Montgomery Planning | Functional Planning & Policy Division

Subdivision Staging Policy Update

Montgomery County Civic Federation

December 9, 2019
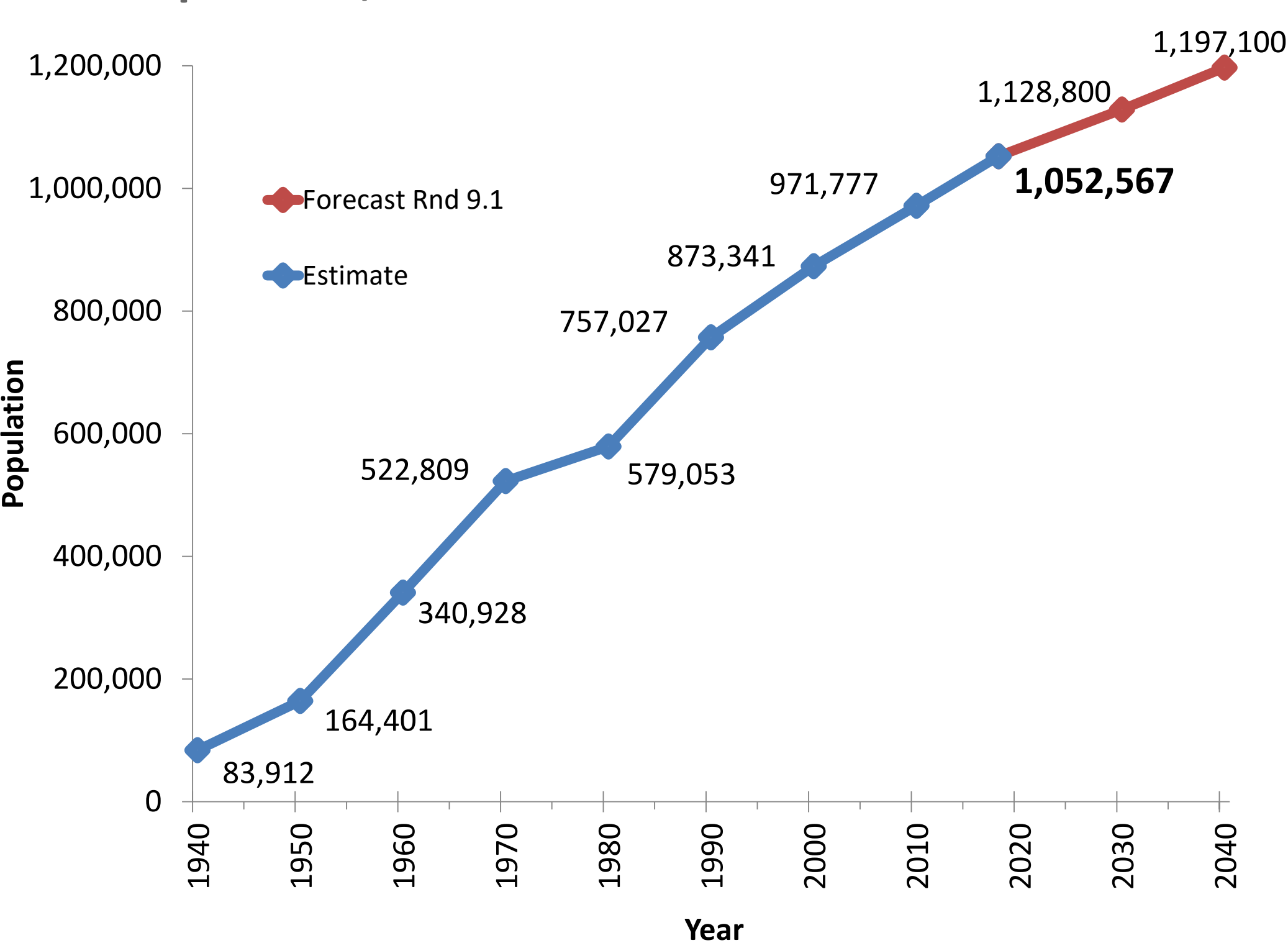
What is the Subdivision Staging Policy?

- The County's Adequate Public Facilities Ordinance (APFO) became law in 1973:

  - *"The [Planning] Board may only approve a preliminary plan when it finds that public facilities will be **adequate** to support and service the subdivision. Public facilities and services to be examined for adequacy include roads and transportation facilities, sewer and water service, schools, police stations, firehouses, and health clinics."* *§50.4.3(J) of the County Code*

What is the Subdivision Staging Policy?

- The Subdivision Staging Policy (SSP) is the set of policy tools that administer the APFO:

  - guides the timely delivery of public facilities to serve existing and future development

  - defines adequacy and how we measure it

- The policy is updated every four years.

  - The County Council must adopt the new SSP by November 15, 2020.

Slower growth in a maturing Montgomery County

Total Population, 1940-2040

- Forecast Rnd 9.1
- Estimate

83,912
164,401
340,928
522,809
579,053
757,027
873,341
971,777
1,052,567
1,128,800
1,197,100

Population

Year

1940 1950 1960 1970 1980 1990 2000 2010 2020 2030 2040

Most populous county in Maryland with over 1 million people since 2012

38% population increase since 1990

2018: 1,052,600
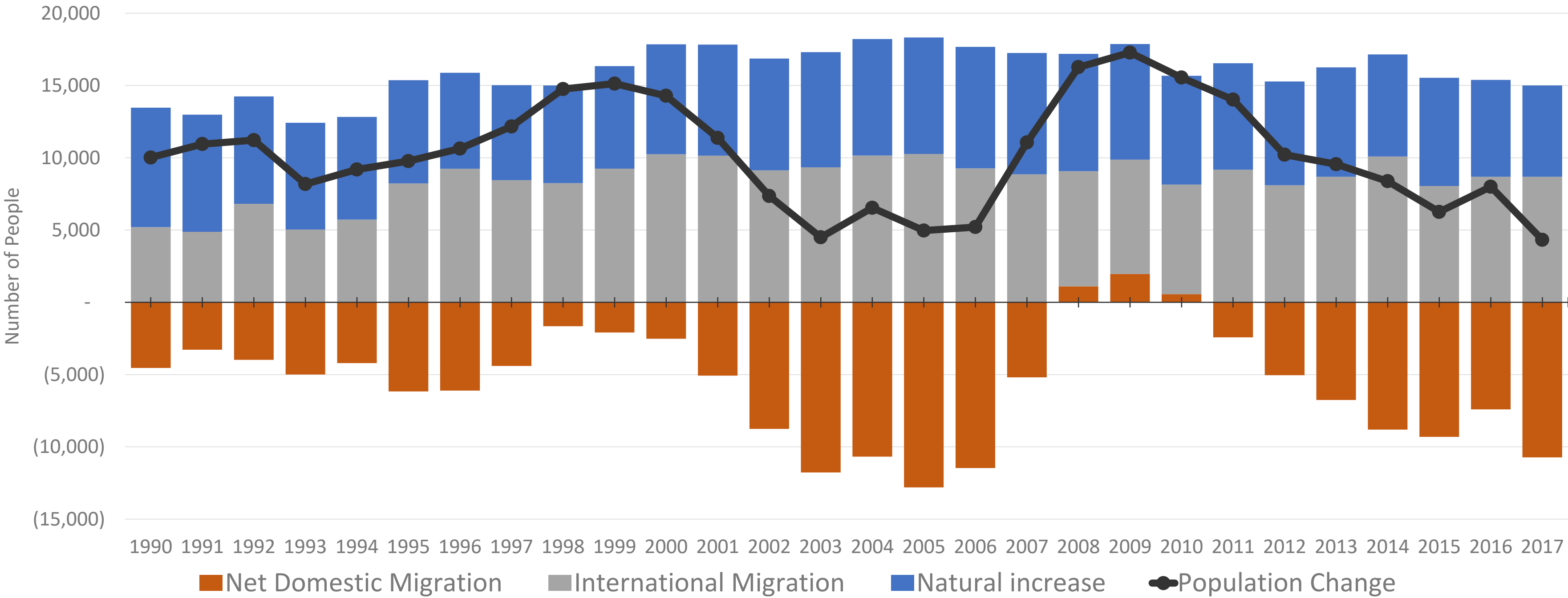

1990: 765,500   **+287,100**
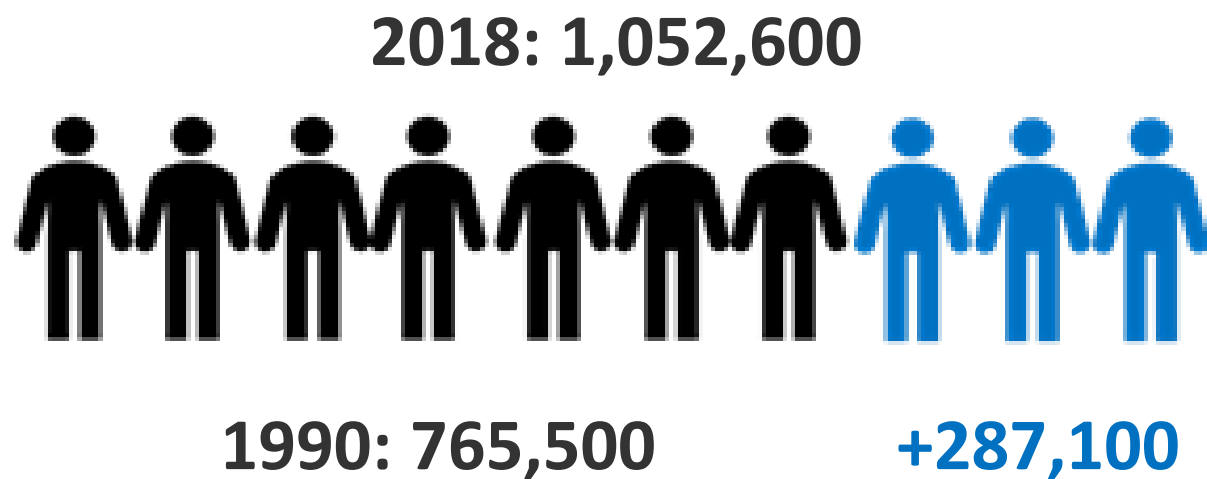
Forecasting a 7.2 % gain of 76,235 people between 2018 and 2030

Source: 1940-2010 Decennial Census, 2018 Population Estimate Program U.S. Census Bureau; Washington Council of Governments Forecast Round 9.1, Research and Special Projects.
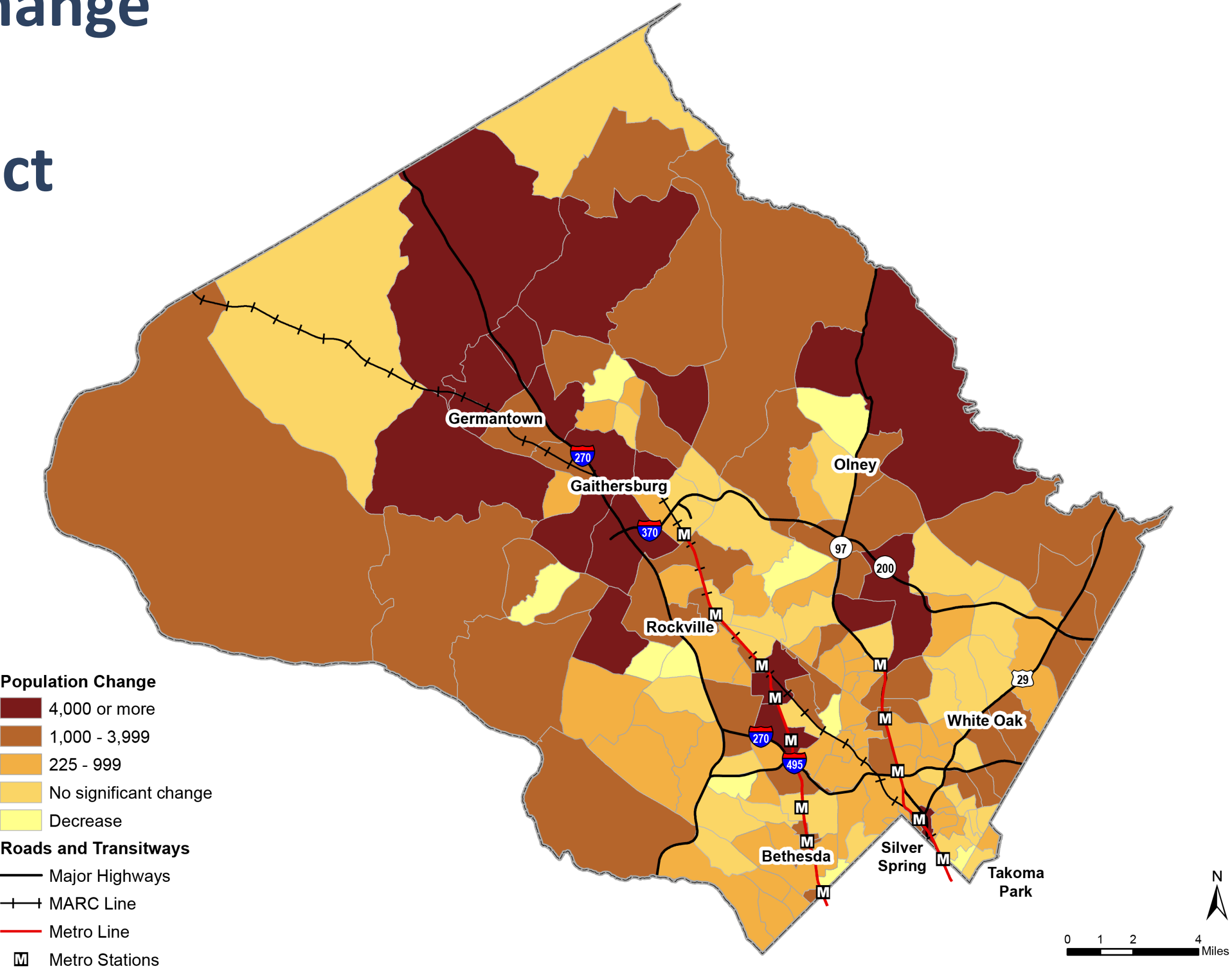
2020 Subdivision Staging Policy Update

Population Change
1990-2016
by Census Tract

Population Change
- 4,000 or more
- 1,000 - 3,999
- 225 - 999
- No significant change
- Decrease

Roads and Transitways
- Major Highways
- MARC Line
- Metro Line
- M Metro Stations

Germantown
Gaithersburg
Olney
Rockville
White Oak
Bethesda
Silver Spring
Takoma Park

Source: 1990 Census and 2012-2016 American Community Survey 5-year estimate, U.S. Census Bureau. Created by: M-NCPPC, Research and Special Projects Division

N

0 1 2 4 Miles

2020 Subdivision Staging Policy Update

Changing Travel Trends (Nationwide)

84 Million Trips on Shared Micromobility in 2018

Total Trips Taken in Millions

- ● Scooter share
- ● Dockless bike share
- ● Station-based bike share

321 K — 2010
2.4 M — 2011
4.5 M — 2012
13 M — 2013
18 M — 2014
22 M — 2015
28 M — 2016
35 M — 2017
84 M — 2018

Source: NACTO

Scooter share

Dockless bike share
(including e-bikes)

