FAIRFAX COUNTY

V I R G I N I A

APPLICATION ACCEPTED: February 11, 2005
APPLICATION AMENDED: December 5, 2005
PLANNING COMMISSION: January 12, 2006
BOARD OF SUPERVISORS: not scheduled

December 28, 2005

STAFF REPORT

APPLICATION SE 2005-SU-007

SULLY DISTRICT

APPLICANT:	Korean Central Presbyterian Church Trustees
ZONING:	R-C, WS
PARCELS:	Tax Maps 64-1 ((1)) 8, 9, 25, 26, 27; 64-1 ((3)) 16; 64-2 ((3)) 18; and 64-2 ((5)) 1, 2, 3
ACREAGE:	80.22 acres
FAR:	0.058
OPEN SPACE:	65%
UNDISTURBED OPEN SPACE:	57%
PLAN MAP:	Residential, 0.1-0.2 dwelling units per acre
SE CATEGORY:	Category 3, Use 15: Place of Worship with a Nursery School and Private School of General Education
PROPOSAL:	Request approval for a place of worship consisting of 205,000 square feet with 2,500 seats, a nursery school of 100 students, and a private school of education of 100 students (grades K-2).
WAIVERS & MODIFICATIONS REQUESTED:	Modification of Transitional Screening on all sides to allow existing vegetation to be utilized Waiver of barrier on all sides, except around the unconsolidated Parcel 17 *(6 foot board-on-board fence provided)* and the northern portion of the western boundary *(7 foot board-on-board fence provided)* Waiver of Service Drive Construction along Route 29 (dedication to be provided)

STAFF RECOMMENDATIONS:

Staff recommends denial of SE 2005-SU-007 as submitted. However, if it is the intent of the Board of Supervisors to approve SE 2005-SU-007, staff recommends that such approval be subject to the development conditions contained in Appendix 1.

It should be noted that it is not the intent of staff to recommend that the Board, in adopting any conditions proffered by the owner, relieve the applicant/owner from compliance with the provisions of any applicable ordinances, regulations, or adopted standards.

It should be further noted that the content of this report reflects the analysis and recommendation of staff; it does not reflect the position of the Board of Supervisors.

For information, contact the Zoning Evaluation Division, Department of Planning and Zoning, 12055 Government Center Parkway, Suite 801, Fairfax, Virginia 22035-5505, (703) 324-1290 TTY 711 (Virginia Relay Center).

Americans with Disabilities Act (ADA): Reasonable accommodation is available upon 7 days advance notice. For additional information on ADA call (703) 324-1334 TTY 711 (Virginia Relay Center).

A GLOSSARY OF TERMS FREQUENTLY USED IN STAFF REPORTS WILL BE FOUND AT THE BACK OF THIS REPORT

DESCRIPTION OF THE APPLICATION

Proposal:

The applicant, the Korean Central Presbyterian Church (KCPC), requests approval of a Special Exception to allow a Place of Worship (2,500 seats) with a Nursery School (100 students) and a Private School of General Education (100 students, grades K-2).

Development is proposed in two phases. **Phase 1** will include a 173,000 square foot main building, with 5,600 square feet of cellar space. The main building will contain a 2,000 seat sanctuary and a 500 seat chapel (a total of 2,500 seats), as well as offices and educational facilities, the nursery school and the elementary school. Phase 1 also includes a 2,000 square foot rectory, for a total gross floor area (GFA) of 175,000 square feet (a floor area ratio (FAR) of 0.05), 982 paved parking spaces, and 198 overflow parking spaces (pervious pavers). **Phase 2** will add a second building, with 30,000 square feet of additional office and classroom space, for a total gross floor area of 205,000 square feet (FAR 0.058). 169 parking spaces will be displaced by Phase 2 construction, and will be relocated, but no additional spaces are needed with Phase 2 as all seats are to be constructed with Phase 1.

Waivers & Modifications Requested:

- Modification of Transitional Screening on all sides to allow existing vegetation to be utilized
- Waiver of barrier on all sides, except around the unconsolidated Parcel 17 *(6 foot board-on-board fence provided)* and the northern portion of the western boundary *(7 foot board-on-board fence provided)*
- Waiver of Service Drive Construction along Route 29 (dedication to be provided)
- Waiver of dustless surface on 198 overflow parking spaces *(to be addressed at the time of site plan approval)*

LOCATION AND CHARACTER

Site Description:

The application property is located on the south side of Route 29, just to the east of Bull Run Post Office Road. The site extends to the south to include three platted residential lots fronting on Compton Road. Tax Map Parcel 64-1 ((3)) 17, fronting on Route 29 is surrounded by, but not consolidated with, the site. The site is vacant, and is generally forested with a mix of upland and bottomland forest. The three lots located on Compton Road are considered to be “old field” and are characterized by

pioneer species. The site slopes consistently down from Route 29 to the south, towards Compton Road. A power easement crosses the northwestern corner of the site. An old farm pond is located near the western edge of the property, and drains to the south.

Naylor Road, a private and historic road accessing Bull Run Post Office Road to the west, crosses the center of the site to give access to the Cub Run Memorial Cemetery located just off the eastern edge of the property.

Surrounding Area Description:

Direction	Use	Zoning	Plan
North	Centreville Presbyterian Church Single Family Detached	RC, WS	Residential, 0.1-0.2 du/ac
South	Single Family Detached	RC, WS	Residential, 0.1-0.2 du/ac
East	Bull Run Elementary School Single Family Detached Cemetery	RC, WS	Residential, 0.1-0.2 du/ac
West	Single Family Detached	RC, WS	Residential, 0.1-0.2 du/ac

BACKGROUND

There are no rezonings, special exceptions or special permits constraining the property.

