

MEMORANDUM

June 13, 2013

TO: Planning, Housing, and Economic Development Committee
FROM: Glenn Orlin, ^{GO}Deputy Council Staff Director
SUBJECT: Chevy Chase Lake Sector Plan—fiscal and economic impact; transportation issues

Councilmembers: Please bring your copy of the Draft Sector Plan to this worksession.

This memorandum addresses the Executive Branch's fiscal and economic impact analyses and the transportation elements in the Planning Board's Draft Plan. Some purely technical corrections will be made to the final document, but they are not identified in this memorandum.

1. Fiscal impact. The Office of Management and Budget's Fiscal Impact Analysis (©1-2) quantifies the County Government's capital and operating costs due to the proposed development. OMB identifies three categories of projects costing about \$98.3 million. Two of them—the portions of the Purple Line and Capital Crescent Trail as they pass through the area—are regional projects that will be built whether or not Chevy Chase Lake redevelops. The third category includes several bikeways and sidewalks that serve the existing population and provide access to the Purple Line and Capital Crescent Trail. Among the projects for which a cost has been quantified, the only project that is needed because of the Plan's proposed development is the new north-south street that would connect Manor Road and Chevy Chase Lake Drive, which is estimated to cost \$15.1 million.

There are other potential projects that have not yet been scoped out, so no cost estimates have been generated. These include stormwater management for Coquelin Run, participation in the costs of providing affordable housing, and redevelopment of a County-owned garden apartment project, the acquisition of a half-acre park at Chevy Chase Lake apartments, and the undergrounding of utilities along Connecticut Avenue between Manor Road and Chevy Chase Lake Drive. OMB reports Montgomery County Public Schools' finding that no new school construction will be needed for the 114-263 new students that ultimately would be generated by the development in the Plan. County departments have reviewed the plan and do not see the need for a project to build or expand libraries, fire stations, recreation centers, or other County buildings in the vicinity.

2. Economic impact. The Department of Finance’s Economic Impact Analysis (©3-4) estimates that the development called for in the Plan would generate a negative cash flow to the County Government at either the “Enhance” or “Create” levels of development. Finance’s revenue/cost model shows a net inflow of about \$2.8 million annually with the current residential and commercial development, but this would become a \$1.5 million outflow under the “Enhance” scenario and a \$2.8 million outflow under the “Create” scenario.

This result is due to the components of the development under the two build options. In the “Enhance” scenario there would be 240 new multifamily units; the property tax generated per new household would be only \$1,537 annually, compared to \$5,662 annually from the existing housing stock, which includes a fairly even mix of single- and multi-family dwellings. Also, the “Enhance” scenario includes no new jobs, which are generally less costly to serve than the revenue generated from them.

The “Create” scenario carries this trend further. It would produce another 1,076 units beyond the “Enhance” scenario, of which all but 15 would be multi-family. The “Create” scenario would generate 1,134 additional jobs, but the net revenue from this employment does not overcome the lower tax revenue from the new multi-family units.

Of course, communities are not created with the sole purpose of maximizing tax revenue. If that were the case, the County policy would be merely to create opportunities for commercial and higher-end residential development. The results of the economic impact analysis show in dollar terms¹ the cost of creating a Chevy Chase Lake community with a mix of income levels.

3. Land use/transportation balance. A theme running through much of the public hearing testimony is that traffic in Chevy Chase Lake is too heavy, and that the proposed development will only make it worse. This is one of the key issues in this plan, because any master plan should have a balance between its proposed land use and its proposed transportation network and services. For more than two decades this “balance” has been defined as what would be needed to meet the current adequate public facilities (APF) requirements as described in the Subdivision Staging Policy (formerly the Growth Policy). Achieving this balance in a plan is not an academic exercise: if a plan is not balanced, then at some point in the future a proposed master-planned development will be unable to proceed because it will have no means to meet the APF requirements.

The 2012-2016 Subdivision Staging Policy (SSP) revised the policy area and local area transportation tests, effective January 1, 2013. Late last fall the Council agreed that the revised methodology would apply to any draft plan brought forward subsequent to January 1; the Chevy Chase Lake Sector Plan is the first such plan. The Final Draft had been developed under the prior set of requirements, so its “balance” calculations were based on Policy Area Mobility Review (PAMR) and the prior Local Area Transportation Review (LATR) methodology. Over the past few months Planning staff and its consultants have conformed this analysis to the Transportation Policy Area Review (TPAR) and the new LATR methodologies.

Meeting the TPAR requirements proves not to be an issue for Chevy Chase Lake. TPAR is measured over the entirety of the Bethesda-Chevy Chase Policy Area (the area south of the Beltway,

¹ The Economic Impact Analysis was prepared by Finance’s appropriately monikered Allison Dollar.

west of Rock Creek, north of the District of Columbia, and east of the Potomac River) and the Chevy Chase Lake Sector Plan is but a very small portion of it. Planning staff notes that though the B-CC Policy Area is near the roadway adequacy threshold based on TPAR testing of the build-out of adopted plans by the year 2040, this Sector Plan, even under the “Create” development scenario, would not cause the B-CC Policy Area to fall below the TPAR roadway adequacy threshold for urban policy areas (i.e., 40% ratio of forecast speed to uncongested speed).

Meeting the LATR requirements, however, is another matter entirely. Planning staff calculates that all four of the major intersections in the Sector Plan area (Connecticut Avenue/Jones Bridge Road/Kensington Parkway, Connecticut Avenue/Manor Road, Connecticut Avenue/East-West Highway, and East-West Highway/Jones Mill Road/Beach Drive) will exceed 1,600 Critical Lane Volume (CLV)—now measured as 1.00 volume/capacity (V/C) under the new Highway Capacity Manual (HCM) method—by wide margins in one or both peak hours. Significantly, *three of the four intersections are forecast to fail even with the completion of the intersection improvements at Connecticut Avenue/Jones Bridge Road, the opening of the Purple Line, and no additional development approved in Chevy Chase Lake.* Only the Connecticut Avenue/Manor Road intersection would not fail under this “no development” scenario.

Theoretically there are four ways—singly, or in some combination—that the Sector Plan can be brought into balance: (1) assume a higher non-auto-driver mode share (NADMS); (2) reduce the level of proposed development; (3) loosen the LATR standard for intersections; and (4) increase traffic capacity. As noted at the March 18 worksession, increasing the NADMS from 21% to 36% for peak-period trips *to* the area and from 18% to 49% for trips *from* the area are very ambitious assumptions, especially for an area surrounding a transit hub that is not a Metro Station. For example, the anticipated 36% NADMS to Chevy Chase Lake is in the same range as the current NADMS for Bethesda CBD (35%), White Flint (39%), Friendship Heights (37%), and Silver Spring CBD (42%), all of which have Metro stations. On the other hand, the Purple Line station would be only 3 and 6 minutes away, respectively, from the Bethesda and Silver Spring Metro Stations, with easy transfers at each end. Furthermore, the upgraded Capital Crescent Trail will provide an even better commuter route for bikers to and from Chevy Chase Lake than it does today. In this context, the Planning Board’s NADMS assumptions for Chevy Chase Lake are plausible. In any event, since development-generated traffic is only a small part of the overall traffic in Chevy Chase Lake, the NADMS would have to be raised substantially higher to make a dent in problem.

Similarly, reducing the proposed development will also have relatively little impact on bringing the plan in balance, because new development’s contribution to the traffic problems in Chevy Chase Lake is so little in the first place. Therefore, Council staff has devoted its efforts to identifying further intersection improvements that would have modest impacts, and identifying a new standard for intersections near light rail and BRT stations.

LATR standard for areas around selected light rail and BRT stations. For nearly two decades the Growth Policy and SSP have featured Metro Station Policy Areas (MSPAs), which are areas of roughly a half-mile radius around most Metro stations. The Council has set the LATR standard for MSPAs at 1,800 CLV (now, under the most recent SSP, a volume/capacity ratio of 1.13), allowing more traffic congestion than the larger policy areas surrounding them. The rationale is that the faster and

more reliable transit service afforded by Metrorail provides a superior travel option to commuting in mixed traffic, so lesser accommodations need to be made for drivers.

The same rationale can be applied to areas around light rail and bus rapid transit (BRT) stations, so establishing a more congestion-tolerant standard around Chevy Chase Lake in the area around its light rail station is a logical extension of the MSPA construct. However, neither the Purple Line nor any of the master-planned or yet-to-be-master-planned BRT lines would provide the capacity of Metrorail, so any loosening of the standard should be less than for an MSPA.

The SSP should not recognize the more congestion-tolerant standard around a transitway station until the Purple Line or BRT line were programmed for completion. So, for the time being, the LATR standard for the Chevy Chase Lake area would remain at 1,600 CLV, or 1.00 volume/capacity (V/C). However, for measuring land use/transportation balance for Chevy Chase Lake, Council staff believes it is appropriate to assume a future with a looser standard, especially under the “Create” scenario.

The decision whether or not to assume an eventual looser LATR standard for Chevy Chase Lake must be considered in a countywide context. The same issue is being faced currently in the Lyttonsville and Long Branch Sector Plans, and it has implications for areas surrounding Corridor Cities Transitway stations in the Great Seneca Science Center, as well as other planned nodes of development around BRT stops. If the Council decides to employ this new construct, it would only make sense that it be incorporated into the SSP once one of these lines is programmed for construction.

Council staff recommends the following:

- **Subject to the conditions noted below, the LATR standard for intersections within a half-mile of a Purple Line station or a BRT station should be 100 CLV (or its HCM equivalent) higher than its “home” policy area. For Chevy Chase Lake, this means that the intersections at Connecticut Avenue/Jones Bridge Road/Kensington Parkway, Connecticut Avenue/Manor Road, and Connecticut Avenue/East-West Highway would have a 1700 CLV (1.06 V/C) standard, since they are within a half-mile of the Purple Line station. The new standard would *not* apply to the East-West Highway/Jones Mill Road/Beach Drive intersection, which is well more than a half-mile away. It would have to continue to meet the current Bethesda-Chevy Chase Policy Area LATR standard of 1600 CLV (1.00 V/C). Elsewhere, for example, the intersections around the Corridor Cities Transitway in the R&D Village Policy Area would have a standard of 1550 CLV (0.97 V/C) instead of the current 1450 CLV (0.91 V/C) standard.**
- **The new standard would apply only in the vicinity of those stations planned for a significant increase in development.** Just as the 1800 CLV MSPA standard does not apply in the vicinities of the Forest Glen and Takoma Metro Stations—because the County has not planned major redevelopment there—the new standard should not be applied around those Purple Line and BRT stations not planned for such redevelopment.
- **The new standard would go into effect only when the Purple Line or BRT Line is “countable” under the SSP.** In Chevy Chase Lake it would not go into effect under the “Enhance” scenario, but it would under the “Create” scenario.
- **Where a Purple Line or BRT station is within an MSPA, the MSPA standard of 1800 CLV (1.13 V/C) would apply.** For example, the area around a BRT station in the Bethesda CBD

MSPA—at Battery Lane, say—the 1800 CLV (1.13 V/C) standard would apply, and not be increased to 1900 CLV (1.19 V/C).

Intersection improvements. The four intersections noted above all include a State highway on two or more of their legs. Council staff, after working with the State Highway Administration, M-NCPPC staff and their consultants, suggests the following improvements, which are summarized in the table on ©5:

- Connecticut Avenue/Jones Bridge Road/Kensington Parkway. Even with the improvements currently under construction, this intersection would still fail under the “Enhance” option: 1.12 V/C in the morning peak and 1.07 V/C in the evening peak. An action that would bring this intersection close to the standard would be to prohibit right-hand turns from SB Kensington Parkway to WB Jones Bridge Road; instead, residents of North Chevy Chase wishing to proceed west on Jones Bridge Road would do so by accessing Jones Bridge Road from one of the neighborhood streets further east. This prohibition would reduce the future congestion at this intersection to 1.01 V/C in the morning peak and 1.02 V/C in the evening peak. While this would be marginally worse than the standard, the Council has approved other plans when the results are this close to the standard—most recently, in the Kensington Sector Plan.

Under the “Create” scenario the morning and evening volume/capacity ratios would be 1.14 and 1.09, respectively. With the aforementioned turn prohibition the future congestion levels would change to 1.03 and 1.04, respectively, within the proposed 1.06 standard.

- Connecticut Avenue/Manor Road. Under the “Enhance” option this intersection will work tolerably in morning peak (0.90 V/C) but fail marginally in the evening peak (1.02 V/C). This problem can be addressed without any construction. Currently Manor Road has two WB approach lanes: an exclusive left-turn lane and a combination through/right-turn lane. If the signal phasing were adjusted to include a protected WB left-turn phase, then the V/C ratios would be 0.84 in the morning and 1.00 in evening, the latter just within the standard.

Under the “Create” scenario the morning and evening volume/capacity would be 0.98 and 1.12, respectively. If the through movement were combined into the left-turn lane instead, then the V/C ratios would be 0.93 in the morning and 1.01 in evening, well within the proposed standard.

