

M-NCPPC



Montgomery County Department of Park and Planning  
THE MARYLAND NATIONAL CAPITAL  
PARK AND PLANNING COMMISSION

MCPB

Item: #12-19

Date: ~~April 20, 2006~~

April 27, 2006

8787 Georgia Avenue  
Silver Spring, Maryland 20901

## MEMORANDUM

April 17, 2006

TO: Montgomery County Planning Board

FROM: Faroll Hamer  
Acting Director of Planning

SUBJECT: FY07 Work Program for the Department of Planning

### STAFF RECOMMENDATION:

- Approve the recommended FY07 work program described in the attached materials:
  - 95% of work time to Master Planning and Plan Implementation (primarily Land Use Regulation); 5% of work time to our Continuous Improvement initiatives.
  - Specific programs and projects as set forth in the Work Program detail.
- Authorize the formal transmittal of the Board-recommended Work Program to Council for discussion at the April 28 PHED committee meeting.

### Background:

Each fall, as part of the budget preparation process, the Planning Department staff and the Board prepare a projected Work Program for the upcoming fiscal year. Traditionally, this Work Program is then discussed with the Council as part of both the April budget deliberations and the semi-annual report. The Council then follows with a resolution approving the Work Program.

This year, the Council has honored the request of the Board to defer the semi-annual report until June. To assist the Council in adopting its normal Work Program approval resolution by the end of May, we need to supply them with an updated Work Program in advance of the June discussion. Just as importantly, because so much has happened since the fall, the Board and senior managers of the Planning Department need to review again the work needing highest priority attention next fiscal year. For these reasons, I am submitting an updated FY07 Work Program to you for discussion on Thursday, April 20.

**Decision Needed:** The decision before you at this time is this:

- What should be the content of the Board-recommended FY07 Work Program?

**Proposed Work Program:** The senior managers and I have developed the attached materials to help you make this decision. Pursuant to sound management practice, and as part of our Management Improvement Plan (MIP), we have organized relevant data in a “program” format. Your decision-making will be supported by this approach, and we are creating a building block for future program budgeting starting in FY08. (I encourage Board members to invest some pre-meeting time in the large-sheet matrix to understand how programs [horizontally across the top] relate to organizational units [vertically down the left]).

**Assumption:** Our starting assumption is important and reasonable at this point in the budget process: that the Board will be successful in persuading the Council to fund the Proposed Budget request, with no reductions but with no additions beyond what has been requested already.<sup>1</sup>

**Methodology:** We have sought to portray *all* those resources in the Proposed Budget that can reasonably be associated with the “planning” function. This allows all of us to see and acknowledge the critical importance of each division’s role in a particular program, plus the essential reliance for success on the Board itself and support functions such as Legal, Management Services, Community Outreach and Media Relations, and Research and Technology. We have expressed these roles in terms of work years, not budgeted dollars, because Board and staff time is the signal determinant of the capacity of the agency. Our allocations do not align perfectly with the Proposed Budget’s distribution of costs by source of funds (i.e., Admin Fund, Park Fund, and Special Revenue Fund). That alignment will be refined in the future, but the source of funds does not drive our work program content decisions at this time. Finally, the allocation of work years is based on the experience of the managers with what is required to accomplish various tasks.<sup>2</sup>

**Criterion:** I suggest that the Board use the following criterion to test the (numerous) options inherent in the primary decision above. (As usual, your over-arching decision will be arrived at through smaller, underlying decisions.)

- Within the funds assumed to be available, what mix of programmed work (i.e., objectives to be achieved) and allocated resources (primarily work years of Board and staff effort) will
  - Maximize the effectiveness of the agency in its planning and plan implementation priorities; and,
  - Create and sustain, in the short and long run, the organization’s capacity for excellence and public confidence?

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<sup>1</sup> The County Executive supported the Board’s budget request at the SAG level. This means that, for the Planning Department, about \$93,000 in new-initiative work years was not recommended by the CE. The Work Program attached *does* assume that the Board will persuade the Council of the merits of that additional money.

