

City of Newton, Massachusetts

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Barney S. Heath Director

Ruthanne Fuller Mayor

PUBLIC HEARING MEMORANDUM

February 11, 2020 Public Hearing Date: Land Use Action Date: April 28, 2020 City Council Action Date: May 4, 2020 90-Day Expiration Date: May 11, 2020

DATE: February 7, 2020

TO: City Council

FROM: Barney S. Heath, Director of Planning and Development

Jennifer Caira, Deputy Director of Planning and Development

Neil Cronin, Senior Planner

SUBJECT: Petition #70-20 for a SPECIAL PERMIT/SITE PLAN APPROVAL to amend Council

> Order #106-07 to allow a full time nursery school, to allow parking within a setback, and to reduce the minimum open space at 349 Dedham Street on land known as Section 83 Block 36A, Lot 01, containing approximately 33,697 square feet of land in a district zoned Single Residence 1. Ref: Sec. §3.1.6, §5.1.8.A.1,

§5.1.13, §7.3.3, and §7.4, of the City of Newton Revised Zoning Ord, 2017.

The purpose of this memorandum is to provide the City Council and the public with technical information and planning analysis conducted by the Planning Department. The Planning Department's intention is to provide a balanced review of the proposed project based on information it has at the time of the public Additional information about the hearing. project may be presented at or after the public hearing that the Land Use Committee of the City Council can consider at a subsequent working session.



349 Dedham Street

EXECUTIVE SUMMARY

The subject property at 349 Dedham Street consists of a 33,697 square foot lot, improved with an institution use in the form of Beth Menachem Chabad. The property is located within the Single Residence 1 (the "SR-1") zone in Oak Hill. In 2007, the petitioner obtained a special permit, Council Order #106-07, to waive 61 parking stalls in conjunction with the construction of a onestory, 12,214 square foot institution (Attachment A). The structure was granted waivers for floor area ratio ("FAR") and side setbacks from the Commissioner of Inspectional Services under Massachusetts General Laws Chapter 40A, Section 3 (the "Dover Amendment"). Council Order #106-07 allowed the petitioner to operate a part time nursery school less than four hours per day with no more than 16 students. The petitioner is seeking to expand the nursery school to operate from 8:00 a.m. to 6:00 p.m. and to enroll up to 41 students. As such, the petitioner requires a special permit to amend Council Order #106-07. In conjunction with the expansion, the petitioner is proposing to construct nine parking stalls that are located within the required setback distances from Dedham Street and Rachel Road, also requiring special permits or waivers via the Dover Amendment. Lastly, constructing the parking stalls reduces the minimum required open space to 42.9%, where 50% is required by the Newton Zoning Ordinance (the "Ordinance"). This reduction requires either a variance from the Zoning Board of Appeals or a waiver from the Commissioner of Inspectional Services.

Council Order #104-07 (the "Order") requires the petitioner to seek an amendment to establish a full-time nursery school on site and outlines certain information that must be included to assist the City Council when deliberating on the petition. The petitioner has submitted that information in the form of a Traffic Management Plan and the Planning Department has contacted an on-call transportation engineering consultant to review and to analyze the petitioner's materials. The Planning Department will provide an update at the public hearing as to when that review will occur and when the petition can be taken up by the Land Use Committee at a continued public hearing/working session.

I. SIGNIFICANT ISSUES FOR CONSIDERATION

When reviewing this request, the City Council should consider whether:

- The specific site is an appropriate location for the proposed amendments to Council Order #106-07 (§7.3.3.1).
- The use, as developed and operated, due to the proposed amendments to Council Order ##106-07 will adversely affect the neighborhood (§7.3.3.2).
- There will be no nuisance or serious hazard to vehicles or pedestrians (§7.3.3.3).
- Access to the site is appropriate for the types and numbers of vehicles involved (§7.3.3.4).
- > Literal compliance with the requirements of parking facilities containing more than

five stalls are impracticable due to the nature of the use, or the location, size, width, depth, shape, or grade of the lot, or that such exceptions would be in the public interest or in the interest of safety or protection of environmental features (§5.1.8.A.1 and §5.1.13.)

II. CHARACTERISTICS OF THE SITE AND NEIGHBORHOOD

A. Neighborhood and Zoning

The subject property is a corner lot with frontage on Dedham Street and Rachel Road within the SR-1 zone in Oak Hill. The Single Residence 2 zone exists to the north and to the west while a Multi Residence 1 zone exists to the east (Attachment B). Due to these zones, the surrounding area is comprised predominantly of single and multifamily uses as well as a few mixed use parcels (Attachment C).

B. Site

The site consists of 33,697 square feet and it is improved with a 12,214 square foot structure and an accessory parking facility consisting of nine surface stalls. The site has vehicular access from Dedham Street in the form of two driveways and pedestrian access from Rachel Road via stairs. The lot slopes up from Dedham Street such that the front door lies approximately five feet above the grade of Dedham Street. The structure sits even farther above the grade of Rachel Road, approximately ten feet. Portions of the site are enclosed by fencing and there is mature landscaping along the boundaries.



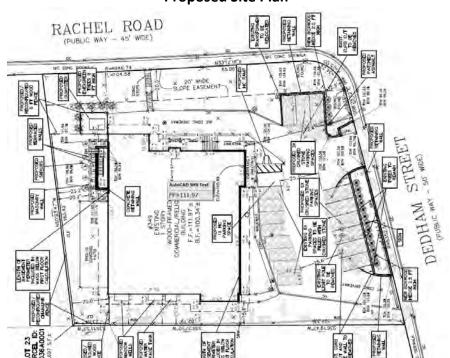
III. PROJECT DESCRIPTION AND ANALYSIS

A. Land Use

The principal use of the site is and will remain an institution.

B. Site Design

The petitioner is proposing to construct nine parking stalls within the setback distances of Dedham Street and Rachel Road. Constructing these stalls will require the loss of landscaping in both locations and will require adjustments to the retaining walls within the Dedham Street setback and new retaining walls within the Rachel Road setback. These walls are less than four feet in height and therefore do not require relief. The additional parking stalls decrease the amount of open space on the lot to 42.9%, where 50% is the minimum allowed, requiring a waiver from the Commissioner of Inspectional Services or a variance from the Zoning Board of Appeals. The petitioner is proposing to screen the parking stalls within the Dedham Street setback in the form of existing landscaping and proposed boxwood plantings, but the stalls within the Rachel Road setback are not screened. Staff suggests that boxwoods or similar plantings be installed to screen these stalls given that they will be more visible due to their elevation above Rachel Road. Nevertheless, it appears that proposed screening may not meet the standards required by the Ordinance and staff suggests that the petitioner consider meeting those standards. Otherwise, additional relief is required or a waiver via the Dover Amendment must be obtained.



Proposed Site Plan

The plans also indicate that a light pole will be removed to allow for the stalls within the Dedham Street setback, but its new location is not shown on the plan. Staff suggests that the petitioner confirm whether this pole will be installed elsewhere on site because the petitioner received a waiver from the lighting requirements. The plans also indicate that a water tank is proposed at the eastern side of the structure. The Planning Department suggests that the petitioner provide more information on this tank because of its location within the setback.