- Connecticut Avenue/East-West Highway. This is the most problematic intersection in the Sector Plan area. Under the “Enhance” option it will operate at 1.20 V/C in the morning and 1.10 V/C in the evening. Two changes to this intersection would improve it dramatically, however:

Add a third left-turn lane from EB East-West Highway to NB Connecticut Avenue. The additional lane can be created by using a 3.5'-wide section of pavement striped off between the gutter and the outside EB lane, a 2.5'-wide section of pavement striped off between the gutter and the outside WB lane, and shaving less than 1' from each of the existing 6 travel lanes; the lanes could then be restriped to provide sufficient width for a third left-turn (EB-to-NB) lane. Therefore, the existing curbs would not have to be moved back.

Add a fifth lane from the north on Connecticut Avenue. Currently there are four lanes approaching the intersection from the north: a left-turn lane to EB East-West Highway, two SB lanes, and a combination through/right-turn lane. Under this proposal, in the morning the cross-section would include: the left-turn lane to EB East-West Highway (toward Silver Spring), three SB lanes, and an exclusive right-turn lane from SB Connecticut Avenue to WB East-West Highway (toward Bethesda). However, in the evening the cross-section would be: two left-turn lanes to EB East-West Highway, two SB lanes, and a combination through/right-turn lane from SB Connecticut Avenue to WB East-West Highway.² The dynamic lane assignment would be controlled by overhead electronic signs, as on Colesville Road north of the Silver Spring CBD. There is room to create this additional lane by reducing the grass strip between the curb and the sidewalk on both the east and west sides of Connecticut Avenue in the segment between East-West Highway and Club Drive, and by narrowing the SB through lanes to match the narrower width of the receiving lanes south of East-West Highway.

By adding a lane on each of these two legs and dynamically assigning the lanes on the north leg, under the “Enhance” option the intersection will work tolerably in morning peak (0.99 V/C) but fail marginally in the evening peak (1.02 V/C). Under the “Create” scenario the morning and evening volume/capacity would be 1.03 and 1.06, respectively, near or at the proposed 1.06 V/C standard.

- East-West Highway/Jones Mill Road/Beach Drive. Currently there are two lanes heading into the intersection from the north: a left-turn lane to EB East-West Highway (toward Silver Spring), and a combination through/right-turn lane. Without further improvement under the “Enhance” option, this intersection will operate satisfactorily in the morning peak (0.88 V/C) but fail in the evening peak (1.03 V/C). Adding a second left-turn lane from SB Jones Mill Road to EB East-West Highway would make the intersection operate satisfactorily in both the morning and evening peak: 0.86 and 0.95 V/C, respectively.

Under the “Create” scenario, the intersection will operate satisfactorily in the morning peak (0.91 V/C) but fail badly in the evening peak (1.14 V/C). With the improvement, however, the congestion level would be within the standard in both peaks: 0.88 in the morning and 0.97 in the evening. Recall that the LATR standard would not be loosened for this intersection, since it is more than a half-mile away from the Purple Line station.

An important point is that this entire intersection lies within Rock Creek Park. This does not preclude the improvement, but it does mean it should be expected that the park system will need to be compensated with land of equal or greater value. Later in this packet Council staff will recommend a specific form of compensation.

As noted above, Council staff reviewed these improvements with the State Highway Administration, who would have jurisdiction over all of them. While SHA noted it can support these projects as long-term improvements within the context of potential Sector Plan recommendations, inclusion of these recommendations should be balanced with potential right-of-way impacts and long-term vision for the corridor.

² A similar solution was acknowledged by the Council for the Connecticut Avenue/Plyers Mill Road intersection to achieve land use/transportation balance in the Kensington Sector Plan.

As demonstrated, these intersection improvements are needed regardless of the proposed development in either the “Enhance” or “Create” scenarios. Nevertheless, the Plan could note that some of these would be implemented only as a last resort if traffic congestion still languishes even after the Purple Line and any new development proposed in this plan. This is the approach the Council took in adopting the Great Seneca Science Corridor Master Plan: it relied on the Corridor Cities Transitway and a high NADMS to address traffic issues, but the Plan included four grade-separated interchanges in the fourth (and last) stage, and then only if traffic congestion still warranted them at that point in the future. In that context, Council staff would urge that the turn prohibition from Kensington Parkway to WB Jones Bridge Road and/or the widening on the north leg of the Connecticut Avenue/East-West Highway intersection be implemented only as a last resort.

Council staff recommendation: Include the above intersection improvements in the Sector Plan, but note that the proposed turn prohibition from Kensington Parkway to WB Jones Bridge Road and the widening on the north leg of the Connecticut Avenue/East-West Highway intersection be implemented in the long term and only as a last resort. With these improvements, and with the adoption of the 1700 CLV (1.06 V/C) standard for the three Connecticut Avenue intersections, the “Create” scenario will be in land use/transportation balance.

4. Redevelopment of Chevy Chase Lake Shopping Center under the “Enhance” option. The Council heard several pieces of testimony challenging the notion that either of the two redevelopment proposals for the Chevy Chase Land Company’s shopping center would generate less traffic than what would be generated by the subdivision that was approved in 2005. The approved subdivision allows for 74,356sf of office and 174,016sf of retail. The two proposed scenarios both call for 120,000sf of retail (including a grocery) plus either: (1) 708 high-rise residential units, or (2) 598 high-rise units and a 140-room hotel.

The Planning Board and staff reviewed this issue as it deliberated on the Plan (see ©6-10). The staff applied the trip generation rates identified in the February 2012 LATR and PAMR Guidelines manual, which is used as the basis for all traffic studies.³ The summary of the AM and PM weekday peak-hour trips generated for each scenario are:

Peak-Hour Trips Generated

| | AM In | AM Out | AM Total | PM In | PM Out | PM Total |
|---|-------|--------|------------|-------|--------|--------------|
| 2005 Plan: 74,356sf office 174,016sf retail | 303 | 200 | 503 | 503 | 548 | 1,051 |
| Scenario 1: 708 high-rise units 120,000sf retail | 196 | 290 | 486 | 428 | 359 | 786 |
| Scenario 2: 598 high-rise units 140-room hotel 120,000sf retail | 232 | 293 | 525 | 451 | 383 | 834 |

³ The manual does not include trip generation rates for hotels, for which Planning staff referred to the most recent ITE Trip Generation Manual.

Scenario 1 would generate 17 fewer trips in the morning peak hour and 265 fewer trips in the evening peak hour. Scenario 2 would generate 22 more trips in the morning peak hour and 217 fewer trips in the evening peak hour.

The residential components of Scenarios 1 and 2 generate somewhat more traffic than the office component they would replace, but the reduction in retail is what translates into fewer trips generated overall. Another factor is the “internal capture rate”: the trips generated by Scenarios 1 and 2 are discounted a bit in acknowledgement that mixing residential and retail uses results in some trips that will be made by walking from home to the store rather than driving on the street system. Even without this discount, however, Scenarios 1 and 2 generate somewhat fewer trips overall:

Peak-Hour Trips Generated, without Internal Capture Rate Discount

| | AM In | AM Out | AM Total | PM In | PM Out | PM Total |
|------------|-------|--------|------------|-------|--------|--------------|
| 2005 Plan | 303 | 200 | 503 | 503 | 548 | 1,051 |
| Scenario 1 | 202 | 299 | 501 | 509 | 427 | 936 |
| Scenario 2 | 242 | 305 | 547 | 530 | 451 | 981 |

5. Bikeways and sidewalks. The Draft Plan calls for a host of bikeways and sidewalks. Most of the major highways, arterials, and primary residential streets in the area have sidewalks; the exceptions are portions of Jones Mill Road and East-West Highway heading into and through Rock Creek Park. The proposed bikeway plan is on ©11; superimposed over it are those streets with sidewalks.

A significant addition to this network is a shared-use path (SP-82) in part of Coquelin Parkway. Coquelin Parkway is a 100-150’-wide right-of-way of an unbuilt street. It runs from the intersection of Jones Bridge and Manor Roads southeast across the Georgetown Branch right-of-way to the eastern terminus of Chevy Chase Lake Drive; from that point it goes nearly due east where it connects to Jones Mill Road and Rock Creek Park. (See the land shaded in violet on page 30 of the Sector Plan, and also ©12.)

The Final Draft calls for a hard-surface shared-use path from the Jones Bridge Road/Manor Road intersection to the east end of Chevy Chase Lake Drive; it would pass under the Purple Line and Capital Crescent Trail (CCT), but would also have a connecting path to the CCT so to provide better access to it from the surrounding neighborhoods. (SP-82 would also have a connection to the west end of West Coquelin Terrace.) The Final Draft does not continue SP-82 east to Jones Mill Road and the proposed bikeway (a signed shared roadway) there; the concern is that this section of Coquelin Parkway is entirely in a flood plain and is more environmentally sensitive. Instead, the Final Draft calls for a natural surface pedestrian path there.

Council staff recommendation: Extend planned SP-82 east to Jones Mill Road, but have the Plan recognize that its feasibility is conditioned on a more detailed study. This would be a useful connection for bicyclists coming from Beach Drive and headed to Chevy Chase Lake; the alternative would be to climb the hill on the Jones Mill Road shared signed roadway and access the CCT at that point. However, if environmental and construction concerns are sustained by a more detailed study, then this segment of the right-of-way should include the natural surface pedestrian path recommended by the Planning Board.

In either instance, the Coquelin Parkway right-of-way will become more actively used in the future, primarily for recreation purposes. It is appropriate, then, that it become part of the County's park system and no longer an unbuilt street right-of-way. If its use is to be encouraged the land will need to be maintained and policed to a much higher degree than the County Government does now. The right-of-way connects to Rock Creek Park already. It can also be a form of compensation to the Parks Department for the small strip needed for the second left-turn lane at the Jones Mill Road/East-West Highway/Beach Drive intersection. Finally, as parkland, it can provide comfort to property owners abutting the right-of-way that a road will never be built within it. **Council staff recommendation: Designate the Coquelin Parkway right-of-way to be added to the park system.**

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OFFICE OF MANAGEMENT AND BUDGET

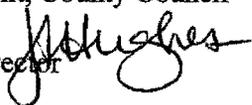
Isiah Leggett
County Executive

Jennifer A. Hughes
Director

MEMORANDUM

March 13, 2013

TO: Nancy Navarro, President, County Council

FROM: Jennifer A. Hughes, Director 

SUBJECT: Fiscal Impact Analysis for the Chevy Chase Lake Sector Plan

The Office of Management and Budget (OMB) has reviewed the Planning Board's staff draft *Chevy Chase Lake Sector Plan* and has determined there are various capital improvement program and operating budget fiscal impacts to the County. These impacts are detailed in the attached OMB-prepared Fiscal Impact Statement.

If you have any questions, please contact Matt Schaeffer, Office of Management and Budget, at 240-777-2751.

JAH:ms

Attachment

c: Kathleen Boucher, Assistant Chief Administrative Officer
Lisa Austin, Offices of the County Executive
Joy Nurmi, Special Assistant to the County Executive
Patrick Lacefield, Director, Public Information Office
Mike Coveyou, Department of Finance
Alex Espinosa, Office of Management and Budget
Amy Wilson, Office of Management and Budget
Matt Schaeffer, Office of Management and Budget

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County Capital and Operating Cost Estimates
Assumed to be Incurred as a Result of the
Chevy Chase Lake Sector Plan
3/13/2013

| Project | Description | Cost Estimate (\$) |
|--|--|--------------------|
| Road Construction and Improvements | <ul style="list-style-type: none"> • New street from Chevy Chase Lake Drive to Manor Road including bridge and 600 feet of roadway [\$15.104 million] • 2.5 miles of bikeways [\$1.494 million] • 1.8 miles of shared use path [\$3.170 million] • 3,600 feet of sidewalk upgrade [\$0.715 million] • Other projects: cycle track and intersection/pedestrian study [\$0.348 million] | 20,830,688 |
| Capital Crescent Trail Construction | <ul style="list-style-type: none"> • Projected cost of the Capital Crescent Trail as presented in the Plan. This portion of the trail is included in the current CIP schedule for the Capital Crescent Trail. • \$49.5 million currently in schedule for CIP project Capital Crescent Trail (#501316) • \$17.5 million required is currently in the Capital Crescent Trail PDF (#501316) | 17,500,000 |
| Purple Line Costs | <ul style="list-style-type: none"> • Purple Line construction costs from limits given in Plan (Newdale to Jones Mill Road) [\$80.0 million] • Purple Line construction costs are presumed to be funded by both state and federal funds. | 60,000,000 |
| Subtotal Capital Improvement Projects | | 98,330,688 |

| Project | Description | Cost Estimate (\$) |
|--|--|--------------------|
| DPS | <ul style="list-style-type: none"> • DPS expects additional workload in the area of building permit review, site plan inspections, zoning, and construction complaints for the 5.5 million square feet of commercial space outlined in the plan. • DPS cannot provide a cost estimate at this time, but will revisit cost estimating as the plan progresses, especially after the approval of the Purple Line. | TBD |
| DEP | <ul style="list-style-type: none"> • DEP expects future costs associated with stormwater management in the area of the plan (i.e. Coquellin Run), but will need to reassess as the development progresses. • Costs will depend on the density of residential/non-residential properties and corresponding Stormwater Management requirements. | TBD |
| DHCA | <ul style="list-style-type: none"> • DHCA may participate in development through the financing of affordable housing; however, cost estimates are not available. • The County owns a garden apartment project in the plan area and redevelopment may be possible if the density called for in the plan materializes. | TBD |
| Subtotal Operating Budget Impacts | | TBD |

| | |
|----------------------------|-------------------|
| Total Cost Estimate | 98,330,688 |
|----------------------------|-------------------|

