

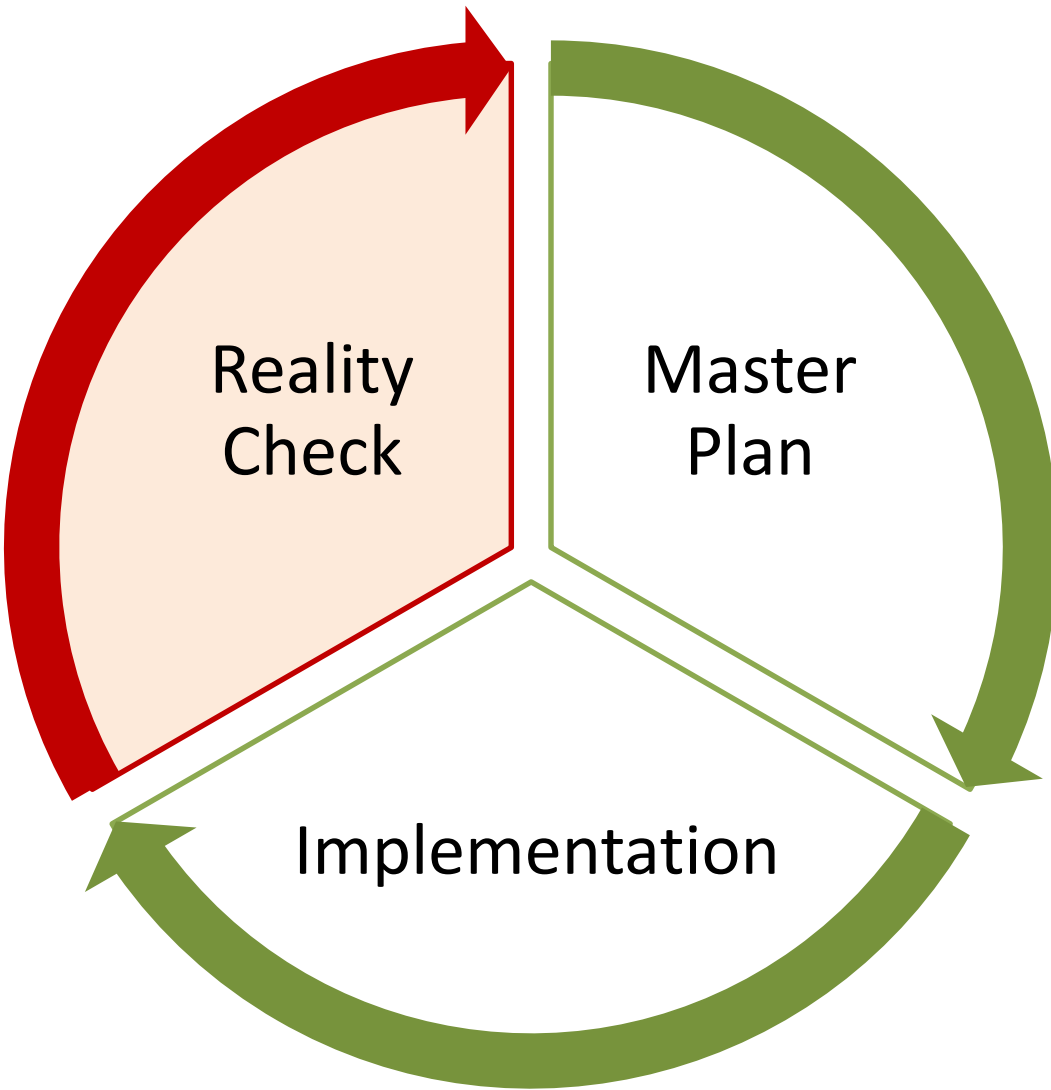
Master Plan Reality Check Data Book

*Presentation to the Montgomery County Planning Board
February 23, 2017*

Agenda

- **Introduction to Master Plan Reality Check**
- Analysis of 1998 Friendship Heights Sector Plan
- Analysis of 1997 Fairland Master Plan
- Next Steps and Q&A

What is the purpose of the Master Plan Reality Check?



Gauge how master plan goals and vision have been implemented



Evaluate why expected outcomes were and were not met



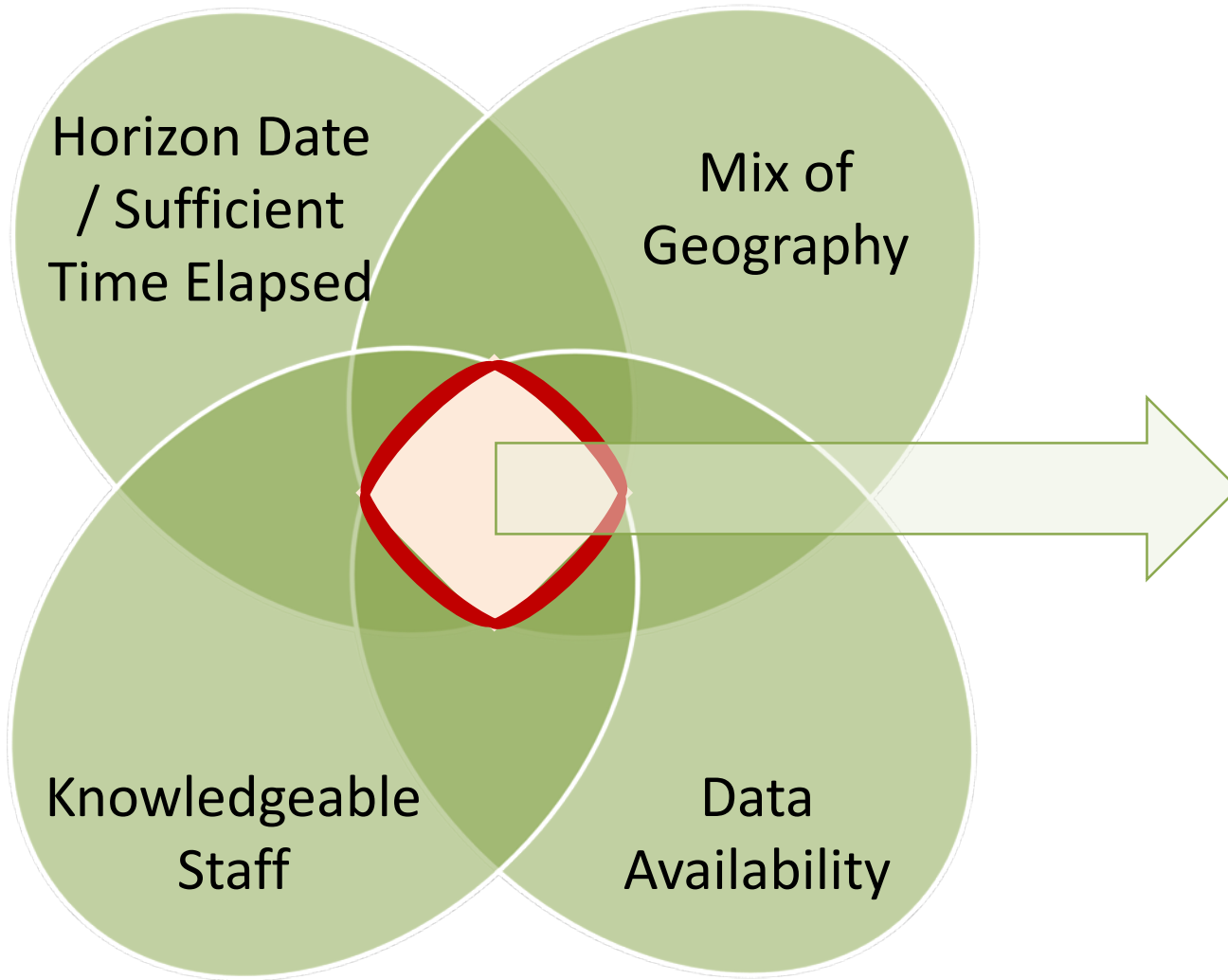
Recommend changes to the development of master plans, based on indicators

Literature Finding: Why are 'Reality Checks' so often omitted in practice despite the emphasis on its importance in theory?

- Resource constraints in time, staff, and finances- very few planning agencies have dedicated research divisions.
- Unsupportive political, organizational culture - an atmosphere to improve and excel, to tolerate risks, and accept failure is not always present.
- Challenges of the task itself:
 - Plans lack clear articulation of anticipated outcomes and impacts.
 - Non-planning factors influence outcome and make it difficult to establish causality.

*Source: Journal of the American Planning Association
Monitoring and Evaluation in Municipal Planning: Considering the Realities, Mark Seasons (2003)*

Plans selected based on four criteria



1989
Germantown
Master Plan

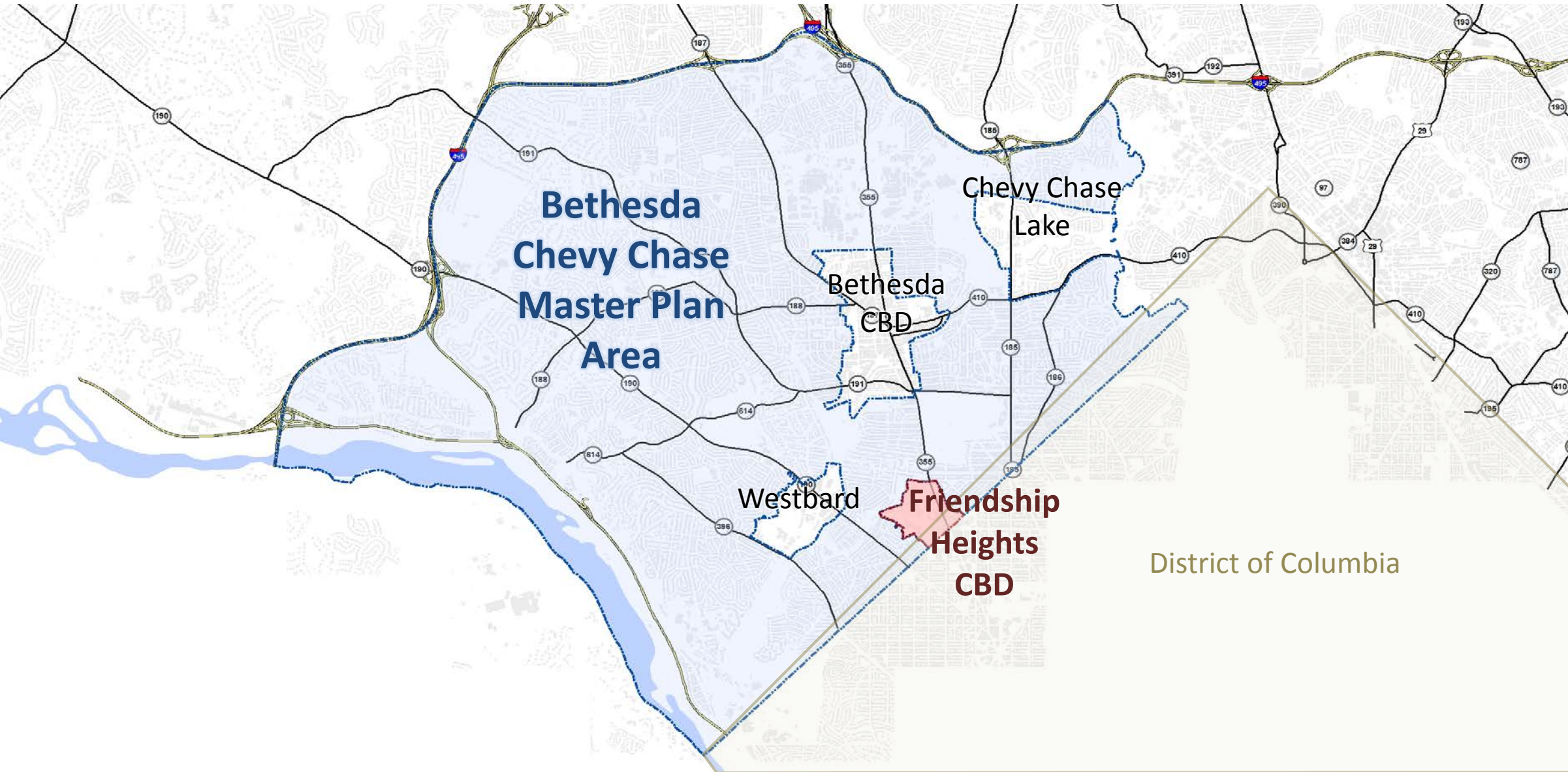
1998
Friendship
Heights Sector
Plan

1997
Fairland
Master Plan

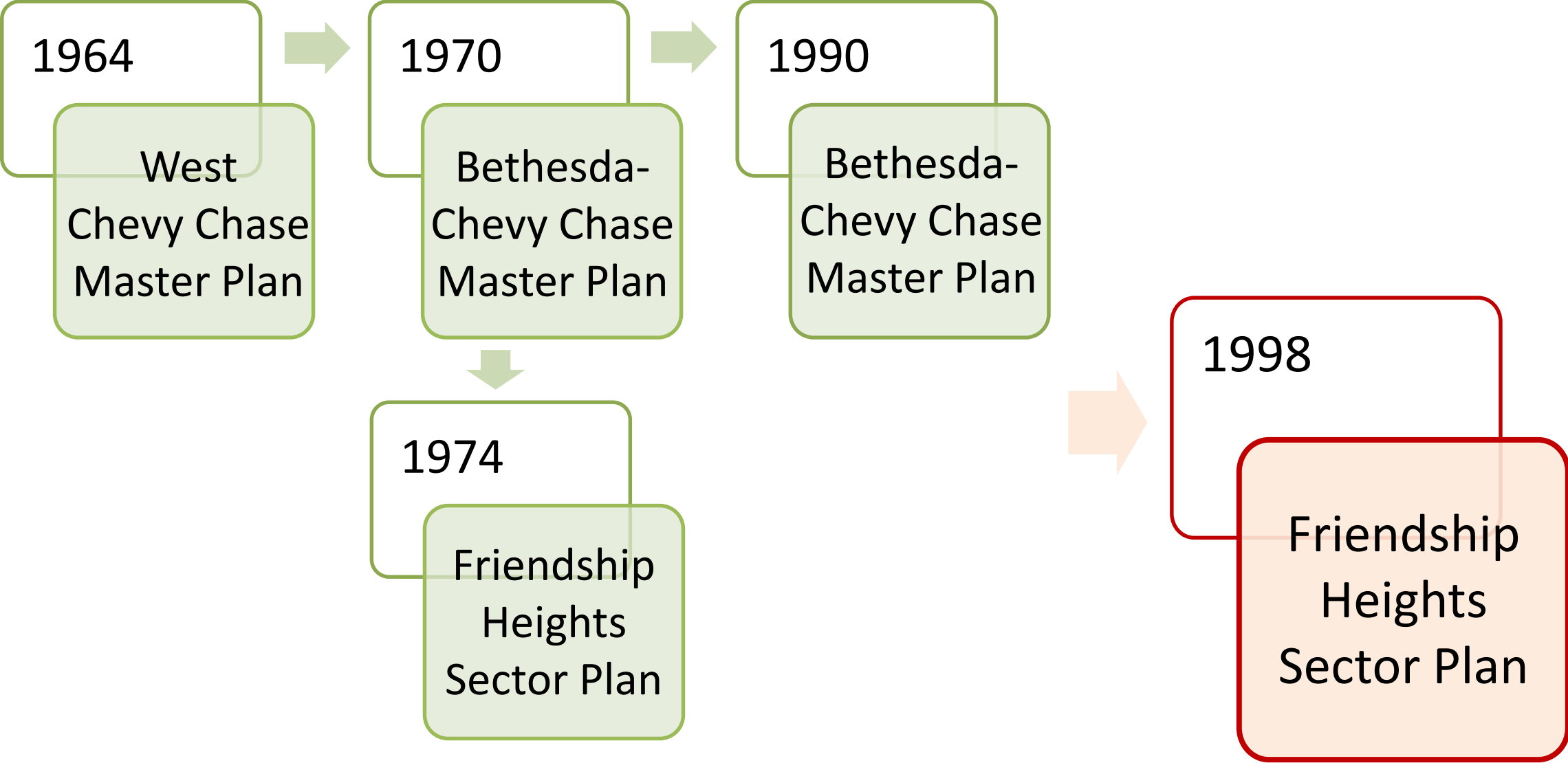
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Friendship Heights Sector Plan Area



Planning History



Plan Area Context in 1998: Friendship Heights CBD was already an established mixed-use district sharing a market with DC.

- **Office:** Accessible to major roads and transit with existing office cluster.
- **Retail:** Regional shopping destination known for luxury boutiques, but also had started offering discount stores.
- **Residential:** Strongest multi-family housing market in the county with the lowest vacancy rates and highest rents.



Plan Highlights: The key concept was to enhance the vitality of the CBD through infill development and urban open space.

Land Use

- Concentrate new growth around Metro-served area.
- Integrate different parts of the area by adding mixed land uses.

Transportation

- Increase use of transit and other alternative transportation modes.
- Promote cycling and walking.

