MCPB Item No.

Date: 4-12-18

# Layhill Primrose, Conditional Use No. CU 17-16

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Staff Report Completed: 4-2-18

# Description

Request for approval of a Day Care Center (over 30 persons) for up to 200 children, with the public hearing by the Hearing Examiner scheduled for May 4, 2018.

Location: 14041 Layhill Road, southeast corner of the intersection of Layhill Road and Queensguard

Road; Zone: R-200;

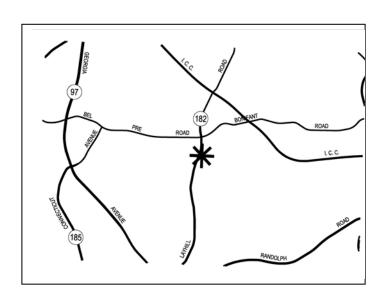
Master Plan: 1994 Aspen Hill Master Plan;

Property Size: 4.22 acres;

Application Accepted: May 2, 2017;

Applicant: Layhill Property, LLC, t/a Primrose School;

Review Basis: Chapter 59, Conditional Use; Hearing Examiner Public Hearing: May 4, 2018.



### Summary

- Staff recommends approval with conditions.
- The Application satisfies the requirements for approval under Chapter 59, the Montgomery County Zoning Ordinance.
- If the conditional use is approved, a Preliminary Plan will be required.
- The Property's environmental features limit the developable area and create challenging site constraints.
- Staff worked extensively with the Applicant to improve the site design and architecture while minimizing impacts to environmental features.
- Staff supports the Applicant's request for a parking waiver to reduce the 24-foot side parking setback required under Section 6.2.5.K.2.b to 8.38 feet.
- A Preliminary Forest Conservation Plan (No. CU2017-16) associated with this application has been filed, reviewed, and recommended for approval with conditions in a separate staff report.

# **SECTION 1: STAFF RECOMMENDATION AND CONDITIONS**

Staff recommends approval of CU 17-16 subject to the following conditions:

- 1. The day care facility is limited to 200 children.
- 2. A maximum of 32 employees may work on site at any one time.
- 3. The Applicant must schedule no more than 25 cars to pick-up/drop-off children within any 15-minute period.
- 4. Waste must be picked up on weekdays only, between 9am and 5pm.
- 5. The hours of operation are limited to 6:00 am through 6:30 pm, Monday through Friday, except that a maximum of six after hours events are allowed per year, and such events must end by 9:00 pm.
- 6. Children may not play outside prior to 8:00 am.
- 7. All outdoor lighting fixtures must be full or partial cutoff fixtures.
- 8. Prior to issuance of any building permit, the Applicant must obtain approval of a Preliminary Plan of Subdivision and a Record Plat per Chapter 50 of the Montgomery County Code.
- 9. Prior to the installation of the proposed monument sign, the Applicant must obtain approval for the proposed sign by the County Sign Review Board and the Maryland State Highway Association (SHA).
- 10. The Applicant must provide at least three long-term bicycle parking spaces near the main entrance to the building.
- 11. The building must be substantially consistent with the elevations on sheet SK 2.0.
- 12. At Preliminary Plan, the Applicant must:
  - a. Provide a queuing analysis for Queensguard Road. Additional improvements, including a left and right turn lane on Queensguard Road, may be required to provide for adequate queuing;
  - b. Address the Draft Bicycle Master Plan's recommendation for a sidepath on the east side of Layhill Road.
  - c. Dedicate frontage along Layhill Road for a total of 75 feet from the centerline; and
  - d. Provide a Final Forest Conservation Plan (FFCP) that substantially conforms to the PFCP.
- 13. Prior to approval by the Hearing Examiner, Sheet SK-5.0 must be amended to add a detail of the signs indicating 15-minute parking for certain vehicle parking spaces.

#### **SECTION 2: SITE AND NEIGHBORHOOD DESCRIPTION**

# **Site Description**

The subject site (Subject Property or Property – outlined in red in Figure 1 below) is located at the southeast corner of the intersection of Layhill Road (MD 182) and Queensguard Road in Silver Spring. It is a 4.22-acre assemblage of properties that includes Parcel A, Block B, Layhill Village East and Lots 5 and 6, Block B, Atwood Knolls.



Figure 1: Aerial photo of the Property outlined in red

The Property is within the R-200 Zone and largely unimproved, except for a concrete driveway apron and asphalt on Lot 5. It contains two wetlands and an ephemeral stream. The majority of Parcel A is forested. A Category I Forest Conservation Easement covers part of Lots 5 and 6, although only a portion of the easement contains forest. The Property slopes down from both road frontages towards a low point on the southeast corner.

# **Neighborhood Description**

The Staff-defined Neighborhood is similar to that proposed by the Applicant. It is generally defined by Bel Pre Road and Bonifant Road to the north, Alderton Road to the east, Matthew Henson Park to the south, and Northgate Drive to the west. The Neighborhood is primarily residential in character, with detached houses and townhouses in the R-200, R-60, and PD zones, but it contains a few other uses as well. The Mid-County Community Recreation Center abuts the Property to the east. A small commercial property with a bank (zoned CRN) and Argyle Magnet Middle School are located on the north side of the Neighborhood, and the southern portion of the Neighborhood contains M-NCPPC parkland.



Figure 2: Staff defined Neighborhood (outlined in yellow)

#### **SECTION 3: PROJECT DESCRIPTION**

# **Background/Previous Approvals**

Two previous Special Exceptions were approved, but never implemented, on the Property. In 1981, the County's Board of Appeals (BOA) approved BAS-781 to permit a private club (the Wheaton Boy's Club) on the Property. The proposed use included the construction of a two-story club headquarters and offstreet parking for 118 automobiles and 12 two-wheel vehicles. In 1986, the BOA approved BAS-1307 to

permit the construction and operation of a child day care center for up to 136 children from toddlers to age 12. That day care facility was to be a single-story building with over 4,200 square feet of play area. Because the approvals were never implemented, both special exception approvals were revoked by the Board of Appeals in 2004.

A plat (No. 16672) was recorded in 1987 for Parcel A, but Staff could not locate an associated Preliminary Plan. On November 6, 2000, the Planning Board approved Preliminary Plan No. 120010140, to create one lot on Parcel A for a 300 seat House of Worship (with no weekday child day care or school). However, a plat was not recorded and the facility was never constructed.

On April 8, 2003, the Planning Board approved Preliminary Plan No. 120030440 for two lots to allow construction of two detached houses on the southern portion of the Property (Lots 5 and 6). At the time, there was a house on Lot 5 that has since been razed. Lots 5 and 6 were platted (Plat No. 23706) in 2007, but no houses have been constructed.

# **Project Description**

The Applicant intends to construct and operate a Primrose School franchise on the Property. Primrose focuses on early education and care and has approximately 350 daycares nationwide. The proposed Primrose School will be in a new 12,634 -square foot, one-story building with 11 classrooms. The facility will serve up to 200 children, with up to 32 employees onsite at any one time. All-day care will be available for children age six-weeks old to pre-Kindergarten age, and before and after school programs may be offered for elementary school students ages 5-12.

#### **Initial Submission**

The Applicant's initial submission showed significant impacts to the wetland buffers, and the proposed building was sited at an awkward angle on the Property (Attachment 1). Staff worked extensively with the Applicant to improve the layout of the proposed use while minimizing impacts to environmental features. In addition, Staff collaborated with the Applicant to improve the proposed architecture.

#### **Current Submission**

Subsequent to conditional use approval, the Applicant plans to subdivide the Property into two lots. The proposed Primrose School will occupy Lot 1, and Lot 2 will be a 30,999-square foot residual lot. The two wetlands (and their buffers) largely dictate the proposed site design, which attempts to minimize impacts on these environmental features.