Notes and Assumptions

• The following departments reported no fiscal impacts associated with the Chevy Chase Lake Sector Plan:

Department of General Services (DGS), Department of Recreation (REC), Department of Economic Development (DED), Department of Health and Human Services (HHS), Montgomery County Libraries (LIB), Fire and Rescue Services (FRS)

• The Department of Police reported no significant fiscal impacts but have requested the ability to reassess needs as development escalates

• MCPS confirmed the Chevy Chase Lake Sector Plan will not result in new school construction but will provide the following increase to school density: Low Estimate: 114 Students High Estimate: 263 Students [Elementary: 42 to 97; Middle: 33 to 76; High School: 39 to 90]

• Cost projections for the following projects were not available to include in this fiscal impact statement:

M-NCPPC: Acquisition and other costs for half-acre park at Chevy Chase Lake apartments

DOT: Underground utilities for redevelopment of Connecticut Ave. between Chevy Chase Lake Drive and Manor Ave and an expansion of the Bethesda Transportation Management District (TMD) to include Chevy Chase Lake

2

Economic Impact Analysis for Chevy Chase Lake Sector Plan

Summary: Below is an economic impact scenario that attempts to show existing development, and the maximum development that could follow from the enactment of the Chevy Chase Lake Sector Plan as shown in the Planning Board Draft (PBD). It is based on the County's Economic Development Fund Fiscal Impact Model, and represents a broad-brush look at the higher level revenues and expenditures, rather than being all-inclusive. The figures do not include additional CIP expenditures, which are in a separate document. Assumptions are shown on the second page.

| Estimated Existing Residential and Commercial | "Enhance" - Estimated New Multifamily Residential, Commercial Development As Shown in Planning Board Draft | "Create" - Estimated New Multifamily Residential and Commercial Development As Shown In the Planning Board Draft |
|---|--|--|
|---|--|--|

THE NEW DEVELOPMENT

| | | | |
|--|---------------|----------------|---------------|
| Estimated Commercial Real Property | \$47,085,900 | (\$19,449,668) | \$82,206,970 |
| Estimated Value of Personal Property | \$4,708,590 | (\$486,242) | \$8,220,697 |
| Estimated Residential Real Property | \$744,620,503 | \$36,781,481 | \$177,604,799 |
| Real Property Tax rate at location | \$1.003 | \$1.003 | \$1.003 |
| Personal Property Tax rate at location | \$2.509 | \$2.509 | \$2.509 |
| Number of Jobs | 1,177 | - | 1,134 |
| Average Salary Per Job | \$71,475 | \$71,475 | \$71,475 |
| Income Tax per primary job | \$1,830 | \$1,830 | \$1,830 |

DEMOGRAPHICS

| | | | |
|-----------------------------------|-------|-----|-------|
| Households | 1,319 | 240 | 1,076 |
| Population | 3,271 | 650 | 2,668 |
| Schoolchildren | 528 | 106 | 430 |
| College Students | 90 | 18 | 73 |
| Number of jobs generated | 1,177 | - | 1,134 |
| % of Jobs County Residents | 60% | 60% | 60% |
| Net new jobs are County residents | 706 | - | 681 |

REVENUES

| | | | |
|-----------------------------------|---------------------|------------------|--------------------|
| Property Tax Revenues | | | |
| From Commercial | \$590,410 | (\$207,280) | \$1,030,793 |
| From Housing | \$7,468,544 | \$368,918 | \$1,781,376 |
| Income Tax Revenues | \$5,636,555 | \$474,274 | \$4,789,358 |
| Energy & Telephone Taxes | \$471,433 | \$45,327 | \$675,530 |
| Other Job Related Revenues | \$45,281 | \$0 | \$43,640 |
| Other Population Related Revenues | \$296,487 | \$128,818 | \$529,055 |
| Total County Revenues | \$14,508,710 | \$810,057 | \$8,849,752 |

COSTS OF COUNTY SERVICE

| | | | |
|-----------------------------------|---------------------|--------------------|---------------------|
| Population related costs | \$3,601,787 | \$715,419 | \$4,442,686 |
| Job related costs | \$214,339 | \$0 | \$206,567 |
| Schoolchildren costs | \$7,186,139 | \$1,438,317 | \$6,137,201 |
| College student costs | \$714,267 | \$141,874 | \$881,024 |
| Total County Service Costs | \$11,716,532 | \$2,295,610 | \$11,667,478 |

TOTAL ECONOMIC IMPACT

| | | | |
|------------------------------|--------------------|----------------------|----------------------|
| (Revenues Less Costs) | \$2,792,178 | (\$1,485,553) | (\$2,817,726) |
|------------------------------|--------------------|----------------------|----------------------|

Assumptions:

1. Personal property tax rate is 2.5% for Enhance phase and 10% for Create phase
2. Average Salary is based on 2010 Median Household Income for District 1 From Council Districts by the Numbers
3. Jobs per square foot standards provided by M-NCPPC Retail: 1 job per 400 sf
4. Civic and Institutional development potential not factored in this analysis because of no imminent plans for expansion at this time per Lerch, Early and Brewer, Chtd.
5. Enhance and Create phases include assumption of luxury Multifamily development.
6. Multifamily in Existing Phase reflects the assessment of Newdale Mews Apts. Multifamily in Enhance and Create reflect the average assessment of Topaz and Rosdale Park.
7. Average Household size is based on data for District 1 From Council Districts by the Numbers
8. MCPS schoolchildren represent 40% of each average Household (per FY13 budget)
9. 2.7% of population is Montgomery College students (per FY13 budget)
10. Montgomery residents are 60% of the jobs created.

Capacity Analysis Results

AM (PM)

| | Intersection | No Build | | With Improvements | | Improvement Evaluated |
|-----------|-----------------------------------|----------------------|----------------------|----------------------|----------------------|---|
| | | CLV | HCM v/c | CLV | HCM v/c | |
| "Enhance" | MD 185 and Jones Bridge Rd | 1717 (1611) | 1.12 (1.07) | 1570 (1570) | 1.01 (1.02) | Prohibit turn from SB Kensington Pkwy to WB Jones Bridge Rd |
| | MD 185 and Manor Rd | 1390 (1660) | 0.90 (1.02) | 1390 (1660) | 0.84 (1.00) | Change in signal phasing - include protected WB left turn phase |
| | MD 185 and MD 410 | 1905 (1861) | 1.20 (1.10) | 1545 (1657) | 0.99 (1.02) | Additional EB left lane on MD 410. Dynamic lane assignment on SB MD 185 - additional right turn lane in the AM peak/left turn lane in the PM peak |
| | MD 410 and Jones Mill Rd/Beach Dr | 1430 (1664) | 0.88 (1.03) | 1430 (1459) | 0.86 (0.95) | Additional left turn lane on SB Jones Mill Rd to EB East-West Hwy |
| "Create" | MD 185 and Jones Bridge Rd | 1745 (1646) | 1.14 (1.09) | 1617 (1604) | 1.03 (1.04) | Prohibit turn from SB Kensington Pkwy to WB Jones Bridge Rd |
| | MD 185 and Manor Rd | 1502 (1762) | 0.98 (1.12) | 1424 (1609) | 0.93 (1.01) | Lane reassignment from left turn lane and shared right/through lane to right turn lane and shared through/left lane |
| | MD 185 and MD 410 | 1928 (1867) | 1.25 (1.19) | 1563 (1671) | 1.03 (1.06) | Additional EB left lane on MD 410. Dynamic lane assignment on SB MD 185 - additional right turn lane in the AM peak/left turn lane in the PM peak |
| | MD 410 and Jones Mill Rd/Beach Dr | 1406 (1699) | 0.91 (1.14) | 1406 (1481) | 0.88 (0.97) | Additional left turn lane on SB Jones Mill Rd to EB East-West Hwy |

For the "Create" scenario, the thresholds are set at CLV of 1700 and v/c of 1.06 for locations within 1/2 mile of proposed Purple Line stations and CLV of 1600 and v/c of 1.00 for all other locations. Values that exceed these thresholds are bolded.

5

Attachment 4: Trip Generation and Land Use Mix at the Shopping Center Site

An issue that was raised at the Planning Board public hearing for the Chevy Chase Lake Sector Plan Public Hearing Draft involved assumptions and methodology that was used in the analysis to determine alternative densities that were generally equivalent to the existing approved density at the Chevy Chase Lake Shopping Center site, comparing individual site trip generations.

The trip generation estimates for the existing Chevy Chase Lake development approved density (page 93 of the Sector Plan Public Hearing Draft) as well as proposed alternative density mixes (Scenario 1 and Scenario 2, on pages 94 and 95 of the Sector Plan Public Hearing Draft) were based on trip generation rates included in three documents – the *Montgomery County Local Area Transportation Review (LATR)/Policy Area Mobility Review (PAMR) Guidelines* (for the retail, office and residential uses) and *Institute of Transportation Engineers (ITE) Trip Generation Manual* (for the hotel use) and its companion document, the *Trip Generation Handbook*.

The office, retail, and residential trip generation rates included in the *LATR/PAMR Guidelines* are based on a Montgomery County Trip Generation Rate Study completed for the Planning Board by Douglas and Douglas, Inc. in August 1989. The trip generation rates that were developed as part of this study was based on data collected locally within Montgomery County and was first incorporated in County's LATR Guidelines in October 1990. These rates have remained in the Guidelines since 1990. The ITE Trip Generation manual and the Trip Generation Handbook are currently the most authoritative documents on all aspects of trip generation in the traffic engineering and transportation planning industry. It is noted that the most recent 9th edition of Trip Generation represents trip generation rates for a total of 172 land uses. The LATR/PAMR Guidelines recommend using trip generation rates based on local data for uses that are included in the Guidelines (which typically is the industry recommendation – use trip generation rates based on local data to the extent possible) and using ITE Trip Generation data where local data is not available.

The PM peak-hour trip generation calculation in tables included in the Public Hearing Draft also use a 40% "pass-by"¹ or "diverted/linked"² trip rate for retail uses proposed on the site. The LATR/PAMR Guidelines does not include "pass-by" or "diverted/linked" percentages for general retail use, but recommends obtaining "pass-by and internal trip capture" rates from the ITE Trip Generation Handbook. The 1989 Douglas and Douglas, Inc. study (as noted above, which formed the basis for trip generation rates in the Guidelines) included average observed "pass-by" plus "diverted/linked" trip percentages for neighborhood centers (less than 100 KSF size) and community centers (100-200 KSF size) in the range of 58% and 44%, respectively. The September 2010 Fehr & Peers, "Montgomery County Transportation Impacts of Neighborhood-Scale Retail Analysis Final Report", documents survey of retail customer travel patterns at nine sites (3 distinct uses at three different locations each) in Montgomery County and reports "pass-by" percentages ranging between 27% and 57%, with an average percentage of 45%. In addition, the ITE Trip Generation Handbook documents an average "pass-by" trip percentage of 34% for typical shopping centers (ITE Land Use Code 820; with the remaining 40% being "primary" and 26%

¹ Pass-by trips are made as intermediate stops on the way from an origin to a primary trip destination without a route diversion. Pass-by trips are attracted from traffic passing the site on an adjacent street or roadway that offers direct access to the site. Pass-by trips are not diverted from another roadway. (Source: ITE Trip Generation Handbook)

² Diverted/linked trips are trips that are attracted from traffic on roadways within the vicinity of a site but that require diversion from that roadway to another roadway to gain access to the site. These trips would travel on roadways adjacent to the site that do not have direct access to the site. (Source: ITE Trip Generation Handbook)

being “diverted/linked” trips) and an average “pass-by” trip percentage of 36% for typical supermarkets (ITE Land Use Code 850; with the remaining 26% being “primary” and 38% being “diverted/linked” trips). Considering the above, a “pass-by” and “diverted/linked” percentage of 40% is considered as a reasonable upper-level planning level “pass-by” and “diverted/linked” percentage for use in traffic studies or other assessments.

Finally, the trip generation calculation for the two alternative scenarios with the mix of land uses proposed on the site includes some percentage deduction for “internal trip capture”, which is the percentage of peak-hour trips that will be captured internally within a “mixed-use development” (consisting of neighborhood retail, a grocery store, mix of residential types, office, parks/trail, and future light-rail transit), that will stay within the development. The internal trip capture calculations included in the Public Hearing Draft reflect procedures and recommendations included in a February 2010 publication³ by the Texas Transportation Institute for mixed-use developments. As used in the density conversion analyses included in the Public Hearing Draft, the internal trip capture rate for the AM peak-hour is 3% for Scenario 1 and 4% for Scenario 2, and for the PM peak-hour is 16% for both Scenario 1 and Scenario 2⁴.

