

MEMORANDUM

October 8, 2019

TO: Planning, Housing, and Economic Development (PHED) Committee
FROM: ^{PD} Pamela Dunn, Senior Legislative Analyst
SUBJECT: The Missing Middle Housing Study
PURPOSE: Follow-up to briefing held on June 24

Those expected for this worksession:

Casey Anderson, Chair, Planning Board
Gwen Wright, Director, Planning Department
Tanya Stern, Deputy Director, Planning Department
Lisa Govoni, Housing Specialist, Planning Department
Paul Mortensen, Senior Urban Designer, Director's Office, Planning Department

Staff from the Montgomery County Planning Department will provide information requested by the Committee during the initial briefing on The Missing Middle Housing Study.

The Missing Middle

Missing Middle housing is residential housing built at a density greater than that of single-family detached homes and less than that of mid-rise apartment buildings. Missing Middle housing types range from small lot bungalows and bungalow courts to duplexes, tri- and quadplexes, and from townhouses and stacked flats to small-scale apartment buildings.

The Missing Middle Housing Study summarizes research by the Planning Department and the work of a Developer Working Group regarding the history and typologies of Missing Middle housing. It also includes a review of other Missing Middle efforts nationally, the economic feasibility of Missing Middle, and ideas to promote the development of more of these typologies within the County. The Study

can be viewed at the following link: https://montgomeryplanning.org/wp-content/uploads/2018/09/MissingMiddleHousingStudy_9-2018.pdf.

Follow-up Requests

On June 24, Planning staff briefed the Committee on the content and recommendations of The Missing Middle Housing Study. A discussion of strategies to promote more Missing Middle housing spurred several requests from the Committee for additional information.

1. The Committee requested information on areas where Missing Middle housing may be appropriate; in particular, the Committee asked Planning staff to provide more detail on the amount of undeveloped land within the County, where is it located, and how is it zoned.

Planning staff did not produce this analysis for this meeting as the General Plan's Housing Work Group is currently undertaking a countywide Residential Development Capacity Analysis. The Residential Development Capacity Analysis is designed to serve as a baseline measure/estimate of current residential capacity in Montgomery County. The analysis will be done on a parcel level that will allow staff to highlight vacant/undeveloped parcels as well as underutilized parcels.

The Committee may wish to request a briefing on the Residential Development Capacity Analysis when it is complete.

2. The Committee also requested information on the number of properties that line the County's major transportation corridors, including the zoning of these properties.

Planning staff completed a preliminary analysis of several transportation corridors within the County, including Georgia Avenue, MD 355, New Hampshire Avenue, the North Bethesda Transitway, Randolph Road, University Boulevard, US 29, and Veirs Mill Road. The initial analysis was done using a 300-foot buffer (approximately one block in either direction) from the transportation corridor centerline (see Attachment 1 – Corridor Zoning Analysis on pages © 3-9).

Planning staff's analysis shows the wide variation in land area in different zones along the various transportation corridors. Detached residential zoning (including zones such as R-60 and R-90) makes up as little as 43% of the corridor area along Georgia Avenue – South, compared to the Veirs Mill corridor where 92% of the corridor area is zoned for detached residential housing. C/R zoned land comprises a high of 42% of the corridor area along Georgia Avenue – South and as little as 5% along the Veirs Mill Road, New Hampshire Avenue, and University Boulevard corridors.

Due to the number of corridors and extent of variation in existing conditions between corridors, Planning staff suggests that countywide policy guidance to support Missing Middle housing should be studied during the General Plan, noting that the General Plan could set up the policy framework for work program items that would support the production of Missing Middle housing. They suggest such work program items as:

- a Functional Master Plan that would allow for parcel level analysis and would result in a Sectional Map Amendment that would rezone properties in appropriate areas, with guidance on design and height;

- an evaluation of the ability to use floating zones to create Missing Middle housing by modifying the prerequisites for certain floating zones in specific locations or creating a Missing Middle floating zone;
- the creation of a Missing Middle Overlay zone in strategic locations that would allow development of certain Missing Middle typologies; or
- the creation of a Missing Middle Optional Method of Development for applications in specific zones with clear locational criteria and development standards.

