

White Flint I Sector Plan

Preliminary Draft Recommendations

September 2008

PRELIMINARY DRAFT RECOMMENDATIONS

Plan Concept

This Sector Plan amendment repositions White Flint as the urban center of North Bethesda, a place where people live and work. The Plan recommends public infrastructure to support the residential development including a new urban street structure to help diffuse the effects of congestion generated by the proposed development. The Plan also endorses sustainable development practices and strategies. The Plan will be accompanied by urban design guidelines that will establish those standards necessary to create a sense of place including the relationship of buildings and open space to the public realm. The zoning recommended in the Plan provides for a range of housing types and affordability within a mixed-use context. The Plan provides incentives to accomplish a fundamental County land use policy: the preservation of the Agricultural Reserve.

Road congestion is a byproduct of development and city life, even where transit is available. This Plan focuses density where it can be best served by existing and future transit. For this reason, the highest densities will be located at the White Flint Metro Station, and lower densities located along Rockville Pike where there is bus service and near the proposed MARC station.

Preliminary Recommendations

Land Use and Zoning

- More residential development than proposed in the 1992 Sector Plan
- Higher density at the Metro station, along Rockville Pike, and near the MARC station
- Shift jobs/housing balance to the housing side
- Mixed-use development; limit single-use commercial zones
- Retain some industrial uses near the railroad tracks
- Use of the Transit Mixed Use Zone (TMX), a new mixed-use zone that requires public facilities and amenities, and assists in the preservation of the Agricultural Reserve
- A list of public facilities and amenities as required as part of the TMX zone

Mobility

- Enhance transit function:
 - Add a northern entrance to the Metro station
 - Reserve a site for a MARC station
 - Provide quality intermodal transit station access including feeder bus routes
 - Include local bus transit including circulator buses in the feeder bus network
- Expand the public road network
- Manage on-site parking through the creation of a Parking Lot District
- Obtain the necessary right-of-way to transform Rockville Pike into an urban boulevard and the most visible defining feature of the area
- Establish a new network of streets
- Expand the bikeway network
- Improve pedestrian access on all streets, roads, and alleys
- Use car sharing programs such as Zipcars

Urban Design

- A companion piece, Urban Design Guidelines, will accompany this Plan and would apply to all development in the Sector Plan Area. This guide will explain the principles of urban design and relationships of building mass and voids, building heights, open space, and public use space to create a sustainable, active urban center with lively neighborhoods.

Sustainability

- Sustainable design practices including 30 percent overall imperviousness
- Take advantage of solar orientation
- Sustainable design technology, green roofs to reduce stormwater, native trees, permeable pavement, and passive solar
- Leadership in Energy and Environmental Design (LEED) standards to meet the County's Green Building requirements
- Reduction in air pollution by encouraging shared parking, car sharing, bicycling, walking, and transit use
- Reduction in parking requirements
- Local energy generation- rooftop windmills

Open Space and Public Realm

- Build a hierarchical open space system
- Redesign Wall Park as an urban park with outdoor active uses
- Build a centrally located, large civic open space near Metro and the Conference Center
- Build a bicycle and pedestrian system linked to east-west and north-south regional trails

Public Facilities

- Combine public facilities for economic and land use efficiencies
- Acquire land for public facilities
- Build new public facilities including an urban elementary school and express/electronic library
- Provide for fire and emergency services and a police sub-station
- Provide space for a seasonal Farmers Market

Implementation

- Use the Transit Mixed Use (TMX) zone:
 - a range of densities
 - promotes work force housing
 - MPDUs
 - design flexibility
 - protect the Agricultural Reserve
- Creation of a Parking Lot District
- Urban Design Guidelines
- Staging of development and facilities
- Funding strategies and mechanisms, including an Amenity Fund
- A prioritized list of projects that would be eligible for the Amenity Fund

WHITE FLINT SECTOR PLAN BACKGROUND

The first Sector Plan for White Flint was prepared in 1978 in response to the location of a proposed Metro station. The Plan area in 1978 was approximately 200 acres, exclusive of rights-of-way, and within a 2,000 foot radius from the Metro station. In 1978, approximately 63 percent of the land area was undeveloped. Mid-Pike Plaza was called Korvettes Shopping Center; the Forum, a residential development, was built; and the Wall Park was proposed as a park/school site.

The Plan recommended several roadways, including the Old Georgetown Road extension, between Rockville Pike and Nebel Street, the extension of Marinelli Road east of Rockville Pike, and the pedestrian underpass at Marinelli Road and Rockville Pike. The Plan recommended the floating Transit Station, Residential (TSR) and Transit Station, Mixed (TSM) zones for some properties surrounding the Metro station. A significant amount of properties were in the Single-Family Residential (R-90) zone, such as the Metro property. The Metro station opened in 1984.

The 1992 *North Bethesda/Garrett Park Master Plan* duplicated the 1978 Plan boundary. This Plan also recommended TSR and TSM zones to redevelop properties, including the Metro property and the Conference Center. A new road network for the Metro property; the extension of Citadel Avenue from Old Georgetown Road to Randolph Road; and Executive Boulevard extension were recommended in the Plan. It also recommended the expansion of Wall Park through transfer of density. The 1992 Plan rezoned Light Industrial (I-1) properties to the Low Intensity, Light Industrial (I-4) zone to reduce the amount of office development and to protect industrial uses in the Plan area.

The development projected in the 1992 Plan was approximately 6,700 dwelling units and 32,200 jobs.

LAND USE AND ZONING

This Plan proposes nine districts that together create an urban center. Each of these districts will have the necessary functions of a neighborhood such as a supermarket and local commercial services. Two of the districts, White Flint Crossing and Metro East, already provide the type of mixed-use development envisioned in this Plan. Some of the neighborhood services are already in place. Three supermarkets, Harris Teeter, Whole Foods, and Shoppers Food Warehouse are either open or under construction.

Each district includes land use recommendations, desired mix of residential and non-residential development, urban parks, open space, urban design, and transportation goals. The densities to accomplish these recommendations are allocated based on proximity to the Metro station, Rockville Pike, and the proposed MARC station, where rapid rail, heavy rail, and bus transit are available.

Two sub-districts, the Conference Center and North Bethesda Town Center on either side of the Metro station between Old Georgetown Road and Marinelli Road, along the new Main Street will receive the higher FAR. Densities on either side of Rockville Pike, where bus transit is available will also be lower than the core, but higher than the edges of the Sector Plan. The lower FAR will occur at the edges of the Sector Plan area, adjacent to the CSX tracks and south of Nicholson Lane.

A. Highest Density. 3.0-4.0 at the Metro Station

Metro West District

This district is bounded by Old Georgetown Road, Nicholson Lane, and Rockville Pike and is approximately 54.4 acres. Montgomery Aquatic Center, Wall Local Park, Bethesda North Conference Center and Hotel, and high-rise residential multifamily units are located in this district. There are opportunities for this district, which is immediately west of the Metro station, for high intensity development, especially next to Old Georgetown Road and Rockville Pike. A new civic green, additional public use spaces, and a new east-west Main Street will redefine this district. Building heights and intensities will increase close to the Metro station and transition to existing residential communities. Assemblage of properties in this district will best accomplish the recommendations of the Plan; however, if that cannot occur, individual development will still provide substantial residential development, the civic green and an internal road network.

The Bethesda North Conference Center and Hotel is a major development in this district and a focal point for future development. A new central civic green and public use space, as well as a new east-west street and promenade will provide access between Executive Boulevard and Rockville Pike, while creating a more walkable sub-district.