The Applicant plans to remove the existing asphalt and concrete apron on existing Lot 5 and create a new access point for pedestrians and vehicles from Queensguard Road. The proposed driveway from Queensguard Road leads directly into a parking lot. A drive aisle through the parking lot leads to a circular driveway, located directly in front of the proposed building, that contains additional vehicle parking spaces, including two ADA accessible spaces. Twenty-five of the proposed fifty-two parking spaces on the Property will be reserved for 15-minute parking for child drop-off and pick-up. The remainder of the parking spaces on the lot are intended to be used by staff of the facility.

A six-foot wide lead-in sidewalk connects to the sidewalk along Queensguard Road and provides pedestrian access to the proposed building from the Ride On bus stop located at the corner of Layhill Road and Queensguard Road. Permeable pavement is proposed for the portion of the sidewalk that traverses the wetland buffer.

Due to the Property's topography, the proposed building will sit at a lower elevation than Layhill Road (Figure 4). As a result, the roof will be the most prominent building feature when viewed from Layhill Road. The proposed building is oriented so that its longer wing does not directly face Layhill Road. An entry feature typical of the Primrose School franchise highlights the front door of the building that faces Queensguard Road. The building is designed to be residential in character with sloping roofs, a stone and brick façade, and windows with mullions (Figure 5).

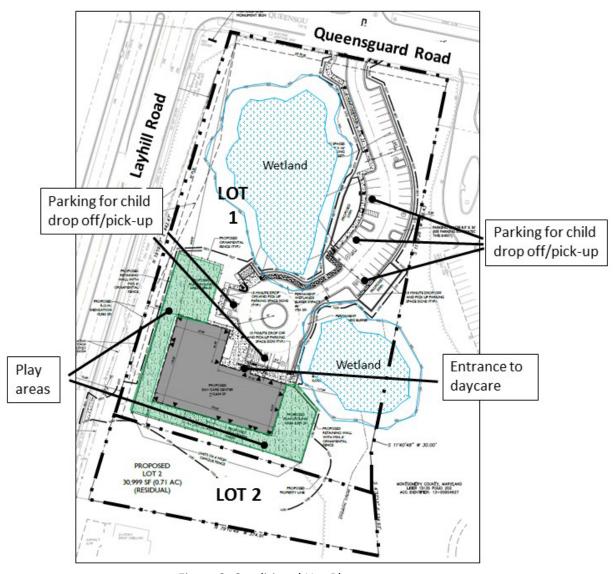


Figure 3: Conditional Use Plan

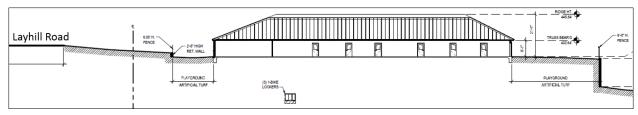


Figure 4: Elevation Section (facing north)



Figure 5: Exterior Elevations

The Applicant proposes 13,000 square feet of fenced outdoor play area, covered with artificial turf. Distinct outdoor play areas will be provided for different age groups. One outdoor play area will be for infants, two for early preschool-age, and one for preschool aged children. A 6-foot-tall decorative iron fence will surround the west, east, and north sides of the play area. The play area on the south side of the building that faces the adjacent residential property will be enclosed by a semi-opaque vinyl fence. Retaining walls border most of the proposed parking and play areas.

The landscape plan shows trees planted within the parking lot, and shrubs planted along a portion of the building and play area facing the parking lot. Trees and shrubs are proposed between Lots 1 and 2 along the fenced play area. The forested wetlands will be protected within Category I Forest Conservation Easements, and other forested areas outside of the LOD will be retained (Figure 6).

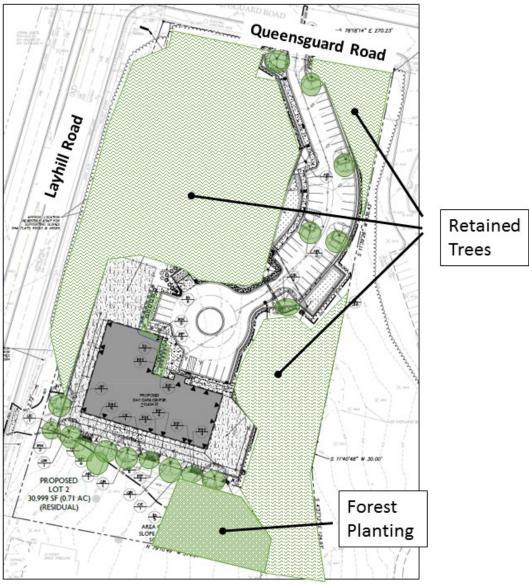


Figure 6: Landscape Plan

#### Signage and Lighting

A Primrose School sign measuring approximately 10-feet long by 7-feet high is proposed near the corner of Layhill Road and Queensguard Road within the SHA right-of-way (Figure 7). All sides of the building will have wall mounted lighting, and lights on 20-foot poles will be distributed around the parking lot.

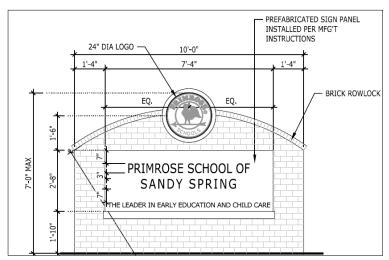


Figure 7: Monument Sign Elevation

### **Operations**

The proposed day care facility accommodates up to 200 children. However, Primrose's experience and expectation is that there would typically be fewer children, likely close to 180, in attendance at any one time due to absenteeism. The proposed facility will operate Monday to Friday from 6:00am to 6:30pm and the school will offer a varied program of full and part time enrollment as well as before and after school programs for elementary school students ages 5-12. Up to six evening events will be held throughout the year, for social events or employee training, and such events will end by 9:00pm.

For drop-off and pick-up, parents are required to park their vehicles and physically walk children into or out of the facility and sign them in or out with the appropriate teacher. The Applicant indicates that a drop-off or pick-up event takes between eight and ten minutes, and the signs limiting parking to 15 minutes will discourage any loitering within the school building and will maximize the use of the designated parking spaces.

The Applicant proposes a maximum of 30 staff members and two administrators onsite at any one time. The Applicant anticipates that staff members will be scheduled according to the following shifts:

- Open-12pm
- Open-2pm
- 11am-close
- 1pm-close

Onsite staff training and organization meetings will typically be held during regular business hours.

Trash pick-up will occur two to three times per week and recycling will likely be picked up once per week. The Applicant plans to schedule these pick-ups to occur between 10am and 3pm during the weekdays.

#### **SECTION 4: ANALYSIS AND FINDINGS**

#### **Master Plan**

The Property is located within the 1994 Aspen Hill Master Plan ("the Master Plan"). The Master Plan does not have any specific language regarding the Property, but it provides pertinent recommendations about child day care facilities, special exceptions/conditional uses, and environmental features within the plan area.

# **Child Day Care Facilities**

The Master Plan provides a general recommendation to support various types of child day care facilities within the planning area, and it includes an in-depth analysis of the area's child care needs (pgs. 177, 195-198). According to data at the time, a larger percentage of women with children under the age of six worked either full- or part-time in Aspen Hill than County-wide. This suggested that the need for child day care was somewhat greater in Aspen Hill than County-wide. The data also showed that Aspen Hill households used day care centers rather than home-based care to a much greater degree than County households in general. At the time, the area was particularly in need of care for infants. The Master Plan encourages the development of child care facilities with the following relevant attributes (page 196):

- 1. Sufficient open space to provide adequate access to sunlight and suitable play areas, taking into consideration the size of the facility.
- 2. Location and design to protect children from excessive exposure to noise, air pollutants and other environmental factors potentially injurious to health or welfare.
- 3. Location and design to ensure safe and convenient access. This includes appropriate parking areas and safe and effective on-site circulation of automobiles and pedestrians.
- 4. Location and design to avoid creating undesirable traffic, noise and other impacts upon the surrounding community.

