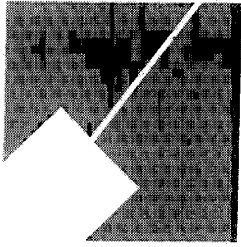


M-NCPPC



MONTGOMERY COUNTY DEPARTMENT OF PARK AND PLANNING

THE MARYLAND-NATIONAL CAPITAL
PARK AND PLANNING COMMISSION

8787 Georgia Avenue
Silver Spring, Maryland 20910-3760
301-495-4500, www.mncppc.org

Item # 4
Sandy Spring Friends School
Plan No. 1-03092
Planning Board Hearing
April 15, 2004

April 9, 2004

To: Montgomery County Planning Board

From: A. Malcolm Shaneman, Supervisor Development Review Division

Subject: Preliminary Plan Opinion for Sandy Spring Friends School, Plan No. 1-03092

A handwritten signature in black ink, appearing to be 'A. Shaneman', is written over the 'From:' line of the memorandum.

Attached to this memorandum is the Draft opinion for the above referenced preliminary plan. At the Planning Board's direction staff has prepared this opinion to reflect the Board's action on this preliminary plan application at its regularly scheduled public hearing of January 22, 2004.

Staff is recommending the Board approve the opinion. If approved, staff will distribute the opinion pursuant to the appropriate procedures.

DRAFT

Date of Mailing: _____ 2004

MONTGOMERY COUNTY PLANNING BOARD OPINION

Preliminary Plan Review No. 1-03092
Name of Plan: Sandy Spring Friends School
Date of Hearing: January 22, 2004

Action: **APPROVAL, SUBJECT TO CONDITIONS.** *(Motion to approve was made by Commissioner Robinson; duly seconded by Commissioner Wellington; with a vote of 3-0, Commissioners Robinson, Wellington and Bryant voting in favor of the motion. Commissioners Berlage and Perdue were necessarily absent.)*

INTRODUCTION

On April 17, 2003, Sandy Spring Friends School (the "Applicant") submitted Preliminary Plan Application No. 1-03092 for approval of a subdivision that would consolidate the 140.52-acre campus of the Sandy Spring Friends School into a single lot ("Subject Property"). The Subject Property is located to the east of Norwood Road in Sandy Spring, Maryland, directly abutting the County-owned Woodlawn Conference Center property.

On January 12, 2004, an official notice of the public hearing scheduled for January 22, 2004 was sent to the adjoining and confronting property owners, local community associations, and other organizations that requested notice. Notice of the hearing was also posted on the Planning Board's website. On January 22, 2004, the Planning Board held a public hearing on the Preliminary Plan in accordance with the requirements of Art. 28, Md. Ann. Code ("Regional District Act"), Montgomery County Code, Chapter 50 ("Subdivision Regulations"), Montgomery County Code, Chapter 59 ("Zoning Ordinance"), and the Planning Board's Rules of Procedure.

At the public hearing, the Planning Board considered the Preliminary Plan and heard testimony from its expert technical staff ("Staff"), Howard Zuses, Director of Operations, Facilities and Planning for the Sandy Spring Friends School, and Fran Hayward on behalf of the Bentley Road Civic Association, testifying in support of the Applicant. During the hearing, the Planning Board also accepted a letter written on behalf of the Sandy Spring Civic Association and signed by Carolyn N. Snowden, President.

THE SUBJECT PROPERTY

The Subject Property is located in Sandy Spring, Maryland, east of Norwood Road (Md. Rt. 182), approximately 3,200 feet north of the intersection of Norwood Road, Ednor Road and Layhill Road (Md. Rt. 182), and immediately north of the Woodlawn Conference Center property owned by Montgomery County. The Subject Property consists of approximately 140.52 acres and is fairly well buffered to the east and south with heavy forest cover. The campus for the Friends House Retirement Community abuts the Subject Property to the north. The land directly across Norwood Road to the west is developed with single-family residences in the "Plainfield Orchards" subdivision. The roadway leading off of Norwood Road serving this single-family subdivision to the west is Excaliber Lane. The Subject Property, which is currently improved with school-related facilities, is zoned RE-2 and is located within the Patuxent (Rural) Transportation Policy Area. The proposal is to consolidate the existing 11 parcels into a single lot in order to implement the School's planned facilities and to increase the student enrollment by approximately 180 students for a total enrollment of 700 students.

