Sugarloaf Elementary School

SP-13-09, AP #14431, FRO #14436, APFO #14433, SWM #14432

Site Development Plan Approval

The Applicant is requesting Site Development Plan approval for a 725-student capacity, 2-story elementary school (95,355 sf gross floor area) on a 12-acre lot.

ADDRESS/LOCATION: South side of Stone Barn Drive; west side of Urbana Pike near its intersection with Lew Wallace Street; adjacent to Urbana Community Park in Urbana

TAX MAP/PARCEL: Tax Map 96, Parcel 267, Outlot B

COMP. PLAN: Office/Research/Industrial (ORI)

ZONING: Mixed Use Development (MXD)

PLANNING REGION: Urbana

WATER/SEWER: W-4/S-4

APPLICANT/REPRESENTATIVES:

APPLICANT: Board of Education of Frederick County

OWNER: Board of Education of Frederick County

ENGINEER/PLANNER: Adtek Engineers, Inc.; Grimm+Parker Architects

STAFF: Denis Superczynski

RECOMMENDATION: Conditional Approval

ATTACHMENTS:
Exhibit 1 - Site Plan Rendering
Exhibit 2 – Landscaping, Lighting, and Loading Modification Requests
Exhibit 3 – APFO LOU
The Applicant is requesting Site Development Plan Approval for a 2-story, 725-student elementary school, and associated playing fields to be constructed on a previously subdivided 12-acre parcel (Tax ID 07-590133) located in the southeastern corner of the Urbana Town Center Employment District MXD. The proposed use is being reviewed as a “Public school” under the heading of Governmental and Nongovernmental Utilities, per Section 1-19-5.310 (Use Table) of the Zoning Ordinance. The proposed use is a principal permitted use in the Mixed Use Development District subject to site development plan approval per Section 1-19-10.500.7 of the Zoning Ordinance.

The 2-story school building itself measures 95,355 sf (gross floor area) with a building footprint of 64,101 sf. The total impervious surface area on the site is nearly half (47%) of the total site area. In addition to 2.67 acres of parking and vehicular drive aisle for both cars and school buses, the Site includes multi-use playing fields, hard- and soft-surface outdoor areas for student use, and a hard-surfaced pathway connecting the school property with the adjacent Urbana Community Park property to the east. A 10,000 sf hard surface play area is provided on the east side of the school building that can be called into service as a pad for (6) temporary classroom units if needed in the future.

The proposed school building will face Stone Barn Drive with much of its parking, bus circulation, play areas, and recreational fields located to the rear of the structure. The proposed school will serve students in grades K-5 and will include a community recreational facility as part of the on-going joint effort to provide neighborhood recreational activities at FCPS school sites. Access for activities in the community recreational facility is provided on the southeastern corner of the school building.
Although the proposed school is primarily located on its own 12-acre parcel, approximately 2 acres of the proposed development activity occurs on the adjacent Urbana Community Park property (Tax Map 96, Parcel 226). The 2-acre area will be comprised of playing fields.

The proposed Sugarloaf Elementary School Site Development Plan is subject to both the standard site plan criteria as well as to the general development standards set forth in Section 1-19-10.500.9 (for the Mixed Use Development District) of the Zoning Ordinance.

BACKGROUND

Development History

The Sugarloaf Elementary School site received Preliminary Subdivision Plan approval as ‘Outlot B’ and was conveyed to the Board of Education in October 2013. This parcel was subdivided from the Urbana Town Center Employment Center (Northern) MXD, a Planned Development District. The MXD was originally approved in 2006 and later amended in 2012, and will include 610 dwelling units and up to 2 million square feet of office space on land located between MD 355 and I-270 (south of Park Mills Road). Conveyance of the school parcel by Natelli Communities was not a condition of the MXD approval but was completed to resolve the need of FCPS to locate a suitable site for an Urbana area elementary school that would serve both existing and planned development in the area.

The residential portion of the MXD received Combined Preliminary Subdivision Plan/Site Development Plan approval in 2013, while the employment section (generally south and west of Stone Barn Drive) received only Preliminary Subdivision Plan approval that same year.

Figure 1 - View (toward southwest) of the Sugarloaf Elementary School site from the adjacent Urbana Community Park. Approximately 60% of the site is located beyond the distant line of trees.
The proposed school site, at just over 12 acres in size (see Figure 1), is slightly smaller than the 15-acre size preferred by the Board of Education. The adjacency of the County park allows for small portions of the playing fields to be placed on the Urbana Community Park parcel. Seven employment sites located west of the school parcel also maintain frontage along I-270 and gain access, directly and indirectly, from Stone Barn Drive – the primary loop road serving the MXD.

Existing Site Characteristics
The proposed school site is currently vacant but has been in active cultivation for at least the past 65 years. The Site is bifurcated by a slight depression that includes a vegetated field break and drainage path leading off-site onto the adjacent park land (see Figure 1). There is a 20-ft difference in elevation across the Site with the highest point being the area occupied by the bus access drive and the lowest point being that area on the southeastern edge of the site currently identified as a forested wetland. The low areas will remain undeveloped after completion of the school project.