Station-based bike share
(including e-bikes)
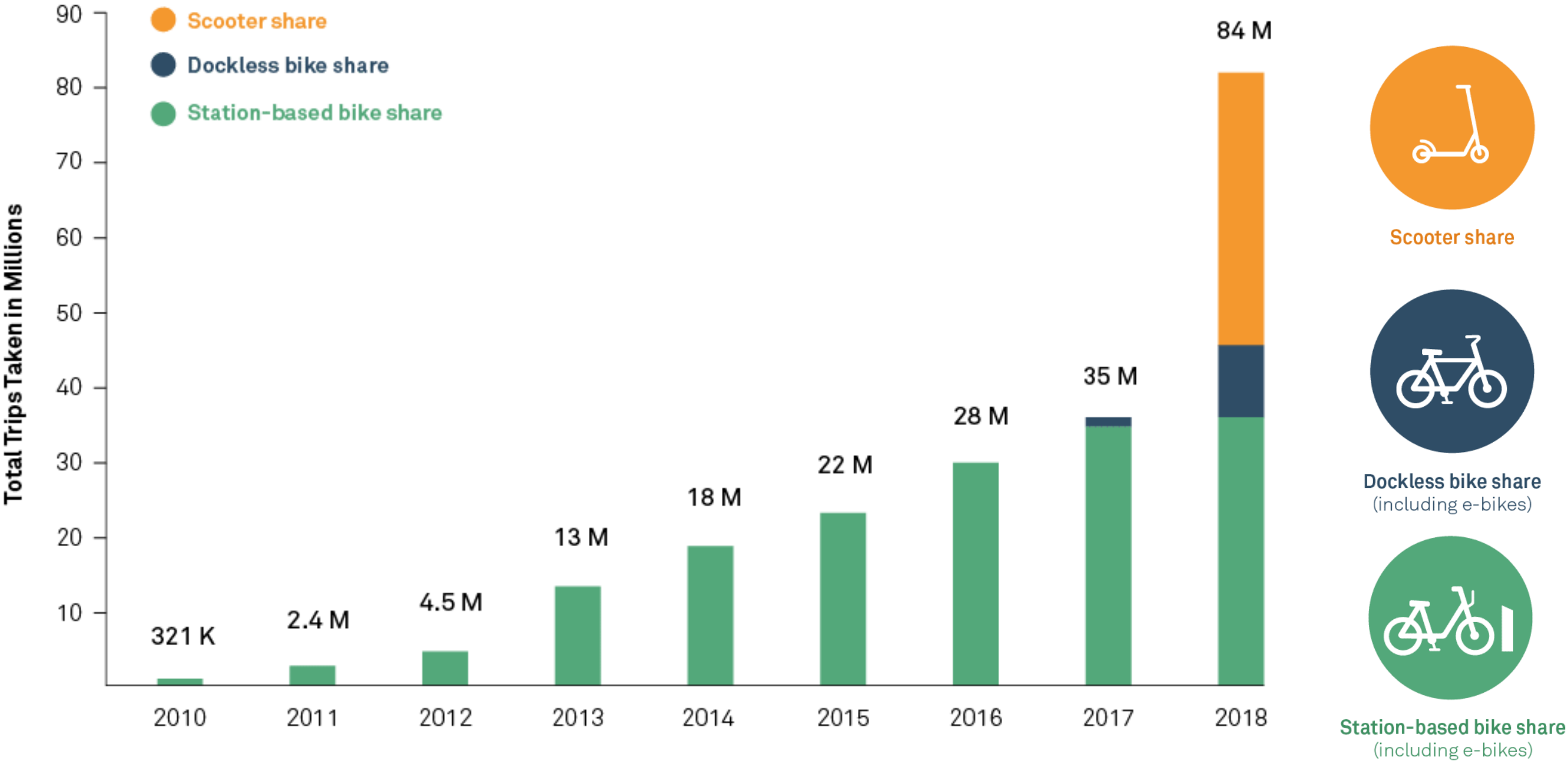
Shared Micromobility encompasses all shared-use fleets of small, fully or partially human-powered vehicles such as bikes, e-bikes, and e-scooters.

2020 Subdivision Staging Policy Update

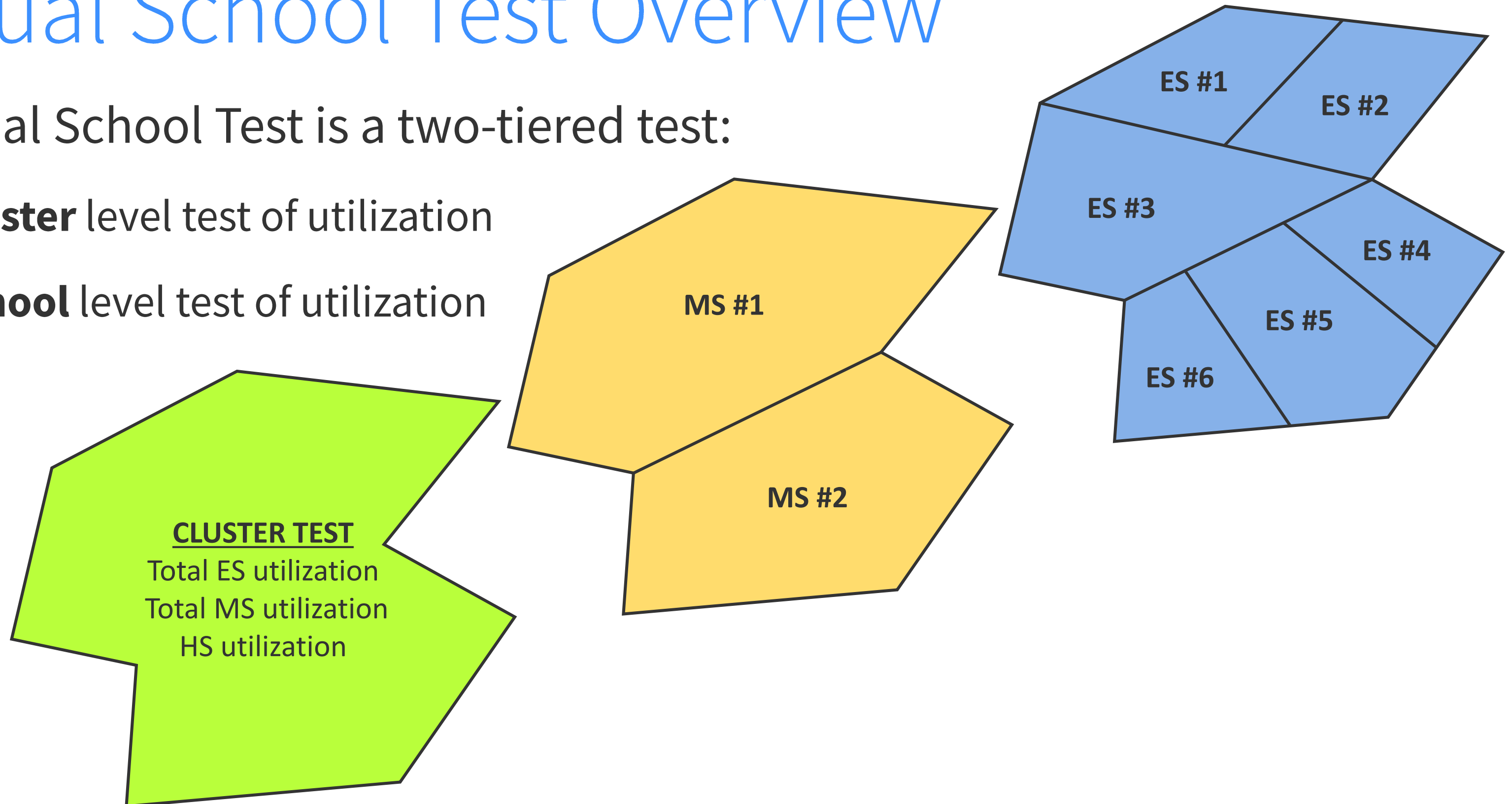# Schools

What Does the SSP Do?

- Requires the Planning Board to annually approve the results of a **school test** evaluating projected school capacity

- Establishes the criteria for enacting **development moratoria** based on projected school capacity utilization

- Identifies **exceptions to the moratoria**

Annual School Test Overview

The Annual School Test is a two-tiered test:

- **Cluster** level test of utilization

- **School** level test of utilization

CLUSTER TEST
Total ES utilization
Total MS utilization
HS utilization

MS #1

MS #2

ES #1

ES #2

ES #3

ES #4

ES #5

ES #6

Moratorium Thresholds

Test Level	Moratorium Threshold
Cluster	Projected **cumulative utilization greater than 120%** at any school level (elementary, middle or high school) across the entire cluster.
Individual Elementary School	Projected **utilization greater than 120%** and projected capacity **deficit of 110 seats or more**.
Individual Middle School	Projected **utilization greater than 120%** and projected capacity **deficit of 180 seats or more**.

Current Moratorium Coverage

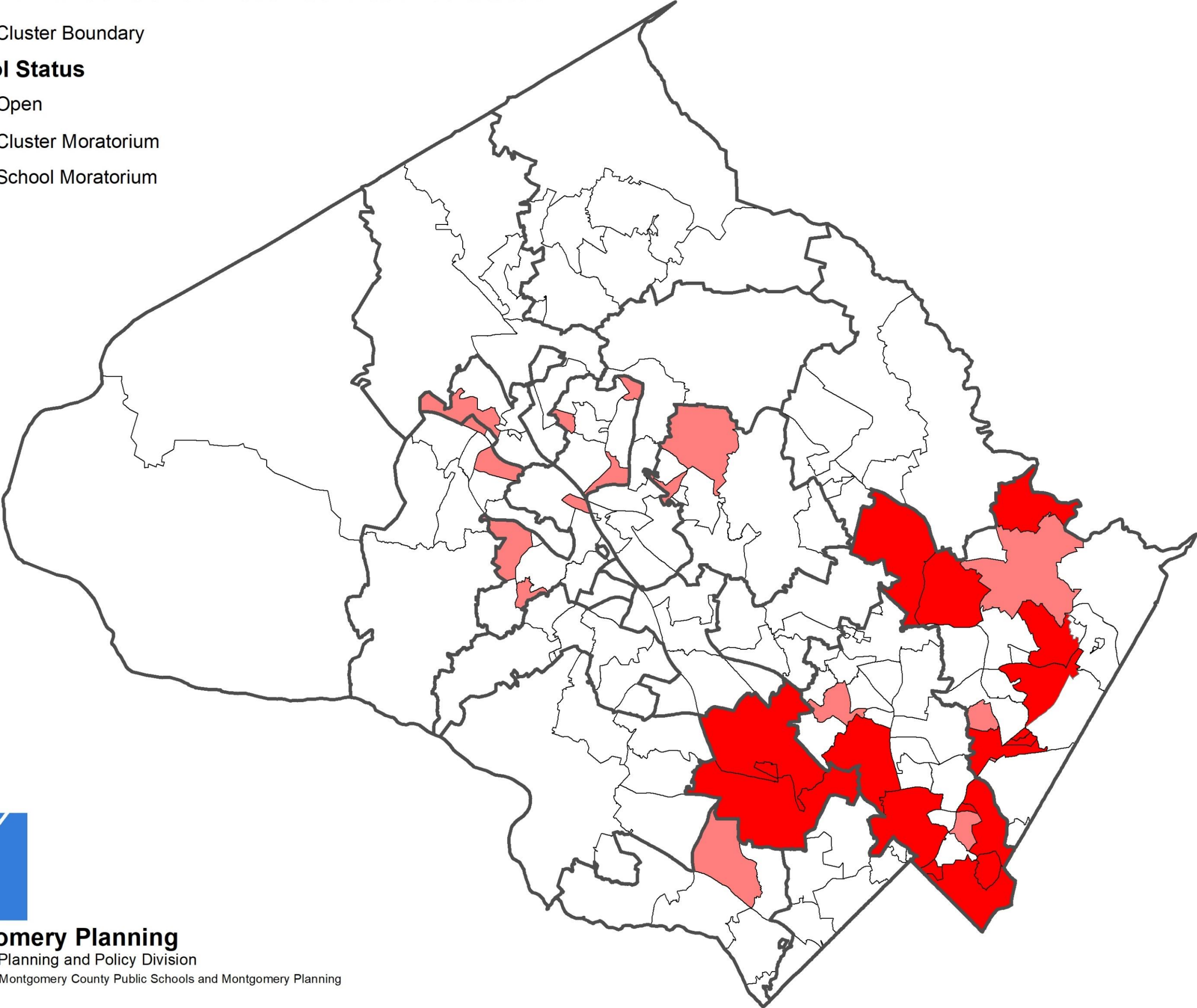FY2020 Annual School Test - Service Area Status

Cluster Boundary

School Status
Open
Cluster Moratorium
School Moratorium

Montgomery Planning
Functional Planning and Policy Division
Data Source: Montgomery County Public Schools and Montgomery Planning
June 20, 2019

Exceptions to the Moratorium

- **Non-residential** projects

- **De minimis** projects of 3 units or less

- **Age-restricted** senior housing

- Certain projects that generate 10 or fewer students at any one school and meet other conditions related to the removal of a **condemned structure** or provide high quantities of **deeply affordable housing**

How Many Kids Live There?!

Student Generation Rates (SGRs) are an average of the number of students per type of dwelling unit.

