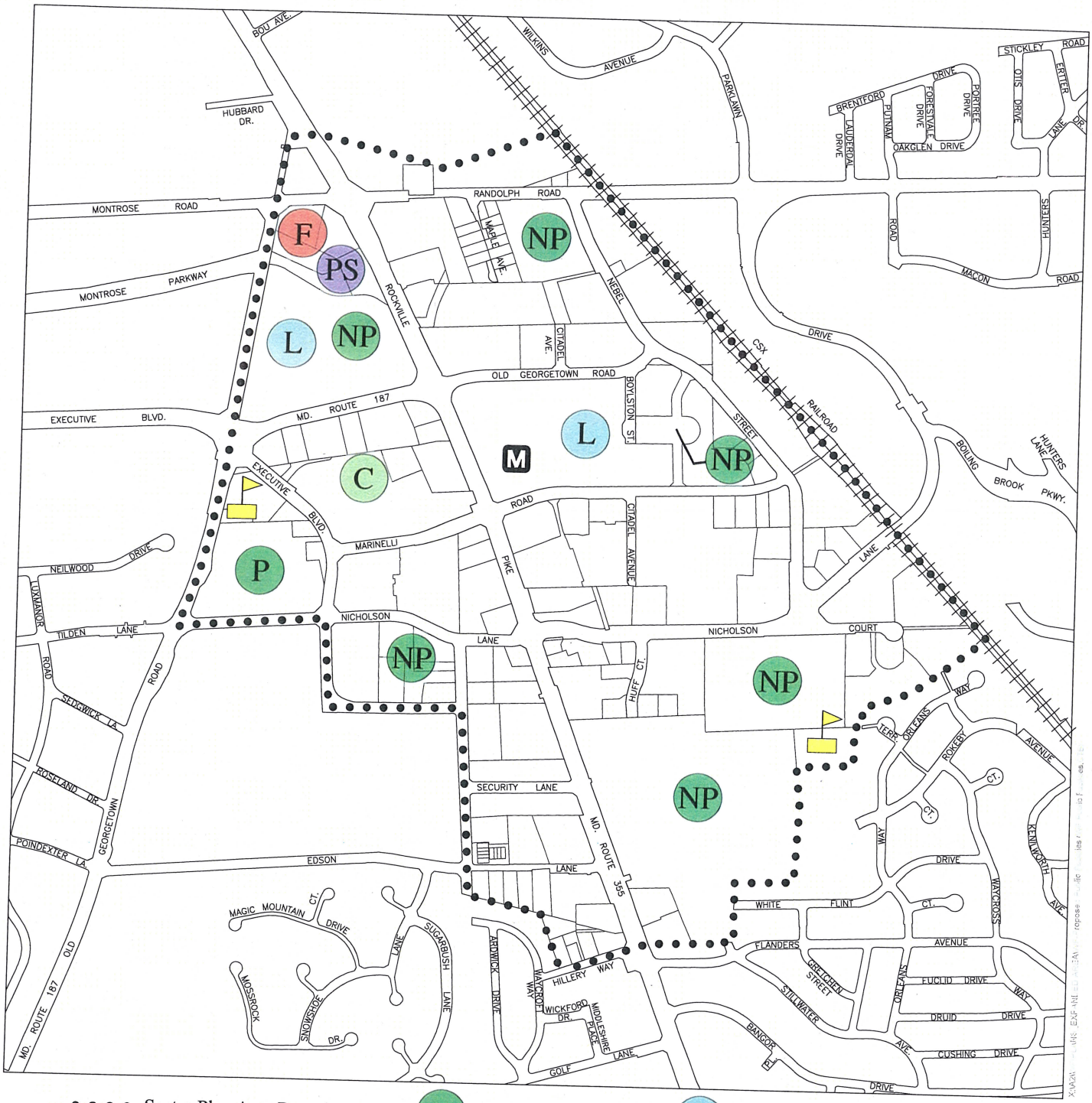
