

# Montgomery County Planning Department the maryland-national capital park and planning commission

MCPB Item No. Date: 6-14-18

## Luxmanor Elementary School, Mandatory Referral, MR2018022

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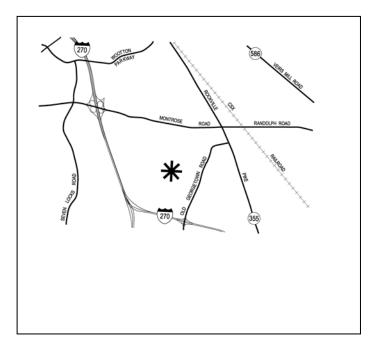
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Completed: 6-6-18

## Description

Mandatory Referral to allow for increased capacity and modernization by constructing a new school building, bus loop, staff/student drop off loop, loading dock, three asphalt play areas, two mulch play areas, concrete sidewalks, and a concrete extension for fire access.

Location: 6201 Tilden Lane, Rockville, Maryland; Master Plan: 1992 North Bethesda/Garrett Park Master Plan; Zone: R-200; Size: 6.5 acres; Acceptance Date: April 17, 2018; Applicant: Montgomery County Public Schools (MCPS); Review Basis: Mandatory Referral, MD Land Use Code § 20-301.



## Summary

- Staff recommends approval to transmit comments to MCPS.
- The proposed project increases capacity and modernizes Luxmanor Elementary School by constructing a new school building, bus loop, staff/student drop off loop, loading dock, three asphalt play areas, three mulch play areas, concrete sidewalks, and a concrete extension for fire access.
- The Final Forest Conservation Plan associated with this project was originally approved under Mandatory Referral Case No. MR2007203 and will be amended with this application.
- The Planning Board action on a Mandatory Referral is advisory, but the Board decision on the related Forest Conservation Plan is regulatory and binding.
- The project will be in compliance with Leadership in Energy and Environmental Design (LEED) standards. The new facility will also meet the 2012 International Green Construction Code (IgCC).

## RECOMMENDATION

Staff recommends approval with the following comments to be transmitted to MCPS:

- 1. The proposed development must comply with the Amended Final Forest Conservation Plan.
- 2. MCPS should continue working to protect trees on the adjoining properties.
- 3. Any mandatory referral submission for future school improvements at the subject school must include an updated traffic study if those improvements will increase the school's student core capacity beyond 745 students.
- 4. MCPS should upgrade the substandard sidewalk along school frontage of Tilden Lane, a residential primary street, in accordance with Road Code Standard #2003.09 to have at least a 5-foot-wide sidewalk and a tree panel between the sidewalk and curb. MCPS should work with Montgomery County Department of Transportation (MCDOT) for the specific road cross-sectional elements.
- 5. MCPS should work with the MCDOT regarding their Pedestrian Safety Initiative to improve the nearby off-site sidewalks.
- 6. MCPS should work with MCDOT regarding their bicycle infrastructure improvements to improve the off-site bicycle impact for cyclists along the nearby substandard bikeway segments along Tilden Lane.

#### INTRODUCTION

This report consists of staff review of the Mandatory Referral for revitalization and expansion of the existing Luxmanor Elementary School, submitted by the Montgomery County Public Schools (MCPS) pursuant to the Maryland Land Use Article, Section 20-301. A related Amended Final Forest Conservation Plan is reviewed in a separate memo to the Planning Board. The Planning Board action on a Mandatory Referral is advisory, but the Board decision on the related Forest Conservation Plan is regulatory and binding.

## **Site Description**

The property ("Subject Property" or "Property" – outlined in red in Figure 1) is located at 6201 Tilden Lane, west of Old Georgetown Road. While Luxmanor Elementary School was developed in conjunction with Luxmanor Local Park, this Mandatory Referral covers the school property only. No disturbance is proposed on adjoining park property.

The Property is within the boundary of the 1992 North Bethesda/Garrett Park Master Plan and the Walter Johnson cluster. The Property fronts on Tilden Lane to the south and is surrounded by single-family residential properties on all sides.



Figure 1: Site and Vicinity

## **Project Description**

The proposed project will revitalize and expand Luxmanor Elementary School to meet the educational needs of a growing school population. Luxmanor Elementary School was originally constructed in 1966. A classroom wing and gym addition were constructed in 1988 and a kindergarten and art/music wing were constructed in 2008 (MR2007023). Luxmanor Elementary School has a core capacity of 406 students, with a current enrollment of 490.