The proposed day care center will fulfill many of the child care needs and recommendations described in the Master Plan. The facility will provide care for infants, and children will have access to large play areas. Play areas will be set back at least 50 feet from Layhill Road and they will be surrounded by a secure fence. Retained trees will surround portions of the play areas.

The proposed facility fronts on Layhill Road, with access from Queensguard Road, close to its intersection with Layhill Road. The location of the facility will not encourage additional traffic within the adjacent residential neighborhood. The proposed parking lot is designed to ensure safe and convenient access. A limitation on the number of cars dropping off and picking up children at any one time will further ensure safe on-site circulation.

# Special Exceptions/Conditional Uses

The Master Plan has specific recommendations regarding special exceptions/conditional uses that are relevant to the subject application (p. 80):

- Avoid excessive concentration of special exception and other nonresidential land uses along major transportation corridors.
- Protect major transportation corridors and residential communities from incompatible design of special exception uses.
  - a. Any modification or addition to an existing building to accommodate a special exception use should be compatible with the architecture of the adjoining neighborhood and should not be significantly larger than nearby structures.
  - b. Front yard parking should be avoided because of its commercial appearance; however, in situations where side or rear yard parking is not available, front yard parking should be allowed only if it can be adequately landscaped and screened.
  - c. Close scrutiny should be given to replacing or enhancing the screening and buffering as viewed from the abutting residential areas and along the major roadways.

With the exception of the commercially zoned properties at the corner of Layhill Road and Bel Pre Road, there are no existing special exceptions or nonresidential uses along this portion of Layhill Road. Therefore, the addition of this use will not create an excessive concentration. The design of the proposed facility, with its sloped roofs, stone and brick façade, and windows with mullions, echoes the nearby residential architecture. The size of the proposed building is consistent with the adjacent Mid-County Recreation Center building. While the proposed parking for the day care is between the front of the building and Queensguard Road, it will be screened by the retained trees.

Views of the proposed day care facility and play area are well screened based on retained forest and topography from the north, east, and west. A fence, trees, and shrubs will screen the proposed day care from the residential properties to the south and from Layhill Road.

# Environment

The Master Plan discusses the protection of wetland areas, and the buffers around them, because they provide habitat for many plant and animal communities and aid in flood control and pollution reduction (p. 130). The Conditional Use Plan has been designed to preserve and protect the onsite wetlands within Category I Forest Conservation Easements. The Conditional Use plan shows a very small area of encroachment into the 25-foot wetland buffer, but not into the wetland itself. The wetland buffer encroachment results from a requirement to have a vehicle turn-around sufficient to accommodate fire and rescue access and pedestrian access. The pedestrian access in this area will use pervious pavement to minimize wetland buffer impacts.

Finally, the Master Plan recommends that properties should maintain and add to existing forest cover in accordance with the County's Forest Conservation law. As demonstrated in the report for Preliminary

Forest Conservation Plan CU2017-16, submitted to the Planning Board concurrently with this report, the proposed project is in compliance with the Forest Conservation Law.

As conditioned, the proposed use substantially conforms with the recommendations of the Master Plan.

# Transportation

#### **On-Site Vehicular Circulation**

The Applicant proposes a circular driveway and 52 parking spaces on the Property with access from adjacent Queensguard Road. Besides the 2 handicap spaces, 20 parking spaces are designated for parents dropping-off and picking-up the children. The remaining 30 parking spaces are intended for the staff with no more than 32 employees working any shift.

# Master-Planned Roadways and Bikeway

In accordance with the 1994 Aspen Hill Master Plan, the 2005 Countywide Bikeways Functional Master Plan, and the Draft Bikeways Master Plan, Layhill Road is designated as a major highway, M-16, with a recommended 150-foot-wide right-of-way, and Class I bikeway (bike lanes). The Countywide Bikeways Functional Master Plan recommends bike lanes, BL-18. Layhill Road has existing conventional bike lanes on both sides of the road. The draft Bicycle Master Plan recommends a sidepath on the east side of Layhill Road in addition to the existing conventional bike lane. The existing right-of-way ranges from 135 to 150 feet from the opposite right-of-way line along the Layhill Road frontage. At the time of preliminary plan, the Applicant plans to dedicate a total of 75 feet from the centerline along the Property's Layhill Road frontage.

Queensguard Road is not listed in the Master Plan but is a two-lane secondary residential street, with a 70-foot-wide right-of-way (10 more feet than typical) and signed shared roadway, PB-14.

# Off-Site Queuing between the Proposed Driveway and Layhill Road

At preliminary plan review, the Applicant must satisfy the Montgomery County Department of Transportation (MCDOT) by providing improvements along Queensguard Road for adequate off-site queuing along the approximately 200-foot distance between the Property's proposed driveway and the intersection with Layhill Road. The proposed driveway from Queensguard Road is approximately 100 feet from the existing driveway to the Mid-County Recreation Center to the east. MCDOT will require a queuing analysis where the results may necessitate a right-turn lane into the Property's driveway from Queensguard Road and a left-turn lane on the Queensguard Road westbound approach of the Layhill Road intersection. If these turn lanes are needed, cross-sections of Queensguard Road would be needed, additional right-of-way may be required, and the sidewalk along the Property of the Queensguard Road frontage may need to be relocated.

#### **Public Transit Service**

The following three Ride On bus routes operate along the Layhill Road frontage:

- 1. Route 26 operates from the Glenmont Metrorail Station, via Layhill Road, Bel Pre Road, and Aspen Hill Road, to the Montgomery Mall Transit Center every 30 minutes on weekdays and weekends.
- 2. Route 39 operates between the Glenmont Metrorail Station and the Briggs Chaney Park and Ride Lot at Gateshead Manor Way every 30 minutes on weekdays only.
- 3. Route 49 operates between the Glenmont Metrorail Station and the Rockville Metrorail Station every 20 minutes on weekdays and weekends.

The nearest bus stop is located at the intersection of Layhill Road and Queensguard Road. The Glenmont Metrorail Station is just under two miles from the Property.

### Pedestrian and Bicycle Facilities

Currently, Layhill Road has 5-foot wide sidewalks with 2.5-foot-wide green panels, and Queensguard Road has 4-foot-wide sidewalks with 8 to 11-foot-wide green panels. There are handicap ramps at each corner of the Layhill Road and Queensguard Road intersection, but no marked pedestrian crosswalks.

The Applicant must provide three long-term bicycle parking spaces for employees located near the main entrance.

# Local Area Transportation Review (LATR)

The Institute of Transportation Engineers' Trip Generation rates is used to calculate the peak-hour trips generated by the proposed child daycare center. The table below shows the number of trips generated by the proposed daycare center within the weekday morning (6:30 to 9:30 a.m.) and evening (4:00 to 7:00 p.m.) peak periods.

Table 1: Trip Generation

	AM Peak Hour Vehicle Trips <sup>1</sup>			PM Peak Hour Vehicle Trips <sup>1</sup>		
	In	Out	Total	In	Out	Total
Proposed Daycare (200 children)	79	70	149	65	73	138
Passby Trips (AM-27%, PM-12%)	-21	-19	-40	-8	-9	-17
Net New	58	51	109	57	64	121

<sup>&</sup>lt;sup>1</sup>Includes 99% Aspen Hill Policy Area adjustment factor

Table 2: Trip Calculation for Transit and Non-Motorized Trips

A	Tri	Driver ps¹ .1%)	Passen	uto ger Trips 3.4%)	Transit Trips (1.3%)		Trips		Person Trips	
Al	M	PM	AM	PM	AM	PM	AM	PM	AM	PM
14	49	138	48	45	3	2	7	6	207	191

<sup>&</sup>lt;sup>1</sup> Based on ITE vehicle trip and a 99% Aspen Hill Policy Area adjustment factor

Under the 2016-2020 Subdivision Staging Policy, a traffic study is required because the proposed use generates more than 50-person trips within the weekday peak hours. The number of transit, pedestrian, and bike trips is less than the 50-trip standard, so no further study of these travel modes is needed. Thus, only the vehicular level of service must be analyzed in a traffic study.