C. Building Design

In conjunction with Council Order #106-07, the petitioner obtained waivers from the FAR as well as the side setback requirements to allow a one-story, 12,214 square foot structure with a basement space. The petitioner is proposing to occupy unused space in the basement to accommodate the expanded day care. The scope consists of creating three classrooms, breakout spaces, lounges, storage spaces, and bathroom facilities, but it will not expand the footprint of the structure. Otherwise, the petitioner is not proposing any other changes to the structure.

IV. COUNCIL ORDER #106-07

Council Order #106-07 (the "Order") granted a waiver of 61 parking stalls associated with the proposed institution. The Order prohibited the petitioner from operating a full-time nursery school but allowed the petitioner to operate a part-time nursery school for four hours per day and enrolling no more than 16 students. The Order states that should the petitioner seek to operate a full-time school, the petitioner shall seek an amendment to the Order and shall include, in its application, a proposed Traffic Management Plan (the "Plan"). The purpose of the Plan is to "provide information on the impact such school or program will have on traffic and safety of vehicular and pedestrian movements, both on site and off site, including during drop-off and pick-up of students. The Plan shall at a minimum include the following information:

- Number and ages of students, including the maximum number of students that may attend:
- Number of staff and their hours;
- Hours and days of operation, including the possibility that operation of the school or program permit staggered start and stop times to prevent queuing of cars off the site onto Dedham Street;
- Description of the proposed drop-off and pick-up plan to address potential queuing problems, including all proposed signage and written information to parents regarding the drop-off and pick-up plan;
- ➤ Site plan showing the vehicular and pedestrian movements on the Site during the drop-off and pick-up of students; and

Information that may be reasonably requested by the City Traffic Engineer and/or Director of Planning and Development."

The petitioner submitted a Traffic Management Plan in accordance with the above condition (Attachment D) and the Planning Department reached out to a traffic engineering consultant to review and to analyze the materials submitted by the petitioner. The Planning Department will provide an update at the public hearing as to when this review will occur and when the petition can be scheduled for a continued public hearing/working session.

V. TECHNICAL REVIEW

A. <u>Technical Considerations (Chapter 30, Newton Zoning Ordinance)</u>

The Zoning Review Memorandum (the "Memorandum") provides an analysis of the proposal regarding zoning (Attachment E). Based on the Memorandum, the petitioner is seeking the following relief:

- Amend Council Order #104-07 to allow a full-time nursery school with up to 41 students.
- ▶ §5.1.8.A.1 and §5.1.13 of Section 30, to allow parking within the front setback.
- ▶ §3.1.6 of Section 30, to reduce the minimum open space.

B. <u>Engineering Review</u>

Review from the Engineering Division of Public Works is not required at this time. The Engineering Division will review this project for conformance with the City of Newton Engineering Design Standards prior to the issuance of a building permit, should this petition be approved.

C. Newton Historical Commission

This petition does not meet the minimum threshold for review from the Newton Historical Commission.

D. Fire Department Review

Review from the City of Newton Fire Department is not required at this time. The Fire Department will review the plans associated with this petition prior to the issuance of a building permit, should this petition be approved.

VI. PETITIONER'S RESPONSIBILITIES

The petitioner should respond to the issues raised in this memorandum and other questions raised at the public hearing as necessary. Written responses to all significant issues should be provided for analysis by the Planning Department prior to being scheduled for additional public hearings. The Planning Department will prepare an updated memo prior to any future public hearings.

ATTACHMENTS:

Attachment A: Council Order #104-07

Attachment B: Zoning Map
Attachment C: Land Use Map

Attachment D: Traffic Management Plan, dated December 12, 2019

Attachment E: Zoning Review Memorandum, dated September 18, 2019

CITY OF NEWTON

BOARD OF ALDERMEN

October 1, 2007

ORDERED:



That the Board, finding that the public convenience and welfare will be substantially served by its action and that said action will be without substantial detriment to the public good, and without substantially derogating from the intent or purpose of the Zoning Ordinance, hereby grants the following SPECIAL PERMIT and SITE PLAN APPROVAL, in accordance with the recommendation of the Land Use Committee and the reasons given by the Committee therefor, through its Chairman, Alderman George E. Mansfield:

- 1. The Petitioner's congregation consists of individuals and families that follow the tenets of Orthodox Judaism, which prohibit vehicular driving on the religious Sabbath (weekly from Friday sundown until Saturday sundown) and on religious holidays.
- 2. The Petitioner has stated that most members of the congregation live in the neighborhood, that the nearest Orthodox Jewish synagogue is located several miles from this neighborhood, and that this synagogue will meet a community need for a place of worship and religious study for Orthodox Jewish families living in the neighborhood who need a place of worship where they can attend by walking on Sabbath and religious holidays.
- 3. The Petitioner's land (the "Site") at 349 Dedham Street is located approximately ½ mile from Countryside School which has a parking lot of more than 40 parking spaces. The Petitioner currently has a license to use up to 15 spaces at the Countryside School parking lot.
- 4. The Site is situated within a Single Residence 1 District as created by the applicable zoning ordinance of the City of Newton, and the immediate neighborhood is occupied exclusively by single-family residences.
- 5. An historic farmhouse is currently located on the Site, and the Petitioner is unable to reuse such structure. The Petitioner has offered to donate this historic structure to anyone who is able to move the structure prior to its demolition. In addition, the Petitioner has offered to donate an amount equal to the Petitioner's cost of demolition to whomever moves the structure.

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- 6. The Petitioner has designed the new structure to be residential in scale and in the use of materials. The Commissioner of Inspectional Services has granted "Dover Amendment" waivers to the new structure, permitting two sets of stairs to be located within setbacks and an FAR of 0.36.
- 7. As a result of the new structure's design, the Petitioner's efforts to preserve landscaping, and the need to provide access to the structure for firefighting equipment, the Site can accommodate only 9 parking stalls.
- 8. Under the Newton Zoning Ordinance, a use for religious purposes involving a place of assembly triggers a requirement to provide parking.
- 9. The zoning parking requirement is a function of calculations independent of the type of place of assembly involved.
- 10. Based on the applicable physical characteristics and use of the Petitioner's Site, calculations made pursuant to the Newton Zoning Ordinance would normally require 70 on-site parking spaces.
- 11. In order to justify a waiver of this parking requirement, there need to be special circumstances in the current and anticipated parking needs at the Site that would be distinguishable from similarly situated uses.
- 12. Because of the Orthodox faith of the Petitioner's congregants, they may not drive to the Site on religious holidays or the Sabbath. These services are the time when traffic and parking demands would ordinarily be the greatest if the Site were not an Orthodox place of worship.
- 13. Driving to the Site by the Petitioner's congregants is permitted at other times.
- 14. During times when the Petitioner's congregants may not drive to the Site, the congregants' need for parking is limited, consisting of congregants who for health or other reasons may leave a car nearby for a period before, during and after a religious holiday or the Sabbath to minimize the need to walk. Because many members of the congregation live nearby, the anticipated demand for parking during these times should be accommodated with the 9 on-site parking stalls.
- 15. During times when the Petitioner's congregants may drive, the Petitioner has agreed to implement a Parking Management Plan utilizing the Countryside School parking lot whenever it schedules an event at the Site that is reasonably expected to draw more than 20 cars to the Site.
- 16. To address future impacts, the Petitioner has agreed to seek an amendment to the Special Permit if the enrollment of the part-time school or educational program, or daycare, or nursery school exceeds sixteen (16) students.