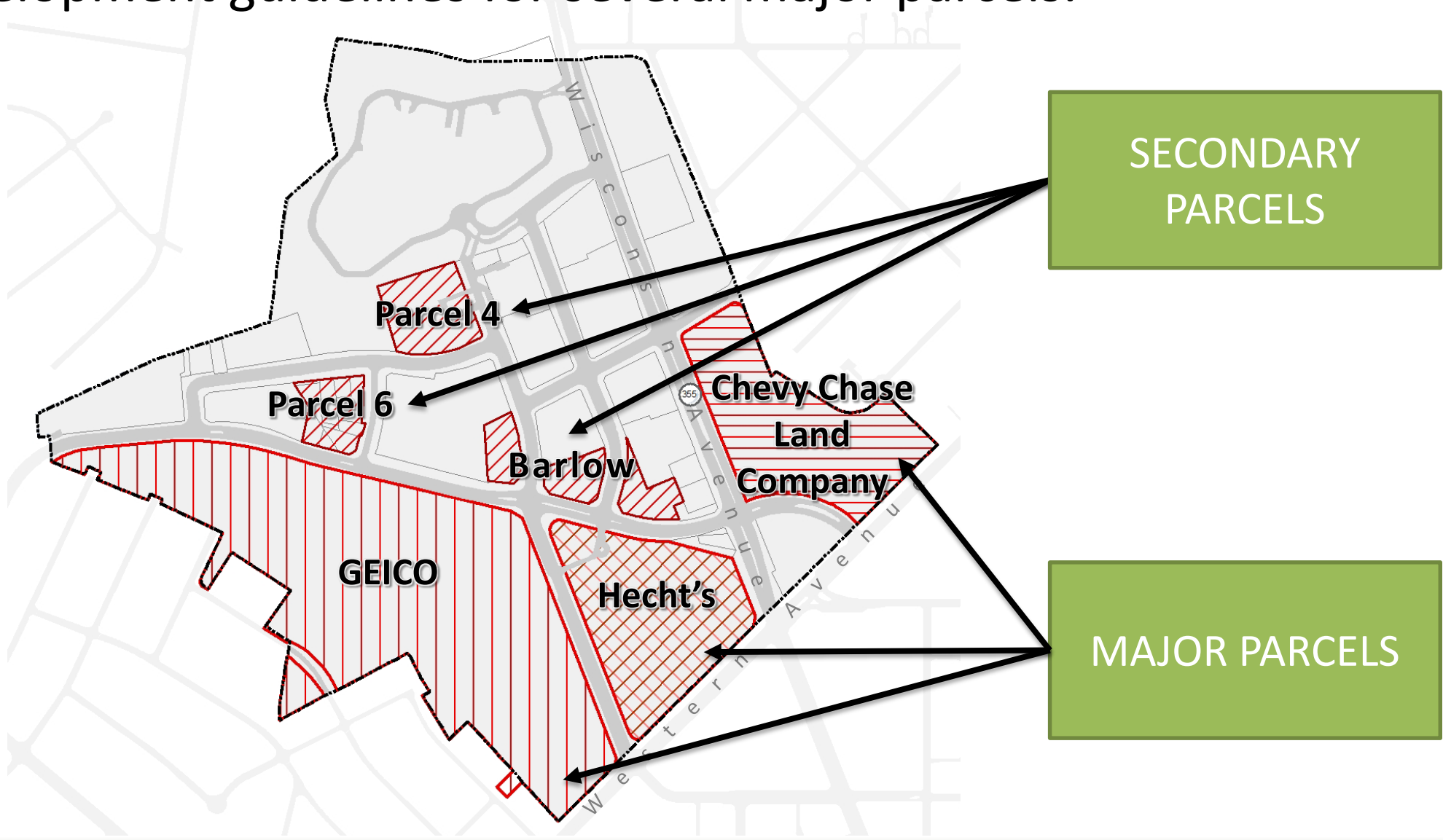
Housing

- Provide more diverse housing types.
- Protect surrounding single-family neighborhoods.

Open Space

- Retain visual openness.
- Provide parks and open spaces.

Major Parcels: The plan focused primarily on recommendations and development guidelines for several major parcels.



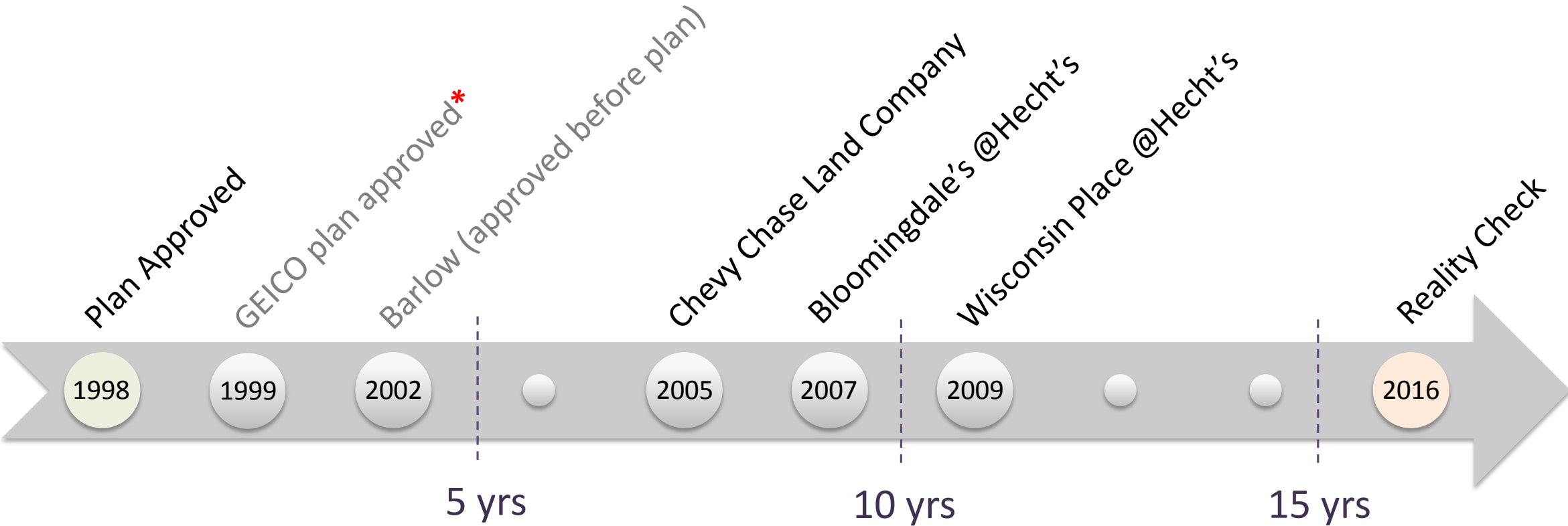
Major Parcels: The plan focused primarily on recommendations and development guidelines for several major parcels.

		Office	Retail	Hotel	Residential	Park	Community Facility
Major Parcels	Chevy Chase Land Company	✓	✓				
	Hecht's	✓	✓	✓	✓	✓	✓
	GEICO	✓			✓		
Secondary Parcels	Barlow	✓	✓			✓	
	Parcel 6					✓	
	Parcel 4		✓		✓		

Indicators: 14 indicators were identified based on the Plan, which is fewer than identified in the Germantown Reality Check.

Category	Indicator	Notes
1. Non-Residential Development	- Building space by use	Specific to major parcels/sites.
	- FAR utilization	
2. Residential Development	- Number/type of dwelling units	
	- Affordable housing	
3. Community Facilities	- Completion of proposed parks/open space	Schools were not discussed in Plan.
	- Completion of proposed public facilities at recommended locations	
4. Urban Design	- Quality/characteristic of open space	
	- Acreage of surface/deck parking	
5. Transportation	- Traffic Count	Plan focused more on alternative modes than automobile transportation.
	- Mode-share	
	- Bikeway network	
6. Environment	- Stormwater Management	Unmeasurable recommendations
	- Air Quality	
	- Noise	

Development Timeline: Most of the recommended development was built within the first 10 years of plan adoption.

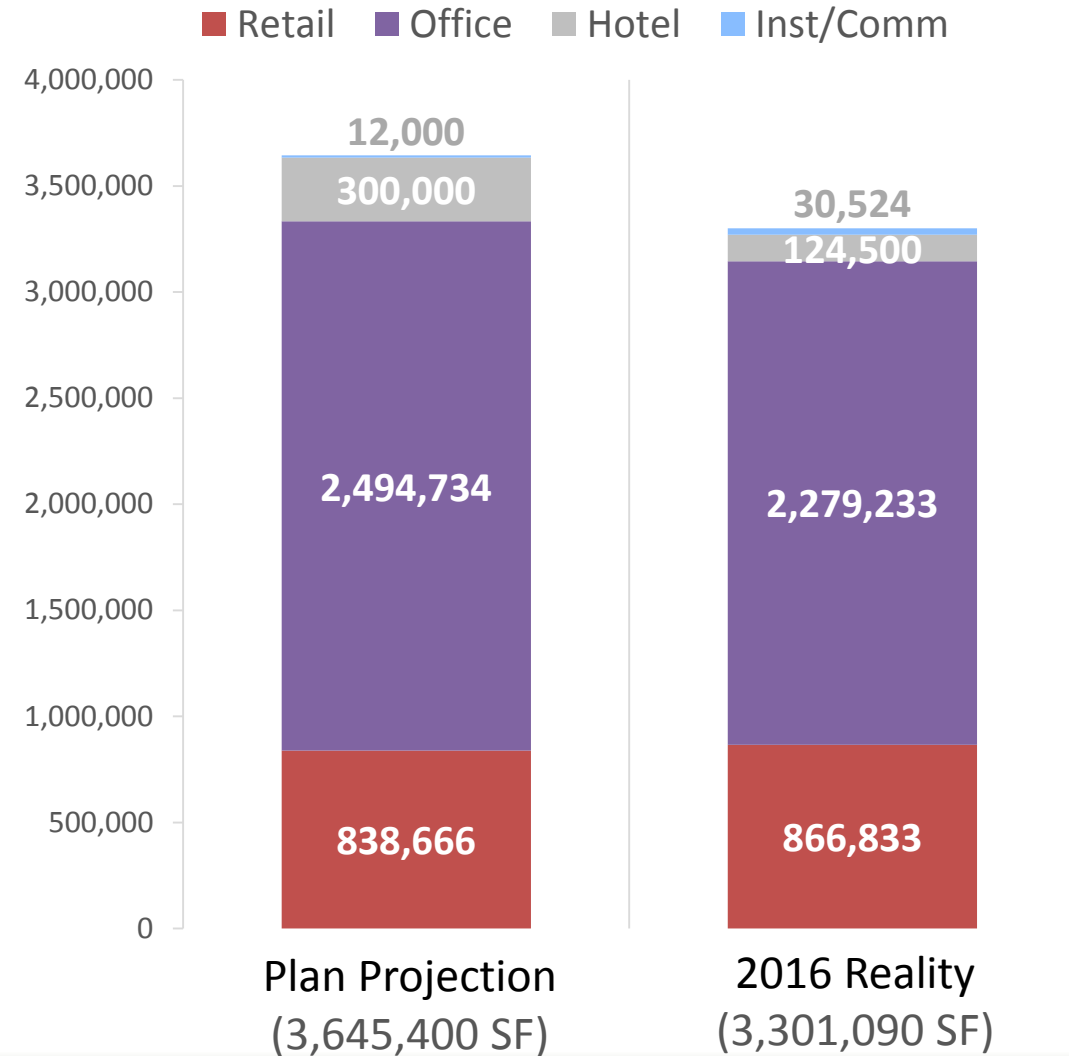


*Development at GEICO site remains unrealized. The project received an extension to keep the approval valid until 06/2020.

1. Non-Residential Development – Land Use: More than 90% of the total projected space has been realized.

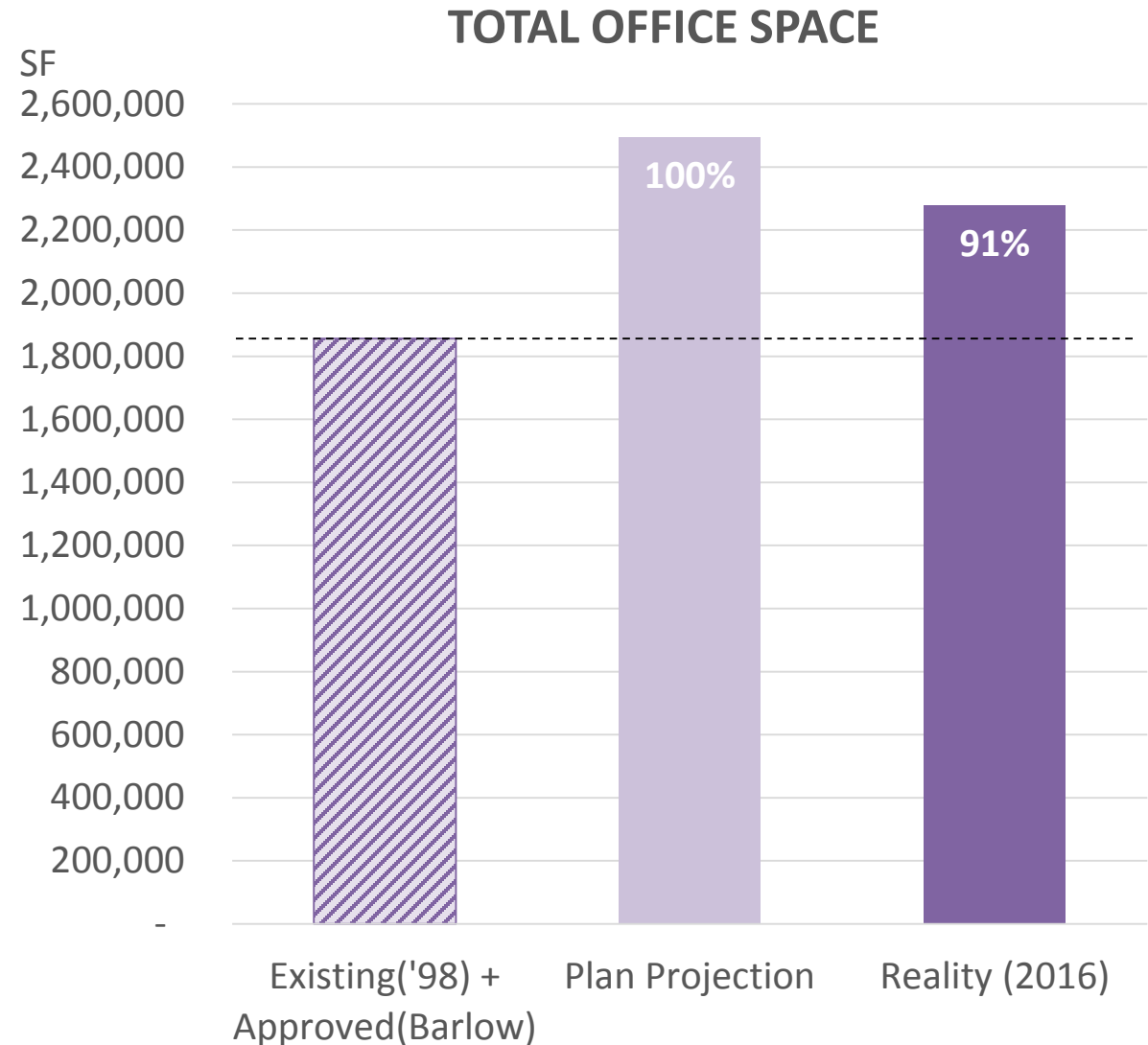
- Plan projected 1.1M SF of non-residential development in addition to the existing and approved 2.6M.
- Current non-residential development totals 3.3M SF.
- If GEICO were to be redeveloped as approved, total development would be 3.6M SF.

NON-RESIDENTIAL DEVELOPMENT



1. Non-Residential Development – Office: Total amount of office space meets land use scenario recommendations.

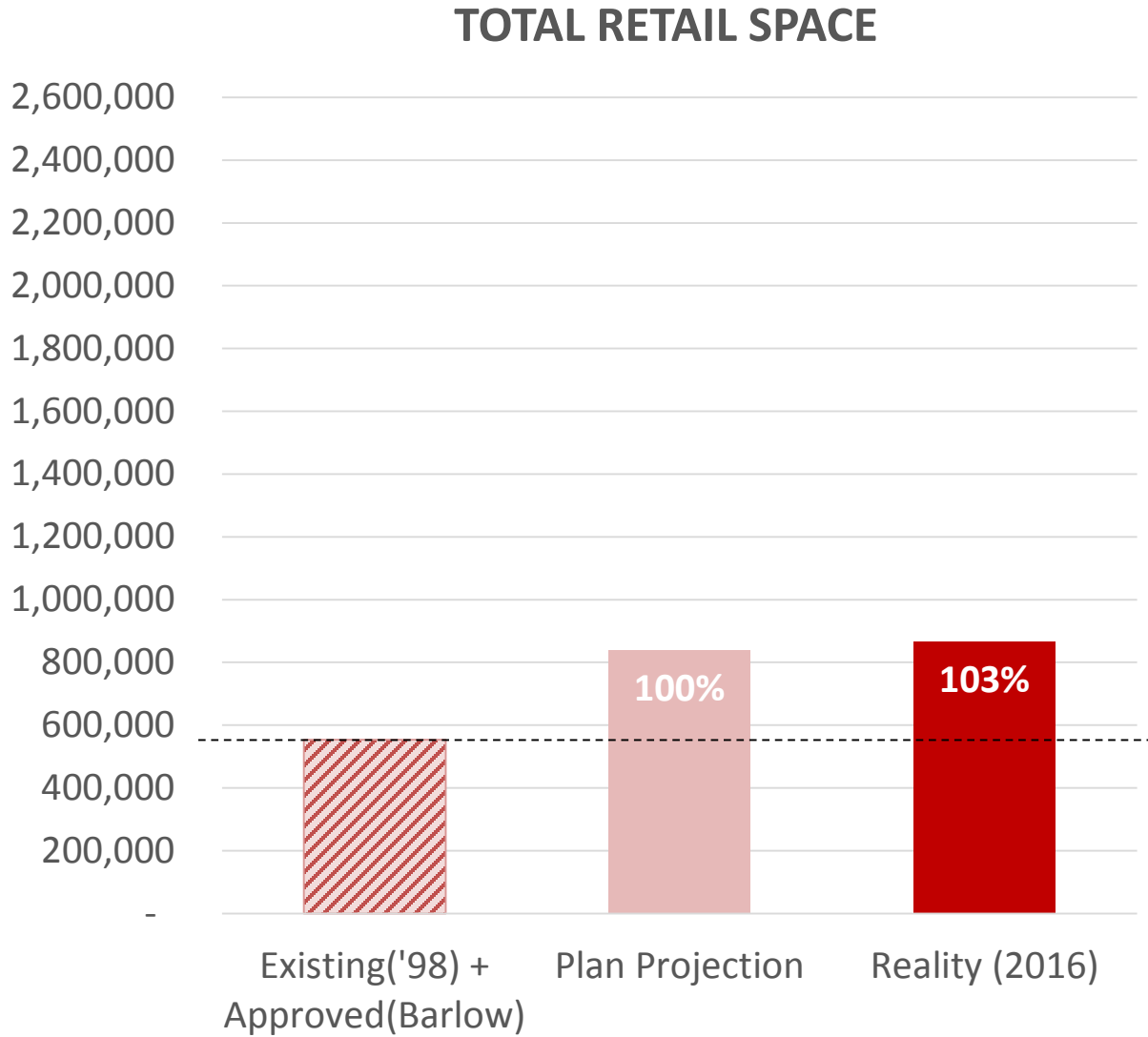
- Plan projected 0.6M SF of new office development, in addition to the 1.85M SF that was already existing or approved.
- 0.4M SF has been built, 66% of projected new space.
- Overall office build-out is 91% of projected total space.