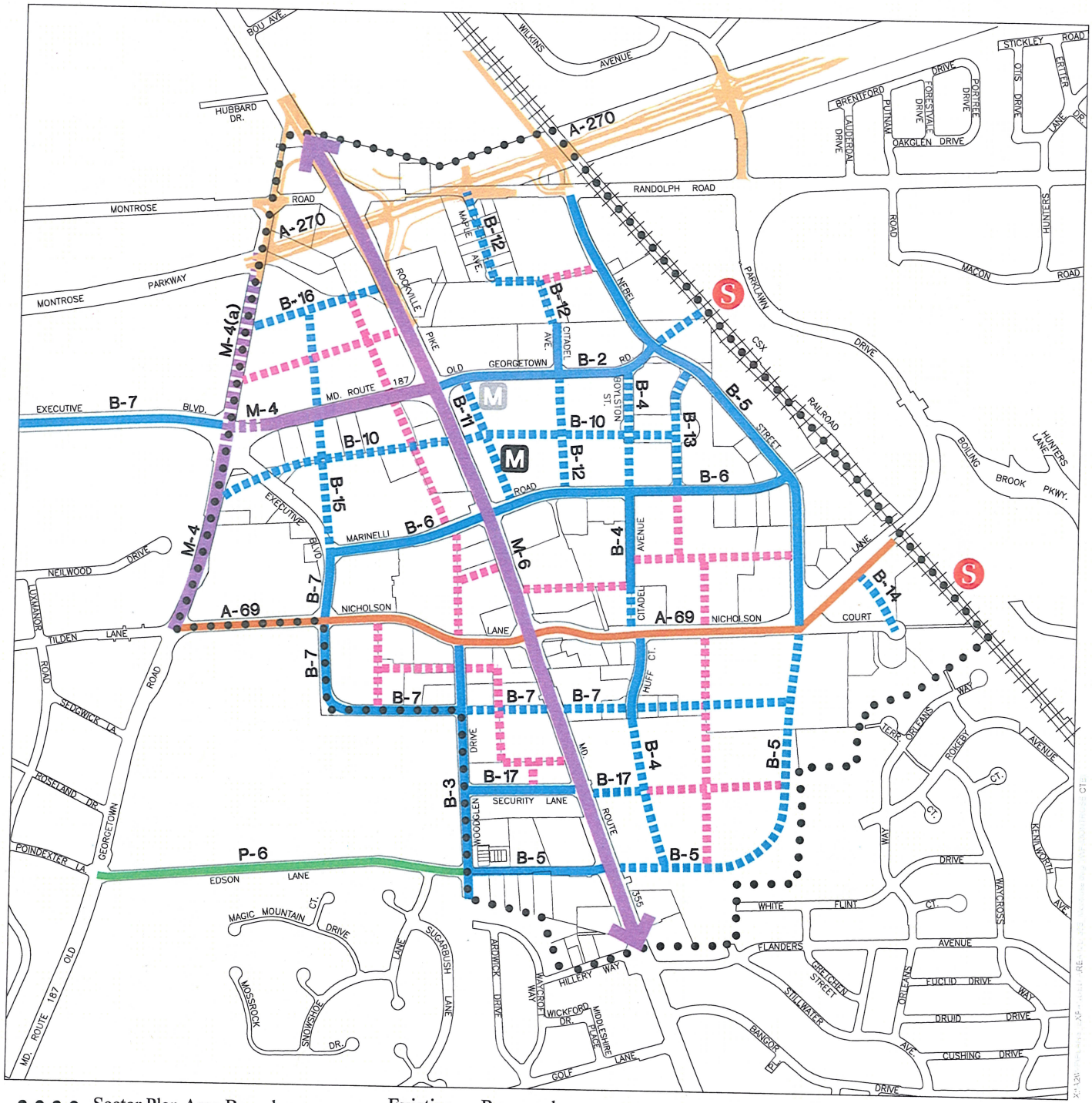


