

**MEMORANDUM**

March 17, 2017

TO: Planning, Housing, and Economic Development Committee

FROM: Glenn Orlin, <sup>GO</sup>Deputy Council Administrator

SUBJECT: **Worksession**—Bethesda Downtown Sector Plan—follow-up on transportation elements and staging

**Councilmembers: Please bring the Draft Plan and Appendix to this worksession.**

*1. Intersection improvements.* On February 27 the Committee did not reach a conclusion about the three gateway intersections that fail the Subdivision Staging Policy (SSP) peak-period delay threshold of 80 seconds/vehicle. Each of these intersections fail today, but the congestion will increase at each of them with the buildout of the Bethesda CBD unless there is a combination of physical improvements to the intersections and a more aggressive transit and travel demand management strategy. Each intersection is taken up separately, below.

*a. Rockville Pike/Jones Bridge Road.* The Committee will recall that M-NCPPC's consultant (Dan Hardy of Renaissance Planning) and the Town of Chevy Chase's consultant (Dr. Lei Zhang of the University of Maryland's National Transportation Center) anticipate two very different results from their respective analyses of the evening peak period in 2040. Mr. Hardy projects a delay of 41.5 seconds/vehicle; Dr. Zhang forecasts a delay of 121 seconds/vehicle. The SSP standard for this intersection—and for the other two gateway intersections described below—is 80 seconds/vehicle.

The prudent course is to assume the that worse result may occur, and to devise a solution that would solve or at least mitigate the problem. In the happy occurrence that the problem never materializes, then the solution will not need to be implemented. But in the worst case, at least there would be a solution to which the County can resort.

Since Dr. Zhang's forecast shows an excessive delay here, Council staff asked him to analyze adding an additional southbound lane on Rockville Pike, starting just south of the access to the NIH Visitor Vehicle Inspection Station, crossing Jones Bridge Road, and continuing into the start of the lane that flows directly into southbound Woodmont Avenue. This lane would be about 750' long, and would require moving the west-side sidewalk west by 11-12'. Dr. Zhang's

analysis shows that by adding this lane the future delay would fall to 96 seconds/vehicle; a significant improvement, although still failing the 80 seconds/vehicle standard.

*b. Connecticut Avenue/Bradley Lane.* Here Mr. Hardy projects a delay of 174.9 seconds/vehicle, while Dr. Zhang forecasts a delay of 61 seconds/vehicle. In this case, since Mr. Hardy's result was the higher, Council staff asked him to evaluate means to reduce the future delay. He identified two actions that would improve congestion. The first would be to reassign Connecticut Avenue's northbound approach in the evening peak so that the median lane is an exclusive left-turn lane (currently it is a combination left turn and through lane); this would reduce the delay to 119 seconds/vehicle, a large improvement, but still well worse than the 80 seconds/vehicle standard. The second is to add a turn lane on eastbound Bradley Lane to create an exclusive left-turn lane and a combination through and right-turn lane; the third lane would extend back about 300' from the intersection. This, in addition to the evening peak-period lane reassignment on northbound Connecticut Avenue, would result in a delay of 63 seconds/vehicle, well within the standard.

The Chevy Chase Club has written in opposition to adding a turn lane on eastbound Bradley Lane, largely due the damage it could cause to the aesthetics of the setting, but also noting the loss of up to 12 parking spaces and perhaps requiring the underpinning of buildings and pools situated near the road. Included in the Club's transmittals are renderings showing what its architect and engineer believes to be the impact of the third lane; they assume three 11'-wide lanes and a 5'-wide shoulder on the south side for clearance from a new 3'-wide retaining wall. The Club has also transmitted information showing the boundary of the Chevy Chase Historic District; while none of Bradley Lane or the abutting property is part of it, the District does touch the southwest corner of the existing right-of-way, and the concern is that the stone wall at that corner might be impacted with a widening (©1-9).

As the Club's letter points out, the current plan that covers Bradley Lane is the Bethesda-Chevy Chase Master Plan (1990), which notes as a possible long-term change widening the entirety of Bradley Lane to four lanes between Wisconsin and Connecticut Avenues, and that the master-planned roadway width be 36', which anticipates a third lane for turning (©10-11). The right-of-way is much wider on the north (Town of Chevy Chase) side of Bradley at the northwest corner of the intersection (©12). Also, when the Board of Appeals approved a special exception for the Club in 1959 (©13), it did so when the Club agreed to waive:

any and all damages, claims or compensation for the acquisition, appropriation and/or destruction of any and all improvements placed on the 15-foot strip of the petitioner's land along Bradley Lane at such time as that strip might be taken for the purposes of the proposed widening of that Lane.

Until the project is designed, it is impossible to know the exact impact of this widening. The lanes could be 10'-wide instead of 11', given that Connecticut Avenue at that point has 10'-wide lanes. Depending on the placement of the widening between the north and south sides, it is very possible that no retaining wall would be needed, which means that the 5'-wide shoulder would not be needed. Certainly some mature trees would be taken, but the vista would not be as barren as portrayed. The impacts seem minor compared to saving nearly a minute of delay on average for thousands of commuters who pass through that intersection during each rush period.

c. *Connecticut Avenue/East-West Highway.* Here both Mr. Hardy and Dr. Zhang agree that the intersection will fail. Their results are fairly close: Mr. Hardy forecasts 129 seconds/vehicle, while Dr. Zhang predicts 114 seconds/vehicle; these forecasts already assume the improvement specified in the Chevy Chase Lake Plan: adding a third eastbound-to-northbound turn lane and adding a lane on the southbound approach of Connecticut Avenue to be used as a turn lane in one rush period and a through lane in the other.

The best scenario for improvement tested by the Planning staff was, instead of the improvements identified in the Chevy Chase Lake Plan, to add a through lane in each direction on Connecticut Avenue running between Club Drive on the north to Blackthorn Street on the south, and adding a right turn lane from westbound East-West Highway to northbound Connecticut Avenue. This would reduce the delay in 2040 to about 93 seconds/vehicle: a significant mitigation, but not enough to meet the standard.

d. *How should these intersections be treated in the Plan?* It is clear that some type of improvement is needed at each of these three intersections. A higher NADMS in Bethesda would help, but that would affect only the portion of traffic coming to and from the Bethesda CBD and not regional traffic that goes through or around it.

The improvements noted above are quite specific. However, a plausible outcome of the subsequent traffic analysis DOT will conduct in preparing the draft Bethesda Unified Mobility Program (BUMP)—the replacement for the Local Area Transportation Review (LATR) test in the SSP—is that the specific design of one or more of these intersection improvements may change. Whatever improvements are costed out would be part of the cost basis for the BUMP fee.

**Council staff recommendation: In the Plan, identify the specific configurations of these three intersection improvements as illustrative, but state that vehicle capacity improvements will be needed at each intersection, and that they will be identified in the BUMP and its subsequent revisions.**

2. *Other transportation elements.* In response to Council staff's recommendation that the functional classification of Chevy Chase Drive be changed to "secondary residential," Planning staff recommends that the street classification remain "primary residential." The number of existing dwelling units on Chevy Chase Drive today exceeds 200 units, the maximum number of units permitted on a secondary residential street under County Code 49-31(m), "Classification of roads: Secondary Residential Road." **Council staff concurs.**

On January 26 the Planning Board supported MC 22-17 and MC 23-17, which seek to modify existing provisions of the Maryland Vehicle Law pertaining to speed limits. Planning staff concurs with Council staff's recommendation that the target speed for all streets within the Bethesda Downtown Sector Plan area be 25 miles per hour (MPH). The Sector Plan should also state that any street, reconfigured as a shared street, should have the lowest enforceable speed limit permitted by Maryland Vehicle Law. As a matter of current policy, the Montgomery County Department of Transportation (MCDOT) does not post speed limits below 25 MPH unless special circumstances warrant a lower posted speed limit. Shared streets, as envisioned in the Sector Plan, should constitute such a special circumstance and should therefore be designed for the lowest

enforceable speed limit. At such time the shared streets recommended in this Sector Plan are considered for implementation, the Council should work with the State Delegation to introduce legislation for appropriate shared street speed limits.

Jack Cochrane, the long-time head of Montgomery Bicycle Advocates, often weighs in on the bikeway elements of master plans, and he recently has again (©14). His recommendations for the Bradley Boulevard-Norwood Park connection and for Elm Street are already reflected in the Planning Board Draft. He recommends bike lanes on Waverly Street; **Council staff concurs**. He also is concerned about separated bike lanes on Woodmont Avenue from Hampden Lane to Wisconsin Avenue, where pedestrian traffic is heavy, preferring either a shared roadway or conventional bike lanes. While separated bike lanes were the Committee's preference, in fact any implementation of a bikeway would be determined based on a more detailed analysis.

**3. Non-auto-driver mode share (NADMS) and staging.** As of September 2014 there was approximately 23.6 million square feet (sf) of development in the Bethesda CBD. The following table shows the development that was in the pipeline of approved but unbuilt development as of September 2014, as well as developments approved since; the total is 2,284 dwelling units (Planning staff assumes they will average 1,000 sf/unit) and about 3 million sf of non-residential development. The table also shows whether a development has since been completed or is under construction, and the expiration date for its adequate public facilities (APFO) approval.

<i>Project Name</i>	<i>Status</i>	<i>APFO Expiration</i>	<i>Residential SF</i>	<i>Non-Res. SF</i>
Artery Place		4-24-2023	0	586,611
7340 Wisconsin Avenue		1-26-2023	225,000	5,500
Miller Addition		5-21-2018	0	199,187
West Virginia Avenue	Complete	N/A	4,000	2,994
4901 Hampden Lane	Complete	N/A	64,000	0
Parcel A & Outlot A		1-24-2021	60,000	0
Holladay at Edgemoor	Under Const.	10-22-2022	120,000	0
Air Rights – 7300 Pearl	Complete	N/A	0	671,939
Koselan Property		7-5-2022	0	18,290
Bethesda Center		4-7-2022	0	466,322
7100 Wisconsin Avenue	Under Const.	9-4-2022	145,000	6,500
Bethesda Commerce	Complete	N/A	120,000	5,000
Rugby Condominium		10-21-2021	61,000	
4823 Rugby Avenue		4-24-2022	0	17,238
Woodmont Central	Under Const.	10-11-2021	455,000	111,402
7900 Wisconsin Avenue		3-28-2024	475,000	21,600
4990 Fairmont Avenue	Permit Filed	8-26-2022	72,000	7,000
Lot 667 Woodmont	Permit Filed	10-24-2022	0	25,264
St. Elmo Apartments		1-18-2022	210,000	15,488
Brightview Bethesda	Under Const.	1-29-2022	120,000	31,748
8008 Wisconsin Avenue		(no date found)	106,000	5,793
Woodmont View	Under Const.	10-14-2022	47,000	3,200
Replacement of Apex Bldg.		2-25-2024	0	819,044
<b>TOTAL</b>			<b>2,284,000</b>	<b>3,020,120</b>

Therefore, the sum of existing and already approved development is about 28.9 million sf. The difference between the 32.4 million sf cap and the 28.9 million sf of existing and already approved development is 3.5 million sf.