2018 MCPS Student Generation Rates by Region and Housing Type

COUNTYWIDE STUDENT GENERATION RATES		ES	MS	HS	K-12
Countywide	Single Family Detached	0.199	0.110	0.154	0.462
	Single Family Attached	0.227	0.113	0.150	0.490
	Multi-Family Low to Med Rise	0.197	0.086	0.109	0.393
	Multi-Family High Rise	0.055	0.023	0.031	0.110

REGIONAL STUDENT GENERATION RATES		ES	MS	HS	K-12
East Blair, Einstein, Kennedy, Northwood, Wheaton, Blake, Paint Branch and Springbrook clusters	Single Family Detached	0.203	0.103	0.144	0.450
	Single Family Attached	0.219	0.115	0.160	0.494
	Multi-Family Low to Med Rise	0.253	0.112	0.148	0.512
	Multi-Family High Rise	0.088	0.036	0.047	0.171
Southwest Bethesda-Chevy Chase, Churchill, Walter Johnson, Richard Montgomery, Rockville, Whitman, and Wootton clusters	Single Family Detached	0.186	0.109	0.151	0.446
	Single Family Attached	0.167	0.085	0.111	0.363
	Multi-Family Low to Med Rise	0.150	0.068	0.085	0.303
	Multi-Family High Rise	0.041	0.018	0.025	0.084
Upcounty Clarksburg, Damascus, Gaithersburg, Magruder, Northwest, Poolesville, Quince Orchard, Seneca Valley, Sherwood, and Watkins Mill clusters	Single Family Detached	0.210	0.120	0.169	0.499
	Single Family Attached	0.248	0.121	0.157	0.526
	Multi-Family Low to Med Rise	0.183	0.077	0.093	0.352
	Multi-Family High Rise	0.020	0.008	0.010	0.038

Rates are calculated using Fall 2018 enrollment data from Montgomery County Public Schools. Of the nearly 163,000 students enrolled in MCPS schools in Fall 2018, Planning Staff were able to match 99.4% of the students to a housing type.
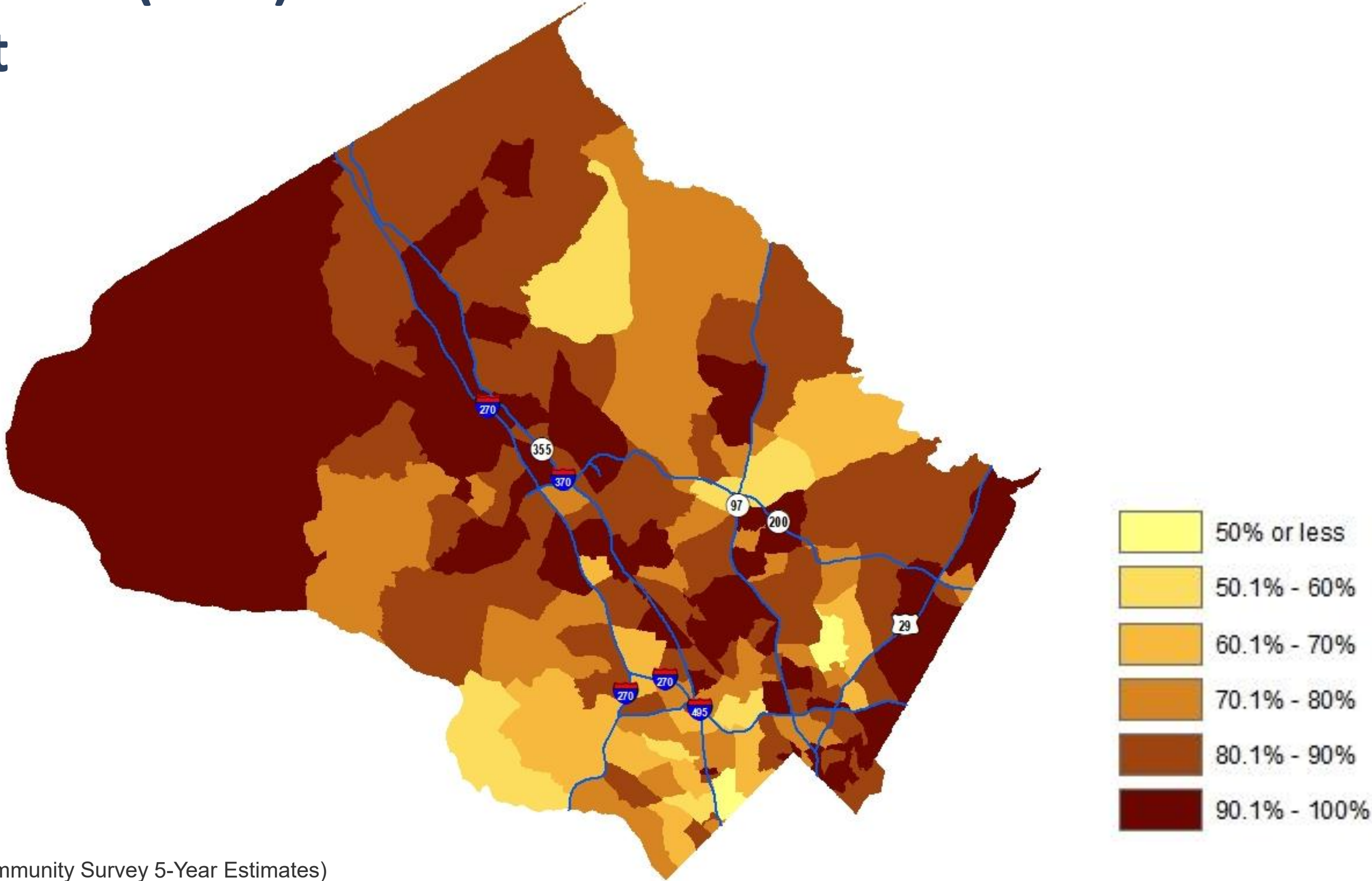
Schools: All Aspects Under Review

- The moratorium policy and its thresholds and exceptions

- The Annual School Test procedures

- Estimating enrollment impacts

- Development queue impacts

- Impacts of neighborhood turnover on enrollment

- Impact taxes – how they are applied and calculated

- Potential reintroduction of school facility payments

Schools: Seeking Innovative Solutions

- We are seeking an innovative set of policy tools that:

  - Better ensure school capacity adequacy within the County's current growth paradigm

  - Support the County's other policy priorities

- Will include an extensive review of policies from other similar jurisdictions across the country
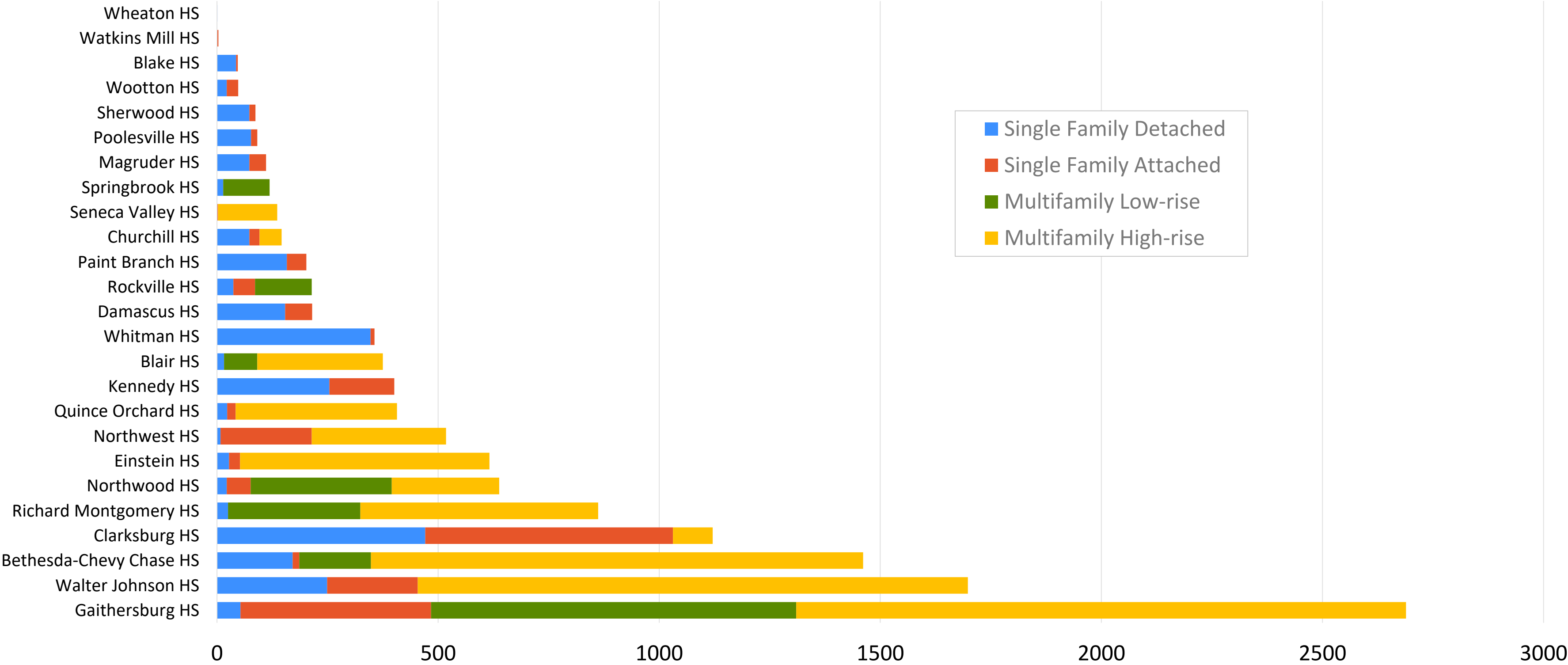
Percent of Students (K-12) in Public School by Census Tract

Legend:
- 50% or less
- 50.1% - 60%
- 60.1% - 70%
- 70.1% - 80%
- 80.1% - 90%
- 90.1% - 100%

Source: 2013-2017 American Community Survey 5-Year Estimates)

2020 Subdivision Staging Policy Update

Housing Growth, 2015-18 by Cluster

Source: SDAT

2020 Subdivision Staging Policy Update

Share of Students and Dwelling Units by Dwelling Type
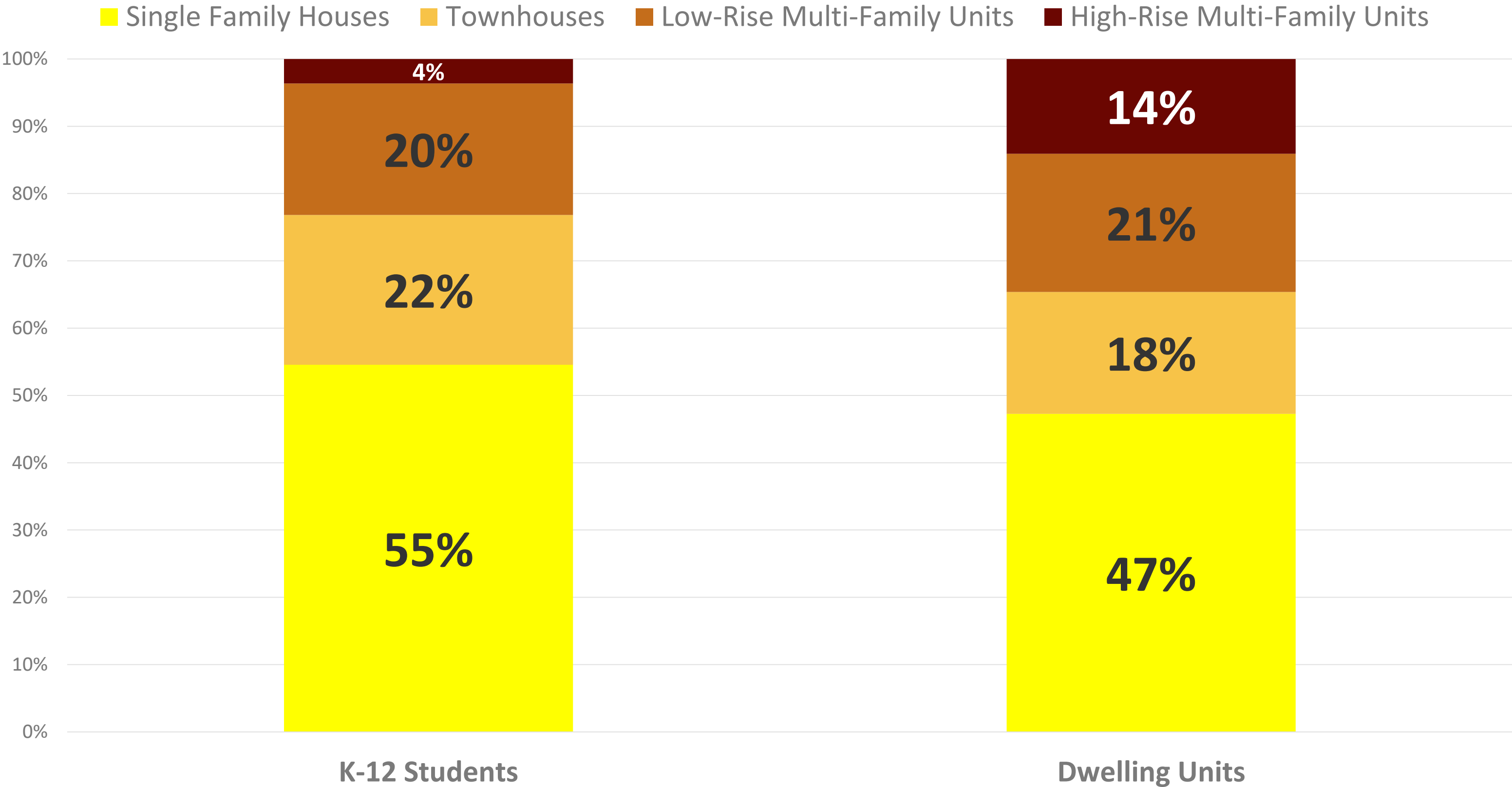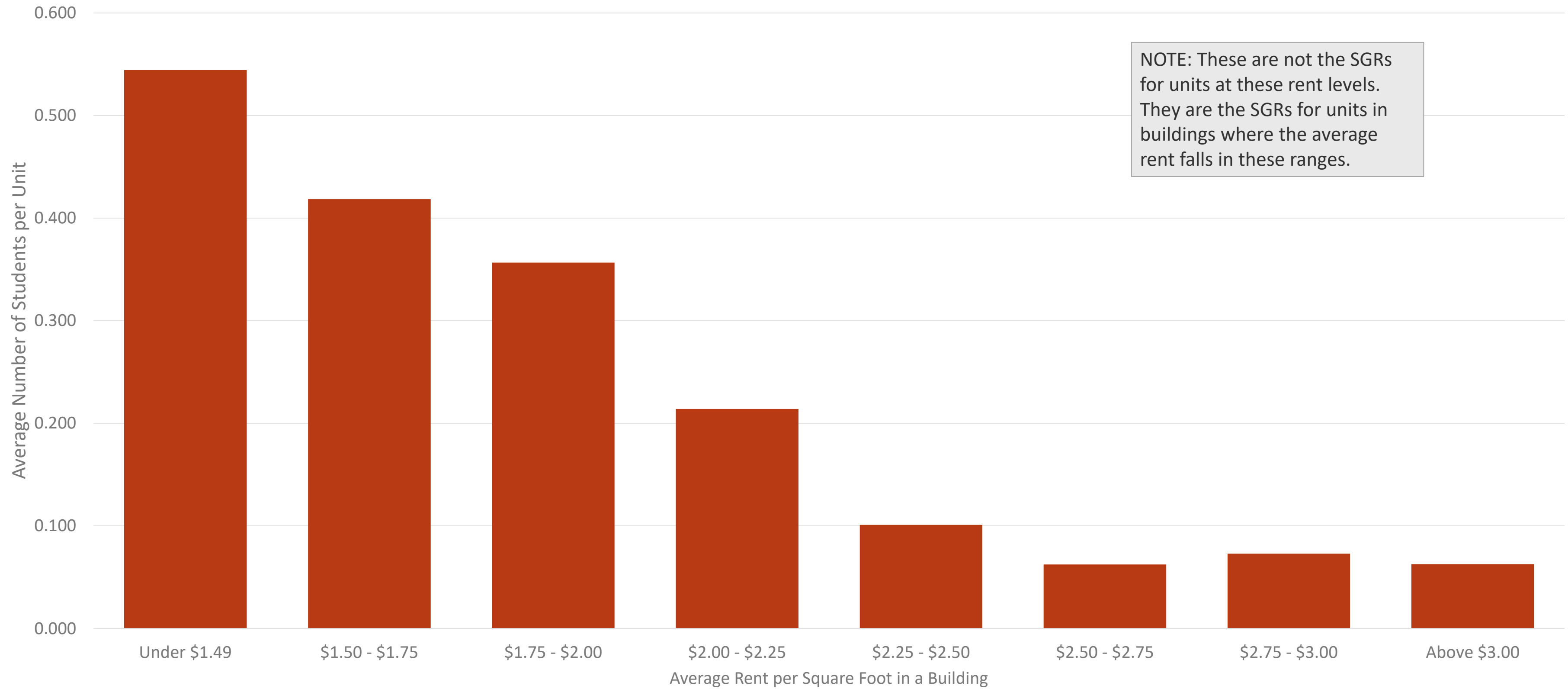
SGR by Average Unit Square Footage
Multifamily dwelling units

NOTE: These are not the SGRs for units at these sizes. They are the SGRs for units in buildings where the average unit size falls in these ranges.