COMPREHENSIVE PLAN PROVISIONS (Appendix 4)

The Fairfax County Comprehensive Plan, Area III, 2003 edition as amended through December 6, 2003, Bull Run Planning District, Stone Bridge Community Planning Sector (BR5), beginning on page 64 states:

"1. The land on the southwest perimeter of the County, adjacent to Loudoun County and Prince William County, lying generally along Bull Run and the public parkland associated with Bull Run has remained for the most part open and undeveloped and has a rural character. It is planned for residential development at .1-.2 dwelling unit per acre and public parkland. This is in conformance with the findings of the Occoquan Basin Study. The present very low density development which characterizes this area should remain intact to protect its natural wildlife and water quality.

2. Non-residential uses requiring special exception or special permit approval should be rigorously reviewed. In general, these uses, if permitted at all, should only be located at the boundary of Low Density Residential Areas and Suburban Neighborhoods or where their impact on existing residences is minimal. These uses should be granted only if the following conditions are met:

   - Access for the use is oriented to an arterial roadway;
   - The use is of a size and scale that will not adversely impact the character of the area in which it is located; and
   - The use is designed to mitigate impacts on the water quality of the Occoquan Reservoir."

   Plan Map: Residential, 0.1-0.2 dwelling units per acre

ANALYSIS

Special Exception Plat (Copy at front of staff report)

Title of Special Exception Plat:	Korean Central Presbyterian Church
Prepared By:	Bury + Partners
Original and Revision Dates:	November 19, 2004, as revised through December 21, 2005

Description of Plat:

The Special Exception Plat consists of 14 sheets. **Sheet 1** is the title sheet, and includes a legend, vicinity map, and sheet index. **Sheet 2** includes the notes and tabulations, a soils map, sign details, and angles of bulk plane for both Phases. **Sheet 3** is the existing vegetation map. **Sheet 4** shows the overall layout for the entire site at a scale of 1" = 200' and cross sections of Route 29 in interim and final stages. **Sheet 5** shows the layout of the northern half of the site for Phase 1. **Sheet 5A** shows the layout of the northern half of the site for Phase 2. **Sheet 6** shows the layout of the southern half of the site (no changes between Phase 1 and Phase 2). **Sheet 7** shows illustrative cross-sections of the site. **Sheets 8 and 9** show the landscape plan for Phase 2, (the northern and southern portions of the site, respectively). **Sheet 10** shows the preliminary stormwater management plan and narrative. **Sheet 10A** includes a planting guide for the stormwater management pond. **Sheet 11** shows the adequate outfall details. **Sheet 12** shows the building elevations for the main building (Phase 1).

Uses

The applicant proposes a Place of Worship with 2,500 seats, including a main sanctuary of 2,000 seats and a chapel of 500 seats. Also proposed are a Nursery

School of 100 children and a Private School of General Education for grades kindergarten through second grade with 100 students.

Buildings

The main building, to be constructed with Phase 1, is located adjacent to Route 29, and includes 173,000 square feet of gross floor area plus an additional 5,600 square feet of cellar area. The building is basically rectangular, with 279 feet of frontage along Route 29 and extending approximately 580 feet back along the unconsolidated Parcel 17. A courtyard is indented into the western side, serving as the main entrance and facing the parking lot. The front (northern end) of the building is one story and shown to be a maximum of 26 feet in height, and the rear (southern end) of the building is shown to be two stories, with a maximum height of 42 feet. Because the site slopes from Route 29 towards the south, the roof line of the building will be basically level, though the northern end is one story and the southern end is two stories. Additionally, approximately 5,600 square feet of cellar space is provided in the building, to be utilized for storage, loading, and mechanical equipment only.

Elevations shown on Sheet 12 of the SE Plat indicate that the building will have a flat roof and a mixture of finishes on the sides. All four faces of the building are shown to have windows. No materials or building colors are provided.

A 2,000 square foot rectory is shown to the south of the main building, on the south side of the drive aisle (to be constructed with Phase 1).

Phase 2 proposes to add a second building, consisting of 30,000 square feet, towards the eastern edge of the site, at the southern end of the unconsolidated parcel. This building is proposed to be a maximum 32 feet in height. No elevations are provided for the Phase 2 building.

No steeples are shown (which would not be subject to the height limitations shown on the Plat); but neither would a steeple be prohibited based on the Plat.

Access and Parking

Access to the site is provided through three entrances onto Route 29. The main (center) entrance provides full access, and is aligned with the Centreville Presbyterian Church (approved under SP 99-Y-065) on the north side of Route 29. The applicant proposes to install a traffic signal with two left turn lanes into the site at this entrance. Two additional access points are proposed, one at the far western edge of the site as a right in only, and one at the far eastern edge (accessing up the “pipestem” on the eastern side of the unconsolidated parcel) that would offer right in - right out access.

The western and central access points lead to drive aisles down the eastern and western sides of a parking area along the front of the main church building. The two drive aisles converge at the southern end of the main building, and a single drive aisle

crosses the southern face of the building to give access to the rest of the site (the remainder of the parking and the eastern access).

Parking is provided entirely in surface lots, and consists of a total of 982 paved parking spaces (1 space per 2.697 seats, plus parking for the nursery school and the private school of general education) and an additional 198 overflow parking spaces, to be provided with pervious pavers.

For Phase I, 517 spaces are shown in the large parking area on the western side of the main building (a distance of approximately 600 feet from the far edge of the parking lot to the main building); an additional 366 spaces are shown along the southern end of the unconsolidated parcel. Finally, 198 overflow parking spaces, intended to be constructed of grass pavers or some other permeable parking surface, are shown at the bottom of Parcel 18 (on the far side of unconsolidated Parcel 17, adjacent to the eastern boundary of the site and above the southern parking area).

For Phase 2, no changes are proposed to the western parking area. Because the Phase 2 building is shown to be constructed over part of the southern parking area, the overflow parking spaces are shown to be shifted approximately 290 feet north (up the pipestem lot), and 169 paved spaces are shown to be shifted from the southern parking area into the location of the Phase 1 overflow parking (at the southern end of the pipestem lot, between the unconsolidated lot and the eastern boundary).