The Planning Board and staff transmitted a memorandum to the PHED Committee Chair with their views on staging (©15-18). Here are their main points and Council staff's comments:

- The 1994 Bethesda Plan includes mode share goals and other staging elements, but the timing and amount of new development was to be determined by the Subdivision Staging Policy (then called the Annual Growth Policy, or AGP). This is partially true; see the “Staging and the Annual Growth Policy” section of the 1994 Plan on (©19-28). That Plan divided development into two stages within the lifetime of the plan, plus a third stage once that plan was nearly built out and amended 10-15 years hence. On page 248 (©19) it states “the Plan defers to the AGP regarding when and how much additional growth can be accommodated *beyond Stage I*”; on page 250 (©21) it states “Establish a mode-share goal of 32 percent, *to be achieved during Stage I*” (*emphases, mine*). Therefore, the AGP allocated development annually, but not to exceed the Stage I cap. The Planning Board is correct that Stage II’s mode-share goal is just guidance to allocations in the AGP.

More recent plans are more specific about the role of staging. Both the White Flint Plan (©29-30) and the Great Seneca Science Corridor Plan state (©31-32) explicitly that specific NADMS goals must be met before development in the next phase or stage can proceed. The more recent Chevy Chase Lake and Lyttonsville Sector Plans have hard staging caps tied to progress on the Purple Line.

- Since the key intersections located within the Plan area are projected to meet transportation system performance thresholds in the recently adopted 2016-2020 SSP, the Draft Plan should be considered “in balance” from a master plan land use/transportation perspective. The Plan would be in balance if the LATR test could be met all the way until buildout. But the LATR test—for medium-to-large developments—extends to intersections beyond the CBD, to the gateway intersections described in the first section of this memo. The delay threshold for the gateway intersections is 80 seconds/vehicle, not the 120 seconds/vehicle threshold for the intersections within the CBD Plan area. Recall also that the Planning staff modeled only 90%, or 29.1 million sf of the 32.4 million sf cap, so the future congestion is understated. Without both intersection improvements and a much more stringent NADMS the Plan will not be in balance.
- The biennial NADMS survey has serious limitations that make it poorly suited as a staging tool in the case of the Bethesda Plan. First of all, if this were true, that would be an indictment of all NADMS-based staging in master plans over the past two decades. However, for the most part, mode share percentages from these surveys have been relatively stable, except when there are external factors that are not controlled by County actions. For example, according to surveys conducted by Bethesda Transportation Solutions (the transportation management organization for the Bethesda Transportation Management District) the morning peak-period NADMS-E (mode share of Bethesda employees) was 37.5% in 2009, 36.8% in 2010, and 35.5% in 2011. In 2012 it spiked to

41.7%, but it sunk down to 34.2% in 2014, a level largely affected by very low gas prices and the increasing unreliability of Metrorail and its escalators and elevators. Recently DOT's Commuter Services Section reported that the current NADMS-E is about 38%.

There are two ways to address the Board's concern. First, more effort could be made to obtain a higher response rate for the surveys. The chart on ©17 shows that the response rate had been generally in the 14-21% range from 2000 through 2010, dropping to 12% in 2011 and 2012 and only 8% in 2014. The County should strive to get back to the response rates of the last decade, which were statistically significant. The traffic mitigation interagency working group, (consisting of DOT, DPS, M-NCPPC, and Council staffs) reported to the T&E Committee last year a strategy to ramp up the transportation demand management effort countywide, including better monitoring. A specific program is anticipated this summer; part of that should be more aggressive surveying. Second, proceeding to Stage II should be predicated on meeting the next stage's NADMS goals in two successive years, to avoid a false positive survey.

- *If there is staging in Bethesda, it should be based on the implementation of the Purple Line.* While the Purple Line is certainly one key for raising NADMS in Bethesda, it is by no means the only key. We know this from the Planning staff's own analysis: assuming the Purple Line the travel model forecasts for 2040 a NADMS-R (mode share of Bethesda residents) of 54% and a NADMS-E of 43%: higher than today's estimates of 51% NADMS-R and 38% NADMS-E, but not high enough to address the over-congestion at three gateway intersections, even with some lanes added to them. The staging should be based on performance, not a single project. Tighter parking controls, higher parking fees (especially for long-term parking), bicycle and pedestrian improvements, and more aggressive transportation demand management can achieve a higher NADMS.

The Board recommends either no staging (Alternative A), or a two-stage approach, with the first stage topping out at 30.4 million sf and a second stage of 2.0 million sf for the balance under the 32.4 million sf cap. The Board notes that the 1994 Plan capped development at 27.8 million sf, but, as noted above, existing and approved development already has reached 28.9 million sf. This is because of additional development allowed under the subsequent sector plan amendments for the Woodmont Triangle (2006) and the Purple Line Station (2014). Therefore, if Stage I were set at 30.4 million sf, that would allow an additional 1.5 million sf to be approved in this stage.

**Therefore, Council staff now recommends:**

- **Stage 1: 30.4 million sf—1.5 million sf more than existing and approved development—could proceed without meeting any added staging requirement; and**
- **Stage 2: 2.0 million sf, but it would proceed only after Bethesda achieves an NADMS-R of 60% and an NADMS-E of 52% in two successive years.**

As the Planning Board reviews new developments under Stage 1—or, for that matter, existing developments reapplying for more density in Stage 1—it should be looking to require conditions that would help achieve these area-wide 60% and 52% goals, so that Stage 2 is more likely to happen.

f:\orlin\fy17\phed\bethesda cbd\170320phed-intersections & staging.docx

TIMOTHY DUGAN ATTORNEY  
t 301.230.5226 e tdugan@shulmanrogers.com

March 13, 2017

By Email

The Honorable Nancy Floreen  
The Honorable George Leventhal  
The Honorable Hans Riemer  
The Planning Housing and Economic Development ("PHED") Committee  
Montgomery County Council  
100 Maryland Avenue  
Rockville, Maryland 20850

Re: Bethesda Downtown Plan  
Chevy Chase Club, Inc.  
Bradley Lane and Connecticut Avenue Intersection

To the Members of the PHED Committee:

We represent the Chevy Chase Club, Inc. (the "Club") which was founded in 1892, and has been at its current location since 1892, where the Bradley Family farm operated. We oppose an exclusive right turn lane on eastbound Bradley Lane at Connecticut Avenue, for a distance of about 300 feet, recommended in the February 23, 2017 and February 26, 2017 Council Staff reports.

Adding such language to the Bethesda Downtown Plan is unnecessary.

Widening Bradley Lane would destroy an historic, aesthetic and environmental treasure.

Preservation outweighs the benefits of a more efficient intersection. The County Council makes similar determinations regarding other valued County settings.

Adding language to the Bethesda Downtown Plan is unnecessary. The State Highway Administration has no plans for expanding Bradley Lane. During the PHED Committee meeting, it was argued that a need exists to add language to the Bethesda Downtown Plan in order that the government may, one day, consider a more efficient Bradley Lane and Connecticut Avenue intersection. The 1990 Bethesda Chevy Chase Master Plan,<sup>1</sup> at page 118, already raises the issue of a possible future widening of

<sup>1</sup> The Approved and Adopted Comprehensive Amendment to the Bethesda-Chevy Chase Master Plan, April 1990.

Bradley Lane. Further, from a transportation engineering standpoint, it is premature to add a specific recommendation to the Bethesda Downtown Plan, i.e., "exclusive right turn lane on eastbound Bradley Lane at Connecticut Avenue." Future events and circumstances might well justify a different determination, or efficiency solution, if one is ever needed. As examples, the level of ridership on the Purple Line, and the evolution and usage of driverless cars might eliminate consideration of a more efficient intersection altogether.

The transportation Staff recommendation does not weigh the intrinsic and aesthetic value of today's intersection/setting *versus* intersection efficiency. The usually comprehensive process for establishing a Montgomery County master plan encourages consideration of all of the varied issues, before such a notion would ripen into a recommendation. Today, the Bradley Lane and Connecticut Avenue intersection is part of the designated Chevy Chase Village Historic District. The widening would destroy about 35 feet of an historic stone wall located within the Historic District. The destruction of a part of an Historic District is one example of other and competing considerations. Other examples follow. The point is that because other broader and varied considerations have not been weighed, the Bethesda Downtown Plan should not include the right turn lane recommendation at all.

The widening would require the removal of 9 mature trees on the south side of Bradley Lane and the removal of 13 mature trees on the north side of Bradley Lane. The 22 trees are not located within the Historic District; however, they indirectly form part of the framing of the 1911 Clubhouse and 1915 Streetcar Shelter located further south that are within the Historic District. The trees do directly form the framing of the two *circa* 1890's homes, described below, and the canopy of the Bradley Lane approach to Connecticut Avenue.

Within the 300 feet widening, along the north side of Bradley Lane, there are the driveways, berms and landscaped front yards of two homes built in the late 1890's. Although the two homes are not within the Historic District, the widening would negatively affect the look and feel of the two homes' historic settings.

A civil engineering firm and a landscape architecture firm were engaged to advise the Club about the widening's impact. Unsightly retaining walls would have to be erected in order to minimize taking even more land, whether the widening were 4 feet on both sides or between 5.5 feet to 6 feet on both sides. The south side retaining wall would range in height up to about 6 feet at the intersection. Instead of driving through an attractive neighborhood, the future experience would be passing through a walled, treeless, chute.

Within the Club property, the experience for swimmers, their parents and others would be diminished. The swimming pools and decks are located near Bradley Lane. As many as 12 parking spaces would be lost, which would translate to longer walks to and from the pools with young swimmers and baby paraphernalia. The widening would destroy the existing edge landscaping and buffering and leave behind a much narrower stretch of land where relocated utility poles would compete with seating, screen and sound fencing, and replacement landscaping. Certain buildings and pools might require some form of underpinning to accommodate the loss of supporting land. The most exposed area is located next to the family changing room and the baby pool.

Other picturesque County roadways have been preserved, notwithstanding the benefits of efficiency. Potomac is full of scenic roadways that become congested sometimes. As it is today, Bradley Lane maintains its beauty and still shoulders its full share, and even more, of the burden of Montgomery County's economic success.