Other goals within this district are:

- Acquisition of 11611 Old Georgetown Road for a civic green, if assemblage is not possible.
- Provide a new roadway network at the intersection of Old Georgetown Road, Executive Boulevard, and 'Old' Old Georgetown Road.

Metro East District

This district east of the White Flint Metro Station, includes the 32-acre Washington Metropolitan Area Transit Authority (WMATA) property, also known as LCOR and the Forum, the oldest high-rise in the Plan area. The Sterling, Gallery, and White Flint Station were built recently and contain mixed-use high-rise development concentrated along Old Georgetown Road, between Rockville Pike and Nebel Street.

The North Bethesda Town Center (LCOR) development at the Metro station, which is under construction, provides residential and non-residential development, as well as a new road network and urban open spaces. This Plan recommends additional densities to encourage development of a signature site with high intensity office, residential, retail, and civic uses and a hotel. Active uses along Old Georgetown Road will integrate and define this street. A second Metro entrance at Old Georgetown Road and Rockville Pike will improve access to the station.

The TMX zone is proposed for most of the properties within these two districts. The highest density and tallest building heights are to be within the Conference Center and North Bethesda Town Center sub-districts. Staff recommends a 4.0 FAR within 600 feet of Metro and 3.0 FAR for the remainder of the sub-districts with the exception of the Wall Park sub-district, which is recommended for a 2.0 FAR.

B. Districts Recommended for 2.5-3.0 FAR

The second level of density is the Mid Pike, Maple, and NRC districts, which are south or north of the Metro districts. These districts are one-quarter and one-half mile from the Metro station. Staff recommends densities are between 2.5 and 3.0 FAR. A one-acre urban park is recommended as part of the public use space requirement, as is an express electronic library.

Mid-Pike Plaza District

Mid-Pike Plaza Shopping Center is envisioned as a mixed-use district with residential and non-residential uses with public amenities and open spaces. This district will have intense development near the Metro station and provide a range of building heights with taller buildings at Rockville Pike and Old Georgetown Road. An urban park will provide a central focus while enhancing the natural environment. A civic attraction will further enhance the cultural life of the district. The TMX Zone with a density of 3.0 FAR is recommended. Right-of-way left over from the State Highway Administration (SHA) interchange should be considered for public use, including relocated fire and emergency services and police sub-station.

North Bethesda Market Sub-District

This sub-district, approximately 10 acres, contains a signature mixed-use building located at the intersection of Executive Boulevard extended and Rockville Pike. Significant redevelopment opportunities are possible with the properties adjacent to North Bethesda Market, including a hotel, retail, residential, and offices. Development in this sub-district will enhance adjacent roadways, including Rockville Pike, Nicholson Lane, Woodglen Drive, and Executive Boulevard extended.

Staff recommends North Bethesda Market for the Transit Mixed Use (TMX) Zone at 3.0 FAR with an option to transfer density to adjacent property under same ownership. Staff recommends rezoning properties at the northeast corner of Woodglen Drive and Nicholson Lane to the Transit Mixed Use (TMX) Zone at 3.0 FAR. The maximum non-residential development is 80 percent and the minimum residential development is 20 percent.

NRC District

The NRC District, 38.5 acres, is bounded by Rockville Pike, Nicholson Lane, Nebel Street, and Marinelli Road. The headquarters of the Nuclear Regulatory Commission (NRC); Strathmore Court, a multifamily residential development developed by the Housing Opportunities Commission (HOC); and the WMATA bus facility are located within the district. The recommended density is 3.0 FAR with desired residential to non-residential mix of 60 percent to 40 percent, with the exception of two properties with access only along Rockville Pike where non-residential development is preferred.

C. Districts Farther From Transit: 2.0-2.5 FAR

Water Tower Sub-District

The water tower sub-district is bordered by Executive Boulevard, Woodglen Drive, and Nicholson Lane. It is approximately 10 acres. The 18-story Fallswood multifamily residential building and WSSC water storage facility are expected to be retained. The Luttrell property offers the opportunity for additional residential and non-residential uses. This sub-district should be primarily residential. A key property, the Luttrell site is currently a surface parking lot. At 2.5 FAR, redevelopment could include a half-acre urban park.

Maple Avenue District

The Maple Avenue District, approximately 24 acres, will have a combination of light industrial uses along with new mixed-use residential and commercial properties. The Montrose Parkway interchange will change the roadway character of the district at Rockville Pike and Randolph Road. Maple Avenue will extend to Old Georgetown Road providing access to the Metro station. Light industrial properties along Maple Avenue can redevelop into mixed uses. The Montrose School, the only historic property within the White Flint Sector Plan area, is located north of Randolph Road. This district will transition in intensity from the high intensity Metro East District. Development under the TMX Zone at 2.0 FAR should yield sufficient green space to have a half-acre urban park as part of the open space system.

White Flint Mall District

The White Flint Mall District, approximately 72 acres, transitions between the intense mixed-use development near the Metro station and is surrounded by Garrett Park Estates and White Flint View, residential communities to the immediate south and southeast. White Flint Mall and White Flint Plaza are large commercial properties that dominate the district. Both properties have the opportunity to transform into mixed-use destinations for cultural and civic facilities, retail, offices, and residential development with a new street network.

Staff recommends a 2.5 FAR for White Flint Plaza. The maximum non-residential development is 30 percent and the minimum residential development is 70 percent. Staff recommends that a three-quarter acre urban and an additional acre park be dedicated to accommodate a future elementary school as part of future development. The C-2 portion of White Flint Mall should also develop at a 2.0 FAR. The overall maximum non-residential development should be 50 percent, and the minimum residential development, 50 percent. The eight acres of the mall property between Rockville Pike and Huff Court extended should have an FAR of 2.5 with a minimum of 80 percent non-residential development and maximum 20 percent residential development. The C-T zoned area, 7.8 acres, should develop with townhouses in the RT 12.5 Zone to transition to the Garrett Park Estates community. The R-90 portions of White Flint Plaza and White Flint Mall are appropriate sites for an elementary school or neighborhood park.

White Flint Crossing District

The White Flint Crossing District offers a blend of multifamily and townhouse residential development; offices along Edson and Security Lanes; commercial uses along Rockville Pike; a religious institution; and the North Bethesda Market development. The Bethesda Trolley Trail will attract pedestrians and bicyclists along Woodglen Drive, and new retail and residential uses will contribute to activating the street.

Two office buildings with associated parking garages are the primary uses along Security Lane between Rockville Pike and Woodglen Drive. Security Lane is a business street with on-street parking, no changes in zoning are recommended.

Edson Lane Sub-District

Office buildings, residential townhouses, a religious institution, and commercial properties comprise the Edson Lane Sub-District, which is within the southwestern portion of the planning area between Hillery Way and Edson Lane. Commercial properties are west of Rockville Pike. Edson Lane connects Woodglen Drive to Rockville Pike. The Crest of Wickford and Old Georgetown Village residential communities are south and east, respectively, of Edson Lane. The entrance to the Bethesda Trolley Trail is located at Edson Lane and Woodglen Drive. FARs in this district will vary between 1.5 FAR to 3.0 FAR, which allows for mixed uses in an area that has a fair amount of development.

D. Lowest Density Districts or Districts Not Recommended for Zoning Changes

These districts are farthest from Metro and Rockville Pike. Staff proposes an FAR of 1.0 to 1.5 or recommends confirming existing industrial zoning to preserve industrial areas within the Sector Plan area.