Other Transportation Issues

Naylor Road, a private road which accesses the Cub Run Memorial Cemetery on the eastern edge of the property, crosses the site from east to west in approximately the center of the property. Naylor Road is proposed to remain in its current, existing alignment and condition.

The Tri-County Parkway, a proposed circumferential road connecting Loudon, Fairfax and Prince William Counties, could impact the application property. The preferred alignment, as identified in the Fairfax County Comprehensive Plan, would cross the southern portion of the application property. The SE Plat shows a 200 foot wide reservation area for this alignment.

The Battlefield Bypass, a National Park proposed replacement for Route 29 to route traffic around the Manassas Battlefield, might also impact the application property. Alternative G of the proposed Battlefield Bypass would cross the extreme northwestern corner of the site; to the north and west of the of the existing power line easement. While the impacts are not shown on the SE Plat, it appears that Alternative G could require the closure or reconfiguration of the western entrance (which is a right-in only) and the landscaping/screening in that area, and possibly the removal or reconfiguration of a small number of parking spaces. Staff has proposed a development condition to address the potential Battlefield Bypass impacts.

Outdoor Recreation

Two areas for outdoor recreation are shown; a playground on the northern end of the main church building (approximately 8,650 square feet in area, adjacent to the screening area along Route 29) and a recreational field (11,250 square feet in area). No details of the equipment to be provided or internal or external access to the playground are provided, nor are any details about the fencing or possible need for highway noise mitigation for this area; although the applicant has indicated that minimal noise mitigation should be necessary.

Open Space, Screening and Retaining Walls

The SE Plat indicates that 44.96 acres of the site are to remain as undisturbed open space (57%). The notes also indicate that a total of 65% of the site will be open space, which would include features such as lawn, parking lot islands, recreational areas, and stormwater management facilities. Should the Comprehensive Plan preferred alignment for the Tri-County Parkway be constructed, approximately 4.82 acres of undisturbed open space would be dedicated for that roadway. Should this occur, the site would still retain slightly more than 50% undisturbed open space.

Buffers of 100 feet to the west, up to 40 feet to the north, 25 feet to the east, and 35 feet around unconsolidated Parcel 17 are shown on the SE Plat. With the exception of the eastern buffer (against the elementary school), these are shown to be undisturbed areas, utilizing existing vegetation. Around unconsolidated Parcel 17, a 6 foot high board on board wooden fence is shown on the church's side of the screening yard. A short length of retaining wall, a maximum of 8 feet in height, is shown around the loading spaces on the back side of the main church building.

Along Naylor Road, the vegetation is generally shown to remain as it exists today. The narrowest area of buffer is shown in the vicinity of the outfall for the stormwater management pond (approximately 50 feet of vegetation, with the existing stream flowing through the area).

Signage

Sheet 2 shows a sign detail consisting of a solid, monument style sign 4 feet in height and 10 feet in width. Notes indicate that the signage will not exceed 40 square feet in area or eight feet in height (although the illustration shows the signs to be only four feet in height). Notes also indicated that two signs will be provided in locations as shown on Sheet 5, though Sheet 5 shows a sign in only one location, on the western side of the main entrance. As the zoning ordinance would allow only one freestanding sign for this use, staff has proposed a development restricting the site to a single freestanding sign, a maximum of four feet in height, as shown on the detail on the SE Plat.

Stormwater Management

A single enhanced, extended detention pond is shown to serve the entire site, located to the south of all proposed development, just to the north (100 feet) of Naylor Road. No additional low impact development techniques are proposed.

Land Use Analysis (Appendix 4)

The Comprehensive Plan recommendations for this site state that, in general, uses requiring Special Exception or Special Permit approval should be located at the boundary of Low Density Residential Areas and Suburban Neighborhoods, and should only be approved if access is oriented to an arterial roadway; the use is of a size and scale that will not adversely impact the character of the area; and the use is designed to mitigate water quality impacts on the Occoquan Reservoir. The following issues remain outstanding with this proposal.

Consolidation

While the applicant has provided for substantial consolidation, a key parcel along Route 29 (Parcel 17) is not part of the application. While consolidation is not in and of itself necessary for a recommendation of approval, the site as currently proposed is constrained by several elements which constrict the truly usable area. Naylor Road (a historic road offering access to the Cub Run Memorial Cemetery, which is both historic and currently in use) cuts across the middle of the site and is worthy of protection and preservation. The Comprehensive Plan recommended alignment of the Tri-County Parkway crosses the site below Naylor Road. Residential land surrounds the site on all sides, requiring significant buffering. The applicant has further constricted development by choosing to locate all development north of the existing natural drainage way that runs along the western boundary.

The unconsolidated parcel is currently zoned for, planned for, and in use as residential property. Surrounding the parcel with an intense, non-residential use would essentially render Parcel 17 highly unattractive for its zoned and planned use (residential), with the result that the parcel would likely be attractive only for some other non-residential use. In order to show that the proposed use would not have a negative impact on Parcel 17, the applicant has been asked to either reduce in size and/or move the uses away from this residential site, or to provide additional details as part of the SE Plat. In response, the SE Plat has been amended to include architectural elevations which show that the almost 600 feet of building face will be broken up by windows and differentiation of treatments, although no materials or colors have been provided. Cross-sections of the site have also been provided to illustrate the relationship of the church site to the unconsolidated parcel. Although the widths of the buffers have been increased and the location and design of the barriers has improved, when compared with what could be constructed by-right, staff continues to believe that the proposed use, as designed, would have a significant negative impact on the unconsolidated parcel, especially with the construction of Phase 2. As shown, Phase 2 would not only increase the amount of development surrounding the unconsolidated parcel by

relocating parking further up the side of the parcel, but the addition of a second building would increase the potential activity level on the southern end of this parcel.

It is staff's opinion that the proposed design and intensity, which result in a 5 acre residential parcel being almost entirely surrounded by the buildings, parking lots, and driveways of an intense non-residential use, is not acceptable and not in keeping with the Comprehensive Plan's recommendations of not "adversely impact[ing] the character of the area."