Surrounding land uses are as follows:

North: Fallow agricultural fields (zoned, ‘MXD’); the Urbana District Park is located on the east side of MD 355, north of the MXD site
East: Urbana Community Park (adjacent); further east are a power substation, the Urbana Volunteer Fire company, and Urbana Elementary School (a mix of R1, VC, and MX zoning)
South: The I-270 corridor; the west side of I-270 is dominated by low density residential properties zoned ‘A’, Agricultural.
West: The approved preliminary subdivision and site plan for the Urbana Town Center Employment District MXD identifies office uses in the areas west of the school site while medium density residential uses will predominate west and north of the school on the opposite side of Stone Barn Drive

**ANALYSIS**

**Summary of Development Standards, Findings, and Conclusions**

The site of this proposed Sugarloaf Elementary School is located in the Mixed Use Development, MXD zoning district and must comply with the general Site Plan Review criteria in Section 1-19-3.300.4 as well as the general development standards set forth in Section 1-19-10.500.9 of the Zoning Ordinance.

Key issues related to the proposed Site Plan include:
- Building orientation, massing, and general architectural design
- Establishment of a street façade that addresses Stone Barn Drive
- Maximizing the efficiency and clarity of the internal circulation on the site to accommodate school bus movements as well as the queuing of private cars dropping off and picking up students at the school
- Maintaining a safe and convenient pedestrian environment with particular emphasis on student walkers
- Managing driveway access from this site onto the public street network
- Accommodating playing fields and recreational areas as required by FCPC’s school facility program

Staff worked with the Applicant to minimize circulation conflicts – with a particular focus on student and pedestrian safety during peak arrival and departure times. The Applicant presented a site plan that places the front of the school close to – and facing - the public street thus setting the stage for a more urban street section than has been typical in recent large scale developments in Frederick County. The siting and orientation of this two-level school structure facilitates pedestrian access to the site, serves also to maximize solar gain in the winter months, diminish the impact from sounds emanating from I-270, and separates the school bus access from the private automobile access to the school site.

While the ideal school site might have placed the facility in the center of the MXD development, the location of this site certainly provides ready access to many existing and future residents of the area, including those who will occupy the 610 homes being developed directly across Stone Barn Drive. Quick and direct access to Urbana Pike and the Villages of Urbana PUD, as well as proximity to two Urbana-area county parks, will allow the proposed facility to fulfill its mission as a neighborhood school as well as a local community parks and recreation center.

**Detailed Analysis of Findings and Conclusions**

Site Development Plan Approval shall be based upon the criteria found in Section 1-19-3.300.4 Site Plan Review Approval Criteria of the Frederick County Zoning Ordinance.

**Site Development, Section 1-19-3.300.4 (A):** Existing and anticipated surrounding land uses have been adequately considered in the design of the development and negative impacts have been minimized through such means as building placement or scale, landscaping, or screening, and an evaluation of lighting.
Findings/Conclusions

1. **Dimensional Requirements/Setbacks and Height, Section 1-19-10.500.7(F)(2):** In the Mixed Use Development Zoning District, setback requirements, lot dimension requirements, and maximum height limitations for the proposed uses are “…established by the Planning Commission at Phase II consistent with the general development standards as provided in Section 1-19-10.500.9. reflecting the proposed development pattern and land use within the Phase I project…”.

The Applicant proposes the following building height and setbacks:

- Maximum Building Height proposed is 32 feet.
- Front Setback: 40-ft.
- Side Setback: 20-ft.
- Rear Setback: 30-ft. (adjacent to I-270)

A 50 ft.-wide Reservation for Future Transportation Improvements effectively creates a 50-ft. BRL along this same boundary, however no permanent structures (other than a short retaining wall) are proposed within 200 feet of the rear boundary line. The Applicant must change the Rear Setback note on the Site Plan cover sheet to reflect the 50-ft. effective setback (includes the I-270 reservation).

The design and layout of the school structure and its associated outdoor use areas provides for ample space between side and rear property boundaries. The proposed building as shown on the Site Development Plan meets the minimum setbacks as requested, with the building setback 48’ from the front property line, approximately 238’ from the eastern property line, 60’ from the northern property line and approximately 257’ from the southern property line. The existence of the I-270 corridor in such close proximity to the school forces the building closer to Stone Barn Drive. The front yard setback is entirely appropriate as proposed allowing a front entrance to the school to face a public street without an intervening driveway, parking lot, or bus lane blocking direct access by pedestrians.

Staff believes all dimensional standards to have been satisfied and would recommend that the Planning Commission approve the setbacks and height restrictions as shown on the Site Development Plan.

2. **Signage, Section 1-19-6.300:** Signage proposed must comply with Zoning Ordinance Sections 1-19-6.300 through 1-19-6.340. The proposed signage plan identifies and distributes site signage based upon the following calculation provided by Staff:

- Maximum Signage Area Permitted (Schools): **32 sq. ft.**
- Signage Area identified on Site plan: **28.67 sq. ft.** (each side of free-standing sign)

Additional directional signage is provided throughout the site to facilitate separation of vehicular traffic (parking vs. drop-off/pick-up) and to direct drivers to appropriate parking areas within the site. Per Zoning Ordinance section 1-19-6.310(J) on-site directional signage is not included in the maximum sign size. It is not clear from the Site Development Plan whether additional signage is contemplated for the building itself. Staff recommends that the Applicant address applied letter signage for the front entrance (as shown on elevations) and the community recreation center entrance as this use may require additional visual guidance for visitors to the site.

