Working Draft Presentation
Energized Public Spaces Functional Master Plan (EPS FMP) for Parks in Mixed Use and Higher Density Residential Areas

M-NCPPC Montgomery Parks
Planning Board Presentation
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September 07, 2017
Agenda

Staff Recommendation
Background
Testimony Summary
Review Proposed Plan Edits
Planning Board Action
Staff Recommendation

Approval of the *Energized Public Spaces Functional Master Plan (EPS FMP)* for transmittal to the County Council and County Executive, with the following revisions:

- Place the Pilot Area analysis and results in a new Chapter 6.
- Turn the Urban Parks Design Guidelines (Appendix 1) into a separate companion document.
- Update the Parks Classification System chart to match the *2017 PROS Plan*.
- Add graphics to illustrate the supply of each type of park/open space experience.
- Edit text to address public testimony & clarify some sections.
Background

Functional Master Plan Planning Board Schedule

- Approval of Scope of Work – December 08, 2016
- Approval of Plan’s Methodology – April 20, 2017
- Approval of Working Draft as Public Hearing Draft & setting of the Public Hearing date – June 15, 2017
- Public Hearing – July 27, 2017
- Worksession - September 7, 2017
- Plan Approval - September 18, 2017
Background

Vision

- An interactive countywide parks and public space system for stronger, healthier and happier communities where we have more people, with an emphasis on walkability.

*In the places where we have the most people, everyone can walk to a public space.*
Background

Overarching Goals

- Identify where parks & open space are needed most to serve dense populations within walking distance
- Prioritize parks and open spaces for implementation using social equity and other factors
- Propose innovative tools and new funding sources to implement projects
Background

EPS Study Area & Pilot Area
Testimony Summary

Planning Board
- Eliminate Urban Buffer Park type (2017 PROS comment)

Citizens and Organizations
- Support Plan’s encouragement of more natural features in parks that serve urban areas
- Support Plan’s effort to increase accessibility to public spaces
- Recommend coordination with other community groups, agencies and partnerships
- Support methodology in general, but suggest clarification or alteration of some aspects

Public Agencies
- County Department of Transportation – Supports Plan, and requests policy and implementation coordination with DOT for “Connect” recommendations
- County Health & Human Services – Endorses Plan vision to create accessible open spaces for all ages and abilities that encourage social interaction.
Testimony Summary

Silver Spring Chamber of Commerce Members

- Concerned that the Plan will increase requirements for open space during future development projects
- In the “Activate” strategy, request clarification of voluntary nature of proposed partnerships and remove names of specific companies
- Concerned about the lack of legal clarity surrounding use and control of POPS
- Expressed concern about the challenges for Parks to operate, manage and police new urban Parks
- Some members concerned about properties identified as part of “Acquire” strategy
Proposed Plan Edits

Three Categories of Plan Changes

1. Organizational Edits
2. Updates to Reflect Recent Planning Board Approvals
3. Text Revisions to Address Comments

Note: Proposed changes to the plan document are highlighted in RED with deletions crossed out, and additions underlined.
1. Organizational Edits

**Move Pilot Area Analysis to New Chapter 6**
- Move Application of Methodology to the Pilot Area from Chapters 3 and 4 into a new Chapter 6
- Update the Executive Summary (in Chapter 1) to reflect new Chapter 6
- Creates separation of the Pilot Area analysis from the overall methodology description
- Clarify that the functional master plan applies to the entire EPS Study Area, not just the Pilot Area of the Silver Spring CBD.