The Subject Property is exempt from the special exception requirements for a private educational institute in accordance with 59-G-2.19(3) because the land is owned and the school is operated by a tax-exempt religious organization.

THE PRELIMINARY PLAN

An application for subdivision requires the Planning Board to undertake its *legislatively delegated authority under the Regional District Act and the Subdivision Regulations*. In order to gain approval, the application must meet the requirements of the Subdivision Regulations and the Zoning Ordinance, which are applicable to the Application.

Section 50-35 of the Subdivision Regulations provides the approval procedure for preliminary subdivision plans. Section 50-35 provides that after presentation to the Planning Board, the Planning Board must act to approve the plan, disapprove the plan, or approve the plan subject to conditions and/or modifications necessary to bring the plan into accordance with the Montgomery County Code and all other applicable regulations.

The general provisions for lot design for a subdivision are set forth in Section 50-29 of the Subdivision Regulations. Lot size, width, shape and orientation must be appropriate for the location of the subdivision and for the type of use contemplated in order to be approved by the Planning Board. A preliminary plan must substantially conform to the applicable master plan. Lots must also abut a dedicated street or public road. Additionally, Section 50-35(k) of the Subdivision Regulations ("Adequate Public Facilities Ordinance" or "APFO") directs the Planning Board to approve preliminary plans of subdivision only after finding that public facilities, including the transportation system, will be adequate to serve the subdivision.

DISCUSSION

At the public hearing, Staff recommended approval of the Preliminary Plan, subject to conditions.

Staff indicated that there had been written testimony received from the community concerning the recommended realignment of the Sandy Spring Friends School driveway entrance with Excaliber Lane to the west of the Subject Property. Staff also addressed the issue of stormwater management, noting that the stormwater management concept for the Subject Property had been found acceptable by the Department of Permitting Services and noted that the project would be served by local public sewer. As part of the Local Area Transportation Review ("LATR"), Staff noted that the Applicant would be required to improve the Norwood Road/Ednor Road/Layhill Road intersection by providing a right-turn lane off of westbound Ednor Road to northbound Norwood Road.

The Planning Board heard testimony from Howard Zuses, representing the Applicant, concerning several issues. Mr. Zuses testified that the Applicant was concerned that the bike path along Norwood Road that it was being asked to construct would not connect to any existing bike path and that there are no present plans for the Woodlawn Conference Center that would create the need for the bike path. Mr. Zuses testified that while the School is dedicating an easement sixty (60') feet from the centerline for the future bike path and is willing to build the path, it would make better sense to defer construction of that bike path until it would connect with a pathway to the north or south.

With respect to the roadway intersection improvement, Mr. Zuses testified that while the Applicant had no objection to making the required intersection improvement, the Applicant agreed with the community that a contribution toward an eventual improvement to southbound Norwood Road to facilitate left-turn movements onto eastbound Ednor Road would be more beneficial. Mr. Zuses testified that the Applicant was not in a position to contribute more funds to the intersection improvement than required in order to satisfy LATR, but that if the funds could be better spent toward a road improvement that would better address community concerns, the Applicant would

be willing to make its fair contribution and allow others to determine the best use of those funds.