Two of these ideas would take years to complete. A Functional Master Plan and subsequent Sectional Map Amendment are rarely, if ever, completed in less than two years and would probably take longer. An Overlay zone can only be applied through the master plan process; thus, to implement Missing Middle overlay zones throughout the County would take several master plans and several years, or if implemented on a countywide basis would involve a process practically identical to the Functional Master Plan.

The other two options do not require a master plan analysis and could be more readily implemented by changes to the zoning code; however, choosing what changes to make to the code (the locational criteria and development standards appropriate for Missing Middle housing and the surrounding community) still takes research, analyses and time.

The General Plan is due to the Council in the spring of 2021. The Committee may want to recommend a Missing Middle work program item be added to the Planning Department’s FY21 budget. The Missing Middle work could then be coordinated with research and analyses for the General Plan and would be ready for implementation concurrent with or shortly after adoption of the General Plan.

3. And last, the Committee requested a comprehensive list of County-owned properties, including location and zoning.

As requested, Planning staff provided a link to a map of public lands and their corresponding zoning in Montgomery County, <http://arcg.is/1SvOSf>. This informational map includes properties owned by Montgomery County, the Maryland-National Capital Park and Planning Commission, Montgomery County Public Schools, Housing Opportunities Commission, WMATA, WSSC, Municipalities, Montgomery College, the State of Maryland, and the Federal Government. Ownership information was obtained through SDAT (State Department of Assessments and Taxation), Montgomery County Department of General Services, and the Maryland-National Capital Park and Planning Commission’s Parks Department. Viewers can click on a parcel for attribute information such as the address, zoning, and acreage of the property (see Attachment 2 - Public Lands Zoning on page © 10).

This packet contains:

Memorandum from the Planning Director
 Attachment 1 – Corridor Zoning Analysis
 Attachment 2 – Public Lands Zoning

Circle #
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 3-9
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MONTGOMERY COUNTY PLANNING DEPARTMENT
THE MARYLAND-NATIONAL CAPITAL PARK AND PLANNING COMMISSION

Date: September 27, 2019

To: Members of the Planning, Housing, and Economic Development Committee,
Montgomery County Council

From: Gwen Wright, Director, Montgomery Planning

Don
on behalf of G. Wright

CC: Pamela Dunn, Senior Legislative Analyst,
Montgomery County Council

Subject: Follow up Items for PHED from Missing Middle Housing Briefing

We appreciated the opportunity to present findings from the 2018 Missing Middle Housing Study and look forward to the follow up briefing on October 7th. Please see below for responses to follow up requests, including:

- *Information on areas where Missing Middle housing may be appropriate on the amount of undeveloped land within the County, including its location and zoning.*
- *Information on the number of properties that line the County's major transportation corridors, including the zoning of these properties.*
- *A list of public-owned properties, including location and zoning.*

Planning staff completed a preliminary analysis of many transportation corridors within the county, including Georgia Avenue, MD 355, New Hampshire Avenue, the North Bethesda Transitway, Randolph Road, University Boulevard, US 29, and Veirs Mill Road. This initial analysis was done using a 300-foot buffer – approximately one block in either direction from transportation corridor centerline (see Attachment 1 – Corridor Zoning Analysis).

The analysis showed that conditions on transportation corridors vary – from parcel size, zoning, existing uses and height. Planning staff believes that given the large number of transportation corridors in the county and the variation in existing conditions, that county-wide policy guidance for Missing Middle Housing should be studied during the General Plan. The General Plan would help set up the policy framework for potential Missing Middle Housing work program items. Potential work program items include:

- Master Plans or a Functional Master Plan that would allow for careful parcel level analysis and would result in a Sectional Map Amendment that would rezone properties in appropriate areas, with guidance on design and height.

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- An evaluation of the ability to use floating zones to create Missing Middle housing by modifying the prerequisites for certain floating zones in specific locations or create a Missing Middle Floating Zone.
- Creation of a Missing Middle Overlay Zone in strategic locations that would allow development of certain Missing Middle typologies.
- A Zoning Text Amendment (ZTA) to create a Missing Middle Optional Method of Development for applications in specific zones, which would have clear locational criteria and development standards.

