

MEMORANDUM

January 15, 2010

TO: Planning, Housing, and Economic Development Committee
FROM: Glenn Orlin, ^{Go}Deputy Council Staff Director
SUBJECT: White Flint Sector Plan – transportation (continuation)

This is the Committee's third worksession on transportation issues in the White Flint Sector Plan. Two issues have yet to be resolved:

1. Design standards and private streets. Planning staff has forwarded a revised version of Table 4, "Roadway Facility and Segment" that is on pp. 56-57 of the Plan. The revised version, on ©1-2, incorporates some changes already recommended by the Committee, such as Nebel Street Extended having 2 through lanes rather than 3. It also includes the Road Code standard recommended for each roadway, which was information included in the Germantown Employment Area Master Plan and is to be in all subsequent plans. Note that some of the segments will require modifications of some of the existing road code standards; DOT should work with M-NCPPC and stakeholders in developing such modifications and then promulgate an Executive regulation to incorporate those standards.

DOT and Planning staffs met during the winter break with individual property owners to determine if four proposed streets could be private streets if they met conditions that would satisfy the government's concerns:

- Woodglen Drive from Nicholson Lane to B-16 (the new east-west public street through the Federal Realty property);
- The one-block, east-west connection between Nebel Street (B-5) and Chapman Avenue (B-12) following the boundary between the Maple Avenue and Metro East Districts;
- The one-block, north-south connection between Nicholson Lane (A-69) and the eastern extension of Executive Boulevard (B-7), where there is now a private access road serving the west side of White Flint Plaza and the north side of White Flint Mall; and
- The extension of Huff Court south through the White Flint Mall property.

The consensus reached is that while all four should be displayed as public streets in Table 4, any of them could be a private street if it met all the following conditions:

1. Public easements must be granted for the roadway and be reviewed and approved by the Maryland-National Capital Park and Planning Commission (M-NCPPC) and the Department of Transportation (MCDOT) for connectivity and consistency with Figure 43 of the White Flint Sector Plan prior to acceptance of the easement.
2. The design of the road must follow or improve the corresponding Road Code standard for a similar public road, unless approved by MCDOT and M-NCPPC at the subdivision review stage or otherwise specified in the Sector Plan.
3. Installation of any public utilities must be permitted within such easement.
4. The road will not close during the morning and evening regular weekday peak periods.
5. Approval from the Department of Fire and Rescue Services must be obtained for purpose of fire access.
6. The public easement may be volumetric to accommodate uses above or below the designated easement area.
7. The County may require the applicants to install appropriate traffic control devices within the public easement and the easement must grant the right to the County to construct and install such devices.
8. Maintenance and Liability Agreements will be required for each Easement Area. These agreements must identify the applicants' responsibility to maintain all of the improvements within their Easement Area in good fashion and in accordance with applicable laws and regulations.

Council staff recommends the revisions to Table 4 on ©1-2 and the inclusion in the Plan of the eight conditions listed above.

2. Land use/transportation balance. With the exception of the Potomac Subregion Master Plan, all master plans adopted by the Council for the past 25 years have been in balance: that is, the planned transportation system can meet the travel demand generated by the planned development. A plan in balance does not mean that traffic conditions at build-out will be deemed 'good' or even 'fair'; more likely the traffic congestion will be at the borderline between 'tolerable' and 'intolerable.'

The analysis of master-planned land use/transportation balance is conducted using the same techniques as are used under the policy area review test in the most recent Growth Policy. Therefore, a Policy Area Mobility Review (PAMR)-type analysis was conducted for this plan, calculating Relative Transit Mobility (RTM) and Relative Arterial Mobility (RAM) and comparing the results to the standard. The difference between the Growth Policy analysis and

this sector plan analysis, however, is that RTM and RAM are not calculated at a point 6 years out, but at build-out. Because a sector plan is usually a small area, the calculation of balance is normally conducted planning area-wide: in this case, for the North Bethesda/Garrett Park Planning Area as a whole: the area bounded on the west by I-270 and its West Spur, on the south by the Beltway, on the east by Rock Creek, and on the north by Rockville.