<sup>2</sup> We have allocated a portion of overhead and support work years roughly according to the largest program elements (e.g., to the larger master plans), except for Research and Technology, which is more smoothly allocated. The remainder of overhead work we have included in the column labeled “Mgmt/Admin”. In related systems improvement work, we are revising our labor cost collection methods to obtain, over a fiscal year, a better idea on how staff actually spend their time.

## **Options and Analysis:**

**Sub Decision 1:** We first need to decide the degree to which we will allocate work years (spread out across the planning part of the agency and over the fiscal year) to our continuous improvement initiatives (primarily through the MIP). Clearly, the more we allocate to this purpose, the greater can be our progress in rebuilding and sustaining, in FY07 and beyond, the historically high level of excellence and public confidence associated with M-NCPPC. However, such reinvestment takes away resources from current service delivery. Our Options chart in the attached material illustrates the effect of three levels of reinvestment, expressed as a percentage of total "planning" work years allocated to Continuous Improvement.

In my view, this sub decision is best made at the "macro" level up front (i.e., a percentage allocation), with the specific MIP project decisions to be made closer to the July 1 start of the year. How much improvement work we can do in FY07 will be determined substantially by the macro allocation, but the detailed MIP choices should wait for an assessment of our progress made through early June. Nonetheless, I have included a list of major MIP contenders to illustrate the sizable list of important improvements the Council, the Board and the staff have said they want to make.

### **Recommendation:**

After reviewing with the senior managers the trade-offs implied by the several macro allocation options, I am recommending that the Board endorse a five percent allocation to Continuous Improvement, or about nine work years (again, spread out over various staff, over the year). This will give us the capacity to keep our MIP going, though it will likely require the deferral of some improvement work until FY08. In my view, this is the minimum we must allocate to our return to excellence, and I strongly encourage the Board and the Council to support this allocation in its entirety.

**Sub Decision 2:** Within the 95% of budgeted work time which I am recommending be allocated to master planning and plan implementation/regulation work, there are choices to be made. The Chiefs and I have reviewed the needs, the priorities and the estimated work year costs of various planning, regulatory, and special project work to find that mix which maximizes our mission effectiveness in FY07. I commend to you the high energy that your Chiefs applied to this challenge, and especially their inter-divisional, program-focused collaboration. While the Proposed FY07 budget sets significant limits on what can be achieved, your senior managers are determined to deliver the best possible service in ways that inspire the strong public confidence that we all want.

### **Recommendation:**

I recommend, as our highest affordable priorities, the work (labeled "Program Elements"), and work year allocations, that are displayed on the Recommended Work Program (large-sheet) matrix attached. More specifically:

- *What* we work on next year is arrayed across the top of the matrix, in shorthand labels.
- *How much* (in work years) that we need to allocate to each item can be seen by reading down each column.

The Work Program that I am recommending to you, in its entirety, will require the staff and the Board to stretch hard to deliver its contents. The public servants at MNCPPC find that totally appropriate. However, even with the productivity improvement that will come with the Continuous Improvement initiatives that Chairman Berlage and the Board have repeatedly endorsed, the resources at the FY07 level are likely below what the workload quantity and first-rate service quality require. We will continue to examine this issue and will bring recommendations to the Board and Council as appropriate.

### **Next Steps**

Following the Board's discussion and decision(s), we will forward the results to the Council. The Council's schedule is as follows:

April 28	PHED meeting on Planning Department.
May 8	Full Council work session on MNCPPC work program and budget.
(May 11)	(Full Council meeting with Prince George's Council on CAS budget.)
May 18	Reconciliation ("wish list") decisions by full Council.
May 25	Final, formal votes on FY07 budget resolutions.
(TBD in June)	Postponed semi-annual review of MNCPPC work program and related matters.