Average Number of Students per Unit

Average Unit Square Footage in a Building

Under 500 | 500 - 599 sf | 600 - 699 sf | 700 - 799 sf | 800- 899 sf | 900 - 999 sf | Above 1000sf
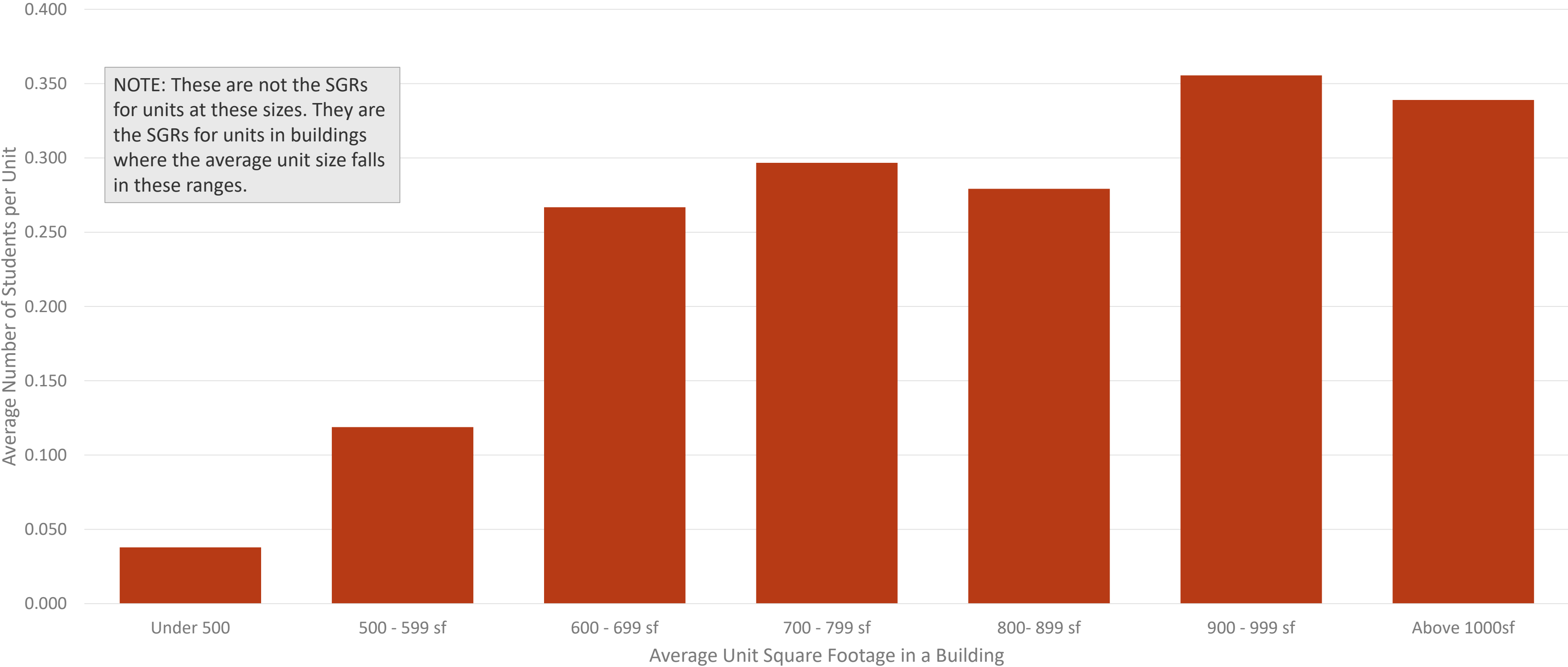
SGR by Share of 3-Bedroom Units
Multifamily dwelling units

NOTE: These are not the SGRs for 3-bedroom units. They are the SGRs for all units in buildings where the share of 3-bedroom units falls into the indicated range.

Average Number of Students per Unit
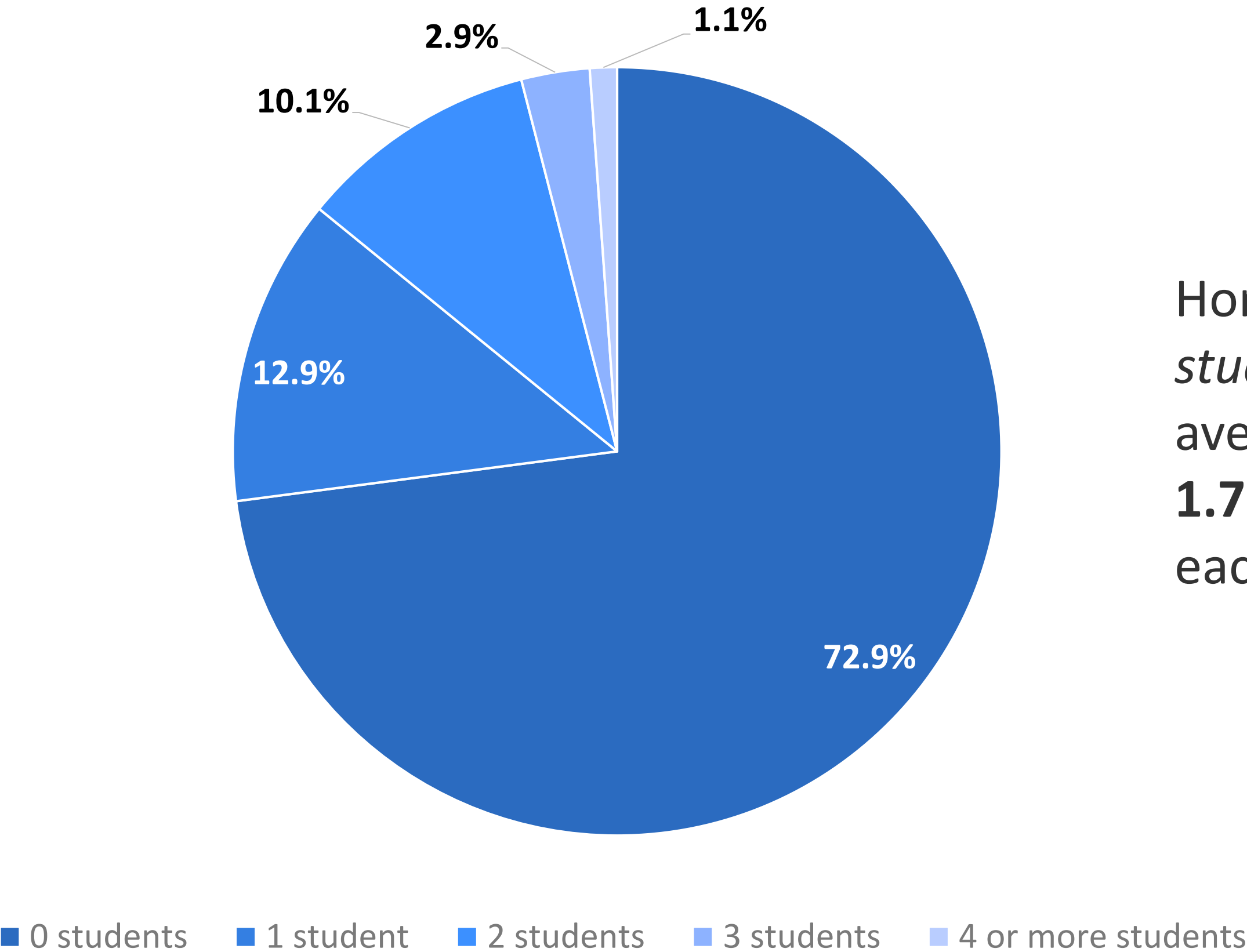
Share of 3-Bedroom Units in a Building
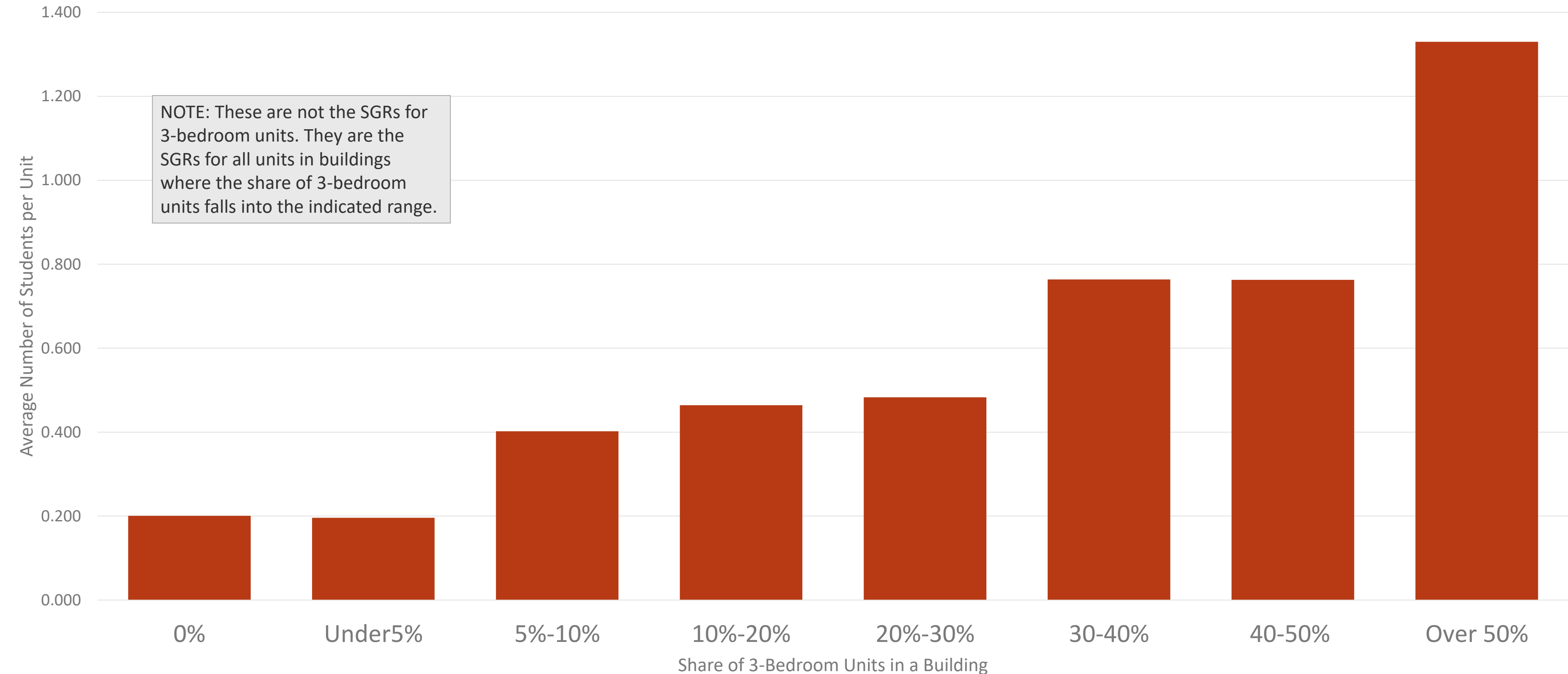
SFD Homes by Number of Students

Homes *with students* on average have **1.7 students** each

1.1%

2.9%

10.1%

12.9%

72.9%

- 0 students
- 1 student
- 2 students
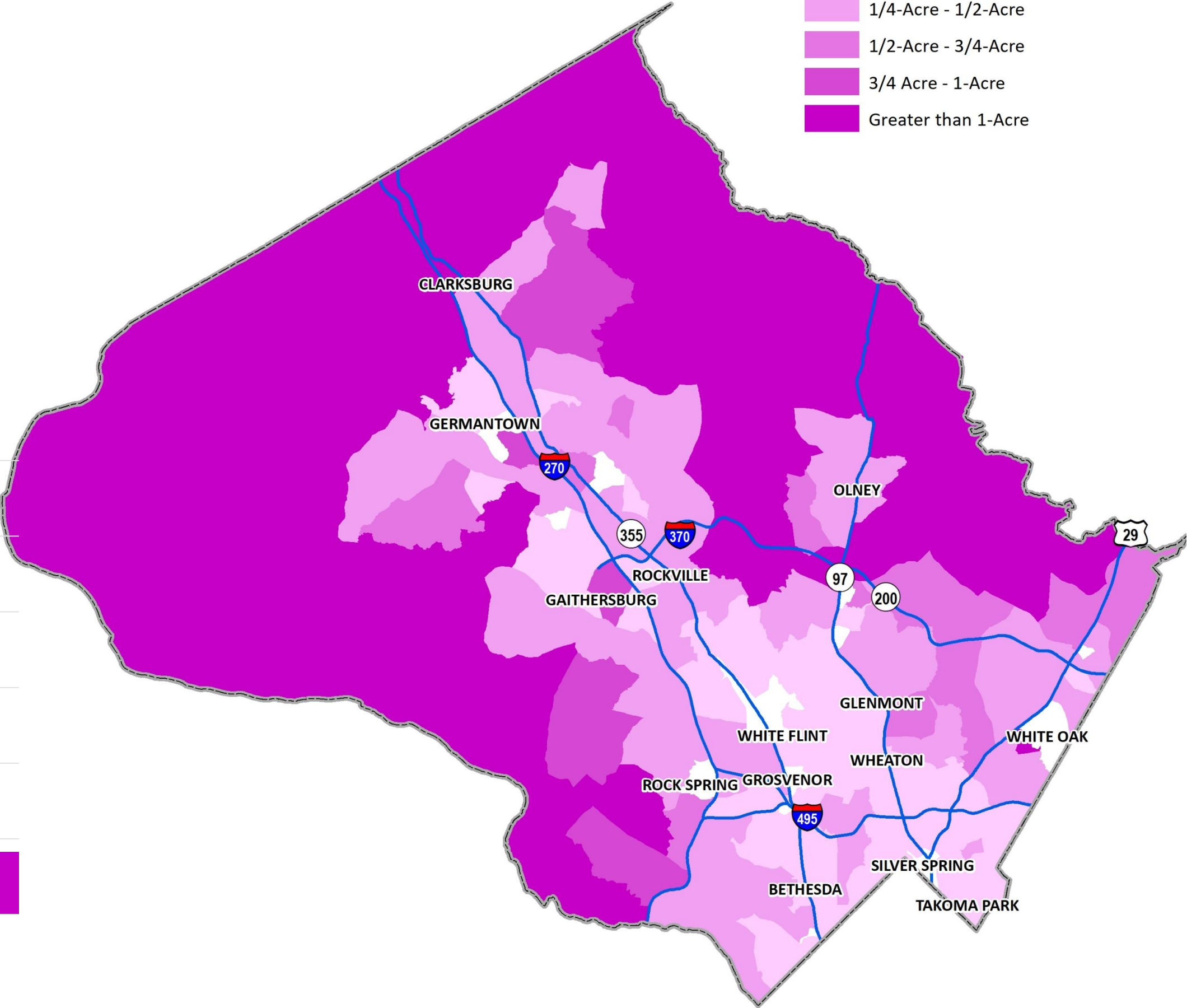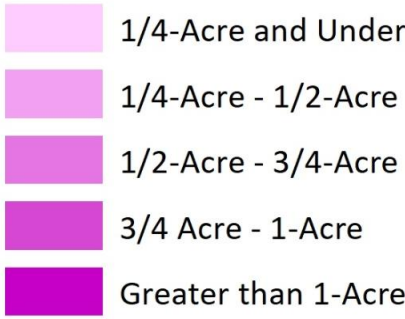- 3 students
- 4 or more students