The Draft Plan notes that its land use, transportation facilities, and mode share recommendations—along with what is planned elsewhere in North Bethesda—would produce a 36.8% RAM, which falls in the Level of Service (LOS) ‘E’ range by 3.2% (40% is the boundary between ‘D’ and ‘E’). During the deliberations on the Growth Policy, the Council re-adopted the prior PAMR chart that confirmed its desire not to accept LOS ‘E’ for RAM.

At the November 30 worksession the Committee tentatively concurred with assuming the following:

- Increase the non-auto-driver mode share (NADMS) for employees in White Flint from 39% to 50%.
- Increase the NADMS for residents by 5%.

The Committee agreed neither with removing the median on Montrose Road between I-270 and Montrose Parkway and replacing it with a reversible lane, nor widening Rockville Pike from 6 to 8 lanes between Edson Lane and the Beltway. As follow-up, therefore, Planning staff and Council staff were directed to develop and analyze means that would reduce the proposed land use density from the Final Draft Plan in order to bring the build-out RAM no lower than 40%: that is, staying out of Level of Service ‘E’.

One finding from performing this analysis is that the RAM percentage is not very sensitive to changes in mode share or land use. Incorporating the two new mode share assumptions brings the RAM up from 36.8% to 37.5%, still 2.5% short of 40%. Without further additions to transportation capacity or mode share, the only way the 2.5% gap can be closed is by reducing planned land use.

Since the balance calculation is based on the entirety of the North Bethesda/Garrett Park Master Plan area, the staffs examined the change in land use forecasts for housing and jobs in the planning area but outside of the White Flint area. The initial traffic modeling for the Plan used the Council of Governments’ Round 7.1 land use forecast, but the latest forecast for which traffic zone-level forecasts are available is Round 7.2a. Between these two rounds the Year 2030 forecast of housing growth in North Bethesda outside White Flint declined by about 300 dwelling units, but the rate of jobs growth declined more substantially—by about 4,900 jobs.

However, even accounting for these lower land use forecasts outside White Flint, the development level within White Flint would have to be reduced significantly to achieve 40% RAM. *Planning staff and Council staff concur that to reach 40% RAM, only the proposed development in Phase 1 of the staging plan can be approved now: 3,000 dwelling units and 2 million square feet of non-residential development.*

Given this result, there are two approaches the Committee can take.

Council staff recommends approving the Sector Plan with an ultimate land use and zoning that reflects the Committee's aggregate review of all the individual properties in the area, but limiting the amount of growth to the 3,000 dwelling units and 2 million square feet of non-residential development in Phase 1. This level of development is likely all that could be achieved in the next 5-10 years anyway, by which time a future Council could update the Plan. By the next update there will be a new form of Policy Area Transportation Review which may have a different calculation of what 'balance' means. By the next update there also could be other transportation facilities or services incorporated in the master plan, particularly a countywide bus rapid transit system.

During the deliberations on the Growth Policy Council staff agreed with the Planning Board that RAM should be able to drop to E if transit mobility improved to B, an eventuality that the Planning Board foresaw for the White Flint Plan. However, the Council has decided in the Growth Policy that the balance point should have RAM drop no lower than D, and Council staff will not recommend a plan that is out of balance.

The alternative option, of course, is to approve a level of land use that—according to how the Council now measures adequacy in the Growth Policy—would have this plan be out of balance. If it does so, however, it should at least look to reduce planned density in the least transit-serviceable areas of the Sector Plan area so that the RAM would be closer to 40%.