To increase the capacity, the original building and 1988 addition will be demolished and replaced with a new building. The new three-story classroom building will increase the capacity of the school, decrease the existing building footprint, and adjoin with the 2008 addition. The core capacity will increase to 758 students.



Figure 2: Current site plan

Other key elements include:

- Bus and student drop off loops are clearly separated and use the existing Tilden Lane curb cuts.
- Parking has been increased from 51 to 80 parking spaces and the student drop off queue area has been increased to hold 29 vehicles.
- The bus loop is capable of queueing 9 full length buses.
- The exterior elevations are coordinated to complement the 2008 addition.
- Natural daylighting is maximized for student and staff occupied spaces.
- Clear interior circulation enhances passive security and ease of supervision of corridors.
- Major assembly spaces (i.e. gymnasium and multi-purpose room) are organized away from the classroom wing and are securely available for community use during nonschool hours.
- Playgrounds and Luxmanor Local Park playing fields are connected by pedestrian walkways and accessible from Tilden Lane and parking areas.



Figure 3: Proposed site plan

- The main entrance is clearly identifiable and inviting.
- The administration is located adjacent to the main entrance and has clear visibility to the bus and student drop off loops for supervision.
- Much of the existing mature trees and forest are preserved.

The building and site will be in full compliance with the most current applicable Code of Maryland Regulations (COMAR) and Americans with Disabilities Act (ADA), whichever is more stringent. The project will be designed to achieve Leadership in Energy and Environmental Design (LEED) certification or higher by the United States Green Building Council (USGBC) under the LEED for Schools rating system.



**Figure 4: South Elevation** 

In addition to the outdoor active and recreational spaces, the support spaces such as the cafeteria, instructional media center, and gymnasium will be available to the community for use during non-school hours, while the remainder of the building will be secured.



## Figure 5: North Elevation

The character of the new building will be compatible with the old building, with interior spaces flowing seamlessly between them at the first and second floors. The pedestrian connections mediate the elevation differences between the parking area (332') and bus loop (338') while providing ADA access to the main entrance.



**Figure 6: Southwest View** 

Luxmanor Elementary School's hours are from 9:00 a.m. to 3:25 p.m. during the school year. During the summer break and winter holidays only administrative staff is present. The school will be available for public use under the Montgomery County Use of Public Facilities Program. No phasing of construction is planned.

The proposed project includes the following pedestrian and bicycle facilities:

- 1. The internal circulation separates pedestrian and vehicular movements.
- 2. Lead-in sidewalks from Tilden Lane.
- 3. ADA-compliant handicap ramps for the sidewalk across entrances on Tilden Lane.
- 4. Handicapped parking spaces in the parking areas with delineated ADA accessible paths to the front entrance.
- 5. Internal ADA-compliant and marked pedestrian crosswalks and handicap ramps or at-grade sidewalk crossing on the site.
- 6. Four bike racks at the northern end of the parent drop-off/pick-up loop and additional bike racks near the recreation fields.

## ANALYSIS

## **Conformance to Development Standards**

The property is zoned R-200. The proposed project was analyzed for conformance with the applicable development standards as shown in Table 1 below.

Development Standards	Required	Provided		
Minimum Tract Area:	20,000 sq. ft.	281,398 sq. ft. (6.46		
(59-4.4.7 Residential – 200 Zone)		ac.)		
Maximum Lot Coverage	25%	28%		
Minimum Principle Building Setbacks				
Front Setback	40'	116'		
Side Setback	12'	44'		
Rear Setback	30'	31'		
Maximum Building Height	50'	46.8'		
Parking	N/A	85 teachers and visitors including 6 ADA parking spaces		

## Table 1: Applicable Development Standards – R-200 Zone

## **Master Plan**

The proposed modernization of Luxmanor Elementary School is located within the 1992 *North Bethesda-Garrett Park Master Plan*. The master plan identifies the Luxmanor Elementary School as an existing community facility within the plan area and identifies the following objectives for community facilities:

- Provide for services and facilities that meet the present and future needs of the community.
- Provide green spaces in appropriate locations.
- Broaden the range of facilities to meet the demands of a varied population, including the handicapped.

