Reconnecting Communities Project Narrative:

Forest Glen, Wheaton, and Glenmont Community Connection Plan
I. Project Overview

The Maryland Department of Transportation (MDOT) State Highway Administration (SHA) requests $2.32 million in Neighborhood Access and Equity (NAE) funds for the Forest Glen, Wheaton, and Glenmont Community Connection Plan ("the Project"); a $2.9 million Planning and Environmental Linkages (PEL) study in Montgomery County, MD. Guided by community visioning and outreach, the Project looks to reimagine portions of the Georgia Ave. (MD 97) corridor ("the Corridor") that cuts through this multi-cultural and vibrant downtown area, provide for new economic development opportunities, and improve access to the Wheaton multimodal transit hub on MD 586 (Veirs Mill Road). MDOT will provide a $580,000 local match to support this important project.

The area around the Corridor is a diverse urban center that is the heart of the Hispanic community in Montgomery County, MD. Home to many small, often immigrant-owned local businesses and major retail and employment centers like Westfield Mall, downtown Wheaton brings together people throughout Montgomery County and from around the world. The study area includes three Washington Metropolitan Area Transit Authority (WMATA) Red Line Metro stations on the Georgia Ave. corridor – Wheaton, Forest Glen, and Glenmont – and plans are in place for bus rapid transit on all three major roadways (MD 97, MD 193, and MD 586).

However, the existing roadway network of high-capacity arterials has disconnected elements of the downtown, diminished multi-modal safety, and failed to provide multi-modal connections to support ongoing transit-oriented development (TOD) and neighborhood cohesiveness (see Figure 1). The Corridor included in this study can be considered a “burdening facility” that creates obstacles to community connectivity and divides this vibrant commercial area with roadways 6-8 lanes wide, encircling the Wheaton Metro Station and making it challenging and unsafe to travel within the area on foot and by bicycle.

SHA has taken major steps towards creating safe multi-modal connections on Georgia Ave. with its investment in the MD 97 Montgomery Hills Safety and Accessibility Project immediately south of the Project area, which includes sidewalk improvements, a new two-way separated bicycle lane, transit improvements, and green space. The Forest Glen, Wheaton, and Glenmont Community Connection Plan will directly connect to this ongoing MD 97 Montgomery Hills Complete Streets project, extending the multi-modal design vision north of Montgomery Hills to create a cohesive, multi-modal design for Georgia Ave. up to Glenmont Metro station.

These first- and last-mile pedestrian and bicycle connections to Metro are critical to support transit-oriented development (TOD) planned for the Wheaton and Forest Glen Metro stations. MDOT has been working with WMATA to initiate a Phase II joint development study to create new mixed-use development at the Wheaton Metro station. However, unlocking this development and catalyzing broader transformation of the area depends on rethinking the design of the Corridor and adding safe multi-modal infrastructure for these essential neighborhood connections. Therefore, this Project will develop a plan for how to transition these cut-through
roads into streets that support local and regional economic development, TOD, and multi-modal access, and better connect communities and businesses.

Brought together successfully, these Project components will help to create new housing opportunities, make a diverse community more livable and safer for all modes of travel, and improve pedestrian and bicycle connections to the three Metro stations that are essential for services and employment. These approaches are consistent with the Moore-Miller Administration’s vision to Leave No One Behind, which calls for a focus on equity in transportation planning, on safety, and on strengthening our communities and transit systems.¹

**Scope of Work**

With this NAE grant funding, SHA, in partnership with WMATA, Montgomery County Department of Transportation (MCDOT) and the Maryland National Capital Park and Planning Commission (MNCPPC), will perform a Planning and Environmental Linkages (PEL) study for MD 97 (Georgia Ave.) from MD 192 (Forest Glen Road) to MD 182 (Layhill Road). The Project will also include a TOD study for the Wheaton Metro station area.

The purpose of this study is to establish the pedestrian, bicycle, and transit needs within the corridor, building off the coming improvements with the SHA Montgomery Hills project, and identify public infrastructure improvements at the Washington Metropolitan Area Transit Authority (WMATA) Red Line Wheaton station to increase walkability, access, and safety for all Marylanders and to foster economic development. These needs would lead to the development of a refined set of concept-level alternatives that could then advance into NEPA analysis. The scope will allow MDOT, WMATA, and Montgomery County to make better connections between three Metro Stations along the corridor and develop site specific improvements at the Wheaton station. The study will seek to leave no corridor gap between Glenmont and the existing Montgomery Hills project.

