Energized Public Spaces Functional Master Plan (EPS FMP) for Parks in Mixed Use and Higher Density Residential Areas
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) Worksession #2 Draft for transmittal to the County Council and County Executive as the Planning Board Draft with the following revisions:

- All revisions approved by the Planning Board in Worksession #1 as shown in Attachment 3 - EPS FMP Worksession #2 Draft

- Text revisions to address Planning Board input and additional public testimony during the period of September 7, 2017 through September 15, 2017 at 9:00am
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 the Public Hearing Draft - June 15, 2017
- Public Hearing - July 27, 2017
- Worksession #1 - September 7, 2017
- Worksession #2 - September 18, 2017
- Delivery to County Council - October 2017
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 and 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 and Pilot Area
New Testimony Summary

Planning Board
- Provide options for addressing issues of Pilot Area analysis and identification of specific opportunity sites

Citizens
- Silver Spring CBD needs more open space, green space and recreational amenities to serve children in the neighborhood.
- Support keeping the Pilot Area analysis in the Plan and the list of identified opportunity sites
- Recommend addressing issues of connectivity to Jesup Blair Park
- Support the new methodology’s adaptive, equitable, and data-driven approach
- Support the Plan’s economically appealing outcomes

Silver Spring Chamber of Commerce Members
- Request removal of entire Pilot Area analysis from the Functional Master Plan
- Request the Plan not identify specific sites as opportunities for open space or parks
What is the reason for the Pilot Area analysis in the EPS FMP?

The Pilot Area analysis is a critical element of the functional plan methodology

The Pilot Area analysis validates the methodology in two ways:

- Proves the method creates valid and useful results
- Illustrates the output of the method to citizens, elected officials and property owners

The Pilot Area analysis sets the stage for the EPS implementation program

- Provides initial list of opportunities for the implementation program
- Provides basis for requesting CIP funds for public-private partnerships, park improvements and programming, and land acquisition
What is the impact of the EPS FMP on Private Property Development?

The Plan does not increase the percentage of open space or recreational space otherwise required for a property’s development or redevelopment.

The Plan may provide recommendations on the types of recreational space offered as options under the 2017 Recreation Guidelines for Private Residential Development:

- Functional Master Plan open space recommendations utilized for private residential development are eligible for recreation supply incentive bonuses.

The Plan uses an adaptive methodology to create a picture of a community’s needs for their open space system and to offer guidance in creating needed recreational experiences:

- Developments that provide amenities that meet these needs could be positioned to be more attractive and appealing to existing and new residents.
Worksession #2 Draft Plan Options

Option 1
- Worksession #1 Planning Board approved edits
  - Clarification of methodology
  - Additional text on specific recommendations and meaning of designated opportunity sites
- Retain Pilot Area analysis
- Retain identified sites within the Matrix of Opportunities

Option 2
- Additional language to improve legal clarity for property owners
- Retain Pilot Area analysis
- Retain identified sites within the Matrix of Opportunities
  - Modified implementation tools
  - Footnote to clarify the meaning of identification to a property owner
Summary of Option 1

Edits Approved by Board on 9/7/17

- **Organizational Edits**
  - Created new Chapter 6 - Pilot Area
  - Removed the appendix to create a separate Urban Park and Open Space Guidelines

- **Updates to Reflect Recent Planning Board Approvals**
  - Replaced the Park Classification System with the *2017 PROS* approved chart
  - Updated design guidelines elements to reflect Bethesda Downtown approved guidelines

- **Text Revisions**
  - Edited text to clarify methodology
  - Edited Matrix of Opportunities to address public testimony
Summary of Option 2

Additional Edits to Address Public Testimony

- **Text Revisions**
  - Add language to improve legal clarity for property owners
  - Retain Pilot Area analysis

- **Matrix of Opportunities Revisions**
  - Retain identified opportunity sites as preferred locations
  - Modify and expand implementation tools
  - Add footnote to clarify flexible nature of implementation program
Chapter 2: Policy Overview, Public Purpose

Proposed Edits, Page 17 (A3-25)

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 may 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. Specifically, this Plan does not increase the requirement for open space or recreation areas under the zoning ordinance or other 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 6: Application to Pilot Area

The application of the EPS methodology to a real-world example is a critical step in the creation of this Functional Master Plan. It is necessary to test this proposed new method for using GIS technology and data and an innovative approach to urban design analysis to determine if the results of the method are appropriate for use in making recommendations to increase the level of service for parks and open space.

This new methodology will be used as part of future land use master and sector plans to better identify areas with relatively low levels of parks and open space compared to population, and to recommend ways to increase service in those areas, as described in Chapters 3 - 5. The methodology will also be used as a stand-alone analysis tool for areas of the EPS Study Area that are not likely to go through a Master Plan process in the near future, such as areas with high residential density that are not identified for significant increases in commercial and residential density in the General Plan. The EPS methodology must be tested prior to either use to confirm the methodology provides valid and useful results. Equally important, the Pilot Area analysis illustrates the intent of the methodology and its possible outcomes to decision-makers, property owners, and citizens.

....