The signage information provided in the Site Development Plan application demonstrates that the Applicant will meet the requirements of the Zoning Ordinance for signs in the MXD Zoning.
3. **Landscaping, Section 1-19-6.400**: The Applicant has submitted a landscape plan in accordance with Zoning Ordinance Section 1-19-6.400. Landscaped screening of parking areas is generally sufficient as shown. However, an additional number of screening shrubs should be planted along the front of the parking bay facing Fingerboard Road in order to accomplish a continuous visual screen. Given the south-facing orientation of this frontage, the shade created by the proposed street trees will be unlikely to diminish the growth of the vegetative screen. Section 1-19-6.400(C) requires that the plantings be capable of providing a minimum 30-inch high vegetative screen at the time of planting. The planting table (Plant List) provided on Sheet 3 indicates that the Inkberry may not meet this initial requirement.

The Applicant is seeking relief from the requirement to plant one street tree per 35 feet of road frontage, as requested in the landscaping modification request submitted as Exhibit 2. A total of seventeen (17) street trees is required per the Ordinance requirements and the Applicant is instead proposing to plant eleven (11) Fruitless Sweet Gum, Willow Oak, and Japanese Pagoda trees. While Staff would prefer to see additional trees along this frontage, the proposed bioretention areas limit the planting area available for street trees along the roadway. An ample number of trees is proposed to be planted throughout the site and will mitigate for the reduction along Stone Barn Drive. Staff recommends the use of native species for street tree plantings and, in this regard, the proposed Japanese Pagoda trees should be substituted with an alternative species chosen from the *List of Native Overstory Trees in Frederick County*. The Japanese Pagoda Tree is not likely to grow to its full potential as a street tree in these conditions, instead reaching a maximum height of 30-35 feet while obscuring the façade of the school building. A native species with a taller and fuller growing habit is recommended for this location. Staff recommends approval of the landscape plan modification request submitted by the Applicant.

As required in Section 1-196.400(C)(1-2), on-site parking areas are generally screened effectively from the view of public streets and from nearby residential uses. A segment of Parking Lot 3 that fronts on Stone Barn Drive (approximately 90 feet in length) is not landscaped sufficiently to provide a four-season visual screen. Staff recommends the inclusion of additional evergreen shrubs – or other structural/vegetative device - to provide some screening from the street. The Applicant has provided a chart which demonstrates that trees planted in and around the parking areas will provide ample canopy cover at maturity, exceeding the required 20% canopy cover standard in Section 1-196.400(D)(2). School bus circulation areas were not included in the canopy cover calculations.

4. **Lighting, Section 1-19-6.500**: The Applicant has provided a lighting plan in accordance with Zoning Ordinance Section 1-19-6.500. Multiple pole-mounted lamps are provided on site as shown on the lighting plan. The plan meets the standards in the Zoning Ordinance with the exception of the 20-foot tall pole-mounted lights. The Applicant has requested a modification of the 14-foot maximum lighting height for uses in the MXD district as provided in Section 1-19-6.500(G) (Exhibit 2).

**Conditions**: The Applicant is seeking a modification of the lighting pole height requirement to permit a 20-ft. tall pole light height. Staff has no objection to this minor change for lighting fixtures internal to the site. Pole lighting along the northern edge of the Site should maintain the 14-ft height standard.
Staff recommends that the Planning Commission require replacement of the Japanese Pagoda Trees identified on the Landscape Plan as street trees along Stone Barn Drive with a more appropriate native tree chosen from the List of Native Overstory Trees in Frederick County. Additionally, the Applicant must provide a fuller vegetative screen along the northern edge of Parking Lot 3 or provide justification to the Planning Commission as to why this area should not be screened. Generally, Staff feels that the alternative landscape plan is well-suited to the school site.

**Transportation and Parking, Section 1-19-3.300.4 (B):** The transportation system and parking areas are adequate to serve the proposed use in addition to existing uses by providing safe and efficient circulation, and design consideration that maximizes connections with surrounding land uses and accommodates public transit facilities. Evaluation factors include: on-street parking impacts, off-street parking and loading design, access location and design, vehicular, bicycle, and pedestrian circulation and safety, and existing or planned transit facilities.