This study will include the following activities:

- Conduct an analysis of a road diet and narrowing lanes;
- Evaluate sidewalk gaps and the need for wider sidewalks on the Corridor;
- Evaluate potential need for bus lanes and shelter improvements;
- Evaluate the need and type of bicycle (cycle track, buffered bike lanes, shared use path), recreational, and trail connections in the Corridor;
- Evaluate and identify potential crosswalk locations;
- Establish a shared-parking strategy with Montgomery County DOT (MCDOT) and WMATA to enable redevelopment of Wheaton WMATA station area and eliminate duplicative parking;
- Establish bus loop reconfiguration at Wheaton WMATA station to enable economic development;
- Evaluate potential need for pedestrian and bicyclist access improvements at Wheaton WMATA station, curb cuts, and local street configurations.

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II. Project Location

The Project is in Montgomery County, Maryland and includes 3.3 miles of the Georgia Ave. (MD 97) corridor from the Forest Glen Metro station to the Glenmont Metro station, running through downtown Wheaton. As of the 2020 decennial census, 33,634 people live within a half-mile of the Project corridor and over 73 percent of residents are non-white or of Hispanic/Latino origin (Census 2020). Located just north of Washington, D.C., this area of eastern Montgomery County is a multi-cultural hub with a diverse population of predominantly Hispanic (45 percent), African American (17.6 percent) and Asian (10.6 percent) residents. The “Wheaton Triangle,” which encompasses the three state highways of MD 586, MD 193, and MD 97, is a major area of commerce in the area, recently developing into the focal point of Wheaton’s Central Business District. Figure 2 shows the Project area relative to eastern Montgomery County and within greater Washington, D.C.

Figure 2: Project Location Map

The Corridor is served by high-quality transit, including the WMATA Metrorail Red Line and Metrobus and Montgomery County’s Ride On local bus service. Bus rapid transit is planned on the three major arterial roadways in the Project area: Georgia Ave., University Blvd., and Veirs Mill Road. The Corridor has micro-mobility and shared mobility (bike share) available, especially near Metro stations; however, Georgia Ave. lacks safe infrastructure for bicycles and e-scooters to ride on the Corridor.

SHA is already investing in Complete Streets improvements in Montgomery Hills, immediately south of the Project area, which will add safe pedestrian, bicycle, and transit infrastructure to Georgia Ave. from Grace Church Road to Forest Glen Road. The proposed Forest Glen, Wheaton, and Glenmont Community Connection

<table>
<thead>
<tr>
<th></th>
<th>January-June 2023 Weekday Average Metro Ridership</th>
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</thead>
<tbody>
<tr>
<td>Wheaton</td>
<td>2,223</td>
</tr>
<tr>
<td>Forest Glen</td>
<td>1,097</td>
</tr>
<tr>
<td>Glenmont</td>
<td>3,069</td>
</tr>
</tbody>
</table>

Table 1: Average daily ridership at Metro stations in Project area, January-June 2023
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**Plan** will pick up where the Montgomery Hills project leaves off, developing design options for Georgia Ave. from Forest Glen Rd. to the north, filling the existing gap in multi-modal infrastructure between Montgomery Hills and the Glenmont Metro station at the northern terminus of the Project. Design is currently underway for bikeways on Amherst and Grandview Avenues, which will provide safe bicycle and micro-mobility connections on both the eastern and western sides of Georgia Ave. and will significantly improve connectivity from the surrounding residential neighborhoods to the businesses, services, and amenities within downtown Wheaton.

III. RESPONSE TO MERIT CRITERIA
A. Equity and Environmental Justice

The Corridor has roots in harmful historic policies that excluded non-white residents from residential opportunities. Georgia Ave. was widened from two lanes to six lanes in the mid-1950s as an influx of residents moved to the suburban communities of Silver Spring, MD, many of which had racially restrictive covenants that prohibited non-white residents from purchasing homes. Today, eastern Montgomery County is a very ethnically diverse place that has become an urban area of its own and the roadway designed for auto-oriented suburbs seventy years ago creates a barrier to safe travel and prohibits a truly vibrant community and commercial centers within the area.