While the General Plan analysis is ongoing, Planning staff will continue to pursue pilot projects that include Missing Middle, including projects recommended in the Veirs Mill Corridor Master Plan.

Also, the General Plan's Housing Work Group is currently undertaking a county-wide Residential Development Capacity Analysis. This analysis will provide an estimate of the total amount of residential development that may be built in an area under a certain set of assumptions, which includes zoning rules, existing land use, and applicable market trends and policies, as well as environmental and man-made constraints. The Residential Development Capacity will serve as a baseline measure that aims to estimate current residential capacity in Montgomery County, MD. This analysis will be done on a parcel level and will be able to highlight vacant/undeveloped parcels as well as underutilized parcels.

As requested, a link to a map of public lands and their corresponding zoning in Montgomery County is located here: <http://arcg.is/1SvOSf>. This informational map includes properties owned by Montgomery County, the Maryland-National Capital Park and Planning Commission, Montgomery County Public Schools, Housing Opportunities Commission, WMATA, WSSC, Municipalities, Montgomery College, the State of Maryland, and the United States of America. Ownership information was obtained through SDAT (State Department of Assessments and Taxation), Montgomery County Department of General Services, and the Maryland-National Capital Park and Planning Commission's Parks department. Parcels are clickable for attribute information, including zoning (see Attachment 2 for Public Lands Zoning Analysis).

We look forward to continued collaboration with the Council on these very important issues.

Enclosed:

ATTACHMENT 1 – Corridor Zoning Analysis

ATTACHMENT 2 – Public Lands Zoning Analysis

ATTACHMENT 1 – CORRIDOR ZONING ANALYSIS

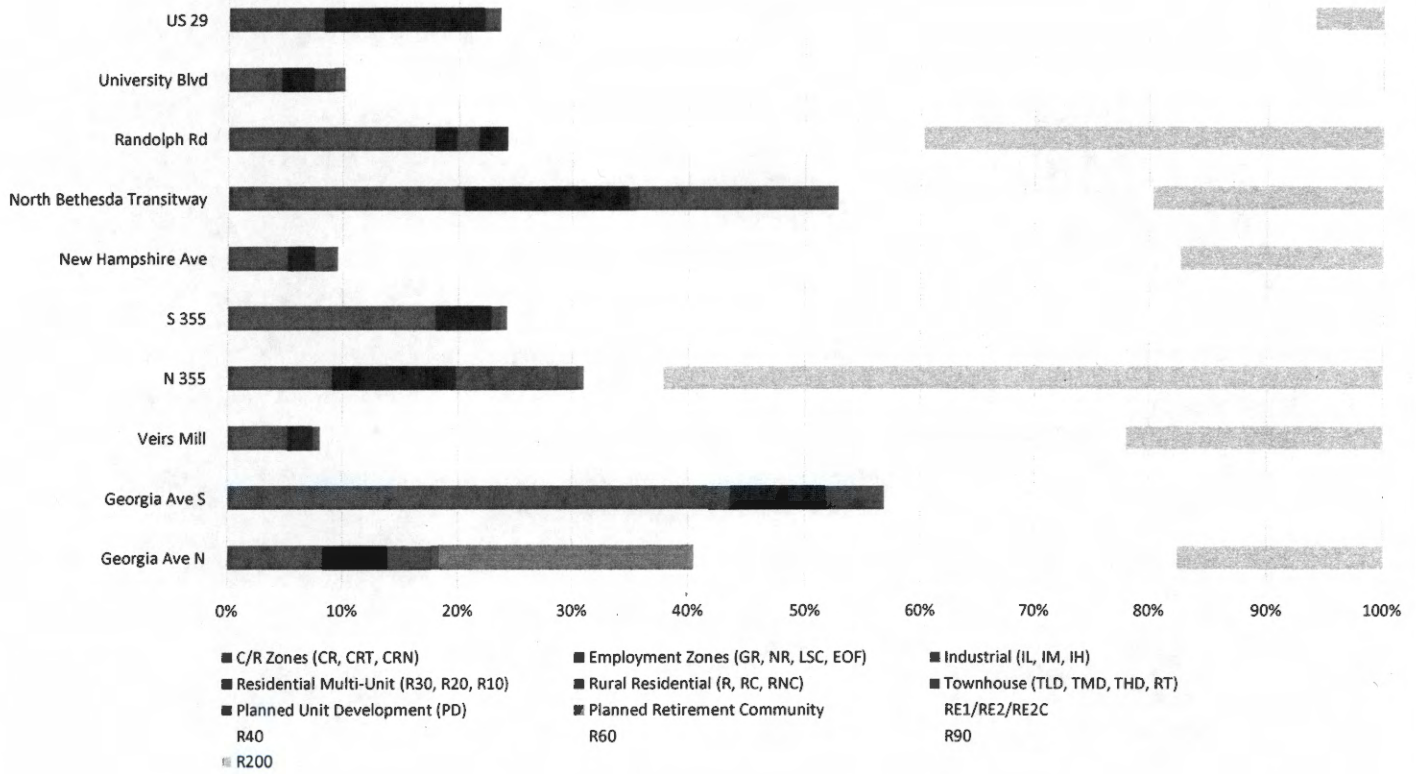
Corridor Analysis - Percent of Acreage										
	Georgia Ave N	Georgia Ave S	Veirs Mill	N 355	S 355	New Hampshire Ave	North Bethesda Transitway	Randolph Rd	University Blvd	US 29
C/R Zones (CR, CRT, CRN)	8%	42%	5%	9%	18%	5%	21%	18%	5%	8%
Employment Zones (GR, NR, LSC, EOF)	1%	0%	0%	11%	0%	1%	7%	2%	0%	4%
Industrial (IL, IM, IH)	0%	2%	0%	9%	0%	0%	0%	2%	0%	0%
Residential Multi-Unit (R30, R20, R10)	5%	8%	2%	0%	5%	2%	7%	2%	3%	10%
Rural Residential (R, RC, RNC)	2%	0%	0%	0%	0%	2%	0%	0%	0%	0%
Townhouse (TLD, TMD, THD, RT)	2%	5%	1%	2%	1%	0%	1%	0%	2%	1%
Planned Unit Development (PD)	1%	0%	0%	1%	1%	0%	17%	0%	1%	0%
Planned Retirement Community	22%	0%	0%	0%	0%	0%	0%	0%	0%	0%
RE1/RE2/RE2C	20%	0%	0%	2%	0%	28%	0%	1%	0%	18%
R40	0%	0%	1%	0%	0%	0%	0%	0%	0%	0%
R60	9%	43%	53%	2%	72%	17%	7%	13%	78%	32%
R90	12%	0%	16%	4%	4%	27%	21%	22%	11%	21%
R200	18%	0%	22%	62%	0%	17%	20%	40%	0%	6%
	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%

Source: Montgomery County Planning Department

Corridor Analysis - Acres										
	Georgia Ave N	Georgia Ave S	Veirs Mill	N 355	S 355	New Hampshire Ave	North Bethesda Transitway	Randolph Rd	University Blvd	US 29
C/R Zones (CR, CRT, CRN)	278	179	85	358	397	170	257	962	77	391
Employment Zones (GR, NR, LSC, EOF)	30	0	0	416	6	18	93	100	1	204
Industrial (IL, IM, IH)	0	8	0	349	0	0	0	106	0	6
Residential Multi-Unit (R30, R20, R10)	155	35	35	19	107	56	86	134	46	447
Rural Residential (R, RC, RNC)	61	0	0	0	0	63	0	0	0	0
Townhouse (TLD, TMD, THD, RT)	66	22	10	66	17	14	10	16	29	70
Planned Unit Development (PD)	24	0	0	24	15	14	216	20	15	0
Planned Retirement Community	735	0	0	0	0	0	0	0	0	0
RE1/RE2/RE2C	673	0	0	62	0	915	0	64	0	846
R40	0	0	17	0	0	0	0	0	7	0
R60	311	185	856	62	1587	554	87	675	1294	1484
R90	414	0	249	144	81	870	257	1184	180	975
R200	586	0	353	2430	0	557	247	2131	2	280
Total	3333	429	1605	3930	2210	3231	1253	5392	1651	4703