**Findings/Conclusions**

1. **Access/Circulation:** The Applicant proposes a split vehicular access design for the school site in order to effectively separate school bus traffic from those automobiles entering the school property to park or to pick-up/drop-off a student. Staff and the applicant evaluated various layouts to ensure that the access and circulation pattern minimizes conflict and aids traffic flow to and within the site. All drive aisles are sufficiently wide to provide for emergency vehicle access as well as allowing for shared use of the paved surfaces. Staff met with FCPS officials, law enforcement officials, and the Applicant’s design and engineering team to discuss the issue of vehicle stacking on local roadways as parents seek to drop-off or pick-up their students at local schools in the County. At peak times (beginning and end of school day) the vehicle queues at some area schools have created traffic concerns for neighborhood residents and other users of our street network. While one approach to the problem is to provide significant on-site queuing aisles so that all or most cars may wait on-site, it is understood by all that this requires an unreasonable amount of hard-surfaced pavement that must be addressed in terms of construction cost, on-going maintenance, site functionality and stormwater management. Ignoring the behavioral tendency of many parents to drive their children to school when other transportation options (school bus, walking, bicycling) are available is not a realistic option. The compromise reached at this site acknowledges that school officials, law enforcement officials, and planners must work with parents to modify their student transportation behavior while also accommodating to some degree the need to provide some on-site queuing of vehicles so that traffic and pedestrian safety can be maintained. The Site Plan incorporates a student drop-off/pick-up queuing loop on the eastern side of the school that provides space for approximately 20 vehicles. This loop incorporates a gated hard surface play area that during these peak times can be opened to allow an extension of the loop. Additionally, there is a 580-ft. long lane - unobstructed by parallel parking - that will purposefully serve as on-street capacity for waiting vehicles without blocking through traffic on Stone Barn Drive. The location of this elementary school in a walkable and bikeable neighborhood should ultimately diminish the demand for such queuing accommodations.

The school bus access to the site occurs on the building’s western side with the actual bus lanes and boarding areas located at the building’s rear, invisible from school’s frontage along Stone Barn Drive. Additional vehicle parking occurs in this area as well.

2. **Connectivity, Section 1-19-6.220 (F):** The Site, as planned, will be well connected to the local road network as well as to adjacent development. A shared internal access drive is
located on the western edge of the Site so as to provide maximum use of the land and to provide shared access to the adjoining lot. Stone Barn Drive itself is a loop road connecting to MD 355/Urbana Pike at two points and interconnecting to several internal streets within the MXD as well. The pedestrian network will be robust and will serve to efficiently and safely move students and visitors onto and off of the Site.

3. **Public Transit:** This site is not directly served by any current County or regional transit service. The I-270 Transitway, identified in the County’s Comprehensive Plan as a transit corridor following the right-of-way along Worthington Boulevard, would be located just to the north of this site. A 50-foot wide transportation reservation is provided on this Site Development Plan along the I-270 right-of-way, either for this potential future facility or the widening of I-270.

4. **Vehicle Parking and Loading, Section 1-19-6.200 through 1-19-6.220:** Pursuant to Section 1-19-6.220 of the Zoning Ordinance, parking space requirements for the proposed land use are as follows:

   **Public School**
   - **Parking Required:** 166 spaces (2 spaces per classroom plus 1 space per 8 assembly seats)
   - **Parking Provided:** 166 spaces (includes 41 classrooms, 6 portable classrooms, and assembly seating capacity for 575 persons)
   - **Parking Distribution:** Visitor Lot (71 spaces); Staff Lot (70 spaces); After Hours (25 spaces)
   - Additional parking opportunities will be accommodated with on-street spaces and the Urbana Community Park public lot north of the school site.

   **Loading Space Requirement:** 7 large spaces or 2 small and 5 large spaces required; 1 large space provided.

   In the parking tabulation chart on the cover sheet, FCPS has described that deliveries are by step vans only (no tractor trailers). The Applicant has requested a modification of standards in Section 1-19-6.210 to allow for 1 large loading space instead of the required 7 large spaces which are not needed for the proposed public school use.

5. **Bicycle Parking:** The Zoning Ordinance (Section 1-19.6.220(H) requires bicycle parking to be provided for buildings 5,000 s.f. in size or greater. Each school use (grades K-8) requires the provision of one bicycle rack per classroom. Each rack must accommodate two parked bicycles. The Applicant is providing bike racks in two locations providing bicycle parking for 11 bicycles at each location. There are 41 classrooms planned for this school which would require parking for 82 bicycles. The bike racks shown are generally located in well-illuminated, hard-surfaced areas within close proximity to front entrances. Staff finds the number of bike racks provided to be insufficient for this proposed use. Although the Planning Commission may reduce the required bicycle parking, Staff recommends that due to the proposed use and its location in a bicycle-friendly neighborhood environment, that a minimum of an additional 32 bicycle parking spaces be provided near the main entrance to the school (2/3 of the required number). Demonstration by the Applicant that the designated bicycle parking areas can meet the standards established in the County’s Bicycle Parking Design Guide (2010).

6. **Pedestrian Circulation and Safety, Section 1-19-6.220:** Pedestrian access to and from the site is accommodated primarily via the sidewalk connections emanating from the northern (Stone Barn Drive) edges of the site and connecting to the surrounding Urbana neighborhoods. Crosswalks are provided at logical locations that will enhance the safety and convenience of the network for pedestrians in the vicinity. A proposed pathway linking the
school lot to the playing fields on the southern edge of the community park will provide an alternative access for pedestrians visiting the school property.

**Conditions:** The Applicant must at a minimum provide an additional 32 bicycle parking spaces. A request to modify the loading space standard has been submitted by the Applicant based on the actual delivery policies and practices of FCPS.

**Public Utilities, Section 1-19-3.300.4(C):** Where the proposed development will be served by publicly owned community water and sewer, the facilities shall be adequate to serve the proposed development.

