

MCPB 5/02/02 Item # **4**

<u>MEMORANDUM</u>

DATE:

May 2, 2002

TO:

Montgomery County Board of Appeals

VIA:

John A. Carter, Chief, Community-Based Planning

William Barron, Team Leader, Eastern County Tear

FROM:

Joel A. Gallihue, AICP

REVIEW TYPE:

Special Exception

APPLYING FOR:

Child Day Care

APPLICANT:

Hirabi More and Jalindar Mahabare

CASE NUMBER:

SE-02-2

ZONE:

R-200

LOCATION:

170 Randolph Road

MASTER PLAN:

White Oak

FILING DATE:

November 29, 2001

PLANNING BOARD:

May 2, 2002

PUBLIC HEARING:

May 14, 2002 by Hearing Examiner

STAFF RECOMMENDATION: APPROVAL with the following conditions:

- All evidence, testimony and exhibits of record shall bind the petitioners.
- 2. Limit the development to a conversion from the existing single-family detached unit to a child daycare center with up to 30 children in Phase I (as specified in the Applicant's Statement of Proposed Development and Operation dated November 29, 2001).
- Submit entrance improvement plans to Montgomery County
 Department of Public Works and Transportation (DPW&T) for
 review of their site access to Randolph Road.

- 4. Applicant shall submit an affidavit that the petitioner will comply with applicable state and county requirements and correct any deficiencies found in any government inspection prior to release of occupancy permits.
- 5. The hours of operation are 6:30 a.m. to 7:00 p.m. Monday through Friday.
- 6. Applicant to submit a tree protection plan to technical staff of the MNCPPC Environmental Planning Unit for approval prior to the release of sediment and erosion control or building permit, as appropriate.
- 7. Applicant to comply with Department of Permitting Services regulations for storm water management and sediment and erosion control.

Proposal Description - The applicants, Hirabi More and Jalindar Mahabare, are requesting special exception approval to modify an existing residence for a child day care center at 170 Randolph Road in the White Oak area in the R-200 Zone. The day care center, known as ABC Daycare, currently operates a childcare facility of 12 students (Group day care home) at a different location in the R-200 zone.

Site and Neighborhood Description - The site is located on the south side of Randolph Road between Hammonton Place and Locksley Lane. Residential uses surround the site. The only other special exceptions in the immediate vicinity consist of two accessory apartments. One lot is the subject of the petition, Lot P2, Block 1, Section 1 in the North-Spring Brook Subdivision. The property is approximately 43,464 square feet in area and improved with a 1,340 square foot single-family detached residence with garage. The property is elevated approximately ten feet above the grade of Randolph Road and adjacent properties.

Elements of the Proposal -

The day care facility will serve up to 30 clients on weekdays from 6:30 a.m. to 6:30 p.m. There will be six staff. The statement of operations indicates that a future modification to increase operations may be submitted. Staff has only reviewed the current proposal.

The residential structure will receive interior modifications to prepare the facility for operation as a day care center. Such improvements include finishing part of the basement. No building addition is proposed. Exterior improvements include parking, a fenced play area and an upgraded entrance to Randolph Road. Staff notes that a DPS permit is required to install any type of fence or retaining wall over 30" in height. The chain link fence is proposed to be 48" in height.

ANALYSIS

Master Plan - The 1997 White Oak Master Plan supports the existing R-200 zoning and allows special exceptions, such as the proposed use, in the zone.

Design – Staff finds the proposed landscaping, screening, and lighting to be acceptable.

Development Standards- The special exception modification is in compliance with the development standards for the R-200 Zone. Conformance to relevant development is summarized in Table 1 on the following page.

Development Standard	Requirement	Proposal
Front Yard Setback	40'	57'
Side Yard Setback	12'	61'
Sum of Both Sides	25'	125'
Rear Yard Setback	30'	58'
Lot Area	9,000 sq.ft.	2,023,362 sq. ft
Lot Width @ Street	25'	161'
Lot Width @ Front Bldg Line	100	161'
Building Height	50'	One story
Building Coverage	25% or 11,616 sq.ft.	3.1% or 1,340 sq. ft.
Parking Parkin	1/employee + 1 per 6 studer	nts = 11 11
Parking Setback	12'	12'