Source: Maryland State Department of Assessment and Taxation (SDAT)

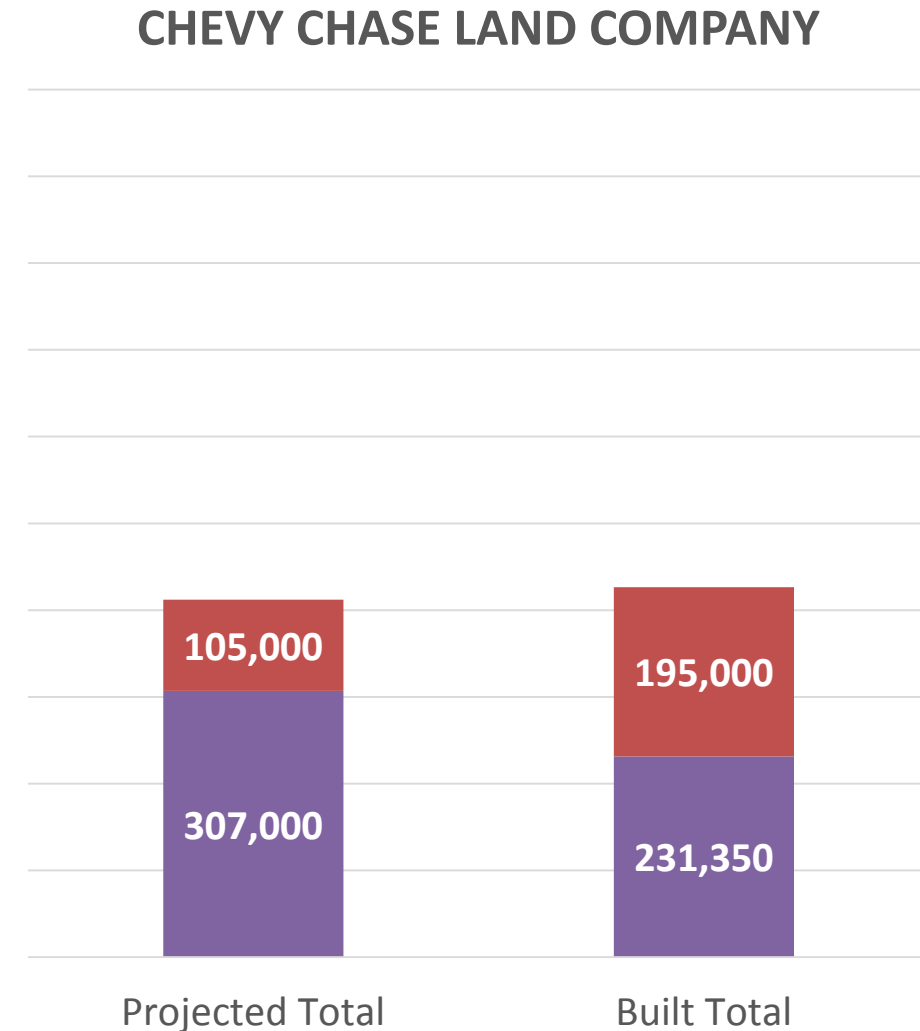
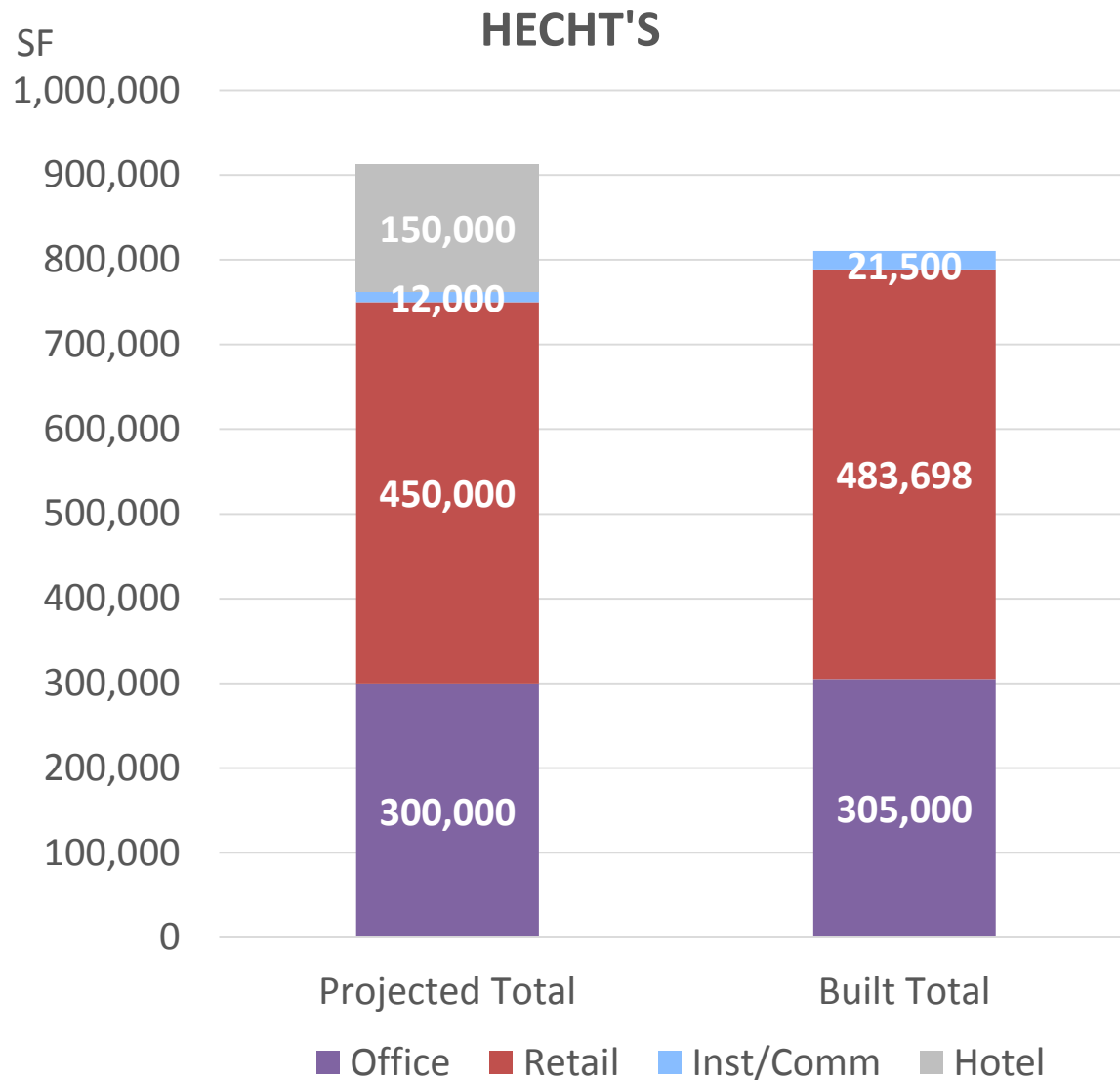
1. Non-Residential Development – Retail: Total amount of retail space sufficiently meets land use scenario recommendations.

- Plan projected 285K SF of new retail development, in addition to the 554K SF that was already existing or approved.
- 313K SF has been built (110% of projected new space).
- Overall retail build-out is 103% of total projected.



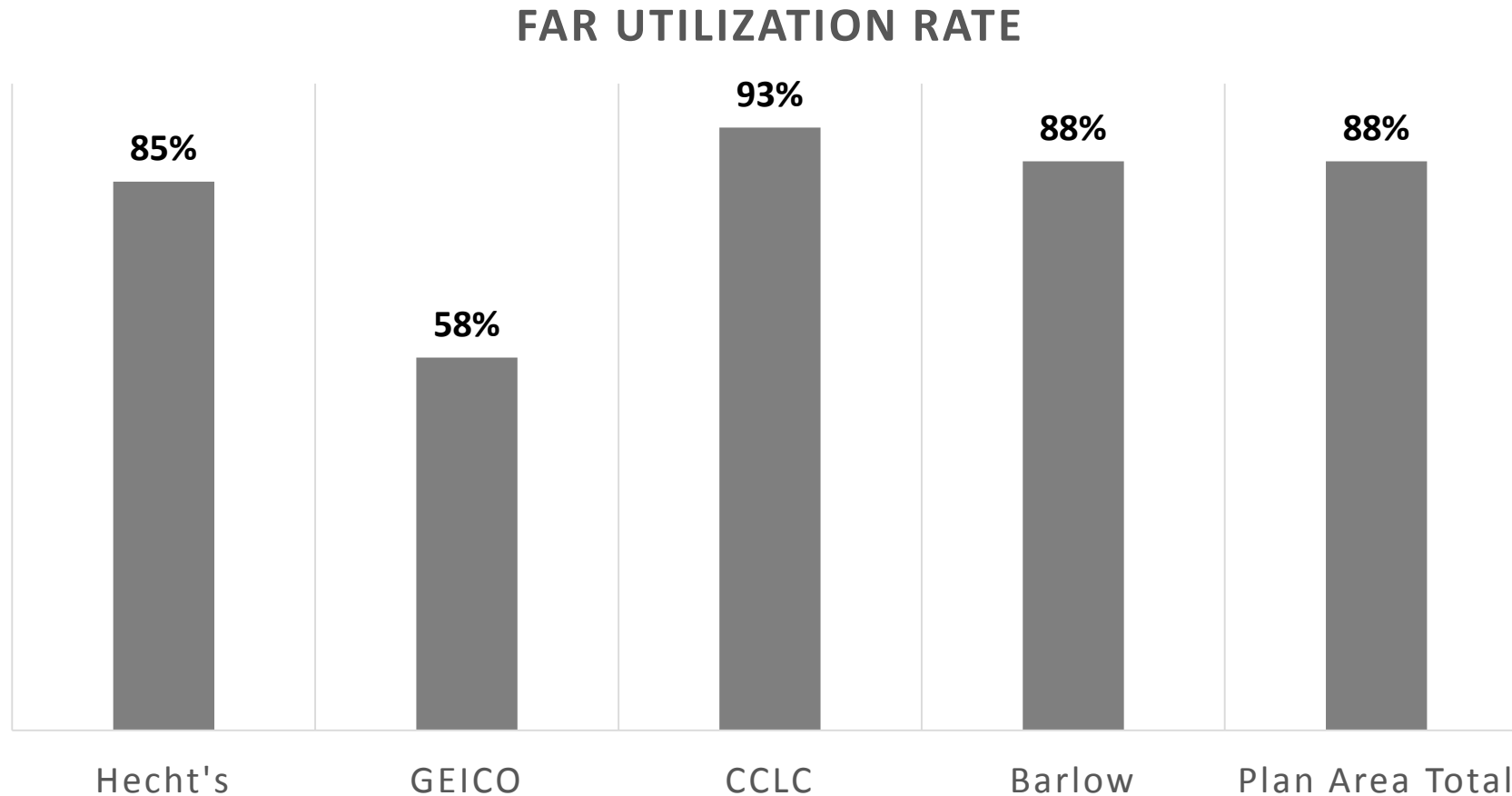
Source: Maryland State Department of Assessment and Taxation (SDAT)

1. Non-Residential Development – Major Parcels: Retail development was stronger than office when comparing plan to reality.



Source: Maryland State Department of Assessment and Taxation (SDAT)

1. Non-Residential Development – Density: Development density of plan area achieves an average of 88% of maximum commercial FAR.



*Germantown's FAR Utilization Rate was 13% for the Employment Corridor and 30% for the Town Center.

2. Residential Development: Implementation of residential goals has produced mixed results.

PLAN RECOMMENDATION

REALITY (2016)

HOUSING UNITS & TYPE

- ❑ Additional 800 to 1,000 dwelling units, including 100 to 300 townhouses at GEICO site.

✓ 750+ multi-family units built in addition to existing 3,435 units.

✗ Townhouses remain unrealized due to inactivity on GEICO site.

MODERATELY PRICED DWELLING UNITS

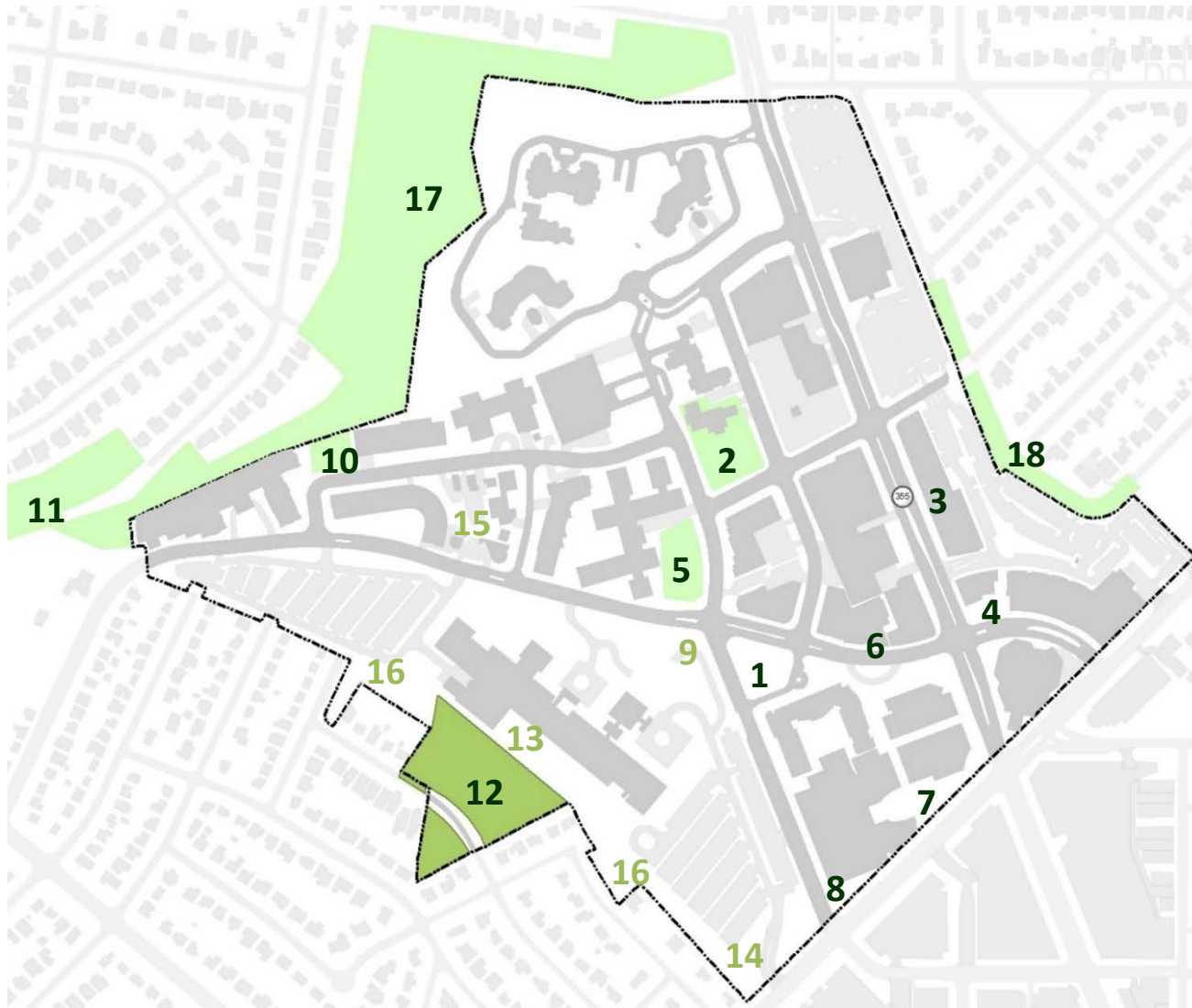
- ❑ Provide affordable housing through MPDUs.

✓ 28 MPDUs have been provided at Wisconsin Place on Hecht's site.

- ❑ Housing Market Study discouraged use of alternative methods for MPDUs due to lack of affordable housing in area.

✗ MPDUs at Wisconsin Place are only 6% of total units. An alternative payment was made for the remaining at DHCA's discretion.

3. Community Facilities – Parks: Parks and open space improvements relied heavily on private investment.



	Existing	Planned
Major Public Park		
1 Hecht's site		√
Urban Parks/Plazas		
2 Hubert Humphrey	√	
3 Chevy Chase Land site,		√
4 Chevy Chase Center		√
5 Barlow property, Parcel 14		√
Small Urban Parks/Plazas/Green Areas		
6 Barlow property, Parcel 9B		√
7 Hecht's site, near Metro		√
8 Hecht's site, southwest		√
9 GEICO site		X
Neighborhood Parks		
10 Page Park	√	
11 Willard Avenue Park	√	
12 Brookdale Park	√	
13 GEICO-1		X
14 GEICO-2		X
15 Parcel 6		X
Greenways		
16 Brookdale/GEICO		X
17 Little Falls Stream Valley	√	
18 Chevy Chase	√	

3. Community Facilities – Community Center: New center provides various uses, but accessibility and visibility does not fully meet plan vision.

PLAN RECOMMENDATION

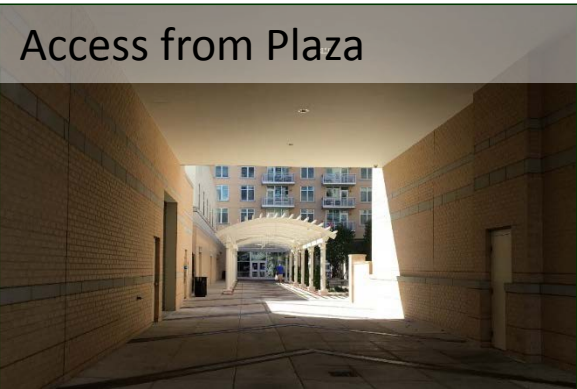
REALITY (2016)

Community center @Hecht’s site

- ‘in a free-standing building, in the lower levels of a building next to the park, or a combination thereof’*
- ‘in or adjacent to the major public park’*
- ‘flexible, accessible space’*

Wisconsin Place Community Recreation Center

- Function and characteristic of interior is as planned.
- Site is detached from the major public park
- Location is hard to find and does not provide optimal pedestrian access.



3. Community Facilities – Community Center: The location and accessibility of site does not fully meet plan vision.



4. Urban Design: The characteristic and functionality of some public space elements do not fully satisfy the planned vision.