The Master Plan recommendation for public schools is to "assure that safe pedestrian access is provided to all school facilities." (Page 228.) MCPS will restripe the existing crosswalks located across the three vehicular entrances from Tilden Lane to help provide safe pedestrian access to Luxmanor Elementary School.

## **Neighborhood Compatibility**

The proposed development, including its size, shape, scale, height, arrangement and design of structure, is compatible with the surrounding neighborhood and properties. The portions of the site that are adjacent to residential development have landscaped buffers, and the proposed structures meet all setback and height requirements of the R-200 Zone. The building is setback over 100 feet from Tilden Lane, and over 40 feet from the side.

## Parks Issues

Luxmanor Elementary School was developed in conjunction with Luxmanor Local Park and uses the playing fields during school hours. No disturbance is proposed on Park property. The Applicant met with M-NCPPC Parks Department Staff and have worked to address their concerns about ADA access to the playing fields and tree impacts due to the proposed construction. A memo is attached from Parks Department Staff outlining their comments (Attachment 4).

## Transportation

## School Location and Vehicular Access

Luxmanor Elementary School is located at north side of Tilden Lane, just east of the intersection with Danville Drive/Marcliff Road. The three vehicle access points from Tilden Lane will remain unchanged, but the internal circulation will be reconfigured to separate the parent drop-off/pick-up and bus loop. The eastern-most and middle curb cuts will provide bus loop access and circulation, while the western curb cut will provide access and circulation for parent drop-off/pick-up. All three curb cuts will provide access to on-site parking spaces.

## Master-Planned Roadways and Bikeways

Tilden Lane is recommended as a two-lane, primary residential street, P-7, with a 70-foot wide right-ofway and a Class II bikeway. Bike lanes, BL-24, are recommended in the 2005 Countywide Bikeways Functional Master Plan. A striped bikeway or conventional bike lane is recommended in the current Bikeways Master Plan update. Tilden Lane along the school frontage has a 60-foot to 70-foot right-ofway.

## Public Transit Service

There is no transit service along Tilden Lane or other nearby streets near the subject school site. The closest transit service is available approximately 1,800 to the east and 2,500 feet to the south along Old Georgetown Road or Tuckerman Lane, respectively.

## Pedestrian and Bicycle Facilities

The existing sidewalks are as follows:

- Along Tilden Lane, four-foot-wide sidewalks with no green panels exist on both sides except where the sidewalk is seven-foot-wide with no green panel between the middle and easternmost curb cuts.
- Along nearby Danville Drive, the sidewalks are four-foot-wide with no green panel exists on both sides.
- Along nearby Marcliff Road, the sidewalks are four-foot-wide with a 5.5-foot-wide green panel on both sides.

MCPS should upgrade the substandard sidewalk along school frontage of Tilden Lane, a residential primary street, in accordance with Road Code Standard MC-2003.09, to have at least a 5-foot-wide

sidewalk and a tree panel between the sidewalk and curb. MCPS should work with MCDOT for the specific road cross-sectional elements. In addition, MCPS should work with MCDOT regarding their Pedestrian Safety Initiative to improve the nearby off-site sidewalks.

MCPS proposed the following pedestrian and bicycle improvements:

- Upgrade the lead-in sidewalks from Tilden Lane and internal pedestrian connections, but not along the Tilden Lane frontage.
- Provide four bike racks at the northern end of the parent drop-off/pick-up loop. Additional bike racks are recommended near the recreation fields.

For 2016-2020 Subdivision Staging Policy (SSP), bikeways improvements are required if the school generated 50 or more bicycle trips and within a quarter mile of an educational institute that have a Level of Traffic Stress/Stress Tolerance Level (LTS) worse than LTS-2 or "low". According the Bicycle Stress Map, the stress level for bicyclists is "moderate low" along Tilden Lane between Parkedge Drive and west of Old Georgetown Road (MD 187)/Town Road. The stress level is "low" along nearby Danville Drive and Marcliff Road. Thus, MCPS should work with MCDOT regarding their bicycle infrastructure improvements to improve the off-site bicycle impact for cyclists along the nearby substandard (higher than "low") bikeway segments along Tilden Lane.

## Local Area Transportation Review

The table below shows the additional trips generated by the expanded school within the weekday morning peak period, 6:30 to 9:30 a.m. and the afternoon dismissal peak hour of the schools, 2:30 to 3:30 p.m.