Parking

Eleven parking spaces are required for the proposed use, six for each employee and five for thirty students. The required parking is provided as shown on the submitted site plan. The plan also shows that the parking will meet the required 12' residential side yard and 30' rear yard setbacks. The site plan depicts ten standard size perpendicular (head-in) parking spaces. (8½' x18') One handicap accessible parking space is provided in accordance with the standards specified in the Maryland Building Code for the Handicapped. The parking design provides a 20' wide interior aisle, meeting the requirement for a two-way movement. The parking lot will be lit with non-glare and non-reflective fixtures. The fixtures are mounted on cylindrical bollards and employ a symmetric cutoff that directs the light without interfering with safe operation of vehicles moving on the lot. The Landscape and Forest Conservation Plan shows that adjacent residential property will be screened from the parking with shrubs and a landscaped strip is shown between the road and the parking lot. The required

parking falls below the 25-space threshold where a parking facility plan must be submitted. Staff finds the provisions for parking to be sufficient and in accordance with the dimensional requirements of the Zoning Ordinance.

inherent/Non-Inherent Adverse Effects- The inherent and non-inherent adverse effects of a special exception must be considered on nearby properties and the surrounding neighborhood at the proposed location, regardless of the adverse effects the use might have if established elsewhere in the R-200 zone.

Section 59-G-1.2.1 of the Zoning Ordinance states

Inherent adverse effects are the physical and operational characteristics necessarily associated with the particular use, regardless of its physical size or scale of operations. Inherent adverse effects alone are not a sufficient basis for denial of a special exception. Non-inherent adverse effects are physical and operational characteristics are not necessarily associated with the particular use, or adverse effects created by unusual characteristics of the site. Non-inherent adverse effects, alone or in conjunction with the inherent effects, are a sufficient basis to deny a special exception.

Analysis of inherent and non-inherent adverse effects considers size, scale, scope, light, noise, traffic and environment. It is understood that every special exception has some or all of these effect in varying degrees. What must be determined during the course of review is whether these effects are acceptable or will create adverse impacts sufficient to result in a denial. To that end, inherent adverse effects associated with the use must be determined. The general neighborhood affected by the proposed is predominantly one-family residential. The immediate neighborhood does contain two special exceptions for accessory apartments.

The inherent, generic physical and operational characteristics arising from the given use, in this case a day care center include areas for outdoor play and parking facilities. From an operational perspective the operations and traffic associated with transporting students and staff do not overburden the transportation network. The proposed special exception is consistent with most daycare centers with respect to daily traffic associated with transporting students. The outdoor play area is located in the rear of the property away from Randolph Road. It is enclosed with a 4' fence and screened with evergreen trees. The topography and existing vegetation on the adjacent property further serve to obscure the play area and its chain link fence from adjacent residential property.

The play area also presents a potential non-inherent adverse effect that relates to the somewhat triangular shape of the property potentially limiting the petitioner's ability to adequately screen the play area. As stated above a sharp

change in grade and heavy vegetative screening on this and adjacent properties mitigates any potential concern. The applicant is able to meet required setbacks and is providing fencing and screening hedges. Staff concludes that there are no non-inherent adverse effects associated with this application that warrant denial. Staff finds that all of the physical and operational characteristics of the proposed use will be inherent in any potential adverse effect.

Transportation - The Transportation Planning staff recommends the following condition as part of the Adequate Public Facilities (APF) test for transportation requirements related to this special exception modification:

Limit the development to a conversion from the existing single-family detached unit to a child daycare center with up to 30 children in Phase I (as specified in the Applicant's Statement of Proposed Development and Operation dated November 29, 2001).

The proposed use with up to 30 children is considered to have a De minimis impact using the trip-generation data in Park and Planning staff's Local Area Transportation Review Guidelines. (A De minimis impact is when five or fewer new peak-hour trips are generated during the weekday morning peak period (7:00 to 9:00 a.m.) and the weekday evening peak period (4:00 to 6:00 p.m.)). Therefore, Policy Area Review is satisfied under the FY 2002 Annual Growth Policy section "Ceiling Flexibility – De Minimis Impacts and Freestanding Child Care Centers".