Nebel District

This area is farther from Metro but close to the proposed MARC station. The 23-acre Nebel district contains commercial, industrial, and public uses including Washington Gas and Montgomery County Pre-Release Center. This district parallels the CSX tracks at the eastern edge of the Plan area and is west of the developed Metro East and NRC districts. A possible MARC station at Old Georgetown Road extended and the CSX tracks will enhance transit options and improve circulation and access to the area. Densities in this district are lower than in the districts closer to the Metro and along Rockville Pike. The desired split is 60 percent residential development to 40 percent non-residential development at 1.5 FAR.

Hillery Way Sub-District

This 1.62 acre sub-district is under single-ownership and transitions to residential communities to the immediate south and west. The single-family residential zoned properties provide the opportunity to have townhouses that transition to existing residential development. The TMX is recommended at 1.5 FAR.

Nicholson Court District

This 16-acre district includes light industrial uses, including a warehouse and Ride On bus parking. The properties are in the Low-Intensity Light Industrial (I-4) Zone and are located parallel to CSX tracks and east of White Flint Mall. Redevelopment in this district is likely to take place in the long-term. This district will have lower intensities than the districts closer to the Metro and along Rockville Pike. This is also an alternative location for the MARC station. At this time, staff recommends retaining the existing industrial zoning.

PUBLIC FACILITIES

A critical component of livable places is a full complement of public amenities, both functional and cultural facilities. New parks and open spaces, schools, libraries, fire, rescue and emergency services are necessary to support the planned development because space is at a premium. Public facilities must be located on smaller properties than typically found in suburban locations. Efficiencies may be achieved in multi-use facilities.

Public Schools

The proposed residential development in the Sector Plan area will generate additional students at each level, but primarily at the elementary school level.

The White Flint Plan area is within the Walter Johnson School Cluster. The Sector Plan area is served by Garrett Park and Luxmanor Elementary Schools, Tilden Middle School, and Walter Johnson High School. Other schools in the cluster are: Ashburton, Farmland, Kensington-Parkwood, and Wyngate Elementary Schools, and North Bethesda Middle School.

Montgomery County Public Schools (MCPS) FY 2009-14 Capital Improvements Program (CIP) shows most elementary schools are close to, or over capacity from 2008 to 2014. Ashburton and Luxmanor Elementary Schools will receive new additions by August 2008. Modernizations of other elementary schools will increase capacity of these schools in the next few years.

Proposed modernizations for Farmland Elementary School in 2011 and Garrett Park Elementary School in 2012 will expand capacity for these schools. Luxmanor Elementary School modernization is proposed for 2018. Both middle schools are within capacity and have space for additional enrollment. Walter Johnson High School's modernization will be completed by August 2009.

Student projections from proposed development indicate the need for an additional elementary school. Older students generated by the Sector Plan could be accommodated at the high school and middle school levels with existing facilities.

Finding a typical 10- to 12- acre site for an elementary school is not possible within the Plan area. There may be unique opportunities to develop a new urban prototype for an elementary school that uses a multi-level building and innovative play fields, such as roof top play areas.

Even if a school is located on a smaller site, obtaining land is still an issue. However, if the dedication or acquisition of a site is not feasible, MCPS could reopen one of the previously operating elementary schools in the Walter Johnson cluster. These include the former Alta Vista, Arylawn, Kensington, and Montrose elementary schools. Alta Vista and Arylawn are owned by Montgomery County and leased to private schools. Kensington is owned by the County and leased to the Housing Opportunities Commission (HOC). Montrose is owned by the Board of Education and leased to a private school. In addition to these facilities, MCPS operates the former Grosvenor Elementary School as a holding school for elementary schools undergoing modernization. MCPS considers this a high priority use for this former elementary school.

- Locate an elementary school on approximately five acres on properties owned by White Flint Plaza and White Flint Mall. White Flint Plaza should dedicate an additional acre for the school and White Flint Mall should dedicate the single-family residential (R-90) zone for the school.
- The Gables property, adjacent to the Montgomery Aquatic Center, is an alternative location for an elementary school.

- If dedication or acquisition of a school site is not feasible, then MCPS should consider reclaiming an existing elementary school or expanding existing elementary schools in the school cluster.
- If none of the options above are attainable, MCPS may explore redistricting to accommodate an elementary school.

Fire, Rescue, and Emergency Medical Services

The Plan area is serviced by Rockville Volunteer Fire Department Station 23 on Rollins Avenue and Bethesda Station 20 at West Cedar Lane and Old Georgetown Road. Bethesda Station 26 on Democracy Boulevard and Kensington Station 21 along Veirs Mill Road also provide emergency services to the Plan area. Montgomery County Fire and Rescue Service (MCFRS) has determined that relocating Station 23 farther south along Rockville Pike (MD 355) would improve service to the area between I-495 and south of the White Flint Plan area.

- Locate a new fire, rescue, and emergency medical services (EMS) station at the SHA excess right-of-way for the Montrose Parkway.

Public Safety

The White Flint Sector Plan area is within the Montgomery County Department of Police 2nd District in Bethesda and adjacent to District 1 in Rockville. There are six police districts and one special operations unit in the County. The Bethesda Station is located at 7359 Wisconsin Avenue in Bethesda and Rockville Station is at 1451 Seven Locks Road.

- Locate a police substation with other public uses, including the fire and emergency services at excess SHA right-of-way, or at the Montgomery County Pre-Release Center on Nebel Street.

Libraries

The Montgomery County Department of Public Libraries has determined that a new express/urban library should be located within the Plan area. The new library will be smaller than a traditional library and integrated with residential or non-residential development. It will be designed to serve existing and future residents and employees who can walk to the library, such as residents of White Flint Station or the Gallery along Old Georgetown Road and by Metro or public transportation commuters.

- Locate a new “storefront”/urban/electronic library at North Bethesda Town Center or Mid-Pike Plaza closest to the high density Metro station core.

Farmers Market

Farmers markets provide economic opportunities for local farmers, promote public health, activate public spaces; and promote of the County’s Agricultural Reserve. Montgomery County’s Agricultural Services Division operates several farmers markets throughout the County. Because farmers markets are located in places with other uses on non-market days, their location is flexible and requires little infrastructure.

- Locate a site for a farmers market within the Plan area.

MOBILITY

Travel Demand Management

- Establish a 39 percent non-auto driver mode share goal for employees in the entire Sector Plan area. The current non-auto driver mode share for the Plan area is 26 percent. The Plan goal is aggressive but achievable through the combination of land use (density, diversity, and design) and zoning requirements, transit improvements, supportive Travel Demand Management programs, and staging.

Transit

- Construct a northern entrance to the Metro station in the southeast quadrant of Rockville Pike and Old Georgetown Road.
- Construct a MARC station at the eastern terminus of Old Georgetown Road. This MARC station is a relocation of the Bou Avenue location recommended in the 1992 *North Bethesda/Garrett Park Master Plan*. The relocation is appropriate as White Flint will be the most intensely developed activity center along the Brunswick line. The Old Georgetown Road site is recommended because it maximizes the potential development within walking distance to the MARC station, as the land use plan focuses development toward the Metro station site.
- Provide intermodal transfer facilities at the Metro and MARC stations. A total of eight bus bays should be provided at the Metro station and two bus bays at the MARC station.
- Support the development and maintenance of shuttle bus services serving both the Sector Plan area and immediately adjacent commercial properties.

Parking

- Establish a Parking Lot District for the Sector Plan area to assist in the active management of parking demand and promote shared parking efficiencies, particularly relieving the requirement for smaller properties to self-park. Public/private parking agreements should be considered and encouraged as private properties redevelop.