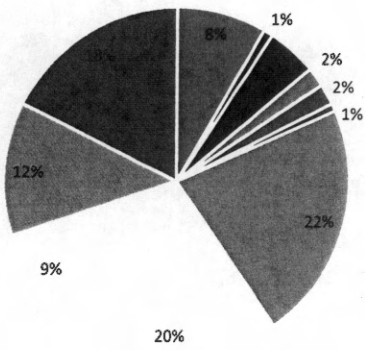
Source: Montgomery County Planning Department

Corridor Zoning Analysis

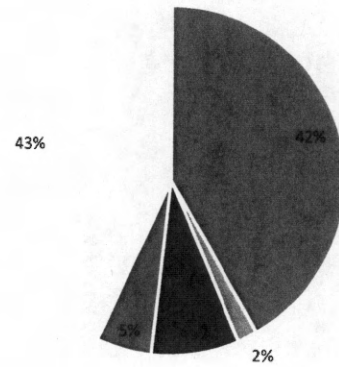


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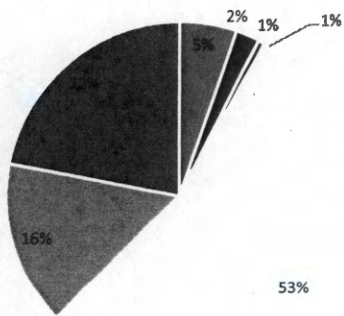
Georgia Ave N



Georgia Ave S



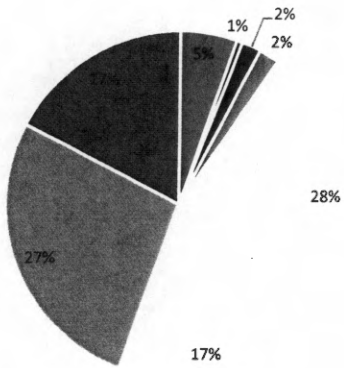
Veirs Mill



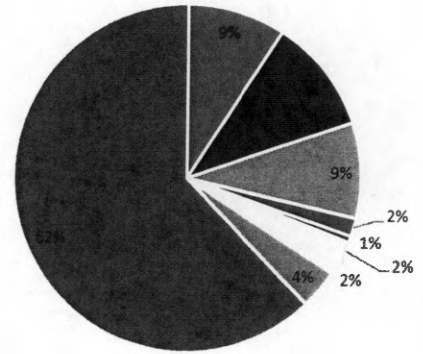
- C/R Zones (CR, CRT, CRN)
- Industrial (IL, IM, IH)
- Rural Residential (R, RC, RNC)
- Planned Unit Development (PD)
RE1/RE2/RE2C
- R60
- R200
- Employment Zones (GR, NR, LSC, EOF)
- Residential Multi-Unit (R30, R20, R10)
- Townhouse (TLD, TMD, THD, RT)
- Planned Retirement Community
R40
- R90