Master Plan Roads and Bikeways

According to the White Oak Master Plan, the master plan designations are as follows:

- Randolph Road is designated as a six-lane, divided major roadway, M-17, with a 120-foot right-of-way and an existing Class I bikeway, EB-5.
- 2. Locksley Lane is designated as a two-lane primary residential road, P-8, with a 70-foot right-of-way and a proposed Class III bikeway, PB-26 between Randolph Road and Westover Elementary School.

Gaffney Road is a secondary residential street with 60 feet of right-of-way. The right-of-way has been dedicated according to Record Plat No. 126-21, Section One, North Springbrook dated April 1947.

The site is located in the Fairland / White Oak Policy Area which is in moratorium. No projects involving job capacity have been approved since this date; therefore, sufficient job capacity exists to support this special exception modification.

As a condition of enrolment, clients must agree to specific drop-off and pick-up

times that are scheduled to facilitate orderly circulation in the parking lot. A staff member is assigned to wait outside and supervise this process.

Site Location and Access

The site is located on the south side of Randolph Road between Kimblewick Drive and Locksley Lane. Site access is from Randolph Road as a right-turn-in and right-turn-out only. Randolph Road has a raised median (between Locksley Lane and Hammonton Place) since it was reconstructed and widen in the late 1970's. The raised median prevents motorists from making a left-turn into and from the site. Motorists traveling westbound must make a U-turn at the next intersection to the west at Hammonton Place and arrive at the site as an eastbound right turn. Likewise, motorists departing for a westbound destination must turn right from the site and make a U-turn at the next intersection to the east at Locksley Lane.

Access is not available from adjacent Gaffney Road because it is unimproved (or "a paper street") between Delford Avenue and Randolph Road. Within unimproved right-of-way segment of Gaffney Road, an existing driveway parallels Lot 4's western property line to provide access from Delford Avenue/(built) Gaffney Road to adjoining properties.

Staff recommends the following condition for access:

Submit entrance improvement plans to Montgomery County Department of Public Works and Transportation (DPW&T) for review of their site access to Randolph Road.

Accident History Along Randolph Road

To assess to impact of additional U-turns along Randolph Road, accident data in 1998, 1999, and 2000 was obtained for an approximately 1,500-foot (or a 5/8-mile-long) segment along Randolph Road and shown in the table below. The actual data included a total of 43 accidents for three years along the "1,500-ft segment" from Hammonton Place to New Hampshire Avenue (MD 650). None of the 43 total accidents resulted in fatalities, although 23 of the 43 accidents resulted in injuries as indicated by the number in parentheses below.

However, the relevant roadway segment is only the 500-foot segment between Hammonton Place to Locksley Lane, and not the 1,000-foot segment from Locksley Lane east to New Hampshire Avenue. Most of the accidents (i.e., 31 of 43 accidents or 72%) occurred east of Locksley Lane and closer to the intersection with New Hampshire Avenue. Only twelve accidents occurred within the "impacted segment" between Hammonton Place to Locksley Lane. From these 12 accidents, eight accidents were types of collisions that could possibly have happen if a motorist was be making a U-turn compared with unrelated single vehicle or head-on accidents and drunken drivers. Further more, only one accident occurred during the

time of day when children are "dropped-off and picked-up" from a day care center.

	Nu	Number of Accidents Effect by:			
Years		Impacted Segment	May Have Conflicted with U-Turns	Drop-Off and Pick- Up Times	
1998	15 (04)	5 (1)	3 (1)	0 (0)	
1999	13 (11)	4 (4)	3 (3)	1 (1)	
2000	15 (08)	3 (2)	2 (1)	0 (0)	
Total	43 (23)	12 (7)	8 (5)	1 (1)	

The number of accidents in three years is minimal especially because when compared to the average annual daily traffic on Randolph Road east of New Hampshire Avenue of 41,000 vehicles per typical weekday in both directions. Any additional U-turns should have no adversely impact on the traffic along Randolph Road.

Local Area Transportation Review

The site-generated traffic were calculated using unique trip-generation rates for typical day-care centers in Montgomery County and from the Park and Planning staff's Local Area Transportation Review Guidelines. The number of weekday peak-hour trips is projected as follows:

- 1. Morning Peak Period (7:00 to 9:00 a.m.) = nine total (or four new) peakhour trips
- 2. Evening Peak Period (4:00 to 6:00 p.m.) = nine total (or five new) peakhour trips

Total trips include new, pass-by, and diverted trips by parents, staff, and others. Pass-by and diverted trips are existing trips going to and coming from another primary destination such as work. The traffic generated by the child daycare center with up to 30 children would be fewer than 50 peak-hour trips during the weekday morning peak period (7:00 to 9:00 a.m.) and end at 8:00 p.m. after the weekday evening peak period (4:00 to 6:00 p.m.). Therefore, a traffic study (to analyze the congestion levels at nearby intersections) is not required to satisfy Local Area transportation Review.