Fran Hayward, representing the Bentley Road Civic Association appeared in support of the Sandy Spring Friends School application and brought with her a letter from the Sandy Spring Civic Association, their "sister" organization, which she testified covered the same points. Ms. Hayward asked the Board to modify or delete three proposed conditions. First, she testified that the Applicant should not be required to construct a bikeway that does not connect to an existing bikeway. Second, she testified that the County should be required to pay the costs associated with the realignment of the Applicant's existing entranceway with Excaliber Lane since the entranceway into the Sandy Spring Friends School campus preceded the construction of Excaliber Lane. Third, she testified that requiring the Applicant to fund the construction of a left-turn lane from Norwood Road to Ednor Road would be a more optimal solution to the problems experienced at this particular intersection than the construction of a right-turn lane off of Ednor Road.

At the request of the Planning Board, Staff responded to the issues raised by the Applicant and the representative of the community association. Staff testified that the addition of a left-turn lane from southbound Norwood Road to eastbound Ednor Road would not fully address the School's obligation under LATR because it would mitigate only 41 of the required critical lane movements, which was an insufficient number based on the traffic study and the requirements of LATR. Moreover, any additional lane on Norwood Road would require relocation of the existing Red Door Store located at that intersection. Staff also testified that for purposes of LATR, a contribution is not allowed unless there is already a programmed improvement at a particular intersection, which would allow for participation. In response to the Planning Board's frustration over the seeming inability to provide a mechanism for contribution to a roadway improvement, rather than actual construction of a roadway improvement, Staff suggested that a condition be approved which would provide for either alternative; either the roadway improvement recommended by Staff would be done or a contribution, in an equivalent amount, would be made by the Applicant and Staff would explore whether there was any upcoming project involving a Road Club that would allow for this alternative to addressing LATR.

The Planning Board spent considerable time discussing the manner in which the Applicant could best satisfy LATR and address the community's concerns within the regulatory framework. There was also discussion about the realignment of the School's driveway with Excaliber Drive as well as the construction of the bike path.

FINDINGS

After review and consideration of the evidence of record, including testimony given at the public hearing, the Planning Board adopts Staff's recommendation with modification to certain conditions and further finds that:

1. with the modified conditions, the Preliminary Plan meets all applicable provisions of the Subdivision Regulations including provisions related to the configuration and compatibility standards required for approval;
2. the size, width, shape and orientation of the proposed lot are appropriate for the location of the subdivision and for the proposed use;
3. the lot abuts public streets or roads;
4. the Preliminary Plan substantially conforms to the 1998 Approved and Adopted Sandy Spring/Ashton Master Plan;
5. the site is adequately served by public facilities under the standards imposed by the Annual Growth Policy;
6. the Preliminary Plan meets all applicable provisions of the Zoning Ordinance;
7. this type of use, given that it is a private religious education institution, does not require the filing of a special exception application;
8. that the Planning Board recognizes SHA's authority to require the realignment of the Applicant's current entrance access, however, the Planning Board will send a letter to SHA setting forth the Planning Board's opinion that the realignment is neither equitable nor needed;
9. the Preliminary Plan complies with all applicable environmental regulations and the proposed use is compatible with the surrounding uses; and
10. the traffic analysis and traffic mitigation techniques proposed meet the requirements of the Annual Growth Policy and APFO.

CONCLUSION

Based on the testimony, evidence, and exhibits presented as well as the contents of the Preliminary Plan file, the Planning Board finds Preliminary Plan No. 1-03092 to be in accordance with the Subdivision Regulations and the Zoning Ordinance of the Montgomery County Code and the provisions of the Regional District Act.