In short, the permanent loss is not worth a more efficient intersection. Thank you for your consideration.

Respectfully submitted,



Timothy Dugan

Enclosures:

1. Chevy Chase Village Historic District Delineation
2. 1915 Photo of the Bradley Lane and Connecticut Avenue Intersection
3. Springtime Photo From Bradley Lane toward Connecticut Avenue and a computer modified view illustrating the view if a turning lane were added.
4. Plan: Impact of Adding Right Turn Lane
5. Sections A, B, C showing three cross sections of a widened Bradley Lane

cc:

The Honorable Roger Berliner

Mr. Casey Anderson

Ms. Gwen Wright

Mr. Robert Kronenberg

Ms. Leslye Howerton

Mr. Glenn Orlin

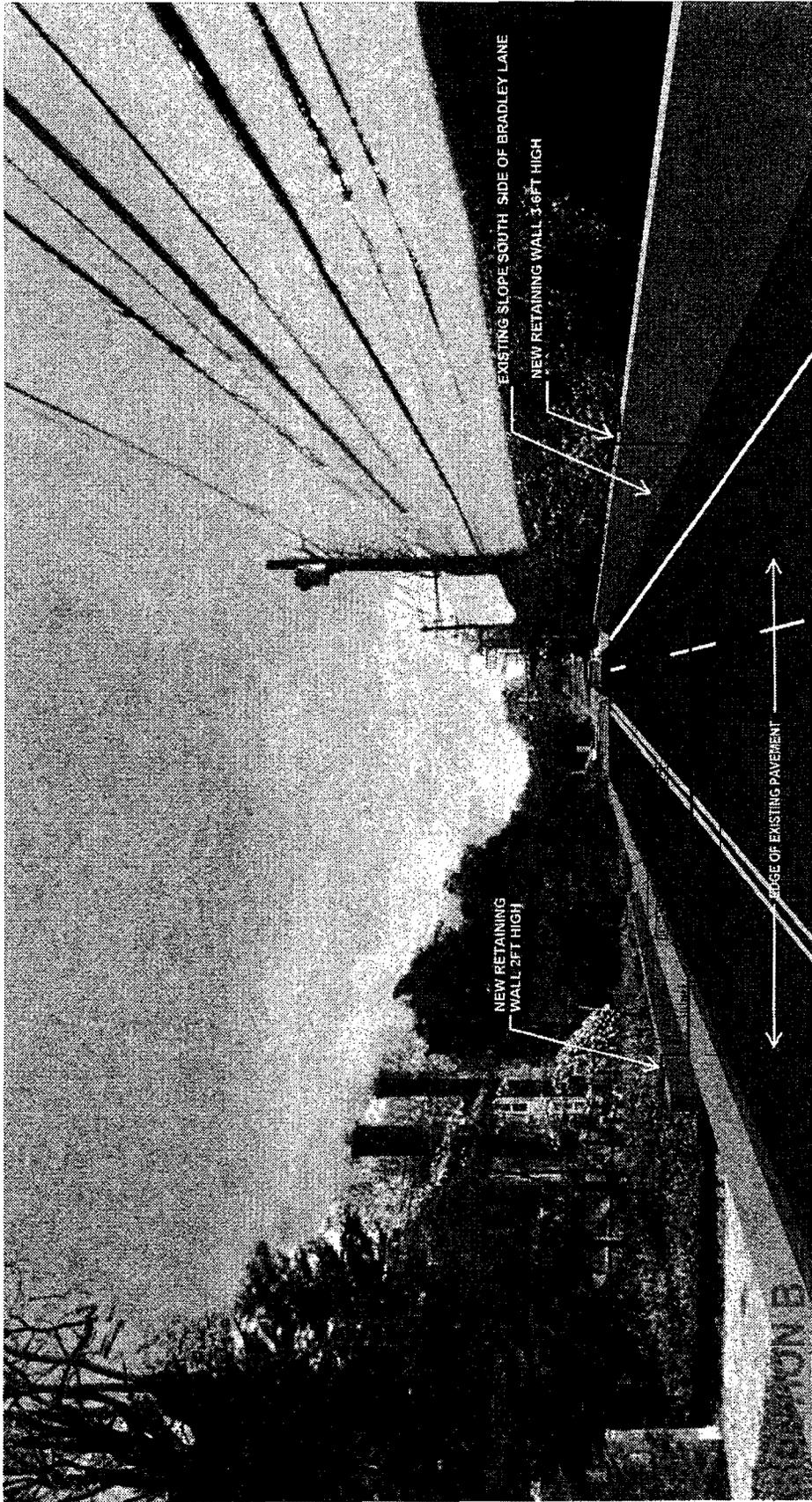
Ms. Marlene Michaelson

Mr. Bruce Perkins

Mr. Luke O'Boyle



4



5



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

July 10, 2008

Department of Permitting Services  
250 Hungerford Drive, 2<sup>nd</sup> Floor  
Rockville, MD 20850

To Whom It May Concern:

The Chevy Chase Club Property at 6100 Connecticut Avenue is partially within the designated Chevy Chase Village Historic District; however, much of the Club property is outside of the historic district.

The attached map shows the portions of the Club property that are within the historic district (the shaded area).

The remainder of the Club property is outside the historic district and is not subject to the provisions of Chapter 24A of the Montgomery County Code.

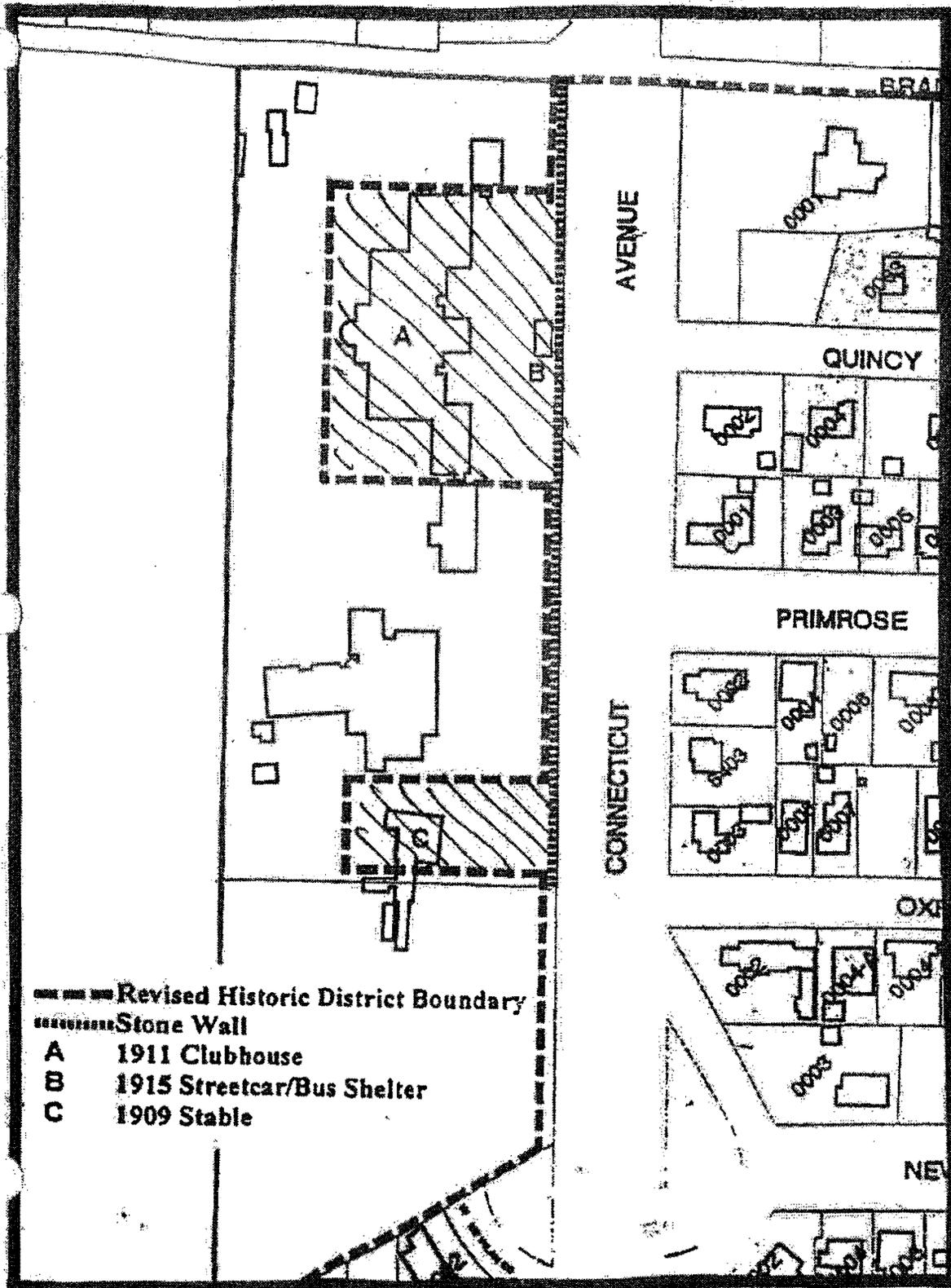
Sincerely,

A handwritten signature in black ink that reads "Gwen Wright".