Screening / buffering surrounding residential uses

Because of the intense nature of the proposed use (2,500 seats, Sunday services from 6 am to 8 pm, Wednesday and Friday evening services, weekday ministry and community activities, a 100 student elementary school, a child care facility with 100 children, and over 1,000 parking spaces), adequate buffering should be provided to all existing or potential residential uses. The SE Plat shows 100 feet of screening along the western edge of the parking area, but less than 40 feet of screening along the western edge of the only recreation field serving the site. Around unconsolidated Parcel 17, only 35 feet of screening is provided, although all of the buildings, much of the use, and all of the loading for the main building surround that unconsolidated parcel. Given that a large church of this type is likely to host large functions such as weddings, it is reasonable to expect that the loading area could often be occupied by catering trucks and the like, which would be expected to arrive early, stay late, and often remain running for long periods.

While the proposal does meet the minimum required transitional screening yards, it is staff's opinion that, on a 80+ acre parcel, adequate room could be found to provide additional screening adjacent to the most intense uses. The lack of consolidation of Parcel 17, coupled with the other constraints of the property, results in the most intense areas of the site surrounding the unconsolidated parcel with only the ordinance required minimum screening and barrier.

Naylor Road

As noted earlier in this report, Naylor Road, a private road from Bull Run Post Office Road to the east, crosses the site to give access to Cub Run Memorial Cemetery. This cemetery is not only historically important, but is still in use by the Cub Run congregation. Care should be taken to preserve the character of the historic road and cemetery, as well as to ensure that development of the site does not negatively impact current visitors to the cemetery. Specifically, care should be taken so that church users do not utilize Naylor Road to access the church facilities.

The applicant's redesign to move the majority of the facilities north of the drainage way has done much to protect Naylor Road. Staff remains concerned, however, that the outfall from the stormwater management pond may require additional clearing in the narrowest part of the buffer, or other clearing and grading in the vicinity of Naylor Road. The applicant has been advised that additional clearing and grading in the

vicinity of Naylor Road will be unlikely to be approved by an administrative interpretation, and that they should therefore have completed adequate engineering to ensure that what is shown can be preserved; the applicant has indicated that they will be able to maintain the limits of clearing and grading as shown on the SE Plat.

Environmental Analysis (Appendix 5)

The application property was rezoned by the Board of Supervisors to the R-C District in 1982, as part of the 40,000 acre Occoquan Basin rezoning. This zoning action was preceded by the publication of the Occoquan Basin Study (1982) and the adoption of amendments to the Comprehensive Plan (1982) that incorporated recommendations of the Study. Among the primary goals of this study was the protection of the quality of water in the reservoir through a combination of land use modifications and best management practices (BMPs). The zoning of two-thirds of the Occoquan watershed in Fairfax County to the R-C District was in furtherance of implementation of adopted County goals as set forth in the Comprehensive Plan.

The application property is mostly within the boundary of the sewer service area; all of the developed area of the site would be within the boundary. The applicant will be extending sewer to the site so that the development will be served by sewer, not a septic system.

The applicant now proposes to retain approximately 57% of the site in undisturbed open space, which is in keeping with the Board's policy of requiring non-residential uses in the Occoquan Watershed to maintain a minimum of 50% of their site in undisturbed open space. Additionally, the currently proposed configuration preserves almost all of the identified or potential wetlands in undisturbed open space. The following issues are addressed by development conditions:

- The soil types on the site indicate a high likelihood of naturally occurring asbestos. The applicant should utilize construction techniques as deemed appropriate by the Health Department.
- Additionally, should asbestos be found in those areas proposed for outdoor recreation (playing field, playground) the applicant may need to provide for a top layer of "clean" dirt, or other mitigation methods as deemed appropriate by the Health Department.
- The three parcels located on Compton Road which are included in this application (approximately 10 acres) are currently vegetated with an "old field" stage. The applicant should commit to a one-time seedling planting for this area, to promote reforestation.

Transportation Analysis (Appendix 6)

As noted, the applicant proposes three points of access: a right in only access at the western edge of the site, a full, signalized access with two left turn lanes in at the center of the site (aligned with Centreville Presbyterian Church to the north), and a

right in-right out access at the eastern edge of the site, utilizing a driveway up the length of the "pipestem" to the east of the unconsolidated parcel. With the most recent revision to the plan, the applicant has addressed some of the transportation issues by redesigning the parking area to encourage exit at the center, signalized, exit; separation of handicapped spaces from travel aisles; and reservation for the Tri-County Parkway. The following issues remain outstanding:

Cumulative impacts; restrictions on hours of services, etc.

If this application is approved, almost 6,200 seats will have been approved through Special Exception and Special Permit in this portion of the Route 29 corridor (generally between Bull Run Post Office Road to the west and the Columbia Gas Pipeline easement to the east). Even if vehicle occupancy rates of three worshipers per vehicle are achieved, which is unlikely, if all of these worshippers were to come and go at the same time, the demand from church traffic alone would roughly equal the entire hourly capacity of Lee Highway in this area. Additionally, the churches in this corridor frequently hire off-duty police officers to close a lane of traffic on the main roadway in order to allow for the exit of worshipers onto the public street, further exacerbating the arterial roadway capacity to carry through trips. To address this concern, the applicant should commit to stagger the hours of operation to minimize conflicts. Staff has proposed a development condition prohibiting the chapel (500 seats) and the main sanctuary (2,000 seats) from having services which begin or end within one half hour of each other to help spread the traffic impacts expected from this site. Additionally, staff has proposed a condition requiring the applicant to work with the Fairfax County Department of Transportation to determine appropriate service times, in relation to the service times of the other church facilities in the corridor, to reduce the cumulative impacts in the corridor.

Transition of east bound lanes on Route 29

As noted in the Transportation Analysis, the eastbound lanes of Route 29 must be shifted to the south to allow for the construction of the two left turn lanes into the site at the entrance necessary to accommodate the traffic expected to be generated by this facility. The transition of these lanes is subject to approval by VDOT. Staff has proposed a development condition requiring the transition to be constructed as deemed appropriate by VDOT.