PLAN RECOMMENDATION

Major public park @ Hecht's site

- ❑ *'the focus of activity ... from concerts and festivals to outdoor dining, strolling, and people watching.'*
- ❑ *'approximately one acre in size.'*



REALITY (2016)

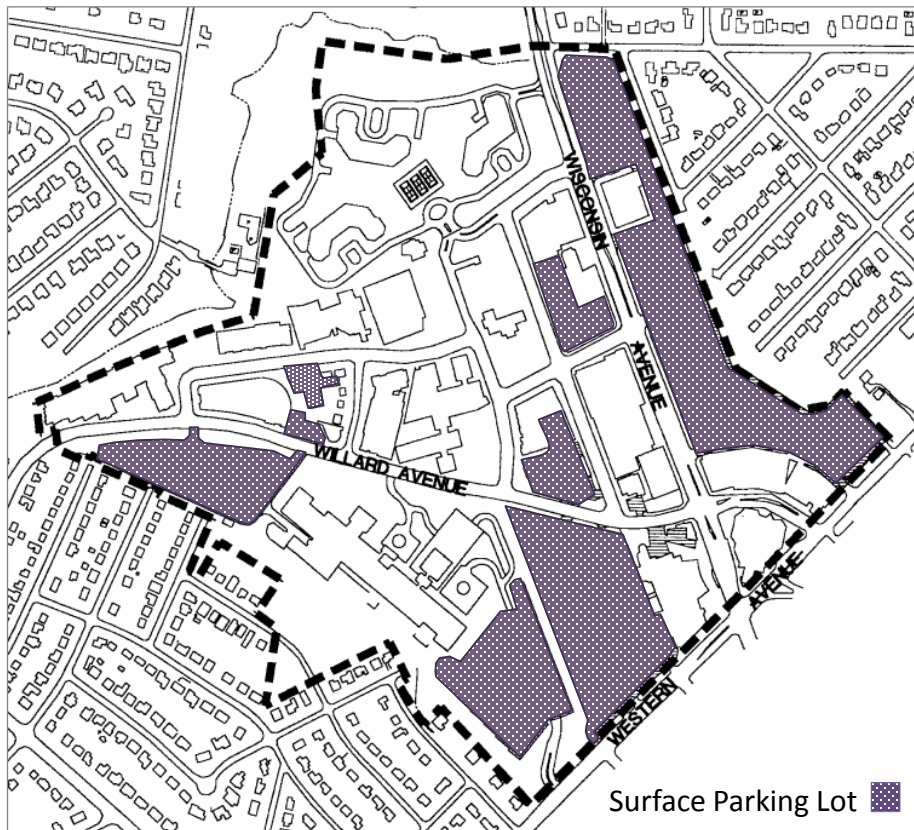
- Half-acre size and lack of features is not conducive to prescribed activities.
- Latest amendment for seating/dining areas may promote more outdoor activities.



4. Urban Design: Plan recommended replacing surface/deck parking with higher density land uses.

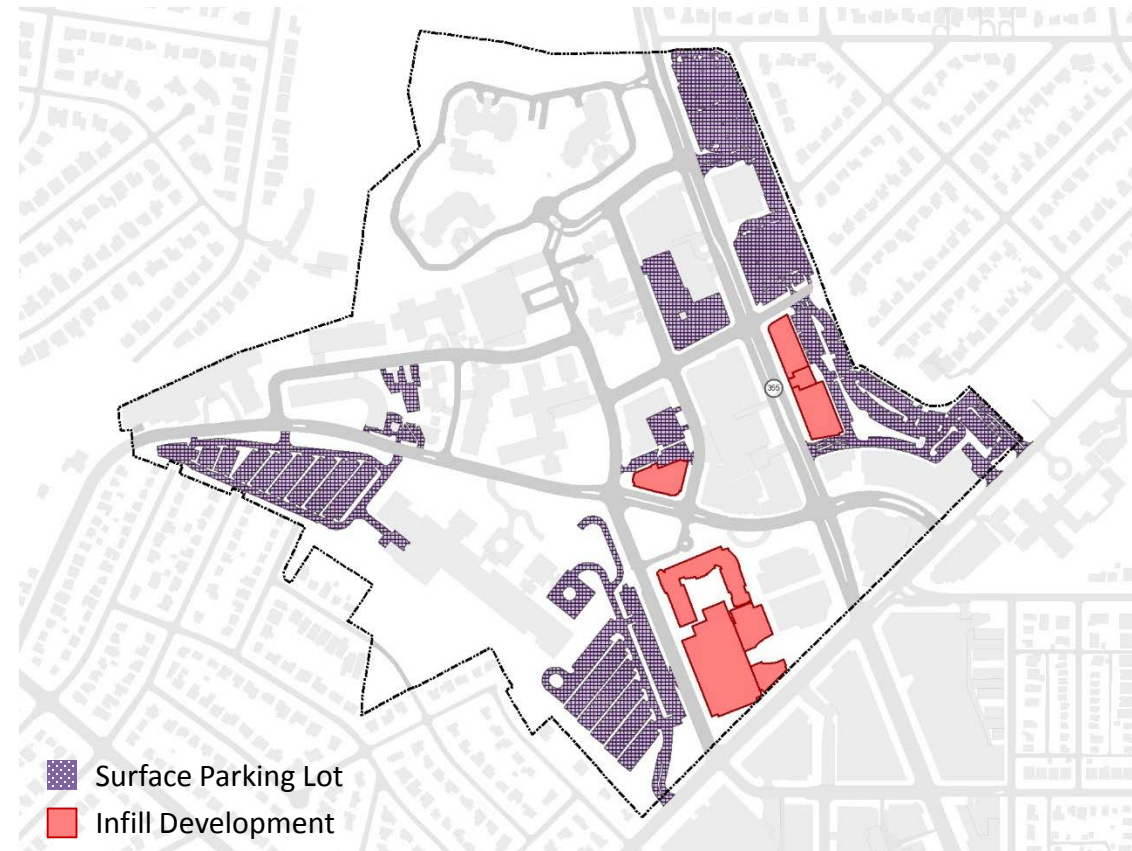
BEFORE PLAN ADOPTION (1998)

- Approximately 30 acres of plan area was surface or deck parking lot.



REALITY (2016)

- 23 acres of plan area remain as surface or deck parking lot after 7 acres of infill.



5. Transportation – Intersection Analysis: Congestion at a majority of intersections is lighter than projected.



- Level of Service (LOS) is better than or as projected at majority of intersections.
- One intersection has a higher CLV than projected (River/Willard)
- County has no data for four of 17 intersections used in traffic modeling.

- Traffic lighter than projected.
- Traffic as projected.
- Insufficient traffic data.

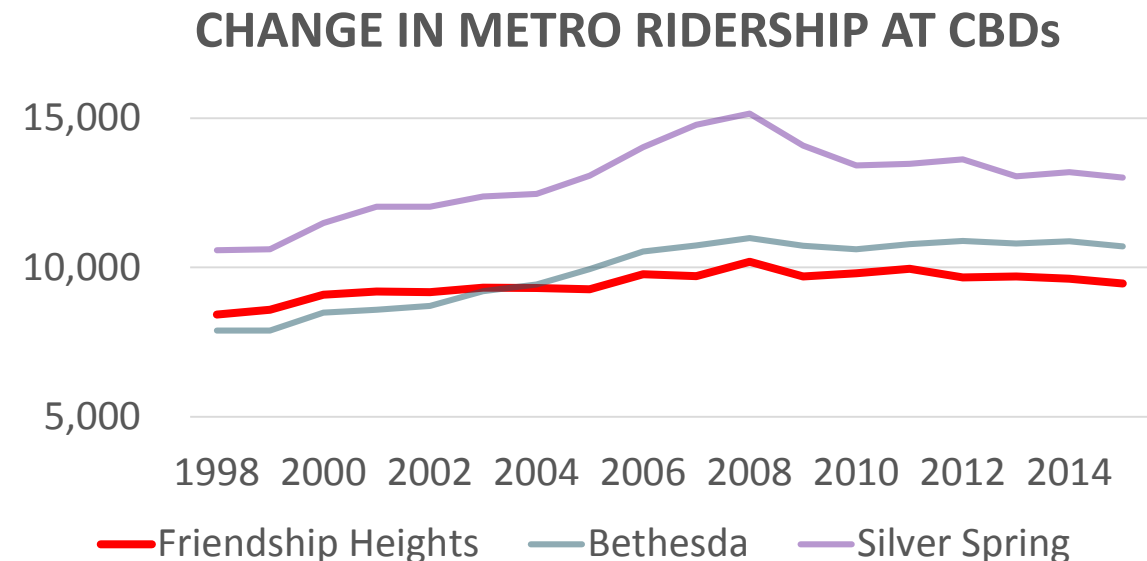
Source: Montgomery County Planning Department

5. Transportation – Mode Share: Increase in walk commuting contributed to decrease in automobile mode share.

- Plan sought to increase share of alternative modes.
- Walk commuting mode share more than doubled.
- Public transportation mode share decreased, but is still higher than county average.
- Metro ridership increased 12% between 1998 to 2015, although at a slower rate than other CBDs.

	Friendship Heights CDP		Montgomery County	
	2000	2014	2000	2014
Means of Transportation to Work				
Car, truck, or van	46%	41%	80%	76%
Public transportation	43%	39%	13%	16%
Walked	6%	14%	2%	2%

*Other modes surveyed but not shown include biking and working at home.



5. Transportation – Bicycling: 2 of 9 recommendations have been partially fulfilled.

- Plan sought to encourage cycling for local trips and recreation.
- Bikeway network has seen limited improvements.
- Plan proposal has been incorporated into Bicycle Master Plan.

	Plan Recommendation		Reality Check
	Improvement	Funding Responsibility	
Bicycle Network Recommendations			
Class I	GEICO greenway	private	X
	North side of Western	private	O
	Chevy Chase greenway and Montgomery St	public & private	X
Class II or III	Belmont Ave / Grove St	public	X
	GEICO streets	private	X
	Friendship Blvd btw Western Ave / Somerset	public	X
	North Park & South	public	X
	Willard Ave	public	X
Bicycle Storage @ Metro		public	O

'O' indicates partial implementation.

6. Environmental: Recommendations are vague, reiterative of other guidelines or offer no definitive measure.

- **Impervious Surface/Water Quality:** no quantitative measure to implement or check against.
 - *'minimize impervious surface... maximize landscape plantings'*
- **Air Quality:** recommendations reiterate other guidelines.
 - *'... mixed land uses near transit stops'*
 - *'encourage the use of alternatives to single-occupant vehicle travel'*
- **Noise:** vague guideline
 - *'support noise-compatible design'*
- **Stormwater Management:** DPS has regulatory authority.
 - *'... where site conditions permit'*

Key Takeaways from Friendship Heights Sector Plan Reality Check

- The Plan successfully facilitated some infill development, supporting residential and retail uses close to the Metro station.
- The Community Center was built as envisioned through a public-private partnership, but it did not meet the design goals set in the plan. How can plans balance design standards with flexibility for changing conditions?
- Affordable housing development did not achieve the plan goals since an alternative payment was permitted.

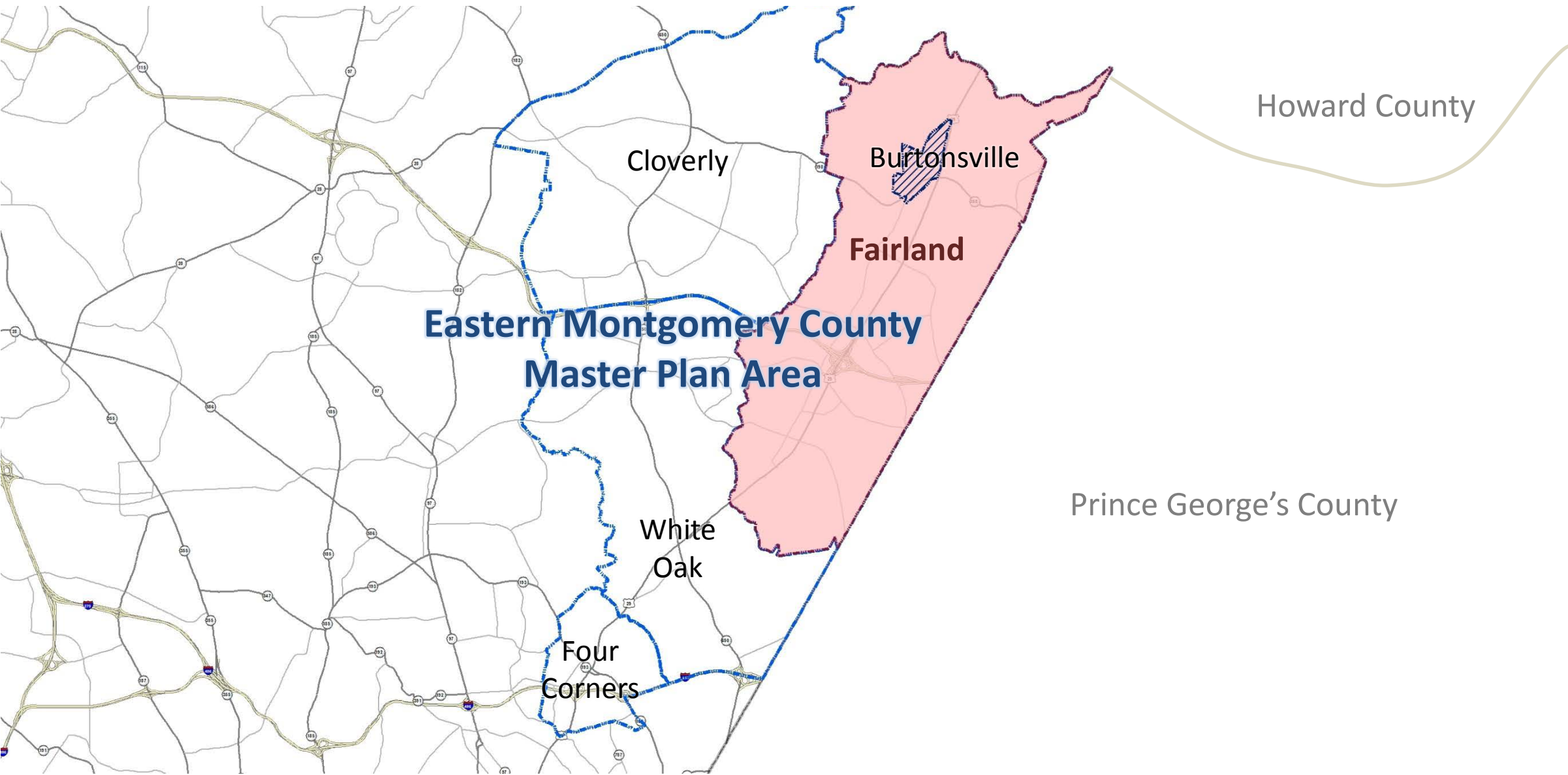
Key Takeaways from Friendship Heights Sector Plan Reality Check

- Environmental goals were vague, which made them hard to evaluate. How can plans provide more specific targets for hard-to-quantify issues?
- Transportation results were mixed. Traffic congestion at most intersections was lighter than projected, but only a few of the bikeway improvements were made.

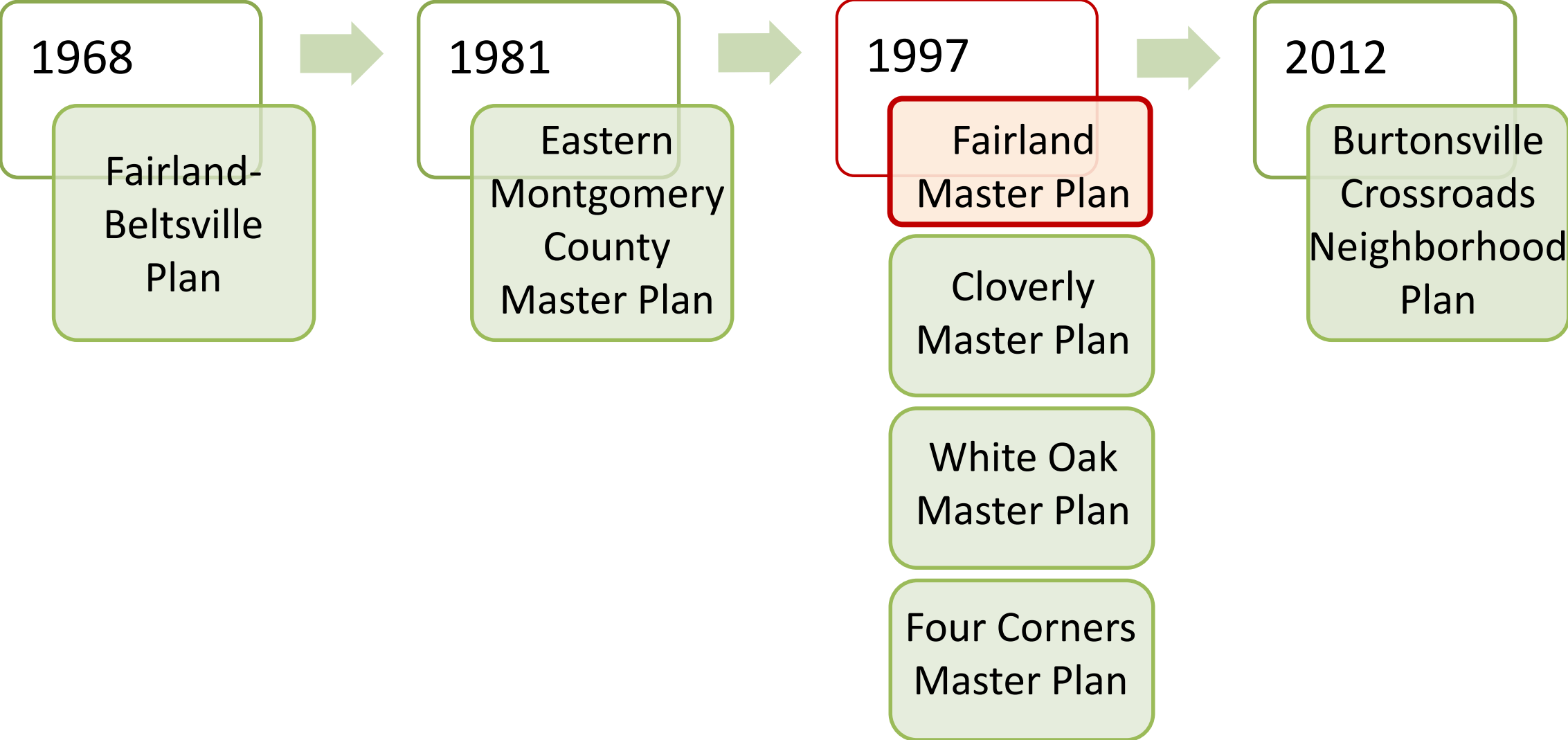
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Fairland Master Plan Area