**Findings/Conclusions**

1. **Public Water and Sewer Service:** The site is to be served by public water and sewer and is classified W-4/S-4.

**Natural Features, Section 1-19-3.300.4(D):** Natural features of the site have been evaluated and to the greatest extent practical maintained in a natural state and incorporated into the design of the development. Evaluation factors include topography, vegetation, sensitive resources, and natural hazards.

**Findings/Conclusions**

1. **Topography:** The school site is currently bifurcated by a slight depression and a difference in elevation (northwest to southeast) of approximately 22 feet. The proposed Site Plan will maintain the general grade of the existing lot, but will install retaining walls along the southern and eastern edges of the developed area in order to maximize the usable space on the Site.

2. **Vegetation:** The Applicant is proposing an alternate landscape plan in accordance with Zoning Ordinance Section 1-19-6.400. The site is no longer in its pre-development vegetative state due to previous agricultural cultivation. Existing forested wetlands will be preserved along the southeastern edge of the site adjoining the Forest Retention areas protected through easement.

3. **Natural Hazards:** Based on available mapping, no flooding soils, or FEMA floodplain are located on the site. Wetlands are indicated in the area that will remain undisturbed after development of the Site.

**Common Areas, Section 1-19-3.300.4(E):** If the plan of development includes common areas and/or facilities, the Planning Commission as a condition of approval may review the ownership, use, and maintenance of such lands or property to ensure the preservation of such area, property, and facilities for their intended purposes.

**Findings/Conclusions**

1. **Proposed Common Area:** As a public school, the facility will serve the neighborhood and greater community as a gathering space. Several open areas surrounding the building are available for such purposes.
Other Applicable Regulations

MXD General Development Standards – Section 1-19-10.500.9:

(A)(1-4) - Site and Building Design: Standards for parking, loading, landscaping, lighting, setbacks, height, and block configuration are consistent with the standards for the MXD District. Given the mixed use character of the neighborhood in this MXD, the Applicant has provided a robust set of accommodations to serve travel to and from the school site by pedestrians, bicyclists, private vehicles, and service vehicles (buses and delivery trucks). The school site is located at a junction point where adjacent uses intersect, including planned office uses, medium density residential uses, and recreational uses both at the adjacent Urbana Community Park and the internal community recreational center that is part of the school project itself. Nearby pedestrian crosswalks, trail connections to the community park, and flexible on- and off-site parking availability conspire to create a good fit in this planned mixed use neighborhood.

(A)(6-8) – Architecture: The architecture of the building provides an excellent level of finish materials and constitutes a laudable approach to school facility design by incorporating a 2nd story. Materials planned for the structure will incorporate brick and stone elements reminiscent of local construction traditions. Several components of the proposed architecture directly address design for the human scale including artful articulation of the entrances and use of visually interesting overhangs and doorways at these locations. Windows are placed to maximize natural light inside of the structure while minimizing heat gain in the summer months and minimizing heat loss in the colder seasons.

(A)(9-11) – Building Orientation: The orientation of the building to Stone Barn Drive is likely the single most critically-important design decision that links the building to its neighborhood and built environment. Proximity of the school’s front door to the surrounding residential structures provides a direct functional connection to the street front and establishes a welcoming architectural gesture signaling that this is a public building for the use of the community. Although service areas are partially visible from the street front, the primary building facades are oriented toward students, parents, and visitors.

(A)(12) – Service Functions: Service areas are generally located to minimize their visibility from public ways.

(A)(13) – Transit: A local transit option may be available in close proximity to the site within the next generation via the I-270 Transitway or other local transit services that may provide additional options for the growth area. The building’s orientation to Stone Barn Drive allows for convenient access to the front door of the school should future transit routes utilize this loop road servicing the MXD. The bus loop at the rear of the structure may also serve as a functional component of local transit service.

(A)(14-15) – Parking: Parking is provided only on the rear and sides of the building. Orientation is such that the overall span of parking area is visually minimized.

(A)(16-18) – Interconnected Transportation: Shared access to driveways, local streets, the pedestrian network being developed in the neighborhood, and on-street parking provide ample opportunities for connectivity of the transportation and parking network.
(A)(19) – *Noise Attenuation*: Not applicable. The proposed school is not a residential use.

(A)(20-21) – *Parks/Open Spaces*: The co-location of the Community Recreational Center at Sugarloaf Elementary School provides proximity and convenience to residents of this developing neighborhood as well as those visiting from other areas of Urbana and the region. The adjacent community park located east of the school site provides shared access to ball fields and open spaces valued by residents and employers.

(A)(21) – *Historic Preservation*: Not applicable.

(B)(1-2) – *Natural Features*: Addressed in standard development criteria discussed above.

(C)(1-5) – *Public Facilities*: Addressed in standard development criteria discussed above.

**Stormwater Management – Chapter 1-15.2**: Storm water management (SWM) shall be designed in accordance with the 2009 Maryland Storm Water Design Manual, including all revisions and all supplements. SWM concept/development plans must be submitted and reviewed by staff. A final SWM plan must be provided as part of the Improvement Plans submittal.

**APFO – Chapter 1-20:**

1. **Schools** – Schools are not impacted because the proposed development is a non-residential use.