Park and Ride facility

The applicant has removed a previously proposed Park and Ride facility from the SE Plat. Given the site's location along a major commuter route (Route 29) and proximity to Interstate 66 (less than 3 miles from the I-66 / Route 29 interchange), a Park and Ride facility is both appropriate and desirable on this site. The applicant has also significantly increased the undisturbed buffer (to 100 feet in width) along the western boundary of the site, and provided a 7 foot tall solid wood fence. These modifications should adequately address the need to screen the parking lot, including any park and ride facility, from the residential uses to the west. Therefore, staff has

proposed a development condition requiring that a minimum of 75 parking spaces be reserved within the proposed parking lot for the provision of a (week day) Park and Ride facility, with hours to be determined in consultation with the Department of Transportation.

Tri-county Parkway

As noted, the SE Plat shows a 200 foot wide swath to be reserved for the possible future construction of the Tri-county Parkway (Comprehensive Plan preferred alignment). Staff has additionally proposed a development condition requiring that any required dedication be provided upon request, and clarifying that such dedication shall not be counted against the site's required undisturbed open space.

Battlefield Bypass

As noted, Refined Alternative G of the Battlefield Bypass would cross the northwestern corner of the application property. This alignment has not been endorsed by the Board of Supervisors or included in the Comprehensive Plan (Refined Alternative D, which does not impact the site, is preferred by the Fairfax County Board of Supervisors). Therefore, staff has not required the applicant to show the impact area on the SE Plat. Additionally, analysis of the Refined Alternative G shows little impact to the site. The site is over parked and has provided open space in excess of the requirement, so the small reduction in either parking or open space could be accommodated without impact to the ordinance requirements. The entrance to the site (which would need to be closed or relocated) is a right-in only access point, and could be closed without significant impact to the property. Staff has proposed a development condition addressing the potential impacts of the Battlefield Bypass.

ZONING ORDINANCE PROVISIONS (Appendix 8)

Bulk Standards (R-C)		
Standard	**Required**	**Provided**
Lot Size	5 acres	80.22 acres
Lot Width	200 feet	1,200 feet (plus 300 feet on Parcel 18)
Building Height	60 feet	Phase 1: 42 feet* Phase 2: 32 feet
Front Yard	50° ABP, but not less than 40 feet (40 feet)*	Phase 1: 80 feet
Side Yard	45° ABP, but not less than 20 feet (Phase 1: 26 – 42 feet) (Phase 2: 32 feet)	Phase 1: 70 feet Phase 2: 58 feet
Rear Yard	45° ABP, but not less than 25 feet (25 feet)	Phase 1: 1,158 feet Phase 2: 948 feet

Bulk Standards (R-C)		
Standard	**Required**	**Provided**
FAR	0.10	Phase 1: 0.05 Phase 2: 0.058
Open Space	NA	65%
Undisturbed Open Space	50% (policy)	57%
Parking Spaces	670	982 paved 198 overflow

* the front of the building is only 26 feet in height

Transitional Screening and Barrier Requirements		
Direction	**Required**	**Proposed**
North	25 feet and Barrier D, E, or F	50 feet, no barrier
South		Minimum 300 feet, no barrier
East		25 feet, no barrier
West		*Adjacent to parking:* 100 feet, 7 foot high wood fence *Adjacent to rec field:* 30 feet, no barrier
Around Parcel 17		35 feet, 6 foot high wood fence

Waivers/Modifications

- Modification of Transitional Screening on all sides to allow existing vegetation to utilized
- Waiver of barrier on all sides, except around the unconsolidated Parcel 17 *(6 foot board-on-board fence provided)* and the northern portion of the western boundary *(7 foot board-on-board fence provided)*

  The request for a modification to utilize existing vegetation may be appropriate, but additional screening should be provided as recommended by UFM. Because the width of the transitional screening is generally in excess of that required, staff would not object to the requested waivers of the barrier requirement. The barrier requirement around unconsolidated Parcel 17, however, should not be waived (nor is a waiver requested).

- Waiver of Service Drive Construction along Route 29 (dedication to be provided)

  The applicant has agreed to dedicate the necessary right-of-way for the required service drive. Because at this time the service drive would not connect on either side of the site (or across the frontage of unconsolidated Parcel 17), staff would not object to the waiver of actual construction, subject to provision of an escrow for construction, including the cost of any utility relocation.

- Waiver of Dustless Surface

  The 198 overflow parking spaces shown on the SE Plat are proposed to be constructed of a pervious material such as grasscrete pavers. At the time of site plan approval, the applicant will be required to process a request for a waiver of dustless surface for these spaces. Staff has proposed a condition which would prohibit the construction of these spaces, should no waiver be approved.

General Special Exception Standards (Sect. 9-006)

General Standard 1 requires that the proposed use at the specified location be in harmony with the adopted Comprehensive Plan. As noted in the land use analysis, the lack of consolidation coupled with the other constraints to the site restrict the usable site area. The attempt to fit 205,000 square feet of building within the constraints, along with over 1,000 parking spaces (including the overflow spaces), results in a design that does not conform with the Comprehensive Plan recommendation for land uses which do not "adversely impact the character of the area." This standard is not satisfied.

General Standard 2 requires that the proposed uses be in harmony with the general purpose and intent of the applicable zoning district regulations. The proposal does meet the bulk regulations of the R-C District, and provides a minimum of 57% undisturbed open space (above the Board policy minimum of 50% undisturbed open space for non-residential uses in the R-C District). The applicant has provided for transitional screening areas which meet the minimum required widths, and for barriers in accordance with the Zoning Ordinance where appropriate. Staff remains concerned, however, that the size of the use is out of character with the intent of the R-C District (low-density residential uses, minimization of impervious surface). Should this property develop by-right, a maximum of 16 single family dwellings could be constructed. Assuming a (relatively large) house size of 5,000 square feet, that would equate to 80,000 square feet, a large portion of which could presumably be in two-story structures (thus reducing the actual footprint). By comparison, the applicant proposes to construct 205,000 square feet, the majority of which will be one-story construction. The paved parking necessitated by this use is approximately 294,000 square feet (more than 6.5 acres). Should this use be approved as proposed, it would be the largest church ever proposed in the R-C District, both in terms of seats (2,500) and in terms of gross floor area (205,000 square feet). The next largest church approved, the Centreville Baptist Church (SP 86-S-054), has 1,700 seats (700 fewer than KCPC) and 87,830 square feet of gross floor area (117,170 less than KCPC). The approved FAR for that application is 0.059, only slightly higher than the 0.058 proposed for this application.