31

Lot Size
Single family detached units
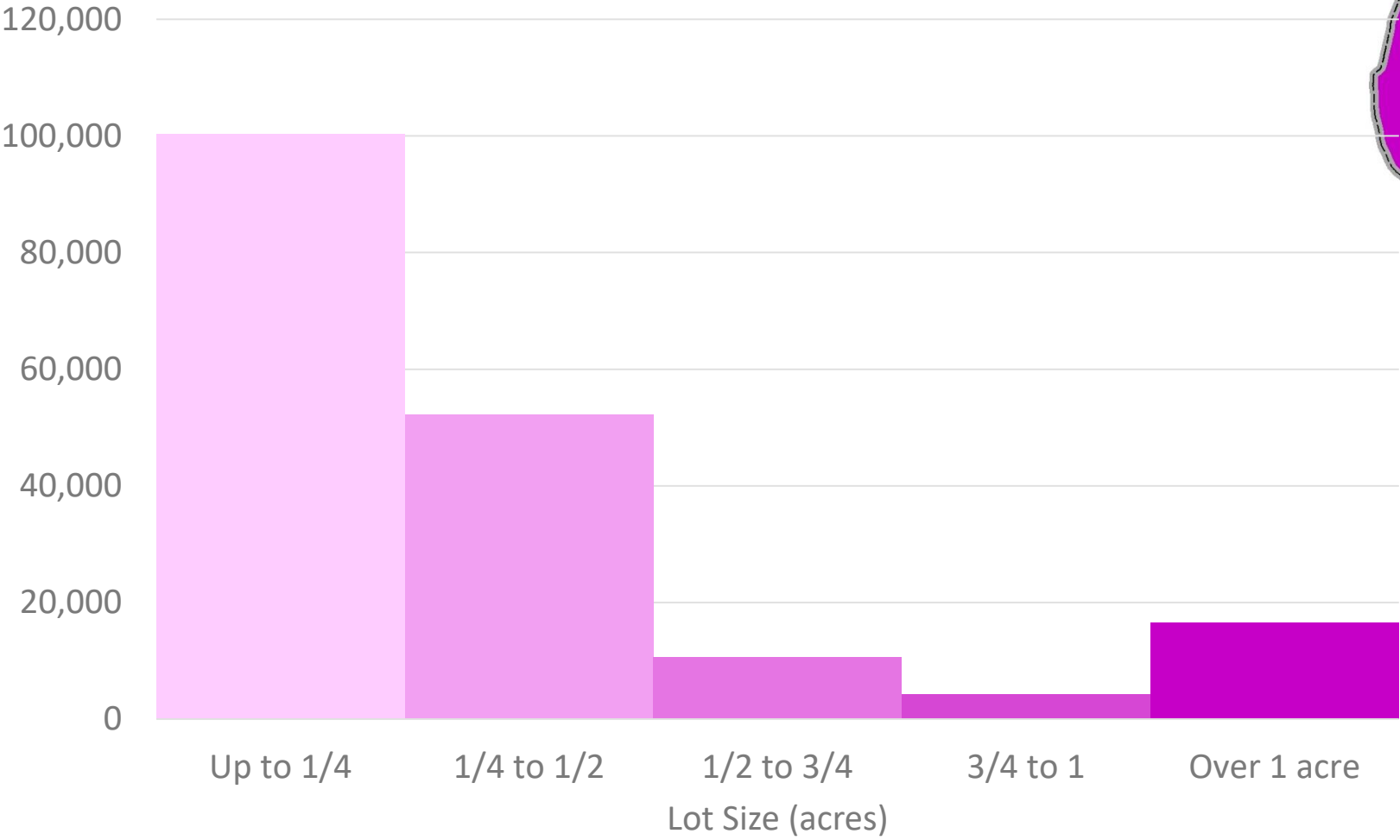
Count of SF Detached Units

SGR by Lot Size
Single family detached units

Gross Floor Area
Single family detached units

Count of SF Detached Units

Average GFA by Census Tract

- 1000 - 1500
- 1501 - 2000
- 2001 - 2500
- 2501 - 3000
- 3001 - 3500
- 3501 - 4000
- 4001 - 4500
- 4501 - 5000
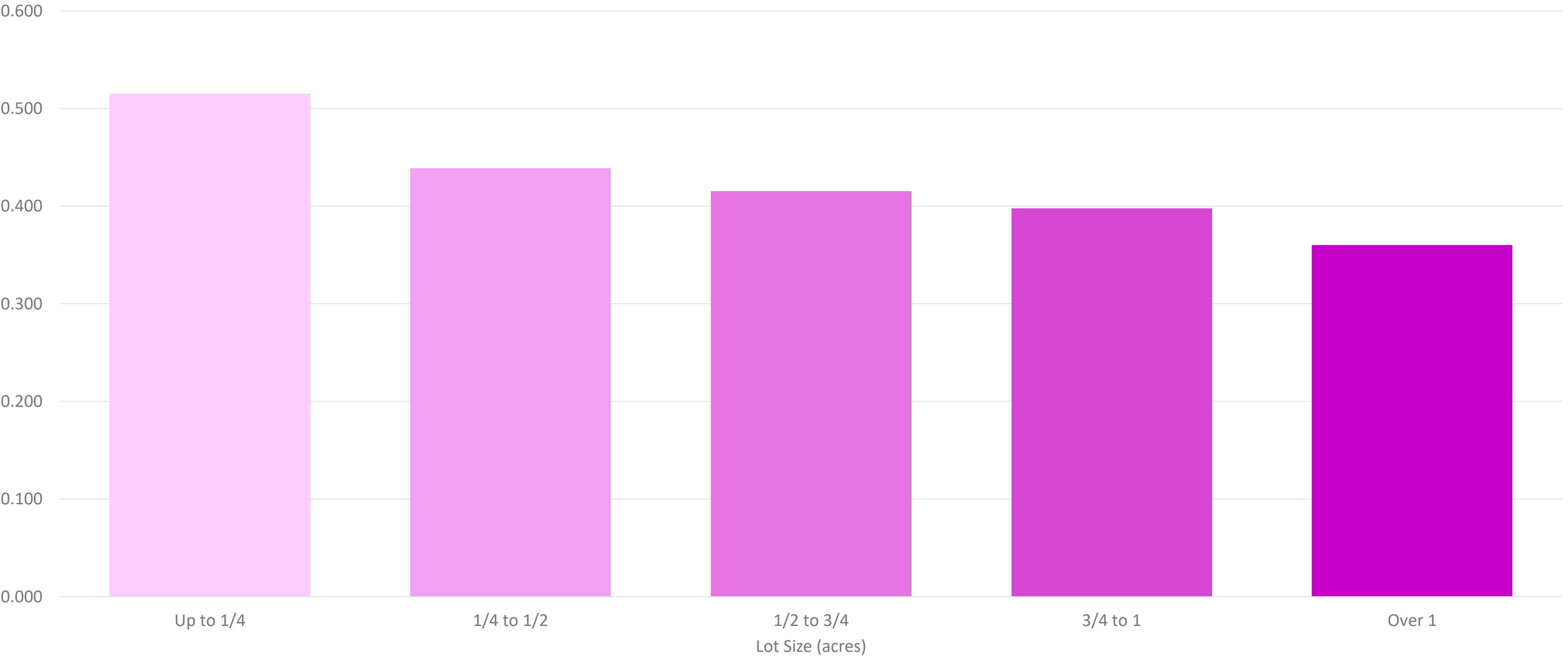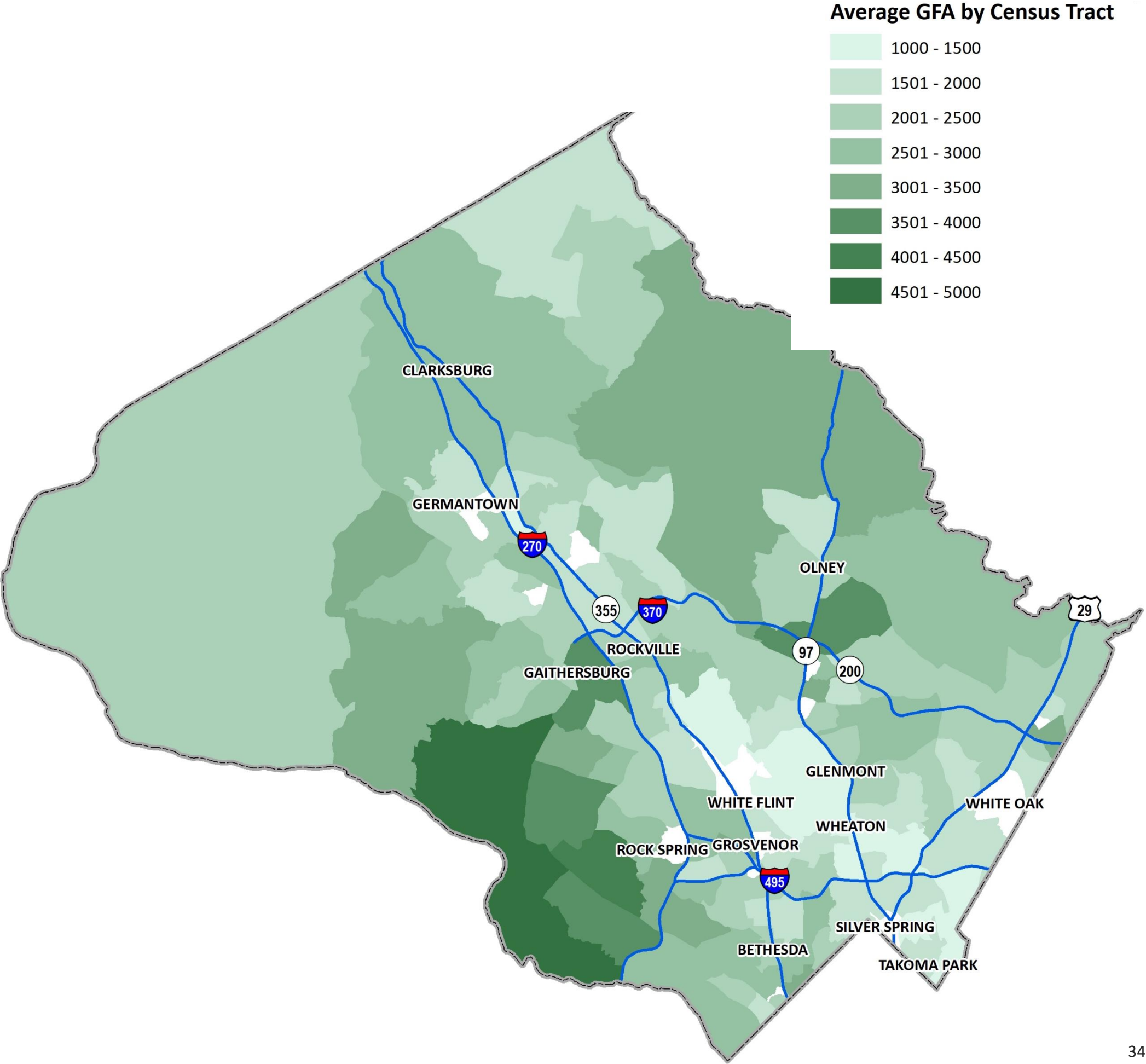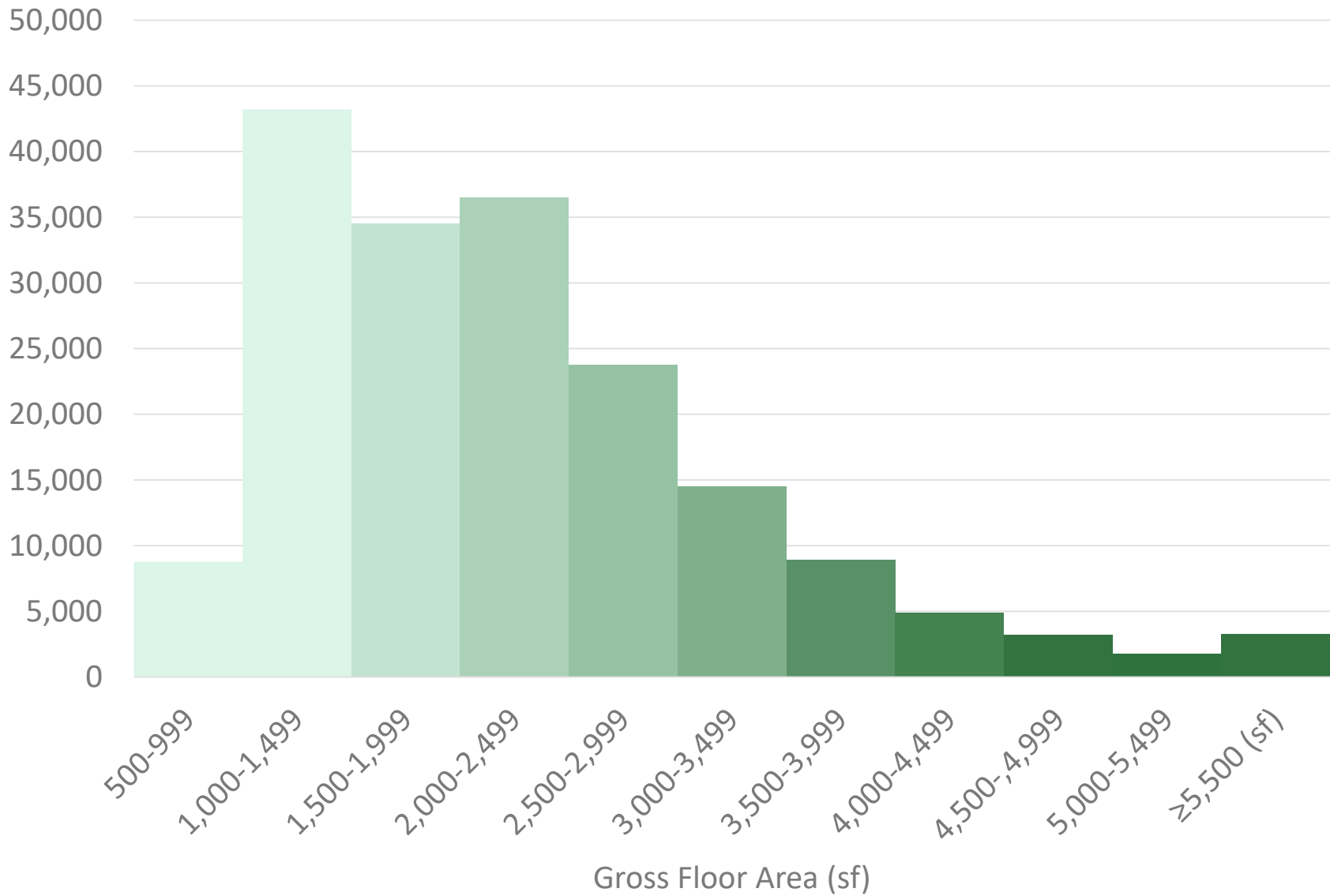
Gross Floor Area (sf)