### **Attachments**

FY07 Work Program: OPTIONS--Svc Delivery vs. Cont. Imprv.										
Version	4									
Latest Edits	4/17/06									
Latest Printing	(Footer)									
	A	A1	A2	A3	A4	A5	A6			
<b>Service Delivery vs Cont Imprv</b>										
Proposed FY07 Budget										
		Option A		Option B		Option C				
		%	Wys	%	Wys	%	Wys			
<b>Types of Wk Prog Content</b>										
2										
<b>SERVICE DELIVERY (Master Planning and Plan Implem, plus overhead)</b>										
3	100%		178	95%	169	90%	160			
4										
<b>CONTINUOUS IMPROVEMENT</b>										
5	0%		0	5%	9	10%	18			
6										
<b>TOTAL</b>										
7	100%		178	100%	178	100%	178			
9										
Note: all work years shown include assumption of 20% for leave, staff meetings, routine training, etc.										
11	Twenty percent of total work years is equal to							36	work years.	

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**CONTINUOUS IMPROVEMENT: MAJOR PROJECTS CONTENDING FOR WORK TIME**

**Row INFO ONLY: Selected MIP projects for FY07, to the extent WYS are available from final allocation:**

	<b>Project</b>	<b>Scope</b>
1	<b>Planning Board Rules of Procedure</b>	Complete updates, get Council approval, implement.
2	<b>Management Partners</b>	Complete review of findings; begin implementation.
3	<b>Developer Compliance</b>	Continue implementation of tools to ensure.
4	<b>Application Tracking</b>	Automate tracking of applications and permits
5	<b>Records</b>	Complete upgrade of all active files to 100% of standards
6	<b>Internet</b>	Expand Development Review information on the Web.
7	<b>Zoning Ordinance and Sub. Regs</b>	Plan for and begin revisions.
8	<b>Growth Management Framework</b> (broadly defined)	Plan for and begin update of strategic policies.
9	<b>Inter-Agency Coordination</b>	Negotiate improved policy standards and processes.
10	<b>Various other planning and plan implementation policy improvements</b>	(Development review and other.)
11	<b>Policies and programs to promote diversity within MNCPPC</b>	Build on and expand initiatives currently underway.
12	<b>Program budgeting, work programming, and related systems</b>	Expand on FY06 initiatives to strengthen decision-making.
13	<b>(Various other organization, information systems, space, and personnel initiatives.)</b>	TBD.

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## MASTER PLANNING INITIATIVES FY07

The Master Plan program includes a series of unique initiatives to address the needs of Montgomery County in the 21<sup>st</sup> Century. The master plans will be prioritized to address a variety of geographic areas in Montgomery County. These plans will address the areas to be preserved including the agricultural reserve and the green infrastructure. At the same time these plans will address the qualitative issues of development. The need to keep the I-270 High Technology Corridor competitive in the world market place will be addressed. The master plan for centers and corridor cities will address the following:

- Provide more detail to address smaller areas within a countywide framework in a manner similar to existing sector plans (e.g. Shady Grove Sector Plan and Woodmont Triangle Sector Plan)
- Create more visual representations during the master plan process
- Improve implementation of recommendations
- Coordinate public facilities and private infrastructure
- Focus on the character and design of communities
- Balance land use and the supply of public facilities
- Emphasize respect for the community

The attached time line provides a list of master plans and initiatives presently underway or proposed to begin in FY 07.

### Functional Planning

- **Agricultural Initiatives Project** - Examine child lots, sand mounds and other issues in the RDT Zone. Serve as staff for the recently established Task Force. This project may evolve into a minor amendment to the Master Plan for Agricultural and Rural Open Space.
- **Green Infrastructure Functional Plan** - Review and analysis of the green infrastructure in Montgomery County.
- **Natural Resources Inventory** – Each master plan process begins with an inventory of the natural resources in the local area.

### Corridor City Plans in the I-270 Technology Corridor (Biotechnology and High Technology Employment Corridor, Neighborhoods, and Boulevards along the Corridor Cities Transitway)

These plans will emphasize the planning of smaller areas within these corridor cities such as the employment corridor along the Corridor Cities Transitway instead of large scale planning of an entire area.

- Gaithersburg Master Plan Including Mixed Use Centers – This project has already been started. Three important centers will be established along the Corridor Cities Transitway within the Gaithersburg Master Plan area including the Johns Hopkins University, the Life Sciences Center, and Metropolitan Grove. Land use for the Webb Tract, the amount of

development for the Life Sciences Center, the density and mix of uses for the Johns Hopkins University Center, and resolution of the location of M-83 are also needed.