General Standard 3 requires that the proposed uses be harmonious with and not adversely affect the use or development of neighboring properties in accordance with the applicable zoning district regulations and the adopted comprehensive plan. The location, size and height of buildings, structures, walls and fences, and the nature and

extent of screening, buffering and landscaping should be such that the use will not hinder or discourage the appropriate development and use of adjacent or nearby land and/or buildings or impair the value thereof. As discussed in the land use analysis, staff does not believe that the application as proposed meets this standard.

Because of the unconsolidated parcel and other restrictions on the property such as Naylor Road, development is constricted to only a portion of the site and squeezed between the corner of the unconsolidated lot and the drainage way. One-story construction and surface parking lots are appropriate for this more rural area; however, the applicant has proposed an extremely intense development. The sheer amount of building (205,000 square feet) and parking (over 294,000 square feet) proposed, along with the topography of the site means, to accommodate the level of activity proposed, the development must either pressure the low-density residential neighbors to the west, or the unconsolidated lot, also low-density residential. The applicant has chosen to move the uses closer to the unconsolidated lot, with the result that, in staff's opinion, this unconsolidated lot will be significantly impacted.

General Standard 4 requires that the proposed use be such that pedestrian and vehicular traffic associated with such use will not be hazardous or conflict with the existing and anticipated traffic in the neighborhood. Most of the outstanding transportation issues relate to on-site deficiencies, and which will not negatively impact the surrounding traffic flow. Staff remains concerned about impacts to Route 29, although the applicant has provided a traffic study which indicates that traffic flow will not be negatively impacted. Staff has proposed a variety of development conditions to attempt to address the remaining areas of concern.

General Standards 5, 6, 7 and 8 require landscaping, screening, open space, adequate utility, drainage, parking, loading, and signage to be regulated in accordance with the Zoning Ordinance; however, the Board may impose more strict requirements for a given use than those set forth in this Ordinance. The proposal meets the minimum Zoning Ordinance requirements for parking, landscaping, width of screening areas, and open space. The SE Plat seems to indicate that two free-standing signs will be provided; however, staff has proposed a development condition restricting the site the site to the single free standing sign allowed by the Ordinance. Stormwater management and drainage appear to be adequate, as noted in the DPWES analysis. These standards are satisfied.

<u>Standards for all Category 3 Uses (Sect 9-304)</u>

All Category 3 uses must also comply with the lot size and bulk requirements of the zoning district as well as the performance of the Zoning Ordinance and shall be subject to site plan approval; the application meets these requirements.

Additional Standards for Child Care Centers and Nursery Schools (Sect. 9-309)

Additional Standard 1 states that in addition to complying with the minimum lot size requirements of the zoning district the minimum lot area shall be of such size that 100 square feet of usable outdoor recreation area shall be provided for each child that may use the space at any one time. The SE Plat shows a playground of 8,650 square feet and a recreational field of 11,250 square feet; sufficient outdoor recreational space is available to meet this standard.

Additional Standard 2 requires access to an existing or programmed public street of sufficient right-of-way and cross-section width to accommodate pedestrian and vehicular traffic. The use is proposed on Route 29; sufficient improvements to the entrance (proposed to be signalized) are shown on the SE Plat.

Additional Standard 3 states that all such uses shall be located so as to permit the pick-up and delivery of all persons on the site. The layout proposed achieves this standard.

Additional Standard 4 states that the use shall be subject to the regulations of Chapter 30 of The Code or Title 63.1, Chapter 10 of the Code of Virginia. Staff has proposed a development condition which specifies this.

Additional Standards for Private Schools of General Education and Private Schools of Special Education (Sect. 9-310)

Additional Standard 1 states that 200 square feet of usable outdoor recreation area shall be provided for each child in grades K-3 that may use the space at any one time, and 430 square feet of usable outdoor recreation area shall be provided for each child in grades 4-12 that may use the space at any one time. The SE Plat shows a playground of 8,650 square feet and a recreational field of 11,250 square feet; sufficient outdoor recreational space is available to meet this standard.

Additional Standard 2 states that the minimum lot area of a private school of special education shall be based upon a determination made by the Board.

Additional Standard 3 states that all private schools shall be subject to the regulations of Chapter 30 of The Code or Title 63.1, Chapter 10 of the Code of Virginia, if applicable. As noted, staff has proposed a development condition requiring compliance with this standard.

CONCLUSIONS AND RECOMMENDATIONS

Staff Conclusions

The proposal for a place of worship with 2,500 seats and a child care and elementary school (100 children each) with a total gross floor area of 205,000 square feet (plus

cellar space), is too intense for the property as proposed. The constraints to the lot, specifically the need to buffer surrounding residential uses, the lack of consolidation of Parcel 17, and the rights-of-way for Naylor Road and possibly the Tri-County Parkway across the southern portion of the site, coupled with the spread out nature of the primarily one-story buildings and surface parking cause a design which has unacceptable impacts to the surrounding property. Development without consolidation of Parcel 17 will virtually guarantee significant negative impacts on that parcel.

Barring a reduction in intensity, or further consolidation of either Parcel 17 or other vacant land (either of which would allow for redesign to reduce the negative impacts on the surrounding area), staff believes that this use is inappropriate, and is neither in harmony with the Comprehensive Plan nor in conformance with the regulations of the Zoning Ordinance.