Planning History



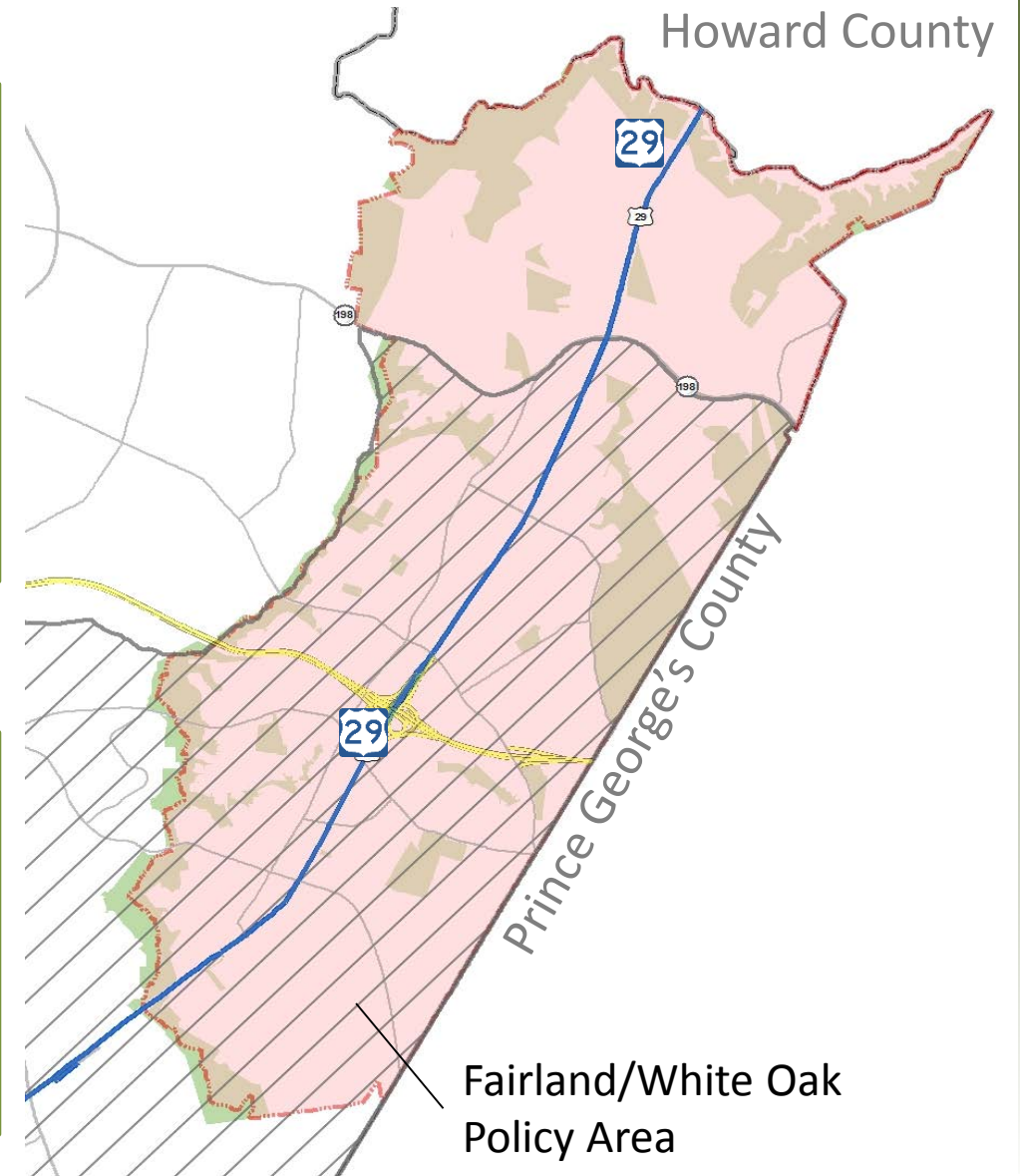
Plan Area Context

Regional Context

- US 29 bisects the entire north-south length of the plan area
- Area directly affected by traffic generated in Prince George's and Howard counties.

Historical Context

- Development moratorium was imposed in Fairland/White Oak Policy Area between 1986 to 2002 due to lack of road capacity.



Plan Highlights: Fairland was envisioned as a “livable suburban community,” where community connectivity is emphasized.

Residential Communities

- Emphasize suburban densities and single-family detached housing

Neighborhood Retail

- Improve circulation, access, and appearance

Community Accessibility

- Interconnect local streets, bikeways, sidewalks and paths

Employment Centers

- Diversify uses to develop self-sufficient, modern centers.

Open Space

- Surround and interlace communities with open spaces and greenways

Plan Concept: The Plan identifies Fairland as a primarily residential area served by neighborhood retail and employment centers.

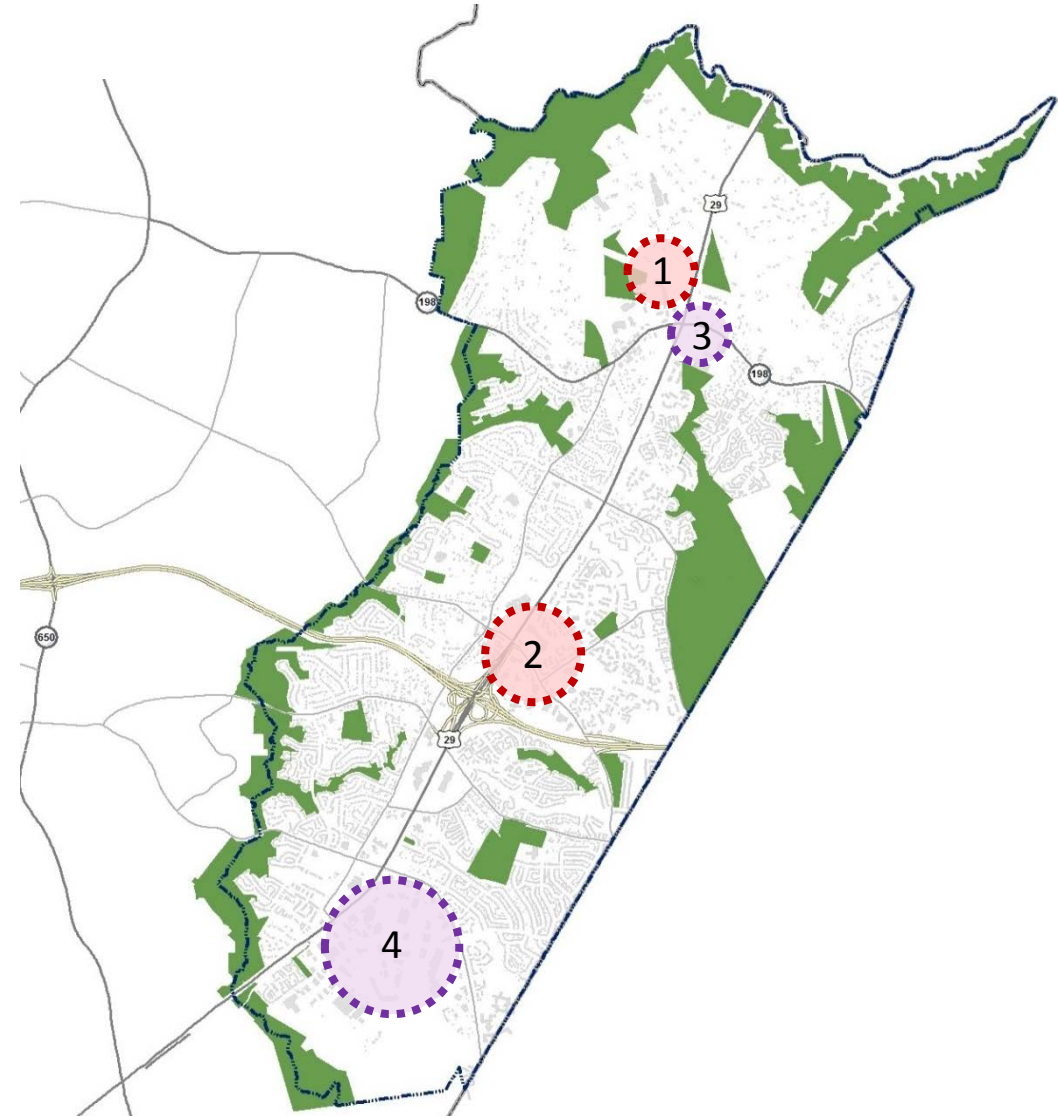
Fairland Master Plan Area

Retail Centers

- ① Burtonsville Retail Area
- ② Briggs Chaney Retail Area

Employment Centers

- ③ Burtonsville Employment Area
- ④ US 29/Cherry Hill Rd Employment Area



Indicators: The study conducted an in-depth analysis of 19 indicators in six categories.

Category	Indicator
1. Residential Development	- Number of dwelling units
	- Housing type mix
	- Approved but unbuilt projects
	- Moderately Priced Dwelling Units
2. Non-residential Development	- Building space by use
	- FAR utilization
	- Approved but unbuilt projects
	- Number of jobs
3a. Community Facilities - Schools	- Number of public school sites
	- Public school enrollment and capacity
3b. Community Facilities - Parks	- Park development acreage
	- Recreational facilities
4. Urban Design	- Historic resources

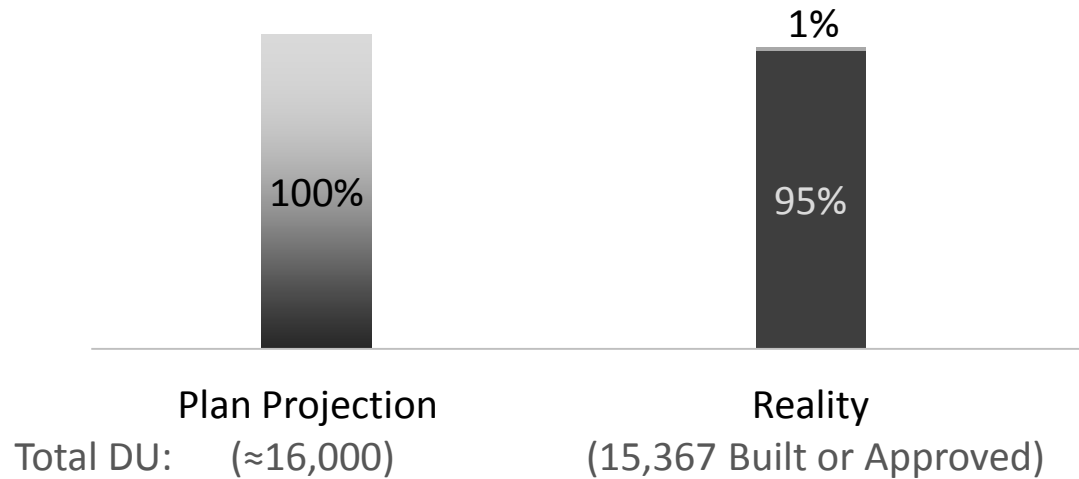
Indicators: The study conducted an in-depth analysis of 19 indicators in six categories.

Category	Indicator
5. Transportation	- Transportation investment (US 29)
	- Traffic capacity
	- Bikeway network
	- Sidewalk network
6. Environment	- Impervious surfaces
	- Water quality

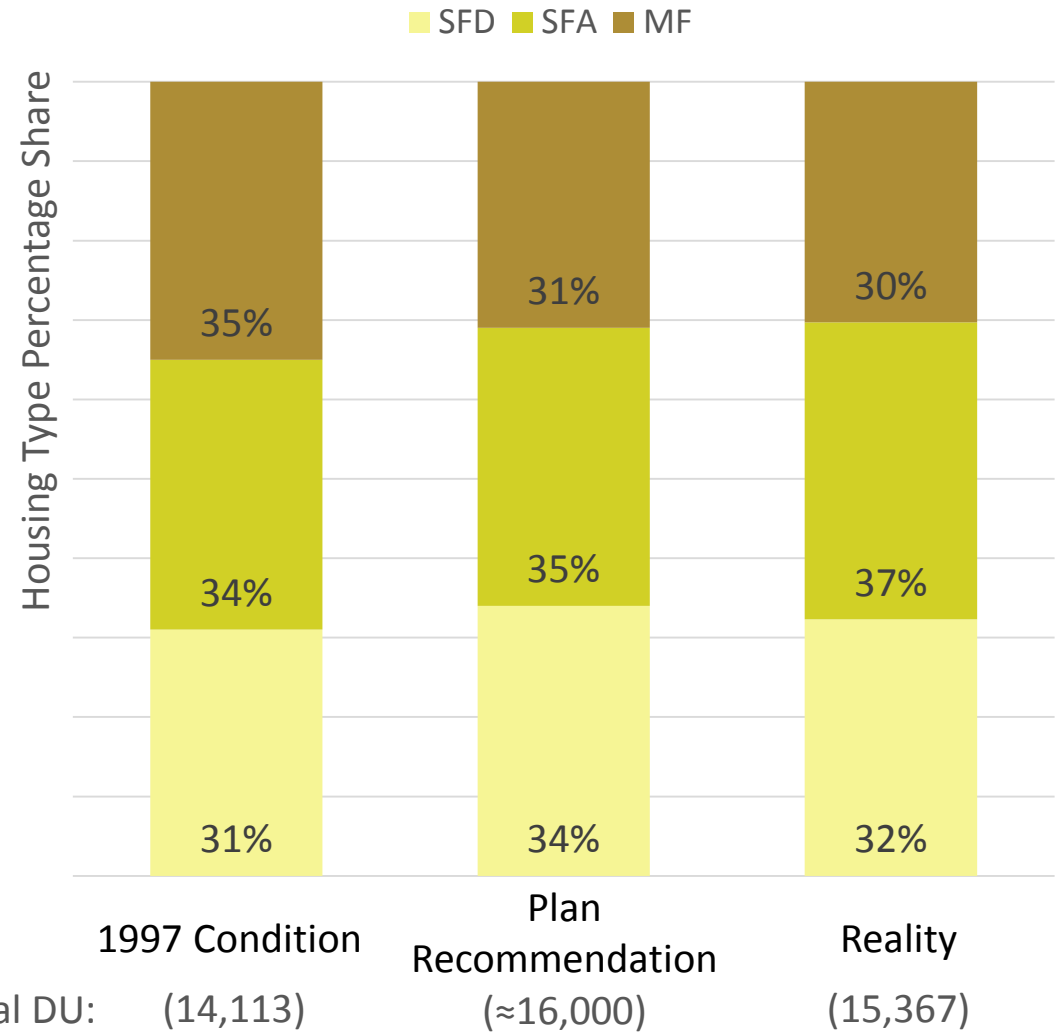
1. Residential Development: Approximately two-thirds of expected new housing units have been built.

- Plan proposed approximately 1,850 new housing units in addition to the existing 14,113 units.
- 1,254 additional units have been built or are under construction.

HOUSING UNITS



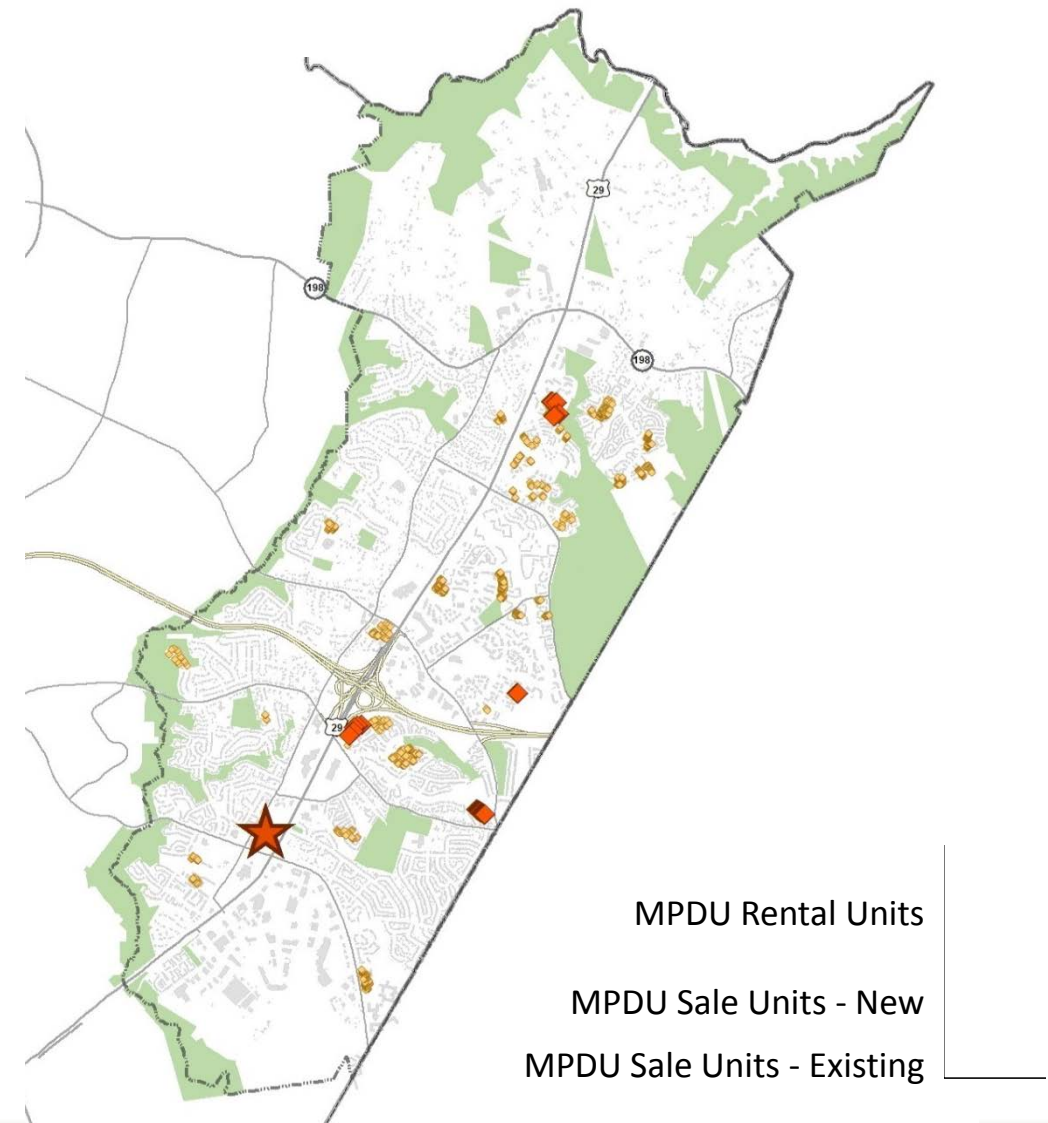
HOUSING MIX BREAKDOWN



Source: Maryland State Department of Assessment and Taxation (SDAT)

1. Residential Development – Affordability: Rental apartments are all naturally affordable (80% AMI), and MPDUs are mostly for ownership.

- 82% of rental units are affordable to households with income eligible for rental MPDUs (65% AMI).
- Only one apartment facility was built within the past 25 years – Arbor Crest currently offers 24 rental MPDUs out of 80 units.
- Most MPDUs are owner-occupied. 28 for sale units have been approved between time of Plan adoption and 2014.