2. **Water/Sewer** – The site is to be served by public water and sewer and is classified W-4/S-4.

3. **Roads** – As proposed in the traffic impact analysis, the Project will generate 326 am and 109 pm weekday peak hour driveway trips. The study area included Worthington Blvd. (MD 355) and Urbana Pike between Lew Wallace Street and MD 80. Intersection failures occurred at: Urbana Pike/MD 80, MD 355/Sugarloaf Parkway, and MD 355/Lew Wallace St. The applicant is therefore required to mitigate these road improvements that do not satisfy level of service standards per §1-20-31. In addition, the Developer is required to provide fair share contributions to existing escrow accounts per §1-20-12(H). These improvements and contributions are detailed in the attached Letter of Understanding (LOU).

   The APFO approval is valid for three (3) years from the date of Commission approval; therefore, the APFO approval expires on September 10, 2017.

**Forest Resource Ordinance (FRO) – Chapter 1-21**: The FRO requirements for this site were included in the overall FRO plan for the Urbana Town Center Employment District MXD, which was approved in 2013 and reapproved in 2014 (AP 13633 and AP 14257). FRO mitigation for this site and the Urbana Town Center Employment District MXD has been provided. Mitigation includes a recorded FRO easement (L.9790 F.213) along the eastern property line of the school site that encompasses a small wetland. FRO requirements for this project have been met.

**Historic Preservation – Chapter 1-23**: No adverse impacts to the historic resources are anticipated as a result of this development proposal.
### Summary of Agency Comments

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### RECOMMENDATION

Staff has no objection to Conditional Approval of the Site Development Plan subject to the conditions and modifications noted below. If the Planning Commission conditionally approves the Site Plan, the plan is valid for three (3) years, or until September 10, 2017.

Based upon the findings and conclusions as presented in the staff report, the application meets or will meet all applicable zoning, APFO, and FRO requirements once the following conditions are met:

1. Address all agency comments as the plan proceeds through to completion.

2. Prior to final signature approval of Site Development Plan list Liber and Folio for Outlot B Urbana Town Center on cover sheet under general notes.

3. Prior to final signature approval the following Planning Commission approved minimum setbacks shall be added to the Site Development Plan:

   - Front: 40 ft.
   - Side: 20 ft.
   - Rear: 50 ft.
4. The Applicant shall address signage required for the community recreational center entrance at the southeastern corner of the building as well as the applied letter signage illustrated on building’s front elevation.

5. The Applicant shall provide a more appropriate street tree species along the Stone Barn Drive frontage of the Site. A native species with a taller and fuller growth habit shall be substituted for the Japanese Pagoda Trees shown on the Landscape Plan with the distance between individual trees being no less than the diameter of the tree canopy at maturity under urban growth conditions except where bio-retention stormwater devices require greater spacing between individual planting locations. Substitute species shall be taken from the List of Native Overstory Trees in Frederick County.

6. Planning Commission approval of the alternate landscaping plan to allow a reduction in the number of street trees along the Stone Barn Drive frontage (598 feet) from the required (17) trees to the proposed (11) trees.

7. Planning Commission approval of the modification of the 14-foot maximum height for light poles - for uses in the MXD district - as provided in Section 1-19-6.500(G) to allow 20-ft tall pole mounted lights. A final set of photometric plans for the site shall be submitted with the final Site Development Plan signature set to verify that light levels at the property boundaries have not changed since the 3rd site plan submittal in July 2014.

8. Planning Commission approval of the modification of the required loading space standard to reduce the number of large spaces from the required (7) to the proposed (1) large space.

9. The Applicant shall provide a minimum of 32 additional bicycle parking spaces on-site and adjacent to the main school entrance. The bicycle parking spaces shall conform to the Frederick County Bicycle Design Guide.

PLANNING COMMISSION ACTION

MOTION TO APPROVE WITH CONDITIONS

I move that the Planning Commission APPROVE Site Plan SP-13-09 (AP #14431, FRO #14436, SWM #14432) and APFO approval (APFO #14433) with conditions and modifications as listed in the staff report for the proposed Sugarloaf Elementary School, based on the findings and conclusions of the staff report and the testimony, exhibits, and documentary evidence produced at the public meeting.
August 26, 2014

Frederick County Department of Permitting and Development Review
30 North Market Street, 3rd Floor
Frederick, Maryland 21701
Attn: Denis Superczynski, Principal Planner

Re: Sugarloaf Elementary School Site Plan Landscape Justification
SP 13-09; AP#14431

Denis:

The Site Plan for the new Sugarloaf Elementary School Project proposed for construction and development on Stone Barn Drive in Urbana is scheduled to be considered by the Planning Commission at its September 10, 2014 meeting. This letter requests modifications of certain site plan criteria established in the Zoning Ordinance and provides a justification statement for these proposed modifications as follows:

**Street Tree Landscaping Requirements:**
Section I-19-6.400(A) of the Zoning Ordinance establishes standards for the planting of street trees associated with site development plans. The Ordinance requires that one (1) tree shall be provided per 35 feet of roadway frontage and that an alternate on-site location may be approved by the Planning Commission with the approval of an alternate planting design by the Planning Commission. A total of seventeen street trees are required along the Stone Barn Drive frontage of the site (598 feet). FCPS requests a modification to reduce this number to eleven (11) trees along the frontage and to provide the remaining six (6) trees elsewhere on the site. The landscape plan proposed for the site provides for a gap in the line of street trees near the building’s front entrance and avoids the placement of trees in close proximity to planned bio retention areas. The remaining required six trees will be planted along the western and eastern edges of the site adding to the tree cover across the 12-acre school campus.