Recommendation

Staff recommends denial of SE 2005-SU-007 as submitted. If it is the intent of the Board of Supervisors to approve SE 2005-SU-007, staff recommend that such approval be subject to the proposed development conditions contained in Appendix 1.

It should be noted that it is not the intent of staff to recommend that the Board, in adopting any conditions proffered by the owner, relieve the applicant/owner from compliance with the provisions of any applicable ordinances, regulations, or adopted standards.

It should be further noted that the content of this report reflects the analysis and recommendations of staff; it does not reflect the position of the Board of Supervisors.

APPENDICES

1. Proposed Development Conditions
2. Affidavit
3. Statement of Justification
4. Plan Citations and Land Use Analysis
5. Environmental Analysis
6. Transportation Analysis
7. Environmental and Site Review Division, Stormwater Management (DPWES)
8. Applicable Zoning Ordinance Provisions
9. Glossary

APPENDIX 1

PROPOSED DEVELOPMENT CONDITIONS

SE 2005-SU-007

December 28, 2005

If it is the intent of the Board of Supervisors to approve SE 2005-SU-007 located at 15451, 15403 and 15315 Lee Highway and 15308 Compton Road, (Tax Map 64-1 ((1)) 8, 9, 25, 26, 27; 64-1 ((3)) 16; 64-2 ((3)) 18; and 64-2 ((5)) 1, 2, 3) for a place of worship with a nursery school and private school of general education, pursuant to Sect. 3-C04 of the Fairfax County Zoning Ordinance, the staff recommends that the Board condition the approval by requiring conformance with the following development conditions:

1. This Special Exception is granted for and runs with the land indicated in this application and is not transferable to other land.
2. This Special Exception is granted only for the purpose(s), structure(s) and/or use(s) indicated on the special exception plat approved with the application, as qualified by these development conditions. Other by-right special permit and/or special exception uses may be permitted on the Application Property without the approval of a Special Exception Amendment if such uses do not affect this Special Exception.
3. This Special Exception is subject to the provisions of Article 17, Site Plans, as may be determined by the Director, Department of Public Works and Environmental Services (DPWES). Any plan submitted pursuant to this special exception shall be in substantial conformance with the approved Special Exception Plat entitled “Korean Central Presbyterian Church”, prepared by Bury + Partners and dated November 19, 2004, as revised through December 21, 2005, and these conditions. Minor modifications to the approved special exception may be permitted pursuant to Par. 4 of Sect. 9-004 of the Zoning Ordinance.
4. Phase 2 only, as shown on Sheet 5A, shall not be constructed. Phase 1 only, as shown on Sheet 5, shall be constructed.
5. The maximum number of seats within the main area of worship shall not exceed 2,000 and the maximum number of seats within Chapel shall not exceed 500 seats.
6. Services in the chapel (500 seats) and the main area of worship (2,000 seats) shall not begin or end within 30 minutes of each other, though the services may overlap.
7. Construction of the church shall be in substantial conformance with the architectural elevations shown on the SE Plat. Final architectural elevations shall be forwarded for administrative review to the Planning Commission prior to site plan approval.
8. The use of the area identified as cellar space on the SE Plat shall be limited to loading, storage and mechanical equipment.
9. All signage shall be in conformance with Article 12 of the Zoning Ordinance. No more than one free-standing sign shall be installed on the subject property. Such sign shall be a monument sign a maximum of four feet in height, in substantial conformance with that shown on the SE Plat.

10. No retaining walls in excess of two feet in height, other than those shown on the SE Plat, shall be constructed. Any retaining walls constructed shall be in substantial conformance with the details shown on the SE Plat.
11. The rectory shall be utilized for housing for clergy only.

Nursery School and Private School of Education

12. The Private School of Education shall be limited to grades kindergarten through 2nd grade, with a maximum daily enrollment of 100 students.
13. The nursery school shall be limited to a maximum daily enrollment of 100 students, ages two to five years of age.
14. Hours of operation shall be limited to:
    (a) Nursery School: 6:30 AM to 7:00 PM, Monday through Friday; children two to four years of age shall not attend in excess of four hours per day; children five years of age shall not attend in excess of six and one-half hours per day.
    (b) Private School of General Education Classes: 8:00 AM to 3:00 PM, Monday through Friday; school administration and teacher preparation and administration may be conducted before and after classes.
15. The nursery school and private school of education shall be subject to Chapter 30 of The Code or Title 63.1, Chapter 10 of the Code of Virginia, as applicable.
16. Subject to availability, the applicant shall work with Community Recreational Services (CRS) to permit CRS to schedule recreational activities within the gymnasium.
17. Subject to availability, the applicant will provide the community mutually agreeable access to the main facility, chapel and sanctuary to support community activities and events.

Environmental

18. A Landscape Plan in substantial conformance with that shown on the SE Plat shall be filed with the site plan for review and approval by Urban Forest Management, DPWES (UFM).
19. A fence shall be constructed around the playground as shown on the SE Plat. This fence shall be solid with no gaps or openings to provide noise attenuation from Route 29 in accordance with Fairfax County standards. Such fence shall meet all Zoning Ordinance standards, and be a maximum of seven feet in height.
20. No loudspeakers shall be utilized outdoors on the subject property.
21. All lighting shall be in accordance with the provisions of Part 9 or Article 14 of the Zoning Ordinance. The combined height of the parking light standards and fixtures shall not exceed 15 feet, and all parking lot lights shall be controlled with an automatic shut-off device, and shall be turned off when the site is not in use. This shall not preclude the provision of security lighting on the building, so long as such lighting is in accordance with the provisions of Part 9 or Article 14.
22. A minimum of 57% of the site (net area after dedication) shall be maintained as undisturbed open space. Should dedication for the Tri-County Parkway be required, such area of dedication shall not count against the undisturbed open space area.