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- 17. Because of the use of the Site as a place of assembly, the Newton Fire Department has required emergency egress be provided via a stairway opposite the structure's rear exit door to Rachel Road. The Fire Department has also required that no vehicle be parked in the driveway that runs along the Rachel Road side of the structure in order to ensure access for its fire equipment.
- 18. In order to minimize the need for on-street parking, the Petitioner has agreed to license up to 45 parking spaces from Newton Public Schools at the Countryside School and to implement a Parking Management Plan which includes the use of a shuttle van or bus.
- 19. The Petitioner will coordinate with representatives of Newton Public Schools, the Countryside School, and the Parks and Recreation Commission to assure that its parking use of the Countryside School parking lot does not interfere with the School's or Parks and Recreation's use of the parking lot.
- 20. To assist in solving any significant parking or traffic problems that might arise in the future in the neighborhood from on-site activities not now contemplated, Petitioner agrees to be part of a neighborhood council consisting of neighbors and an alderman from Ward 8. The Council will provide all parties with the opportunity to discuss such problems and to work together to resolve such problems.
- 21. The Board finds that the conditions imposed by this Board Order will reduce to the extent possible conflicts between the use of this Site and the adjacent residential uses.
- 22. Based upon the anticipated uses at the Site, the Board finds that the provision of 9 onsite parking spaces coupled with the conditions in this Board Order, including implementation of a Parking Management Plan, supports the Board's waiver of 61 parking spaces.
- 23. The Board finds that the reduction of the lighting level below 1 ft. candle in the parking lot area provides sufficient illumination for safety while allowing the Site to be more residential in character.

PETITION NUMBER:

#106-07

PETITIONER:

Beth Menachem Chabad

LOCATION:

349 Dedham Street, Ward 8, Section 83, Block 36A, Lot

1, containing approximately 33,697 s.f. of land

OWNER:

Beth Menachem Chabad, Rabbi Chaim Prus

ADDRESS OF OWNER:

229 Dedham Street, Newton, MA 02459

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TO BE USED FOR:

Religious Institution

CONSTRUCTION:

Wood frame, poured concrete foundation, paved

driveway and exterior parking

EXPLANATORY NOTE:

Section 30-9(d)(10)&(13), 30-19(d), 30-19(m) approval of waiver to allow applicant to reduce required parking form 70 spaces to 9 space for a total waiver of 61 spaces. Section 30-9(j)(1), 30-19(m) approval of waiver to allow applicant to reduce parking lot lighting level below 1 ft.-candle. Section 30-23 for approval of site plan. Section 30-24 for approval of special permit.

Land referred to is located in Single Residence 1 Zone.

Approved, subject to the following conditions:

- 1. All buildings, driveways, walkways, landscaping and other site improvements associated with the project granted through this Special Permit and Site Plan Approval shall be consistent with the following approved plans:
 - a. Plan Set titled "Site Plan of Land in Newton, MA, 349 Dedham St., Preliminary", dated April 4, 2007, prepared by Everett M. Brooks Co., Surveyors and Engineers, 49 Lexington St., West Newton, MA 02465, stamped and signed by Bruce Bradford, Professional Land Surveyor, and Michael S. Kosmo, Civil Engineer, consisting of the following:
 - i. Sheet 1 of 4, Site Plan of Land
 - ii. Sheet 2 of 4, Site Plan of Land (Details)
 - iii. Sheet 3 of 4, Zoning, and
 - iv. Sheet 4 of 4, Area Wide Plan of Land
 - b. Plan set titled "Beth Menachem Chabad, 349 Needham St., Newton, MA", dated 5 April, 2007, prepared by Fine Associates, 192 South St., Boston, MA 02111, stamped and signed by Albert D. Fine, registered architect consisting of the following:
 - i. A 1.01 Lower Floor Plan
 - ii. A 1.02 Upper Floor Plan
 - iii. A 2.01 -- Building Elevations
 - iv. A 2.02 -- Building Elevations
 - v. AF 1.01 -- Sanctuary Seating Plan
 - vi. AF 1.02 -- Sanctuary and Social Hall Function Seating Plan
 - vii. AS 1.01 Architectural Site Plan, Roof Plan
 - viii. AS 1.02 -- Site Lighting Plan

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- c. Plan titled "Beth Menachem Chabad, 349 Needham St., Newton, MA", Drawing # L-1, Planting Plan, dated 3/2/07, revised 2 August 2007, prepared by Fine Associates, 192 South St., Boston, MA 02111, and Ray Dunetz, Landscape Architecture, 12 Pond St., No.1, Boston, MA 02130, bearing no stamp or signature of a registered professional.
- 2. The Petitioner shall submit final engineering plans for review and approval by the City Engineer, in accordance with the memorandum from the Associate City Engineer, dated May 10, 2007, on file with the City Clerk.
- 3. The Petitioner shall submit a final site circulation plan showing the interior driveway clearly marked for one-way circulation, with the entrance driveway located on the east side of the Site, closest to Rachel Road, and the exit driveway located on the west side of the Site.
- 4. The Petitioner shall submit a final landscape plan showing additional landscaping along the rear yard and side yard of the subject property to increase visual screening.
- 5. The Petitioner shall submit a Final Construction Management Plan, prior to the issuance of a building permit, for review and approval by the Commissioner of Inspectional Services, the Director of Planning and Development and the City Engineer, and shall also include, at a minimum:
 - a. The hours of construction; and a commitment that there shall be no construction on Sundays or Holidays, except in an emergency, and only with prior approval from the Commissioner of Inspectional Services;
 - b. The proposed schedule of the project;
 - c. Site plan(s) showing the proposed location of contractor and subcontractor parking, on-site material storage area(s), on-site staging area(s) for delivery vehicles, and location of any security fencing;
 - d. The proposed truck route(s) shall be identified; the truck routes shall be developed in such a way to minimize travel on local streets;
 - e. The proposed methods for dust control shall be identified and shall include, but not be limited to: using covered trucks for transportation of excavated material; minimizing storage of debris on-site by using on-site dumpsters and regularly emptying them; using tarps to cover piles of bulk building materials and soil; and location of a truck washing station, to clean muddy wheels on all truck and construction vehicles before exiting the Site;
 - f. The proposed methods for noise control, in accordance with the City of Newton's Ordinances. Staging activities should be conducted in a manner that will minimize off-site impacts of noise, and noise producing staging activities should be located as far as practical from noise sensitive locations; and