SGR by Gross Floor Area
Single family detached units
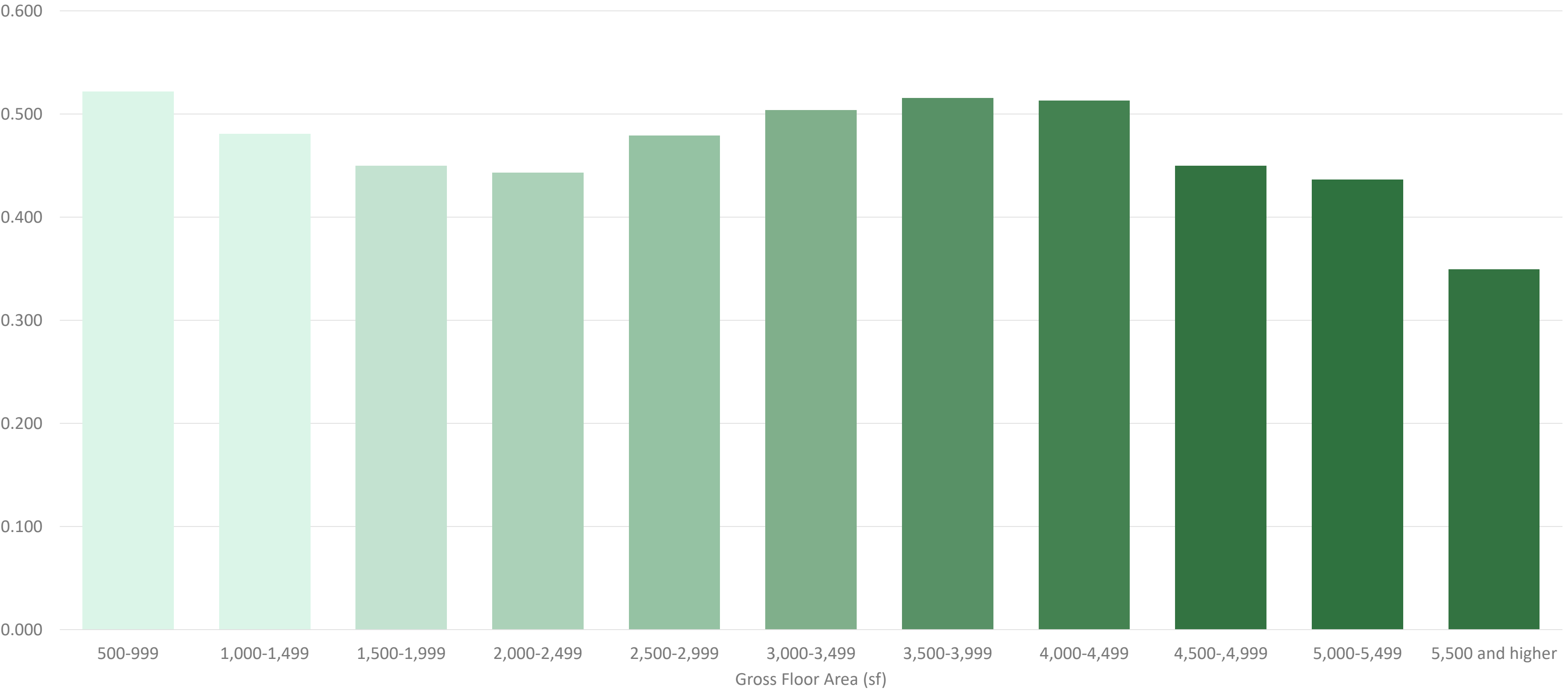
Unit Mix for Highest Housing Growth Clusters (2011-15)