Street Network

- Augment the master planned street network. Master planned streets should be built consistent with the design standards in the County Code (which are being revised to improve accommodations for both pedestrians and stormwater and will be adopted by the County Council in late 2008).
- Implement non-master planned street and alley connections per the Montgomery County Zoning Ordinance and design guidelines. These streets may be public or private, and provide opportunities for property access, loading, parking, and greater flexibility for mixed street design and operations.
- Reconstruct Rockville Pike to provide a consistent design treatment including a wide landscaped median, three through travel lanes, and a separate curb lane that can provide multiple functions. During peak periods, the curb lane should serve as a through lane for transit vehicles only and a right turn lane for other vehicles. During off-peak periods the curb lane can accommodate parallel parking.

Bikeway Network

White Flint's bikeway system encourages bicycle use for both commuter and recreational riders of all ages and skill levels. The proposed system provides key connections and links to existing and proposed public transit. The Plan also recommends designation as a Bicycle/Pedestrian Priority Area, an official State of Maryland designation that facilitates the allocation of funds for bicycle and pedestrian improvements on state roads.

Growth Policy

- Revise the White Flint Metro Station Policy Area boundaries to be coterminous with the Sector Plan boundaries. The Sector Plan boundaries were developed in response to the Planning Board's 2005 proposal to amend the Policy Area boundaries. This amendment supports transit-oriented development, including establishment of higher intersection congestion thresholds.
- Establish an alternative adequate public facilities (APF) review procedure applicable to all Sector Plan development that replaces the Local Area Transportation Review and Policy Area Mobility Review (PAMR) with an exaction process based on the planned transportation infrastructure needs and proportional demand generated by each development. This proposal will improve the efficiency of both the development review process (minimizing administrative costs) and infrastructure delivery (by avoiding "lumpy" infrastructure implementation).

PARK PLANNING

Public parkland, open space and pathways play an important role in the well-being of a community. In urban areas, parkland enhances citizens' quality of life by providing visual relief from the built environment, an opportunity to experience nature, and space to gather, play and celebrate community life. In addition, open space contributes to the natural environment by providing wildlife habitat, improving air quality, and preserving water quality.

The Park, Recreation and Open Space Plan (PROS) for Montgomery County gives guidelines on the countywide pattern of parkland and recreation needs. Master plans in urban areas, like the White Flint Sector Plan, refine and customize parks and private open spaces to reflect the particular needs of a community and to help implement land use planning goals and objectives.

Key Park Planning Issues

The existing pattern of parks in White Flint and the surrounding area reflect the 1992 Plan's suburban land use proposals for White Flint. New visions include more urban pattern, more urban open spaces and a greater mix of uses. The existing patterns and proposals for parks need to be reevaluated in light of this new vision.

The key park planning issues that are addressed in this Plan are highlighted below:

The future of Wall Local Park. This is the only public park currently in the Sector Plan area and is the location of the Montgomery County indoor Aquatic Center, operated by the Montgomery County Recreation Department. The future of this park in an area planned for more intense urban development is a major park planning issue.

Connectivity between park trails and bikeways. The Sector Plan lies between two major north-south park trail systems: Rock Creek to the east and Cabin John to the west. A bike path planned along Montrose Parkway will link these two systems. Another north/south bikeway (a former trolley right-of-way converted to bike use) traverses the Sector Plan area. The linkage of these key regional trail and bikeway systems is critical to provide residents greater opportunities to walk and cycle in the area and reduce automobile dependency.

The relation of public parks and urban open spaces. The new Plan emphasizes green spaces and "greening" the corridor. Not all open space can or should be publicly owned and managed parkland. Public amenity spaces in new developments will provide a great deal of recreation and open space in White Flint. A key planning issue is how to integrate public amenity space with parkland to create a cohesive, continuous pattern of open space.

Assessing recreational needs in light of increased housing options. The PROS Plan projects recreational needs by planning area, and specific needs for sub-areas such as White Flint and vicinity are not available. Recreation proposals in this Plan should reflect changing land use patterns and changing population forecasts.

Reflecting new park planning emphasis on historical and cultural interpretation and outreach. Historic interpretation is an important element of this Plan, particularly in light of the area's proximity to the Riley Farm/Uncle Tom's Cabin which is adjacent to Wall Local Park. Connectivity from the Metro through Wall Local Park to the Riley Farm/Uncle Tom's Cabin will be an important Plan component. More detailed discussion of historic elements is included in the Historic Resources portion of this Section.

RECOMMENDATIONS

The following planning recommendations will help implement the Open Space and Public Realm Concept.

1. Update the master plan for Wall Local Park to reflect its role as the key recreation and open space feature in an urbanizing area.

As White Flint becomes more urban, Wall Local Park should emerge as a focal point of community life. The park should be improved to be more of a multipurpose recreation destination for the increasing population of White Flint, a place of green respite, and a “link” between the Josiah Henson Site/ “Uncle Tom’s Cabin” and the civic core of the area. With the park’s location only two blocks from the White Flint Metro, connectivity to the station is critical.

The 1992 Plan recommended expanding the park by acquiring two adjoining parcels north of the park. Acquiring additional land would provide space to relocate the surface parking lot now adjoining the Aquatic Center, which in turn would create a unified park area, rather than a site fragmented by surface parking. Relocation of the parking could be achieved in two ways:

- Acquisition of the northern property needed for relocation of the parking lot could be achieved as it was envisioned by the 1992 Plan. The owner could transfer density from this parcel to a site elsewhere in the planning area. Once the density has been transferred, the site could be dedicated to the Department of Parks and used for parking, or;
- An alternative would be to incorporate structured parking for the swim center and park as part of a residential development application for the northern property. This approach would minimize public sector funding of relocating the parking, add residences near (“eyes on”) the park, enhance park use and help animate the park through the increased activity of the adjacent mixed-use area. Both of these options will be explored during the planning process.

Under either scenario, the redesigned park could provide recreational activities to complement the Aquatic Center while retaining the current character of a green oasis. New facilities could include:

- A flexible open grassy play area for informal soccer, frisbee and picnicking
- An outdoor splash park
- An expanded indoor recreational pool area
- Skateboarding features
- A nature area with “heart-smart” trail, an expanded playground area, and a cultural/historical interpretive trail.

Another option under consideration is for an elementary school to be located on the Gables property, immediately north of the park. Placing an elementary school on the Gables property would preclude the vision for Wall Park for three reasons:

- it would not provide a mix of uses to animate the park;
- removal of the surface parking necessary to make land available for developing the park would be unlikely to occur; and,
- the park would be less likely to help achieve the Plan’s perviousness standards.

Creating a vision for the concept for the park will be initiated as part of the master plan process. A concept plan and program of requirements with community outreach will be developed for Wall Park as part of the Countywide Urban Parks Plan.

2. Develop a park trail system that combines with the bike paths to provide an integrated, interconnected pedestrian network throughout the community.

The regional pedestrian and bicycle circulation system depends heavily on two bike paths: the planned Montrose Parkway bike path and The Bethesda Trolley Trail. Linking trails in Cabin John Regional Park and Rock Creek Regional Park to the Montrose Parkway bike path will provide needed east-west connectivity between the parks and provide access to White Flint.

The Bethesda Trolley Trail traverses the area in a north-south direction and will one day connect to the Montrose Parkway Trail. The Bethesda Trolley Trail is a key organizing feature for the future parkland recommendations in the civic portion of the Sector Plan area.

3. Designate a new urban park to serve as the Civic Green for all of White Flint.

The most important site in the proposed new open space system is on the western side of MD 355 and to the north of the Conference Center. It is a large open space to serve as a Civic Green for all of White Flint, functioning as a gathering space where a mix of uses occurs, both private and civic. Of all the new green spaces proposed in the Plan, the Civic Green would be the best candidate for Parks Department ownership. The most likely scenario for acquisition of the land for the Civic Green would be through an Amenity Fund.