- Germantown Master Plan – Reinvention of the Employment Corridor and older shopping centers along the Corridor Cities Transitway will be examined.

### **Metro Station Centers, Neighborhoods and Boulevards**

- Twinbrook Sector Plan – Already started sector plan with the Staff Draft due in November 2006. This project is one of the new centers. This sector plan will transform an industrial area into a new mixed-use neighborhood adjacent to the Twinbrook Metro Station, an important biotechnology and advanced technology center to serve the I-270 Technology Corridor, and a complementary light industrial center.
- Wheaton Sector Plan – The data collection and the purpose and outreach report will be started for this project. This project is intended to assist in the revitalization of the Wheaton CBD. It includes an examination of the standards in the existing overlay zone as requested in the existing sector plan, the potential for mixed-use development on the edges of this CBD, and creating a new pedestrian and vehicular network.
- Centers along the Bi-County Transitway (Purple Line) – The Long Branch Task Force continues to examine significant opportunities for improvement in this area. The location of the new Purple Line and the transit stations provides the primary planning opportunity. This project will follow the efforts by the State of Maryland to locate the right-of-way for this transitway. A sector plan for the Takoma Langley area should also be considered.

### **Neighborhoods and Centers**

- Kensington/University Boulevard Sector Plan – This sector plan has already been started. The redevelopment of older shopping centers, the character of University Boulevard and Connecticut Avenue, and the retention of the Hoard Avenue industrial area are key issues for this sector plan.
- Westbard/River Road Boulevard Sector Pan – This sector plan will begin in FY07. Two significant development proposals are pending for this area that will transform this older strip shopping and industrial centers area into mixed-use neighborhoods.
- I-270 Transit Corridor and MD 355 Boulevard – This project will begin with a corridor-wide transportation analysis. This project will locate transportation facilities and consider priorities. It will be examined before the Gaithersburg and Germantown Master Plan are completed. Methods to improve the character of Rockville will be addressed.



### **Special Projects**

- Centers Boulevards and Public Spaces – The Strategic Planning Division will continue with this project to improve the planning for centers, boulevards and public spaces. The effort for this project will be incorporated into the master plan program, and the land use regulation program.
  - Master Plan for Historic Preservation – This ongoing project designates individual properties and districts. Coordinating this process with the master plan process will be a priority.
  - Special projects – Ongoing effort to implement master plan recommendations is included in this effort:
    - Olney Town Center Advisory Group
    - Woodmont Triangle Advisory Group
    - Damascus Town Center Advisory Group
    - Burtonsville Center Advisory Group
    - White Flint center project and future sector plan
    - Glenmont center project and future sector plan
- Battery Lane Housing Initiatives – This project, authorized by the County Council, is intended to examine the methods to retain existing affordable housing in the Woodmont Triangle area of the Bethesda CBD. This project is a joint project with the Research and Technology Center, and the DHCA.

### **Sectional Map Amendments**

- Shady Grove SMA – Implements the zoning recommendations in the recently approved sector plan and creates an implementation document that describes the public and private actions necessary to implement the sector plan.
- Woodmont Triangle SMA - Implements the zoning recommendations in the recently approved sector plan and creates an implementation document that describes how the amenity fund established in the sector plan will operate.
- Damascus SMA - Implements the zoning recommendations in the recently approved master plan.

### **New Zoning and Land Use Tools - Zoning Hierarchy for Centers**

A new set of zones would be used in many of the above master plans and sector plans (examples only). These zones will be form based and improve the ability to follow through with recommendations in master plans.

- Four, mixed-use Euclidian Zones (examples only) – These zones will be completed before the next master plans are approved and adopted. They will be implemented in each for the ongoing master plan efforts primarily in Metro station areas and other mixed-use centers in a manner similar to the method that the CBD Zones were implemented.
  - TOMX 0.5 - small commercial centers and transition areas adjacent to higher densities of development

- 1.0\* - Medium to large commercial centers (e.g. Olney, White Oak)
- 2.0\* - Transit station development areas not including CBDs (e.g. Shady Grove and Twinbrook)
- 3.0 – Transition areas adjacent to CBDs to replace the TS-M and TS-R Zones
- One, mixed-use Floating Zone with a Range of Densities from 0.5 to 3.0 FAR – This zone will be form based and be able to be applied outside the master plan process. It represents the first mixed-use “floating zone” in Montgomery County that will not need a master plan recommendation to be applied.