**Remove Appendix**
- Move the Urban Parks Design Guidelines (currently in Appendix 1) into a separate companion document
- Follows the pattern of design guidelines for land use master and sector plans
- Allows the Urban Design Guidelines to be flexible and more detailed
- Summary of covered design elements included in the body of the EPS Plan (end of Chapter 3)
1. Organizational Edits

EXISTING OUTLINE

- Chapter 1 – Executive Summary
- Chapter 2 – Policy Overview
- Chapter 3 – Methodology
- Chapter 4 – Results
- Chapter 5 – Implementation
- Appendix

PROPOSED OUTLINE

- Chapter 1 – Executive Summary
- Chapter 2 – Policy Overview
- Chapter 3 – Methodology
- Chapter 4 – Results
- Chapter 5 – Implementation
- Chapter 6 – Application of Methodology in Pilot Area
- Appendix

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1. Organizational Edits

Outline of New Chapter 6 - Application to Pilot Area

- Pilot Area Selection
- Collect Data
- Analyze Data: Identify Level Of Service
- Analyze Data: Identify Opportunities
- Pilot Area Results
- Pilot Area Implementation
Proposed Plan Edits

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## Updates to Reflect Recent Planning Board Approvals

Replace the Park Classification System Chart (p. 20-21) with the approved chart from the **2017 PROS Plan**

### 2012 PROS Urban Parks Types

**Countywide**
- Civic Green
- Urban Greenway
- Urban Recreational Park

**Community-Use**
- Neighborhood Green
- Urban Buffer Park
- Urban Recreational Park

### 2017 PROS Urban Parks Types

**Countywide**
- Civic Green
- Urban Greenway
- Urban Recreational Park
- Plaza

**Community-Use**
- Neighborhood Green
- Urban Buffer Park
- Urban Recreational Parklet
- Pocket Green
2. Updates to Reflect Recent Planning Board Approvals

Update the Design Guidelines description (p.71) to reflect the Planning Board-adopted *Bethesda Downtown Plan Design Guidelines*

- Revise list of main design elements
  - Intent, Key Features, and Size
  - Experiences and Mix of Uses
  - Relationship to Adjacent Uses
  - Site Access and Connectivity/ **Social Equity**
  - Special Features
  - Frequency of Use
  - **Community Benefits**

- Add one design element to be defined during future “Urban Parks Standards for Operations, Maintenance and Policing”
  - **Operations, Maintenance, and Policing**
Proposed Plan Edits

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3. Text Revisions to Address Comments

Chapter 1 Executive Summary

- Comment Received
  - Existing lower density housing is not being replaced with higher density housing development.

- Proposed Edit, Page 1
  - “The recent trend in real estate development in these areas is to replace lower density residential or commercial development with higher density residential and mixed use buildings where economically feasible and allowed by zoning.”
3. Text Revisions to Address Comments

Chapter 2 Policy Overview, Public Purpose section

- Comment Received
  - Greater Silver Spring Chamber of Commerce members concerned about additional requirements during future development projects.

- Proposed Edit, Page 18

  Relationship to Master and Sector Plans

  The *Energized Public Spaces Functional Master Plan (EPS FMP)* amends all area master and sector plans countywide approved as of the date of the final adoption of this plan to the extent that this plan’s methodology will designate additional sites that should be considered for park acquisition and facility renovation or redevelopment. This Plan does not alter zoning or other land use recommendations found in area master plans, and does not alter any zoning requirements for open space or other development elements. This Plan also amends the *Recreation Guidelines (2017)* and other functional master plans. All future sector and master plans will utilize the new methodology established in this plan to determine the priority areas with low levels of park and open space services and to recommend facilities and parkland to improve the level of service.
Chapter 2 Policy Overview, Public Purpose section

- Comment Received
  - Planning staff recommended that opportunities identified in the EPS FMP should be added to the Facilities Inventory List to support implementation through the development process.

- Proposed Edit, Page 18

  **Relationship to Master and Sector Plans**

  This Plan also amends the *Recreation Guidelines (2017)* and other functional master plans. Opportunities to increase parks and open spaces identified through application of the EPS methodology may be added to the Facilities Inventory List for potential implementation via future optional method developments.
3. Text Revisions to Address Comments

Chapter 3 Methodology, Analyze Supply and Demand section

- Comment Received
  - Some readers of the Plan confused the supply of park experiences in this methodology with park usage.