4. Create an “east-west promenade” that integrates Wall Park, the Civic Green, and other open spaces.

The promenade, shown in the Open Space and Public Realm Concept, traverses the White Flint core. Focal points along the promenade will include Wall Local Park, the Aquatic Center, a Civic Green in downtown White Flint and other open space areas on the east side of MD 355. The White Flint Metro Station lies at the center of the promenade. The promenade will encourage people to walk along its length and help activate and animate the civic center area and the mixed-use core.

5. Provide a system of public parks and private urban open spaces that gives all neighborhoods green space and links these neighborhoods to the larger community by trails, sidewalks, and bike paths.

Recreation and open space needs in White Flint will be met by a combination of public parks and private open spaces. Those open spaces that rise to the level of serving as a focal point of community life for the planning area are recommended to be public parks. The “neighborhood green” areas, those open spaces serving each district, may best be provided and managed by the private sector. Park trails will be integrated into the overall pedestrian circulation concept to enhance connectivity.

Parks for Tomorrow (1998) indicates that urban residential areas, such as White Flint, need several types of recreation including hiker/biker paths and community connectors, neighborhood recreation for new residential areas, and urban recreation and open space for existing and proposed businesses. This Plan’s recommendations recognize that urban areas present distinct challenges and opportunities to provide park and recreation resources and strive to incorporate and create those resources with redevelopment. As shown on the park and open space concept, this Plan recommends facilities scaled to an urban area and provided through a combination of public and private efforts.

Both residential and employment redevelopment projects should provide a mixture of recreational facilities, open spaces, and trail connections that shape the public realm and serve employees and residents. As businesses are renovated or new light industry emerges, open spaces should be added to supplement public parks. Landscaping, seating areas, and public art can improve the area’s appearance and improve the working environment. Environmental function should be designed into park facilities, such as fountains with stormwater functions, or that mask noise.

This chapter supports the Sector Plan's following guidelines for the location and design of urban open spaces, both public and private.

Public urban amenity open spaces serve high-activity areas. Suitable locations for urban amenity open spaces include large employment centers, transit station areas, commercial areas, and high density residential areas. They can provide landscaped sitting areas, walkways, and limited active recreational opportunities, and can provide a buffer between residential areas and other land uses. The most heavily used urban amenity open spaces are adjacent to employment centers, where they provide a place for workers to eat lunch, read, socialize, and relax. These open spaces may be less heavily used at other times, but play equipment should be available for use by neighborhood children on weekends.

6. Assure active recreation opportunities are available to existing and future residents of the White Flint planning area.

White Flint is a very small urban area and much of its active recreation needs will be served by parks in adjacent neighborhoods. Providing connections to these parks for White Flint residents is an important objective of the Plan. Residents have access to many large or specialized recreation facilities such as ice rinks, nature centers, lighted athletic fields, large picnic/playground areas, etc. at Cabin John Regional Park. Rock Creek Stream Valley Park is also nearby and provides opportunities for nature study, and a trail that extends from the District Line north to Rock Creek Regional Park. Within the boundaries of the White Flint Sector Plan area itself, there is currently one local park (Wall Local Park, discussed previously). Luxmanor, Garrett Park Estates, Tildenwood Local Park, and White Flint Neighborhood Park, are within one mile of the area.

Local and neighborhood recreation facility needs are projected by the PROS Plan based on residential population. Its assumptions are suburban in nature - that housing will be built on large tracts of land and that desired facilities are playing fields and courts. Accordingly, it indicated that the North Bethesda planning area, which includes White Flint, needs additional baseball fields, rectangular fields (soccer fields), and playgrounds. Large recreation areas are difficult to provide in White Flint, given the scarcity and value of land.

Recommendations to serve future local active recreation needs include:

- Previously discussed improvements at Wall Local Park;
- A new multipurpose rectangular field and a playground proposed for development at the closed Rockinghorse Elementary School, just east of the Sector Plan area boundary, to help meet field needs;
- Incorporating recreation and open spaces into new development. A key to providing adequate, close-to-home recreation is ensuring that opportunities are incorporated into plans for new development, which should provide private recreation areas for all age groups, as appropriate.

Historic Resources in Parks

The future public use and interpretation of the Riley Farm/ "Uncle Tom's Cabin" is the major historic issue in the Plan. Although outside the boundaries of the Plan, this relatively new land acquisition will become a key cultural park, a draw not only for the County, but for the national and international communities.

Wall Local Park is very near to the Riley Farm/ "Uncle Tom's Cabin," and it should help provide an attractive pedestrian connection from Metro to Riley Farm. When the Riley Farm/Uncle Tom's Cabin is opened to the public on a regular basis, it will be interpreted to tell the story of Josiah Henson, slavery in Montgomery County and Maryland, and the Underground Railroad. It will also include information about Harriett Beecher Stowe, who used the multiple autobiographies of Henson's life to create the central character of her novel, *Uncle Tom's Cabin*. This cultural attraction will be a heritage tourism site enhanced by its proximity to Metro.

Within Ken-Gar Local Park, which is outside of the Plan, stands the site of the former Newport Mill along Rock Creek, where Josiah Henson “found religion” by attending the sermon of a visiting minister.

Since Henson went on to become a famous preacher and abolitionist, this part of his life experience is very important. The relationship of this site along Rock Creek to the Riley Farm/ “Uncle Tom’s Cabin” will be explained at the “Uncle Tom’s Cabin” site via interpretation, once that site is opened to the public. In addition, the historic connection between these two locations will also be explained at the former mill site along the Creek. The Parks Department’s Cultural Resources Stewardship Section will place a new interpretive sign in Ken-Gar Local Park along Rock Creek that focuses on Henson’s religious conversion.

ENVIRONMENTAL SUSTAINABILITY

- Design buildings, sites and transportation systems to reduce carbon emissions.
- No net loss of pervious land cover.
- Use environmentally sensitive design stormwater techniques.
- Increase tree canopy coverage to 30 percent.
- Use sustainable landscaping including native plants.
- Support noise compatible site design.
- Create Environmental Design Guidelines.

RECOMMENDATIONS

- **Establish a goal to stop increasing greenhouse gas emissions** by 2010 and reduce them to 80 percent of 2005 levels by 2050. This goal is recommended by the upcoming Healthy and Sustainable Communities 2008 Report and is thought by most scientists to be imperative to avoid catastrophic and irreversible climate change. The path planning efforts can take to help achieve this goal is to avoid and sequester carbon emissions by design of transportation systems, land use configuration, buildings and open/green space design. Carbon dioxide, the gas responsible for global warming, can be reduced in the most significant amounts by decreasing the number of automobile trips taken and designing “green” or “high performance” buildings. The following specific recommendations advance this goal:
 - Design new buildings to reduce carbon emissions through energy efficiency, on-site sources of renewable energy and recycling of waste materials from construction and demolition to the fullest extent possible as part of compliance with County law to achieve LEED certification level or equivalent.
 - Provide a safe, attractive and continuous network of sidewalks and bikeways throughout the White Flint Sector Plan area. Support Parks Department, Urban Design, and Transportation Planning recommendations.
 - Develop streets that are designed to give priority to pedestrians and bicyclists.
 - Support goals for transit and parking and the highest possible mode share split.
- **Establish a “no net loss” goal for pervious land surface** which is currently at 23 percent of the entire Sector Plan area. This goal is to increase infiltration of stormwater and provide adequate area for tree planting. Much of the existing pervious land cover is on Wall Park, the North Bethesda Town Center property and previously developed residential and federally owned properties. Although the newly developing property is expected to be urban in character, this goal can be met by establishing a minimum pervious area for public use or open space, stormwater management treatment areas within new roads and right-of-ways, a linear pervious area along Rockville Pike, and a connected system of open space/parks.
 - Create a requirement of 20 percent pervious area for all newly developing properties.
 - Create a system of connected primarily pervious open spaces distributed throughout the Sector Plan area.
 - Apply new Road Code standards for stormwater management to new streets in Sector Plan area.
 - Create linear pervious areas along Rockville Pike and along a new Main Street in the conference center block.
- **Use environmentally sensitive design stormwater management techniques** such as green roofs, bio-infiltration, innovative stormwater features, underground stormwater management, green streets, and cisterns to the fullest extent possible during the development review process.