	Number of Students	Peak Hour Vehicle Trips				
		Morning		Afternoon		
		Vehicle	Person	Vehicle	Person	
Proposed School	745	598	786	251	329	
Existing School	467	375	493	157	206	
Additional	278	223	293	94	123	
Trips	Auto Driver		183		77	
	Auto Passenger		57		24	
	Transit*		28		12	
	Pedestrian & Bike*		26		11	

The use and occupancy permit for the existing school was issued more than 12 years ago for at least 75 percent of the originally approved development. Thus, the current trips generated by the existing school are considered existing traffic on the road network in accordance with the SSP. Only the additional peak-hour trips are considered for the LATR test purposes rather than the total existing and additional number of peak-hour trips.

Under the SSP, a traffic study was required because the number of morning or afternoon additional person trips exceed the new standard of 50 or more trips within the weekday peak hours. As indicated with an asterisk in the table above, the number of additional transit, pedestrian, and bike trips each are fewer than the 50-trip standard in the morning peak-hours. Thus, no transit, pedestrian, or bicycle analyses were required.

Based on the traffic study results, the Highway Capacity Manual's (HCM) average intersection delay at the studied intersections are shown in the table below for the following traffic conditions:

- 1. <u>Existing</u>: 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 school expansion to a core capacity of 745 students.

	Traffic Condition					
Studied Intersection	Existing		Background		Total	
	AM	PM	AM	PM	AM	PM
Old Georgetown Road & Tilden Lane-Nicholson Lane	30.5	23.8	47.3	32.8	54.9	34.3
Tuckerman Lane & Marcliff Road	7.4	2.1	57.3	5.0	65.3	5.3
Tilden Lane & Danville Drive-Marcliff Road	9.5	8.4	37.6	10.6	50.2	10.8
Old Stage Road & Tilden Lane	8.4	7.7	10.1	8.3	10.4	8.3

For informational purposes, the LATR transit, pedestrian, or bicycle tests are as follows:

- For a transit impact with fewer than 50 peak-hour transit trips, the SSP does not requires an inventory of the bus routes within 1,000 feet of site. However, the nearest bus stop is over 1,800 feet (as discussed in the Public Transit Service section above) and, thus, no transit analysis is needed. If there was a bus stop within 1,000 feet, the peak load (transit ridership on the peak hour buses stopping at a stop) must be better than a Level of Service (LOS) of D. If LOS of D or worse, transit capacity would have to be increased.
- For a bicycle impact with fewer than 50 peak-hour transit trips, the SSP does not require improvements of the bikeway within a quarter mile of an educational institute that have a Level of Traffic Stress/Stress Tolerance Level (LTS) worse than LTS-2 or "low". If required, the LTS bikeway on Tilden Lane is moderate high or moderate low on nearby segments. MCPS would work with the MCDOT bikeway coordinator to improve the nearby substandard bikeway segments.
- For a pedestrian impact with fewer than 50 peak-hour transit trips, the SSP does not require improvement of sidewalks within 500 feet from the site boundary that is worse than LOS of D. If required to accommodate the students walking to the school site, MCPS could work with the MCDOT's Pedestrian Safety Initiative to upgrade or construct missing nearby off-site sidewalk connections. The off-site pedestrian circulation improvements could be funded through the established MCDOT CIP project No. 506747 – Annual Sidewalk Program or project No. P509036 – Transportation Improvements for Schools.

## Policy Area Review

Under the SSP, the development impact tax is not required for public schools.

#### **Environmental Analysis**

#### **Environmental Guidelines**

Staff approved a Natural Resource Inventory/Forest Stand Delineation (NRI/FSD No. 420072760) for the school site on July 12, 2007. The Subject Property has a stream on M-NCPPC property, with an associated stream valley buffer and floodplain. A stream valley buffer from an off-site stream also extends onto the Subject Property from the adjacent property to the west. The stream valley buffers are forested and in Category I Conservation Easements on MCPS property. The stream valley buffers are partially forested on M-NCPPC property. No new development or disturbance is proposed in the stream valley buffers. There are 3.57 acres of forest on the Subject Property. The proposed project is in compliance with the Environmental Guidelines.

#### Forest Conservation

Forest conservation issues are covered in a separate regulatory memo to the Planning Board. In summary, this Property is subject to the Montgomery County Forest Conservation Law (Chapter 22A of the County Code) and has a Final Forest Conservation Plan that was previously approved under MR2007203. The Amended Final Forest Conservation Plan proposes to remove 0.10 acres of Category I Forest Conservation Easement and mitigate for the loss of easement and associated forest off-site at a 2:1 ratio.