Therefore, the Planning Board approves Preliminary Plan No. 1-03092 in accordance with the Subdivision Regulations, subject to the following conditions:

- 1) Limit the increase in student enrollment at Sandy Spring Friends School to 182 students (for a total of 700 students).
- 2) Consistent with the Approved and Adopted Sandy Spring/Ashton Master Plan, dedicate adequate right-of-way along the school frontage of Norwood Road (MD 182) to provide 60 feet of right-of-way from the centerline.
- 3) In coordination with the Maryland State Highway Administration (SHA), and the Montgomery County Department of Public Works and Transportation (DPWT), construct a Class I bikeway along the east side of Norwood Road, along the school frontage. Construction of this bikeway may be deferred until such time as a connecting bikeway on either adjacent property is constructed but it is a binding obligation enforceable through specific performance and through the dedication of an easement.
- 4) In coordination with SHA, DPWT, and the Parks Department of the M-NCPPC, at the applicant's expense, design and construct at-grade improvements at the Norwood Road/Layhill Road/Ednor Road intersection to provide a westbound Ednor Road to northbound Norwood Road right turn lane. The Applicant may, in the alternative, make a contribution in an amount equivalent to that which would be required to fund the right turn lane off of westbound Ednor Road in order to provide a left turn lane from southbound Norwood Road to eastbound Ednor Road, provided further review of this issue indicates that this provides the best long term transportation solution for the community as a whole and it can be accomplished within the regulatory framework.
- 5) If SHA requires the relocation of the main school access to align with Excaliber Lane, then the Applicant, in coordination with SHA and DPWT, shall relocate the existing main school access (to Norwood Road) to the south to align with Excaliber Lane, and provide access improvements at the main school driveway as required by SHA.
- 6) Access to this property is subject to the "Rules and Regulations" of SHA with a permit issued by the office for property frontage improvements along MD 182, which include, but are not limited to: acceleration, deceleration and by-pass lanes, storm drain construction, sidewalk and landscaping.
- 7) Compliance with the conditions of approval of the MCDPS stormwater management approval dated September 5, 2003.

- 8) Record plat to reflect the delineation of a conservation easement over areas of forest retention and stream valley buffers.
- 9) The Adequate Public Facility (APF) review for the preliminary plan will remain valid for sixty-one (61) months from the date of mailing of the Planning Board Opinion.
- 10) This preliminary plan will remain valid for thirty-seven (37) months from the date of mailing of the Planning Board Opinion. Prior to this date, a final record plat must be recorded for all property delineated on the approved preliminary plan, or a request for an extension must be filed.
- 11) Other necessary easements.


DYD:cmd




January 14, 2004

MEMORANDUM

TO: Malcolm Shaneman, Supervisor
Development Review Division

VIA: Ronald C. Welke, Supervisor 
Transportation Planning Division

FROM: Cherian Eapen, Planner/Coordinator 
Transportation Planning Division
301-495-4525

SUBJECT: Preliminary Plan No. 1-03092
Sandy Spring Friends School
Norwood Road (MD 182), Sandy Spring
Patuxent (Rural) Policy Area

This memorandum presents Transportation Planning staff's Adequate Public Facilities (APF) Ordinance review of the above application related to the expansion of the existing Sandy Spring Friends School, in Sandy Spring, to accommodate an enrollment increase of approximately 180 students (for a total of 700 students), and to consolidate the existing 11 parcels belonging to the school into one lot. The parcels are zoned RE-2, and are located within the Patuxent (Rural) Policy Area.

RECOMMENDATIONS

Transportation Planning staff recommends the following conditions as part of the transportation-related requirements to approve this application:

1. Limit the increase in student enrollment at Sandy Spring Friends School to 182 students (for a total of 700 students).
2. Consistent with the Approved and Adopted Sandy Spring/Ashton Master Plan, dedicate adequate right-of-way along the school frontage of Norwood Road (MD 182) to provide 60 feet of right-of-way from the centerline.

Highway (M-60), except where shoulders and other improvements are needed to ensure safe travel conditions. A minimum right-of-way width of 120 feet is recommended for Norwood Road/Dr. Bird Road. The Master Plan recommends a Class I bikeway (PB-38) along this section of MD 182.