- Proposed Edit, Page 30
  Supply of Publicly Accessible Facilities
  
  ... The supply of facilities will be quantified by taking inventory of all open spaces, then evaluating the park experiences that can occur on those open spaces, and finally measuring how many of those experiences are accessible by walking to the area under study. **In this methodology, Supply means access to available open space experiences, not a measure of current park usage.**
Chapter 4 Results, Organize by Strategies

- Comment Received
  - Clarify that the “Develop” strategy recommends new park amenities to support outdoor park uses.

- Proposed Edits, Page 56
  Develop
  Developing new facilities outdoor park amenities in existing public parkland and public open space is one key way to add significantly to the supply of park experiences.
3. Text Revisions to Address Comments

Chapter 4 Results, Organize by Strategies

- **Comment Received**
  - “Acquire” strategy includes several methods of creating new open space, but the name implies purchase by Parks as the primary strategy.

- **Proposed Edits, Page 56**
  
  **Acquire Create**

  If the previous four tools are not adequate to expand the supply of parks and open spaces to meet a community’s needs, then creation of new open spaces acquisition of land must be considered to provide a platform for outdoor experiences. Properties in a preferred location for a future park-open space are identified for future potential addition to the public park-open space system. Identified sites can become either public parkland or privately held but publicly available open space through multiple avenues. Privately-Owned Public Spaces (POPS) are often established through the development process in certain zones, creating publicly available resources that remain in private ownership.

  Traditionally, New land is added to the public park system through two primary avenues: dedication to Parks through the land development process and direct purchase using public funds. When dedication or POPS do not create the needed park recreation and open space facilities, purchase of parkland becomes necessary.
3. Text Revisions to Address Comments

Chapter 5 Implementation, Implement Recommendations

- Proposed Edits, Page 66

**Acquire Create**

To increase the likelihood of creating new open spaces and receiving parks in dedication, innovative zoning tools are being developed in area master plans currently underway.
3. Text Revisions to Address Comments

Chapter 5 Implementation, Implement Recommendations

- Comment Received
  - Proposed partnerships may come to be seen as mandatory, possibly creating unforeseen financial and programming obligations for private entities.

- Proposed Edits, Page 66
  
  Partnerships for Operations and Activation
  
  Partnerships can be pursued by the Department of Parks with private and non-profit entities to provide activation programs throughout the EPS Study Area. Partnerships may be appropriate with local non-profits, urban districts, and property owners. Additional partnerships may be appropriate to address some operations, maintenance and security services on parks and open spaces. Both of these types of partnerships will be developed to target increase service to the community in the most efficient manner possible and will be negotiated with willing partners.
3. Text Revisions to Address Comments

Chapter 6, Analyze Data: Identify Opportunities

- Comment Received
  - Staff suggested increased emphasis on findings of the analysis that influenced opportunities identified in the Pilot Area.

- Proposed Edits, Page 52

  **Outcome: Park System - Open Space** Findings and Opportunity Sites
  
  - Missing Central Civic Green
  - Missing Active Recreation
  - Lack of Green Space and Natural Areas
  - Fragmented Public Space Network
  - Major Connectivity Hub in Center of CBD
  - Barrier to Connectivity Across CBD
3. Text Revisions to Address Comments

Chapter 6, Pilot Area Results

- Comment Received
  - Recommendations in “Matrix of Opportunities” may be taken as a mandatory list where all items must be implemented.

- Proposed Edits
  - New sentence for introductory paragraphs to Matrix (page 58)

  This matrix serves as a menu of options that can increase the amount of active, contemplative, and social gathering experiences in the Silver Spring CBD through the EPS implementation program.
Chapter 6, Pilot Area Results

Proposed Edit

New section on Pilot Area Implementation after Matrix

PILOT AREA IMPLEMENTATION

Turning potential opportunities into reality in the Silver Spring CBD will take place through implementation of the Energized Public Spaces program as described in Chapter 5. As a Functional Master Plan, this Plan describes the parameters of the EPS program that will function over many years using many tools to reach the goals of increased walkable access to parks and open spaces to serve the residents in the County’s most dense communities.