f:\orlin\fy10\fy10phed\white flint\100119phed.doc

Table 4: Street Segments

Street	From	To	Road Number	ROW (feet)	Lanes*	Road Code Standard
Major Highways						
Old Georgetown Road (MD 187)	Nicholson Lane	Executive Boulevard	M-4	150	6, divided	2008.02 Mod.
	Executive Boulevard	Rockville Pike (MD 355)	M-4	120	4, divided	2008.01 Mod.
"Old" Old Georgetown Road	Executive Boulevard	Montrose Parkway	M-4a	120	4, divided	2008.01 Mod.
Rockville Pike (MD 355)	Sector Plan southern boundary	Sector Plan northern boundary	M-6	150 (162**)	6, divided	2008.02 Mod.
Arterials						
Montrose Parkway	"Old" Old Georgetown Road	Sector Plan eastern boundary	A-270	300	4, divided	2007.01 Mod.
Randolph Road	Nebel Street	Sector Plan eastern boundary	A-90	80	4	2004.01 Mod. & 2004.28 Mod.
Nicholson Lane	Old Georgetown Road	Sector Plan eastern boundary	A-69	90	4	2004.02 Mod. & 2004.26 Mod.
Business Roads						
Chapman Avenue (Maple Avenue)	Marinelli Road	Old Georgetown Road	B-12	70	2	2005.02
	Old Georgetown Road	Montrose Parkway	B-12	70	2	2005.02
Citadel Avenue/Boylston Street***	Nicholson Lane	Old Georgetown Road	B-4	70	2	2005.02
Edson Lane	Woodglen Drive	Rockville Pike (MD 355)	B-5	70	2	2004.21 Mod. & 2005.02 Mod.
Executive Boulevard Extended	Woodglen Drive	Nebel Street Extended	B-7	80	4	2004.01
	Marinelli Road	Nicholson Lane	B-7	80	4	2004.01
	Nicholson Lane	Nebel Street Extended (B-5)	B-7	80	4	2004.01
Huff Court/ Huff Court Extended***, ****	Nebel Street Extended (B-5)	Nicholson Lane	B-4	70	2	2005.02
Landsdown Street	Marinelli Road	Old Georgetown Road	B-11	70	2	2005.02
Marinelli Road	Executive Boulevard	Nebel Street	B-6	90	4	2005.03 Mod.
Market Street	Old Georgetown Road	Rockville Pike (MD 355)	B-10	70	2	2005.02
McGrath Boulevard	Old Georgetown Road	Wentworth Place (B-13)	B-10	70	2	2005.02

Street	From	To	Road Number	ROW (feet)	Lanes*	Road Code Standard
Mid-Pike Spine Street	Marinelli Road	Old Georgetown Road (MD 187)	B-15	80	4	2004.01
	Old Georgetown Road (MD 187)	New Street (Mid-Pike Rung, B-16)	B-15	70	2	2005.02
Nebel Street	Nicholson Lane	Sector Plan northern boundary	B-5	80	2	2004.24 Mod.
Nebel Street Extended	Rockville Pike (MD 355)	Nicholson Lane	B-5	80	2	2004.01 Mod. & 2005.02 Mod.
New Street (Mid-Pike Rung)	"Old" Old Georgetown Road	Rockville Pike (MD 355)	B-16	80	2	2005.02 Mod.
Nicholson Court (Realigned)	Nebel Street Extended	900 feet east of Nebel Street Extended	B-14	70	2	2005.02
Old Georgetown Road	Rockville Pike (MD 355)	Nebel Street	B-2	90	4	2004.02 Mod. & 2005.03 Mod.
Security Lane/ Security Lane Extended	Woodglen Drive	Huff Court Extended (B-4)	B-17	70	2	2005.02
Wentworth Place	Marinelli Road	Nebel Street	B-13	70	2	2005.02
Woodglen Drive	Edson Lane	Nicholson Lane	B-3	70	2	2005.02 Mod.
Woodglen Drive ****	Nicholson Lane	Old Georgetown Road (MD 187)	B-3	70	2	2005.02 Mod.
Woodglen Drive ****	Old Georgetown Road (MD 187)	Mid-Pike Rung (B-16)	B-3	60	2	2005.01 Mod.
New Street ****	Chapman Avenue	Nebel Street	B-18	70	2	2005.02
New Street ****	Nicholson Lane	Executive Boulevard	B-19	70	2	2005.02

*The number of planned through travel lanes for each segment, not including turning, parking, acceleration, deceleration, or other auxiliary lanes.

** The Rockville Pike 150-foot right-of-way can be expanded to 162 feet (the additional feet to be obtained through reservation)

*** B-4 is Huff Court south of Nicholson Lane, Citadel Avenue between Nicholson Lane and Marinelli Road, and Boylston Street between Marinelli Road and Old Georgetown Road.

**** New streets B-18, B-19, Huff Court Extended, and the portion of Woodglen Drive north of Nicholson Lane may be constructed as private streets subject to use easements meeting the requirements described in the Sector Plan text.

"Mod." Indicates that some modification is needed to the referenced design standard to reflect planned elements such as transit priority, bike lanes, or turn lanes

The target speed for all master planned roadways in the Plan area is 25 m.p.h., except for Montrose Parkway with a target speed of 35 m.p.h. in the Plan Area.

2