The corridor runs through a Census tract (7032.07) that meets the USDOT’s Justice40 definition for an Area of Persistent Poverty (APP) and Historically Disadvantaged Community (Figure 3).² The census tracts at the northern and southern ends of the corridor meet the definition for Transportation Disadvantaged Communities (TDC), Economy Disadvantaged, Equity Disadvantage, and Environmental Disadvantage indicators.

The EJ Screen tool shows the demographic index around the Project (Figure 4).³

² https://maps.dot.gov/BTS/GrantProjectLocationVerification/
³ https://ejscreen.epa.gov/mapper/
As illustrated in Table 2 over 60 percent of residents within a half-mile of the Project corridor are people of color, compared to only 45 percent in Montgomery County. In addition, 11 percent of households do not have a vehicle and 20 percent of residents use transit to travel to work, underlining the importance of strengthening multi-modal connections to Metro stations in the study area.

<table>
<thead>
<tr>
<th>Community</th>
<th>Non-White Population</th>
<th>Persons in Poverty</th>
<th>Hispanic Pop.</th>
<th>Pop. Using Public Transit to Work</th>
<th>Households With No Vehicles Available</th>
</tr>
</thead>
<tbody>
<tr>
<td>½ Mile Buffer around Project Corridors</td>
<td>62.6%</td>
<td>9.2%</td>
<td>37.3%</td>
<td>20.0%</td>
<td>11.0%</td>
</tr>
<tr>
<td>Montgomery County</td>
<td>44.9%</td>
<td>8.5%</td>
<td>20%</td>
<td>N/A</td>
<td>7.4%</td>
</tr>
<tr>
<td>Maryland</td>
<td>42.7%</td>
<td>10.3%</td>
<td>10.0%</td>
<td>N/A</td>
<td>8.7%</td>
</tr>
<tr>
<td>USA</td>
<td>24.5%</td>
<td>11.6%</td>
<td>19.1%</td>
<td>N/A</td>
<td>8.3%</td>
</tr>
</tbody>
</table>

Table 2: Key Community Statistics in Project Area (Source: U.S. Census, 2021 American Community Survey 5-Year Estimates)

B. Access

**Increasing Safe Connectivity for All Users**

This Project will expand safe access for non-motorized users, including people walking, cycling, and using mobility devices such as wheelchairs, to the commercial and transit assets on the corridor. Redesigning Georgia Ave. as a safer, complete street that supports safe mobility and connectivity for all road users, including our most vulnerable road users such as school children and elderly residents, is crucial to ensuring that new development in the area benefits current and future residents. This is particularly important because of the high rate of transit users and residents without a vehicle within ½ mile of the Project area. The existing corridors do not have bicycle infrastructure and there are gaps in the sidewalk network, making it challenging to make first- and last-mile connections to the three Metro stations on the corridor.

MDOT’s Bicycle Level of Traffic Stress (LTS), a measure for assessing the comfort of the roadway for people riding bicycles, shows that the Corridor and intersecting arterials have an LTS score of 5, which is the highest level of traffic stress (Figure 4). The higher the score, the less comfortable and safe the bicycle facility is for users.

This Project will identify options to improve access to key destinations along the Corridor and ultimately to jobs and services throughout the region to improve safety for the already significant number of pedestrians and non-motorized users traveling in this area. Key destinations near the corridor include:

- **Metrorail stations**: Glenmont, Wheaton, and Forest Glen;
- **Commercial and retail**: Wheaton Mall, Safeway, H Mart, and Giant;
- **Healthcare centers**: Holy Cross Hospital; Medical Park Drive Center;
- **Parks and green spaces**: Wheaton Regional Park, Sligo Creek, Evans Parkway Neighborhood Park;
- **Community and recreation centers**: Wheaton Library, Marian Fryer Town Plaza, and Wheaton Arts and Entertainment District;
- **Public schools**: Albert Einstein High School, Stephen Knolls School, and Oakland Terrace Elementary, among others;
- **Affordable housing**: The County is making major investments in new affordable housing on County-owned sites, several of which are adjacent to the Corridor (Blueridge-Hickerson lot, Price-Fern lot, University lot, and Ennalls lot).\(^5\)