As noted in Chapter 2, each identified opportunity for new or improved open spaces and parks in the Pilot Area is not guaranteed to result in additional public open space through implementation of the EPS FMP. The Matrix of Opportunities (Figure 28) serves as a menu of options that can increase the amount of active, contemplative, and social gathering experiences to which residents and employees of the Silver Spring CBD have access.

....
3. Text Revisions to Address Comments

Chapter 6, Pilot Area Results

- New section on Pilot Area Implementation after Matrix (continued)

....

Limitations on funding for acquisition, development and operation of parks; the level of interest of businesses, agencies and non-profits in pursuing partnerships; and the timing of private and public development projects will be major factors in the implementation of selected opportunities from the matrix. Implementation of these recommendations over the course of the Functional Plan will be flexible, allowing for the consideration of opportunity acquisition sites in additional appropriate locations, pursuing unforeseen partnerships with interested organizations, and using new implementation tools to meet the identified service needs of each community.
3. Text Revisions to Address Comments

Chapter 6, Matrix of Opportunities

- Summary of Proposed Edits
  - Remove the “Potential Partners” column of the matrix
  - Remove names of specific businesses and organizations for potential partnerships
  - Rename “Acquire” strategy to “Create”
  - Edit recommendations for certain opportunities to clarify intent
### 3. Text Revisions to Address Comments

**Chapter 6, Matrix of Opportunities: Activate Strategy**

<table>
<thead>
<tr>
<th>SITE</th>
<th>STRATEGY</th>
<th>DESCRIPTION</th>
<th>PRIMARY EXPERIENCE BENEFITS</th>
<th>PROPOSED PARK NAME AND/OR TYPE (IF APPLICABLE)</th>
<th>POTENTIAL PARTNERS</th>
<th>FEASIBILITY ESTIMATE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Woodside Urban Park</td>
<td>Activate</td>
<td>Activate existing public park as part of comprehensive, year-round park activation program</td>
<td>Active Social Gathering</td>
<td>Urban Recreational</td>
<td>-</td>
<td>High</td>
</tr>
<tr>
<td>Fairview Local Park</td>
<td>Activate</td>
<td>Activate existing public park as part of comprehensive, year-round park activation program</td>
<td>Active Social Gathering</td>
<td>Neighborhood Park</td>
<td>Developer of MRO Headquarters site</td>
<td>High</td>
</tr>
<tr>
<td>Ellsworth Urban Park</td>
<td>Activate</td>
<td>Activate existing public park as part of comprehensive, year-round park activation program</td>
<td>Active Social Gathering</td>
<td>Urban Recreational</td>
<td>United Therapeutics</td>
<td>High</td>
</tr>
<tr>
<td>Gene Lynch Urban Park</td>
<td>Activate</td>
<td>Activate public park, possibly in partnership with two adjacent nearby POPS</td>
<td>Active Social Gathering</td>
<td>Urban Plaza</td>
<td>Discovery Channel, Purple Line operator</td>
<td>Medium</td>
</tr>
<tr>
<td>Acorn Urban Park and</td>
<td>Activate</td>
<td>Activate public park, possibly in partnership with adjacent nearby POPS</td>
<td>Active Social Gathering</td>
<td>Pocket Green</td>
<td>Canada-Dry property owner</td>
<td>Medium</td>
</tr>
<tr>
<td>Canada Dry POPS</td>
<td></td>
<td></td>
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<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Fenton Street Urban</td>
<td>Activate</td>
<td>Activate existing public park as part of comprehensive, year-round park activation program</td>
<td>Active Social Gathering</td>
<td>Fenton Village Neighborhood Green</td>
<td>-</td>
<td>High</td>
</tr>
<tr>
<td>Jesup Blair Local Park</td>
<td>Activate</td>
<td>Activate existing public park as part of comprehensive, year-round park activation program</td>
<td>Active Social Gathering</td>
<td>-</td>
<td>Silver Spring Historical Society, Montgomery College</td>
<td>High</td>
</tr>
</tbody>
</table>
### 3. Text Revisions to Address Comments