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- g. A tree preservation plan, as appropriate, to define the proposed method for protection of any existing trees, which are to remain on site.
- 6. The Petitioner shall submit a final Parking Management Plan to the Director of Planning and Development and City Traffic Engineer for review and approval. The Plan shall include, but not be limited to, the following items:
 - a. A designated parking manager who will respond to neighborhood concerns such as but not limited to, parking in front of homes for extended periods or on a regular basis; enforce the Parking Management Plan including notifying those attending events to use the shuttle service; and assist in establishing shuttle services by van or bus in accordance with the Parking Management Plan when it is anticipated that more than 20 cars will be drawn to an event,
 - b. Programs to encourage walking on days other than the Sabbath,
 - c. Programs to encourage use of public transportation, and
 - d. Description of a shared driveway program to reduce on-street parking.
- 7. The Petitioner shall maintain all landscaping proposed and installed through this special permit/site plan approval in good condition, and any plant material that becomes diseased or dies shall be replaced by the Petitioners on an annual basis with similar material.
- 8. The Petitioner shall maintain the Site exclusively for use by an Orthodox Jewish congregation, and the parking waivers granted by this special permit may be transferred to no entity other than another Orthodox Jewish congregation using the Site in accordance with all the conditions contained in this special permit.
- 9. The Petitioner shall work with the Commissioner of Public Works to improve the public sidewalk abutting the site along Dedham Street.
- 10. Schools or Educational Programs; Daycare or Nursery Schools.
 - a. For purposes of this condition, "full-time" shall mean a school, educational program, daycare, or nursery school that operates for four (4) or more hours per day and "part-time" shall mean a school, educational program, daycare, or nursery school that operates for less than four (4) hours per day, whether continuously or in multiple sessions, for a minimum of two (2) days per week, on average, for eight (8) or more months during a twelve (12) month period.
 - b. No full-time school or educational program shall be conducted at the Site.

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- c. No part-time school or educational program, or any daycare or nursery school licensed by the Department of Early Education and Care, whether full-time or part-time, with an enrollment of more than sixteen (16) students in such school, educational program, daycare or nursery school, shall be conducted at the site unless the Petitioner seeks an amendment of this Special Permit from the Board of Aldermen acting as a special permit granting authority. The Petitioner shall comply with the applicable provisions of the Zoning Ordinance with regard to a part-time school or educational program, daycare, or nursery school which has an enrollment of sixteen (16) or fewer students. The Petitioner shall also comply with the applicable parking space requirements of section 30-19 of the Zoning Ordinance regardless of the number of students enrolled in the part-time school or educational program, daycare, or nursery school.
- d. If the Petitioner seeks an amendment of this Special Permit to conduct a part-time school or educational program, or daycare, or nursery school at the Site, the Petitioner shall include in its application for an amendment a proposed Traffic Management Plan (the Plan"). The purpose of the Plan is to provide information on the impact such school or program will have on traffic and safety of vehicular and pedestrian movements, both on-site and off-site, including during drop-off and pick-up of students. The Plan shall, at a minimum, include the following information:
- > Number and ages of students, including the maximum number of students that may attend;
- Number of staff and their hours;
- > Hours and days of operation, including the possibility that operation of the school or program permit staggered start and stop times to prevent queuing of cars off the Site onto Dedham Street;
- Description of the proposed drop-off and pick-up plan to address potential queuing problems, including all proposed signage and written information to parents regarding the drop-off and pick-up plan;
- > Site plan showing the vehicular and pedestrian movements on the Site during drop-off and pick-up of students.

The Petitioner shall provide additional information that may be reasonably requested by the City Traffic Engineer and/or Director of Planning and Development.

.e. Whenever the Petitioner conducts a school, educational program, daycare, or nursery school on site which involves the drop-off and pick-up of children age

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seven (7) or younger, the Petitioner shall have a person outside in the parking lot area during the drop-off and pick-up times who is responsible for facilitating the drop-off and pick-up activity.

- 11. No group activity other than a religious service shall be held at the Site between the hours of 11:00 p.m. and 7:00 a.m. In order to minimize noise arising from its use of the Site, the Petitioner shall ask its congregants or guests to refrain from socializing outdoors after evening functions.
- 12. The Petitioner and Newton Public Schools have agreed to execute the draft License Agreement dated September 6, 2007, on file with the City Clerk and Clerk of the Board of Aldermen, which Agreement will permit the Petitioner's congregants to park up to 45 cars in the Countryside School parking lot on evenings when school is not in session and/or on weekends, or at other times when School sponsored events are not scheduled at the School. Petitioner agrees not to schedule any events at the Site, in which the Petitioner reasonably anticipates that more than 20 vehicles will be driven to the Site, without first ascertaining the availability of the Countryside School parking lot under the terms of the license, requesting and encouraging its congregants and guests to use the Countryside School parking lot, and providing shuttle services between the Site and the Countryside School parking lot. If the Countryside School parking lot is not available, the Petitioner shall reschedule the event (with the exceptions of religious holidays or a funeral) to a time when the Countryside School parking lot is available.
- 13. The Petitioner acknowledges that the waiver of off-street parking provided by this special permit shall not constitute any waiver by the City of Newton of its enforcement rights against the Petitioner and its congregants with respect to the duly established and uniformly enforced parking ordinances and regulations of the City of Newton, including, but not limited to, no parking zones, limited parking zones, snow emergencies and limitations on overnight parking. The Petitioner will not oppose any traffic or parking ordinances or regulations proposed for the surrounding neighborhood streets.
- 14. With the exception of emergency repairs, the Petitioner shall use its best efforts to restrict deliveries by commercial vehicles to the Site to hours between 9:00 a.m. and 5:00 p.m., and any regularly scheduled deliveries to the Site shall be scheduled between 9:00 a.m. and 5:00 p.m.
- 15. In order to ensure clear access for all emergency vehicles and/or to facilitate general circulation, the Petitioner shall not permit motor vehicles to be parked on site in any location other than within the striped parking spaces shown on the approved plans. No stacked or double parking shall be permitted at any time.
- 16. The Petitioner shall not use the Site for regular community center types of community activities, such as weekly or monthly bingo, bridge, etc.

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- 17. Any exterior lights shall be residential in style and scale; shall be chosen and placed so as to have minimal impact on neighborhood residents; and shall be subject to the review and approval of the Director of Planning and Development. No illumination from exterior lights shall wash onto adjacent properties, and such illumination shall comply with the photometric plan in Condition 1.
- 18. The Petitioner shall arrange for private collection of all trash, garbage or yard waste generated at the site and shall store all trash/garbage inside the building on the Site. No trash collection shall occur on the weekends or before 7:00 a.m. in the morning.
- 19. If the Commissioner of Inspectional Services finds that there is a change in the circumstances upon which the Board granted this special permit due to the loss of the license to use parking spaces at the Countryside School, then the Petitioner shall use its best efforts to address the need for replacing those parking spaces. Such steps may include, but are not limited to, Neighborhood Council discussions of how replacement parking can be accomplished.
- 20. The Petitioner shall cooperate in the establishment of a Neighborhood Council. The Neighborhood Council shall consist of two (2) representatives from the Petitioner, two (2) neighborhood representatives, an alderman from Ward 8, and the Principal or her/his designee from the Countryside School. As soon as possible after the date of approval of this Special Permit, the Petitioner shall appoint its representatives and the Board of Aldermen shall appoint the neighborhood representatives.

The purpose of the Neighborhood Council shall be to discuss issues which jointly affect the neighborhood, the Petitioner and Countryside School such as parking, traffic, noise, etc., and to attempt to find consensus on the ways of mitigating such impacts upon the neighborhood, the Petitioner, or Countryside School. Failure of the Council to reach consensus on how to mitigate any issue shall not prevent any party from any activity they are lawfully entitled to pursue.