6

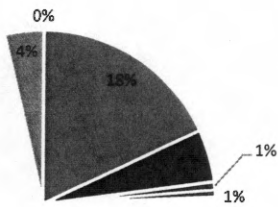
New Hampshire Ave



N 355

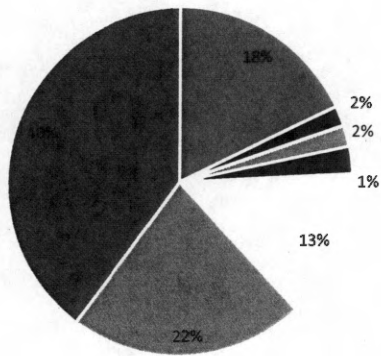


S 355

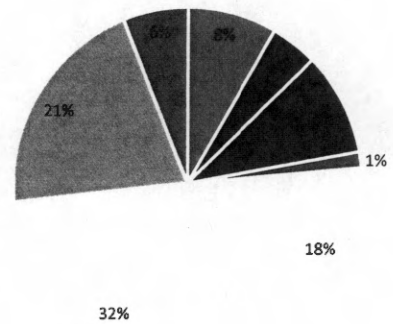


- C/R Zones (CR, CRT, CRN)
- Industrial (IL, IM, IH)
- Rural Residential (R, RC, RNC)
- Planned Unit Development (PD)
- RE1/RE2/RE2C
- R60
- R200
- Employment Zones (GR, NR, LSC, EOF)
- Residential Multi-Unit (R30, R20, R10)
- Townhouse (TLD, TMD, THD, RT)
- Planned Retirement Community
- R40
- R90

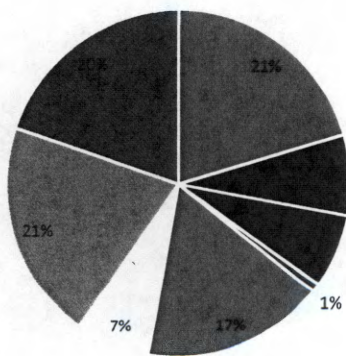
Randolph Rd



US 29



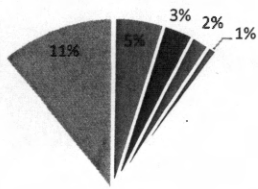
North Bethesda Transitway



- C/R Zones (CR, CRT, CRN)
- Industrial (IL, IM, IH)
- Rural Residential (R, RC, RNC)
- Planned Unit Development (PD)
RE1/RE2/RE2C
- R60
- R200
- Employment Zones (GR, NR, LSC, EOF)
- Residential Multi-Unit (R30, R20, R10)
- Townhouse (TLD, TMD, THD, RT)
- Planned Retirement Community
R40
- R90



University Blvd



78%

- C/R Zones (CR, CRT, CRN)
- Industrial (IL, IM, IH)
- Rural Residential (R, RC, RNC)
- Planned Unit Development (PD)
RE1/RE2/RE2C
- R60
- R200
- Employment Zones (GR, NR, LSC, EOF)
- Residential Multi-Unit (R30, R20, R10)
- Townhouse (TLD, TMD, THD, RT)
- Planned Retirement Community
R40
- R90

ATTACHMENT 2 - PUBLIC LANDS ANALYSIS

Public Ownership by Acres/Zoning											
Zone	Housing Opportunities Commission (HOC)	Maryland-National Capital Park and Planning Commission (M-NCPPC)	Montgomery County (DGS managed)	Montgomery County (Revenue Authority)	Montgomery College	Montgomery County Public Schools (MCPS)	State of Maryland	United States	Washington Metropolitan Area Transportation Authority (WMATA)	Washington Suburban Sanitary Commission (WSSC)	Total
Agricultural (AR)	-	12,108	1,759	430	-	27	5,498	1,762	-	24	21,608
C/R Zones (CR, CRT, CRN)	26	153	174	12	2	59	66	18	142	38	690
Employment Zones (EOF, GR, LSC, NR)	-	10	301	-	189	5	136	2	-	1	643
Industrial (IL, IM, IH)	10	82	974	9	5	-	2	11	70	-	1,162
Planned Development (PD, T-5, PNZ, PRC, PCC)	94	826	47	-	-	109	57	-	-	476	1,632
Residential Multi-Unit (R10, R20, R30, RH)	160	30	37	-	-	23	1	0	1	-	272
Residential Detached (R200, R40, R60, R90 RE1, RE2, RE2C)	42	21,034	1,233	478	1	2,625	1,258	4,139	69	682	31,589
Rural Residential (R, RC, RNC)	-	4,470	191	-	-	97	1,365	581	-	2,199	8,951
Townhouse (RT, TLD, TMD, THD)	16	18	7	-	-	-	25	-	16	2	86
Total	349	36,731	4,723	929	197	2,944	8,409	6,513	297	3,422	66,633

Source: SDAT, Montgomery County DGS, M-NCPPC, Montgomery County Planning Zoning Blocks

** Municipality owned land not included in analysis