Gaithersburg
2% · 12% · 32% · 54%

Walter Johnson
12% · 8% · 55% · 25%

Clarksburg
19% · 24% · 57%

Legend: SF Detached · SF Attached · MF Low-rise · MF High-rise

Bethesda-Chevy Chase
21% · 2% · 1% · 76%

Montgomery Blair
2% · 11% · 87%

Albert Einstein
5% · 95%
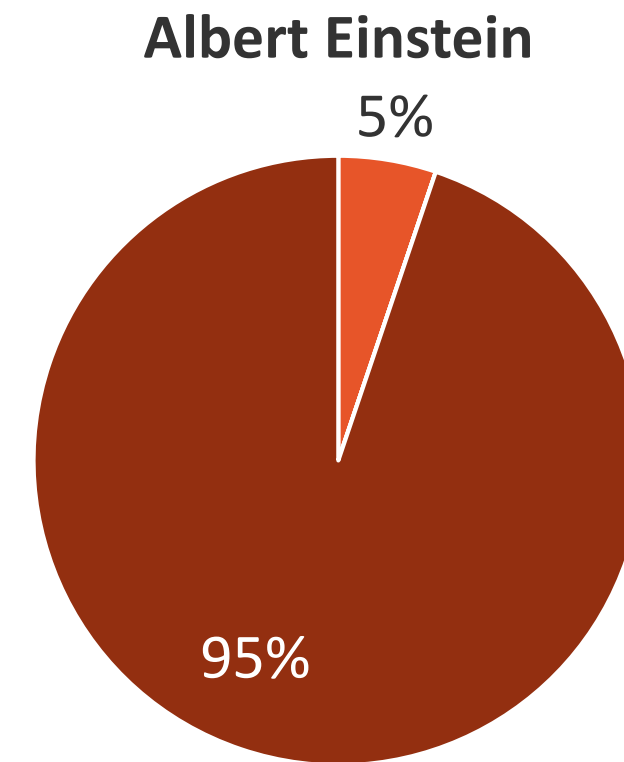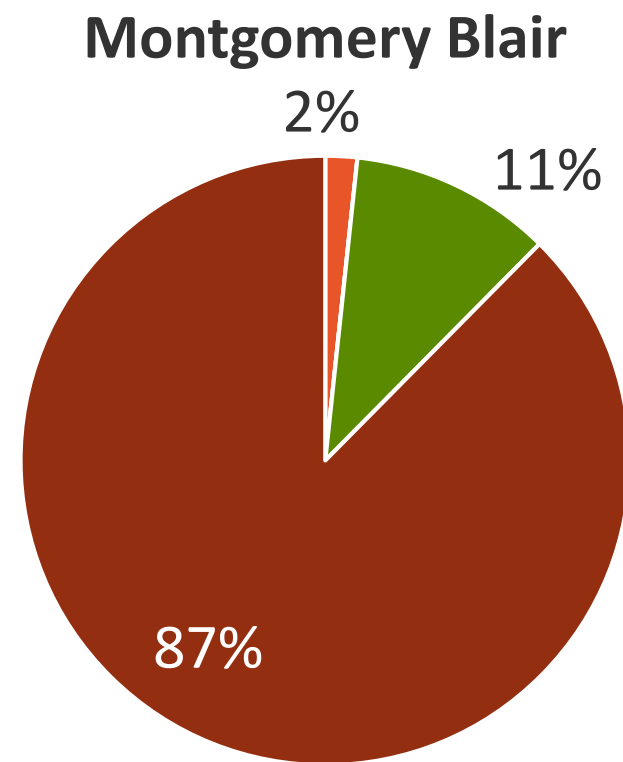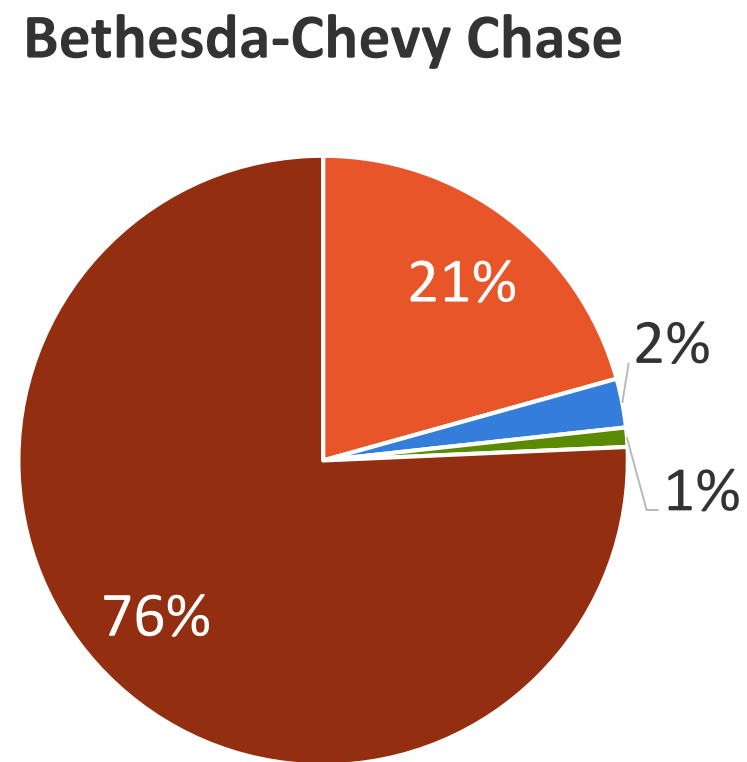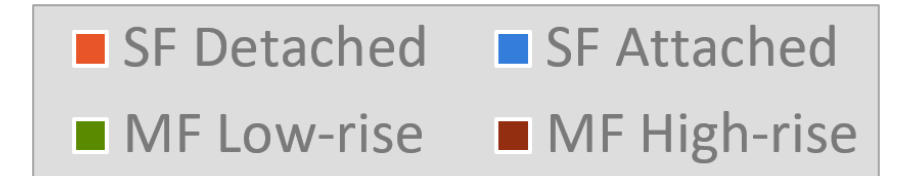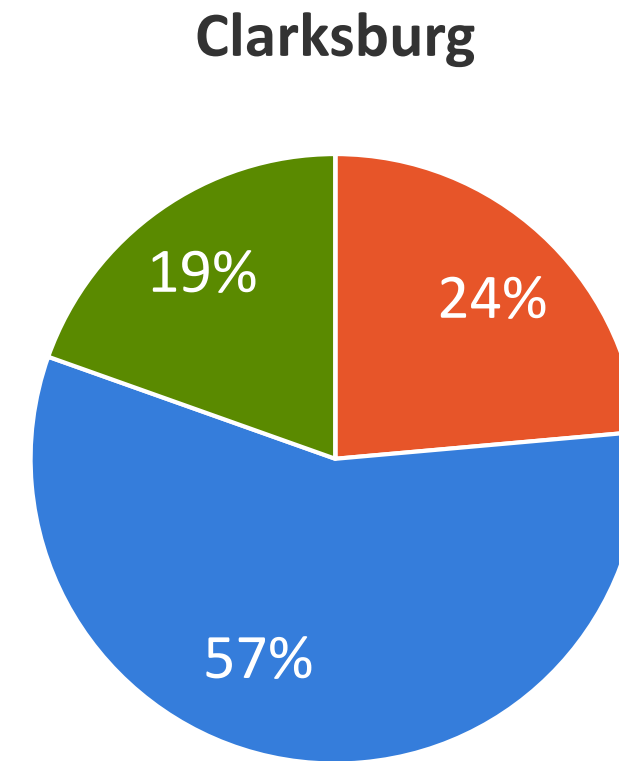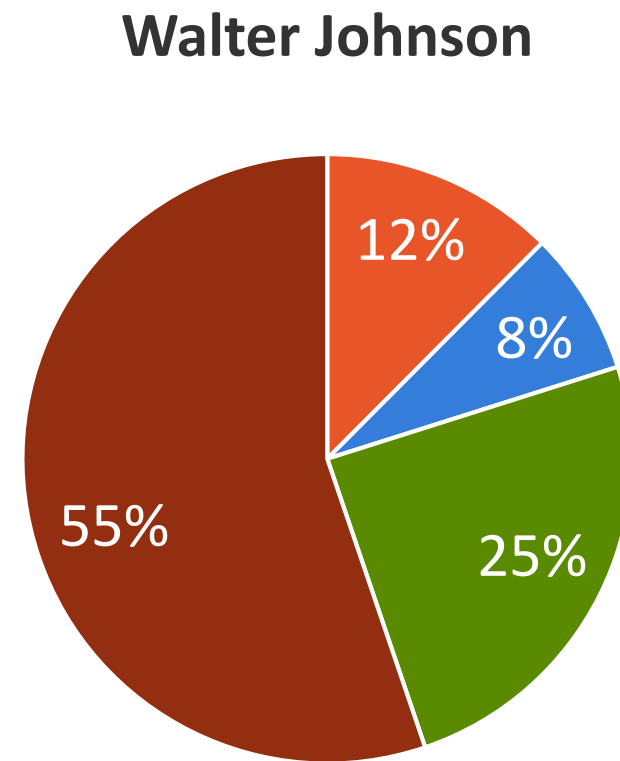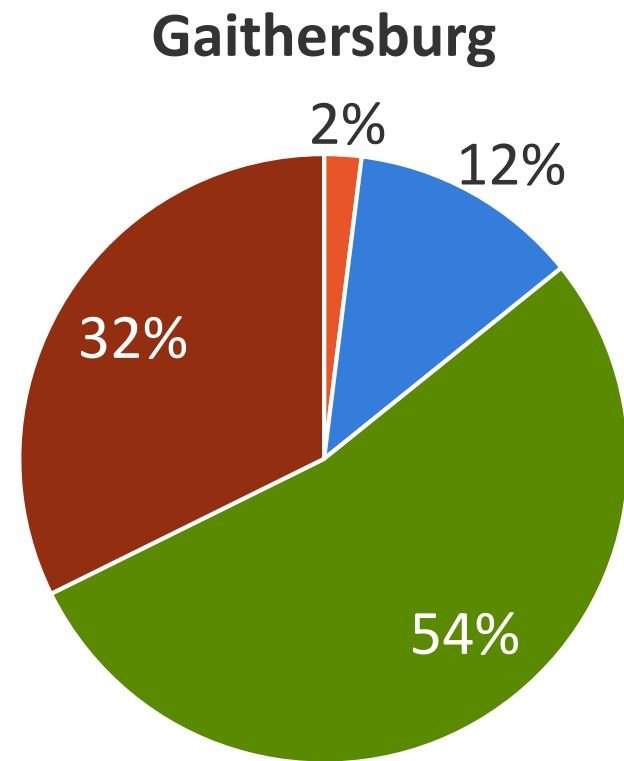
Total Units Built by % Single Family
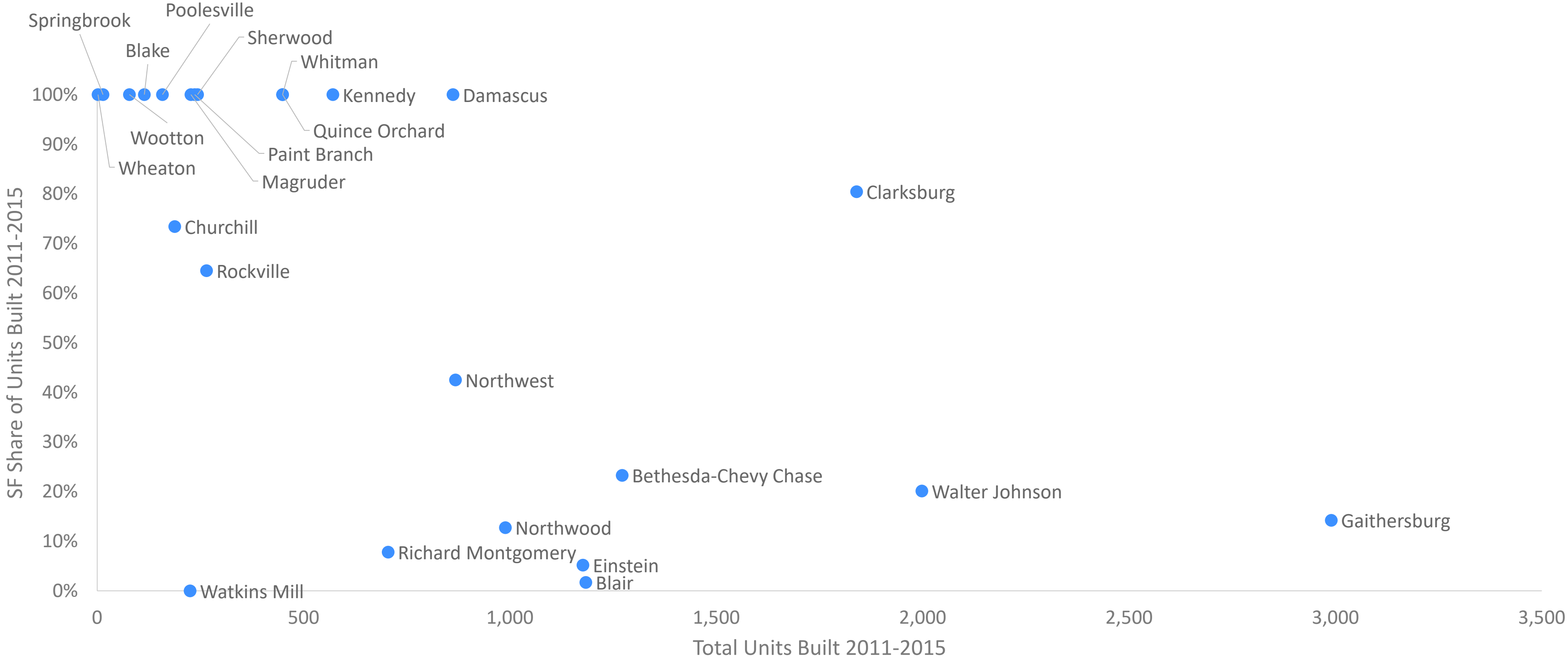
2015 Students Residing in Units Built 2011-15
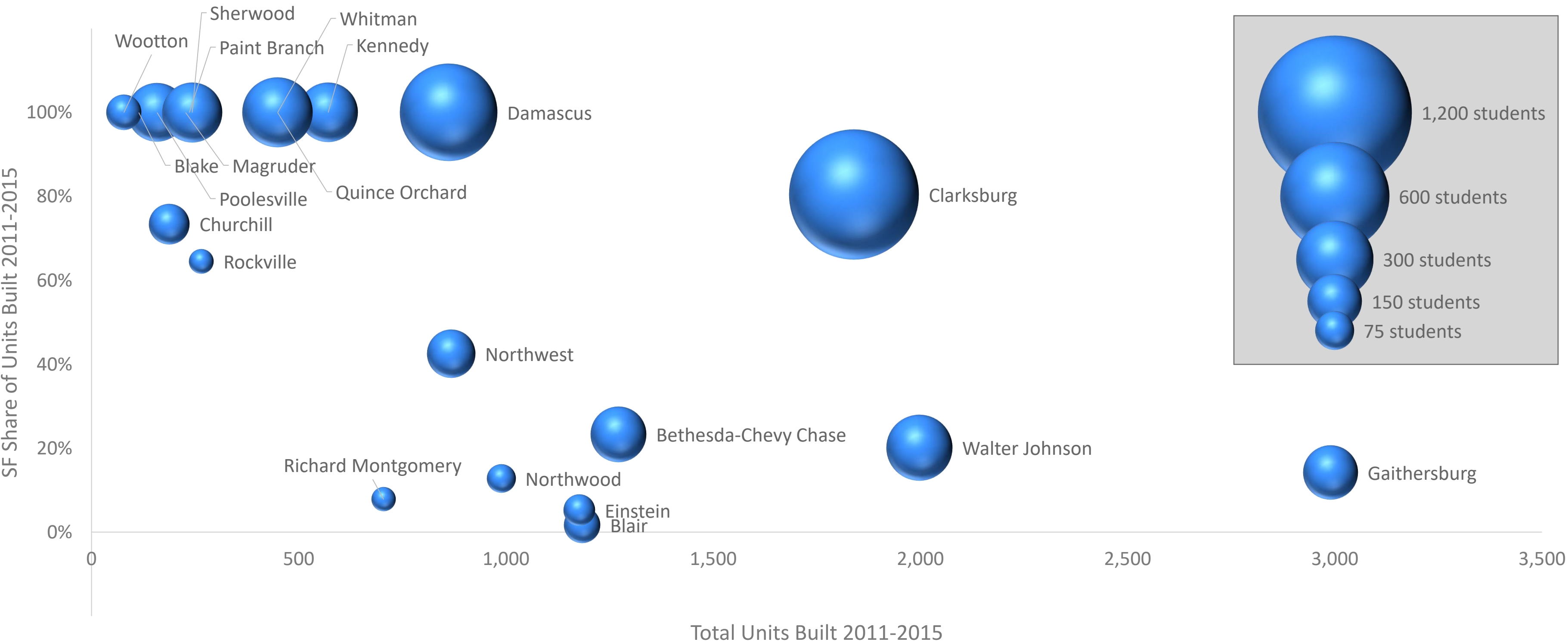
2018 Students Residing in Units Built 2011-15
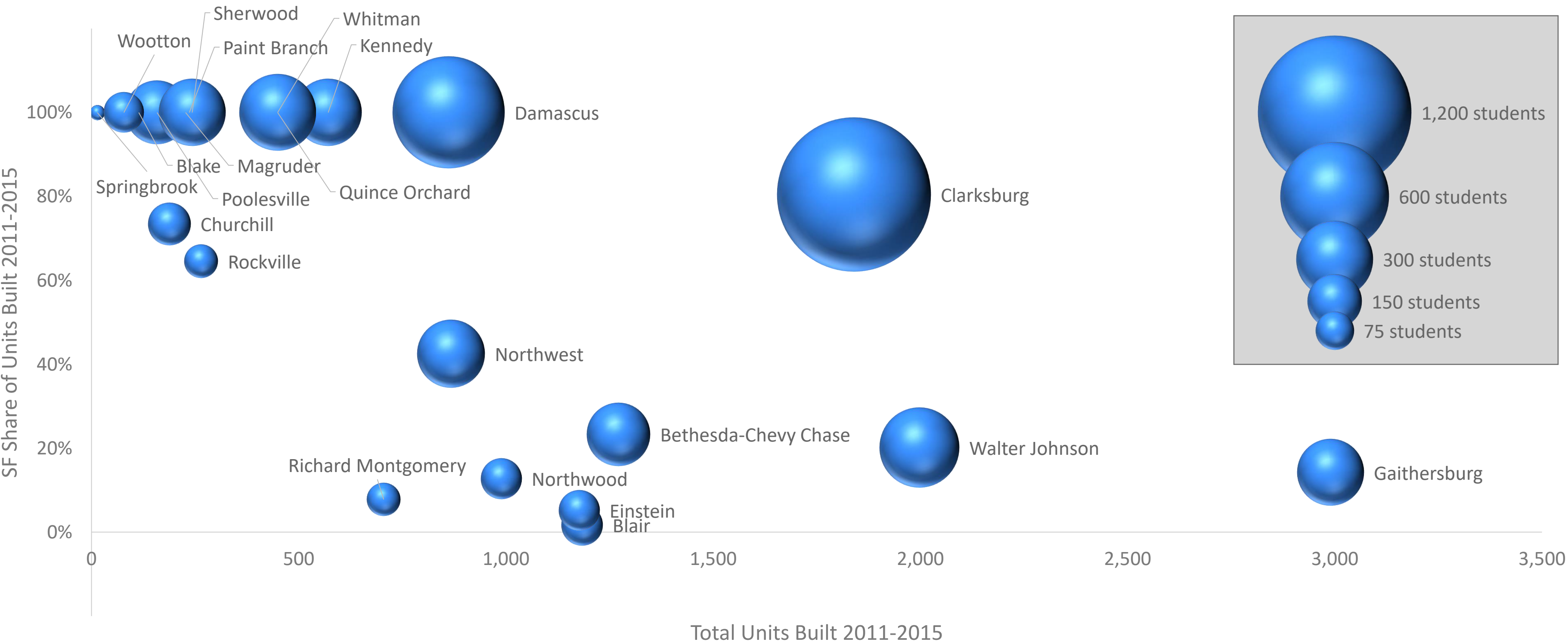
2018 SGRs for Units Built 2011-15
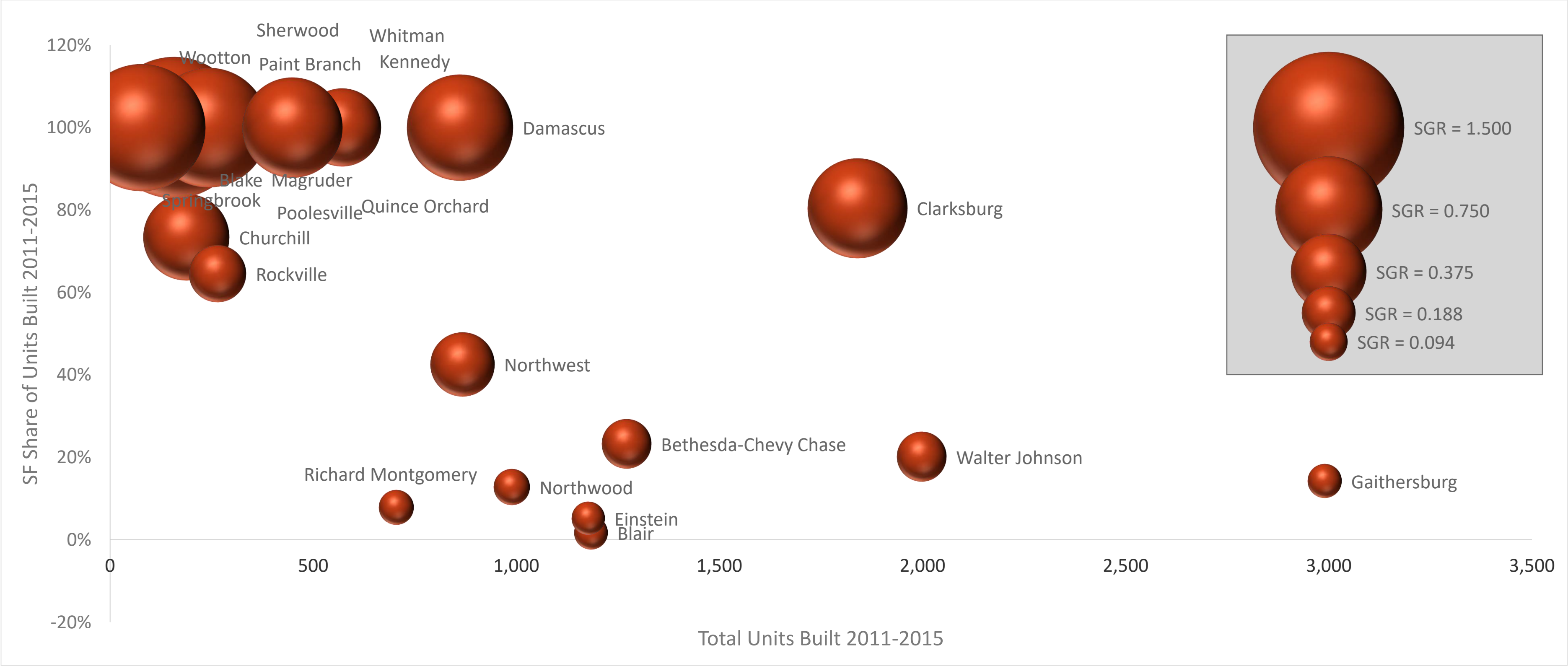
SGR by Year Built and Dwelling Type
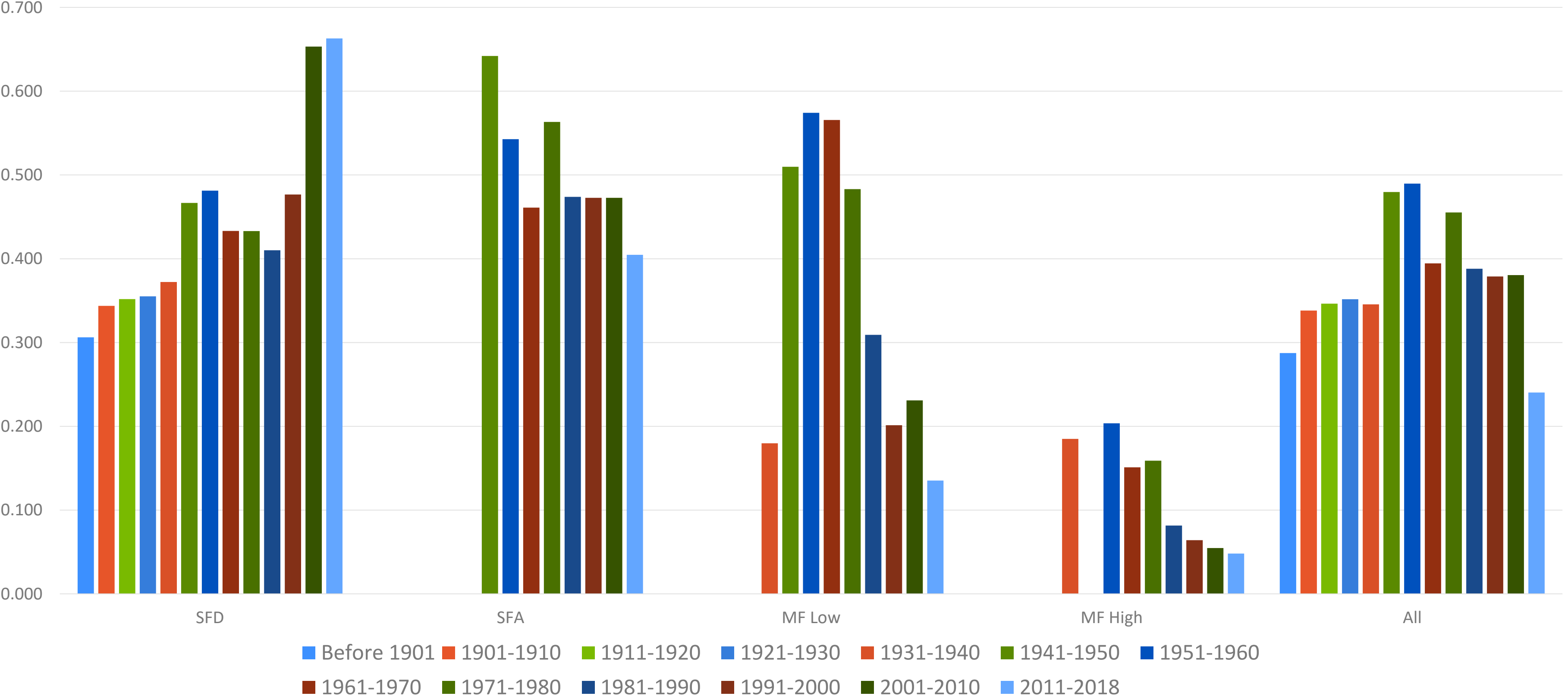
Distribution of Census Tracts by:
Average Length of Time Since Units were Last Sold