Gwen Wright  
Chief  
Countywide Planning Division

# CHEVY CHASE VILLAGE HISTORIC DISTRICT: CHEVY CHASE CLUB BOUNDARY

FIGURE 3

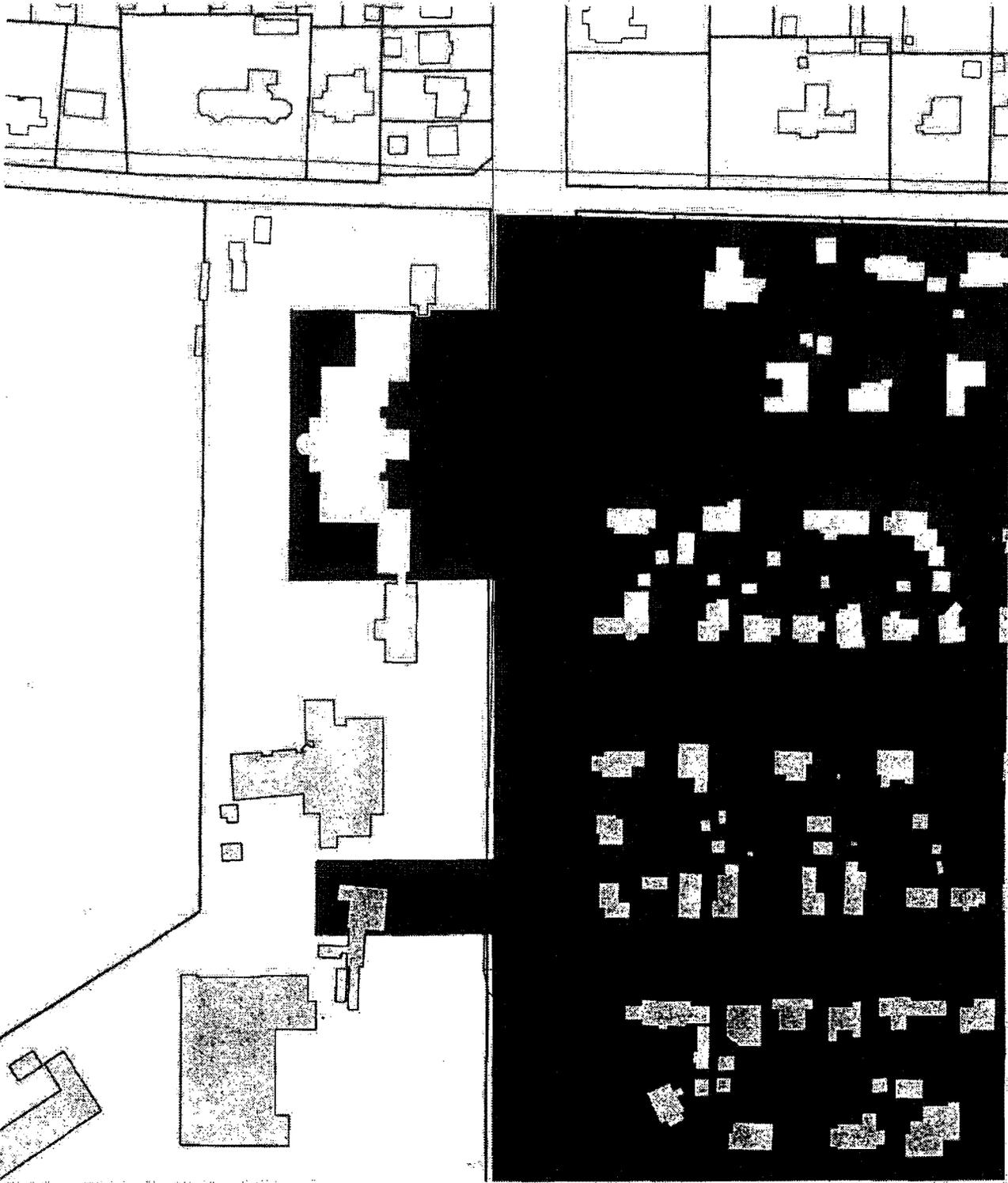


## Chevy Chase Club Boundary

The historic district boundary on the Chevy Chase Club property is delineated in Figure 3. The outstanding historic buildings and structures within the Club complex that are included in the designation of the expanded Chevy Chase Village Historic District are: the original portion of the main clubhouse building, the stable, and the streetcar shelter and stone wall along Connecticut Avenue. Not included in the designation are the south wing of the clubhouse (known as the Bradley House), the south appendages and greenhouses connected to the 1909 stable, the golf course, tennis courts, swimming pool complex, winter center and ice rink, a recently approved tennis building, nor the grounds around these other structures and facilities. This Master Plan recognizes that an institutional use such as Chevy Chase Club has evolved over time and must continue to do so to serve the changing needs of its members. Therefore, the construction of new buildings, structures and facilities on the Club property outside the designated area are not restricted. Future changes may be anticipated to the main clubhouse building.

A Historic Area Work Permit would be required for exterior changes to or demolition of the designated structures: the main clubhouse (excluding the south Bradley House wing), the stable (excluding the south greenhouse wing), the streetcar shelter, or the stone wall, or for the construction of new buildings or structures within the designated area. While changes to these designated structures will require Historic Area Work Permit approval, the intent of designation is to give the highest level of protection and review to the portions of the site visible from the public right-of-way. Alterations to the main clubhouse building that are not visible from public right-of-way should be subject to very lenient scrutiny. Most changes to the rear of this building should be approved as a matter of course.

# CHEVY CHASE CLUB - 6100 CONNECTICUT AVE



**Notice:**  
 The planimetric, property, and topographic information shown on this map is based on copyrighted data provided from Montgomery County Department of Park and Planning, or the Maryland-National Capital Park and Planning Commission, and may not be copied or reproduced without permission from M-NCPPC. Property lines are occupied by adjusting the property lines to topography created from aerial photography and would not be interpreted as actual field surveys. Planimetric features were compiled on 1:24,000 scale aerial photography using stereo photogrammetric methods.  
 This map is created from a variety of data sources, and may not reflect the most current conditions in any one location, and may not be completely accurate or up to date. All map features are approximately within five feet of their true location. This map may not be the same as a map of the same area plotted at an earlier date as the data is continuously updated.  
 Use of this map, other than for general planning purposes is not recommended.  
 Copyright © 1998

Cancel User Application



Scale: 1" = 200'

**MONTGOMERY COUNTY DEPARTMENT OF PARK AND PLANNING**  
 THE MARYLAND-NATIONAL CAPITAL PARK AND PLANNING COMMISSION  
 1797 Georgia Avenue - Silver Spring, Maryland 20910-3766

Table 13 (Cont'd.)

SUMMARY OF THE BETHESDA-CHEVY CHASE MASTER PLAN HIGHWAY NEEDS

Name (Route #)	Limits	Recommendation	Current LOS	Conditions, Guidelines, Other Recommendations	Possible Long-term Changes
<b>Other Long-term Highway Needs (Cont'd.)</b>					
<i>Bradley Blvd (Cont'd.)</i>					
		Include a pathway in the right-of-way			
- Huntington Pkwy; Wilson La	Intersections	Increase intersection capacity			
	b) Goldsboro Rd to Fairfax Rd	Retain existing road width			
Bradley La (Primary)	c) Wisconsin Ave to Connecticut Ave (primary)	Retain two-lane roadway			Consider up to four lanes, if needed to serve the Bethesda Business District; this would require reclassification to an arterial road and a taking of private property
Persimmon Tree Rd (Arterial)		Retail arterial classification limit roadway widening to two lanes			
101 Goldsboro Rd (MD 614) (Arterial)	a) MacArthur Blvd to Massachusetts Ave (Arterial)	Reclassify as an arterial Retain two lanes		Retain right-of-way	
- at MacArthur Blvd	Intersection	Consider operational changes to improve safety and capacity		Recommend review by MCDOT	
	b) River Rd to Bradley Blvd (Arterial)	Two-lane arterial		Endorse pedestrian circulation safety improvements	Consider long-term need for four lanes, subject to environmental constraints

**Table 14 (Cont'd.)**  
**STREET AND HIGHWAY CLASSIFICATION**

<i>Master Plan Designation</i>	<i>Name</i>	<i>Limits</i>	<i>Minimum Right-Of-Way Width</i>	<i>Ultimate Pavement Width Or Number Of Lanes (for consideration beyond Master Plan)</i>
A-300	MacArthur Blvd	Planning Area Boundary Line to D.C. Boundary Line	Varies	2 lanes*
<b>Primaries</b>				
P-1	Fernwood Rd	Planning Area Boundary Line to Bradley Bld	70'	36'
P-2	Greentree Rd	Burdette Rd to Old Georgetown Rd	70'	36'
P-3	Huntington Pkwy	Bradley Blvd to Old Georgetown Rd	100'	2 lanes divided
→ P-4	Bradley La	Wisconsin Ave to Connecticut Ave	70'	36' ←
P-5	Brookeville Rd	Western Ave to East-West Hwy	70'	36'
P-6	Kensington Pkwy	Jones Bridge Rd to Planning Area Boundary Line	70'	36'
Ⓜ P-7	Jones Bridge Rd	Connecticut Ave to Jones Mill Rd	70'	36'
P-8	Jones Mill Rd	East-West Hwy to Planning Area Boundary Line	70'	36'
P-9	Whittier Blvd	River Rd to Wilson La	70'	36***
P-14	Manor Rd	Connecticut Ave to Jones Bridge Rd	70'	36***
P-15	Burdette Rd	Bradley Blvd to Greentree Rd	70'	36'

# Montgomery County Zoning (last amended: November 8, 2016 H-113, H-114, H-116)

Details Layers Info Dev. Info Print Measure



Case No. 722

PETITION OF CHEVY CHASE CLUB

(Hearing held February 26, 1959; case decided March 5, 1959)

OPINION OF THE BOARD

This is a petition for a special exception under Section 107-28n of the Zoning Ordinance (Chap. 107, Mont. Co. Code 1955, as amended) to permit the continued use of existing country club facilities and to construct and use an additional swimming pool, wading pool, pool locker room building with second floor guest rooms and a snack bar on 190.283 acres known as the Chevy Chase Club Property, 6100 Connecticut Avenue, Chevy Chase, Maryland, in an R-60 zone.

At the public hearing on a motion by the petitioner, and without objection, the records in County Board of Appeals Case Nos. 554 and 625 were incorporated herein by reference.

Referring to Exhibit No. 14, the petitioner agreed at the public hearing that as a part of its proposal it on behalf of itself, its successors and assigns, forever waives any and all damages, claims or compensation for the acquisition, appropriation and/or destruction of any and all improvements placed on the 15-foot strip of petitioner's land along Bradley Lane at such time as that strip might be taken for purposes of the proposed widening of that lane.

The Department of Inspection and Licenses stated that in the event Bradley Lane is widened, it will not require the proposed pool to meet the setback requirement applicable to a structure.

The case requires no further detailed discussion, and the evidence provides ample basis for the findings required by the Ordinance.

We find that each of the requirements of Sections 107-26 and 107-28n of the Ordinance is satisfied.

The special exception for the proposed use, in the manner proposed in the exhibits and testimony, is granted.

The Board adopted the following Resolution:

"Be it Resolved by the County Board of Appeals for Montgomery County, Maryland, that the opinion stated above be adopted as the Resolution required by law, as its decision on the above-entitled petition."