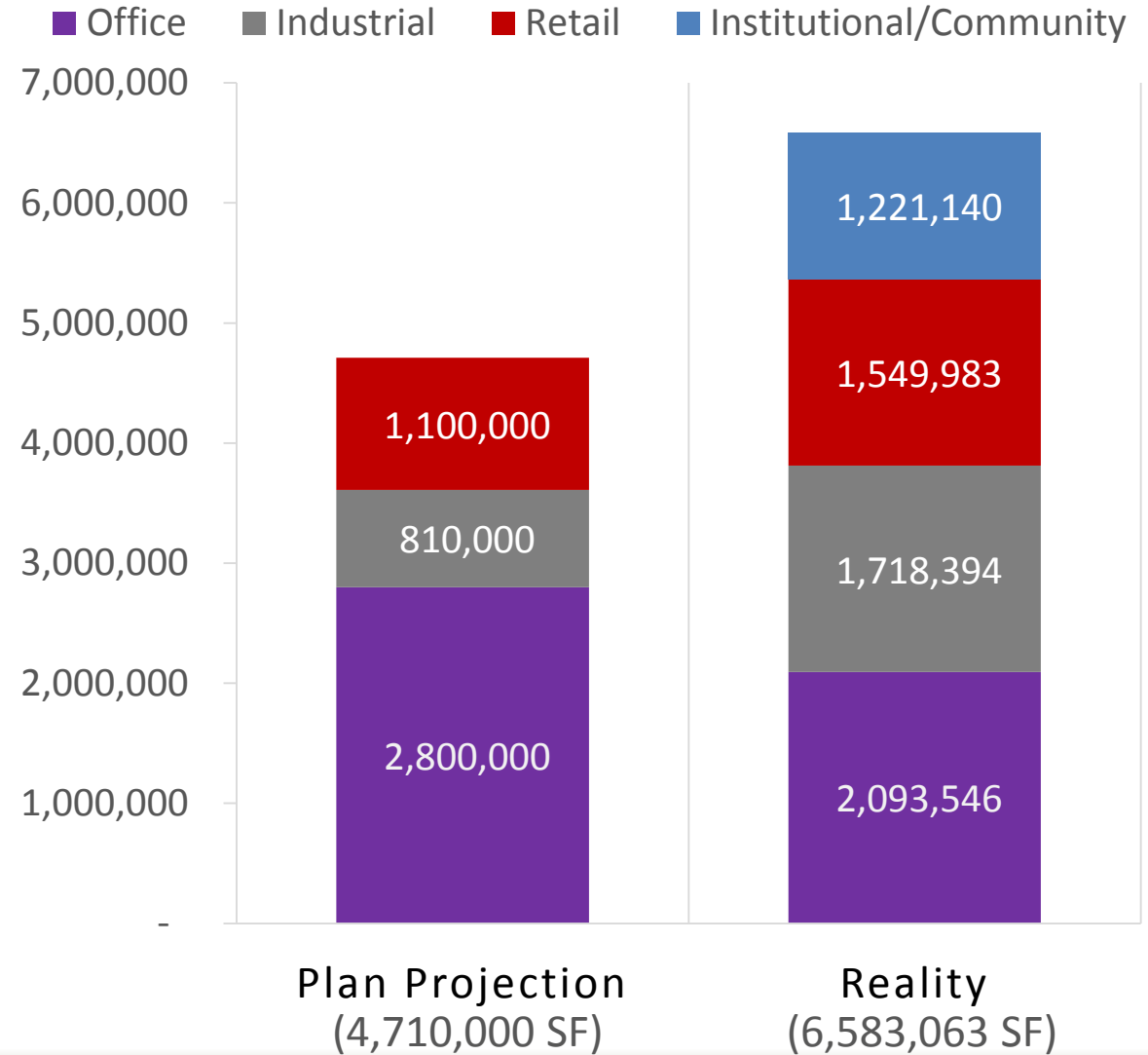


Source: Rental Housing Survey, Department of Housing and Community Affairs (DHCA)
2010-2014 American Community Survey 5-Year Estimates

2. Non-Residential Development – Land Use: Total development by land use meets projection.

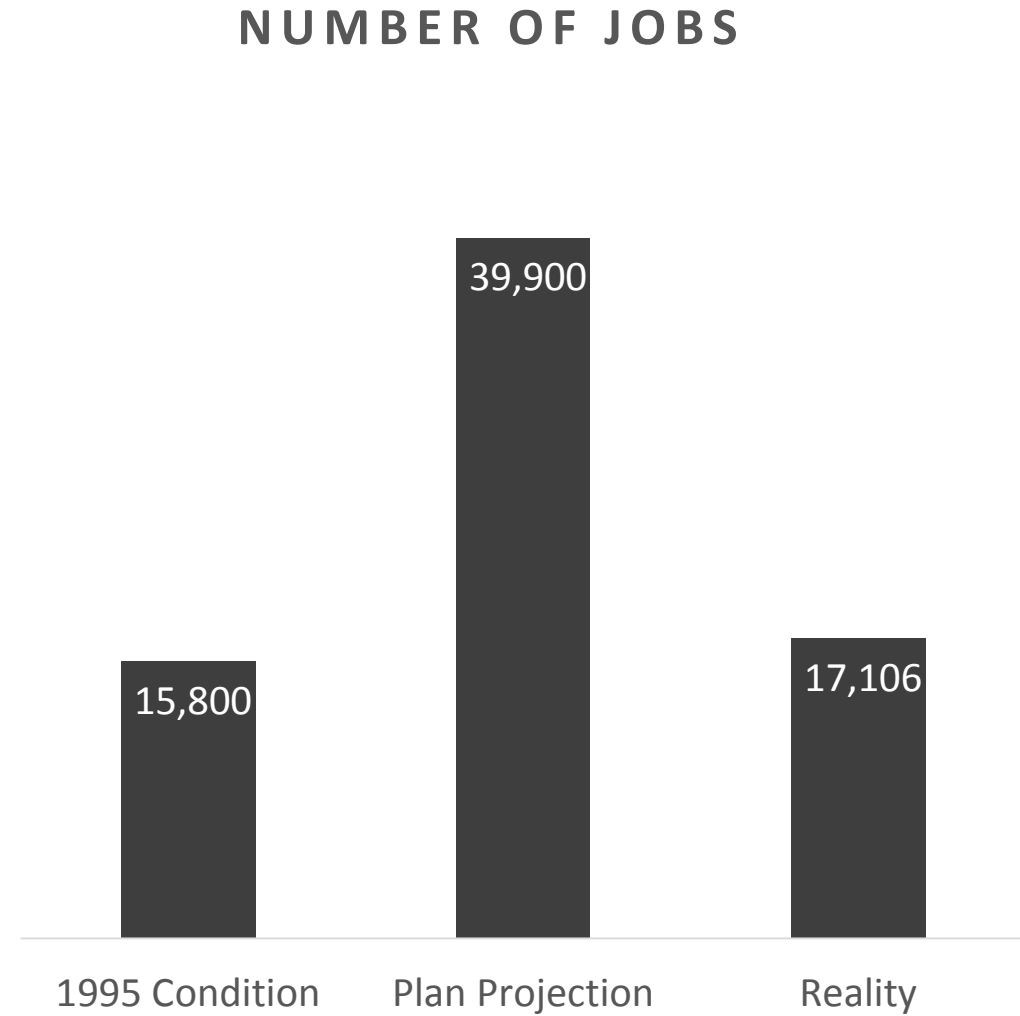
- Some structures categorized as industrial space are occupied by office or retail.
- Plan did not project amount of Institutional/Community space to be developed.
- Religious facilities comprise a considerable amount of Institutional/Community development.

NON-RESIDENTIAL DEVELOPMENT(SF)



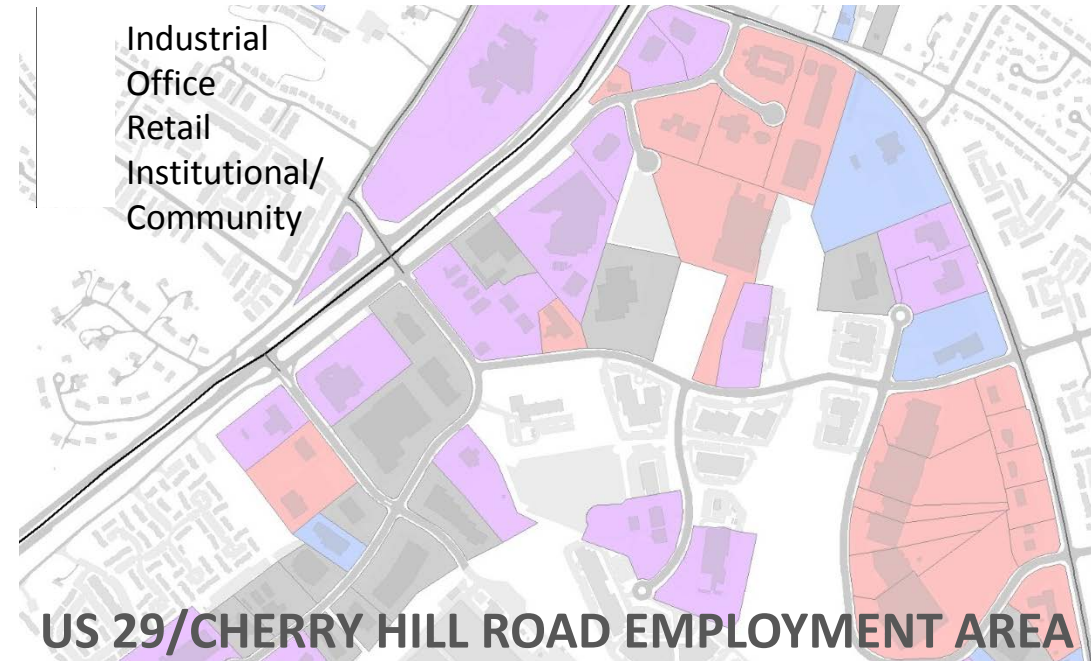
2. Non-Residential Development – Jobs: The number of jobs in the Plan area has increased slightly.

- The Plan projected the area would have 31,900 jobs.
- Approximately 1,300 jobs have been added since 1995, for a total of 17,106.
- Predominance of industrial, retail, and religious uses generates fewer jobs PSF than office uses.
- Projection source is not documented, and may have derived from outside data.



2. Non-Residential Development – Land Use: Goal to diversify uses in employment areas has achieved qualifying success.

- US 29/Cherry Hill Rd employment area is self-supported by restaurants and other compatible retail uses.
- Burtonsville employment area is still predominantly office or industrial use. Vacant, developable parcels offer potential for improvement.



2. Non-Residential Development – Density: Development density is less than permitted by zoning standards, but similar to Germantown.

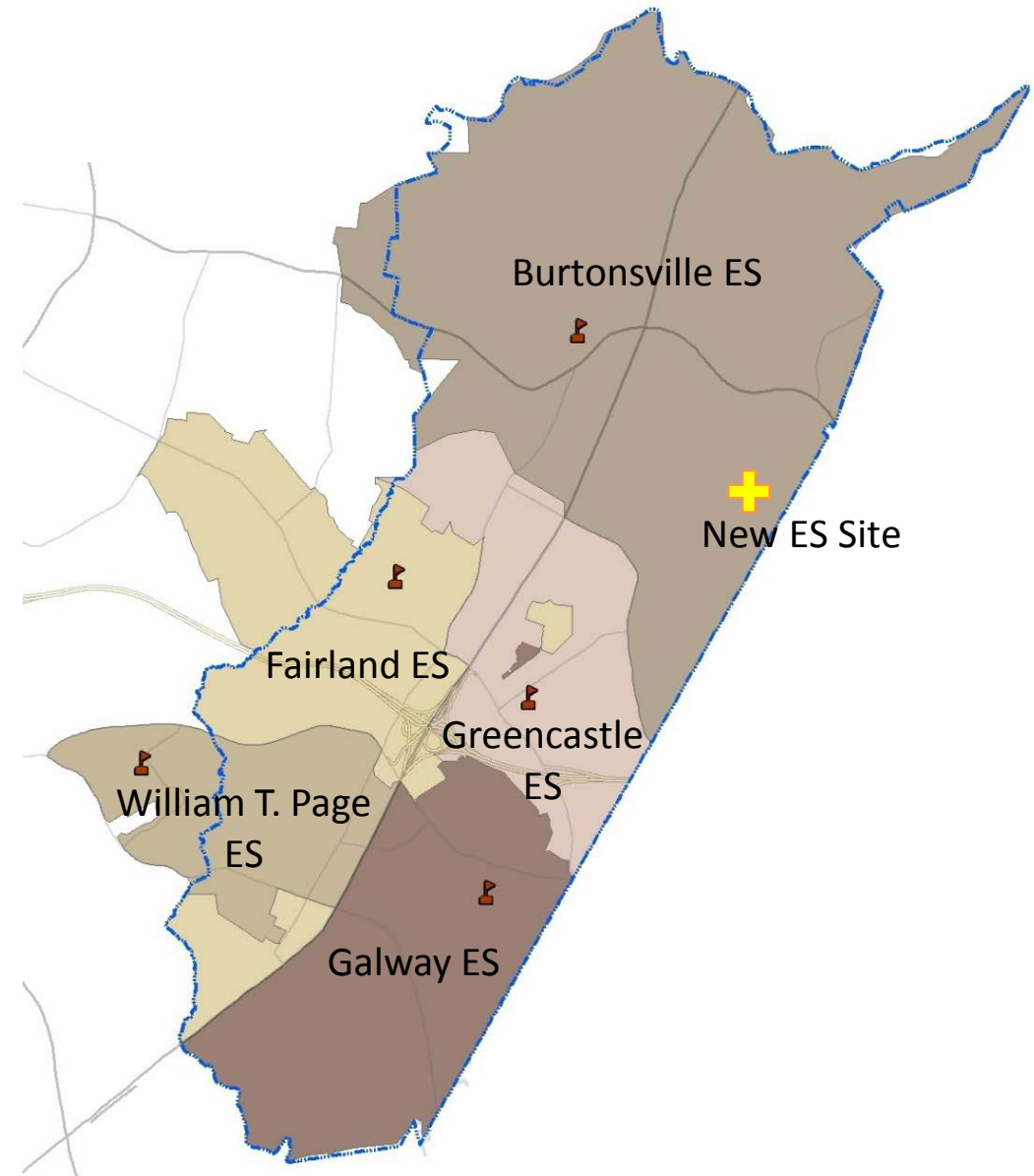
FAR UTILIZATION RATE



*Germantown's FAR Utilization Rate was 13% for the Employment Corridor and 30% for the Town Center respectively.

3a. Community Facilities – Schools: Future elementary school site designated as recommended.

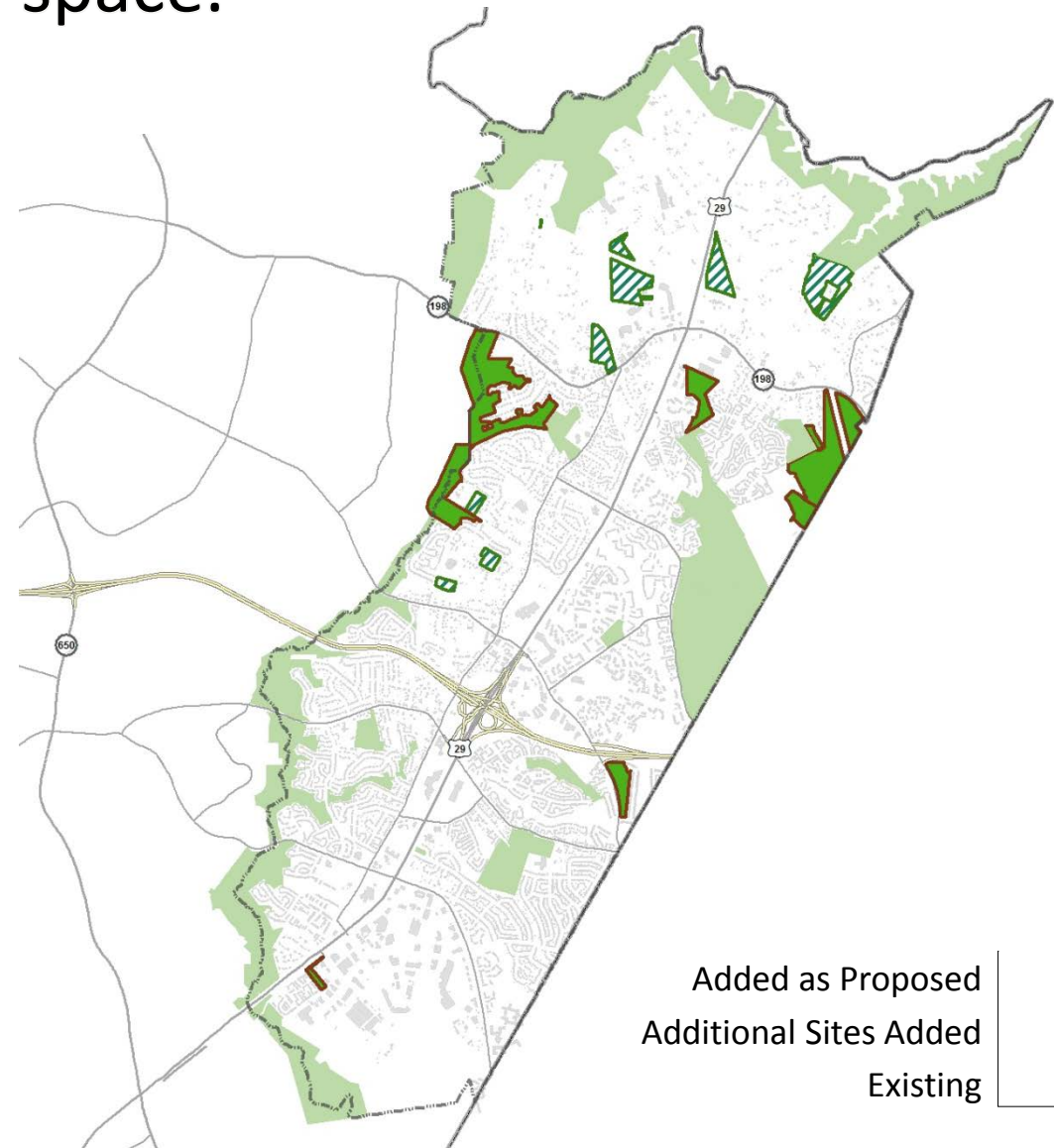
- A 14 acre school site is identified in development plans but not yet reflected in Public Schools' Capital Program.
- All elementary schools within Plan area are operating under the Class Size Reduction(CSR) program.
- Fairland ES and Galway ES expanded capacity in the past 10 years.



Source: Montgomery County Public Schools

3b. Community Facilities – Parkland: County followed through on planned investment in parks and open space.