Note: \* Completed FAR 1.0 applied in Olney and Damascus, FAR 2.0 applied in Shady Grove

G: carter/Master Plan Initiatives

# Master Plan and Sectional Map Amendment Schedule

Project	2006												2007												2008												2009												2010											
	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D
Shady Grove																																																												
Woodmont Triangle																																																												
Damascus																																																												
Shady Grove/Woodmont Implementation																																																												
Agricultural Initiatives																																																												
Twinbrook																																																												
Gaithersburg *																																																												
Germantown																																																												
Kensington/Univ. Blvd.																																																												
Westbard																																																												
Wheaton CBD/Georgia Av.																																																												
Langley/Takoma Crossrds.																																																												
Bi-County Transitway																																																												
Site Plan and MIP Program																																																												
Centers and Boulevards																																																												

F Completion of Final Draft  
 H Council Hearing  
 \* Coordinate timing with the M-83 Facility Plan  
 \*\* Note: Schedule and process for Battery Lane Project to be determined  
 g:\carter\m\pschedule\march 06



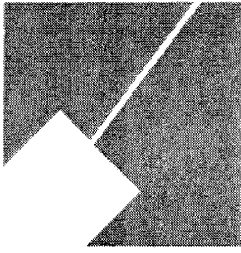
## Countywide Green Infrastructure Functional Master Plan

Green Infrastructure (GI) is a network of waterways, wetlands, woodlands, meadows, wildlife habitats and other natural areas of countywide significance. As an interconnected system, green infrastructure provides greater environmental viability, value, and function than the sum of the individual resources.

Over the years, environmental planning, protection, and mitigation decisions have been made primarily on a site-by-site basis in the development review process, and in individual master and sector plan revisions. As with roads, trails, and bikeways, green infrastructure crosses master plan boundaries and requires a similar countywide framework for planning and decision-making. The absence of a comprehensive plan for green infrastructure has made it difficult to understand how particular protection or mitigation issues in a proposed development, or in an individual master plan area, relate to an overall county system of existing and desired green infrastructure. This has also often made it difficult to optimize environmental decisions for maximum benefit in terms of the desired county development pattern and ecological function of our natural resources.

The proposed GI Functional Master Plan will be a predominantly GIS-based effort utilizing existing staff resources that will:

- Identify the existing and desired countywide contiguous network of all environmentally important areas, in addition to parks and Legacy Open Space areas, and the current gaps in that network;
- Identify and adopt effective implementation mechanisms to preserve, protect, enhance, and restore this network such as improved natural area mitigation guidelines;
- Support the desired development pattern of the county and facilitate Smart Growth;
- Meet new State requirements in the Land Preservation, Parks, and Recreation Plan regarding comprehensive GI planning;
- Provide a land use planning based tool to help meet the TMDL goal of maintaining water quality;
- Increase potential for funding open space preservation through programs that promote the preservation of green infrastructure;
- Streamline the preparation of environmental information and recommendations for area master plans;
- Complement and enhance existing plans, programs, and the Environmental Guidelines;
- Facilitate a more streamlined and environmentally effective review and mitigation process for all public and private development projects;
- Provide a readily updatable countywide map of existing and desired GI; and
- Provide a means for tracking and quantifying progress.



April 17, 2006

**Memorandum**

To: Faroll Hamer, Acting Director of Planning

From: Karl Moritz, Research & Technology Center, 301-495-1312

Re: Smart Growth Audit

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***Summary***

We like to say that Montgomery County embraced “Smart Growth” long before the term was coined. Limiting sprawl and concentrating development is at the core of the County’s planning vision. Smart growth principles regularly guide many of the County’s planning and land use regulatory decisions. Montgomery County can point to outstanding examples of smart growth within its borders.