- **Establish a 30 percent tree canopy coverage goal** within the entire Sector Plan area. The current tree canopy coverage is 10.5 percent. This goal can be met by increasing pervious area requirements on redeveloping properties, tree planting on new streets, and through Forest Conservation requirements.
- **Establish community character with native vegetation.** Vegetation is a highly visible factor in any urban or suburban landscape and can have great power in describing its character. Native trees, shrubs, and perennials are effective expressions of the uniqueness of the ecosystem and if used in a critical mass can bring substantial visual quality of place.
 - Create sustainable landscape guidelines for biodiversity, native plant materials, water conservation and appropriate soil regimes to establish a unique character for the Plan area.
- **Support noise-compatible site design** for projects located adjacent to existing and proposed noise generators and roadways of arterial classification or greater.

PUBLIC REALM

New parks, open spaces and streets will contribute to defining the public realm and creating a sense of place and destination in White Flint. These new places will provide environmental and recreational benefits, including stormwater infiltration, tree canopy coverage and passive recreational opportunities that contribute towards making the area more livable and sustainable.

The Plan will establish several sustainability goals, such as creating new parks and open spaces and recommending environmentally sensitive stormwater management techniques. Different types of outdoor spaces, including urban and pocket parks, public plazas, pedestrian-only streets and promenades are anticipated. These spaces will contribute to an open space network that link different districts. Today, the area is not served by any significant park and open space for residents and employees. Public art will further define the public realm by creating meaningful and significant public spaces. Art can also be integrated at gateways and open spaces.

The street network is vital towards expanding and defining the public realm. Streets promote walking, recreational activity, social interaction as well as automobile movement. Important streets that contribute to defining the public realm are: MD 355 as an urban boulevard, and the WMATA tunnel easement and east-west Main Street as pedestrian promenades. Further, all new streets will have an attractive streetscape and tree canopy will contribute to a sustainable environment.

PLAN IMPLEMENTATION

ZONING

The Transit Mixed-Use (TMX) zone will be used to accomplish mixed-use development. The TMX zone permits moderate through intensive mixed-use development in Transit Station Development Areas. The zone provides a broad range of uses and establishes maximum densities for standard and optional methods of development. The Sector Plan will establish densities and recommend a mix of uses for specific properties.

The TMX will require Building Lot Termination (BLT). The intent of BLTs is to reduce the number of buildable lots in the Agricultural Reserve and to preserve as much farmland as possible. The proposed TMX zone requires that 12.5 percent of all optional method non-residential square footage must terminate BLTs at a rate of 7,500 square feet per BLT. The proposed TMX zone will require 20 percent public use space for optional method and 10 percent for standard method. All developments in the TMX zone will be reviewed under the site plan and project plan procedures.

Some properties in White Flint will retain their current zoning classification for the following reasons:

- the property recently developed
- no change is anticipated

PUBLIC FACILITIES AND AMENITIES

A community's public realm, which includes parks, open spaces and streets, establishes the framework for creating a livable and sustainable place. This Plan recommends a series of new parks, open spaces, and streets that improve the public realm. The TMX zone requires public facilities and amenities, public use space. The Amenity Fund allows for optional method projects to make a payment, rather than providing all or part of a project's required public use space on site.

The following list represents the priority of public amenities and facilities for the Sector Plan:

Priorities

- Underground utilities for all new development.
- Improvement of the east-west Main Street that divides the Conference Center sub-district should include:
 - Street trees
 - Outdoor spaces for non-residential uses
 - Public art
- Improve Woodglen Drive as a bicyclist and pedestrian system that connects the Bethesda Trolley Trail to the Metro station. Improvements to Woodglen Drive should include:
 - Public art
 - A landscaped median
 - Benches, bicycle racks and trash receptacles
- Provide streetscape improvements in the Plan area, such as Old Georgetown Road, Nicholson Lane and Marinelli Road.
- Linear/promenade of Metro access tunnel easement between the Metro East District to the White Flint Mall District.
- Establish mid-block pedestrian connections between Mid-Pike District and Conference Center Sub-District; NRC District and White Flint Mall District.

- Wall Local Park: The M-NCPPC's Parks Department should coordinate with a private entity and the Department of Recreation to create a facility plan. This Plan will establish the framework for future park improvements.
- Provide for the acquisition or dedication of the Civic Green.
- Create a network of diverse parks and open spaces that meet environmental goals and public use space requirements.

AMENITY FUND

The TMX zone allows for the creation of a fund for optional method that projects make a payment to, rather than providing all or part of a project's required public use space on site. The Sector Plan can set priorities for the Amenity Fund. Features of the Fund include:

- Funds paid instead of on-site implementation of public use space be used for public use space that has been identified in the applicable master plan.
- If such space has not been identified in the plan, the Planning Board must adopt a list of possible public use space projects (no list of possible facilities/amenities is needed).
- Funds paid instead of on-site implementation of public facilities and amenities be used for facilities/amenities identified in the applicable master plan or other space the Planning Board finds consistent with the goals of the applicable plan.
- Developers opting to make a fund payment identify the proposed location of the off-site public use space and its phasing, and the Planning Board must approve both the off-site location and the phasing. The implication of this requirement is that the developer would choose the public use space from the sites identified in the master plan or on the Planning Board's list. Assuming that phasing means the timing of construction for a public use space or facilities/amenities project, this requirement also appears to allow the Planning Board to make sure that the off-site requirement and the overall project are underway at the same time.

STAGING

Staging development correlates the provision of public facilities to new development. The primary concern is managing traffic congestion. This can be accomplished through an expanded road network. The Plan recommends thousands of linear feet for new business district streets and approximately 28 acres of dedicated rights-of-way. There are areas in White Flint where development can proceed because there is sufficient public infrastructure. However, the public sector must plan and construct needed infrastructure where it cannot be provided by the private sector alone. The reconstruction of Old Georgetown Road and Executive Boulevard (M4), a major highway, is critical to providing more mobility on the west side of Rockville Pike, similar to the function of Nebel Street on the east, and therefore needs to precede development.

Of the two development areas located east and west of the Metro, Metro West District is less developed. Much of Metro East, including North Bethesda Town Center, is under construction and will build to a previously approved density of 2.0 FAR. There are very few dwelling units in Metro West. Metro West contains multiple owners and smaller tracts of land and the Conference Center, which is owned by a public private partnership. By focusing development at Metro West, the Plan goal of shifting the emphasis to residential rather than non residential uses will be achieved in close proximity to the Metro station.

Other development can occur outside the first Staging Area. However, the public facilities and infrastructure in those areas would be entirely the responsibility of the private sector.