2. Norwood Road, between MD 108 to the north and Dr. Bird Road/Norwood Road (MD 182) to the south, as a master-planned two-lane Arterial (A-256) with a recommended minimum right-of-way width of 80 feet. The Master Plan recommends a local trail along Norwood Road to the south of MD 108 that connects to Friends House and Friends School. Additionally, a Class II bikeway (PB-67) is recommended between MD 108 and Dr. Bird Road. It should be noted that a Class I bikeway facility currently exists (or is being built) along this master-planned section of Norwood Road from its southern end at Dr. Bird Road to near MD 108.
3. Ednor Road, between MD 650 to the east and Norwood Road/Layhill Road to the west, as a master-planned two-lane Arterial (A-50) with a recommended minimum right-of-way width of 80 feet. Additionally, a Class I bikeway (PB-40) is recommended along Ednor Road between MD 650 and Norwood Road, a section of which is currently built (within Hampshire Greens to MD 650) along the south side of Ednor Road.
4. Olney-Sandy Spring Road (MD 108) as a master-planned east-west Arterial (A-92) between the Howard County line to the east and Dr. Bird Road to the west, with a minimum 80-foot right-of-way. Except where four lanes already exist, the Master Plan recommends no more than three lanes for MD 108, between MD 650 to the east and Norwood Road to the west, to preserve the rural character of the road and the character/scale of the Sandy Spring/Ashton village centers. The Master Plan also recommends sidewalks and regional trails along MD 108, with connections to the Rural Legacy Trail and the Northwest Branch Trail that connect to the Sandy Spring, Woodlawn Manor Park, and to the Northwest Branch Park. A Class I bikeway (PB-66) is recommended for MD 108, along its north side between MD 650 and Dr. Bird Road.

Local Area Transportation Review

A traffic study was required for the Sandy Spring Friends School Preliminary Plan, per the *Local Area Transportation Review (LATR) Guidelines*, since the school was estimated to generate more than 50 total peak-hour trips during weekday morning (6:30 a.m. – 9:30 a.m.) and evening (4:00 p.m. – 7:00 p.m.) peak-periods.

The consultant for the applicant submitted a traffic study (dated September 2, 2003) that determined the traffic-related impacts of the proposed increase in enrollment at the school on the nearby intersections during weekday morning and evening peak periods. Review of the traffic study indicated that the study complied with the requirements of the LATR Guidelines and the traffic study scope provided by the staff.

The trip generation estimates for the school were based on the operational characteristics of the existing school, data collected at the existing school, and at Bullis School. Based on these, it was

do not exceed the respective CLVs under Background Traffic Conditions. Therefore, the Preliminary Plan satisfies the LATR test.