#### Stormwater Management

The Montgomery County Department of Permitting Services (DPS) approved a stormwater management concept plan on February 6, 2018 (Attachment 3). The stormwater management concept includes 27 microbioretention facilities. Structural facilities are provided to attenuate the 10-year storm event due to the limited capacity of the surrounding public drain system.

#### **Community Notification**

MCPS has coordinated with parents, neighbors, and school staff since 2014 on the proposed project. On April 19, 2018, Staff sent out notifications regarding the Mandatory Referral plan review and scheduled Planning Board date.

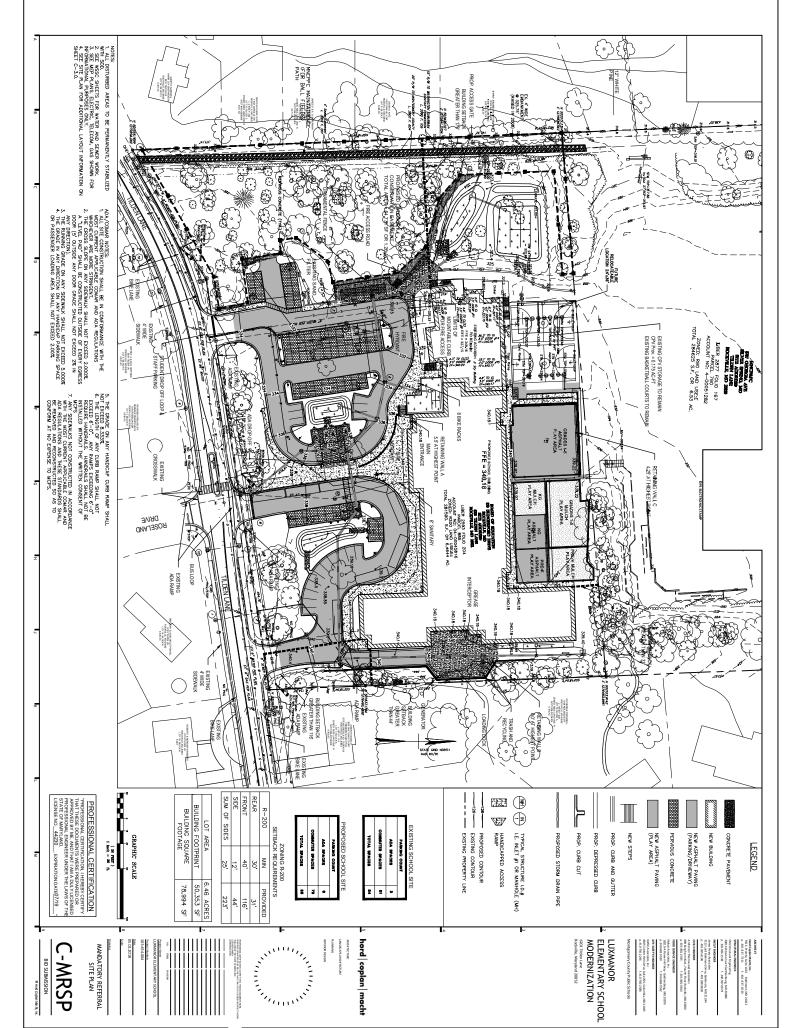
## CONCLUSION

Staff supports the proposal to allow for increased capacity and modernization by constructing a new school building, bus loop, staff/student drop off loop, loading dock, three asphalt play areas, two mulch play areas, concrete sidewalks, and a concrete extension for fire access, and recommends approval to transmit comments to MCPS.