#### Chapter 6, Matrix of Opportunities: Connect

<table>
<thead>
<tr>
<th>SITE</th>
<th>STRATEGY</th>
<th>DESCRIPTION</th>
<th>PRIMARY EXPERIENCE BENEFITS</th>
<th>PROPOSED PARK NAME AND/OR TYPE (IF APPLICABLE)</th>
<th>POTENTIAL PARTNERS</th>
<th>FEASIBILITY ESTIMATE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Railroad ROW Crossing between Colesville Road and Georgia Avenue</td>
<td>Connect</td>
<td>Create new connection across major pedestrian/bicycle barrier to increase access to all open spaces on both sides of tracks.</td>
<td>Active, Contemplative, Social Gathering</td>
<td>-</td>
<td>Planning Dept., County DOT, MD SHA, WMATA, CSX, adjacent property owners</td>
<td>Low - Medium</td>
</tr>
<tr>
<td>Other connectivity improvements</td>
<td>Connect</td>
<td>Improve connections to access public space network, including to Jesup Blair and other public parks.</td>
<td>Active, Contemplative, Social Gathering</td>
<td>-</td>
<td>Planning Dept., County DOT, MD SHA, Property Owners</td>
<td>Medium</td>
</tr>
</tbody>
</table>
### 3. Text Revisions to Address Comments

**Chapter 6, Matrix of Opportunities: Renovate/Repurpose**

<table>
<thead>
<tr>
<th>SITE</th>
<th>STRATEGY</th>
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<th>PRIMARY EXPERIENCE BENEFITS</th>
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<tbody>
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</tr>
<tr>
<td><strong>Ellsworth Urban Park</strong></td>
<td>Renovate/Repurpose</td>
<td>Renovate reclaimed space from brick house. Urban dog park recently added, successfully increasing park usage.</td>
<td>Active, Social Gathering</td>
<td>-</td>
<td>-</td>
<td>High</td>
</tr>
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<td></td>
<td></td>
</tr>
<tr>
<td><strong>Silver Spring Intermediate Neighborhood Park</strong></td>
<td>Renovate/Repurpose</td>
<td>Improve service through renovation of current facilities.</td>
<td>Active, Contemplative</td>
<td>-</td>
<td>-</td>
<td>High</td>
</tr>
<tr>
<td></td>
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</tr>
<tr>
<td><strong>Bullis Local Park</strong></td>
<td>Renovate/Repurpose</td>
<td>Improve service through renovation of current facilities.</td>
<td>Active, Contemplative</td>
<td>-</td>
<td>-</td>
<td>High</td>
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</tbody>
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#### Chapter 6, Matrix of Opportunities: Develop

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</tr>
</thead>
<tbody>
<tr>
<td>Fairview Local Park</td>
<td>Develop</td>
<td>Add new facilities to underutilized space to provide more service. Preserve or expand Urban Wooded Area to reinforce natural, contemplative setting.</td>
<td>Active, Contemplative, Social Gathering</td>
<td>-</td>
<td>Developer of MRO site.</td>
<td>High</td>
</tr>
<tr>
<td>Gene Lynch Urban Park</td>
<td>Develop</td>
<td>Develop new park on former road ROW at heart of Silver Spring CBD. Currently in Facility Design phase.</td>
<td>Social Gathering</td>
<td>-</td>
<td>-</td>
<td>High</td>
</tr>
<tr>
<td>Philadelphia Avenue Urban Park</td>
<td>Develop</td>
<td>Owned by Parks, but currently used for 14 public parking spaces (PLD Lot #18). Develop into an Urban Pocket Green.</td>
<td>Contemplative, Social Gathering</td>
<td>Pocket Green</td>
<td>Coordinate with Silver Spring PLD</td>
<td>High</td>
</tr>
<tr>
<td>Jesup Blair Local Park</td>
<td>Develop</td>
<td>Consider adding park amenities to underutilized space to provide more service. Respect historic setting and existing active uses.</td>
<td>Active, Contemplative, Social Gathering</td>
<td>-</td>
<td>-</td>
<td>High</td>
</tr>
</tbody>
</table>
### 3. Text Revisions to Address Comments