The Neighborhood Council shall meet at least two (2) times per year, and may meet more frequently at its discretion. The alderman from Ward 8 will call the first meeting of the Council. The City Clerk and the Clerk of the Board of Aldermen shall receive advance notice as to the dates, times and locations of all Neighborhood Council meetings. The Council shall file annual reports of its activities with the City Clerk and the Clerk of the Board of Aldermen.

- 21. No building permit shall be issued pursuant to this SPECIAL PERMIT/SITE PLAN APPROVAL until:
 - a. The Petitioner shall have recorded with the Registry of Deeds for the Southern District of Middlesex County a Certified copy of this Board Order granting this SPECIAL PERMIT/SITE PLAN APPROVAL.
 - b. A certified copy of such recorded notices shall have been filed with the City Clerk, the Inspectional Services Department, City Engineer, and the Director of Planning and Development.

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- c. The Petitioner shall submit final engineering plans, for review and approval by the City Engineer, in accordance with Condition 2, above.
- d. The Petitioner shall have filed a final landscape plan for review and approval by the Director of Planning and Development in accordance with Condition #4.
- e. The Petitioner shall have submitted a final site circulation plan in accordance with Condition #3.
- f. The Petitioner shall have complied with the City of Newton Tree Preservation Ordinance.
- g. The Petitioner shall have submitted a Construction Management Plan in accordance with Condition #5, above.
- h. The Petitioner shall have submitted a Parking Management Plan in accordance with Condition #6, above.
- 22. No portion of the Site shall be occupied, pursuant to this Special Permit/Site Plan Approval, until:
 - a. The Petitioner shall have filed with the Clerk of the Board, the Commissioner of Inspectional Services and the Department of Planning and Development a statement by a registered architect, for the structures, and registered engineer, for site conditions, certifying that Condition #1 has been complied with.
 - b. There shall have been submitted to the City Engineer final as-built, record site engineering plans, in digital and paper format, with the latter sealed by a licensed surveyor.
 - c. There shall have been filed with the Clerk of the Board, the Commissioner of Inspectional Services and the Department of Planning and Development, a statement by the City Engineer certifying that the final construction details have been constructed to standards of the City of Newton Engineering Department.
 - d. There shall have been filed with the City Clerk and the Commissioner of Inspectional Services a statement by the Director of Planning and Development certifying the final location, number and type of plant materials and landscape features, and the layout of the parking facilities have been completed in accordance with the approved plans.
 - e. Notwithstanding the provisions of Condition #22.d, above, the Commissioner of Inspectional Services may issue one or more certificates of temporary occupancy for all or portions of the Site prior to installation of final landscaping provided that the Petitioner shall first have filed with the Director of Planning and Development a bond, letter of credit, cash or other security in the form satisfactory to the Director of Planning and Development in an amount not less than 135% of the value of the aforementioned remaining landscaping to secure installation of such landscaping.

A True Copy Attest

City Clink of Newton, Mass.

Board Order #106-07 Page 11 of 11

Under Suspension of Rules
Readings Waived and Approved
19 yeas 3 nays (Aldermen Harney, Lappin, and Lipof 2 absent (Aldermen Gentile and Linsky)

The undersigned hereby certifies that the foregoing copy of the decision of the Board of Aldermen granting a SPECIAL PERMIT/SITE PLAN APPROVAL is a true accurate copy of said decision, the original of which having been filed with the CITY CLERK on undersigned further certifies that all statutory requirements for the issuance of such SPECIAL PERMIT/SITE PLAN APPROVAL have been complied with and that all plans referred to in the decision have been filed with the City Clerk.

ATTEST:

(SGD) DAVID A. OLSON, City Clerk

Clerk of the Board of Aldermen

I, David A. Olson, as the <u>Clerk of the Board of Aldermen</u> and keeper of its records and as the <u>City Clerk</u> and official keeper of the records of the <u>CITY OF NEWTON</u>, hereby certify that Twenty days have elapsed since the filing of the foregoing decision of the Board of Aldermen in the <u>Office of the City Clerk</u> on <u>foregoing and that NO APPEAL</u> to said decision pursuant to M.G.Laws Chapter 40, Section 17 has been filed thereto.

ATTEST:

(SGD) DAVID A. OLSON, City Clerk

Clerk of the Board of Aldermen

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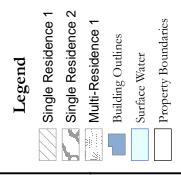
City Clicit of Newton, Mass.

Aitest Widaleson 3. Register



Dedham St., 349 Attachment B Zoning Map

City of Newton, Massachusetts





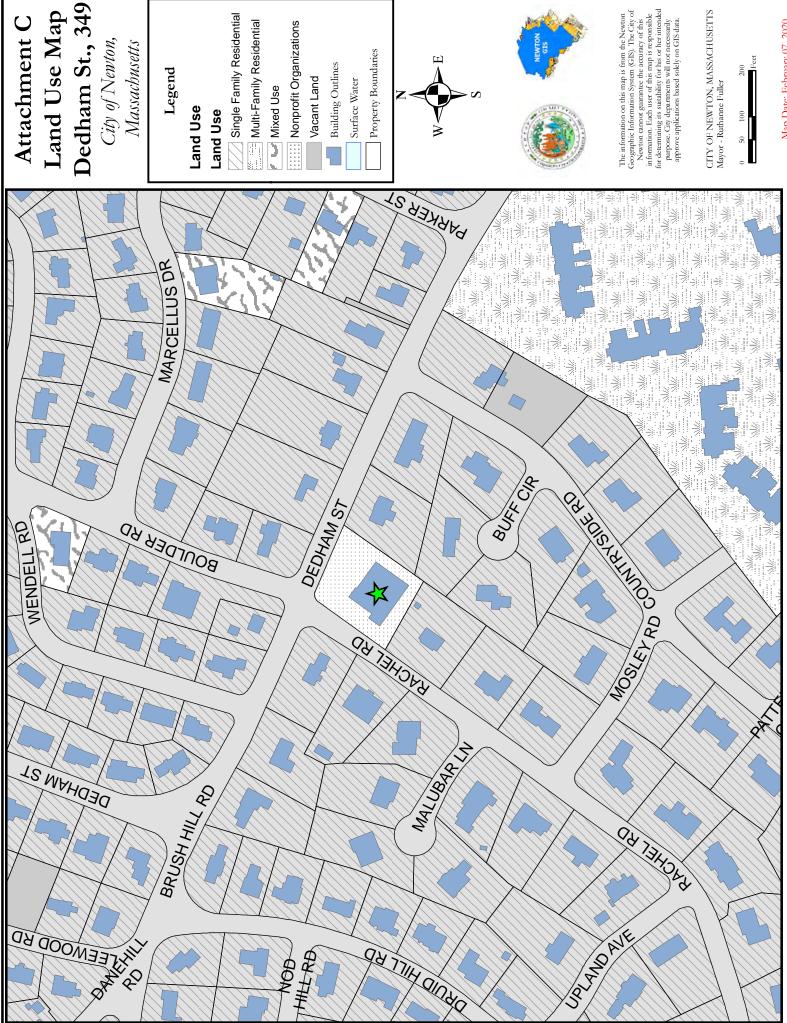


for determining its suitability for his or her intended purpose. City departments will not necessarily approve applications based solely on GIS data.