## Orlin, Glenn

---

**From:** Jack Cochrane <webgecko@earthlink.net>  
**Sent:** Friday, March 10, 2017 1:18 PM  
**To:** Floreen's Office, Councilmember; Leventhal's Office, Councilmember; Riemer's Office, Councilmember  
**Cc:** Orlin, Glenn  
**Subject:** A few Bethesda Downtown Plan bike comments

To the County Council PHED Committee:

I have the privilege of serving on the Bikeway Master Plan Community Advisory Group, a committee that is working with the Planning Department to develop the new bikeway master plan. Group members just submitted recommendations on the southern part of the county to planning staff, which is of course relevant to the Bethesda Downtown Plan. Some of my recommendations to planning staff specifically concern downtown Bethesda. Based on those recommendations, I have three comments for the PHED committee as it reviews the Bethesda Downtown Plan (see below). I realize the Bethesda Downtown Plan allows some flexibility, but if it's not too late I'd like to address these items in the plan.

### 1. Bradley Blvd-Norwood Park Connection

I endorse the proposed path or similar bike connection linking Bradley Blvd (near Strathmore Street) to Norwood Park. However, the full connection should be shown on the plan maps. It's a very important link because it would facilitate a much better bike connection from Bethesda to Friendship Heights (via Stratford Rd, etc.) than what exists now. Path segments should be built to multi-use standards, i.e. 10' wide, not just a footpath, and roadway portions should be easily sharable with cars.

### 2. The south end of Woodmont Ave (from Hampden Lane to Wisconsin Ave)

The bikeway type for this segment should be TBD rather than protected bike lanes, with the plan recommending "further study". (The map in the plan could show it as a future shared roadway or conventional bike lanes, but not as future protected bike lanes). I believe protected bike lanes would fail in that segment, because:

- Pedestrian volumes are very high and it's a bit of a pedestrian free-for-all, especially near the Bethesda Ave intersection where many walkers ignore the pedestrian signals, cross mid-block, and even walk in the bike lanes. Pedestrians would frequently encroach into protected bike lanes where cyclists would have trouble getting around them.
- If protected bike lanes were used on Woodmont, the intersection with Bethesda Ave would have to be a "protected intersection", and it would be a very complicated one, since it's essentially a 7-way intersection for cyclists (Woodmont Ave x 2, CCT, GBT, Bethesda Ave x 2, and the Bethesda Ave two-way protected bike lane). The intersection would require a multitude of green striped bike crossings and bike boxes to accommodate every permitted cyclist movement. Cyclists barely observe the signals and markings that are there now.
- Between Bethesda Ave and Wisconsin Ave, there probably is not enough space for protected bike lanes, and speeds are quite low.

I believe the best solution is to slow or divert car traffic so bicycling in the roadway becomes comfortable on Woodmont, making it a shared street, not unlike Bethesda Ave west of Woodmont. This would improve the pedestrian experience as well. At the very least, slow cars enough to make conventional bike lanes a workable solution. Closer to Wisconsin Ave, conventional bike lanes may be the best solution. The plan map may be colored accordingly. The rest of Woodmont Ave (north of Hampden Lane) can still be planned as protected bike lanes.

### 3. Waverly St and Elm St

In September 2016, the Department of Transportation explored adding bike lanes to Waverly St and to the block of Elm Street between Woodmont Ave and Wisconsin Ave, to serve as part of a detour for the Georgetown Branch Trail. Detour or not, the idea makes sense, so the plan should recommend conventional bike lanes for the entire length of Waverly, and at least shared roadway for the one block of Elm.

Thank you for considering this input.

14



**MONTGOMERY COUNTY PLANNING BOARD**  
THE MARYLAND-NATIONAL CAPITAL PARK AND PLANNING COMMISSION

OFFICE OF THE CHAIR

March 9, 2017

**MEMORANDUM**

**TO:** Glenn Orlin, Legislative Analyst  
Montgomery County Council

Nancy Floreen, Chair  
Planning, Housing, and Economic Development Committee  
Montgomery County Council

**FROM:** Casey Anderson, Chair   
Montgomery County Planning Board

**SUBJECT:** Bethesda Downtown Sector Plan  
Transportation Element Follow-up

---

This memorandum describes the Planning Board and Staff's views on follow-up items from the February 27, 2017 Planning, Housing, and Economic Development (PHED) Committee worksession on the transportation element of the Bethesda Downtown Sector Plan. The specific item discussed in this memorandum is development staging.

**HISTORICAL STAGING IN BETHESDA**

The 1994 Bethesda Central Business District Sector Plan recommended staging future development, but the document deferred to the Subdivision Staging Policy (then known as the Annual Growth Policy) "to determine the timing and amount of new development, considering Sector Plan guidance."<sup>1</sup> This approach assumed that the Sector Plan would provide guidance about adequacy criteria to be incorporated into the SSP but ultimately deferred the application of specific staging rules to the SSP itself. Here is a synopsis from the 1994 plan:

Stage 1 (Short Term): Begins when the Sector Plan is adopted and the SSP allocates jobs and housing to the staging ceiling in the Bethesda CBD policy area.

Stage 2 (Mid Term): Begins when (i) programs and policies recommended in Stage 1 are in operation and/or programmed, (ii) an areawide transportation analysis is completed, and (iii) the Stage 1 development capacity has been reached.

Stage 3 (Long Term): Begins when an amendment to the Sector Plan is prepared.

---

<sup>1</sup> Page 249 of the 1994 Sector Plan  
8787 Georgia Avenue, Silver Spring, Maryland 20910 Phone: 301.495.4605 Fax: 301.495.1320  
www.montgomeryplanningboard.org E-Mail: mcp-chair@mncppe-mc.org

While Non-Auto Driver Mode Share (NADMS) goals were established for specific stages of the 1994 Sector Plan, NADMS was not intended to govern future development and was instead designed as a monitoring tool.

## **DEVELOPMENT STAGING OPTIONS**

As discussed at the transportation PHED worksession and outlined in my memorandum of February 27, the Planning Board and Staff are strongly opposed to the development staging strategy proposed by Council staff. It will result in extreme reductions to the amount of near-term new development in Downtown Bethesda and will eliminate the possibility of getting any significant near-term funding to acquire new parkland. Moreover, in light of the Draft Plan's modest increase in development capacity (only 4.6 million square feet), we see no reason to adopt any new staging mechanism.

Given that all key intersections located within the Plan area are projected to meet transportation system performance thresholds established in the recently adopted 2016-2020 Subdivision Staging Policy, the Draft Plan should be considered "in balance" from a master plan land use/transportation capacity perspective. Rather than staging, the Adequate Public Facilities Ordinance (APFO) process is the more appropriate tool to guide implementation of new development until a Unified Mobility Program (UMP) in the Plan area is established.

However, if the Council does recommend staging mechanisms, any such mechanism should be based on monitoring of congestion and/or NADMS only, with the consequence of failure being Planning Board recommendations to the Council about steps to bring the plan area into compliance with transportation system performance goals.

## **NON-AUTO DRIVER MODE SHARE SURVEY**

The Planning Board and Staff believe the biennial Non-Auto Driver Mode Share (NADMS) survey has serious limitations that make it poorly suited for use as a staging tool in the case of the Bethesda Downtown Sector Plan area. The biennial NADMS survey, completed by the Montgomery County Department of Transportation (MCDOT) for the Bethesda Transportation Management District (TMD), is a voluntary survey that is only sent to employers with more than 25 employees, reflecting a pool of approximately 150 employers. This represents roughly 16 percent of all 1,055 employers, according to TMD reports. The following table summarizes survey participation rates dating back to the year 2000, which are generally on the decline based on a review of historical response data. The survey response rate for the 2014 survey was 8 percent, or 713 responses. The survey still produces data that provides useful insights, particularly when results are compared over an extended period of time. The methodological limitations and low response rate, however, lead us to question whether the survey is sufficiently robust to be used as a conclusive and dispositive basis for governing development in Downtown Bethesda.

Table 4.5  
2000 - 2014\* Survey Participation of TMD Employers and Employees

	2014	2012	2011	2010	2009	2008	2007	2006	2005	2004	2003	2000
Employers Surveyed	53	66	107	117	126	98	94	120	111	119	226	97
Employers Responding	26	36	58	72	80	68	60	78	77	71	30	46
Employer Response Rate	50%	55%	54%	62%	63%	69%	65%	65%	69%	60%	8%	47%
Surveys Distributed	8,675	9,199	11,518	11,663	13,497	10,956	10,193	9,680	11,022	8,035	7,970	8,079
Surveys Returned	713	1,096	1,428	2,413	2,298	2,812	1,373	1,775	1,902	1,865	1,216	1,560
Employee Response Rate	8%	12%	12%	21%	17%	26%	14%	18%	17%	23%	15%	19%
*There was no Commuter Survey administered in 2013												

Source: Bethesda Transportation Management District Biennial Report FY 2014 – FY 2015

It is also important to note that employers with over 25 employees are only contacted once every two years. Therefore, reports in consecutive years do not represent a trend for the whole Plan area.

Finally, while programs and incentives are helpful tools for reducing driving commute trips into the Plan area, the most effective means for substituting car trips for non-auto driver trips, is constraints on parking at or near places of employment, which was one of the goals of the Plan. Employers that continue to provide parking (free or with fees) on their sites will likely continue to experience higher rates of driving commute trips. In summary, Non-Auto Driver Mode Share goals are largely attained organically through a growing mix of diverse land uses, shared and reduced vehicle parking, increased pedestrian, bicycle, and transit access, and increased rates of telecommuting. Each of these mechanisms is promoted and sustained through an established Transportation Demand Management program, such as the one currently in place in Bethesda. The goals are necessary, but were never intended to be used as a threshold for future development.

### RECOMMENDATIONS ON POTENTIAL STAGING STRATEGIES

If the Council concludes that staging is essential despite the limited amount of additional development capacity provided by the Draft Plan, the Planning Board suggests the following alternative strategies for consideration. First and most importantly, any staging mechanism should be based on the 4.6 million square feet (msf) of potential new development capacity added to the land use density approved in the 1994 Plan, rather than the 8.8 million msf representing unused existing development capacity “mapped” as part of the 1994 plan combined with the 4.6 msf in new “pool” capacity added in the Draft Plan. Lastly, for reasons described above, staging should not be based on NADMS. Each of the following strategies are intended as discrete alternatives rather than cumulative phases of an overall staging plan.

**Alternative A: No staging.** As discussed at the February 27 PHED worksession, approved and unbuilt pipeline development would compromise any future development, including Marriott. Each of these developments has received Planning Board approval, including a finding of public facility adequacy in accordance with the Subdivision Staging Policy. We do not think it is appropriate to prevent or limit approved development to an additional, new staging policy.