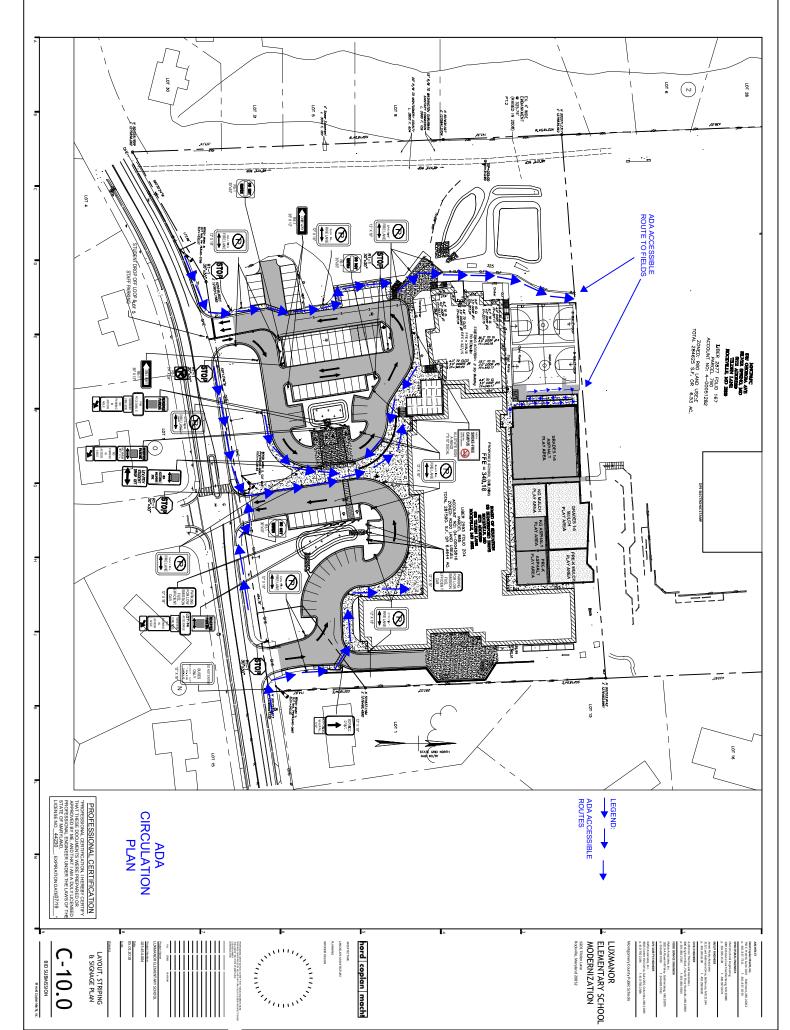
#### Attachments

- 1. Site plan
- 2. Circulation plan
- 3. DPS stormwater management concept plan approval letter
- 4. Memo from Montgomery County Department of Parks

## Attachment 1



## Attachment 2





Isiah Leggett County Executive Diane R. Schwartz Jones Director

February 6, 2018

Mr. W. Josh Poulin, P.E. A. Morton Thomas and Associates, Inc. 800 King Farm Boulevard, 4<sup>th</sup> Floor Rockville, Maryland 20850

Re:

COMBINED STORMWATER MANAGEMENT CONCEPT/SITE DEVELOPMENT STORMWATER MANAGEMENT PLAN for Luxmanor Elementary School Modernization Preliminary Plan #: N/A SM File #: 283272 Tract Size/Zone: 6.46 acres/R-200 Total Concept Area: 6.46 acres Lots/Block: N/A Parcel(s): P885 Watershed: Cabin John Creek

Dear Mr. Poulin:

Based on a review by the Department of Permitting Services Review Staff, the stormwater management concept for the above-mentioned site is **acceptable**. The stormwater management concept proposes to meet required stormwater management goals via a combination of permeable pavement, micro bioretention, infiltration, bioretention and underground storage.

The following items will need to be addressed during the detailed sediment control/stormwater management plan stage:

- 1. A detailed review of the stormwater management computations will occur at the time of detailed plan review.
- 2. The bioretention structure and the micro bioretention structures must meet the Montgomery County drainage area requirements.

This list may not be all-inclusive and may change based on available information at the time.

This letter must appear on the sediment control/stormwater management plan at its initial submittal. The concept approval is based on all stormwater management structures being located outside of the Public Utility Easement, the Public Improvement Easement, and the Public Right of Way unless specifically approved on the concept plan. Any divergence from the information provided to this office; or additional information received during the development process; or a change in an applicable Executive Regulation may constitute grounds to rescind or amend any approval actions taken, and to reevaluate the site for additional or amended stormwater management requirements. If there are subsequent additions or modifications to the development, a separate concept request shall be required.



255 Rockville Pike, 2<sup>nd</sup> Floor, Rockville, Maryland 20850 | 240-777-0311 www.montgomerycountymd.gov/permittingservices Mr. W, Josh Poulan, P.E. February 6, 2018 Page 2 of 2

If you have any questions regarding these actions, please feel free to contact Leo Galanko at 240-777-6242.