CITY OF NEWTON, MASSACHUSETTS Mayor - Ruthanne Fuller



Map Date: February 07, 2020



Land Use Map Attachment C

City of Newton, Massachusetts

Legend

- Nonprofit Organizations
- **Building Outlines**
- Surface Water
- Property Boundaries



for determining its suitability for his or her intended purpose. City departments will not necessarily approve applications based solely on GIS data.

CITY OF NEWTON, MASSACHUSETTS Mayor - Ruthanne Fuller







Beth Menachem Chabad Jewish Creative Pre-School Traffic Management Plan

Prepared for Beth Menachem Chabad

Prepared by Howard Stein Hudson

December 12, 2019

I certify that this transportation study has been prepared under my immediate supervision and that I have experience and training in the field of traffic and transportation engineering.

Signed,

Keri Pyke, P.E., PTOE Howard Stein Hudson December 12, 2019





TO: Rabbi Shalom Ber Prus DATE: December 12, 2019

FROM: Keri Pyke, P.E., PTOE HSH PROJECT NO.: 2018060.00

Michael Littman, P.E.

SUBJECT: Beth Menachem Chabad Jewish Creative Pre-School Traffic Management Plan

Introduction

Howard Stein Hudson (HSH) has prepared this memorandum in support of the proposed expansion of the Jewish Creative Pre-School (the "Pre-School" and/or the "Site") at Beth Menachem Chabad (the "Proponent") located at 349 Dedham Street in Newton, Massachusetts. The City of Newton granted a special permit (#106-07) in October 2007. The City requested that the Proponent seek an amendment to the original traffic management plan, dated June 2007, for any proposed expansion. HSH evaluated the Site with respect to vehicular access, parking, and pick-up/drop-off operations.

The Proponent is proposing an expansion of the Pre-School from the current maximum of 16 students to a maximum of 41 students along with an increase of two additional staff members. The Site is also proposing to construct an additional nine parking spaces on site for a total of 18 parking spaces. This memorandum is based on the following information:

- Number and age of students, including the maximum number of students that may attend;
- Number of staff and their hours:
- Hours and days of operation, including the possibility that operation of the school or programs permit staggered start and stop times to prevent queuing of cars off the site onto Dedham Street;
- Description of the proposed drop-off and pick-up plan to address potential queuing problems, including all proposed signage and written information to parents regarding the drop-off and pick-up plan; and
- Site plan showing the vehicular and pedestrian movements on the site during drop-off and pick-up of students.

This memorandum updates the traffic management plan and summarizes how the parking on-site will be actively managed by creating a staggered pick-up/drop-off plan, so that the nine additional parking spaces will prove adequate to accommodate all additional pick-up and drop-off activity generated by the expansion. If managed appropriately, the Project will continue to have no impact

along Rachel Road and Dedham Street. This memorandum also includes a sample of the parent letter detailing the drop-off and pick-up plan.

Site Coordinator Interview

HSH met with the rabbi of the Chabad, Rabbi Shalom Ber Prus, on Monday, April 23, 2018, to discuss existing operations at the school, and the details of the proposed expansion. The Pre-School currently operates with 16 children between the ages of 18 months old to five years old. Parents typically drop-off their children between 8:00 – 9:00 a.m.

Site Observations

HSH conducted site observations on Wednesday, May 2, 2018, a typical weekday with partly cloudy, 65-degree weather. Since the morning drop-off period occurs during a more condensed length of time than the afternoon pick-up period, the morning pick-up period has the potential for a greater impact. Therefore, HSH conducted site observations during the morning drop-off peak period (7:45-9:15 a.m.). The following summarizes the field observations from the site visit and primarily focuses on drop-off activity, parking, and queueing along Dedham Street.

- A staff member was observed in the parking lot, actively managing the drop-off activity.
- 19 vehicles entered the site, including staff.
- The busiest ten minutes of activity occurred between 8:20 8:30 a.m. when seven vehicles entered the site.
- Parents dropping off their children were parked an average of 11 minutes, with some parked for as few as three minutes. Twenty-four (24) minutes was the longest amount of time a parent was parked.
- All parents were able to park in a designated parking space during the morning drop-off.
- Several parents dropped off two children.
- Staff vehicles were parked on-site, with the last vehicle arriving at 8:45 a.m., after most of the morning drop-off activity had concluded.
- There was no impact to Dedham Street due to drop-off activity at the Site driveway.

Updated Traffic Management Plan

As previously mentioned, the Pre-School is expected to increase enrollment from 16 children to 41 children and include two new staff members. The Project will also construct nine new parking spaces for a total of 18 parking spaces on site. The attached letter will be provided to all parents regarding the drop-off and pick-up plans.

TECHNICAL MEMORANDUM

Beth Menachem Chabad – Jewish Creative Pre-School
December 2019



The following sections describe the various elements of the proposed site plan, which is shown in **Figure 1**. It is anticipated that the additional parking supply will be actively managed as it is today, and which will allow it to accommodate the growth of the Pre-School sufficiently.

PICK-UP/DROP-OFF ACTIVITY

All pick-up and drop-off activity is expected to continue to occur on-site and will continue to be actively managed by a staff member in the parking lot area, who will be responsible for facilitating the drop-off and pick-up activity. The staff will also work with parents create a schedule to stagger parent arrival on-site in order to accommodate the additional 25 children and two new staff members when the Pre-School expands. Parents will schedule expected drop-off and pick-up times with staff members. Parents will be given a time window (block of time) when parked to ensure appropriate parking turnover. The Pre-School will limit the number of parents who will be allowed to sign up for each time block, ensuring that all the parents will not show up at the same time. Parents known for misusing the parking plan will be identified and advised to change their behavior to cooperate with the traffic management plan. Parents will be given the attached written instructions regarding the pick-up and drop-off plan.