With the Centers and Boulevards initiative, the County is looking at planning for growth from a fresh perspective while continuing to be solidly committed to the principles of the General Plan. Successfully meeting the challenges identified through “centers & boulevards” will include examining how the current set of plans, policies and procedures are shaping future growth.

***What is a “Smart Growth Audit?”***

In the General Plan and elsewhere, Montgomery County adopted a vision and a set of principles for planning for the County’s future growth. The General Plan provides a conceptual framework that is refined in adopted master plans and sector plans, clarified through adopted policies, and regulated through ordinances, guidelines, and procedures.

A “Smart Growth Audit” is a comprehensive review of our land use plans, policies and practices to ensure that each component of the process is working to support our smart growth objectives. According to the American Planning Association,<sup>1</sup> as Smart Growth Audit examines whether:

- Adopted plans and policies encourage or facilitate smart growth;
- Adopted plans and policies are consistent with one another with regard to smart growth (internal consistency);

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<sup>1</sup> Article by Jerry Weitz, AICP, April 2002.

- Implementation measures (development regulations, programs, and budgets) are consistent with adopted plans and policies for smart growth; and
- Development regulation, programs, and budgets are consistent with one another.

The APA suggests that smart growth audits begin by developing a definition of “smart growth” that meets the needs of the locality. The General Plan’s Goals and Objectives would be a good starting point. Once a working definition is adopted, the audit’s scope and content is determined. A very comprehensive scope could easily become enormously labor-intensive, but a superficial review will not yield any real benefits. The purpose of the audit is to both identify and change policies and regulations that work against the smart growth principles adopted by the County.

Other steps in the process identified by APA include:

- Determining who, in addition to planning staff, will be involved in conducting the audit. This includes staff from other agencies and the various stakeholder groups.
- Choosing criteria for evaluating plans, etc. This can include such measures as efficiency of land consumption, direction of growth, density, jobs-housing balance, transportation accessibility, etc.
- Conducting the assessment of the selected plans, policies and implementation measures against the evaluative criteria.
- Developing and implementing recommendations for change.

### ***Relationship to the Growth Policy***

Montgomery County’s Growth Policy is a set of instructions for implementing the adequate public facilities ordinance, but it does not constitute a true “growth policy” for the County. During the comprehensive review of the growth policy in 2003, the Planning Board recognized this and articulated a new vision for the growth policy that the Council did not adopt. In 2005, the Planning Board revived the issue, and the Council declined to make any changes to the current set of guidelines.

The coming year, 2007, is the next biennial review of the growth policy. Planning staff will be working on the issue in the spring; the Planning Board will review it in the summer, and the Council in the fall. Currently, there is no direction from the Council as to what they would like the next growth policy review to focus on. The Planning Board’s historic role is to take the lead in advising the Council on growth issues and there does seem to be recognition that the County needs to continue to explore ways to manage growth that are consistent with its status as a maturing suburb. Additionally, the County will have a new Council as a result of the election in the fall of 2006, and this new Council will be looking to the Planning Board for guidance on growth issues.

A smart growth audit could lay the groundwork for a determining how the County manages growth in the future.

## *Staffing*

The staff commitment to a Smart Growth Audit depends on the breadth and depth of the audit. The staffing complement below, totaling 4.9 work years, would support an audit that is not overly detailed but will produce helpful recommendations.

- A project manager (1.0WY)
- Four community-based planners, one lead (0.5 WY) and then several others who contribute about a month's work. (.25 WY)
- Three or four transportation planning staff members, one lead (0.5 WY) and then several others who contribute about a month's work. (.25 WY)
- An environmental staff member, one lead (0.5 WY) and then several others who contribute about a month's work. (.25 WY)
- Two RTC members (one data, one GIS) (total 0.5WY).
- Development review staff member and/or zoning ordinance expert (0.5 WY).
- Development review expert (0.5WY)
- Support/admin/technology (0.9WY)

As an alternative, consultants could be retained to advise on, or to complete the project. There are some consultants that have experience in Smart Growth Audits. Retaining a consultant could add value to the audit by providing additional expertise and/or reduce the staff time that would need to be allocated to the project. However, retaining a consultant would likely not reduce the Planning staff commitment by more than half.