Policy Area Transportation Review/Staging Ceilings

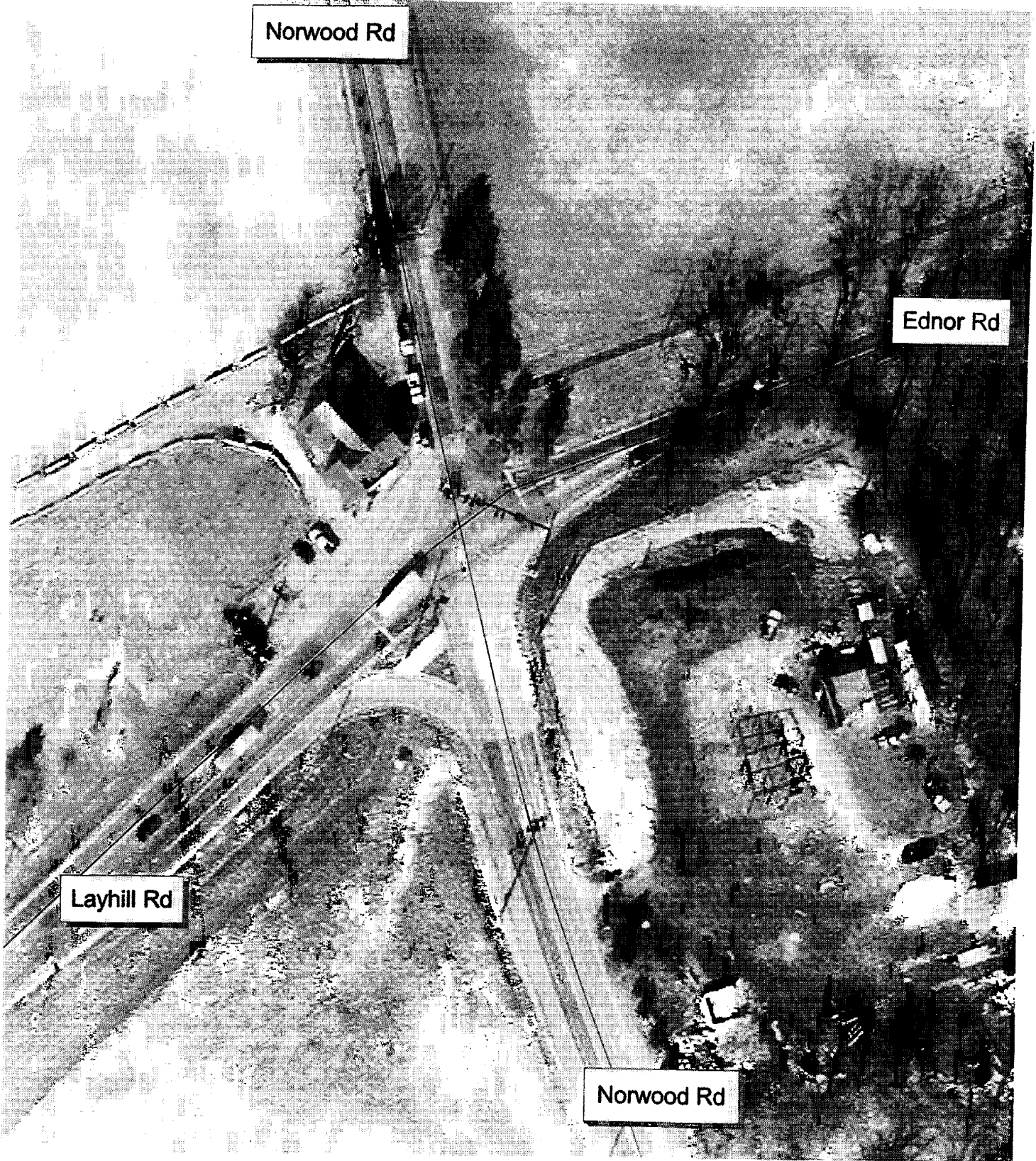
Rural policy areas such as the Patuxent Policy Area are not assigned any transportation staging ceilings. Therefore, the Sandy Spring Friends School Preliminary Plan is not required to meet the PATR test.

CE:RCW:gw

cc: Mary Goodman
Bill Gries
Jeff Riese
Greg Cooke
Pete Stone
Stephen G. Petersen, P.E.
Bob Simpson

mno to shaneman on ssfs.doc

Norwood/Ednor/Layhill Intersection



Norwood Rd

Ednor Rd

Layhill Rd

Norwood Rd

Map Compiled On 02-27-2004 at 11:08 AM
Map Scale: 1 inch = 80 feet or 1:960

0 80 Feet



The Maryland-National Capital Park and Planning Commission
Montgomery County Department of Park and Planning
Transportation Planning Unit
8787 Georgia Avenue | Silver Spring, Maryland 20910
301.495.4525 voice | 301.495.1302 fax | <http://www.mc-mncppc.org>