As shown in analyses presented on pages 93-95, the substantial shift in development density achieved under both alternative Scenario 1 and Scenario 2 incorporate all of the above factors. As seen in the analysis, the existing approved office (74,356 SF) and retail (174,016 SF) density generates a high number of trips given the high trip generation rates associated with office and retail uses. While office trips are predominantly inbound in the AM peak-hour and outbound in the PM peak-hour, retail trips are in general evenly split between inbound and outbound trips. Given the high trip rates (and therefore higher trip generation) associated with retail use, the existing approved density for the site establishes a high trip cap for the site. In comparison, under both alternative Scenarios 1 and 2, the retail density is reduced by 30% to 120,000 SF; additional density is made up with residential only in Scenario 1 and with residential/hotel density in Scenario 2. Though the bulk of the density addition on the site under either scenario will be made up by residential density proposed on the site, in comparison to retail and office uses, the residential uses would generate substantially less peak-hour trips. As a result, and with incorporation of “internal trip capture” rates as described above, the trip generation estimates for the proposed densities under Scenario 1 and 2 will not exceed the trip generation estimate for the approved density.

³ Internal Trip Capture Estimator for Mixed-Use Developments, Brian S. Bochner and Benjamin R. Sperry, Texas Transportation Institute. Report No. FHWA/TX-10/5-9032-01-1

⁴ The Public Hearing Draft Scenario 2 internal trip capture rate for PM peak-hour shows an earlier iteration of internal capture rate calculation that resulted in the rate being 15% rather than 16%.

Given the steep slopes at each of the potential locations, an accessible route would require significant switch-back pathways. An accessible route would be further complicated by the narrow width of the right-of-way extensions (about 20 feet).

Community Correspondence

Since the July 16, 2012, Planning Board meeting, staff and the Planning Board have received correspondence from interested parties. We have attached the correspondence received (attachment 3). The correspondence is grouped by property owner, civic/neighborhood organization, and individual.

Attachments

1. Chevy Chase Land Company Trip Distribution Calculations for Chevy Chase Lake Shopping Center

Chevy Chase Lake

Trip Generation Table for Existing Approved Plan

| Land Use | Amount | Unit | AM Peak Hour | | | PM Peak Hour | | |
|--------------------------------|----------|------|--------------|------------|------------|--------------|------------|--------------|
| | | | In | Out | Total | In | Out | Total |
| Office | 74,356 | S.F. | 103 | 15 | 118 | 22 | 105 | 127 |
| Retail | | | | | | | | |
| Approved Additional + Existing | 174,016 | S.F. | 200 | 185 | 385 | 801 | 739 | 1,540 |
| Pass-By Reduction | 0% / 40% | | - | - | - | (320) | (296) | (616) |
| Subtotal | | | 200 | 185 | 385 | 481 | 443 | 924 |
| Approved Future | | | 303 | 200 | 503 | 503 | 548 | 1,051 |

Formulas Used*

| | | AM | PM |
|--------|---------|------------------------------|-----------------------|
| Office | Total = | 1.7 (GFA/1000) - 8 | 1.44 (GFA/1000) + 20 |
| Retail | Total = | 0.25 [7.43 (GLA/1000) + 247] | 7.43 (GLA/1000) + 247 |

*All Formulas from LATR

Chevy Chase Lake
 Trip Generation Table for Scenario I

| Land Use | Amount | Unit | AM Peak Hour | | | PM Peak Hour | | |
|------------------------------------|-----------------|-------|--------------|------------|------------|--------------|------------|--------------|
| | | | In | Out | Total | In | Out | Total |
| Additional Approved Program | | | | | | | | |
| Residential | | | | | | | | |
| high rise | 708 | Units | 54 | 162 | 216 | 154 | 99 | 253 |
| Retail + Grocery | 120,000 | S.F. | 148 | 137 | 285 | 592 | 547 | 1,139 |
| <u>Pass-By Reduction</u> | <u>0% / 40%</u> | | - | - | - | (237) | (219) | (456) |
| | | | 148 | 137 | 285 | 355 | 328 | 683 |
| Subtotal (Retail + Residential) | | | 202 | 299 | 501 | 509 | 427 | 936 |
| Internal Capture Rate | | | 3.00% | 3.00% | 3.00% | 16.00% | 16.00% | 16.00% |
| Proposed New Trips | | | 196 | 290 | 486 | 428 | 359 | 786 |
| Approved Plan | | | 303 | 200 | 503 | 503 | 548 | 1,051 |

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Formulas Used*

| | | AM | PM |
|-------------------------|---------|------------------------------|------------------------|
| Office | Total = | 1.7 (GFA/1000) - 8 | 1.44 (GFA/1000) + 20 |
| Retail | Total = | 0.25 [7.43 (GLA/1000) +247] | 7.43 (GLA/1000) +247 |
| Residential (high rise) | Total = | 0.29 (# of units) + 11 | 0.34 (# of units) + 12 |

*All formulas from LATR

Chevy Chase Lake

Trip Generation Table for Scenario 2

| Land Use | Amount | Unit | AM Peak Hour | | | PM Peak Hour | | |
|---|-----------------|-------|--------------|------------|------------|--------------|------------|--------------|
| | | | In | Out | Total | In | Out | Total |
| Additional Approved Program | | | | | | | | |
| Residential -high rise | 598 | Units | 46 | 138 | 184 | 131 | 84 | 215 |
| Hotel | 140 | Rooms | 48 | 30 | 78 | 44 | 39 | 83 |
| Retail + Grocery | 120,000 | S.F. | 148 | 137 | 285 | 592 | 547 | 1,139 |
| <u>Pass-By Reduction</u> | <u>0% / 40%</u> | | - | - | - | (237) | (219) | (456) |
| | | | 148 | 137 | 285 | 355 | 328 | 683 |
| Subtotal (Retail + Residential + Hotel) | | | 242 | 305 | 547 | 530 | 451 | 981 |
| Internal Capture Rate | | | 4.00% | 4.00% | 4.00% | 15.00% | 15.00% | 15.00% |
| Proposed New Trips* | | | 232 | 293 | 525 | 451 | 383 | 834 |
| Approved Plan | | | 303 | 200 | 503 | 503 | 548 | 1,051 |

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Formulas Used

| | | AM | PM |
|-------------------------|---------|------------------------------|-----------------------|
| Office | Total = | 1.7 (GFA/1000) - 8 | 1.44 (GFA/1000) + 20 |
| Retail | Total = | 0.25 [7.43 (GLA/1000) +247] | 7.43 (GLA/1000) +247 |
| Residential (high rise) | Total = | 0.29 (# of units) +11 | 0.34 (# of units) +12 |
| Hotel** | Total = | 0.56 (# of rooms) | 0.59 (# of rooms) |

*The proposed development with Hotel option results in AM peak hour trips to exceed approved plan trip cap

**Hotel formulas come from ITE, Land Use 310. Everything else is from LATR.

BIKEWAY CLASSIFICATIONS



11





COQUELIN PARKWAY RIGHT-OF-WAY

12

PHED Committee #1B
June 17, 2013

MEMORANDUM

June 13, 2013

TO: Planning, Housing, and Economic Development (PHED) Committee

FROM: Marlene Michaelson, ^{MM} Senior Legislative Analyst

SUBJECT: Chevy Chase Lake Sector Plan

This is the Planning, Housing, and Economic Development (PHED) Committee's second worksession on the Chevy Chase Lake Sector Plan. A separate memorandum from Glenn Orlin addresses the transportation issues in the Plan. This memorandum addresses staging and all specific properties. A meeting on June 24 will address community facilities and any follow-up issues.

Attached at © 1 to 2 is a crosswalk chart prepared by the Planning Department Staff, with Planning Staff and Planning Board recommendations for Chevy Chase Lake that display where the Planning Board split on key decisions. The map on © 3 identifies communities within the Plan area, and the diagram on © 4 identifies property owners for the Town Center properties. Answers to questions posed by Council Staff and Committee Members at the first worksession in March are attached at © 5 to 15.

Councilmembers should bring their copy of the Plan to the meeting.

GENERAL LAND USE RECOMMENDATIONS

The Plan uses the terms "preserve", "enhance", and "create" to describe 3 development goals: to **preserve** the existing residential neighborhoods and restore Coquelin Run, to **enhance** the quality of life and connectivity by promoting pedestrian-oriented mixed-use development in the Town Center, and to **create** new choices in the Chevy Chase Lake Town Center with new opportunities for local shopping, housing, public spaces, and transit. The creation of new opportunities would occur with a second Sectional Map Amendment (SMA).

| DEVELOPMENT LEVELS IN CHEVY CHASE LAKE | | | | |
|---|--|------------------------|-------------------------------|------------------------------|
| | | | Proposed | |
| | Existing and Approved Development | Zoning Capacity | “Enhance” (Cumulative) | “Create” (Cumulative) |
| Commercial (sf) | 470,859 | 497,111 | 342,487 | 609,000 |
| Residential, Single-Family (DU) | 603 | 1208 | 603 | 618 |
| Residential, Multifamily (du) | 716 | 1134 | 1,473 | 2,153 |
| Civic and Institutional | 336,537 | n/a | 851,537 | 851,537 |
| TOTAL (sf) | 2,126,396 | n/a | 2,270,024 | 4,231,537 |
| Note: The proposed commercial and residential development levels are based on the proposed zoning, estimates of the maximum potential area of each property, and assumptions about the distribution of density between commercial and residential uses. | | | | |

Several of the key recommendations in the Sector Plan resulted in split 3-2 Planning Board votes, and Council received testimony supporting Planning staff recommendations on certain issues. The chart on © 1 to 2 indicates where there was a split vote.

Two Sectional Map Amendments

The Plan recommends that only some of the properties be rezoned at this time via a Sectional Map Amendment (SMA), with a second SMA to be timed with Purple Line funding. The Council has frequently staged development in a master plan to ensure that major transportation facilities are funded before allowing new development to proceed, but it has always rezoned all of the property immediately after the master plan is completed. The underlying assumption is that the facilities will be funded at some future point, although timing may be uncertain. One rationale for delaying part of the zoning would be if the Council believes there is a significant risk that a major facility may never be funded. If the zoning has already occurred and a decision is later made to not build the facility, the Council may need to downzone properties, a difficult and typically controversial endeavor. The prospect of Purple Line funding appeared questionable a few months ago but, with the passage of the increase in the state gas tax, now appears more likely. Whatever approach the Council adopts, it would be preferable, to the extent possible, to treat all master plans that rely on the Purple Line in the same manner; however, the Planning Board did not recommend two SMAs for the Takoma Langley Sector Plan, which instead used the more traditional staging approach.

The Council received strong support in public testimony for the zoning approach recommended by the Planning Board and received no testimony in opposition. Page 20 of the Plan shows a map of the properties that would be rezoned immediately, and page 21 shows a map of the properties that would be rezoned after funding of the Purple Line.

The greatest problem with this approach is that there would be a new Planning Board and County Council by the time the triggers for the second SMA are met. **Staff believes it would be highly**

unlikely for either the Planning Board to recommend or the Council to adopt an SMA for a Sector Plan adopted by an earlier Board and Council.¹ Therefore, Staff believes that the Council would require a new Sector Plan and would have to add this to the workprogram. It is very likely that each of the most contentious issues will be debated again. This could significantly delay the rezoning. In addition, with the passage of time and the construction of projects in the first phase, there could be additional pressure to increase densities beyond those recommended in the Planning Board Draft. The prospect of a second SMA and a new master plan provides uncertainty regarding future zoning decisions – for those who advocated higher densities and perhaps even more so for those who advocated constraining density.

The Committee may want to consider whether a more traditional staging approach that has been used in most master plans (including Takoma/Langley, Great Seneca Science Corridor, White Flint, and numerous other plans) would be preferable and provide more certainty regarding zoning, while still delaying development until the Purple Line is funded.

SPECIFIC PROPERTIES

Each of the specific properties in the Sector Plan is addressed below, beginning with those on the east side of Connecticut Avenue. Staff notes that two property owners have submitted significant changes to their proposed development since the Committee last met, and those changes are addressed below (and a third submitted changes just prior to the printing of this packet). The Sector Plan addresses many of the properties in two different locations in the Plan – first in the section that addresses enhancements to existing zoning, and then again in the section entitled “Create” that discusses recommendations for the second SMA. Staff found it difficult to follow and understand the recommendations for each property with this format, and recommends that the final adopted plan describe the recommended zoning for each property (both stages) in one location.