**Lighting Requirements:**
Section I-19-6.500(B)(1) of the Zoning Ordinance establishes standards for proposed lighting associated with site development plans. Specifically, the Ordinance limits the height of pole mounted lights to 14 feet in pedestrian oriented environments including projects in the MXD district. FCPS proposes the installation of pole mounted lights, at locations internal to the site, measuring 20 feet in height in order to minimize the number of lighting poles installed and to provide the safest amount of illumination given the areas available to place lighting fixtures. Pole mounted lighting along Stone Barn Drive will remain in compliance with the Ordinance at 12 feet in height. Furthermore, FCPS requests a modification of Section I-19-6.500(D) to permit a modest spillover of light (not to exceed 0.5 fc) at the location of the shared driveway situated on the northwestern corner of the site. This additional lighting will illuminate portions of the shared driveway and will not interfere with residential properties on the opposite side of Stone Barn Drive.
Loading Requirements:
Section 1.19-6.210(B) of the Zoning Ordinance establishes standards for parking and loading spaces associated with site development plans. The Ordinance requires a use of this scale to provide (7) large loading spaces. The specific delivery protocols and policies of FCPS establish that deliveries to school facilities are conducted by step vans only (no tractor trailers) and are to occur at the designated loading/delivery area. There are ample areas within the site (bus parking, gated drop-off/pick-up area) for the staging of atypical delivery vehicles should the need arise in the future and the provision of additional large loading areas would serve only to increase paved surface areas on an already constrained site. For these reasons, we request approval of the loading area modification reflected in the current site plan submittal (July 2014).

The FCPS Construction Management Department and the Sugarloaf Elementary Project Design Team appreciate the Planning Commission's consideration of these modifications stated above and request approval of these modifications as shown on the Site Plan (SP 13-09; AP 14431). Please contact me if you require any additional information regarding this request.

Sincerely,

Bradley W. Ahalt
FCPS Construction Management
Senior Project Manager

Cc: Ray Barnes, FCPS Executive Director Facilities
Beth Pasierb, FCPS Facilities Planner
Roger Fritz, FCPS Director of Construction
Don Porter, Grimm and Parker Architects
Janice Szymanski, Grimm and Parker Architects
Shawn Benjaminson, Adek Engineers
Bret Waskiewicz, Oak Contracting
Dave Toth, Oak Contracting
ADEQUATE PUBLIC FACILITIES LETTER OF UNDERSTANDING

Sugarloaf Elementary School

Site Plan #SP 13-09 AP #14433

In General: The following Letter of Understanding (“Letter”) between the Frederick County Planning Commission (“Commission”) and Frederick County Public Schools (the “Developer”), together with its/their successors and assigns, sets forth the conditions and terms which the Commission deems to be the minimum necessary improvements dealing with school, water, sewer, and road improvements that must be in place for the property identified below to be developed, as proposed under the Sugarloaf Elementary School Site Plan (the “Project”), in compliance with the Frederick County Adequate Public Facilities Ordinance (“APFO”).

The Developer, its successors and assigns, hereby agrees and understands that unless the required improvements (or contributions to road escrow accounts, as specified below) are provided in accordance with this Letter, APFO requirements will not be satisfied and development will not be permitted to proceed.

This Letter concerns itself with the Developer’s 12.01 +/- acre parcel of land, which is zoned MXD and located on the north side of I-270, south of Urbana Pike, with direct access on proposed Stone Barn Drive. This APFO approval will be for the development of a 725 seat elementary school, which is shown on the site plan for the above-referenced Project, which was conditionally approved by the Commission on September 10, 2014.

Schools: Schools are not impacted because the development of the property is a non-residential use.

Water and Sewer: The Property has a water and sewer classification of W-4/S-4. While the public sewer and water facilities are currently adequate to serve the project, the Developer recognizes that capacity is not guaranteed until purchased. APFO approval for sewer and water does not guarantee that plats will be recorded and building permits will be issued. Plat recordation and building permit issuance are subject to compliance with the Annotated Code of Maryland, Environment Article
Section 9-512, et. seq and all applicable county regulations, including but not limited to Sec. 1-16-106 of the Frederick County Subdivision Regulations.

**Road Improvements:** As proposed in the traffic impact analysis (TIA) performed by Wells and Associates dated March 26, 2014 and revised on July 24, 2014, the Project will generate 326 am and 109 pm weekday peak hour driveway trips and is required to mitigate all road improvements that do not satisfy level of service standards per §1-20-31. In addition, the Developer is required to provide fair share contributions to existing escrow accounts per §1-20-12(H).