#### Chapter 6, Matrix of Opportunities: Create

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</tr>
</thead>
<tbody>
<tr>
<td>Cameron-Second Garage #7, Silver Spring Parking Lot District (PLD)</td>
<td>Create Acquire</td>
<td>Partner to create park space on roof in current state, or create park during redevelopment of site.</td>
<td>Active, Social Gathering</td>
<td>Countywide Urban Recreational</td>
<td>SS Parking Lot District, future site developer</td>
<td>Medium</td>
</tr>
<tr>
<td>Whole Foods Parking Lot</td>
<td>Create Acquire</td>
<td>Partner to create significant open space or park during redevelopment of site. Provide green space and/or recreational amenities to complement Veterans Plaza.</td>
<td>Active, Social Gathering</td>
<td>POPS, Neighborhood Green, or Urban Recreational Parklet</td>
<td>Property owners (Peterson, Foulger-Pratt)</td>
<td>Low</td>
</tr>
<tr>
<td>Bonifant-Dixon Garage #5, Silver Spring PLD</td>
<td>Create Acquire</td>
<td>Partner to create park space on roof in current state, or create park during redevelopment of site. Site proposed for future arena to serve County needs.</td>
<td>Active, Social Gathering</td>
<td>Countywide Urban Recreational</td>
<td>SS Parking Lot District, future site developer</td>
<td>Low</td>
</tr>
<tr>
<td>Ripley District Civic Green</td>
<td>Create Acquire</td>
<td>Purchase to create core Civic Green to serve south Silver Spring CBD. Priority Site in SS CBD Green Space Guidelines.</td>
<td>Active, Contemplative, Social Gathering</td>
<td>Civic Green</td>
<td>-</td>
<td>Medium</td>
</tr>
</tbody>
</table>
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**Chapter 6, Matrix of Opportunities: Create (continued)**

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</thead>
<tbody>
<tr>
<td>Fenton Street Village Garage #4, Silver Spring PLD</td>
<td>Create  Acquire</td>
<td>Create open space during redevelopment of site.</td>
<td>Active, Contemplative, Social Gathering</td>
<td>POPS or Neighborhood Green</td>
<td>SS Parking Lot District, future site developer</td>
<td>Medium</td>
</tr>
<tr>
<td>Newell Street Self-Storage</td>
<td>Create  Acquire</td>
<td>Purchase to create a linear park connecting to existing POPS at Newell and Kennett Streets and Acorn Urban Park. Priority site in SS CBD Green Space Guidelines.</td>
<td>Active, Contemplative, Social Gathering</td>
<td>Countywide Urban Recreational Neighborhood Green</td>
<td>-</td>
<td>Medium</td>
</tr>
<tr>
<td>Lots between Kennett Street and East-West Highway</td>
<td>Create  Acquire</td>
<td>Purchase to create park to serve multiple needs. Priority site in SS CBD Green Space Guidelines.</td>
<td>Active, Contemplative, Social Gathering</td>
<td>Countywide Urban Recreational</td>
<td>-</td>
<td>Medium</td>
</tr>
<tr>
<td>Fenton Street Urban Park expansion</td>
<td>Create  Acquire</td>
<td>Purchase additional properties to complete the envisioned Park as identified in prior sector plan.</td>
<td>Active, Contemplative, Social Gathering</td>
<td>Fenton Village Neighborhood Green</td>
<td>-</td>
<td>Medium</td>
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Thank you

Cristina Sassaki, Planner Coordinator
- Cristina.Sassaki@montgomeryparks.org

ParkPlanning.org