EXHIBIT 8

Existing and Proposed Street Classification



- Sector Plan Area Boundary
- M — White Flint Metro Station
- S — Potential MARC Train Station
- A-90 — Master Plan of Highways Road #
- M — Potential New Metro Entrance

Existing

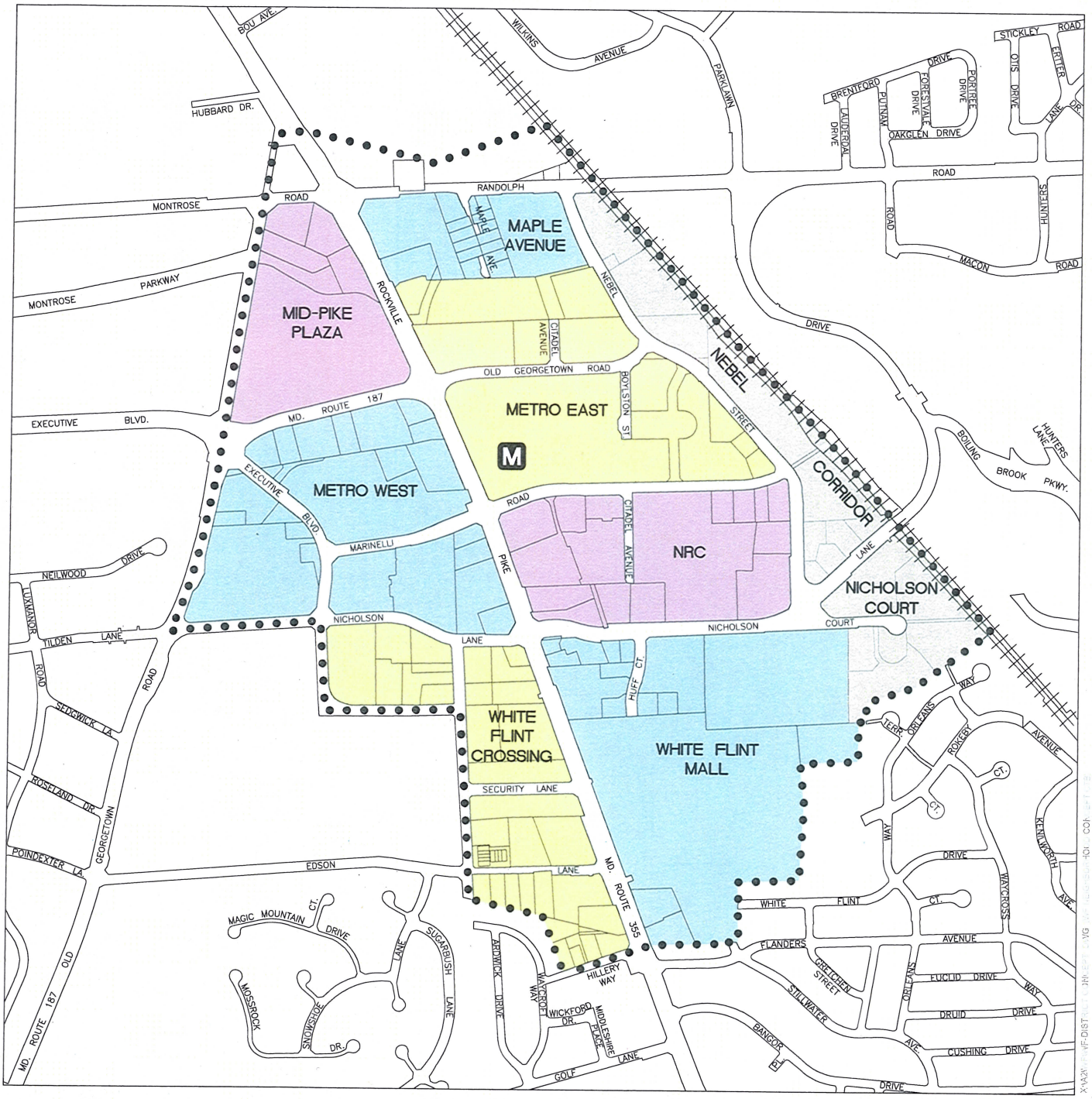
Proposed

- M: Major Highways
- B: Buisness Street
- A: Arterial
- P: Primary Residential Street
- Proposed Streets (Public/Private/Alley)
- MD 355 & Montrose/ Randolph Road Interchange

0 1000'

EXHIBIT 9

District Concept



● ● ● ● Sector Plan Area Boundary

Ⓜ White Flint Metro Station