Three nearby intersections were analyzed in the submitted traffic study. The Layhill Road and Bonifant Road/Bel Pre Road intersection, and the Layhill Road and Queensguard Road intersection are located in the "yellow" policy area (i.e., lower density areas) of the Aspen Hill Policy Area. The yellow policy area requires analysis using the Critical Lane Volume (CLV) method. When the CLV values of these intersections are more than 1,350, the Highway Capacity Manual (HCM) delay is also analyzed. The Layhill Road and Middlevale Lane intersection is located in an "orange" policy area (i.e., emerging transit-oriented development area) of the Kensington/Wheaton Policy Area. The orange policy area requires analysis using the HCM delay-based analysis. The CLV and HCM analyses at the studied intersections are shown in the tables below:

- 1. Existing: Existing traffic conditions.
- 2. <u>Background</u>: The existing condition plus the trips generated from approved but unbuilt nearby developments.
- 3. <u>Total</u>: The existing condition plus the site-generated trips generated by the proposed daycare center.

Table 3: CLV Analysis

CLV Analysis		Existing Traffic	Background Traffic	Total Traffic
Morning Peak Hour Traffic	Congestion Standard	CLV	CLV	CLV
1. MD 182 & Bel Pre Rd/Bonifant Rd	1475	1324	1334	1355
2. MD 182 & Queensguard Rd	1475	900	904	967
Evening Peak Hour Traffic				
1. MD 182 & Bel Pre Rd/Bonifant Rd	1475	1145	1159	1184
2. MD 182 & Queensguard Rd	1475	783	792	916

Note: The two intersections are located in the Yellow policy areas therefore the CLV level of service standard applies.

Table from The Traffic Impact Analysis by The Traffic Group (as modified on 3/28/18)

Table 4: HCM Analysis

HCM Analysis	Existing Traffic	Background Traffic	Total Traffic	
Morning Peak Hour Traffic	Congestion Standard	Delay (sec/veh)	Delay (sec/veh)	Delay (sec/veh)
1. MD 182 & Bel Pre Rd/Bonifant Rd	59	-	-	54.1
3. MD 182 & Middlevale Ln	80	2.9	2.9	2.9
Evening Peak Hour Traffic				
3. MD 182 & Middlevale Ln	80	2.3	2.3	2.2

Note: Intersection #1 has a CLV over 1350 and intersection #3 is located in the Orange policy areas therefore the HCM delay-based level of service standard applies.

Table from The Traffic Impact Analysis by The Traffic Group (as modified on 3/28/18)

The intersection of Layhill Road (MD 182) and Queensguard Road is projected to operate within the congestion standard of 1,475 CLV established for the yellow policy area during both of the peak periods.

At the intersection of Layhill Road and Bonifant Road/Bel Pre Road, the CLV value in background and total traffic conditions of the morning peak-hour exceeds the Aspen Hill CLV standard of 1,350 and an HCM delay-based analysis was required. The results of the HCM analysis for this intersection indicate

that the total delay anticipated at this intersection during the morning peak hour is well within the congestion standard of 59 seconds.

The results of the analysis of the Layhill Road and Middlevale Lane intersection using the HCM methodology shows that the level of delay at this intersection is well within the 80 second congestion standard established for both the morning and evening peak periods.

Based on the results of the CLV and HCM analysis, all of the study area intersections are projected to operate at satisfactory levels of service based on the total traffic conditions. Therefore, no intersection improvements are required to satisfy the LATR test.

#### **Environment**

#### **Environmental Guidelines**

A Natural Resources Inventory/Forest Stand Delineation was approved for this Property on July 15, 2016 (NRI/FSD No. 420162060). The Property contains ephemeral streams that do not require a regulatory buffer. There are no steep slopes associated with a stream buffer, or known habitats of rare, threatened or endangered species. There are two wetlands totaling 0.49 acres, which require a 25-foot regulatory buffer. The Conditional Use plan shows a very small area of encroachment into the 25-foot wetland buffer, but not into the wetland itself. The wetland buffer encroachment results from a requirement to have a vehicle turn-around sufficient to accommodate fire and rescue access and pedestrian access. The pedestrian access in this area will use pervious pavement to minimize wetland buffer impacts. There is an existing forested area of 3.12 acres and several specimen-size trees. The Property drains to the Northwest Branch watershed and is not in a Special Protection Area or Primary Management Area. The plan is in conformance with the *Environmental Guidelines*.

#### **Forest Conservation**

A Preliminary Forest Conservation Plan (PFCP), No. CU2017-16, and associated variance request was submitted with the Conditional Use application. A separate Staff report for this PFCP has been prepared for the Planning Board's review and action. Approval of the PFCP will demonstrate compliance with the requirements of Chapter 22A, Forest Conservation.

#### **Community Correspondence**

Staff has not received any correspondence about this Application.

# **Conditions for Granting a Conditional Use**

# Section 7.3.1.E. Necessary Findings<sup>1</sup>

To approve a conditional use application, the Hearing Examiner must find that the proposed development:

<sup>&</sup>lt;sup>1</sup> The findings in Section 7.3.1.E.4 thru Section 7.3.1.e.6 are not applicable to this application and not included in this report.

**Section 7.3.1.E.1.a:** satisfies any applicable previous approval on the subject site or, if not, that the previous approval must be amended.

The special exceptions previously approved on the Property were revoked in 2004, so they are no longer applicable. If the conditional use is approved, a new preliminary plan will be required that covers the entire Property.

**Section 7.3.1.E.1.b:** satisfies the requirements of the zone, use standards under Article 59-3, and to the extent the Hearing Examiner finds necessary to ensure compatibility, meets applicable general requirements under Article 59-6;

# Requirements of the Zone

A Day Care Center (Over 30 Persons) is allowed as a conditional use in the R-200 Zone.

Table 5: Development Standards for a Building with a Conditional Use Allowed in the R-200 Zone

Development Standard	Required/Permitted	Proposed Lot 1 (for conditional use)
Minimum Lot Area (Section 4.4.7.B.1)	20,000 sq. ft.	147,260 sq. ft.
Minimum Lot Width at Front Building Line (Section 4.4.7.B.1)	100 ft.	275.62 ft.
Minimum Lot Width at Front Lot Line (Section 4.4.7.B.1)	25 ft.	270.23 ft.
Maximum Lot Coverage (Section 4.4.7.B.1)	25%	8.6%
Minimum Front Setback- Queensguard Rd. (Section 4.4.7.B.2)	40 ft.	348.93 ft.
Minimum Side Street Setback- Layhill Rd. (Section 4.4.7.B.2)	40 ft.	40.88 ft.
Minimum Side Setback (Section 4.4.7.B.2)	12 ft.	117.06 ft.
Minimum Rear Setback (Section 4.4.7.B.2)	30 ft.	30.90 ft.
Maximum Height; Lot > 40,000 SF (Section 4.4.7.B.3)	50 ft	21.08 ft.

# Use Standards under Article 59-3 (Section 3.4.4.F.2.b)<sup>2</sup>

Where a Day Care Center (Over 30 Persons) is allowed as a conditional use, it may be permitted by the Hearing Examiner under Section 7.3.1, Conditional Use, and the following standards:

i. All required parking must be behind the front building line; however, required parking may be located between the structure and the street where the Hearing Examiner finds that such parking is safe, not detrimental to the neighborhood, accessible, and compatible with surrounding properties.