### C. Facility Suitability

#### Barriers to Access, Mobility and Economic Development

Georgia Ave. currently presents significant barriers to access and non-motorized mobility in eastern Montgomery County. This wide, high-capacity state highway and intersecting interchanges do not suit this commercial and residential area, or foster neighborhood cohesiveness, especially as the county takes steps to become more transit-oriented, walkable, and bikeable. Plans for downtown Wheaton emphasize the vision for the area to become a major mixed-use center with safe and accessible multi-modal infrastructure to support a walkable and bikeable environment. However, these plans are hindered by wide roadways with long pedestrian crossing distances, long distances between intersections, some pedestrian crossings with no signals, and no protected bicycle infrastructure. Georgia Ave. ranges from 6 to 8 lanes wide, creating pedestrian crossing distances over 140’ long at intersections that make it challenging to access destinations on foot (**Figure 5**).

Both the State of Maryland and Montgomery County are actively working to build Complete Streets to maximize safety, sustainability, and vitality of its population centers, and Georgia Ave. is a priority corridor for Complete Streets improvements. Additionally, Wheaton is one of many Bicycle and Pedestrian Priority Areas (BiPPA) in Montgomery County, established to enhance safe bicycle and pedestrian access, improve connectivity, and replace aging infrastructure. As WMATA advances TOD plans, and the County looks to add high-density residential uses in Wheaton on existing surface parking lots, the need for safe connections between these

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\(^5\) [https://www.montgomerycountymd.gov/DGS/OPD/AffordableHousing.html](https://www.montgomerycountymd.gov/DGS/OPD/AffordableHousing.html)
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buildings and adjacent commercial uses will continue to grow. The Project will develop options to address this barrier and reconstruct these state highways as roadways that provide safe, accessible multi-modal connections.

**Environmental Burden**

Georgia Ave. currently creates an environmental burden on the community because of the high traffic volumes it channels through downtown Wheaton, Forest Glen, and Glenmont, which generates high rates of diesel particulate matter and ozone. Annual Average Daily Traffic (AADT) on this portion of Georgia Ave. is over 50,000 vehicles per day, generating over 46.7 metric tons of CO2 emissions daily (EPA MOVES). According to the EPA’s EJScreen tool, the Census tracts adjacent to the corridors are in the 80th-90th percentiles for diesel particulate matter, ozone, and traffic proximity. The Project will identify options to reduce the number of travel lanes to reduce traffic volumes and associated greenhouse gas emissions, remove impervious surfaces, and expand the tree canopy on the roadways to address these environmental burdens.

**Vulnerabilities**

The Project will assess how to address these roadways’ vulnerability to flooding and identify design solutions to better manage stormwater. Montgomery County lists Georgia Ave as an area prone to flooding and provides warnings to the public to avoid these roads when it rains. The planning process will closely examine opportunities to address flooding using solutions such as reduction of impervious surface, bioretention, and green infrastructure.

**D. Community Engagement and Community-Based Stewardship and Partnerships**

MDOT will create a comprehensive Community Participation Plan at the beginning of the Project to guide outreach throughout the Project’s life cycle, building on the work performed by community advocates calling for improved roadway safety and outreach conducted for neighboring development projects.

This Project emerged from grassroots advocacy for safer streets in Wheaton, spurred by high crash rates on these roadways. Georgia Ave. between MD 192 and MD 182 has had an average of 227 crashes per year since 2015, with 5 percent involving pedestrians or bicyclists (Table 3), including 5 pedestrian fatalities. In May 2023, Maryland Governor Wes Moore visited Georgia Ave. by request from local leadership in Wheaton to get a better understanding of the dangerous conditions that pedestrians face. Advocacy groups such as Montgomery County Families for Safe Streets have been pushing for safety improvements, notably calling for the installation of a sidewalk on Veirs Mill Road between Pendleton-Schoolhouse and Georgia Ave. The Project would leverage the existing urgency and advocacy efforts surrounding road safety to work with local leadership and advocacy groups to ensure that broad community needs are accounted for and fully represented. This will include continuous engagement and coordination with the Montgomery County Council, including Council President Evan Glass and District 6 councilmember Natali Fani-Gonzalez.