CLARKSBURG

GERMANTOWN

OLNEY

ROCKVILLE
GAITHERSBURG

GLENMONT

WHITE FLINT
WHEATON
WHITE OAK

ROCK SPRING GROSVENOR

SILVER SPRING

BETHESDA

TAKOMA PARK

Longest (14+ years)

Shortest (~5 years)

Source: SDAT

0   1.5   3   6   9   12
Miles
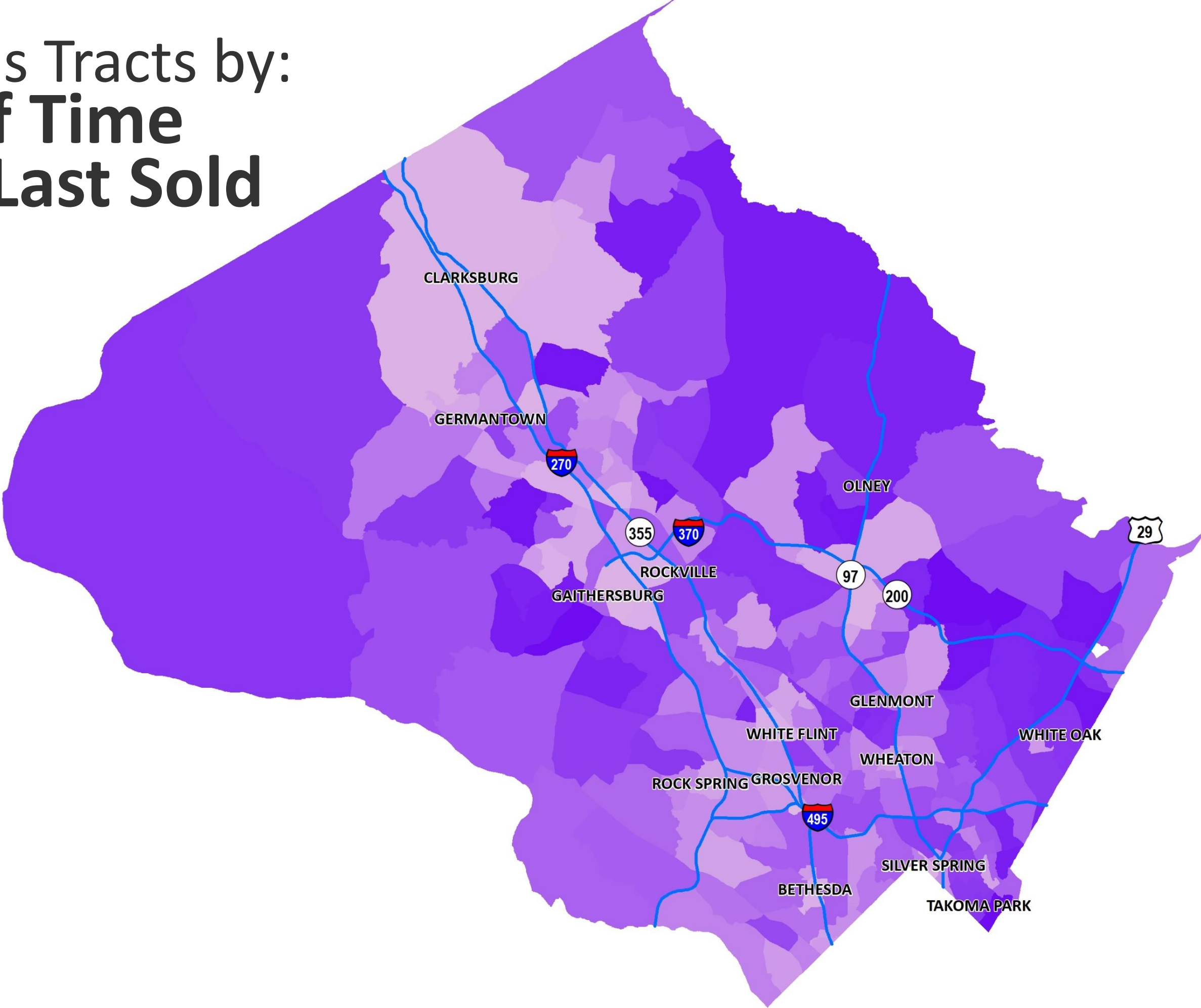
Student Generation Rate by:
Year Last Sold (Single Family Detached only)

Average Number of Students per Unit

Year Last Sold

ES ■ MS ■ HS
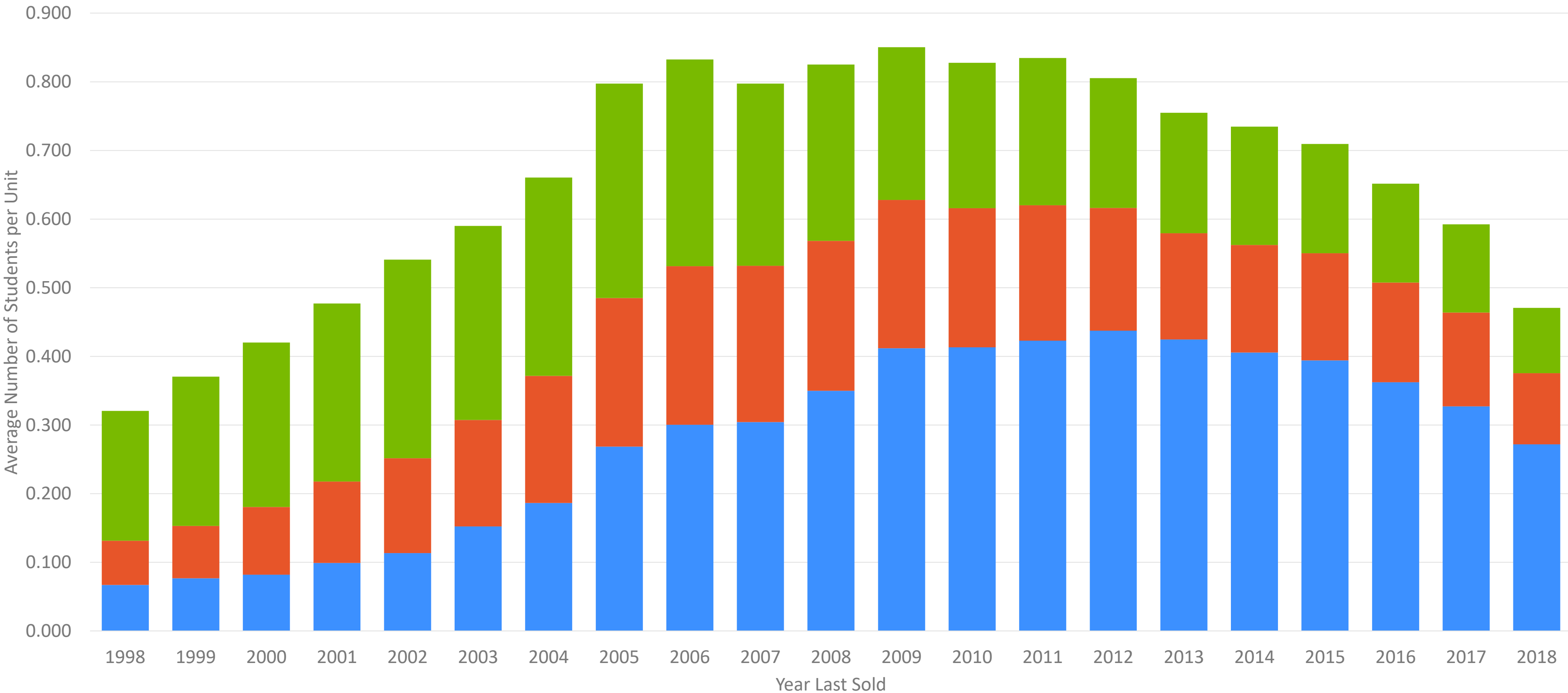
Source: SDAT

Transportation

What Does the SSP Do?

- Groups our 38 policy areas into **four policy area categories** based on:

  - Current land use patterns

  - The prevalence of different modes of travel

  - The planning vision for the policy area

Montgomery County
Transportation Policy Areas

Red (MSPAs)	
2	Bethesda CBD
12	Friendship Heights
17	Glenmont
18	Grosvenor
28	Rockville Town Center
31	Shady Grove Metro Station
32	Silver Spring CBD
35	Twinbrook
36	Wheaton CBD
37	White Flint

Orange	
3	Bethesda/Chevy Chase
4	Burtonsville Town Center
5	Chevy Chase Lake Master Plan
7	Clarksburg Town Center
10	Derwood
13	Gaithersburg City
15	Germantown Town Center
19	Kensington/Wheaton
20	Long Branch Sector Plan
22	North Bethesda
26	R&D Village
27	Rockville City
33	Silver Spring/Takoma Park
34	Takoma/Langley
38	White Oak

Yellow	
1	Aspen Hill
6	Clarksburg
8	Cloverly
11	Fairland/Colesville
14	Germantown East
16	Germantown West
21	Montgomery Village/Airpark
23	North Potomac
24	Olney
25	Potomac

Green	
9	Damascus
29	Rural East
30	Rural West

Map Produced by the Montgomery County Planning Department
Information Technology & Innovation Division (ITI)
November 9, 2016

What Does the SSP Do?

- Establishes a set of multi-modal **Local Area Transportation Review (LATR)** tests for determining transportation adequacy

- Forecasts travel demand generated by existing, pipeline and proposed development and compares it to the capacity provided by existing and programmed roads and transit facilities

What Does the SSP Do?

- **Unified Mobility Programs (UMPs)** include an area-wide analysis of needed transportation improvements
  - Applicants pay their proportion of the UMP cost

Transportation Update Scope

- Update of the transportation element is focused on two primary tasks:

  - Identifying opportunities to incorporate the County's Vision Zero travel safety objectives into the Local Area Transportation Review process

  - Reintroducing a policy area-level transportation adequacy test for the purpose of evaluating "balance" between transportation capacity and land use travel demand for master plans /sector plans

Impact Taxes

Transportation Impact Taxes

	Red Policy Areas	Orange Policy Areas	Yellow Policy Areas	Green Policy Areas
Residential (per unit)				
Single Family Detached	$7,838	$19,591	$24,490	$24,490
Single Family Attached	$6,413	$16,030	$20,038	$20,038
Multifamily Low-rise	$4,986	$12,465	$15,582	$15,582
Multifamily High-rise	$3,561	$8,904	$11,130	$11,130
Multifamily Senior	$1,424	$3,562	$4,452	$4,452
Non-Residential (per square foot GFA)				
Office	$7.15	$17.90	$22.40	$22.40
Industrial	$3.60	$8.90	$11.20	$11.20
Bioscience Facility	$0.00	$0.00	$0.00	$0.00
Retail	$6.35	$16.00	$19.95	$19.95
Place of Worship	$0.00	$0.00	$0.00	$0.00
Private Elementary and Secondary School	$0.55	$1.45	$1.85	$1.85
Hospital	$0.00	$0.00	$0.00	$0.00
Social Service Agency	$0.00	$0.00	$0.00	$0.00
Other Non-Residential	$3.60	$8.90	$11.20	$11.20

Schools Impact Taxes

Residential (per unit)	Countywide
Single Family Detached	$26,207
Single Family Attached	$27,598
Multifamily Low-rise	$21,961
Multifamily High-rise	$6,113
Multifamily Senior	$0

Impact Taxes Exemptions

- All moderately priced dwelling units (**MPDUs**) are exempt

- Any project that includes **25% or more MPDUs** are fully exempt on all units

- Any project in a current or former **Enterprise Zone** (including Downtown Silver Spring)

Discussion Questions

Discussion Questions

- GENERAL

  - What are the most urgent priorities that need to be addressed as Montgomery County continues to grow?

- SCHOOLS

  - How should we measure the adequacy of school infrastructure?

  - At what point does over-enrollment become excessive? What are the primary issues associated with excessive over-enrollment?

  - Should the residential development moratorium policy continue? Be modified? Be discontinued?

Discussion Questions

- TRANSPORTATION

  - What steps can the county take to improve mobility and transportation systems?

  - What safety features need to be prioritized? What would help improve the safety of our roads?

  - What impact will autonomous vehicles or the growing use of micro-mobility options have on how we evaluate the adequacy of our transportation infrastructure?

Additional Information

2020 Update Schedule

- Council adoption required by November 15, 2020

	2019																															2020																															

Calendar header:
September (2, 9, 16, 23, 30), October (7, 14, 21, 28), November (4, 11, 18, 25), December (2, 9, 16, 23, 30), January (6, 13, 20, 27), February (3, 10, 17, 24), March (2, 9, 16, 23, 30), April (6, 13, 20, 27), May (4, 11, 18, 25), June (1, 8, 15, 22, 29), July (6, 13, 20, 27), August (3, 10, 17, 24, 31), September (7, 14, 21, 28), October (5, 12, 19, 26), Nov. (2, 9)

Planning Staff and Planning Board Review — B ... CW ... B B B W W W W V PH W W W W W V
STAT Review — ● ● ● ● ● ●
TISTWG Review — ● ● ● ● ○ ○
Council Review — PH ... V

Key

B	Planning Board Briefing
CW	Community Workshop
PH	Public Hearing
V	Planning Board or Council Vote
W	Planning Board Workshop
●	Meeting, scheduled
○	Meeting, if needed/Estimated date
■ (orange)	Engagement and Data Gathering
■ (blue)	Policy Development

2020 Subdivision Staging Policy Update

Resources

- SSP Website: https://montgomeryplanning.org/ssp

- Visit the Outreach Page to:
  - Sign up for our eLetter
  - Send us your detailed thoughts through online questionnaires

Contact Info

- **Jason Sartori |** Functional Planning & Policy Division Chief
  - Jason.Sartori.@montgomeryplanning.org
  - 301-495-2172

- **Eric Graye |** Transportation Supervisor
  - Eric.Graye@montgomeryplanning.org
  - 301-495-4632