All proposed parking is between the front building line and Queensguard Road. However, the proposed parking is safe and screened from the neighborhood by existing trees. It is easily accessible from Queensguard Road and compatible with the surrounding properties, especially since the abutting property to the east is the Mid-County Recreational Center with a parking lot of similar size.

The parking lot will also be screened from Layhill Road by the existing trees that will be preserved in a forest conservation easement.

ii. An adequate area for the discharge and pick up of children is provided.

Twenty proposed parking spaces will be designated for 15-minute drop-off and pick-up spaces. Staff recommends conditioning the approval on the Applicant scheduling no more than 25 cars to pick-up or drop-off children within any 15-minute period.

iii. The Hearing Examiner may limit the number of children outside at any one time.

Since the nearest residence is over 130 feet away from the play area, and buffered by a fence and landscaping, Staff does not recommend a limitation on the number of children outside at any one time.

iv. In the RE-2, RE-2C, RE-1, R-200, R-90, R-60, and R-40 zones, the Day Care Center (Over 30 Persons) must be located on a site containing a minimum of 500 square feet of land area per person...

The Property contains 736 square feet for each of the 200 children.

# Applicable General Development Standards under Division 59.6

Parking

Table 6: Parking Requirements

	Required	Proposed
Vehicle Parking Requirement (Section 6.2.4.B)	38	52
	(3 spaces per 1,000 sf of GFA)	(Includes 25 spaces for drop- off and pick-up of children)
Bicycle Parking Requirement	3 long term spaces	3 long term
(Section 6.2.4.C)		spaces

<sup>&</sup>lt;sup>2</sup> The findings in Section 3.4.4.F.2.b.v and Section 3.4.4.F.2.b.vi are not applicable to this application and are not included in this report.

Section 6.2.5.K applies to parking lots for conditional uses that are located in a Residential Detached zone where 3 or more parking spaces are provided. Under Section 6.2.5.K.1, "each parking facility must be located to maintain a residential character and a pedestrian-friendly street." The parking lot will be screened from the abutting roads by the existing trees that will be preserved in a forest conservation easement. The location of the parking lot in relation to the mature trees will ensure that a residential character and pedestrian-friendly street is maintained.

Section 6.2.5.K.2.a. requires that "the minimum rear parking setback equals the minimum rear setback required for the detached house" in the zone. For the R-200 Zone, the minimum rear setback for a detached house is 30 feet. This requirement is satisfied because all of the proposed parking is in front of the building and setback over 100 feet from the rear lot line.

Section 6.2.5.K.2.b requires that "the minimum side parking setback equals 2 times the minimum side setback required for the detached house." In the R-200 Zone, the side setback requirement for a detached house is 12 feet, so the minimum side parking setback is 24 feet. The Applicant requests a parking waiver, under Section 6.2.10, to reduce the 24-foot minimum side parking setback requirement to 8.38 feet. Staff supports this waiver because the east side of the proposed parking lot abuts the existing parking lot at the Mid-County Recreation Center. The relatively large side parking setback typically required serves to buffer a single-family residence that may be located adjacent to a parking lot associated with a conditional use. Since the property to the east is institutional in nature and developed with a similar parking lot, the 24-foot parking setback is not necessary. The alternative design meets the intent of Section 6.2.1 to ensure that adequate parking is provided in a safe and efficient manner.

The parking lot landscaping requirements, under Section 6.2.9.C, apply to parking lots for 10 or more spaces. As demonstrated by the landscaping plan, the proposed project satisfies the parking lot landscaped area and tree canopy requirements. The retained trees will satisfy the perimeter planting requirement under 6.2.9.C.3.b on the north and west sides of the parking lot. No perimeter planting is required on the east side of the parking lot because it abuts another parking lot.

# Lighting

Outdoor lighting is generally limited to 0.5 footcandles at the lot line, and 0.1 footcandles at a shared lot line between a conditional use and a detached house under Section 6.4.4.E. The photometric plan indicates that the illumination will be 0.1 footcandles or less at the proposed lot line between the Lot 1 (daycare site) and proposed Lot 2 (residual lot), and at the lot line between proposed Lot 2 and the lot with the detached house to the south. The illumination at all other lot lines is 0.5 footcandles or less.

#### Screening

In Residential Detached zones, Section 6.5.2.b requires a conditional use in a "general" building type to provide screening under Section 6.5.3 if the subject lot abuts property in a Residential Detached zone that is vacant or improved with a residential use. Further, conditional uses must have screening that ensures compatibility with the surrounding neighborhood. Since the Applicant intends to subdivide the Property and the future use of residual Lot 2 is unknown at this time, screening is required between

proposed Lots 1 and 2. The Applicant proposes a 6' fence and an eight-foot planting bed to satisfy the screening requirement under Section 6.5.3.C.7 (option A) along the majority of the lot line (Figure 8). A forest conservation easement will also serve as screening of the use and the parking lot along approximately 85 feet of the shared lot line. Staff finds that the proposed screening ensures compatibility with the surrounding neighborhood.

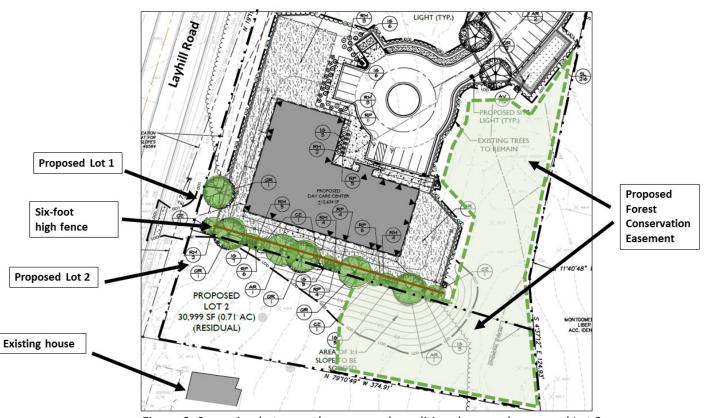


Figure 8: Screening between the proposed conditional use and proposed Lot 2

# Signage

Under Section 6.7.8, one freestanding sign is allowed, and it must be setback five feet from the property line. The sign can be up two square feet in area and it must be less than five feet tall. Any deviation from these requirements requires approval from the County Sign Review Board. The Applicant proposes to construct a sign substantially larger than two square feet within the State Highway Administration (SHA) right-of-way, so the Applicant will need to seek a sign variance from the Sign Review Board and permission from SHA.

**Section 7.3.1.E.1.c** substantially conforms with the recommendations of the applicable master plan;

As discussed in the Analysis section of this report, the proposed project (as conditioned) substantially conforms with the recommendations of the 1994 *Aspen Hill Master Plan*.

**Section 7.3.1.E.1.d** is harmonious with and will not alter the character of the surrounding neighborhood in a manner inconsistent with the plan;

The proposed site design of the Property, the architecture of the building, and operational limitations included as conditions of approval will ensure that the daycare center will not alter the character of the surrounding neighborhood in a manner inconsistent with the Plan. Because the Property sits several feet below Layhill Road, the perceived scale of the building and play areas will be minimized. Views of the building and parking area will be sufficiently screened from the surrounding neighborhoods by the retained forest and landscaping along the Property's southern lot line. The dumpster will be located within an enclosure and buffered from the nearest residence by the building.

The building is designed to be residential in character with sloping roofs, a stone and brick veneer façade, and windows with mullions. Further, the Property is adjacent to the Mid-County Recreation Center, which is a building of comparable scale to the proposed building.

Staff recommends limiting the number of cars that can drop-off and pick-up children at any one time to avoid queuing and undue impact to Queensguard Road. In addition, Staff recommends limiting waste pick up to weekdays between 9am and 7pm.