8401 Connecticut Avenue

Page in Sector Plan: 56

Existing Zoning: C-1, I-1, and R-30

Proposed Zoning First SMA: No change from existing zoning

Proposed Zoning Second SMA: CRT 4.0, C 4.0, R 4.0, H 150

Plan Recommendations: This property is in three separate zones that allow convenience commercial along Connecticut Avenue, light industrial along the Capital Crescent Trail, and low-density multi-family residential along Chevy Chase Lake Drive. The site currently has a 13 story (150 feet) office tower, with an attached two-story commercial building and a separate parking garage. The Plan recommends CRT zoning with a 150-foot height limit closest to Connecticut Avenue and a 125-foot height limit on the eastern part of the site. The Plan indicates that “the highest priority must be redevelopment of the existing office building, the design of which is incompatible with the Plan’s urban design goals.” The Plan recommends that no development occur on the eastern portion of the

¹ To Staff’s knowledge, the Council has never adopted an SMA to implement the recommendations of a master plan adopted by a prior Council. In fact, the Council has a policy of ensuring that it will proceed with a master plan near the end of its 4 year term only if there is sufficient time for that same Council to also adopt the SMA.

site until the current office building has been redeveloped, to ensure that the new zoning encourages redevelopment, rather than just the addition of another building.

Testimony: The property owner supports the Plan's recommendations for this property. Several of those who testified indicated that they believe the County should never have allowed a 150-foot office building at this location and that it is incongruous with the surrounding development. Some supported the Planning Staff recommendations to limit height to less than the height of the current building (70 feet in the original Staff Draft and 120 feet for the revised recommendations).

Staff Comments: The Plan's emphasis on the need to redevelop the existing office building appears to have widespread support, but Staff believes that if the Council supports testimony asking for a height less than that of the current building, it could reduce the likelihood that redevelopment will occur. The only circumstances under which someone would tear down an existing building and replace it is if the income from the new building will be significantly greater than the income from the existing building AND the cost of demolishing and rebuilding a new building (including lost rental income during demolition and construction). This is difficult under the best circumstances and therefore the Planning Board frequently recommends an increase in density on a property when the goal is redevelopment. Placing constraints on the site (including lowering the height) that reduce potential income could further decrease profitability and the chance of redevelopment. Jacob Sesker will be available at the worksession to address questions the Committee may have regarding the financial viability of different options for this site.

To encourage redevelopment, Staff supports the Planning Board recommendation. Since the maximum density allowed for either residential or commercial uses in the CRT zone is 3.5 FAR (and this limit is not recommended to change with the zoning ordinance rewrite), Staff recommends that the Sector Plan list the second stage zoning as CRT 4.0, C 3.5, R 3.5, H 150.

Chevy Chase Lake Apartments (HOC Property)

Page in Sector Plan: 57

Existing Zoning: R-30

Proposed Zoning First SMA: No change

Proposed Zoning Second SMA: CRT 1.5, C 0.25, R 1.5, H 100 and CRT 1.5, C 0.25, R 1.5, H 65

Plan Recommendations: The Montgomery County Housing Opportunities Commission (HOC) owns 68 rental garden apartments and provides approximately one-quarter as affordable housing. The Sector Plan recommends a rezoning that will allow approximately 335 units (see © 7). To transition between the taller buildings along Connecticut Avenue and the lower existing residential buildings at the end of Chevy Chase Lake Drive, the Plan recommends stepping down in building height with a maximum height of 100 feet on the western portion of the site and 65 feet on the eastern portion of the site (see page 59, areas 7 and 8). It also recommends the development of a new Urban Park to be owned and operated by the M-NCPPC Department of Parks.

Testimony: The Council received testimony from the HOC requesting that the Council increase the floor area ratio (FAR) from 1.5 to 3.5 for Parcel 7 (see map on page 59) to allow them to build 400 units. They have also asked that their rezoning occur as part of the first SMA. Just prior to finalizing this memorandum, Staff received a proposal with alternative recommendations for this site. Staff has not had the opportunity to review it but will do so before the Committee meeting. The Council also

received testimony supporting the Planning Department Staff recommendations for lower height and densities (see © 1 for Planning Staff recommendation).

Staff Comments: Staff believes that a 3.5 FAR is far too dense for a property not bordering Connecticut Avenue and agrees with Planning Department Staff that the increase in number of units from 68 units to 335 provides a great enough incentive to encourage redevelopment (see © 7 to 8). The Planning Board determined that the only projects that should be allowed to proceed in the first SMA are those that have approved development plans (or alternative development that would not increase traffic over the amount that would be generated by the approved plan) and two areas where they believe the impact on traffic will be minimal (Newdale Mews and Howard Hughes). They did not include the HOC property due to the significant increase in the number of units.

Pending Staff's review of the alternative proposal, Staff supports the Planning Board's zoning recommendations for this property. As a general matter, Staff does not believe master plans should determine whether future parks should be public or private, since the factors by which this is determined have changed over time and could change again in the future, particularly if the financial resources of the Department of Parks increase or decrease.

Chevy Chase Lake East Shopping Center

Page in Sector Plan: 31

Existing Zoning: C-1, C-2, and R-30

Proposed Zoning First SMA: CRT 2.0, C 2.0, R 2.0, H 80 and CRT 2.0, C 1.0, R 2.0, H 150

Proposed Zoning Second SMA: Same as First SMA

Plan Recommendations: The Chevy Chase Lake East Shopping Center is recommended to be rezoned to allow mixed-use development, "where housing is built above offices, shops and restaurants, bringing in more people to create mutually supportive and sustainable land use relationships". The Plan recommends these changes to keep Chevy Chase Lake as primarily residential, with the opportunity for ground floor retail and public use space. The Plan recommends a 70-foot height limit for the area along Manor Road and the eastern part of the site (up to 80 feet if a hotel is built at the corner of Connecticut Avenue and Manor Road) and 150 feet on the portion of the site adjacent to Connecticut Avenue and the Purple Line Station.

Testimony: The Council received testimony from the property owner and some groups and individuals supporting the Planning Board recommendations, and a more significant amount of testimony objecting to the height recommended by the Planning Board and supporting the Planning Staff recommendations to limit height (a maximum of 90' in the original Staff Draft, modified to a Staff recommendation for a maximum of 120 feet). Some correspondence also objected to the shift in land use from a combination of retail and office to a combination of retail and residential.

Since the first PHED worksession, the property owner has submitted a new proposal that would limit the maximum height to 130 feet while still preserving the same amount of open space they have proposed (16% instead of the 10% required under the CRT zone). The property owner believes that reducing the height below 130 feet will mean that they can no longer provide the same amount of open space and instead would limit it to the amount required by the zone. They further believe that any further reduction in height or density would compromise the financial viability of the project.

Staff Comments: While some who testified hoped that the Council would lower the height at 8401 Connecticut Avenue and then reduce heights on other properties as well, for reasons described above, Staff does not recommend reducing the height at 8401 Connecticut. Staff notes there is also another tall building in the Sector Plan area (the 160-foot senior residential building). Staff believes that the visual impact of these taller buildings will be softened if they are not isolated, but if there is a gradual increase in height from adjacent buildings. Staff believes that the revised proposal's recommendation for 130 feet limit tapering to 70 feet will be an appropriate transition from the existing 150-foot building. Reducing the height further would not lessen the impact of new residents and businesses on the existing community, but would lessen the open space and lead to wider, less defined buildings, potentially compromising the design and aesthetics. In addition, the property owner has stated that heights between 90 and 120 feet are not financially feasible. Jacob Sesker will be available at the worksession to answer Committee questions about the financial viability of different options.

There have been numerous questions regarding the impact of changing the likely land use from a combination of retail and office to retail and residential. (Staff uses the word "likely" because the proposed zone would allow the property to develop entirely residential (since it allows the full 2.0 to be developed residential) or to develop up to 50% commercial, which could be retail or office.) The most significant concern expressed in testimony was the impact on traffic. As the memorandum from Glenn Orlin indicates, the new proposal would result in less traffic than the approved preliminary plan. In addition, residential development continues the emphasis on having this area be primary residential, with retail to serve local residents.

To ensure that there is ground floor retail, at least on the corner of the site closest to the Purple Line, Staff recommends reducing the **residential** FAR to 1.75 and setting the zoning on this part of the property as CRT 2.0, C 1.0, R 1.75, H 130.

Chevy Chase Lake West Shopping Center

Pages in Sector Plan: 36 and 54

Existing Zoning: C-1

Proposed Zoning First SMA: CRT 1.0, C 0.75, R 0.25, H 35

Proposed Zoning Second SMA: CRT 2.0, C 1.0, R 2.0, H 70

Plan Recommendations: The Plan recommends changing the zoning from single use commercial to mixed-use, and allows additional residential height and density in the second SMA while still focusing on an appropriate transition to the single-family neighborhood to the west.

Testimony: The property owner supports the zoning recommended for this property. The Council did not receive any other testimony specific to this property.

Staff Comments: Staff supports the Sector Plan recommendations.

Loughborough Place Parking Lot

Pages in Sector Plan: 36 and 54

Existing Zoning: R-90 (parking lot by special exception)

Proposed Zoning First SMA: No change

Proposed Zoning Second SMA: RT-15

Plan Recommendations: The Plan recommends changing the zoning in the second stage to allow the parking lot to redevelop as townhomes and provide a transition between the higher density zoning in the shopping center to the east (discussed above) and the single-family residential neighborhood to the west.

Testimony: The property owner has requested CRN 1.25 zoning to provide flexibility to develop the property with either townhomes or low rise flats/garden units. The property owner is willing to cap height at 35 feet and also add language to the Sector Plan that discourages commercial uses at this location.

Staff Comments: The Council considered several properties in recent master plans that currently have parking lots that serve as the transition between higher density commercial uses and single-family residential neighborhoods (most notably in the Kensington Sector Plan). The Council determined that CRN was an appropriate transition zone between higher density uses and single-family detached homes, provided that height was limited to 45', density to 1.0 FAR, and the properties were required to be residential or have a residential appearance (e.g., professional offices in townhomes). Staff believes that there should be consistency in zoning approaches for properties that are so similar. (In Kensington, there were parking lots between higher density uses along Connecticut Avenue and single-family detached homes, making the circumstances virtually identical.) Staff also notes that the RT-15 zone is proposed to be eliminated as part of the zoning ordinance rewrite. Finally, Jacob Sesker has reviewed the financial implications of the recommended zoning and believes that RT-15 zoning on this property would not be financially feasible.

Staff supports the CRN zone for this property, but believes that CRN 1.25 is too dense and that CRN 1.0 is the appropriate density. The Sector Plan should also include similar language to that included in other sector plans regarding keeping uses residential or requiring a residential appearance. The Planning Board Draft recommends limiting height to 35', which is less than the 45-foot cap applied to other similar transition areas and less than the 40-foot height limit proposed for townhouse zones in the zoning ordinance rewrite. Since there has been no objection to this reduced height, Staff does not recommend any change at this time, but would not be averse to a small increase in height.

8402 Connecticut Avenue (Parkway Custom Drycleaning)

Pages in Sector Plan: 36 and 55

Existing Zoning: C-1

Proposed Zoning First SMA: CRT 1.0, C 0.75, R 0.25, H 35

Proposed Zoning Second SMA: CRT 2.0, C 0.5, R 2.0, H 70

Plan Recommendations: As with the Chevy Chase Lake West Shopping Center, the Plan recommends changing the zoning from single use commercial to mixed-use and allows additional residential height and density in the second SMA.

Testimony: None specific to this property.

Staff Comments: Support the Plan recommendations as submitted.

8500 Connecticut Avenue (Arman's Chevy Chase Service Station)

Pages in Sector Plan: 36 and 55

Existing Zoning: C-1

Proposed Zoning First SMA: CRT 1.0, C 0.75, R 0.25, H 35

Proposed Zoning Second SMA: CRT 2.0, C 0.5, R 2.0, H 70

Plan Recommendations: This property is between two other properties on the west side of Connecticut Avenue recommended for 70-foot heights and directly across the street from a property recommended for 150 feet. (See the triangular area number 4 on page 59.) As with the Chevy Chase Lake West Shopping Center and 8402 Connecticut Avenue, the Plan recommends changing the zoning from single use commercial to mixed-use and allows additional residential height and density in the second SMA, but indicates that the property is only likely to be able to achieve this density if it is assembled with other properties. This site is small and will be difficult to redevelop at the density recommended in the Sector Plan unless it is assembled. The Plan also notes that it will be difficult to accommodate parking on this site. The additional density and height could provide an incentive for assemblage. The Plan also indicates that development on this site should be designed to minimize the impact on the existing homes on Laird Place and Loughborough Place.

Testimony: The Council received testimony from several individuals and groups objecting to the proposed height under the second SMA for this property, since it is adjacent to a single-family home.

Staff Comments: Given that this property is on Connecticut Avenue between two other properties recommended for 70-foot zoning, Staff believes the Sector Plan's height recommendation for this property is appropriate, but unlikely to happen unless it is assembled with other properties. Although the Council has received testimony objecting to the height, Staff believes that a 70-foot residential building would be preferable to a gas station for the adjacent single-family home. Planning Staff answers to staff questions indicate that if an apartment building were designed to line Newdale Road, there would be approximately 60 feet between new development and the closest home to allow tree planting and other screening strategies (see © 11). The Sector Plan and Design Guidelines also stress compatibility. Staff supports the Plan recommendations.