**Alternative B: Infrastructure based staging.** Staging in Alternative B would be based upon the provision of the Purple Line. As the premier component of public infrastructure anticipated in this planning area, the Purple Line should serve as the catalyst for any staging requirements.<sup>2</sup> The construction of the Purple Line has also been used as a staging mechanism for both Chevy Chase Lake and Greater Lyttonsville. Staging should commence at 27.8 msf of development, the maximum land use density permitted under the 1994 Bethesda Central Business District Sector Plan. This strategy divides the additional 4.6 msf of land use density, recommended by the Planning Board Draft of the Bethesda Downtown Sector Plan, based on the following criteria:

- **Stage 1:** Commence upon approval of the Section Map Amendment; This stage would allow an additional 2.6 msf of development above the 27.8 msf allowed under the 1994 CBD Plan, up to a total of 30.4 msf.
- **Stage 2:** Commence upon the construction of Phase I of the Purple Line between Bethesda and Silver Spring; The final stage would allow an additional 2.0 msf of development, up to the maximum 32.4 msf.

## CONCLUSION

The Planning Board strongly recommends against the application of staging, as the forecasts for the intersections within the Plan area meet the congestion standards as required in the recently adopted Subdivision Staging Policy. Should staging be applied, however, the thresholds for future development should be based on the provision of infrastructure, such as the Purple Line, that encourages non-auto driver trips. Such a staging strategy reflects a proactive approach that supports the NADMS goals, as recommended in the Sector Plan. Restricting future development based on attainment of the NADMS reported in the MCDOT-TDM survey, rather than performance measures, would severely limit near-term development that is critical to achieving the vision of the Bethesda Downtown Plan.

---

<sup>2</sup> Provision of infrastructure is often the means by which staging allocation is determined and was recently endorsed, within the context of the Purple Line, by the Council as part of the Chevy Chase Lake Sector Plan and Greater Lyttonsville Sector Plan.

**F. R-10/TDR ZONE: HIGHER DENSITY HOUSING**

A text amendment to the multiple family residential zones created three new multi-family TDR zones: R-30/TDR, R-20/TDR, and R-10/TDR. Development is permitted at the rate of two multi-family dwelling units for each TDR used. The allowable density is controlled by the recommendations of the sector or master plan. The Bethesda CBD Sector Plan recommends use of the R-10/TDR Zone at 100 dwelling units to the acre for two sites on Battery Lane.

**G. CORRECTION TO BETHESDA CHEVY CHASE SECTIONAL MAP**

Certain lots in the Town of Chevy Chase, part of the Bethesda-Chevy Chase Planning Area, have been incorrectly shown on the Zoning Map as in the C-2 rather than the R-60 Zone. These properties lie between the south line of the B & O railroad right-of-way and the north line of Lots 6, 7, 8, and part of Lot 9, Block L, shown on the Montgomery County Zoning Map, page 209-NW4 left. A review of the records indicates that a drafting error led to the incorrect zoning designation. The Sector Plan recommends that R-60 zoning be applied in the Sectional Map Amendment to correct the error and confirm the R-60 Zone. Upon approval of the Sectional Map Amendment, the Montgomery County Zoning Map, page 209-NW4 left will be revised to show these properties in the R-60 Zone.

**10.2 STAGING AND THE ANNUAL GROWTH POLICY****A. BACKGROUND**

The Sector Plan addresses the "end state" of development, the point at which, in theory, land will be built out to the limits allowed by the Plan's zoning recommendations and all planned transportation improvements will be available. In reality, all capital facilities and programs needed to support the end state development are not provided simultaneously. To account for this, the amount of development that can be accommodated by existing and programmed public facilities in any given year is established through the Annual Growth Policy (AGP). The Sector Plan provides guidance concerning how much additional development can be accommodated at this time by programs and facilities that exist or are recommended for the near-term. However, the Plan defers to the AGP regarding when and how much additional growth can be accommodated beyond Stage I. (See Appendix E for a Description of the Annual Growth Policy and the Adequate Public Facilities Review Process.)

The Sector Plan should guide future AGP decisions for several reasons. First, the Plan identifies some priority public improvements needed to support anticipated development. Second, the Sector Plan and the Bethesda-Chevy Chase Master Plan guide the expansion of major federal facilities, including the National Institutes of Health. These federal facilities have significant growth potential and are not controlled by the AGP. Third, the Plan establishes transportation management goals needed to maintain a balance between future development levels and transportation system capacity.

The Sector Plan envisions long-term growth above the 1993 base level of about 16,400 jobs for the Bethesda Central Business District. The transportation analysis for Stage I tested about 5,000 additional jobs in the Bethesda CBD Sector Plan area. This level of growth still allows the area-wide average LOS standard of D/E to be achieved in the B-CC policy area. The long-term potential for about 2,700 additional housing units can also be accommodated within the Sector Plan area. The transportation studies constitute a local area transportation review analysis of the impacts of short-term development within the Bethesda CBD. (See Appendix D for the Transportation Analysis.)

## **B. GUIDING PRINCIPLES**

Staging seeks to balance new development and the transportation system in support of the growth and fiscal needs of the County. The following principles guide the preparation of the staging recommendations of the Sector Plan:

### **AGP-Related Principles**

1. Rely on the AGP to determine the timing and amount of new development, considering Sector Plan guidance.

The AGP provides guidance from a County-wide perspective and the Sector Plan provides guidance from a local area perspective.

2. Remove geographic priorities within the CBD.

Since the character of the Metro Core District is well established, there is no need to provide geographic guidance for new development.

3. Transfer some AGP ceiling capacity for jobs from the Bethesda-Chevy Chase policy area to the Bethesda CBD policy area, following adoption of the Sector Plan. Further increase CBD staging ceiling, based on proximity to Metro and assuming a future increase in non-auto-driver mode share for employees. The ceiling capacity will be available for both standard and optional method development.

The Sector Plan recommends that the Bethesda CBD receive priority for new development over Friendship Heights, Westbard, the Naval Medical Command, and the remainder of the B-CC policy area. While it is recognized that federal facilities, such as the National Institutes of Health, cannot be controlled by the County AGP, the policy of this Plan is to emphasize CBD over NIH growth. In general, the Plan intent is to facilitate new development near Metro stations.

4. Give priority to housing in allocating Stage I ceiling capacity.

During Stage I, the ceiling capacity for housing should allow a major portion of the potential build-out of housing within the Sector Plan area. This is to ensure that the AGP does not constrain provision of additional housing in the CBD.



### Program-Related Principles

5. Require creation of a Transportation Management Organization.

The Plan recommends managing transportation demand to accommodate future development and control congestion. The Plan endorses effective transportation measures to balance congestion and growth. Transportation Management Organization (TMO) is a general term encompassing districts as well as other possible structures. TMO's are essential elements of effective transportation management programs.

6. Maintain a policy that constrains the amount of long-term parking available to employees in the Sector Plan area.

The policy supports provision of a portion of the parking needed for employees, but avoids an excessive parking supply that might encourage single-occupant auto use. The policy is discussed in the Parking text, Section 5.6.

7. Establish a mode-share goal of 32 percent, to be achieved during Stage I.

The Silver Spring CBD experience shows that quality programs with adequate staff and regulatory support should allow the Bethesda CBD to increase from the present 27 percent to a 32 percent mode share for employees during Stage I development. The Bethesda CBD should ultimately be able to achieve the overall Sector Plan goal of a 37 percent non-auto-driver mode share, if transportation demand management is effective.

8. Accept the Sector Plan Stage I traffic analysis as the local area transportation review for new development in Stage I.

The Planning Department has conducted an area-wide local area transportation review (LATR) for the entire Bethesda CBD Sector Plan area and so an individual LATR should not be required at the time of development review.

### Facilities-Related Principles

9. Program transportation facilities that give priority to non-auto drivers, such as transit riders, bicyclists, and pedestrians.

The Transportation Plan, Chapter 5.0, emphasizes non-auto driver modes of travel for commuting. Therefore, improvements to transit, bikeways, and sidewalks, are emphasized in the recommended facilities for each stage.

10. Program improvements for Stage I to some congested intersections outside the CBD but affected by its growth. Use a Critical Lane Volume

standard of 1,800 when identifying these improvements. In this and subsequent stages, exempt intersections from improvement if the Montgomery County Council finds that impacts of improvements on the surrounding community are too negative.

The Plan recognizes that it may be better to accept some continued congestion, rather than provide improvements which would negatively impact near-by communities. This analysis indicates greater intersection congestion at several locations unless improvements are made, even if the non-auto-driver mode shares are increased significantly.

This intersection analysis includes only one-half of the approved pipeline of development outside the B-CC area, since this reflects the expected growth that would occur in the Stage I time period. Subsequent stages would account for growth expected at that time.

### **C. STAGE I (SHORT-TERM)**

Stage I begins when the Sector Plan is adopted and the AGP allocates additional jobs and housing units to the staging ceiling in the Bethesda CBD policy area. The work to provide the programs and facilities needed to support Stage I development should begin when the Sector Plan is approved. Sector Plan recommendations for each stage are summarized on Table 10.2, Staging of Sector Plan Development in the Bethesda CBD.

The Plan recommends that the AGP transfer some staging ceiling capacity from the Bethesda-Chevy Chase policy area to the Bethesda CBD policy area to further increase the ceiling for jobs and housing units in proximity to Metro. This follows guiding principle number three above. By allocating some of the remaining staging ceiling capacity to the CBD, instituting a TMO, limiting parking, and thereby achieving a better mode share, some additional staging ceiling capacity can be created. The Plan recommends that the AGP allow the approval of approximately 5,000 additional jobs for the Bethesda CBD over 1993 base levels. It also recommends that the AGP set a policy area ceiling that would allow the approval of approximately 2,150 housing units over 1993 base levels. These are growth level targets which may be adjusted through the AGP process.

page  
251

The Sector Plan recommends that specific programs and facilities be provided for the Bethesda CBD during Stage I, including:

1. Establish a Transportation Management Organization (TMO) in the Sector Plan area that requires all employers with over 25 employees to participate in the TMO during Stage I. Appropriate staff and funding levels should be provided for the organization.
2. Maintain a policy that constrains the amount of long-term parking available to employees in the Sector Plan area. (The policy is discussed in Section 5.6, Parking.)