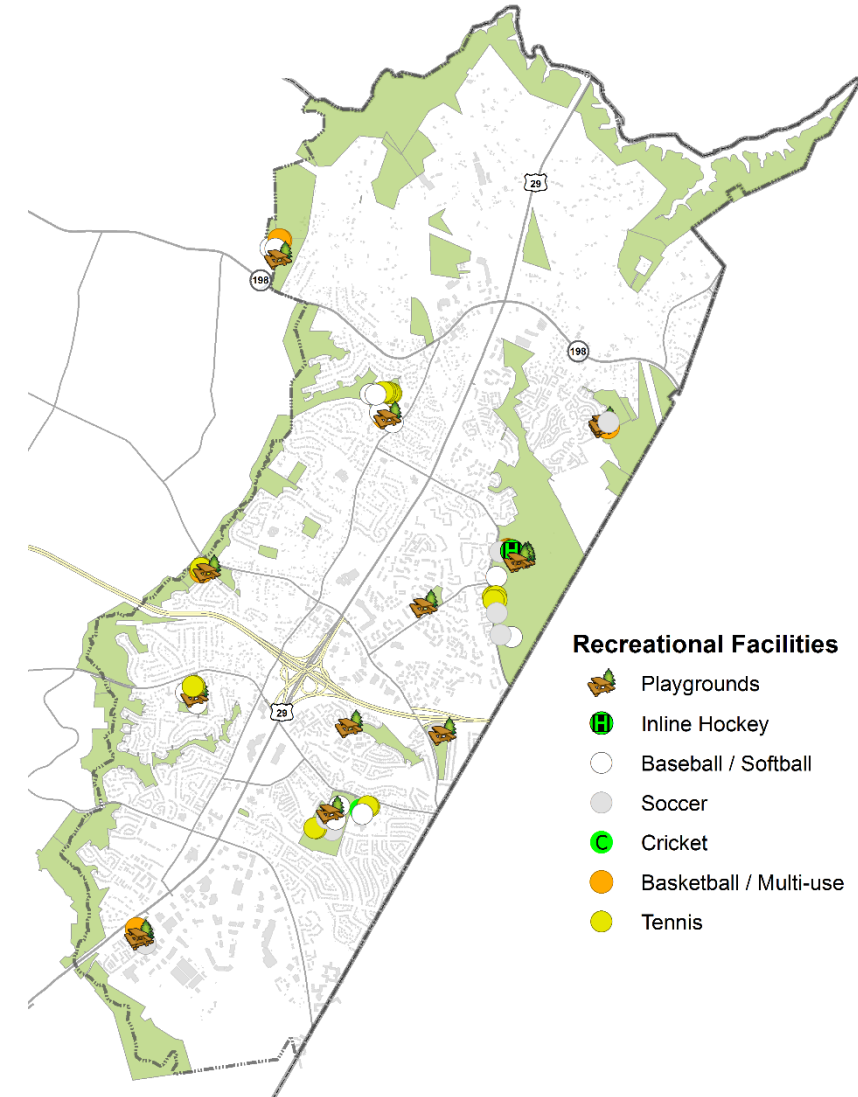
- All parks proposed in the Plan have been successfully acquired by or dedicated to M-NCPPC.
- Additional sites not identified by Plan have also been added to parkland.
- Total area of parkland has increased from 1,586 to 3,700 acres since Plan adoption.



Source: Maryland State Department of Assessment and Taxation (SDAT)
Montgomery County Parks Department

3c. Community Facilities – Recreational Facilities: County followed through on needs for recreational facilities identified in Plan.

	Anticipated Needs	Reality
Recreational Facilities		
Playgrounds	13	16
Athletic Fields	19	22
Baseball/Softball		13
Soccer		8
Cricket		1
Basketball/Multi-use Courts	9.5	11
Tennis Courts	13	20



Source: Maryland State Department of Assessment and Taxation (SDAT)
 Montgomery County Parks Department

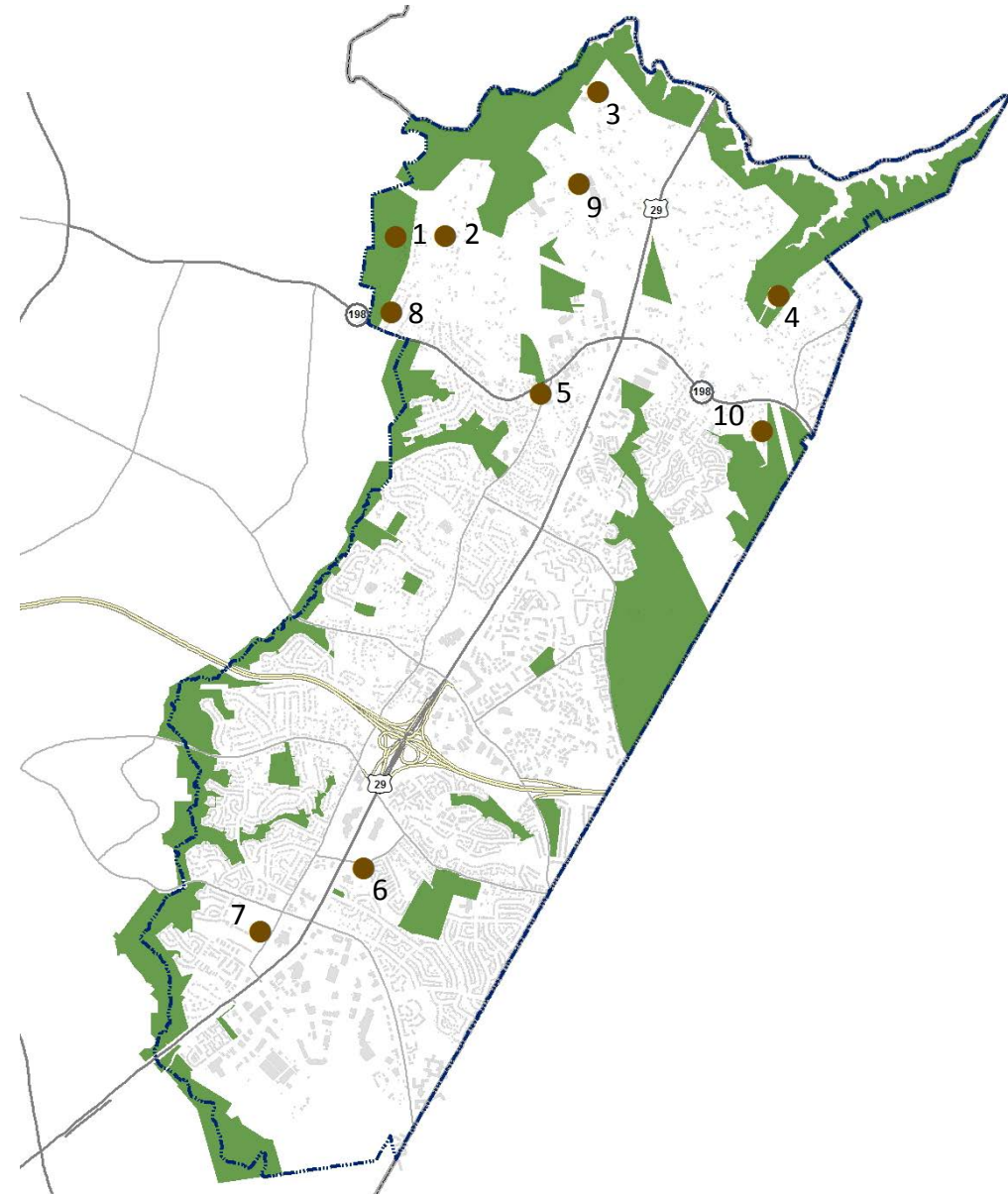
4. Urban Design: Private sector development has not addressed connectivity goals as effectively.

- Plan lacks guidelines for urban design.
- Retail centers have been developed as auto-oriented strip malls inadequate to foster pedestrian access from nearby communities.
- The 2012 Burtonsville Crossroads Neighborhood Plan aims to further address this issue.



4. Urban Design – Historic Resources: Preservation of historic sites meets Plan recommendations.

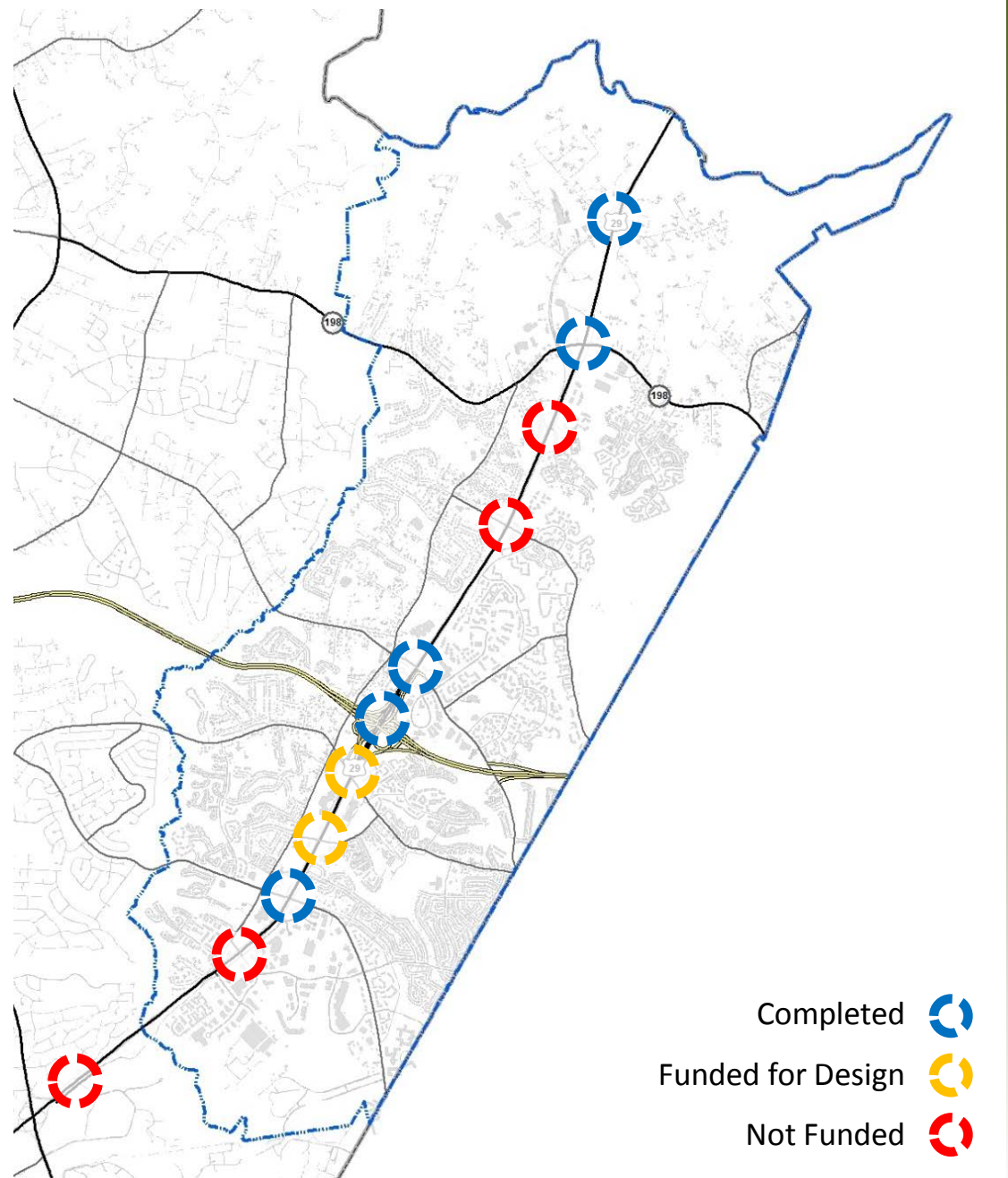
	Existing	Proposed	Additional
Master Plan for Historic Preservation Sites			
1. Spencer/Oursler House	●		
2. Duvall/Kruhm House	●		
3. Water's Gift	●		
4. Maiden's Fancy	●		
5. Liberty Grove Church	●		
6. Julius Marlowe House	●		
7. Conley House	●		
8. Bennett-Allnut House		●	
9. Burton Family Cemetery		●	
10. Burton Log House			●



Source: Montgomery County Planning Department

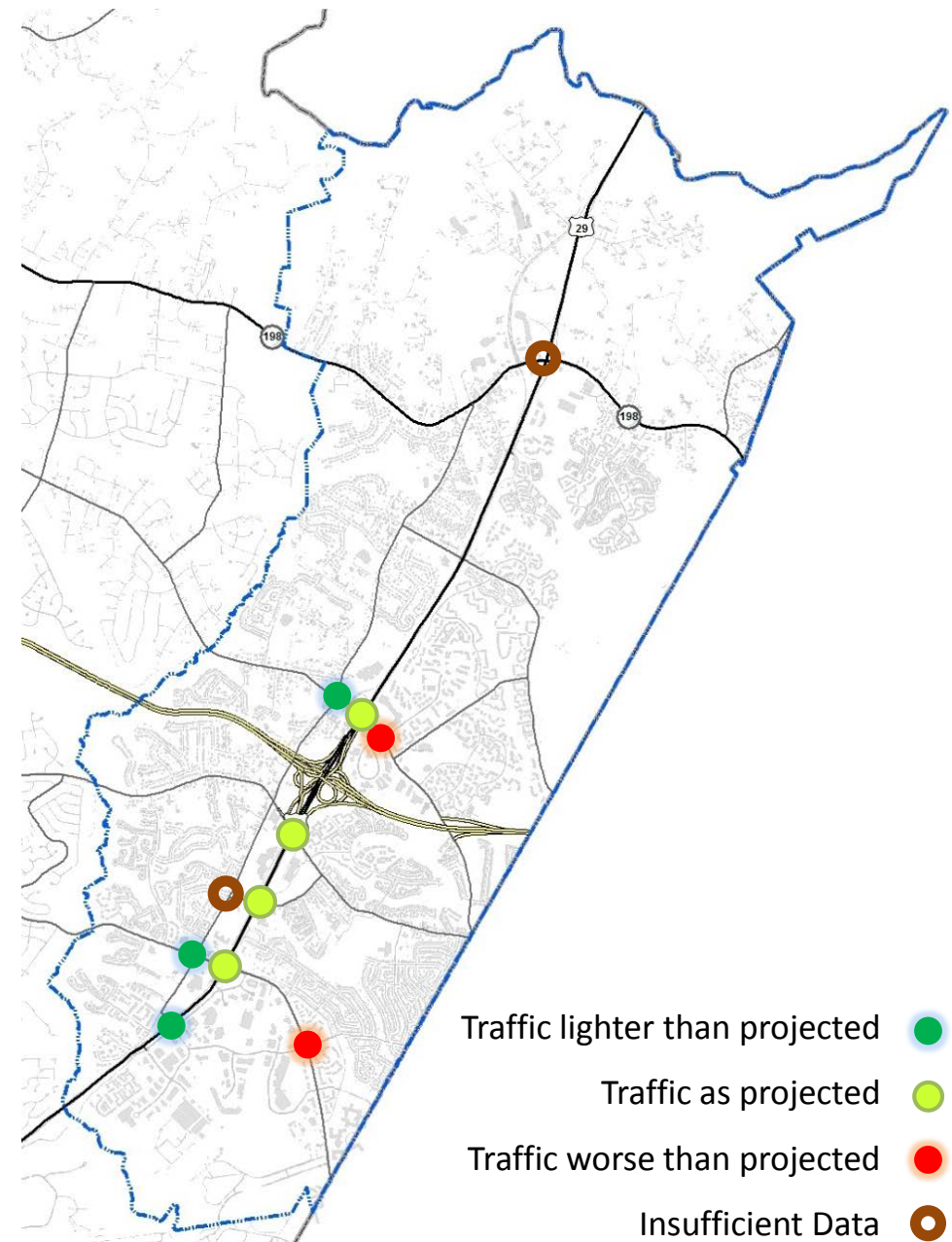
5. Transportation – Road Network

- 4 of 10 Plan-recommended US 29 grade-separated interchanges have been completed.
- Intercounty Connector has been completed, with an additional grade-separated interchange at US 29.
- Next phase of grade-separated interchange construction has been funded for design.



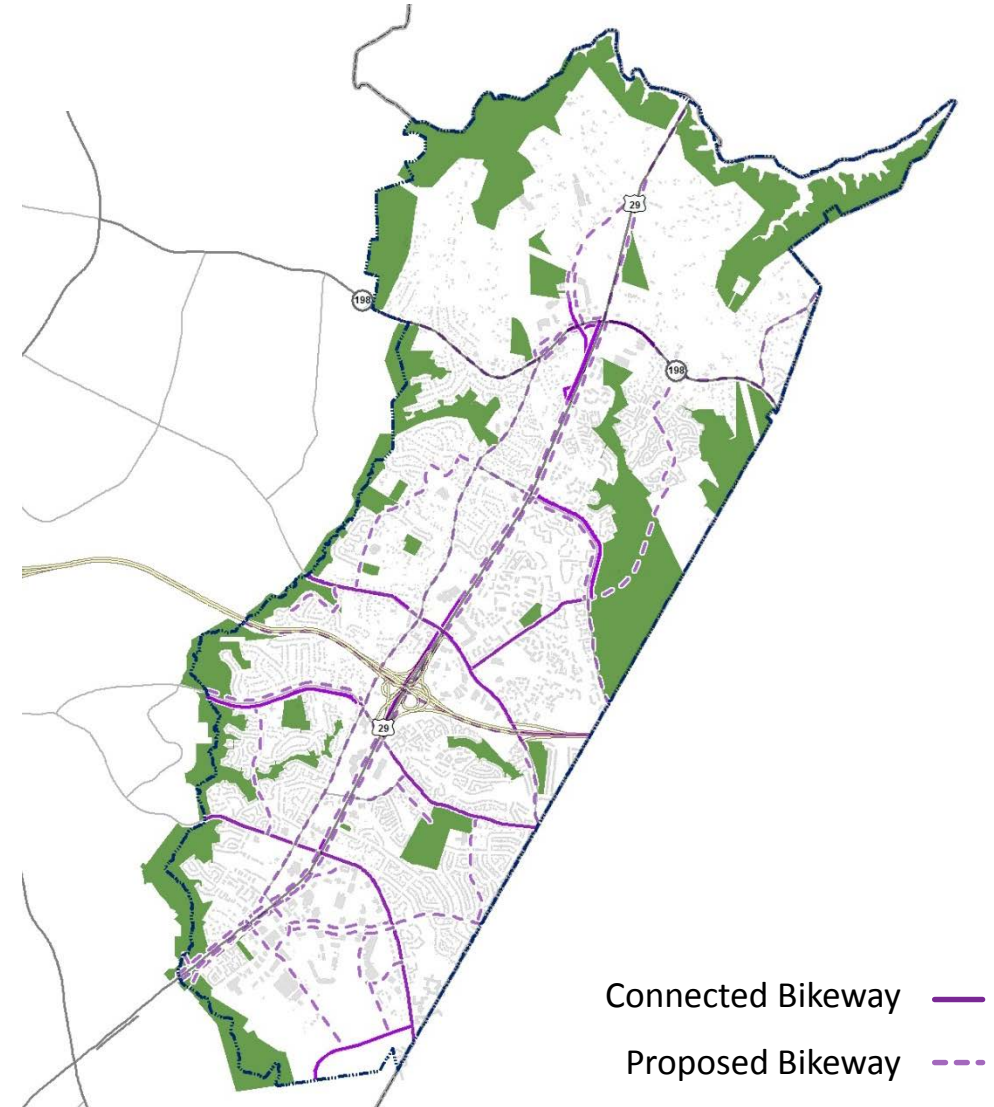
5. Transportation – Intersection Analysis

- Traffic projection focused on intersections with existing congestion or expected to be congested.
- Congestion is as projected or better at most intersections.
- Congestion persists at 2 of 11 intersections despite projection of improvement.