<table>
<thead>
<tr>
<th>Year</th>
<th>Total Crashes</th>
<th>Bike/Ped Crashes</th>
</tr>
</thead>
<tbody>
<tr>
<td>2015</td>
<td>232</td>
<td>18</td>
</tr>
<tr>
<td>2016</td>
<td>283</td>
<td>9</td>
</tr>
<tr>
<td>2017</td>
<td>248</td>
<td>11</td>
</tr>
<tr>
<td>2018</td>
<td>228</td>
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</tr>
<tr>
<td>2019</td>
<td>231</td>
<td>11</td>
</tr>
<tr>
<td>2020</td>
<td>181</td>
<td>12</td>
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<tr>
<td>2021</td>
<td>216</td>
<td>14</td>
</tr>
<tr>
<td>2022</td>
<td>193</td>
<td>5</td>
</tr>
<tr>
<td>Yearly Average</td>
<td>227</td>
<td>12</td>
</tr>
</tbody>
</table>

*Table 3: Reported Crashes within ½ Mile of Project Area, 2015-2022 (Source: SHA)*

8 [https://mocofamiliesforsafestreets.org/](https://mocofamiliesforsafestreets.org/)
Recent outreach efforts for the Montgomery Hills project, which included open house workshops, public hearings, and virtual public meetings, provide a strong foundation for continued outreach to community members and other stakeholders to select preferred improvements. The Project budget includes $345,000 for public engagement to support an equitable and community-supported transportation investment.

Building from existing Wheaton Urban District Advisory Committee (WUDAC), MDOT will create a Stakeholder Advisory Group to help guide the Project, which will comprise representatives from local businesses, communities, and organizations active in the area. This group will help the project team understand the priorities of the groups they are representing and provide input at key decision points.

Wheaton’s 2022 Downtown Study, which explores ways to further Wheaton’s economic diversity by strategically leveraging new investment, also included a robust community engagement process which this Project will build upon. Based on the lessons learned from this outreach, the Project’s outreach will include activities such as:

- Visioning and goals workshop with the Stakeholder Advisory Group;
- Public open house to introduce the project and gather information from the public;
- Online surveys to receive feedback from community members;
- Coordination with staff from the Mid-County Regional Services Center, the Wheaton Urban District, and the Wheaton Urban District Advisory Committee;
- Engagement with groups offering support to businesses such as the Latino Economic Development Center and the Montgomery County Economic Development Corporation;
- Open house to share the draft plan and gather public input on the recommendations.

Recognizing the diversity of the communities in the study area, SHA will translate project materials into languages represented in the impacted communities and will provide opportunities to have on-site translators at public meetings.

E. Equitable Development

Local/Regional/State Equitable Development

The Maryland Department of Planning’s Better Maryland State development plan provides an equitable development framework in its planning process, providing recommendations for creating workforce and affordable housing, tackling economic development needs, and addressing infrastructure challenges that SHA will consult in developing this Project.

Community Restoration, Stabilization, and Inclusion Strategies

The Project will consider ways to integrate Montgomery County’s Moderately Priced Dwelling Units (MPDUs) program along the Corridor, which implements inclusionary zoning that ensures affordable housing and anti-displacement strategies are deployed when possible. The MPDU program requires that a percentage of housing in residential developments be made available for low- and moderate-income households for a certain timeframe. One example of the implementation of this program is the Residences of Forest Glen, which is near the Forest Glen Metro Station and provides 189 units of affordable housing, one of the largest affordable units in Montgomery County.

Additionally, SHA will identify steps needed to ensure the improvements proposed are consistent with the Wheaton Sector Plan (2023), which encourages high-density, high-quality growth that blends new development

9 https://www.montgomerycountymd.gov/midcounty/boards/wudacindex.html
11 https://abetter.maryland.gov/Pages/default.aspx
12 https://planning.maryland.gov/Pages/OurWork/equity-planning/equity-main.aspx
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with existing small and family-owned businesses. To implement this vision, the Wheaton Sector Plan rezoned most of the central business district to Commercial-Residential zones, adding significant development capacity and height.