In full satisfaction of APFO requirements to mitigate site-generated trips per §1-20-31, the Developer shall perform a signal warrant analyses at MD 355/Lew Wallace Drive within the period of validity of this LOU or one year from certificate of occupancy, whichever occurs last, if deemed necessary by the County or State Highway Administration, to determine if signalization is warranted and justified. Developer shall install a traffic signal at this intersection within 12 months of the determination that a signal is warranted and justified. Should the signal still not be warranted and justified by this time, then others shall thereafter be fully responsible for construction and implementation of the traffic signal.

In satisfaction of APFO requirements to provide fair share contributions to existing escrow accounts per §1-20-31 and §1-20-12(H), the Developer shall pay into County-held escrow accounts the following pro rata contributions:

1. **MD 80/I-270 Southbound Ramps:** Additional northbound right turn approach lane at the terminus of the southbound off-ramp and modify the southbound on-ramp to provide two (2) lanes, narrowing to one lane at its merge with the I-270 mainline, extending the I-270 acceleration lane. Contribute the appropriate pro-rata share (1.70% of $200,000) to Existing Escrow Account No. 3920 for improvement of this intersection by others. As determined by the County Traffic Engineer, pro-rata contribution to this road improvement is $3,400.

2. **MD 80/I-270 Northbound Ramps:** Restripe/reconstruct to provide an additional westbound through lane. Contribute the appropriate pro-rata share (0.38% of $100,000) to Existing Escrow Account No. 3921 for improvement of this intersection by others. As determined by the County Traffic Engineer, pro-rata contribution to this road improvement is $380.

3. **I-270/MD 80 Interchange:** Add northbound to eastbound directional ramp. Contribute the appropriate pro-rata share (0.38% of $2,000,000) to Existing Escrow Account No. 3579 for improvement of this intersection by others. As determined by the County Traffic Engineer, pro-rata contribution to this road improvement is $7,600.

4. **MD 80/Sugarloaf Parkway Roundabout:** Add additional eastbound and westbound approach lanes. Contribute the appropriate pro-rata share (1.16% of $200,000) to Existing Escrow Account No. 3922 for improvement of this intersection by others. As determined by the County Traffic Engineer, pro-rata contribution to this road improvement is $2,320.
5. MD 80/Campus Drive: Restripe the eastbound right turn lane to provide an eastbound through lane and right turn lane and construct the receiving lane as an auxiliary lane turning into the right turn lane into Pontius Court. Contribute the appropriate pro-rata share (0.85% of $110,000) to Existing Escrow Account No. 3249 for improvement of this intersection by others. As determined by the County Traffic Engineer, pro-rata contribution to this road improvement is $935

6. MD 80/Pontius Court: Provide a second eastbound receiving lane and a replacement eastbound right turn lane. Contribute the appropriate pro-rata share (0.72% of $300,000) to Existing Escrow Account No. 3923 for improvement of this intersection by others. As determined by the County Traffic Engineer, pro-rata contribution to this road improvement is $2,160

7. MD 355 from Lew Wallace Drive to north of Park Mills Road: Widen to a four (4) lane divided highway. Contribute the appropriate pro-rata share (0.31% of $6,000,000) to Existing Escrow Account No. 3928 for improvement of this intersection by others. As determined by the County Traffic Engineer, pro-rata contribution to this road improvement is $18,600

8. MD 355/Park Mills Road: Signal. Contribute the appropriate pro-rata share (1.16% of $250,000) to Existing Escrow Account No. 3929 for improvement of this intersection by others. As determined by the County Traffic Engineer, pro-rata contribution to this road improvement is $2,900

9. MD 355/Sugarloaf Parkway Roundabout: Restripe the eastbound to provide a left turn lane and a left/through/right turn lane and provide a northbound right turn lane. Contribute the appropriate pro-rata share (0.30% of $150,000) to Existing Escrow Account No. 3930 for improvement of this intersection by others. As determined by the County Traffic Engineer, pro-rata contribution to this road improvement is $450

Therefore, prior to building permit issuance, the Developer hereby agrees to pay $38,745 to the escrow accounts described above for these Road Improvements. Should these payments not be made within one year of the execution of this Letter, the County reserves the right to adjust this amount, based on an engineering cost index.

**Period of Validity:** The APFO approval is valid for three (3) years from the date of Commission approval; therefore, the APFO approval expires on September 10, 2017.

**Disclaimer:** This Letter pertains to APFO approval only, and shall not be construed to provide any express or implied rights to continue the development process. The Project remains subject to all applicable rules and regulations, including but not limited to those related to zoning, water and sewer, and subdivision. The Planning Commission’s jurisdiction and authority is limited by State and County law, and approvals may be required from other local or state governmental agencies before the proposed development can proceed.
FREDERICK COUNTY PUBLIC SCHOOLS:

By: __________________________________________ Date:

Ray Barnes, Executive Director of Facilities Services

FREDERICK COUNTY PLANNING COMMISSION:

By: __________________________________________ Date:

Robert Lawrence, Chair or Dwaine E. Robbins, Secretary

ATTEST:

By: __________________________________________ Date:
Gary Hessong, Director, Permits & Inspections

Planner’s Initials / Date _______________________
County Attorney’s Office Initials / Date ___________
(Approved as to legal form)