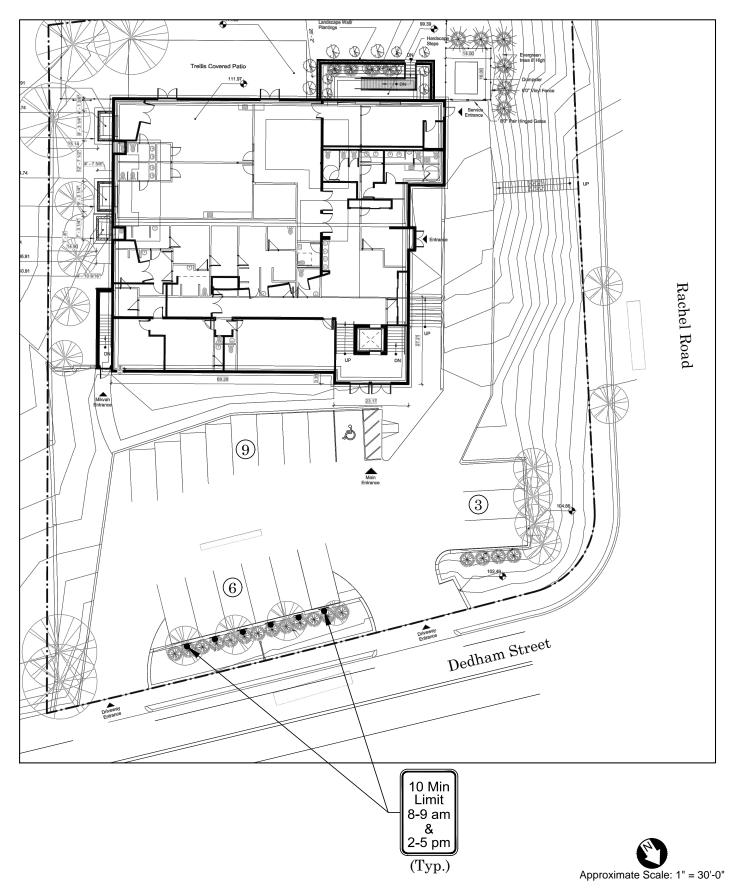
PARKING

As shown in **Figure 1**, the nine new parking spaces will be located along the northern and western sides of the site. Six parking spaces are proposed to be constructed inside the central grass island along Dedham Street and will be restricted to 10-minute parking between 8:00 – 9:00 a.m. and 2:00 – 5:00 p.m. The time coincides with morning drop-off and afternoon pick-up periods. The remaining three parking spaces are proposed to be constructed at the northwest corner, closer to Rachel Road. All nine of the proposed parking spaces will be nine feet wide and 19 feet long, which meet the City of Newton minimum dimension for parking as identified in the Newton City Ordinance dated December 31, 2017 in section 5.1.8 B for perpendicular spaces. The aisle widths are proposed to exceed 24 feet, allowing adequate room for vehicles to easily maneuver into and out of the parking space. As shown in **Figure 2**, vehicles will have enough space to maneuver around the site.

Conclusion

The Jewish Creative Pre-School is proposing to expand to accommodate 25 new children for a maximum of 41 children. This expansion includes two new staff members and the construction of nine new parking spaces. The parking spaces will be actively managed by creating a staggered pick-up/drop-off plan. This plan will ensure that there continues to be no impact Dedham Street, Rachel Road, or the surrounding transportation network. A letter will be provided to all parents regarding the drop-of and pick-up plans. All pick-up and drop-off activity will continue to occur on-site.

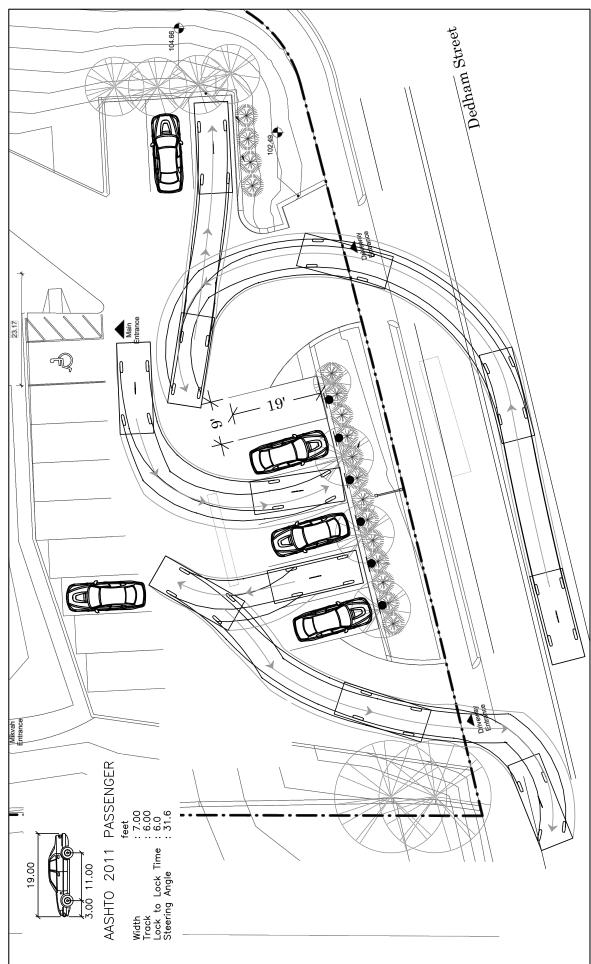




TECHNICAL MEMORANDUM Beth Menachem Chabad - Jewish Creative Pre-School December 2019

AutoTURN Maneuvers - Passenger Vehicle

Figure 2.







City of Newton, Massachusetts

Department of Planning and Development 1000 Commonwealth Avenue Newton, Massachusetts 02459 Telephone (617) 796-1120 Telefax (617) 796-1142 TDD/TTY (617) 796-1089 www.newtonma.gov

Barney S. Heath Director

ZONING REVIEW MEMORANDUM

Date: September 18, 2019

To: John Lojek, Commissioner of Inspectional Services

From: Jane Santosuosso, Chief Zoning Code Official

Cc: Chabad Lubavitch, Inc, Applicant

Joel Sowalsky, Attorney

Barney S. Heath, Director of Planning and Development

Ouida Young, Associate City Solicitor

RE: Request to amend Special Permit #106-07, to allow parking in the setback, and to reduce

minimum open space

Applicant: Chabad Lubavitch, Inc			
Site: 349 Dedham Street	SBL: 83036A0001		
Zoning: SR1	Lot Area: 33,697 square feet		
Current use: Synagogue with preschool	Proposed use: No change		

BACKGROUND:

The property at 349 Dedham Street consists of a 33,697 square foot lot in the Single Residence 1 zoning district. The property is the home of Beth Menachem Chabad, a Jewish Orthodox congregation and a member of the Chabad-Lubavitch movement. Chabad received a special permit in 2007 to construct a 12,000 square foot building to accommodate religious services, special functions, office space, kitchen facilities, a mikvah and a pre-school. Several conditions were included in the special permit relative to hours of operation, educational uses and parking and traffic mitigation. The special permit granted a waiver of 61 parking stalls, permitting just nine stalls to service the site, with provisions for visitors to park at the Countryside School. It also limits a preschool use to 16 students in a part-time program of no more than four hours a day. The Petitioner requests an amendment to the existing special permit to allow for the expansion of the existing nursery school into previously unfinished basement space and to construct nine additional surface parking stalls.

The following review is based on plans and materials submitted to date as noted below.