Policy Area Review/Staging Ceiling Condition

The Fairland/White Oak Policy Area has no remaining capacity for non-residential development under the FY 02 Annual Growth Policy (AGP) staging ceiling capacity. The remaining capacity is a negative 1,126 jobs as of March 31, 2002.

The proposed day care center with up to 30 children is considered to have a De minimis impact, which is when five or fewer new peak-hour trips are generated during the weekday morning and evening peak periods. Therefore, Policy Area Review is satisfied under the FY 2002 Annual Growth Policy section "Ceiling Flexibility – De Minimis Impacts and Freestanding Child Care Centers".

Environmental –The applicant submitted an NRI/FSD (4-02308E). Upon review of the NRI/FSD, staff finds this project is exempt from the forest conservation regulations. The applicant will be responsible for submitting a tree save plan for review and approval prior to the release of sediment and erosion control or building permit, as appropriate.

The applicant may be exempt from storm water management. Sediment and erosion control shall be required. The applicant should contact the Department of Permitting Services regarding these matters.

Community Concerns – The staff has heard from representatives of the Greater Colesville Citizens Association as well as nearby residents. They were primarily concerned about traffic accidents on Randolph Road relating to the U-turn movement required for access. As discussed in the transportation section above, staff reviewed the accident data for this segment of Randolph Road and determined that nearly all of the accidents were not related to this movement and did not occur in the during typical drop-off and pick-up times for the center.

Adjacent property owners did suggest screening of the fenced in play area. The applicant is providing a double row of evergreen Leyland Cypress between the fenced in play area and the property line. This combined with the grade change between properties will provide screening of the fenced in play are.

Compliance with General and Specific Special Exception Provisions- The staff has reviewed the petition for compliance with the applicable special exception provisions. As noted in the attachment, all general and specific requirements for a child day care facility found in Sections 59-G-1.21 and 59-G-2.13. I will be satisfied.

Conclusion – The staff finds that the special exception satisfies all of the applicable special exception provisions for a child day care facility found in the Zoning Ordinance. Therefore we recommend approval with the conditions found in the beginning of the report.

Attachments

- 1. Zoning Criteria Analysis
- 2. Vicinity Map
- 3. Site Development Plan for Special Exception
- 4. Landscaping Plan for Special Exception

Attachment 1. Montgomery County Zoning Ordinance Compliance with Specific and General Special Exception Provisions

Sec. 59-G-1.2. Conditions for granting.

59-G-1.21. General conditions.

- (a) A special exception may be granted when the board, the hearing examiner, or the district council, as the case may be, finds from a preponderance of the evidence of record that the proposed use:
 - (1) Is a permissible special exception in the zone.

The use is allowed in the R-200 zone.

(2) Complies with the standards and requirements set forth for the use in division 59-G-2.

The use complies with these standards.

(3) Will be consistent with the general plan for the physical development of the district, including any master plan or portion thereof adopted by the Commission.

The subject property is covered by the 1997 White Oak Master Plan. Staff finds that the proposed special exception is consistent with the recommendations in the approved and adopted master plan.

(4) Will be in harmony with the general character of the neighborhood considering population density, design, scale and bulk of any proposed new structures, intensity and character of activity, traffic and parking conditions and number of similar uses.

The use will be in harmony with the neighborhood when considering these criteria.

(5) Will not be detrimental to the use, peaceful enjoyment, economic value or development of surrounding properties or the general neighborhood; and will cause no objectionable noise, vibrations, fumes, odors, dust, glare or physical activity.

The use will not have a detrimental effect for any of these reasons.

(6) Will not, when evaluated in conjunction with existing and approved special exceptions in the neighboring one-family residential area, increase the number, intensity or scope of special exception uses sufficiently to affect the area adversely or alter its predominantly residential nature. Special exception uses in accord with the recommendations of a master or sector plan are deemed not to alter the nature of an area.