23. Dead, dying, or invasive vegetation may be removed from the undisturbed open space area if approved by UFM.

24. The applicant shall conform strictly to the limits of clearing and grading as shown on the SE Plat, subject to the installation of utilities and/or trails as determined necessary by the Director of DPWES. If it is determined necessary to install utilities and/or trails within of the limits of clearing and grading as shown on the SE Plat, they shall be located in the least disruptive manner necessary as determined by UFM. A replanting plan shall be developed and implemented, subject to approval by UFM, for any areas within the limits of clearing and grading that must be disturbed

25. Tree protection fencing consisting of four foot high, 14 gauge welded wire attached to 6 foot steel posts driven 18 inches into the ground and placed no further than 10 feet apart, shall be erected at the limits of clearing and grading as shown on the SE Plat. All tree protection fencing shall be installed prior to any clearing and grading activities. The installation of all tree protection fence types shall be performed under the supervision of a certified arborist, and accomplished in a manner that does not harm existing vegetation that is to be preserved. Three days prior to the commencement of any clearing, grading, or demolition activities, but subsequent to the installation of the tree protection devices, UFM shall be notified and given the opportunity to inspect the site to assure that all tree protection devices have been correctly installed. If it is determined that the fencing has not been installed correctly, no grading or construction activities shall occur until the fencing is installed correctly, as determined by UFM.

26. Prior to issuance of a Non-Residential Use Permit, Tax Map Parcels 64-2 ((5)) 1, 2, 3, located on Compton Road, shall be planted with seedlings, as recommended by UFM, to promote reforestation. This shall be a one-time commitment.

27. If DPWES determines that a potential health risk exists due to the presence of asbestos-containing rock or soil on the application property, the applicant shall:

    (c) Take appropriate measures as determined by the Health Department to alert all construction personnel as to the potential health risks, and

    (d) Commit to appropriate construction techniques as determined by DPWES in coordination with the Health Department to minimize this risk. Such techniques may include, but are not limited to, dust suppression measures during all blasting and drilling activities and covered transportation of removed materials presenting this risk, and appropriate disposal of such materials.

28. Should asbestos be found in those areas proposed for outdoor recreation, the applicant shall provide for mitigation or containment methods as deemed appropriate by the Health Department, which may include but shall not be limited to removal of contaminated soil and replacement with uncontaminated soil.

29. At time of site plan approval, a floodplain study shall be submitted to establish the 100-year flood plain and storm drainage easement within the subject property. Should such study establish a flood plain or storm drainage easement which is not in substantial conformance with the SE Plat, a Special Exception Amendment shall be required.

30. The stormwater management facility shown on the SE Plat shall be constructed as an Enhanced Extended Detention Facility per the Va. State SWM Handbook, and shall have a low marsh constructed within the lower pond area.

Transportation / Parking

31. Right-of-way along Route 29 (for service drive and trail construction) as shown on the SE Plat shall be dedicated to the Board of Supervisors in fee simple at the time of site plan approval or upon demand, whichever occurs first.
32. Irrespective of that shown on the SE Plat, a ten foot wide asphalt trail parallel to Route 29 in a location as depicted on the SE Plat.
33. If a waiver of construction of the service drive along Route 29 is approved, an escrow shall be provided for construction of the service drive, to include the cost of all necessary utility relocation, in an amount determined by DPWES.
34. A traffic signal shall be installed at the intersection of Route 29 and the main property entrance. The design and operation of the signal shall be subject to review and approval by VDOT and the Fairfax County Department of Transportation (Fairfax County DOT).
35. The transition of the eastbound lanes of Route 29 shall be constructed as deemed appropriate by VDOT.
36. A Park and Ride facility of with a minimum of 75 spaces shall be provided in the northern portion of the parking lot, subject to signage, conditions and hours of operation as deemed appropriate by the Fairfax County Department of Transportation (Fairfax County DOT).
37. Three months prior to opening, the applicant shall coordinate with the Fairfax County DOT to review the service times of other churches in the corridor, and to set appropriate service times for this facility in order to avoid starting and ending times that coincide with other churches, in order to reduce the cumulative impacts on traffic demand. Service times may be adjusted in the future, in coordination with Fairfax County DOT, to react to changing service times in other churches.
38. Parking shall be provided as shown on the SE Plat. The removal of parking spaces to accommodate dedication for or construction of the Battlefield Bypass may be allowed, so long as such reduction and redesign is in substantial conformance with the SE Plat.
39. The 198 spaces shown on the SE Plat as “overflow parking” shall be constructed with a pervious surface such as grasscrete pavers. Should a dustless surface waiver for these overflow spaces not be approved at the time of site plan approval, the overflow spaces shown on the SE Plat shall not be constructed and that area shall be maintained as undisturbed open space.
40. All construction access shall be from Route 29.
41. No access to or parking for the site shall utilize Naylor Road.
42. No access to the subject property shall be provided from Compton Road.
43. A 200 foot wide corridor for the E or F Alignment of the Tri-county Parkway shall be reserved, as depicted on the SE Plat. In the event an alternative alignment of the Tri-county Connector is selected, and upon completion of construction of the alternative alignment, the Applicant shall be released from the obligation of maintaining the reservation. Should the E or F Alignment be constructed, right-of-way as needed shall be dedicated to the Board of Supervisors upon demand, in fee simple and at no cost.

The above proposed conditions are staff recommendations and do not reflect the position of the Board of Supervisors unless and until adopted by that Board.

This approval, contingent on the above noted conditions, shall not relieve the applicant from compliance with the provisions of any applicable ordinances, regulations, or adopted standards. The applicant shall be himself responsible for obtaining the required Non-Residential Use Permit through established procedures, and this Special Exception shall not be valid until this has been accomplished.

Pursuant to Section 9-015 of the Zoning Ordinance, this special exception shall automatically expire, without notice, thirty (30) months after the date of approval unless the use has been established or construction has commenced and been diligently prosecuted. The Board of Supervisors may grant additional time to establish the use or to commence construction if a written request for additional time is filed with the Zoning Administrator prior to the date of expiration of the special exception. The request must specify the amount of additional time requested, the basis for the amount of time requested and an explanation of why additional time is required.