**Section 7.3.1.E.1.e.** will not, when evaluated in conjunction with existing and approved conditional uses in any neighboring Residential Detached zone, increase the number, intensity or scope of conditional uses sufficiently to affect the area adversely or alter the predominantly residential nature of the area; a conditional use application that substantially conforms with the recommendations of a master plan does not alter the nature of an area;

As described in the Analysis section of the report, the proposed use (as conditioned) substantially conforms with the recommendations of the Master Plan, and thus does not alter the nature of the area. The Property has previously been determined (in Special Exception Case Nos. S-781 and S-1307) to be appropriate for large nonresidential uses, including a child daycare center for up to 136 children.

Finally, the proposed building is one story, oriented so the "long" side of the building does not directly face Layhill Road, minimizing its bulk. It is also constructed of materials and in a style typically found on residences in the surrounding area.

**Section 7.3.1.E.1.f.** 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 an approved adequate public facilities test is currently valid and the impact of the conditional use is equal to or less than what was approved, a new adequate public facilities test is not required. If an adequate public facilities test is required and:

i. if a preliminary subdivision plan is not filed concurrently or required subsequently, the Hearing Examiner must find that the proposed development will be served by adequate public services

- and facilities, including schools, police and fire protection, water, sanitary sewer, public roads, and storm drainage, or
- ii. if a preliminary subdivision plan is filed concurrently or required subsequently, the Planning Board must find that the proposed development will be served by adequate public services and facilities including schools, police and fire protection, water, sanitary sewer, public roads, and storm drainage, and

A preliminary plan will be required if the conditional use is approved. The Planning Board will determine if Adequate Public Facilities exist to support the proposed use of the Property as a daycare facility for up to 200 children.

**Section 7.3.1.E.1.g.** will not cause undue harm to the neighborhood as a result of a non-inherent adverse effect alone or the combination of an inherent and a non-inherent adverse effect in any of the following categories:

- the use, peaceful enjoyment, economic value or development potential of abutting and confronting properties or the general neighborhood;
- ii. traffic, noise, odors, dust, illumination, or a lack of parking; or
- iii. the health, safety, or welfare of neighboring residents, visitors, or employees.

The inherent physical and operational characteristics necessarily associated with a child daycare of this size include: (1) vehicular trips to and from the Property; (2) drop-off and pick-up areas; (3) parking for staff; (4) outdoor play areas; (5) noise generated by children; and (6) lighting.

As described in the analysis section of the report, there are no adverse traffic impacts that will result from the proposed conditional use. Access to the proposed facility will not require vehicles to travel deeply through residential neighborhoods as they will likely use Layhill Road, an established north-south corridor route.

The Property will have adequate parking to accommodate child drop-off and pick-up and provide parking for staff. Twenty parking spaces will be designated for 15-minute parent drop off and pick up, and the number of cars dropping off and picking up children at any one time will be limited to avoid queuing on Queensguard Road and safety issues within the parking lot. The parking lot will be screened from the adjacent roads by the retained forest.

The outdoor play areas are over 130 feet from the nearest residence and screened by a 6-foot high fence and landscaping, thus minimizing disruption to neighboring properties. Noise generated by the children will be well away from nearby residential properties and is unlikely to be a nuisance. The lighting on the Property, as conditioned, will provide the appropriate illumination onsite, but will be minimized at the property lines to prevent glare onto nearby properties.

A non-inherent characteristic is unique to the physical location, operation, or size of a proposed use. The wetlands and their buffers, which occupy a significant portion of the Property, represent a non-inherent

characteristic unique to this Property. The wetlands create a significant constraint to the Property's site design, especially considering the scale of the proposed use. However, the Applicant has designed the project to avoid and preserve the wetlands; therefore, there are not any non-inherent adverse impacts.

There is no expected undue harm to the neighborhood either as a result of any non-inherent adverse effect, or a combination of inherent or non-inherent adverse effects.

**Section 7.3.1.E.2.** Any structure to be constructed, reconstructed, or altered under a conditional use in a Residential Detached zone must be compatible with the character of the residential neighborhood.

The proposed building will be compatible with the character of the surrounding residential neighborhood. The building is designed to be residential in character with sloping roofs, a stone and brick veneer façade, and windows with mullions.

Further, views of the building and parking area will be sufficiently screened from the surrounding neighborhoods by the retained forest and landscaping along the Property's southern lot line. The dumpster will be located within an enclosure and buffered from the nearest residence by the proposed building.

**Section 7.3.1.E.3.** The fact that a proposed use satisfies all specific requirements to approve a conditional use does not create a presumption that the use is compatible with nearby properties and is not sufficient to require conditional use approval.

Staff finds that the proposed conditional use is compatible with nearby properties and recommends approval of the conditional use.

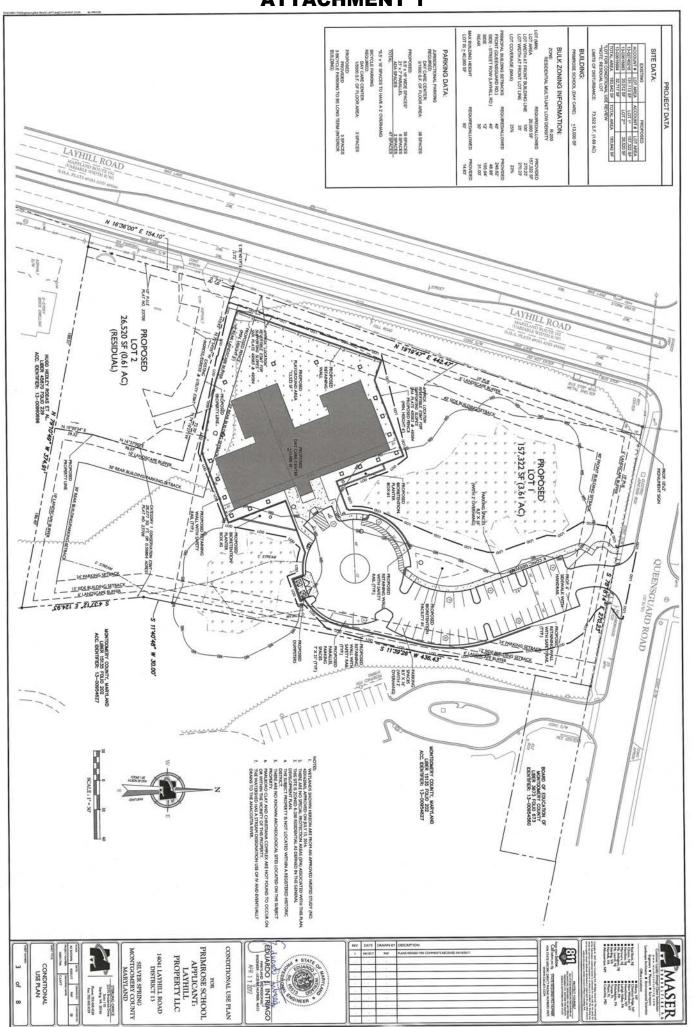
#### **SECTION 5: CONCLUSION**

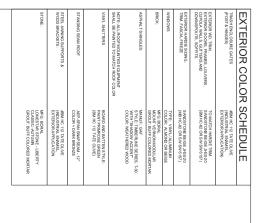
The proposed day care center, as conditioned, complies with the general conditions and standards for a conditional use. The proposed use is consistent with the goals and recommendations of the 1994 *Aspen Hill Master Plan*, and it will not alter the character of the surrounding neighborhood. Further, it will not result in any unacceptable noise, traffic, or environmental impacts on surrounding properties. Staff recommends approval with conditions.