Newdale Mews

Page in Sector Plan: 55

Existing Zoning: R-30

Proposed Zoning First SMA: CRT 1.25, C 0.25, R 1.25, H 45

Proposed Zoning Second SMA: CRT 1.25, C 0.25, R 1.25, H 55

Plan Recommendations: The Plan recommends additional height and density to allow the redevelopment of these garden apartments that are adjacent to the Purple Line. In the first SMA, the zoning would change to CRT 1.25 and height is limited to 45 feet. In the second SMA, height would

increase to 55 feet. Both the Plan and Design Guidelines include recommendations to provide compatibility with the single-family homes to the north.

Testimony: This property was the subject of extensive testimony. The Council received testimony in support of the Sector Plan recommendation from the property owner, the Bethesda Chevy Chase Chamber of Commerce (which advocated even greater height) and several of the existing tenants of the current garden apartments. The testimony indicated that the existing buildings had structural problems, that the grade of the area meant that the height of any reconstructed garden apartments would not appear as tall as if it were on a flat grade, and that the location (directly adjacent to the elevated portion of the Purple Line) made it an appropriate location for increased height and density. The Council also received testimony opposing the recommendation from the owners of the adjacent homes and groups who were concerned about compatibility with the existing single-family homes to the north. They recommend there be no change in zoning until the second SMA, that height be capped at 45 feet maximum, that the setback be set at a minimum of 50 feet, and that the Plan include additional requirements for landscape buffering.

Subsequent to the Committee worksession, the Council received a revised proposal from the property owner that would reduce the height from 5 stories to 4 stories and from 55 feet to 50 feet, provide landscaping and terracing, and provide setbacks of 35 to 50 feet (the CRT zone requires 25 feet). Planning Department Staff also addressed a variety of questions raised by Council Staff at the last worksession (see © 8 to 10). Among other information provided in their answers, they indicate that the Planning Board does not support the use of specific setbacks and that the buildings are nonconforming. If they need to be reconstructed for any reason, they could only be built to approximately 50% of the existing density.

Staff Comments: Staff believes that the owner's revised proposal, which reduces the recommended height to 50 feet, is preferable to the Planning Board recommendation for 55 feet. Although the neighbors have argued for 45 feet, Staff believes that the additional 5 feet will not be perceptible and could provide additional flexibility to increase setbacks.² Due to the grade on this site, the 50-foot height is likely to be comparable to the 45-foot height considered by the Council to be an appropriate transition between single-family detached homes and more intense uses.

The property owner has agreed to the community request to not allow redevelopment until the Purple Line is funded, but has asked for a unique staging mechanism that would allow him to obtain zoning during the first SMA, but would delay construction until the Purple Line is funded. Staff does not support having a special staging provision for a single property and therefore does not support this request and, instead, recommends that all redevelopment be delayed until the second stage. However, Staff also recommends that language be added to the Sector Plan indicating that an earlier change in zoning would be appropriate if there is a significant structural problem with the buildings that requires immediate attention.³

The property owner, Planning Board and neighbors all disagree on what the Plan should say about the setbacks. Although the Planning Board recommends performance standards and not specific setback

² A decision to cap heights requires a wider building, which potentially reduces setbacks. Similarly, increasing setbacks creates pressure to increase the building height to achieve the FAR.

³ Staff does not have the technical expertise to comment on whether the condition of the buildings will require redevelopment before the Purple Line is funded, but believes some flexibility should be provided if the property owner's concerns about the structure are warranted.

numbers, Staff believes that this issue is extremely important to the community and should be addressed here. However, requiring a mandatory 50-foot setback for the entire site appears to be too rigid and could, as indicated by the property owner, have the unintended consequences of preventing the buildings from undulating in concert with the single-family homes as recommended in the Planning Board's Design Guidelines. Staff supports the property owner's recommendation to have the Design Guidelines indicate that the setback should be between 35-50 feet, to be determined at site plan. This will provide the community the opportunity to comment on the setback during site plan hearings.

Staff supports ensuring that there is adequate buffering and terracing between the property and the homes to the north. As indicated at © 9, the Design Guidelines address this issue. Staff will work with Planning Department Staff to determine whether there should be any further changes to the language in the Sector Plan or the Design Guidelines to emphasize the importance of the buffering. The community has proposed specific language requiring a County certified arborist to be paid for by Newdale Mews and its neighbors. This language is inappropriate for a master plan (e.g., it is entirely possible that future neighbors of Newdale Mews would be satisfied with the review of an M-NCPPC arborist and unwilling to contribute to the cost of a private arborist).

Howard Hughes Medical Institute

Page in Sector Plan: 36

Existing Zoning: R-90

Proposed Zoning First SMA: LSC

Proposed Zoning Second SMA: No change

Plan Recommendations: The Sector Plan recommends changing the zoning to the LSC zone and amending the zone to allow Charitable and Philanthropic Institutions. The Plan recommends limiting development 0.5 FAR for administrative and conference uses and a height of 65 feet. (Additional uses are limited to accessory uses, such as housing and commercial uses, for HHMI staff and guests.)

Testimony: HHMI supports the Plan recommendations and believes it will accommodate their needs for growth in the future while protecting the surrounding residential areas. They have no plans to add to its campus in the near future, but are pleased that the Sector Plan provides them the flexibility to expand as needed over the next several decades and allow for a long-term presence in the County. They believe that their growth should not be linked to the Purple Line and note that historic traffic generation is 75 percent less than a similarly sized office complex.

Staff Comments: Staff supports the Sector Plan recommendations for this property. Since the zoning ordinance rewrite allows Charitable Institutions by right, Staff does not believe a text amendment is needed unless the adoption of the rewrite is delayed.

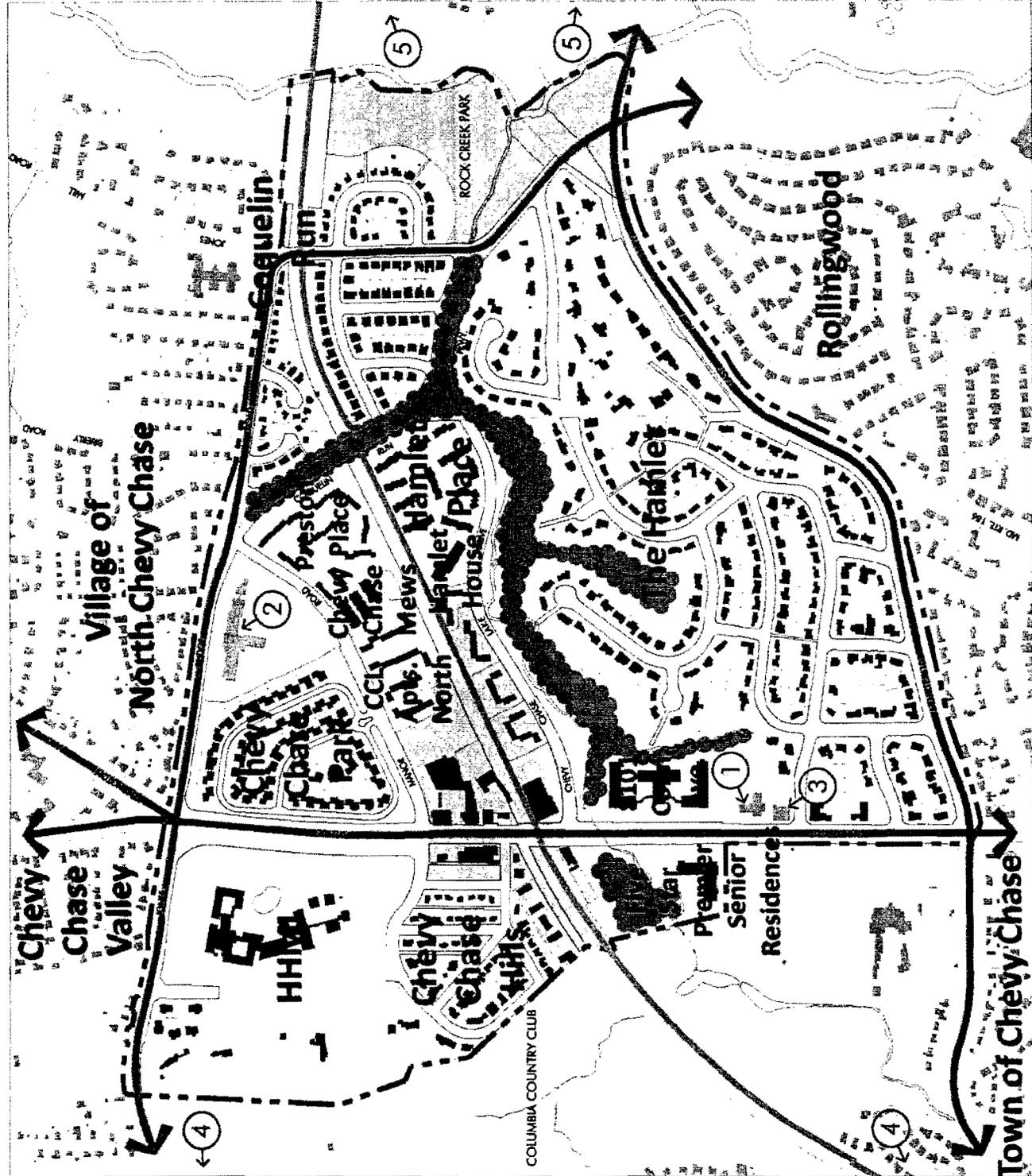
| Property | Issue | Staff Draft Recommendation | Revised Staff Recommendation | Planning Board Majority | Planning Board Minority |
|--|-----------------------------------|--|--|--|--|
| Chevy Chase Lake Shopping Center | building height | <ul style="list-style-type: none"> 70' along Connecticut Avenue and Manor Road 90' along the elevated Purple Line/Capital Crescent Trail | <ul style="list-style-type: none"> 80' for a hotel use at the corner of Connecticut Avenue and Manor Road 70' for all other uses along Connecticut Avenue and Manor Road 120' along the elevated Purple Line/Capital Crescent Trail | <ul style="list-style-type: none"> 80' for a hotel use at the corner of Connecticut Avenue and Manor Road 70' for all other uses along Connecticut Avenue and Manor Road, and along the elevated Purple Line/Capital Crescent Trail adjacent to the garden apartments 150' along the elevated Purple Line/Capital Crescent Trail adjacent to Connecticut Avenue | <ul style="list-style-type: none"> 80' for a hotel use at the corner of Connecticut Avenue and Manor Road 70' for all other uses along Connecticut Avenue and Manor Road, and along the elevated Purple Line/Capital Crescent Trail adjacent to the garden apartments 120' along the elevated Purple Line/Capital Crescent Trail adjacent to Connecticut Avenue |
| Chevy Chase Lake West Shopping Center | commercial density | Rezone from C-1 to CRT2.0, C0.5, R2.0, H70 | n/a | CRT2.0, C1.0, R2.0, H70 | CRT2.0, C0.5, R2.0, H70 |
| Newdale Mews | building height, density, phasing | Rezone from R-30 to CRT1.5, C0.25, R1.5, H45 after the Purple Line | CRT1.5, C0.25, R1.5, H55 (w/ design guidelines) after the Purple Line | <ul style="list-style-type: none"> CRT1.25, C0.25, R1.25, H45 (w/ design guidelines) before the Purple Line CRT1.5, C0.25, R1.5, H55 (w/ design guidelines) after the Purple Line | CRT1.5, C0.25, R1.5, H55 (w/ design guidelines) after the Purple Line |
| 8401 Connecticut Avenue (Chevy Chase Land Co. office building) | density and building height | Rezone from C-1, I-1, and R-30 to CRT2.0, C2.0, R2.0, H70 | CRT2.0, C2.0, R2.0, H120 | CRT4.0, C4.0, R4.0, H150 | CRT2.0, C2.0, R2.0, H120 |
| Chevy Chase Lake Apartments (HOC) | density and building height | Rezone from R-30 to CRT1.0, C0.25, R1.0, H65 | <ul style="list-style-type: none"> Rezone the western two lots to CRT1.0, C0.25, R1.0, H80 Rezone the eastern two lots to CRT1.0, C0.25, R1.0, H65 | <ul style="list-style-type: none"> Rezone the western-most lot to CRT1.5, C0.25, R1.5, H100 Rezone the other three lots to CRT1.5, C0.25, R1.5, H65 | n/a |

| | | | | | |
|--|------------------------------------|---|--|--|--|
| Howard Hughes Medical Institute (HHMI) | zoning | Not recommended for new zoning (HHMI did not participate in the plan process until after the staff draft went to press) | Rezone from R-90 to LSC with density phased in the sector plan: <ul style="list-style-type: none"> • 0.25 FAR before the Purple Line • 0.5 FAR after the Purple Line | LSC with 0.5 FAR before the Purple Line | LSC with density phased in the sector plan: <ul style="list-style-type: none"> • 0.25 FAR before the Purple Line • 0.5 FAR after the Purple Line |
| Chevy Chase Lake Shopping Center and the Chevy Chase Lake Apartments | Ownership of the recommended parks | The recommended parks should be owned by the Parks Department but operated and maintained by the developer. | n/a | <ul style="list-style-type: none"> • The park at the Chevy Chase Lake Shopping Center should be privately owned and operated • The park at the Chevy Chase Lake Apartments could be publicly or privately owned and operated | n/a |