The proposed use when evaluated in conjunction with other existing and approved special exceptions in the area will not affect area adversely or alter its residential character. The only other special exceptions in the immediate vicinity consist of two accessory apartments.

(7) Will not adversely affect the health, safety, security, morals or general welfare of residents, visitors or workers in the area;

The use will not adversely affect the safety of area residents.

(8) Will be served by adequate public services and facilities including schools, police and fire protection, water, sanitary sewer, public roads, storm drainage and other public facilities. If the special exception use requires approval of a preliminary plan of subdivision in accordance with chapter 50 of this Code, title "Subdivision of Land," the adequacy of public facilities will be determined by the Planning Board at the time of subdivision approval. In that case, the Board of Appeals must include such Planning Board approval as a condition of the grant of the special exception.

Not applicable.

Sec. 59-G-2.13.I. Child day care facility.

- (a) The Hearing Examiner may approve a child day care facility for a maximum of 30 children if:
 - a plan is submitted showing the location of all buildings and structures, parking spaces, driveways, loading and unloading areas, play areas, and other uses on the site;

The applicant has submitted such a plan.

(2) parking is provided in accordance with the parking regulations of article 59-E. The number of parking spaces may be reduced by the

Hearing Examiner if the applicant demonstrates that the full number of spaces required in section 59-E-3.7 is not necessary because:

- existing parking spaces are available on adjacent property or on the street abutting the site that will satisfy the number of spaces required; or
- (B) a reduced number of spaces would be sufficient to accommodate the proposed use without adversely affecting the surrounding area or creating safety problems;

According to the Sect. 59-E-3.7 of the Zoning Ordinance, the use will require 11 parking spaces. The submitted site plan shows the required 11 parking spaces. (One handicap)

(3) an adequate area for the discharge and pick up of children is provided;

The Site Plan parking provides an adequate pick-up and discharge area.

- (4) the petitioner submits an affidavit that the petitioner will:
 - (A) comply with all applicable State and County requirements;
 - (B) correct any deficiencies found in any government inspection; and
 - (C) be bound by the affidavit as condition of approval for this special exception; and

This is a condition of approval. The applicant included a copy of the affidavit of compliance with their petition.

(5) the use is compatible with surrounding uses and will not result in a nuisance because of traffic, parking, noise or type of physical activity. The hearing examiner may require landscaping and screening and the submission of a plan showing the location, height, caliper, species, and other characteristics, in order to provide a physical and aesthetic barrier to protect surroundings properties from any adverse impacts resulting from the use.

This special exception use will be compatible with the surrounding uses and will not result in a nuisance due to traffic, noise or types of physical activity.

(b) A child day care facility for 31 or more children may be approved by the

Board of Appeals subject to the regulations in subsection (a) above, and the following additional requirements:

- (1) a landscaping plan must be submitted showing the location, height or caliper, and species of all plant materials; and
- in the one-family residential zones, facilities providing care for more than 30 children must be located on a lot containing at least 500 square feet per child.

Not applicable.

- (c) The requirements of section 59-G-2.13.1 do not apply to a child day care facility operated by a nonprofit organization and located in:
 - (1) a structure owned or leased by a religious organization and used for worship; or
 - (2) a structure located on premises owned or leased by a religious organization that is adjacent to premises regularly used as a place of worship; or
 - (3) a structure used for private parochial educational purposes which is exempted from the special exception standards under section 59-G-2.19(c); or
 - (4) a publicly owned building.

Not applicable.