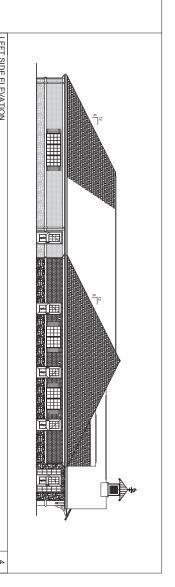
#### **ATTACHMENTS**

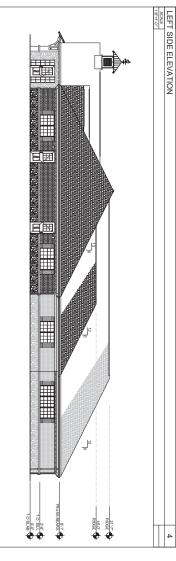
- 1. Initial Submission
- 2. Conditional Use Plan
- 3. Landscape Plan
- 4. MCDOT and SHA Letters

# **ATTACHMENT 1**

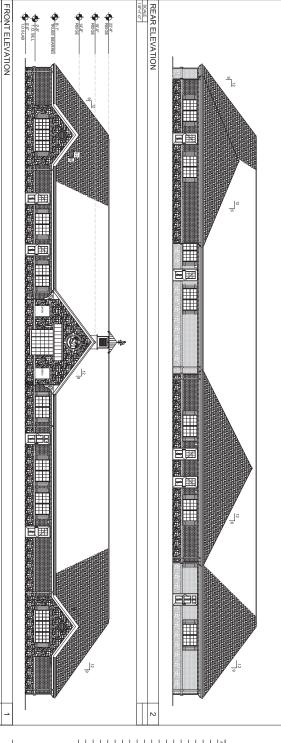








RIGHT SIDE ELEVATION





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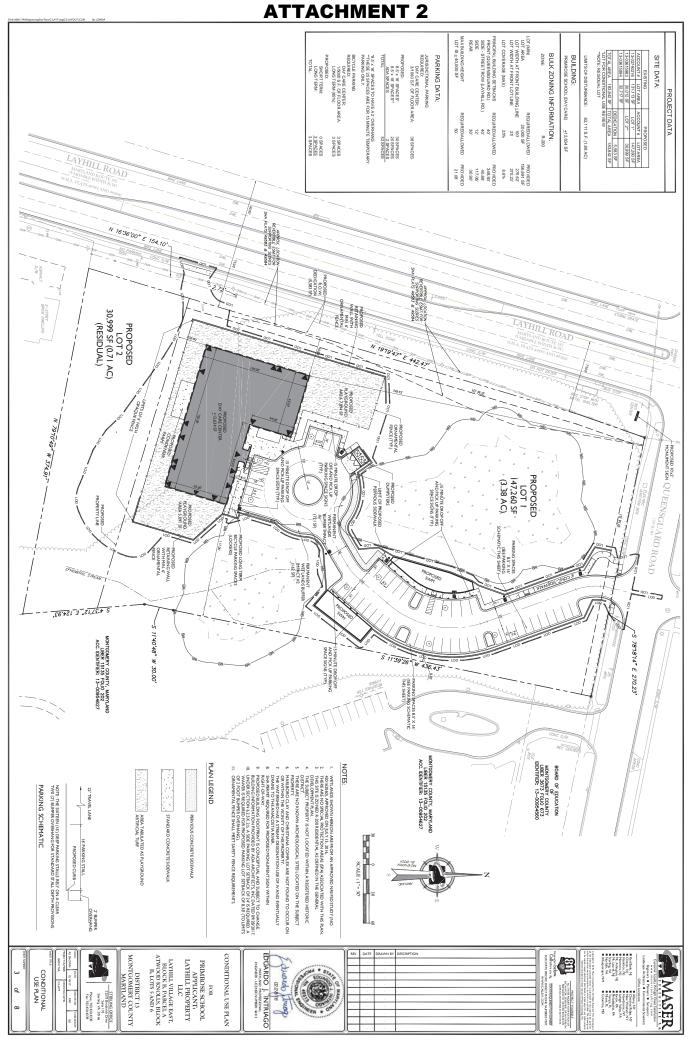
16076-PRI

PRIMROSE SCHOOL FRANCHISING CO. 3660 CEDARCREST ROAD ACWORTH, GA 30101

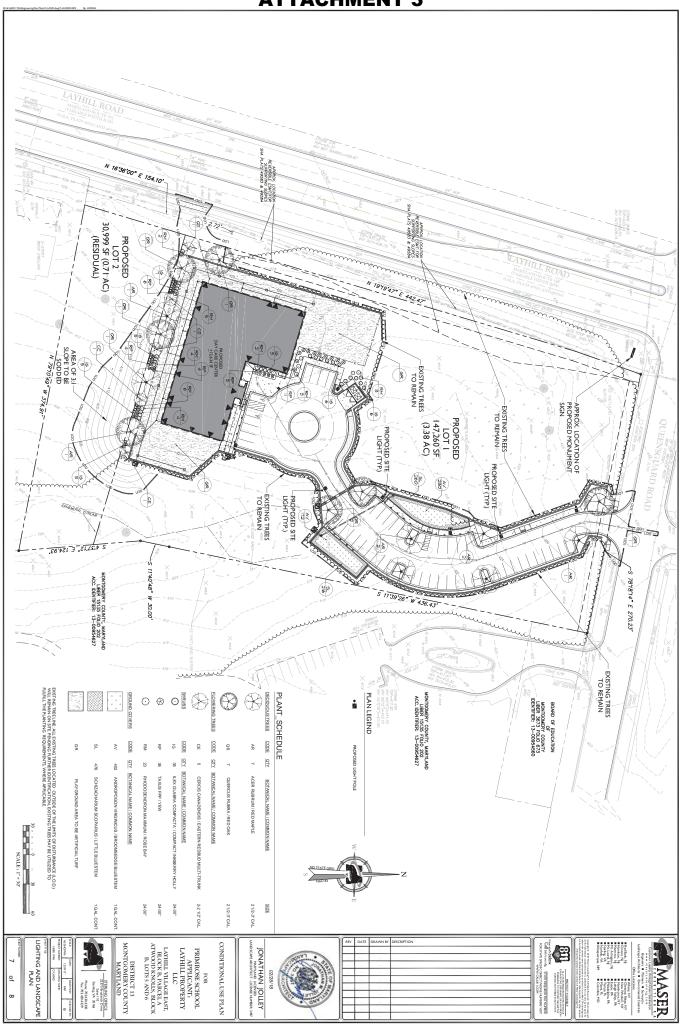
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EXTERIOR ELEVATIONS

CP2.0



# **ATTACHMENT 3**



# **ATTACHMENT 4**



#### **DEPARTMENT OF TRANSPORTATION**

Isiah Leggett
County Executive

Al R. Roshdieh Director

June 2, 2017

Mr. Edward Axler, Master Planner Area 2 Planning Division The Maryland-National Capital Park & Planning Commission 8787 Georgia Avenue Silver Spring, Maryland 20910-3760

> RE: Primrose at Layhill Road Traffic Impact Study Review

Dear Mr. Axler:

We have completed our review of the Local Area Transportation Review and Transportation Policy Area Review dated April 27, 2017 (received on May 02, 2017), and prepared by The Traffic Group, for the Primrose at Layhill Road development. The analysis addresses the impact of:

A Daycare Center in this traffic study.

Based on the review of the Local Area Transportation Review and Transportation Policy Area Review report we offer the following comments:

# Local Area Transportation Review (LATR)

1. We accept the consultant's conclusions that the post-development traffic will not exceed the congestion threshold at the studied intersections.

# Pedestrian and Bicycle Impact Statement (PBIS)

1. Exhibit 4-Existing Pedestrian, Bicycle and Transit Facilities: The existing bus stop on northbound Layhill Road at the intersection of Queensguard Road is located north of the intersection.

Mr. Edward Axler Primrose at Layhill Road June 2, 2017 Page 2

> We concur with the applicant finding of the pedestrian and bicycle infrastructure adequacy at the studied intersections.