Table 10.2

**STAGING OF SECTOR PLAN DEVELOPMENT  
IN THE BETHESDA CBD**

STAGE	POLICIES AND PROGRAMS	RECOMMENDED TRANSPORTATION FACILITIES EACH STAGE
STAGE I (SHORT-TERM)	<p><b>BEGIN WHEN:</b></p> <ol style="list-style-type: none"> <li>1. Sector Plan is adopted</li> <li>2. AGP approves a target level job ceiling of approximately 5,000 jobs and approximately 2,150 housing units in the Bethesda CBD over the 1993 base.</li> </ol> <p><b>POLICIES AND PROGRAMS:</b></p> <ol style="list-style-type: none"> <li>1. Establish Transportation Management Organization (TMO)</li> <li>2. Maintain a constrained long-term parking policy.</li> <li>3. Increase non-auto-driver mode share for employees to 32 percent (now at 27 percent).</li> </ol>	<p><b>PROVIDE IN STAGE I (SHORT TERM)</b></p> <ol style="list-style-type: none"> <li>1. Bicycle network Route A2 along Bethesda Avenue, Willow Lane, and Elm Street Park, including pedestrian improvements at Woodmont and Bethesda Avenues.</li> <li>2. Bicycle network Route C along Woodmont Avenue, Hampden Lane, and East Lane.</li> <li>3. Pedestrian system improvements at several intersections, including:             <ol style="list-style-type: none"> <li>a. Woodmont Avenue and Montgomery Lane;</li> <li>b. Wisconsin Avenue and East-West Highway;</li> <li>c. Wisconsin Avenue and Middleton Lane; and</li> <li>d. Old Georgetown Road and Woodmont Avenue.</li> </ol> </li> <li>4. Streetscape improvements in the Metro Core District, including:             <ol style="list-style-type: none"> <li>a. Woodmont Avenue, from Old Georgetown Road to Cheltenham Drive; and</li> <li>b. East-West Highway, from Waverly to Pearl Streets.</li> </ol> </li> <li>5. Bicycle network Route H along Wilson Lane, Clarendon Road, and Edgemoor Lane.</li> <li>6. Streetscape improvements along northern Wisconsin Avenue from Cheltenham Drive to the northern gateway.</li> <li>7. Other bicycle network routes, including:             <ol style="list-style-type: none"> <li>a. Route I from Woodmont Avenue to Maryland Avenue/Pearl Street;</li> <li>b. Biker Friendly Area and improvements in the Woodmont Triangle; and</li> <li>c. Route D crossing of Battery Lane.</li> </ol> </li> </ol>

page  
252

Table 10.2 (Cont'd.)

STAGE	POLICIES AND PROGRAMS	RECOMMENDED TRANSPORTATION FACILITIES EACH STAGE
STAGE II (MID-TERM)	<p><b>BEGIN WHEN:</b></p> <ol style="list-style-type: none"> <li>1. A Transportation Management Organization is in operation and other improvements needed to support Stage I have been programmed.</li> <li>2. An analysis of traffic congestion and transportation management program effectiveness is completed. The new area-wide transportation level of service must meet an acceptable AGP standard.</li> <li>3. Bethesda CBD Stage I ceiling capacity has been reached. As new facilities are provided, the AGP ceiling capacity may be increased several times during Stage II.</li> </ol> <p><b>POLICIES AND PROGRAMS:</b></p> <ol style="list-style-type: none"> <li>1. Increase the effectiveness of transportation demand management programs.</li> <li>2. Maintain a constrained long-term parking policy.</li> <li>3. Increase non-auto-driver mode share for employees to 37 percent.</li> </ol>	<ol style="list-style-type: none"> <li>8. Intersection improvement at Connecticut Avenue and East-West Highway.</li> <li>9. If significant growth occurs at NIH, then provide intersection improvements at Cedar Lane and Jones Bridge Road on Rockville Pike.</li> </ol> <p>.....</p> <p><b>PROVIDE IN STAGE II (MID-TERM)</b></p> <p>The facilities required during Stage II will be defined as a result of the transportation analysis that precedes AGP approval of increased ceiling capacity. Possible improvements could include:</p> <ol style="list-style-type: none"> <li>1. Additions to the bicycle network and pedestrian improvements.</li> <li>2. Programming of the Silver Spring-Bethesda Trolley.</li> <li>3. Increased transit service.</li> <li>4. Intersection and roadway improvements inside and outside the CBD.</li> <li>5. Improvements to Arlington Road, if redevelopment occurs on the Euro Motorcars site.</li> </ol>

Table 10.2 (Cont'd.)

STAGE	POLICIES AND PROGRAMS	RECOMMENDED TRANSPORTATION FACILITIES EACH STAGE
STAGE III (LONG-TERM)	<p><b>BEGIN WHEN:</b></p> <ol style="list-style-type: none"> <li>1. A Bethesda CBD Sector Plan Amendment will be prepared in about 10 to 15 years. At that time, a new comprehensive transportation study will be prepared to determine how transportation capacity conditions can meet AGP standards.</li> <li>2. Following adoption of the Sector Plan Amendment, a new AGP ceiling capacity can be established. The estimated long-term development potential of the Bethesda CBD is 54,900 jobs and 8,300 dwelling units.</li> </ol>	<p><b>PROVIDE IN STAGE III (LONG-TERM)</b></p> <p>The facilities required during Stage III will be defined as a result of the new comprehensive transportation analysis prepared as part of the new Sector Plan. Our analysis for the Sector Plan shows that high traffic volumes and congestion are possible at Sector Plan build-out, both inside and outside the Bethesda CBD. Possible improvements to meet congestion standards include:</p> <ol style="list-style-type: none"> <li>1. Additions to the bicycle network and pedestrian improvements.</li> <li>2. Increased transit service.</li> <li>3. Intersection and roadway improvements inside and outside the CBD.</li> </ol>
	<p><b>POLICIES AND PROGRAMS:</b></p> <p>New policies and programs will be determined as part of the Sector Plan Amendment and in the context of the AGP policies at that time.</p>	

page  
254

3. Increase peak hour non-auto-driver mode share for all employees from the current 27 percent to 32 percent in Stage I. As part of the subdivision approval process, require new developments to meet a future goal of 37 percent peak hour non-auto-driver use for their employees.
4. Include in the CIP critical portions of the bicycle and pedestrian network to provide a conducive environment for non-auto use. The priorities for new bicycle and pedestrian routes are:
  - a. Bicycle network Route A2 along Bethesda Avenue, Willow Lane, and Elm Street Park. The route connects two regional bicycle routes, the Capital Crescent Trail, and Route J along Pearl Street and Maryland Avenue. Pedestrian and bicycle improvements at Woodmont and Bethesda Avenues are included.
  - b. Bicycle network Route C along Woodmont Avenue, Hampden Lane, and East Lane. The route connects the Capital Crescent Trail to the Bethesda Metro station.
  - c. Pedestrian improvements at the following intersections:  
 Woodmont Avenue and Montgomery Lane, Wisconsin Avenue and East-West Highway, Wisconsin Avenue and Middleton Lane, Old Georgetown Road and Woodmont Avenue.
  - d. Pedestrian improvement to complete unfinished streetscapes within the Metro Core District, such as portions of Woodmont Avenue from Old Georgetown Road to Cheltenham Drive, and both sides of East-West Highway from Waverly to Pearl Streets.
  - e. Bicycle network Route H along Wilson Lane, Clarendon Road, and Edgemoor Lane. The route connects the Woodmont Triangle area to the Bethesda Metro station.
  - f. Pedestrian/streetscape improvements to northern Wisconsin Avenue from Cheltenham Drive to the northern gateway, assuming some optional projects contribute to the project.
  - g. Several other bicycle network routes could be considered. These include: Route I from Woodmont Avenue to Maryland Avenue/Pearl Street, improvements to parts of Biker Friendly Area E in the Woodmont Triangle, and the Battery Lane crossing for Route D.
5. Include in the CIP those intersection and roadway improvements that are found to be needed due to Critical Lane Volumes over the applicable standard, have acceptable community impacts, and are otherwise feasible. Key locations recommended for improvement in Stage I include:



- a. Connecticut Avenue at East-West Highway, where the likely improvement is to add turn lanes.
- b. Rockville Pike at Cedar Lane and at Jones Bridge Road, if significant growth occurs at NIH.

**D. STAGE II (MID-TERM)**

The Plan recommends that the AGP process determine when and by how much to increase staging ceilings for jobs and housing units in the CBD above Stage I. Prior to approving an increase, the five programs and facilities recommended above for Stage I should be programmed. An analysis of the Bethesda CBD and the Bethesda-Chevy Chase policy areas must determine that the area-wide level of service for B-CC resulting from additional development will meet an acceptable AGP standard (currently LOS of D/E). The timing of the analysis will be determined by the County Council as part of the Planning Board annual work program. A Transportation Management Organization must also be in place prior to Stage II.

Possible programs and facilities during Stage II, which may be needed to implement Sector Plan recommendations, could include:

1. Increase the effectiveness of transportation demand management to institute new programs and further reduce auto use to a 37 percent non-auto-driver mode share in the peak hours for all employees.
2. Maintain a constrained long-term parking policy.
3. Provide additions to the bicycle network and pedestrian improvements.
4. Program the Silver Spring-Bethesda Trolley.

The Georgetown Branch Master Plan Amendment states "This Plan recommends that the new staging ceiling created by the programming of the trolley project be allocated to residential use." This guidance must be considered when the AGP sets the staging ceiling for Stage II.

5. Consider increasing transit service in coordination with the trolley.
6. Provide intersection improvements inside and outside the CBD at locations which do not meet the Critical Lane Volume standard. These will be identified at the time of the Stage II analysis.
7. Dedicate land for realignment of Arlington Road when site development is approved on the Euro Motorcars site.

**E. STAGE III (LONG-TERM)**

In about 10-15 years, an amendment to the Sector Plan will be needed. Prior to the Sector Plan Amendment, the relationship between new development and travel congestion should be monitored through the transportation analysis for the AGP. At the time of the Sector Plan Amendment, a new comprehensive transportation study should be prepared to determine what additional transportation management programs and transportation

facilities are needed. The analysis must also determine that transportation capacity conditions meet AGP standards at that time. The study may address a variety of ways to meet congestion standards.

The Sector Plan recommends completion of the south entrance to the Metro station, near Elm Street and Wisconsin Avenue.

**F. STAGING OF B-CC AREA DEVELOPMENT OUTSIDE THE CBD**

All planning and staging strategies recognize that the growth allowed in the Bethesda CBD will occur along with growth at the federal facilities just to the north, as well as other parts of the Bethesda-Chevy Chase Master Plan area. Development in these areas will affect the same limited roadway system. Transportation improvements in the B-CC Master Plan area should be provided in accordance with the Master Plan recommendations. The Sector Plan provides staging recommendations that are consistent with the Master Plan guidance for growth in these areas.