COMMUNITY RESOURCE

Communities

- Sector Plan Boundary
- Coquelin Run Parkway Dedicated, Unbuilt
- Capital Crescent Trail
- Parkland
- Forest
- Town Center
- Bus Routes
- Library
- North Chevy Chase Elementary School
- Fire Station
- Bethesda
- Silver Spring



3

Howard Hughes
Medical Institute

Chevy Chase Lake West Shopping Center
(Chevy Chase Land Company)

Loughborough Place Parking Lot
(Chevy Chase Land Company)

Sunoco
(Amijan Brick)

Newdale
Mews
(Rob Bindeman)

Georgetown Branch ROW
(Chevy Chase Land Company)

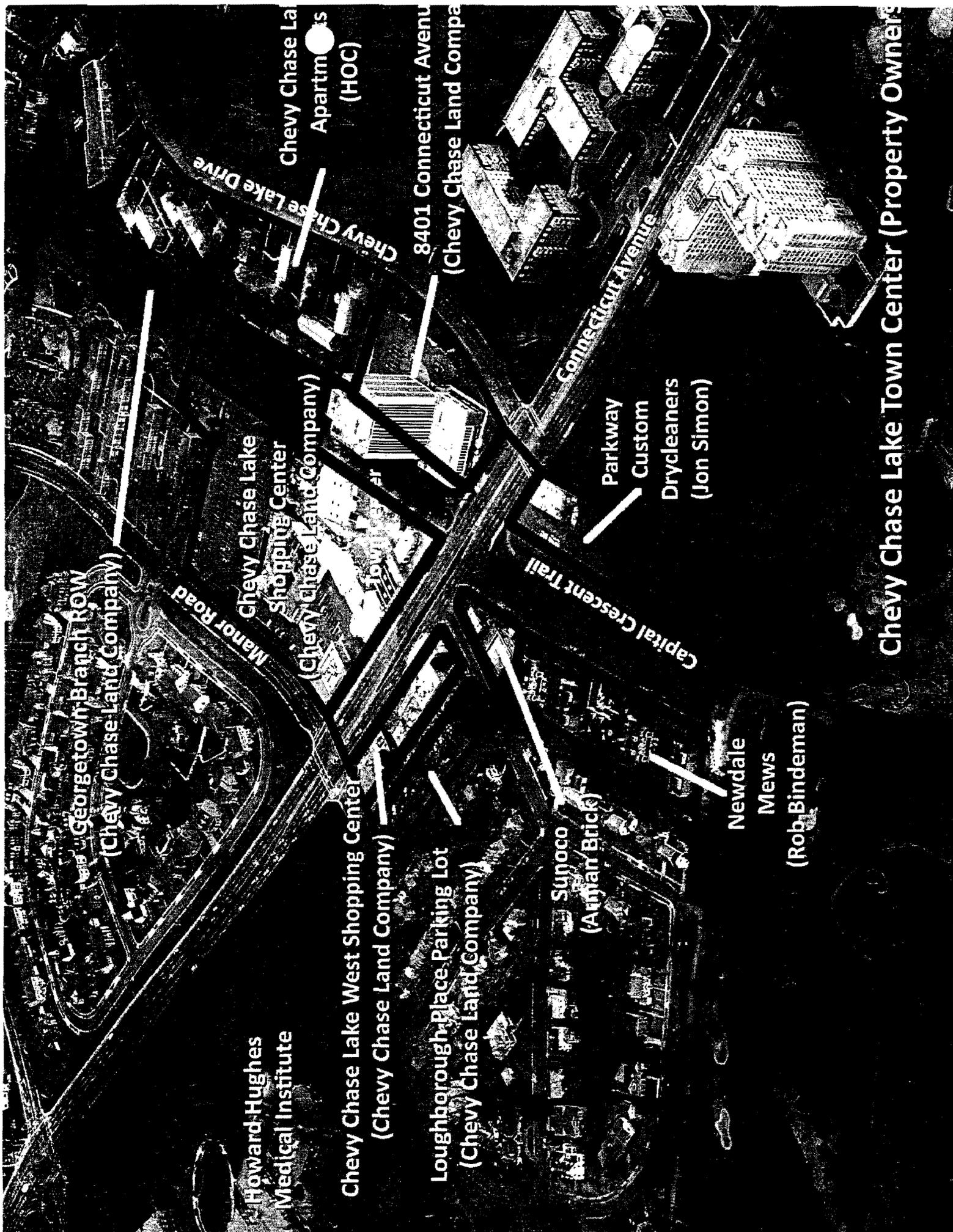
Manor Road
Chevy Chase Lake
Shopping Center
(Chevy Chase Land Company)

Chevy Chase La
Apartments
(HOC)

8401 Connecticut Avenue
(Chevy Chase Land Compa

Parkway
Custom
Drycleaners
(Jon Simon)

Chevy Chase Lake Town Center (Property Owners





MONTGOMERY COUNTY PLANNING BOARD

THE MARYLAND NATIONAL CAPITAL PARK AND PLANNING COMMISSION

OFFICE OF THE CHAIR

MEMORANDUM

June 3, 2013

TO: Councilmember Nancy Floreen, Chair
Planning, Housing and Economic Development (PHED) Committee
Montgomery County Council

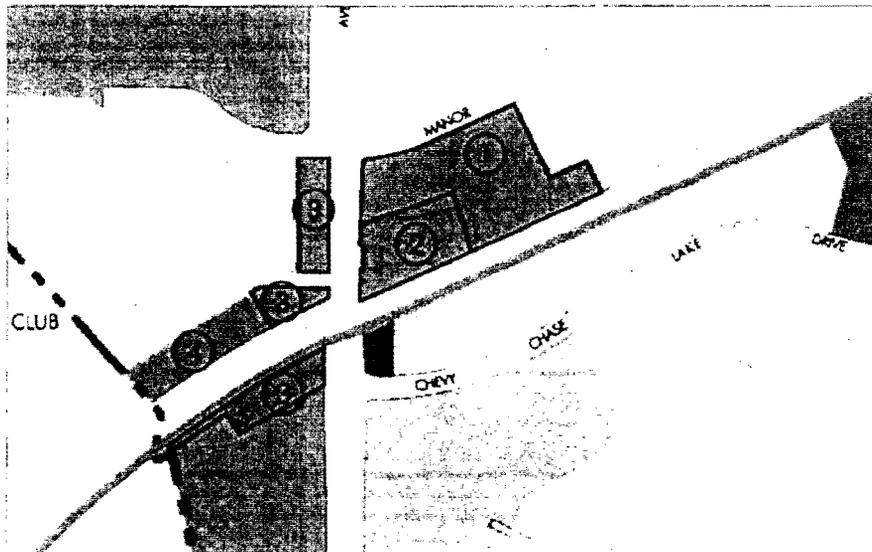
FROM: Françoise M. Carrier, Chair *FM*
Montgomery County Planning Board

SUBJECT: Chevy Chase Lake Sector Plan

1. Chevy Chase Lake Shopping Center

Is there a way to accommodate the same level of development on the Chevy Chase Lake Shopping Center property while restricting the height to less than a 150 foot maximum? Would this compromise public use space?

The Planning Board recommends rezoning the shopping center from the existing C-1, C-2, and R-30 to two new CRT zones. The zones allow the same amount of density, CRT 2.0, C 2.0, R 2.0, but allow different heights on different parts of the property (see illustration below). On the portion of the site marked "1", the maximum height is 80' (H 80), but only for a hotel use at the corner of Connecticut Avenue and Manor Road. Otherwise the text recommends a maximum height on area 1 of 70'. On the portion of the site marked "2", the Board recommends a maximum height of 150'.



Enhance (pre-Purple Line) zoning boundaries

In developing these recommendations, the Planning Board relied on preliminary design work undertaken by the owner of the shopping center. This schematic design locates

streets, blocks, buildings, open space, underground parking garages, and more. The analysis below is also based upon these preliminary designs.

To maintain the overall level of development across the shopping center site, restricting the maximum building height in area 2 would require the buildable area "lost" to the height reduction to be relocated. This buildable area could be accommodated in a number of ways:

- elsewhere on area 2, through a modified building and/or site design; or
- on area 1, with:
 - the height limit recommended by the Planning Board, through a modified building and/or site design; or
 - a greater height limit, over either a portion or the whole of area 1.

Regardless of where the density is relocated, the public use space would not be compromised. Under the CR zones, public use space is a requirement based primarily on the area of the site and not the area of the building on the site. Due to its size (over 8.5 acres), redevelopment of the shopping center – whether under the standard or optional method of development – will require 10% of the site as public use space. This public use space and other public amenities will be one the major elements to attract residents, businesses, and visitors to the development. The experience of the Planning Board is that the developers will maximize the quality of these amenities, independent of modest reductions in building height or density.

Does limiting height (or height and density) jeopardize the economic viability of redevelopment on this property?

Limiting the height and/or density on this site will likely impact the economic viability of the redevelopment of this property to a greater or lesser degree. Modest reductions in building height and/or density do not seem likely to put in jeopardy the fact of redevelopment of the shopping center, though significant limitation may impact the character of the development. During the Planning Board's public hearing, one of the owner's consultants explained that after a certain threshold, the economic yield of the development would be insufficient to pay for underground structured parking, and the structured parking would have to be above ground, thereby changing the dynamic of the site design and the way people would experience it.

How much commercial density is required on the site to accommodate the 74,356 sf. of office space and 174,016 sf. of retail uses included in the approved subdivision plan for the site?

The shopping center site has a gross tract area of about 375,000 sf. To accommodate the 248,372 sf. of commercial uses included in the existing approved subdivision plan, new zoning must have a minimum commercial FAR of 0.67. The two zones the Planning Board recommended for site allow a maximum commercial FAR of 1.0 and 2.0.

2. 8401 Connecticut Avenue

Does limiting the height under a redevelopment option to less than the existing height discourage any possibility of redevelopment?

The Planning Board's highest priority for this property is the redevelopment of the existing office building, the design of which the Board finds incompatible with the Plan's urban design goals. The majority of the Planning Board felt that any height less than the existing height would greatly diminish the owner's incentive to redevelop. The minority of the Board disagreed, and shared staff's view that redevelopment could be accommodated on the site in a more compatible form with a lower building height. To encourage redevelopment, the Board recommends a maximum building height consistent with the height of the existing building, as well as additional density requested by the property owner sufficient to accommodate multiple buildings on the site. As with the shopping center discussion above, modest limitations do not seem likely to discourage any possibility of redevelopment of the site, though significant limitation may impact the character of the development.

3. HOC Property

What is the impact of increasing the density on the HOC property from a 1.5 FAR to a 3.5 FAR (as requested by HOC) while keeping the same height limits recommended in the Sector Plan?

The Planning Board's recommended zoning for the HOC property is intended to accommodate primarily multi-family residential development. Generally speaking, with the standard width for a double-loaded corridor apartment building being about 65', allowing greater density on the site is more likely to make the building taller than to make the building longer or significantly wider. Thus increasing density without increasing height could result in unused density.

During the Planning Board's review of the sector Plan, HOC asked for additional density, from the staff recommendation of about 230 du to 400 du, and, for the two parcels closest to 8401 Connecticut Avenue, additional building height, from 65' to 80'. To provide HOC additional incentive to create additional affordable housing through redevelopment, the Planning Board recommended increasing the density to allow about 335 du, and the maximum building height for only the one parcel adjacent to 8401 Connecticut Avenue to 100'. The recommended maximum building height on the remaining three parcels remains 65'.

The Sector Plan also recommends a new street connecting Manor Road and Chevy Chase Lake Drive, crossing underneath the elevated Purple Line tracks. Between the tracks and Chevy Chase Lake Drive, this road is likely to be located in part or in whole on the HOC property next to 8401 Connecticut Avenue. To the extent that this road is located on the HOC property, it would limit the site area available to build the 100' building.

The Planning Board's recommended density on the roughly 5-acre site would yield about 335 du. There are 68 apartments on-site today, one-quarter of which (17) are affordable housing. The recommended zoning provides an almost five-fold increase. Further increasing density on any of the HOC parcels, while yielding additional affordable housing, will further increase local traffic on Chevy Chase Lake Drive (a dead-end street) and nearby intersections.

4. Loughborough Place Parking Lot

What is the impact of zoning this property CRN instead of RT-15 (as requested by the property owner) if height is capped at the same height allowed in RT-15 and uses must be residential or have a residential appearance (e.g., professional offices in townhomes)?

The Planning Board unanimously supported the staff recommendation to keep the character and function of Loughborough Place as purely single-family. The Board's recommended RT-15 zone accomplishes that intent by limiting building height, precluding non-residential uses, and by limiting the overall density on that neighborhood street.

Capping the maximum height at 35', as required under the RT-15 zone, limits new construction to 3 stories. The existing homes on Loughborough Place are 2- and 2 ½- stories, but sit about 2 feet above the sidewalk. A maximum height of 3 stories is compatible with the existing homes across the street. During the Planning Board's review process, the property owner requested additional height to allow 4 stories, which would be almost double the height of the existing homes. This would not promote compatibility, and the Planning Board does not recommend it.