KEY: Red text = Option 1, Blue underlined text = Option 2
When a property is developed in Montgomery County, the zoning ordinance and applicable master and sector plans may require that a certain portion of the property is used for public open space or recreational amenities. This functional plan does not increase the amount of open space or recreational space otherwise required for a property’s development. However, if land identified through the EPS method is developed for private use, this plan and the EPS method may provide recommendations on the type of open space or recreational amenities that would be beneficial to the community through the 2017 Recreation Guidelines for Private Residential Development.
Matrix of Opportunities Revisions

Chapter 6: Application to Pilot Area

Summary of Proposed Edits to Matrix of Opportunities (Figure 28, pp. 72-74)

- Add new column, “Preferred Creation Technique”
- For the Create strategy only, identify whether Partnership, Dedication, POPS and/or Purchase are preferred tools to use to implement each opportunity
- For 4 sites identified in the Public Hearing Draft for Purchase, add other appropriate tools to new column (POPS and Dedication)
- Edit “Description” column to for clarification
- Add Footnote:
  - Sites identified in the Matrix for creating new open space are preferred locations based on the qualitative analysis.
  - Other sites within the vicinity of the preferred locations may be appropriate to meet the identified needs.
## Matrix of Opportunities Revisions

<table>
<thead>
<tr>
<th>SITE</th>
<th>STRATEGY</th>
<th>DESCRIPTION</th>
<th>PREFERRED CREATION TECHNIQUE (CREATE STRATEGY ONLY)</th>
<th>PRIMARY EXPERIENCE BENEFITS</th>
<th>PROPOSED PARK NAME AND/OR TYPE (IF APPLICABLE)</th>
<th>FEASIBILITY ESTIMATE</th>
</tr>
</thead>
<tbody>
<tr>
<td>CAMERON-SECOND GARAGE #7, SILVER SPRING PLD</td>
<td>Create</td>
<td><strong>Partner to c-</strong> Create park space on roof in current state, or create open space or a park during redevelopment of site.</td>
<td>Partnership, Dedication, or Privately-Owned Public Space (POPS)</td>
<td>Active, Social Gathering</td>
<td>Countywide Urban Recreational</td>
<td>Low</td>
</tr>
<tr>
<td>WHOLE FOODS PARKING LOT</td>
<td>Create</td>
<td><strong>Partner to c-</strong> Create open space or park during redevelopment of site. Provide green space and/or recreational amenities to complement Veterans Plaza.</td>
<td>POPS or Dedication</td>
<td>Active, Social Gathering</td>
<td>POPS, Neighborhood Green, or Urban Recreational Parklet</td>
<td>Low</td>
</tr>
<tr>
<td>BONIFANT-DIXON GARAGE #5, SILVER SPRING PLD</td>
<td>Create</td>
<td><strong>Partner to c-</strong> 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>Partnership, Dedication, or POPS</td>
<td>Active, Social Gathering</td>
<td>Countywide Urban Recreational</td>
<td>Low</td>
</tr>
<tr>
<td>RIPLEY DISTRICT CIVIC GREEN</td>
<td>Create</td>
<td><strong>Purchase to c-</strong> Create core Civic Green to serve southern portion of Silver Spring CBD. Priority Site in SS CBD Green Space Guidelines.</td>
<td>Dedication, POPS, or Purchase</td>
<td>Active, Contemplative, Social Gathering</td>
<td>Civic Green</td>
<td>Medium</td>
</tr>
</tbody>
</table>

* Sites identified in the Matrix for creating new open space are preferred locations based on the quantitative and qualitative analysis; other locations within the vicinity of these sites may be appropriate to meet the identified needs and substitute for the identified sites.

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## Matrix of Opportunities Revisions

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</thead>
<tbody>
<tr>
<td><strong>FENTON STREET VILLAGE GARAGE #4, SILVER SPRING PLD</strong></td>
<td>Create</td>
<td>Create open space during redevelopment of site.</td>
<td>POPS</td>
<td>Active, Contemplative, Social Gathering</td>
<td>POPS or Neighborhood Green</td>
<td>Medium</td>
</tr>
<tr>
<td><strong>NEWELL STREET SELF-STORAGE</strong></td>
<td>Create</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. Opportunity for significant recreational amenities.</td>
<td>Dedication, POPS, or Purchase</td>
<td>Active, Contemplative, Social Gathering</td>
<td>Countywide Urban Recreational</td>
<td>Medium</td>
</tr>
<tr>
<td><strong>LOTS BETWEEN KENNETT STREET AND EAST-WEST HIGHWAY</strong></td>
<td>Create</td>
<td>Purchase to Create park to serve multiple needs. Priority site in SS CBD Green Space Guidelines. Opportunity for significant recreational amenities.</td>
<td>Dedication, POPS, or Purchase</td>
<td>Active, Contemplative, Social Gathering</td>
<td>Countywide Urban Recreational</td>
<td>Medium</td>
</tr>
<tr>
<td><strong>FENTON STREET URBAN PARK EXPANSION</strong></td>
<td>Create</td>
<td>Purchase additional properties to complete the envisioned Park as identified in prior sector plan.</td>
<td>Purchase</td>
<td>Active, Contemplative, Social Gathering</td>
<td>Fenton Village Neighborhood Green</td>
<td>Medium</td>
</tr>
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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.

Since the population, amount of parks and open space, zoning, and other variables will change over the implementation phase of this Functional Master Plan, the quantitative and qualitative methodology in this Plan can be applied again to determine if different or alternative opportunities should be identified. Such re-analysis in the future may also result in the removal of opportunities from the matrix if the site is no longer needed to increase the level of service in the Silver Spring CBD. Revisions to the matrix of opportunities may be taken to the Planning Board for approval as part of a future Master or Sector Plan process, or as a separate report.
Text Revisions

Chapter 6: Application to Pilot Area, Pilot Area Implementation

- Proposed new text, Page 76 (A3-84)

... 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. For opportunities in the Create strategy, suggested implementation techniques are identified in the Matrix of Opportunities, including partnerships, POPS, dedication of parkland, and/or purchase of parkland. For the sites where Purchase is one of the potential tools, the site will be evaluated for potential acquisition following the standard park acquisition process.

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.
Plan Schedule

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Questions, Discussion and Planning Board Action

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Thank you

Cristina Sassaki, Planner Coordinator

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ParkPlanning.org