Sincerely, 1 Mark C. Etheridge, Manager Water Resources Section Division of Land Development Services

MCE: Img

cc: N. Braunstein SM File # 283272

ESD: Required/Provided 19,635 cf / 22,599 cf PE: Target/Achieved: 1.80"/2.07" STRUCTURAL: 3,377cf WAIVED: 0 ac.



MONTGOMERY COUNTY DEPARTMENT OF PARKS

THE MARYLAND-NATIONAL CAPITAL PARK AND PLANNING COMMISSION

May 22, 2018

TO:	Amy Lindsey, Planner Coordinator, Montgomery County Planning Department Area 2
FROM:	Dominic Quattrocchi, AICP, Planner Coordinator, Park Planning and Stewardship Division
SUBJECT:	Mandatory Referral for Luxmanor Elementary School Modernization (MR2018022)

Comments from the Department of Parks are as followed:

## Permitted Fields Disruption Notification and Planning

The Mandatory Referral Application states in Section i) of the submitted description for Luxmanor Elementary School modernization: "No interruption will occur to the play fields during construction." This statement should be modified to correctly state that the anticipated school construction will result in closure of the Luxmanor Local Park fields for permitted usage during school construction phases.

The Dept of Parks needs scheduling information to determine when permitted fields at Luxmanor Local Park need to be taken off line for purposes of permitted play. M-NCPPC will need to coordinate with Community Use of Public Facilities (CUPF) to provide minimal service delivery disruption. It is currently the understanding of Parks that MCPS is requesting field closure from 15AUG2018 til January 2020.

## Park Trees

The Department of Parks request as a condition of approval that a M-NCPPC Urban Forester must be onsite during the construction process for purposes of coordinating LOD adjustments and tree save recommendations to minimize impacts to existing Park trees. Specific issues include

- M-NCPPC Urban Forester to be onsite for the playground demolition to ensure the play equipment is removed in a way that does not unnecessarily disturb tree roots.
- Heavy duty mulch mat to be used instead of root aeration matting to protect tree roots during construction.
- Trees bordering the playground to be mulched with 4" of aged woodchips to improve the tree health and slow the erosion of the slope.



Transition area between MCPS and M-NCPPC Property

# ADA

MCPS shall coordinate with M-NCPPC Dept of Parks to provide an exterior ADA compliant walkway as well as appropriate signage from accessible parking spaces to the playing field at Luxmanor Local Park. A walkway shall be constructed to and including a new concrete players bench area for the softball field nearest the school and a wheelchair accessible viewing area for the rectangular overlay. Parks is willing to contribute \$35,000 towards improvements within the Park from the FY19 ADA-Local budget. All ADA work connecting to and in Luxmanor Local Park is subject to M-NCPPC review. All work within park boundaries requires a Park permit and shall be constructed to Park standards.

# Community Use of Luxmanor Local Park during School Construction

MCPS to provide mulch access improvement and signage along existing 10 right of way path along the school's western property boundary connection Tilden Lane to Luxmanor Local Park. Community use of the Park, except for permitted field play, is to continue during school construction.

# Access to Park During Construction

Access to maintain and police Park Property during construction needs to be reasonable accommodated by MCPS. Parks staff and Construction Manager shall coordinate to allow occassional trailer and equipment access to maintains fields and Park property.

MCPS and Dept. of Parks shall coordinate and plan for the expected increased use of Luxmanor Local Park. Topic to include:

- General Improvement between school and M-NCPPC boundary, including areas of active erosion
- Improvements to poor visual connectivity to Luxmanor Local Park from Tilden Lane
- Significant increase in student enrollment expected and associated increase for Park maintenance
- Provision of a water hookup from Luxmanor ES to facilitate irrigation of the playing fields in Luxmanor Local Park

## Storm Water Management

The Dept of Parks is requesting \$40,000 to the FY19 PLAR budget for storm inlet replacements at Luxmanor Local Park for two inlets- one behind a baseball diamond, the other at the end of a grassy slope. which makes sense timing-wise with the school construction planned to be completed by January 2020.

cc:

Partrick Bulter Hyojung Garland Jeff Devlin Bob Green Dean Turnbull Matt Harper Jerome Harris Kevin May Mark Wallis Andy Frank Eugene Rose Jennifer Bruneau