The County has only an advisory role, through the National Capital Planning Commission (NCPC) referral process, regarding additional development at NIH and the Naval Medical Command. Coordination of growth in the CBD and the federal areas is essential, and should meet several objectives:

1. Growth in the Bethesda CBD, Friendship Heights CBD, and Westbard Sector Plan areas, and at the federal facilities should be staged so that public facilities can be coordinated to serve new development in safe, efficient, and environmentally sound ways.
2. Guidelines should be established with the National Capital Planning Commission for approving federal expansion that is coordinated with Sector Plan development to avoid exceeding AGP limits and to achieve the goals of the Clean Air Act.

page  
**257**

Growth on the NIH campus will be a major factor contributing to congestion at surrounding intersections. The Plan recommends that both NIH and the Naval Medical Command be encouraged to continue planning and implementing strong traffic demand management actions. Greater reliance on transit and carpooling also is needed to achieve air quality standards called for by the Clean Air Act. Employees at building sites that are close to the Medical Center Metro station should be offered enhanced transit or ridesharing options. It may also be necessary to constrain parking availability in these areas.

Monitoring of transportation programs and intersections next to NIH and the Naval Medical Command is important to determine whether excessive congestion is occurring at nearby intersections. If NIH and/or Naval Medical Command add significantly to their employment and if transportation management programs are inadequate, improvements to the following intersections or roads may be needed to alleviate serious roadway congestion:

1. Rockville Pike at Cedar Lane, at South Drive, and at Jones Bridge Road.
2. Old Georgetown Road at Cedar Lane.

- The Planning Board must establish an advisory committee of property owners, residents and interested groups that are stakeholders in the redevelopment of the Sector Plan area, as well as representatives from the Executive Branch, to evaluate the assumptions made regarding congestion levels, transit use, and parking. The committee's responsibilities should include monitoring the Plan recommendations, identifying new projects for the Amenity Fund, monitoring the CIP and Growth Policy, and recommending action by the Planning Board and County Council to address issues that may arise.

### *Phasing*

Development may occur anywhere within the Sector Plan area; however, all projects will be required to fund or, at a minimum, defray total transportation infrastructure costs. The phases of the staging plan are set at 30 percent, 30 percent, and 40 percent respectively of the 17.6 million square feet of new development. This Plan recommends that affordable housing units provided under the CR Zone incentives (and are in addition to those required by Chapter 25A) may be excluded from the staging capacity. Residential development must pass the School Adequacy Test in the Growth Policy. This test is assessed annually. Any development approvals that predate the approval of this Sector Plan are considered to be in conformance with this Plan. For such approvals, only the difference between the amount of the prior approval and any requested increase would be subject to the phasing caps.

#### *Phase 1: 3,000 dwelling units and 2.0 million square feet nonresidential development*

During Phase 1, the Planning Board may approve both residential and non-residential development until either of the limits above is reached. Work-around road projects west of Rockville Pike, including the streets for the civic core, should be contracted for construction during Phase 1 and completed before commencement of Phase 2.

The following prerequisites must be met during Phase 1 before moving to Phase 2.

- Contract for the construction of the realignment of Executive Boulevard and Old Georgetown Road.
- Contract for construction of Market Street (B-10) in the Conference Center Block.
- Fund streetscape improvements, sidewalk improvements, and bikeways for substantially all of the street frontage within one quarter-mile of the Metro station: Old Georgetown Road, Marinelli Road, and Nicholson Lane.
- Fund and complete the design study for Rockville Pike to be coordinated with SHA, MCDOT, and M-NCPPC.
- Achieve 34 percent non-auto driver mode share for the Sector Plan area.
- The Planning Board should assess whether the build out of the Sector Plan is achieving the Plan's housing goals.

29

*Phase 2: 3,000, dwelling units and 2.0 million square feet nonresidential development*

Before development beyond the limits set in Phase 1 can be approved, the Planning Board must determine that all the Phase 1 public projects have been completed. The amount of development that could be approved in Phase 2 is set at approximately one-third of the planned development. During Phase 2, the Planning Board may approve both residential and non-residential development until either of the limits above is reached.

The following prerequisites must be completed during Phase 2 before proceeding to Phase 3.

- Construct streetscape improvements, sidewalk improvements, and bikeways for substantially all of the street frontage within one quarter-mile of the Metro station: Old Georgetown Road, Marinelli Road, and Nicholson Lane.
- Complete realignment of Executive Boulevard and Old Georgetown Road.
- Construct the portion of Market Street as needed for road capacity.
- Fund the second entrance to the White Flint Metro Station.
- Explore the potential for expediting portions of Rockville Pike where sufficient right-of-way exists or has been dedicated. It should be constructed once the "work-around" roads are open to traffic.
- Increase non-auto driver mode share to 42 percent.
- The Planning Board should assess whether the build out of the Sector Plan is achieving the Plan's housing goals.
- The Planning Board must develop a plan to determine how to bring the mode share to 51 percent NADMS for residents and 50 percent NADMS for employees during Phase 3.

*Phase 3: 3,800 dwelling units and 1.69 million square feet nonresidential development*

Before development beyond the limits set in Phase 2 can be approved, the Planning Board must determine that all the Phase 2 public and private projects have been completed. In Phase 3, the remaining transportation capacity could be committed. At the end of Phase 3, the development should total 14,500 units (17.4 million square feet) and 12.9 million non-residential square feet. This is a 58/42 percent residential/non-residential mix and close to the desired 60/40 percent residential/non-residential mix.

- Complete all streetscape improvements, sidewalk improvements and bikeways outside one quarter-mile from the Metro.
- Reconstruct any remaining portion of Rockville Pike not constructed during prior phases.
- Achieve the ultimate mode share goals of 51 percent NADMS for residents and 50 percent NADMS for employees.

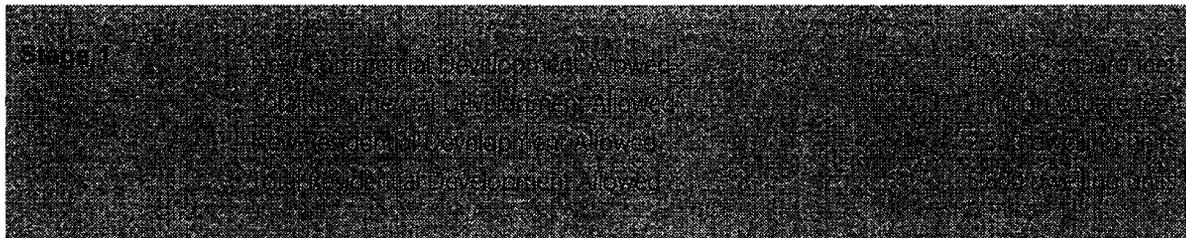
---

## stages of development and requirements at each stage

---

Before Stage 1 begins, all of the following must occur:

- Approve and adopt the Sectional Map Amendment.
- Fund and begin operating the Greater Shady Grove Transportation Management District (TMD).
- Designate the LSC Central, West, Belward, and North Districts as a Road Code Urban Area.
- Include the entirety of the Rickman property on Travilah Road in the R&D Policy Area.
- Document the baseline of non-driver mode share through monitoring and traffic counts.
- Develop a monitoring program for the Master Plan within 12 months of adopting the sectional map amendment that addresses the following:
  - The Planning Board must develop a biennial monitoring program for the LSC. This program will include a periodic assessment of development approvals, traffic issues (including intersection impacts), public facilities and amenities, the status of new facilities, and the CIP and Growth Policy as they relate to the LSC. The program should conduct a regular assessment of the staging plan and determine if any modifications are necessary. The biennial monitoring report must be submitted to the Council and Executive prior to the development of the biennial CIP.
  - The Planning Board must establish an advisory committee of property owners, residents, and interested groups (including adjacent neighborhoods in Gaithersburg and Rockville), with representation from the Executive Branch, the City of Rockville, and the City of Gaithersburg that are stakeholders in the redevelopment of the Plan area – to evaluate the assumptions made regarding congestion levels, transit use, and parking. The committee’s responsibilities should include monitoring the Plan recommendations, monitoring the CIP and Growth Policy, and recommending action by the Planning Board and County Council to address issues that may arise, including, but not limited to, community impacts and design, and the status and location of public facilities and open space.
  - Dependent on availability of outside funding, the Planning Board must initiate an ongoing health impact assessment of development in the Plan area, with the participation of the Montgomery County Department of Health and Human Services, Department of Environmental Protection, Department of Transportation, the City of Gaithersburg, and the City of Rockville.



Before Stage 2 begins, all of the following must occur:

- Fully fund construction of the CCT from the Shady Grove Metro Station to Metropolitan Grove within the first six years of the County’s CIP or the State CTP.
- Fully fund relocation of the Public Safety Training Academy from LSC West to a new site.
- Fund the LSC Loop trail in the County’s six-year CIP and/or through developer contributions as part of plan approvals.
- Attain an 18 percent non-auto driver mode share (NADMS).

<b>Stage 2</b>	New Commercial Development Allowed	2.3 million square feet
	Total Commercial Development Allowed	15.7 million square feet
	New Residential Development Allowed	1,200 dwelling units
	Total Residential Development Allowed	9,000 dwelling units

Before Stage 3 begins, all of the following must occur:

- CCT is under construction from Shady Grove Metro Station to Metropolitan Grove and at least 50 percent of the construction funds have been spent.
- Program for completion within six years any needed master-planned transportation improvement identified by the most recent biennial monitoring review to be needed at this time.
- Construct and open at least one public street (such as Medical Center Drive extended) across LSC West and Belward to provide a direct connection across major highways and between the districts, contributing to place-making and connectivity.
- Attain a 23 percent NADMS.

<b>Stage 3</b>	New Commercial Development Allowed	2.3 million square feet
	Total Commercial Development Allowed	15.7 million square feet
	New Residential Development Allowed	1,200 dwelling units
	Total Residential Development Allowed	9,000 dwelling units

Before Stage 4 begins, all of the following must occur:

- Begin operating the CCT from the Shady Grove Metro Station to Clarksburg.
- Program for completion within six years any needed master-planned transportation improvement identified by the most recent biennial monitoring review to be needed at this time.
- Attain a 28 percent NADMS.

<b>Stage 4</b>	New Commercial Development Allowed	1.8 million square feet
	Total Commercial Development Allowed	17.5 million square feet
	Total Residential Development Allowed	9,000 dwelling units

**Plan Evaluation**

Revisiting this Plan in regular intervals—focusing on the LSC—is particularly important to assess how the area is developing, the need for infrastructure delivery, and if the vision is being achieved.

The review of the Plan should examine:

- the CCT’s delivery schedule
- traffic generation and roadway performance
- the jobs to housing balance—are local workers occupying the housing
- the built form’s evolution
- absorption rates to determine the rate of needed infrastructure delivery
- costs to the County
- the area institutions’ investment in the Plan’s vision.