- Zoning Review Application, prepared by Joel Sowalsky, Attorney, submitted on 7/12/2017, revised 12/4/2018, revised 6/17/2019
- Zoning Review Memo, prepared by Juris Alksinitis, Chief Zoning Code Official, dated 3/23/2007

- Planning Memo, dated 5/11/2007
- Site Plan, prepared by LR Construction, undated
- Floor Plans, prepared by LR Construction, undated
- Elevations, prepared by LR Construction, undated
- Zoning Analysis Drawings, dated 1/23/2009
 - o Site Plan
 - o Site Details
 - o Zoning Plan
 - Location Plan
 - o Floor Plans
 - o Elevations
 - Lighting Plans

ADMINISTRATIVE DETERMINATIONS:

- 1. The Petitioner received Special Permit #106-07 in 2007 to construct a 12,000 square foot synagogue facility. The lower level of the building includes 4,465 square feet of space which was not shown on the original building permit and should not have been built. Inspectional Services required that the space be left unfinished and unusable, as the building had received FAR relief for only the finished space shown on the plans. The building received a Dover Waiver from the Commissioner of Inspectional Services to allow an FAR of .36, where .20 is the maximum allowed per section 3.1.6, which provides the dimensional requirements for single-use institutions in the Single Residence 1 zoning district. The Petitioner would like to now use that basement space as part of its nursery school operation. The method for calculating FAR changed in 2011, and changes were made to how basement space was specifically calculated. Due to these changes, the basement space in its entirety is now calculated as having an FAR of .35, which is below that which was permitted by the 2007 special permit.
- 2. Condition #10 of Special Permit #106-07 requires that the Petitioner amend the special permit should the enrollment of the part-time nursery school exceed sixteen students. The Petitioner would now like to increase the number of students to 41. To do so requires an amendment to the existing special permit.
 - The special permit also states that there can be no full-time school or educational program on site. The existing nursery school must remain part-time (less than four hours per day), or seek an amendment to the special permit.
- 3. Condition #10.d requires that if the Petitioner seeks an amendment to the special permit to conduct a part-time nursery school, the Petitioner shall include in its application a proposed Traffic Management Plan ("the Plan"). This plan must provide information on the impact the school will have on traffic and safety of vehicular and pedestrian movements, both on-site and off-site, including drop-off and pick-up of students. The Plan shall, at minimum, include the following:
 - Number and ages of students, including the maximum number of students that may attend;
 - Number of staff and their hours;
 - Hours and days of operation, including the possibility that operation of the school or program permit staggered start and stop times to prevent queuing of cars off the Site onto Dedham Street;

- Description of the proposed drop-off and pick-up plan to address potential queuing problems, including all proposed signage and written information to parents regarding the drop-off and pick-up plan;
- Site plan showing the vehicular and pedestrian movements on the Site during the drop-off and pick-up of students;
- Information that may be reasonably requested by the City Traffic Engineer and/or Director of Planning and Development.
- 4. The Petitioner received a parking waiver of 61 parking stalls, where 70 were required and nine provided, at the time of the 2007 special permit. Review of the 2007 Zoning Review indicates that the requirement of 70 stalls was based on the 200 seats proposed within the sanctuary and social hall space (67 stalls) and 519 square feet of offices (3 stalls), and does not include stalls required to operate a day care or nursery school. However, the special permit grants permission for the part-time nursery school with up to 16 students. Per the existing special permit, all uses on the site are covered by the waiver of 61 stalls.

As the existing special permit parking waiver covers the current uses on site, for the purposes of calculating the new requirement, only the additional students and teachers in the nursery school are considered. The Petitioner is proposing an additional 25 students and an additional two teachers. With the requirement of one stall per each five students (5 stalls required for 25 students) and one stall per each teacher (2 stalls required for 2 teachers), the Petitioner requires an additional seven stalls. Where nine additional stalls are proposed to be constructed, the Petitioner requires no additional relief.

Existing Uses as permitted by Special	Requirement	TOTAL
Permit #106-07		
 Sanctuary - 200 seats 	1 per 3 seats = 67	70 stalls required*
Office space - 519 sf	1 per 250 sf office = 3	9 stalls provided
Nursery school		61 stalls waived
- 16 students	1 per 5 students = 3	
- 3 teachers	1 per teacher = 3	
Proposed Uses		
 Sanctuary – 200 seats 	1 per 3 seats = 67	70 stalls required
 Office space 519 sf 	1 per 250 sf office = 3	9 stalls provided
		61 stalls waived
 Nursery school (16 students/3 		
teachers existing)	1 per 5 students = 5	7 stalls required
- 25 students	1 per teacher = 2	9 stalls provided
- 2 teachers		
		No additional waiver

^{*}per Special Permit #106-07

5. A single-use institution in the SR1 zoning district has a side setback requirement of 20 feet, and a front setback requirement of 40 feet, per section 3.1.6. Per section 5.1.8.A.1, no parking shall be located within any setback distances from a street or side lot line, or within five feet of a street.

The proposed new parking stalls are located within the front setbacks from both Dedham Street and Rachel Road. To construct the parking in the proposed location, the Petitioner requires either a Dover Waiver from the Commissioner of Inspectional Services, or a special permit.

6. The property has an existing open space calculation of 52%, where 50% is the minimum required for a single-use institution in the SR1 zoning district per section 5.1.6. The proposed additional parking reduces the open space to 42.9%, which requires either a Dover Waiver from the Commissioner of Inspectional Services, or a variance.

See "Zoning Relief Summary" below:

Zoning Relief Required			
Ordinance		Action Required	
	Request to amend Special Permit #106-07 to allow for an increase to 41 students in the nursery school	S.P. per §7.3.3	
§5.1.8.A.1	To allow parking in a front setback	Dover Waiver -or-	
§5.1.13	-	S.P. per §7.3.3	
§3.1.6	Request to reduce minimum open space	Dover Waiver -or-	
		Variance per §7.6	

Next Steps:

Please contact a Planner by calling 617.796.1120 to obtain a copy of the Special Permit Application. If there have been any changes made to the plans since receipt of your Zoning Review Memorandum you must inform the Zoning Code Official to ensure additional relief is not required. You will need an appointment with a Planner to file your Special Permit Application. **Incomplete applications will not be accepted.**

The following must be included when filing a Special Permit Application:

- 7. Two (2) copies of the completed Special Permit Application (signed by property owner)
- 8. Filing Fee (see Special Permit Application)
- 9. Two (2) copies of the Zoning Review Memorandum
- 10. Plans (Twelve sets signed and stamped by a design professional). Each set shall contain:
 - Site Plans showing existing and proposed conditions (including topography as applicable)
 - Architectural plans showing existing and proposed conditions (including façade materials)
 - Landscape plan (as applicable)
- 11. One (1) Floor Area Ratio (FAR) Worksheet, (signed and stamped by a design professional)
- 12. One (1) copy of any previous special permits or variances on the property (as applicable)
- 13. One (1) copy of any other review/sign-off (Historic, Conservation, Tree Removal, etc. as applicable)
- 14. Two (2) electronic copes of the application with all above attachments (USB or CD)

Copies of all plans shall either be 8.5 x 11 or 11 x 17, except as requested by staff

Special Permit Sign (\$20 fee)

Depending on the complexity of the project additional information may be requested to facilitate a full review of the application. Such information may include but shall not be limited to:

- Historic Review/Sign-off
- Conservation Review/Sign-off
- Engineering Plans including Utilities and Drainage Calculations
- Massing Model or 3D computer model
- Traffic Impact Assessment
- Parking Demand Study
- Parking and Screening Plan
- Transportation Demand Management Plan
- Loading/Trash Location and Screening Plan
- Schedule of Activities
- Hours of Operation
- Photometric Plan
- Inclusionary Housing Plan
- Comprehensive Sign Package
- Street Views
- Site Sections
- Turning Template

- Fire Department Review/sign-off
- Average height of abutting residential buildings
- Area Plan showing distances from proposed buildings
- Construction Management Plan
- Proposed Phasing Schedule
- Shadow Study
- Roof Plan
- Tree Removal Plan
- Sustainability Plan
- Fiscal Impacts Report

Has the proposed project been presented to and discussed with abutting property owners?

Y/N