5. Transportation – Bikeway: Connection between communities and commercial destinations has improved, but is not complete.

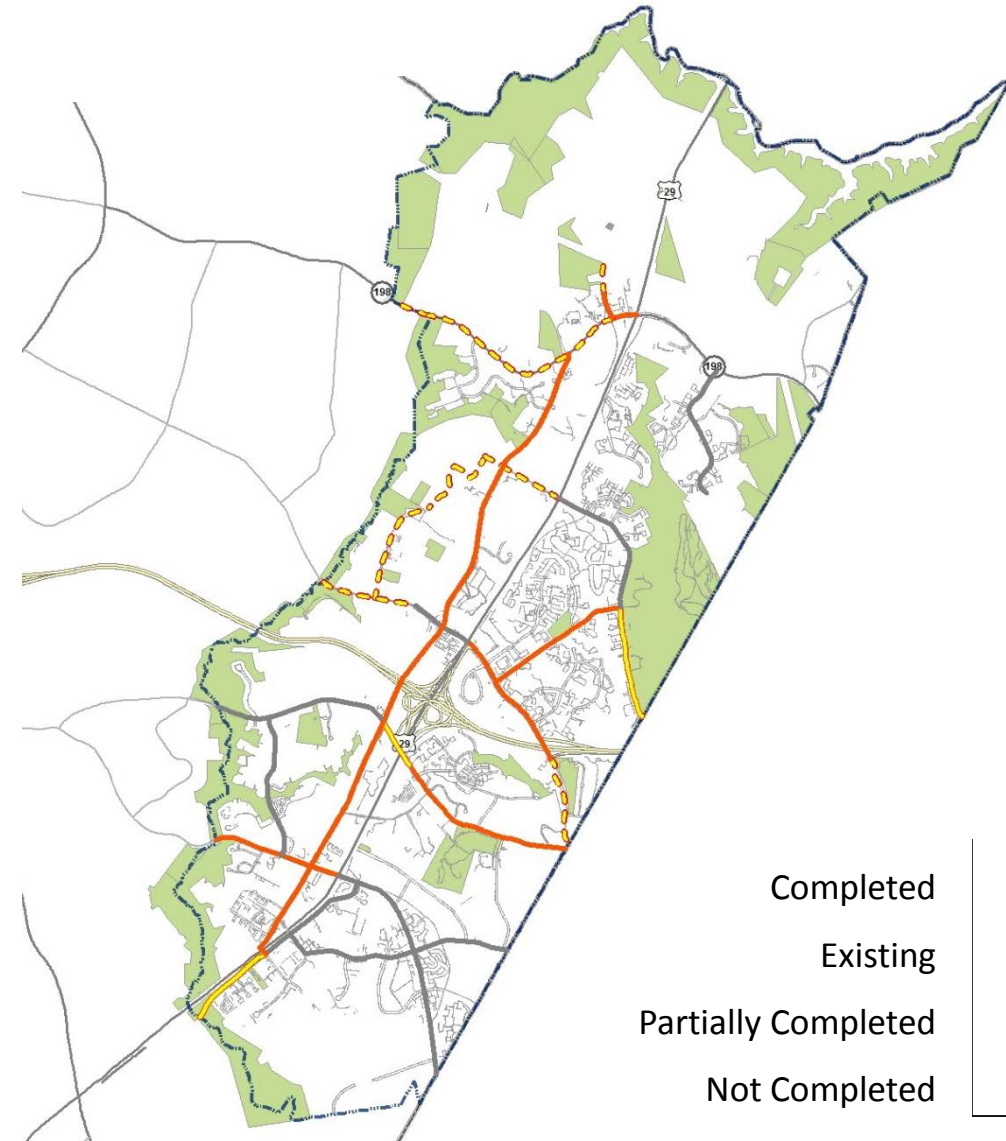
- 6 of 23 Plan-recommended bikeway segments have been completed or partially connected.
- Most of the remaining bikeways proposed by Plan have been incorporated into the Master Plan of Bikeways.



Source: Montgomery County Planning Department

5. Transportation – Sidewalks: Pedestrian connection between communities and commercial destinations has increased.

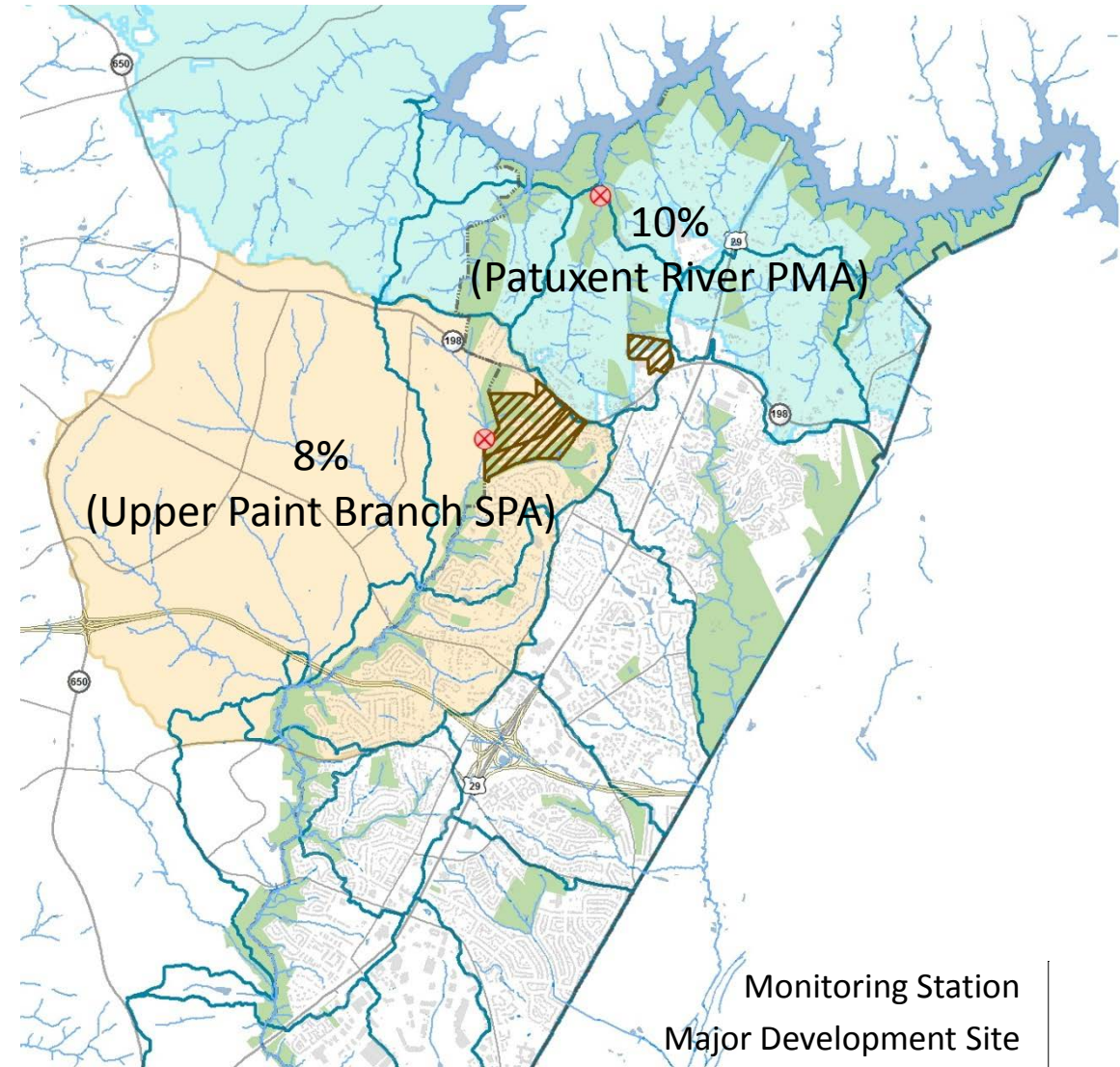
- A total of approximately 140 miles of sidewalk currently exist between and within communities.
- Whether pedestrian accessibility has actually improved is debatable due to the auto-oriented design of many developments.



Source: Montgomery County Planning Department

6. Environmental – Water Quality: Impervious surface limit was imposed in two environmentally sensitive areas.

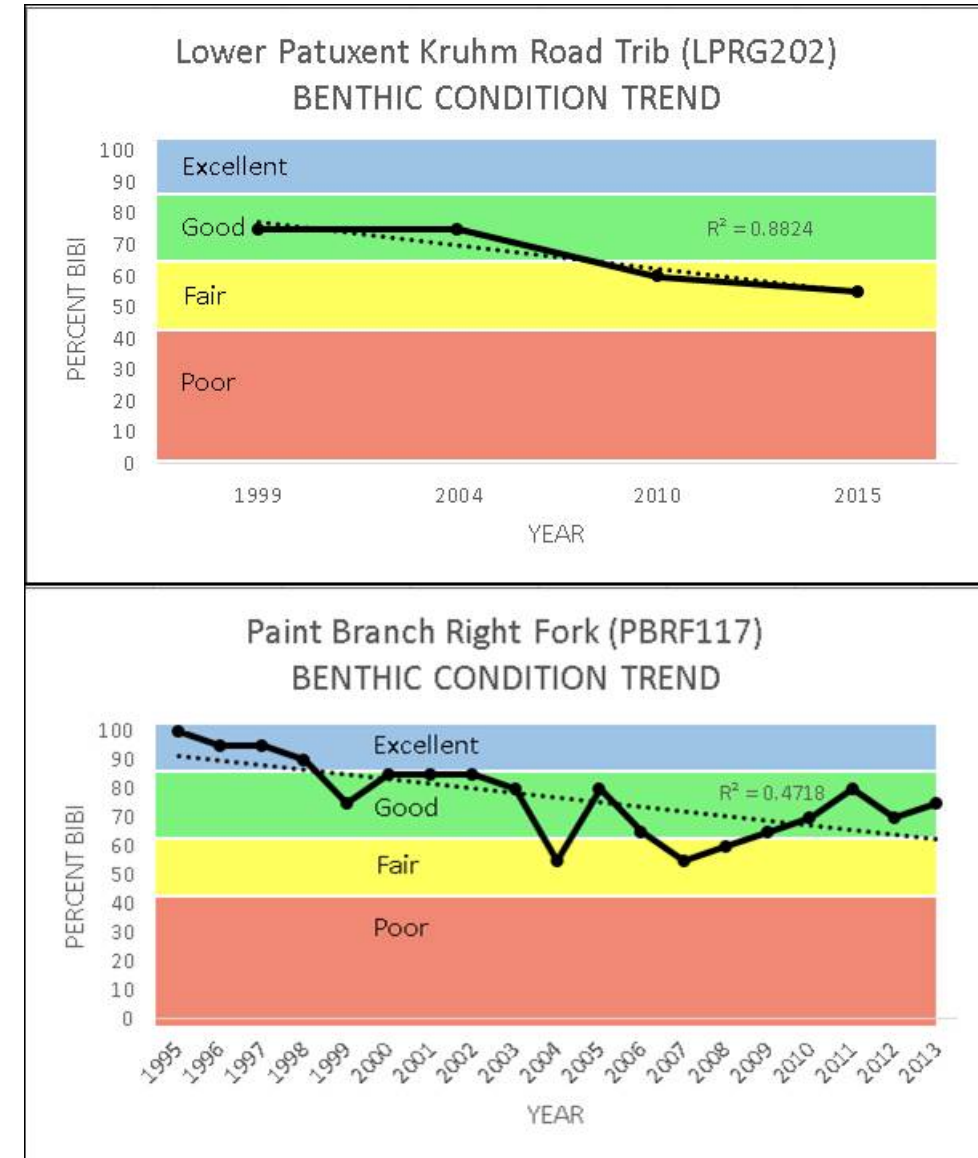
- Patuxent River PMA – **10%** impervious limit
 - Monitoring station captures a major commercial development that was **NOT** subject to impervious limit.
- Upper Paint Branch SPA – **8%** impervious limit
 - Monitoring station captures major residential subdivision development subject to impervious limit.



Source: Montgomery County Planning Department

6. Environmental – Water Quality

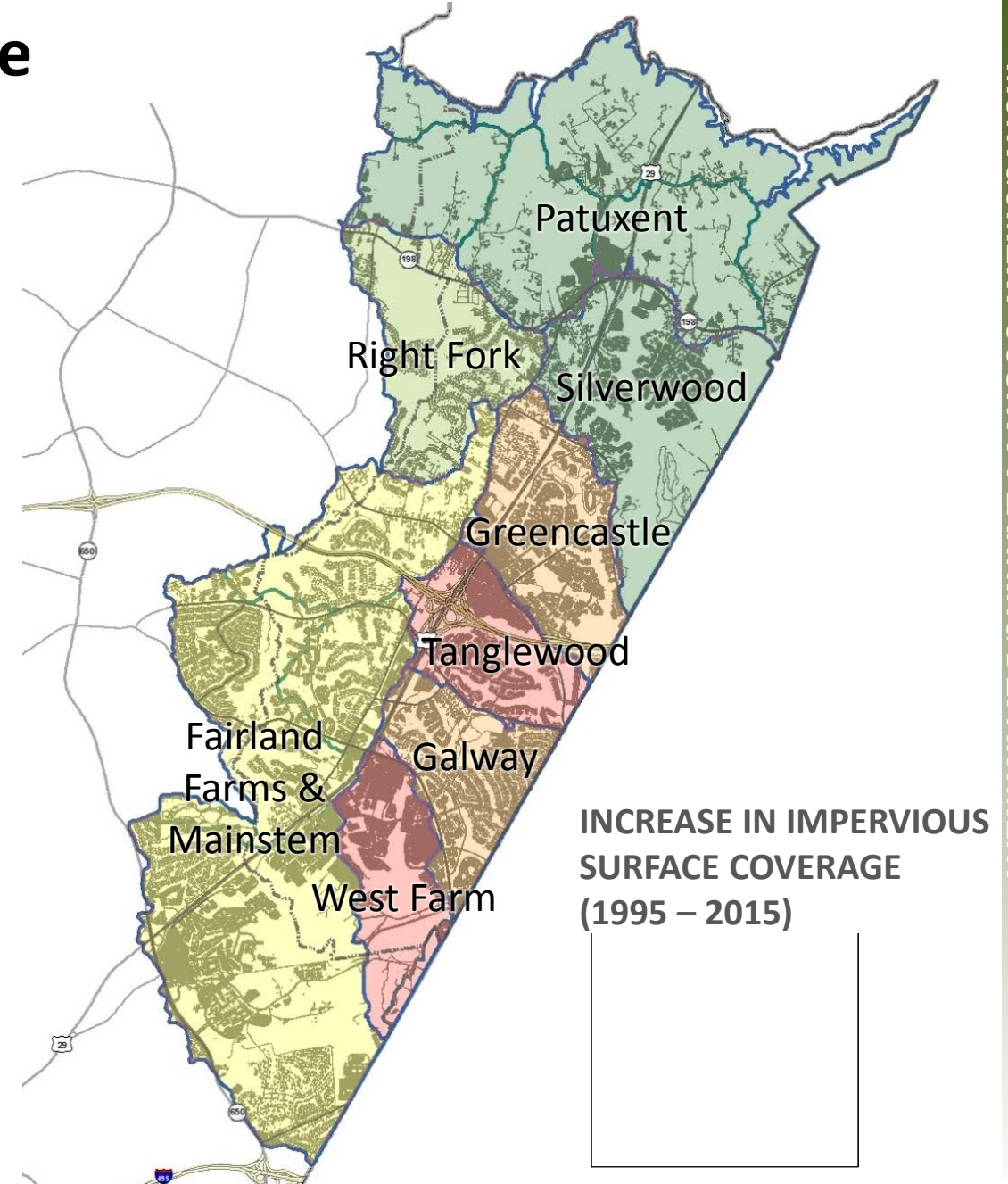
- Patuxent River PMA (Kruhm Road)
 - Construction occurred mostly between 2009-2011.
 - Water quality continues to decline from good to fair following construction period.
- Upper Paint Branch SPA (Right Fork)
 - Construction occurred mostly between 2000-2005.
 - There are noticeable impacts from land development, but water quality appears to be partly recovering over time.



Source: Montgomery County Department of Environmental Protection

6. Environmental – Impervious Surface

- Plan calls to *'limit impervious surfaces as much as possible'* in subwatersheds not designated as environmentally sensitive.
- No quantitative target was suggested for actual implementation of the recommendation.
- Imperviousness of areas has increased overall, especially in areas with significant development activities.



Source: Montgomery County Planning Department

Key Takeaways from the Fairland Master Plan Reality Check

- The County followed through on public investment for parkland, recreational facilities, and schools.
- Retail and industrial space met plan expectations, but employment was significantly lower than projections.
 - The inconsistent measures of development (SF/FAR) vs. employment may be due to the Plan's use of different data sources to estimate holding capacities.
 - Without better documentation of methodologies and assumptions, data comparison is challenging. How can plans include more documentation to facilitate follow up assessments?

Key Takeaways from the Fairland Master Plan Reality Check

- Community connectivity was a key goal of the Plan, but the results were mixed. While some investments in sidewalks and bikeways were made, retail uses did not appear as connected as envisioned in the Plan.
- Many of the investments in the road network have been made and congestion is less than or as projected at many intersections.
- Environmental recommendations that lack specific goals have little impact on the outcome of reality.

Agenda

- Introduction to Master Plan Reality Check
- Analysis of 1998 Friendship Heights Sector Plan
- Analysis of 1997 Fairland Master Plan
- **Next Steps and Q&A**

Next Steps

- Refine analysis to look at conclusions and recommendations across all three plans studied
- Develop template for master plan monitoring
- Present consolidated set of findings

Q & A