Finally, the RT-15 zone allows only limited non-residential uses, like registered and no-impact home occupations and home family child day care, to minimize disruptive impacts on the neighborhoods in which these developments are located. A CRN zone would allow some measure of commercial uses (i.e., a minimum of 0.25 FAR). With an estimated gross tract area of about 45,000 square feet, a CRN zone with even the minimum amount of commercial uses would allow over 11,000 sf. of non-residential uses on this one-block residential street. Further, the land uses allowed under the CRN zone, whether as permitted or "limited" uses, are more numerous and have greater potential to disrupt further the quiet character of Loughborough Place. The Board did not find this compatible with the uses and character of the street. Furthermore, adding retail to this residential street is unnecessary given the considerable amount of non-residential uses recommended along Connecticut Avenue and will only detract from the quiet residential feel of Loughborough Place.

5. Newdale Mews

What is the physical status of buildings at Newdale Mews? Will their physical condition likely require that they be redeveloped in advance of the Purple Line?



The Planning Department is not able to assess or verify the physical integrity of the buildings at Newdale Mews, or determine if their physical condition will likely require that they be redeveloped in advance of the Purple Line.

The size and orientation of the property make it likely that the property would redevelop in one phase. Under the Planning Board's recommended zoning for this property, if the owner redevelops before the Purple Line, the zoning will yield about 94,000 sf. of development in a maximum building height of 45'. If the owner redevelops after the Purple Line, the yield increases to about 113,000 sf. in a maximum building height of 55'.

Is it possible to require a 50 foot setback from the adjoining residential neighborhood? Is there a way to allow them to build in the right-of-way to maximize the distance of new buildings from the existing single-family homes?

The Planning Board does not recommend including numerical standards for setbacks in the Sector Plan or Design Guidelines, but rather to include performance criteria and examples of how to meet those criteria. This allows the Board the discretion to approve innovative design solutions that meet the performance criteria.

In order to build in the right-of-way for Newdale Road, the County Council must first abandon the right-of-way under Chapter 49, Article 6. Typically, when a right-of-way under public use is abandoned, the area is split between the property owners on either side (unless an agreement or other measure specifies how the dedicated area should be addressed upon abandonment). The right-of-way of Newdale Road is about 50' wide. In front of Newdale Mews this 50' would likely be split between Newdale Mews and the Chevy Chase Land Company, who owns the underlying fee to the Georgetown Branch right-of-way. A 25' increase in the depth of the Newdale Mews property would not provide sufficient additional area to yield a better site design, and would raise other issues like fire department access to the site, an accessible route to the Capital Crescent Trail, and service and emergency access to the Purple Line and Trail, as well as noise concerns for apartments located closer to the Purple Line.

Is there a way to ensure that sufficient foliage will either be retained or newly planted to act as a buffer to the existing neighborhoods?

The Planning Board's recommendation in the Sector Plan for this property emphasizes that an "essential part of redeveloping this site will be to maintain compatibility with the single-family homes to the north. Particular attention should be paid to solar access and shading, as well as maintaining and extending building setbacks from the existing homes, vegetative screening, and view corridors between the buildings." (p. 36) The draft Design Guidelines contain recommendations for the green buffer between new buildings and the existing homes, which encourage the retention and protection of existing trees and the planting of an expanded green buffer in terraces along the property line, among other guidance. (p. 59)

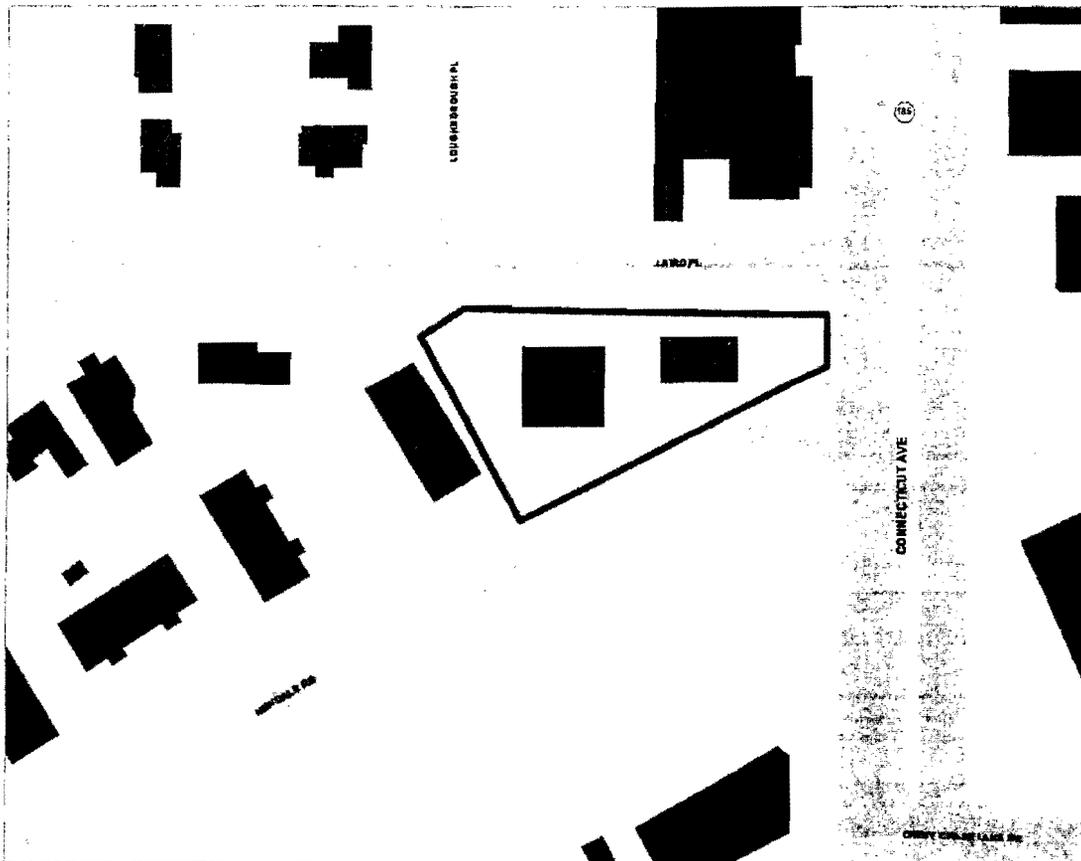
Are the uses non-conforming? What limitations would exist if the property owner needed to rebuild?

The uses on Newdale Mews do not conform to the requirements of the existing R-30 zone. The buildings on the site have 41 units on approximately 63,000 net sf. of land. Under the provisions of the R-30 zone, as currently written, the site would yield only 21 units, or if the owner included the maximum amount of MPDUs, 26 units. Under the provisions of 59-G-4 of the zoning code, non-conforming uses may be continued. However, if the owner were to rebuild before new zoning was applied to the site, the new buildings must meet the requirements of the current R-30 zone. (Depending upon the actual date of construction, provisions of the multi-family zone regarding "Existing Structures" may also bear, but would not allow expansion. (59-C-2.25(b))

6. 8500 Connecticut Avenue (Arman's Chevy Chase Service Station)

Is the gas station property large enough to allow a step down in height to the adjacent home?

The service station property at its deepest is about 130', along the boundary shared with the Newdale Mews property on Newdale Road. The adjacent single-family property abuts the service station property for about 30' on Laird Place.



Service station site

The Planning Board's recommended zoning encourages residential development with the potential for street-level retail. A standard width double-loaded corridor apartment building is 65'. If an apartment building were designed to line Newdale Road, there would be about 60' between the building and the single-family property to allow for tree planting and other screening strategies. (As noted in the sector plan, accommodating parking on this site will be a significant challenge.)

Can the impact on existing homes be addressed through the development review process?

Beyond the recommended zoning, the sector plan and design guidelines establish performance criteria for compatibility with and transitions to the existing neighborhood and provide examples of how to meet those criteria. The development review process will address the impact of new development through the Planning Board's required finding of conformance with the recommendations of the sector plan and design guidelines as well as a more general finding of compatibility with existing development.

7. Miscellaneous

The Plan does not include a community facilities section and it should include an assessment of the need for new community facilities, even if the existing ones are sufficient to meet the needs of the future community. This should be prepared before the Committee continues work on the Plan in June.

Community Facilities

Library Facilities

The Plan area is currently served by the Chevy Chase Library, located within five minutes' walk from the Town Center. Based upon recommended library standards, a branch library should be able to support a population of 40,000 users per branch. MCPL did not request nor does the Plan recommend new or expanded library facilities in the plan area.

Fire, Rescue, and Emergency Medical Services

The Montgomery County Fire and Rescue Service (MCFRS) provides fire protection and emergency medical services for the County. The services are provided by a combination of paid County personnel and volunteer members of the various independent, non-profit volunteer fire and rescue corporations throughout the County.

In 2004, the County Council passed legislation to reorganize the Fire and Rescue Service by placing all personnel, career and volunteer, under the command of a single fire chief. However, actual services are delivered from the 19 local fire and rescue companies. The County uses an incident command system to coordinate the efforts of paid and volunteer personnel at the scenes of emergencies. MCFRS has determined that existing fire, rescue, and emergency medical services (EMS) at existing stations provide sufficient service to the Plan area, which is serviced by Chevy Chase Station 7 First Battalion. The

Plan does not recommend new or expanded facilities for fire, rescue, or emergency medical services.

Public Schools

Enrollment in Bethesda-Chevy Chase cluster schools has seen a strong increase in the past few years, corresponding to the onset of the recession. These enrollment increases have been most pronounced at elementary schools, but over the coming years these students will be in middle schools and high schools in the cluster. MCPS monitors the housing market to factor in new development in the forecast for schools, and works with county planners on master plans and sector plans – providing input on the impact of proposed plans. School enrollment projections are redone each fall to take into account the latest enrollment trends at schools and information about new housing construction schedules. In the fall of each year new enrollment projections are reviewed by the superintendent and Board of Education to determine whether capital projects – including classroom additions and new schools – are needed. In the B-CC cluster this process has resulted in numerous capital projects to address enrollment growth in the cluster by adding capacity at schools, and opening a new middle school.

In summary, the MCPS capital improvements program includes the following capital projects in the B-CC Cluster:

- In August 2010 a 4-classroom addition was completed at Somerset ES, increasing school capacity from 456 to 516;
- In August 2013 a 12-classroom addition will be completed at Westbrook ES, increasing capacity from 283 to 558;
- In August 2015 an 8-classroom addition will be completed at Bethesda ES, increasing capacity from 384 to 568;
- In August 2015 a 6-classroom addition will be completed at North Chevy Chase ES, increasing capacity from 220 to 358;
- In August 2015 an 8-classroom addition will be completed at Rosemary Hills ES, increasing capacity from 476 to 637;
- In January 2015 the modernization of Rock Creek Forest ES will be completed, increasing the capacity from 310 to 745;
- In August 2017 a second B-CC Cluster Middle School will open with a capacity of 944;
- In August 2017 an addition will be opened at B-CC High School, increasing the capacity from 1642 to 2205.

The only school that is not being built larger is Chevy Chase ES. In addition to the capital projects, boundary changes among some elementary schools went into effect in August 2013 that should help resolve space deficits. The Plan does not recommend new school sites in the Plan area.

8. Additional information requested at the first PHED Worksession
 Revise the development potential chart to include existing development and zoning capacity.

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| Development Potential in Chevy Chase Lake | | | | | | | | |
|---|------------------|---------------------|----------------|----------------------------|------------------------------|------------------|------------------|------------------|
| Land Use | Existing | Existing + Approved | Net Change | Capacity of Current Zoning | Enhance | | Create | |
| | | | | | Net from Existing + Approved | Cumulative | Net from Enhance | Cumulative |
| Commercial (sf.) | 283,014 | 470,859 | 187,845 | 497,111 | (128,372) | 342,487 | 266,513 | 609,000 |
| Residential, Single-Family (du) | 603 | 603 | - | 1,208 | - | 603 | 15 | 618 |
| Residential, Multi-Family (du) | 716 | 716 | - | 1,134 | 757 | 1,473 | 680 | 2,153 |
| Civic and institutional (sf.) | 336,537 | 336,537 | - | n/a | 515,000 | 851,537 | - | 851,537 |
| Totals (sf.) | 1,938,551 | 2,126,396 | 187,845 | n/a | 1,143,628 | 3,270,024 | 961,513 | 4,231,537 |

Note: The proposed commercial and residential development levels are based on the proposed zoning, estimates of the maximum potential area of each property, and assumptions about the distribution of density between commercial and residential uses.

Create a diagram of the Plan Area showing the amount of recommended density within a 5-minute walk (¼-mile) and a 10-minute walk (½-mile) of the proposed Purple Line station.



*Walk sheds, 5- and 10-minutes from the Purple Line Station
(Plan Area boundary in white)*

With the partial exception of the Howard Hughes Medical Institute (HHMI) site, the density recommended in the sector plan is located within a five-minute walk from the station. Based on the preliminary studies shared by HHMI with the Planning Board, the likely location of future development would be in the open area near the intersection of Connecticut Avenue and Manor Road, which is located within a five-minute walk of the station.

Update the aerial 3-D model to reflect the Planning Board Draft recommendations.