SE-02-2



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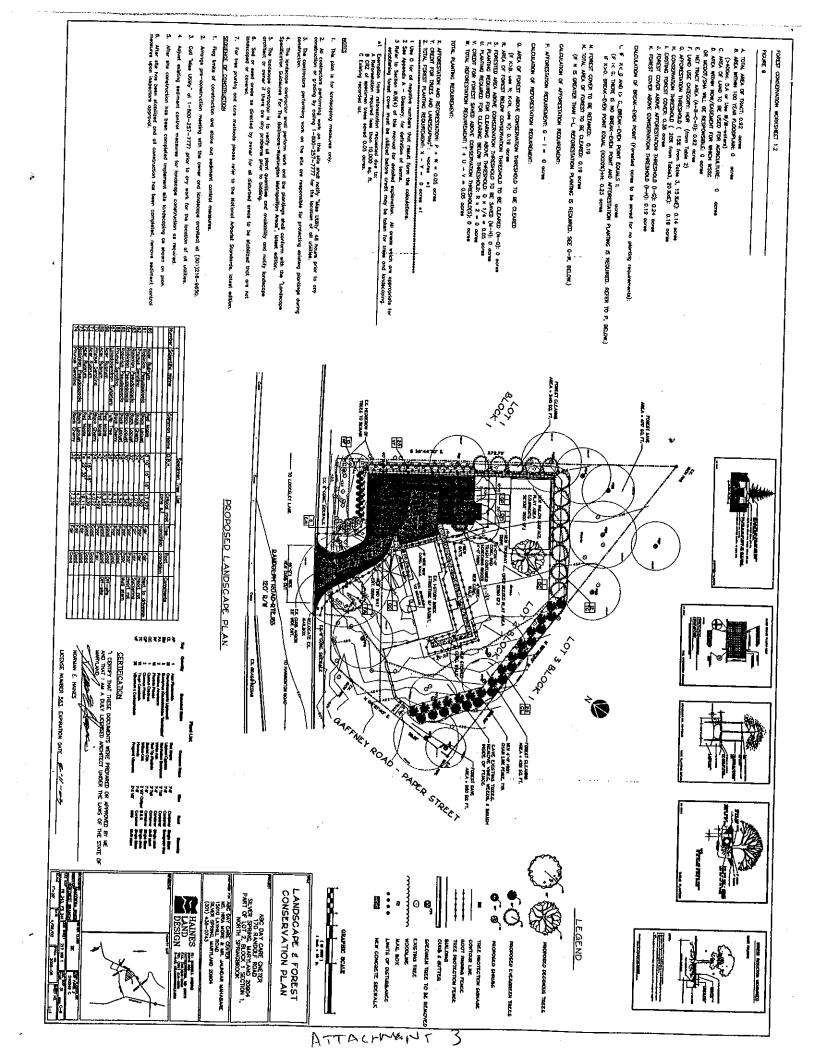
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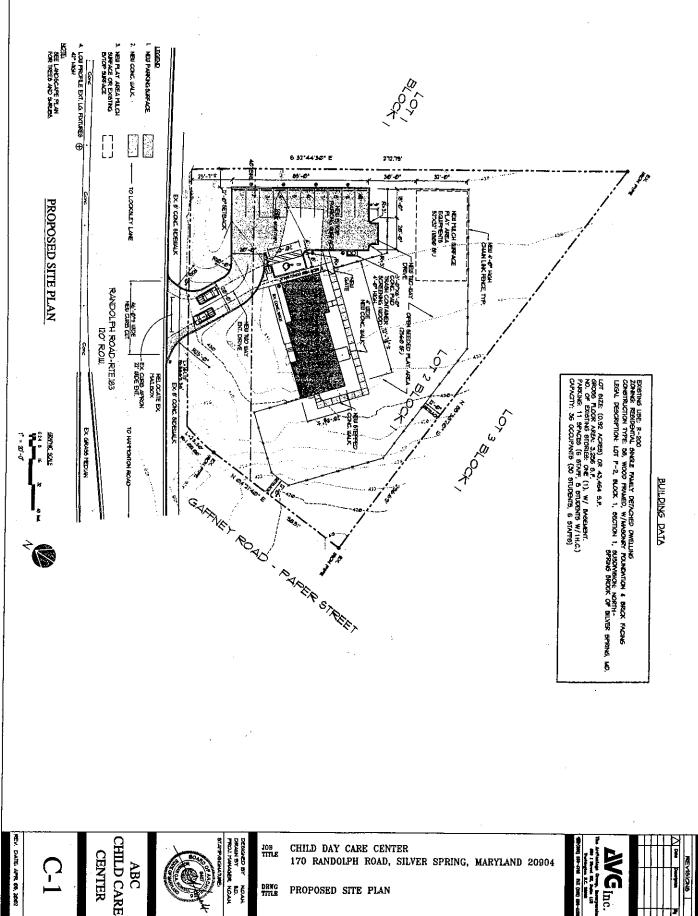












PROPOSED SITE PLAN

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