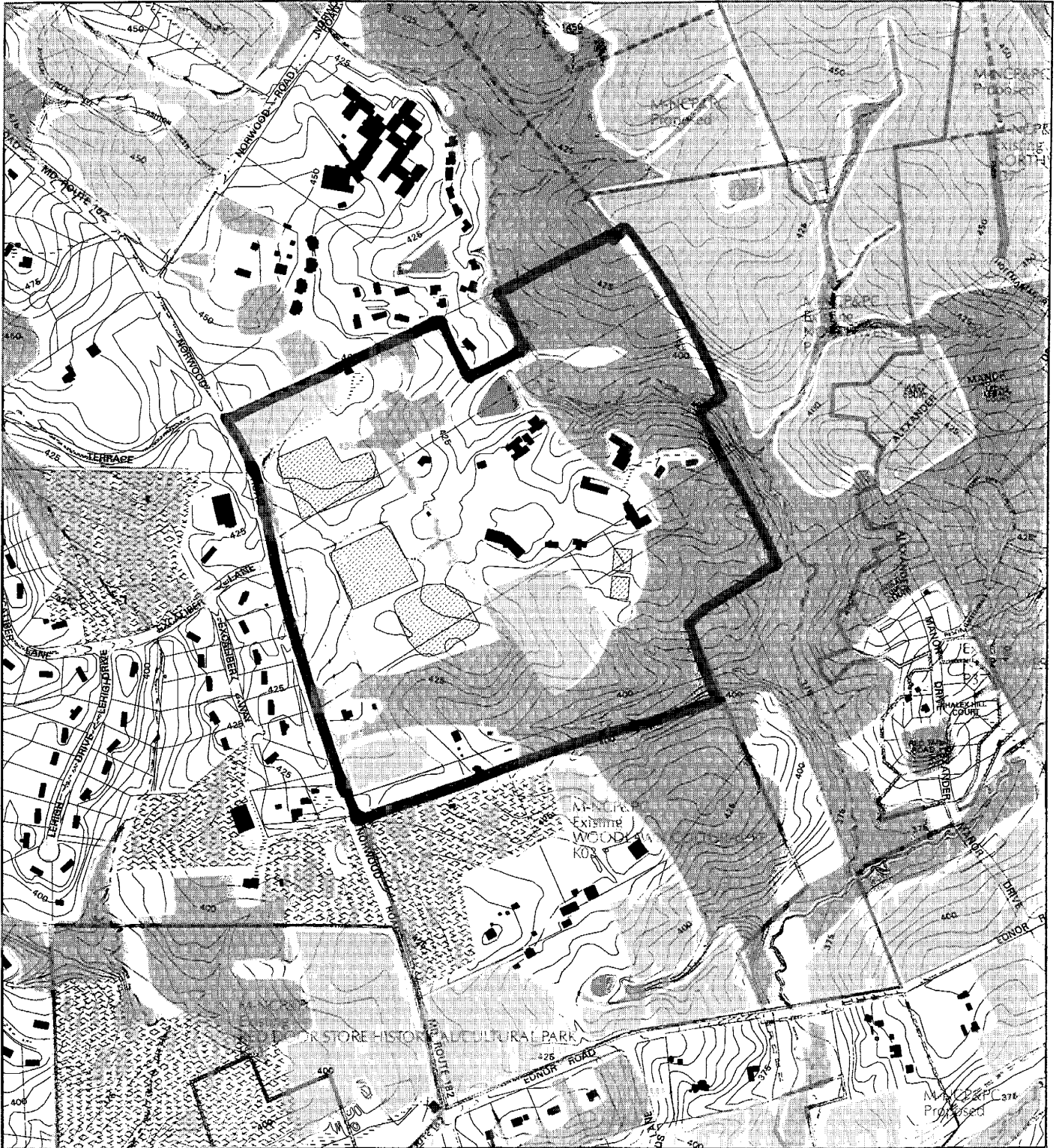
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SANDY SPRING FRIENDS SCHOOL (1-03090)



Map compiled on March 24, 2004 at 10:39 AM | Site located on base sheet no - 223NW01

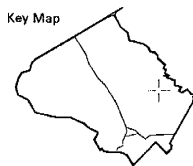
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Key Map



Research & Technology Center 0 800

1 inch = 800 feet
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