Pre-Requisites for Stage 1

- Approval and Adoption of the Sector Plan
- Approval of Sectional Map Amendment
- Approval of zoning or subdivision text amendments
- Expand the Metro Station Policy Area to include the entire Sector Plan boundary
 - To ensure provision of Workforce housing
 - Impact Taxes retained in area
 - Transportation Impact Tax reduced
 - Expand the Critical Lane Volume (CLV) to 1,800
- Establishment of the Plan area as a state Bicycle Pedestrian Priority Area
- Create a private-public partnership that may include the following:
 - Urban District
 - Development District
 - Business Improvement District
 - Parking Lot District
- Monitoring Program.
 - Planning Board to require staff to develop a yearly or biennial monitoring program for the White Flint Sector Plan area. This program will include a periodic report on development approvals, traffic issues, public facilities and amenities, the status of new facilities, the Capital Improvements Program (CIP) and Annual Growth Policy (AGP) as it relates to White Flint. The program should conduct a regular assessment of the staging plan and determine if any modifications are necessary.
 - Establish an advisory committee of property owners and interested groups that support the redevelopment of the White Flint Plan area. The committee responsibilities should include, monitoring the Plan recommendations, monitoring the Capital Improvements Program (CIP) and Annual Growth Policy (AGP) to impact the Plan area, and ensuring that issues are addressed by the Planning Board and/or Council.
- Fund the construction of Executive Boulevard/Old Georgetown Road reconstruction and Main Street through the CIP, consolidated Transportation Program (CTP), public-private partnership, or private development.

Stage 1:

Development focused on the western districts closest to Metro station where there is modest amount of residential development: Metro West and Mid Pike Districts. Development would provide approximately 4,000 residential units and 2.8 million square feet of development (including existing, approved and recommended).

- Fund the construction of realignment of Executive Boulevard and Old Georgetown Road improvement through the Capital Improvement Program (CIP), Consolidated Transportation Program (CTP), public-private partnership, or private development.
- Fund the construction of an east-west Main Street (B-10) in the Conference Center sub-district through the Capital Improvements Program (CIP), Consolidate Transportation Program (CTP), public-private partnership, or private development.
- Achieve 30 percent non-automotive drive mode share for the Plan area.
- Provide streetscape improvements; pedestrian systems improvements and bicycle network/plan for all streets within a ¼ mile of the Metro station.
- Establish a Parking Lot District for the Plan.
- Fund the acquisition or dedication of the Civic Green.
- Relocate surface parking on Wall Local Park in cooperation with a public private partnership.
- Establish a bus circulator system linked to surrounding office districts and residential neighborhoods.

- Locate an express/urban library
- Pre-planning for Rockville Pike as a “Boulevard” in coordination with SHA.

Stage 2:

The districts proximate to the Metro on the east, Metro East, NRC, and Maple Avenue Districts have a fair amount of existing and approved residential development. The proposed development will complete the two sides of the areas closest to Metro. Development would include approximately 2,800 existing residential units with 2,000 more residential units, with 3.3 million square feet and 1.2 million additional square feet.

- Increase non-automotive mode share to 35 percent
- Montgomery County Public Schools (MCPS) must evaluate need and/or status of the elementary school
- Fund the second entrance to the White Flint Metro Station.

Stage 3:

White Flint Crossing, White Flint Mall, Nebel Corridor and Nicholson Court Districts are farther away from the Metro and have a modest amount of existing residential development and a preponderance of non-residential and light-industrial development. Development in this stage will be approximately 4,000 new residential units, including existing residential development, and approximately four million square feet of non-residential development, including existing non-residential development.

- Increase non-automotive drive mode share to 39 percent.
- Fund the Old Georgetown Road extension to the CSX tracks within the Consolidated Transportation Program, the Capital Improvements Programs, public-private joint venture, or privately.
- Complete all streetscape improvements; pedestrian systems improvements and bicycle network/plan outside a ¼ mile from the Metro.
- The reconstruction of Rockville Pike (between Edson Road/Executive Boulevard and Montrose Parkway) requires a comprehensive state project. During Stage 2, the critical elements of a business street network that relieves Rockville Pike will be completed.
- Construct an elementary school unless MCPS identifies an alternative strategy to meet elementary school needs.

FINANCING

Public and Private Financing

Successful implementation of the White Flint Sector Plan will require substantial public and private investment in infrastructure and other public facilities, as well as timely delivery of transportation infrastructure and public facilities. In White Flint, as elsewhere, the public and private sectors will share the costs of the necessary infrastructure and facilities. Certain facilities may be financed entirely by the private sector, others may be financed entirely by the public sector, and others still may be financed by the public and private sectors together.

Excessive reliance on piecemeal private sector delivery of capital facilities can result in haphazard, “Swiss-cheese” development patterns. Excessive dependence on public sector capital improvement programming can often result in infrastructure delivery that is slowed by politics or bonding capacity, and which favors projects that add lane capacity over those that improve aesthetic qualities of place. As such, finding the proper balance between public and private sector financing and delivery of infrastructure can prove critical to successful implementation of complex redevelopment plans.

Montgomery County has a number of tools available to close financing gaps for needed capital improvements; those tools work either by channeling private-sector capital into public projects or by reinvesting revenues generated by development in White Flint to improvements within White Flint. Impact taxes and adequate public facilities payments are two significant mechanisms the County uses to direct private money to finance capital facilities. These tools allow government to recoup costs associated with growth at the time that new development occurs.

However, other tools may be more appropriate. Timeliness of delivery is an important consideration, when the cost of the project is disproportionate to the benefit for any individual property owner, and when the class of property owners receiving benefit is large. Examples of effective tools include:

- Tax-Increment Financing (TIF) Districts
- Special Taxing Districts and Special Assessment Districts
- Development Districts

Using any one of these financing mechanisms, or a combination of these financing mechanisms, the County could create a district (or districts) capable of issuing bonds to pay for the infrastructure project or public facility. Some or all of those bonds would then be retired through payments by the private sector to the district. Those payments would be in the form of a tax or assessment on real property within the district boundary.

In the case of a TIF, the district would capture a portion of the property taxes within the district—there is no additional tax or assessment necessarily associated with a TIF. In the case of a special assessment or tax, the district would capture money in addition to the property tax from members of a specified class of properties by levying an additional tax on those properties. A development district could generate revenue either by capturing a portion of the property tax or by layering an additional tax or assessment on certain classes of properties. A development district, unlike a TIF, could be set up so as to capture only the revenue from new development, rather than revenues resulting from increases in the assessments on existing properties.

Whichever mechanism or combination of mechanisms are used, staff recommends that the Board consider the following principles:

1. To the extent possible, capture impact tax revenues within the Sector Plan area.
2. To the extent possible, apply a portion of incremental General Fund property tax revenues within the Sector Plan and to improve Rockville Pike located within the Sector Plan.
3. To the extent possible, offset reductions in commercial transportation impact taxes with the levy of a special assessment or special tax on all new and existing commercial uses within the district, thereby maintaining the current level of private sector contribution but spreading that contribution out over time.
4. Encourage private sector delivery of infrastructure and appropriate crediting against impact taxes and other obligations.

Recommendations

- Expand the Metro Station Policy Area boundary to be coterminous with the Sector Plan boundary. Within the Sector Plan boundary, all non-exempted transportation impact fees on new development will be captured and applied to pay down debt on bonds issued for designated public infrastructure and facilities projects within the Sector Plan.
- Create a special taxing or special assessment district. Levy an annual special assessment or special tax of not more than 10 percent of the total ad valorem real property tax bill, which would be applied to all commercial uses within the Sector Plan boundary from such time as the first bond is issued to finance designated public infrastructure and facilities projects and continuing until such time as the last bond financing a capital project designated in the Sector Plan is retired.
- To finance the reconstruction of Rockville Pike, the County should issue public debt in the form of either:
 - General Obligation debt to be paid out of the County's General Fund and supported by the net new revenue generated by the White Flint redevelopment, or
 - Tax-Increment Financing (TIF) to be paid out of revenues from increased assessments within the TIF District boundary, assumed to be the White Flint Sector Plan boundary.