# Transportation Policy Area Review (TPAR)

1. The site is located within the Aspen Hill policy area. This policy area is exempt from the transit test and considered adequate under the roadway test. Therefore, no TPAR payment is required for this development.

# **Proposed Site Plan Comments**

- We have concerns related to the spacing of driveways on Queensguard Road. The proposed driveway is very close to an existing driveway of a Community Center. The proposed driveway is only 100 ft. +/- from Layhill Road. A deceleration/turn lane could be a remedy. In addition, a center turn lane could also be implemented to handle left turns out of the proposed site and the Community Center.
- 2. We also have concern regarding the vehicular movements on Queensguard Road. Please provide a Queuing Analysis for Queensguard Road at Preliminary Pan stage.

# **SUMMARY**

- 1. We concur with the vehicular-related findings and the pedestrian infrastructure adequacy included in the report.
- 2. We concur with the applicant finding of the pedestrian and bicycle infrastructure adequacy at the studied intersections.
- 3. We concur with the applicant finding that no TPAR payment is required.
- 4. We have concerns related to the spacing of driveways on Queensguard Road. The proposed driveway is very close to an existing driveway of a Community Center. The proposed driveway is only 100 ft. +/- from Layhill Road. A deceleration/turn lane could be a remedy. In addition, a center turn lane could also be implemented to handle left turns out of the proposed site and the Community Center.

Mr. Edward Axler Primrose at Layhill Road June 2, 2017 Page 3

Thank you for the opportunity to review this report. If you have any questions or comments regarding this letter, please contact Mr. Deepak Somarajan, our Development Review Area Engineer for this project, at deepak.somarajan@montgomerycountymd.gov or (240) 777-2194.

Gregory M. Leck, Manager
Development Review
Office of T

SharePoint\teams\DOT\Director's Office\Development Review\Deepak\TIS\Primrose at Layhill Road\TIS Review Ltr 05-03-2017

Mrugesh and Jasmili Majmudar cc:

> Glen E. Cook Ming-Yu Chien Kwesi Woodroffe Preliminary Plan folder

Preliminary Plan letters notebook

Khursheed Bilgrami cc-e:

Kamal Hamud Deepak Somarajan Primrose Layhill Road The Traffic Group, Inc. The Traffic Group, Inc. MDSHA District 3

MCDOT DTEO

MCDOT DTEO MCDOT OTP

Larry Hogan, Governor Boyd K. Rutherford, Lt. Governor



Pete K. Rahn, **Secretary**Gregory Slater, **Administrator** 

May 31, 2017

Mr. Glenn Cook The Traffic Group, Inc. 9900 Franklin Square Drive, Suite H Baltimore, MD 21236

Dear Mr. Cook:

Thank you for the opportunity to review the **traffic impact study (TIS)** for the proposed **Primrose at Layhill Road** – **17APMO008XX** on **MD** – **182 Layhill Road** (Mile Point **2.02**) in **Montgomery** County. The State Highway Administration (SHA) has reviewed the TIS and we are pleased to respond.

• The development consists of a day care facility with 195 students. Proposed access to the site is a full movement access off of Queensguard Road.

The key studied intersections for the development are:

- o MD 182 & Bonifant Rd
- o MD 182 & Queensguard Rd
- o MD 182 & Middlevale Ln

Based on the information provided, please address the following comments in a point-by-point response:

# District 3 Traffic Comments (Provided by: David Murnan):

1. District 3 Traffic has reviewed the TIS for the subject development and offers no comments at this time.

Mr. Glenn Cook SHA Tracking No.:17APMO008XX Page 2 of 3 May 31, 2017

# Traffic Forecasting and Analysis Division Comments (Provided by Elisa Mitchell):

- 1. The traffic volumes provided in the report for the Bonifant Road intersection (12/15/16) do not match well with the volumes available on the count on TMS (9/7/16). The AM Peak WB thru volume in the report is significantly low. Other volumes in the AM that are low in the report are SB through, SB left, NB through. The PM volumes that are low in the report are SB Left. The NB through volumes in the report are significantly higher than the TMS count and the NB right volumes is also higher the than TMS count.
- 2. Trip Generation is acceptable
- 3. Trip Distribution is acceptable
- 4. Corridor LOS is acceptable per the information provided in the report.
- 5. Editorial issues: Exhibit 3 TMC date is mentioned as 12/15/2017, it should be 12/15/2016. Page 8, paragraph 2 under Existing Pedestrian Facilities, approach directions were not correctly identified. Values (volumes) in Exhibit 10 varies from Values in Exhibit 11A
- 6. Other Comments: TIS scope of work application mentions the facility is for 185 students whereas the analysis in the report is done for 195 students

# Traffic Development & Support Division (TDSD) Comments (Provided by: Minseok Kim):

1. TDSD does not have any critical comments.

# Regional and Intermodal Planning Division (RIPD) Comments (Provided by: Matt Baker):

- 1. Please note the State's fiscally constrained FY 2017-2022 Consolidated Transportation Program (CTP) includes projects under construction and/or development and evaluation. The CTP includes no projects affecting MDOT SHA facilities analyzed in this TIS.
- 2. Please note the State's fiscally unconstrained Highway Needs Inventory (HNI), the State's long-range plan, includes projects that are critical to Maryland's transportation needs. The HNI includes no projects affecting MDOT SHA facilities analyzed in this TIS.
- 3. Please note Montgomery County Ride On serves the development site. All roadway improvements to MDOT SHA roadway facilities should provide for and maintain full ADA-compliant access to existing and future transit facilities.
- 4. Please note the April 1994 Maryland-National Capital Park and Planning Commission (M-NCPPC) Aspen Hill Master Plan, as amended, in which this development lies, includes no projects affecting MDOT SHA facilities analyzed in this TIS.

Mr. Glenn Cook

SHA Tracking No.:17APMO008XX

Page 3 of 3 May 31, 2017

5. Please note the March 2005 M-NCPPC Countywide Bikeways Functional Master Plan, as amended, includes existing on-road MD 182 bicycle lanes throughout the study area. All roadway improvements to MDOT SHA roadway facilities should provide for and maintain bicycle facilities as well as full ADA-compliant pedestrian facilities.

Please submit a CD containing the traffic impact study, all supporting documentation, and a point-by-point response addressing the comments noted above to Kwesi Woodroffe. Please reference the SHA tracking number on any future submissions. Please keep in mind that you can view the reviewer and project status via SHA Access Management Division web page at <a href="http://www.roads.maryland.gov/pages/amd.aspx">http://www.roads.maryland.gov/pages/amd.aspx</a>. If you have any questions, or require additional information, please contact Kwesi Woodroffe at 301-513-7347, by using our toll free number in Maryland only at 1-800-876-4742 (x7347) or via email at kwoodroffe@sha.state.md.us

Sincerely,

Brian W. Young District Engineer

BWY/jrg

cc: Mr. Ed Axler, Montgomery Planning

Mr. Matt Baker, SHA – RIPD

Mr. Eric Beckett, SHA - RIPD

Ms. Samantha Biddle, SHA – RIPD

Mr. David Murnan, SHA District #3 Traffic

Ms. Rola Daher, SHA - TFAD

Mr. Scott Holcomb, SHA - TFAD

Ms. Kandese Holford, SHA - RIPD

Mr. Minseok Kim, SHA - TDSD

Ms. Shadija Maddox, SHA District #3 Traffic

Ms. Elisa Mitchell, SHA – TFAD

Ms. Anyesha Mookherjee, SHA District #3 Traffic

Mr. Greg Leck, Montgomery Planning

Ms. Thomasina Saxon, SHA – TFAD

Mr. Errol Stoute, SHA - TDSD

Mr. William Stroud, SHA – TDSD

Mr. Kwesi Woodroffe, SHA District #3 Regional Engineer