The combination of the MPDU program and Sector Plan acknowledges the effects of displacement within the corridor. SHA will partner with the City and County and use the program resources during the final planning stages to proactively leverage public resources in support of building more affordable housing. The Project’s proximity to high-quality transit, support for anti-displacement efforts, and development potential in a multicultural community present an opportunity to build multi-modal access for all residents and modes of transportation.

**Creative Placemaking**

The Project will identify opportunities to incorporate placemaking that celebrates the multicultural community through public art and new green space for residents and visitors. SHA will leverage the County’s optional method standards of Zoning Ordinances in 1974 which grant developers higher densities in exchange for significant public amenities and facilities.

MDOT will use the Wheaton Sector Plan (2023) and the Wheaton Districts and Improvement Focus Area, to guide them in identifying strategies that seek to enhance existing public use spaces and develop additional public use spaces within the downtown area.

**F. Climate and Environment**

The State of Maryland has an ambitious climate goal of reducing greenhouse gas emissions by 60 percent by 2031 relative to 2006 and attaining a net-zero economy by 2045. The 2023 report ”Maryland’s Climate Pathway” published by the Maryland Department of the Environment finds that a significant level of investment in walkability and Complete Streets will be essential to meeting climate commitments. In particular, the report calls for “government funding for ‘Complete Streets’ with protected space for biking and walking.”

Montgomery County’s Climate Action Plan, published in June 2021, commits the County to reducing greenhouse gas emissions by 80% by 2027 and 100% by 2035. Expanding active transportation and micro-mobility networks is identified amongst one of the key strategies needed to meet these climate commitments.

Overall, this Project will identify options for improving active transportation and transit infrastructure, aligning with both the State’s and the County’s climate commitments by performing a study that considers:

- **Reducing transportation-related emissions** by designing infrastructure that supports a mode shift away from private vehicles towards walking, biking, and public transit.
- **Alleviating noise pollution generated by vehicles** by reducing the number of travel lanes.
- **Decreasing the amount of impervious surface** on the corridor to reduce hot spot areas of extreme heat.
- **Adding green infrastructure** to the corridor, expanding tree canopy on the roadways, and incorporating best management practices for stormwater management.

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13 https://montgomeryplanning.org/planning/communities/midcounty/wheaton/wheaton-plan/
15 https://www.montgomerycountymd.gov/climate/
G. Workforce Development and Economic Opportunity

MDOT is committed to including DBE and MBE participation in this Project. MDOT maintains a robust Minority Business Enterprise (MBE) Program that was established in 1978 and is believed to be the oldest in the country. Its purpose is to ensure that small, minority- and women-owned firms can participate fully and fairly in both State and U.S. DOT federally funded projects.

MDOT administers the State of Maryland MBE participation goal and the DBE participation goal for contracts that receive assistance from USDOT. SHA has an overall DBE goal of 26.34% for 2023-2024 that will be incorporated into this Project.

Additionally, MDOT is developing a project-based workforce development program that is expected to launch in early 2024. This program will evaluate projects like this for opportunities for apprenticeship, on-the-job training, and other workforce development opportunities during the construction phase.

IV. Project Budget

The $2.9 million Forest Glen, Wheaton, and Glenmont Community Connection Plan will be funded with $2.32 million from the NAE Program and $580,000 in state funds. MDOT’s local match comprises $400,000 pledged to WMATA’s joint development program and $180,000 from the Maryland Transportation Trust Fund. Table 4 presents budget sources and uses.

*Table 4: Budget Sources and Uses Table*

<table>
<thead>
<tr>
<th>Project Activities</th>
<th>NAE Funding Federal Share</th>
<th>Non-Federal Share Funds</th>
<th>Total Project Costs</th>
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<tbody>
<tr>
<td>Planning and Environmental Linkages Study</td>
<td>$1,975,000</td>
<td>$180,000</td>
<td>$2,155,000</td>
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<td>Wheaton Metro TOD Study</td>
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<td>$400,000</td>
</tr>
<tr>
<td>Public Involvement</td>
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<td>-</td>
<td>$345,000</td>
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<tr>
<td>Total Cost</td>
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<td>$580,000</td>
<td>$2,900,000</td>
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