ADMINISTRATION

Alternatives

Complex redevelopment projects can present significant challenges to the traditional separation of legislative and executive functions in local government, as well as the traditional separation of public and private sector administration. Consequently, successful implementation of the White Flint Sector Plan will require one or more administrative entities. The administration of White Flint could occur either under one authority with broad powers, or under multiple districts and authorities for which legal authorization or precedent already exists (e.g. Business Improvement District, Parking Lot District, Transportation Demand District, TIF District, etc.). Any such authority should be specifically authorized in the White Flint Sector Plan.

Each alternative has advantages and disadvantages that are distinct; on balance, however, neither alternative is clearly superior. Staff believes both of these alternatives are equally deserving of the Planning Board's consideration at this time.

Alternative 1: The White Flint Redevelopment Implementation Authority

The White Flint Redevelopment Implementation Authority would oversee the orderly implementation of the private development, public facilities, and other aspects of the White Flint Sector Plan.

The Authority would have broad and carefully defined powers, as well as numerous responsibilities. These powers and responsibilities would be greater than currently authorized for entities such as the Bethesda Urban Partnership. The Authority would be similar to a municipality in that it would perform a number of varied functions.

At a minimum, the Authority would be authorized to perform certain functions, such as:

- Hire or contract for administrative, legal, and accounting staff.
- Contract with architects, engineers and other technical professionals for the purpose of designing or coordinating projects deemed necessary for successful master plan implementation.
- Enter into contracts to purchase, sell, or lease real property and personal property.
- Collect revenues from taxes and assessments, make any necessary disbursements, and issue bonds as necessary for successful master plan implementation.
- Sue or be sued, and file any necessary legal actions (including eminent domain).
- Prepare a capital program designating facilities to be constructed, estimated costs of each facility, and prioritize those facilities consistent with the goals of the Plan.
- Enter into contracts, agreements, or memoranda of understanding for the construction of capital facilities.

In addition to those powers, the Authority would possess certain responsibilities. Those responsibilities should also be clearly outlined in the Sector Plan. The responsibilities of the Authority could include:

- Maintain accurate records of revenues and expenditures, including an annual audit of its operations and accounts.
- Prepare an annual operating report, to be transmitted along with the annual audit, to the Planning Board for review and then to the County Council.
- Establish a protocol for receiving public input, including open hearings and work sessions.
- Review and comment on project plans and other pertinent actions that come before the Planning Board.

The Sector Plan should be accompanied by any legislation required to establish the Authority, as well as any necessary amendments to existing legislation. The Sector Plan may need to include a detailed description of the powers, responsibilities, and structure of the Authority, as well as the relationships between the Authority and both the legislative and executive branches of County government. The following elements may need to be set forth in detail in the Plan:

- The County's legal authority (if any) and precedent for the administrative structure; reference to accompanying draft enabling legislation, and reference to any draft amendment to Chapter 68A (Montgomery County Urban Districts) of the County Code
- The process for Council appointment of members, and the number and term of members
- The role of the Planning Board in the review of the capital program
- A description of the Authority's powers and responsibilities
- A description of the relationship between the Authority and any public/private infrastructure financing mechanisms (e.g. Special Taxing District, Tax Increment Financing District)
- A description of the Authority's review and approval processes
- Recommendation/authorization of other administrative entities as necessary (e.g. Parking Lot District)
- A description of the relationship between the Authority and any other administrative entities recommended or authorized in the Sector Plan

Alternative 2: Multiple Administrative Entities

- The White Flint Sector Plan could be implemented by a combination of other limited-purpose administrative mechanisms already in use elsewhere in Montgomery County. Among the entities would be the following:
 - Parking Lot District (as recommended elsewhere in this document)
 - Transportation Demand Management District (e.g. North Bethesda Transportation Demand Management District)
 - Business Improvement District
 - Urban District (would require amendment to Chapter 68A of the Montgomery County Code)

Using this approach, the various powers and responsibilities necessary to carry out the redevelopment would be exercised by multiple entities in coordination with one another and with County government. For example, none of these entities would have power of eminent domain, but any one of them could work in concert with County government if the exercise of eminent domain becomes necessary to successfully achieve that entity's mission.

Determining the appropriate combination of limited-purpose administrative entities will require discussion with sister agencies in County government and approval by the County Council. The Sector Plan should set forth clearly the powers and responsibilities of each administrative entity recommended or authorized and propose amendments to existing legislation and any enabling legislation necessary to establish these entities. The following elements should be set forth in detail in the Plan:

- The County's legal authority and precedent/parallel for each administrative entity
- A description of the powers and responsibilities of each administrative entity, or reference to the relevant sections of County law
- A description of the relationships among the administrative entities and between the administrative entities and the Planning Board and other parts of County government
- A description of the relationships between the various administrative entities and any public/private infrastructure financing mechanisms (e.g. Special Taxing District, Tax Increment Financing District)

Phasing/Staging

Timing of Public and Private Infrastructure and Private Development

Infrastructure and public facilities projects set forth in the plan's capital improvements list will generally fall into one of two categories:

1. The public infrastructure or facilities necessary to unlock the full redevelopment potential of the Sector Plan area
2. The public infrastructure or facilities necessary to meet the added demands generated by the new development

With respect to the first category, though achieving full redevelopment potential of the Sector Plan may require issuing bonds to finance some infrastructure "up front," the challenge will be to do so while minimizing the risk that insufficient net new revenue will be generated to pay for the infrastructure. With respect to the second, the challenge will be balancing the need to maintain adequate public facilities on the one hand, against the financial feasibility of private sector redevelopment in an area targeted for urbanization.

Additionally, the auto-oriented suburban present and the more “walkable” urban future of White Flint must remain in balance during the transformation of White Flint. Careful consideration must be given to the competing imperatives to provide for adequate automobile mobility today, while encouraging the development of a pedestrian-friendly environment for the future.

In order to establish appropriate phasing/staging Staff recommends that the following issues must be resolved:

- The identification of infrastructure and public facilities necessary to unlock the development potential of the Sector Plan area
- The prioritization of transportation infrastructure in a way that is consistent with the traditional hierarchy of the street system and in a way that is consistent with the likely pace of redevelopment within the Sector Plan boundary
- The prioritization, whenever possible, of transportation infrastructure that supports non-auto driver modes of travel for commuting and local trips
- A description of a mechanism for determining when the next phase of infrastructure and public facilities should be financed and constructed (e.g. on the basis of final approvals or permits issued) so as to minimize public-sector financial risk and maximize the effectiveness of the public investment
- A description of the relationship between the phasing/staging regime and impact taxes, including any dedication of impact tax revenue streams to District funds
- The relationship between the phasing/staging mechanism and adequate public facilities requirements in the Annual Growth Policy (including any amendments thereto), such as any dedication of mitigation fees to District funds
- Identification of reasonably foreseeable needs for public facilities and appropriate locations for those facilities
- The relationship between the phasing mechanism’s determination that enough development has occurred to merit the issuance of bonds for the next infrastructure project, and the determination that there is sufficient capacity already in place (within the cordon line boundary) to allow additional development to proceed
- A plan implementation program split into multiple phases, which includes a mechanism for determining when to issue bonds to pay for required infrastructure and public facilities