



# FAIRFAX COUNTY

**APPLICATION FILED:** August 26, 2005  
**PLANNING COMMISSION:** January 19, 2006  
**BOARD OF SUPERVISORS:** TBA

---

V I R G I N I A

**January 5, 2006**

**STAFF REPORT**

**RZ 2005-LE-027**

**LEE DISTRICT**

**APPLICANT & OWNER:** Olivet Episcopal Church

**PRESENT ZONING:** R-1 (45,238 square feet)  
R-2 (35,844 square feet)  
C-5 (16,274 square feet) and  
HC Overlay District

**REQUESTED ZONING:** C-2 and HC

**PARCEL:** 81-3 ((5)) 1B

**ACREAGE:** 2.23 acres

**FAR:** 0.16

**OPEN SPACE:** 54.1%

**PLAN MAP:** Public facilities, governmental and institutional

**PROPOSAL:** Rezone the entire site to C-2 to permit the expansion of the existing church facilities.

**STAFF RECOMMENDATION:**

Staff recommends approval of RZ 2005-LE-027 subject to the proffers contained in Appendix 1.

Staff recommends approval of a waiver of the transitional screening and barrier requirement

It should be noted that it is not the intent of staff to recommend that the Board, in adopting any conditions, 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 additional information, call Zoning Evaluation Division, Department of Planning and Zoning at 12055 Government Center Parkway, Suite 801, Fairfax, Virginia 22035-5505, (703) 324-1290.



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

**A GLOSSARY OF TERMS USED  
FREQUENTLY AND STAFF REPORTS CAN BE  
FOUND AT THE BACK OF THIS REPORT**

**DESCRIPTION OF THE APPLICATION**

**Proposal:**

The applicant, Olivet Episcopal Church, requests approval to rezone approximately 2.23 acres from the R-1, R-2 and C-5 districts to the C-2 district to permit an 8,816 square foot expansion of their church building.

**Waivers and Modifications:**

Per Section 13-301 #2 of the Zoning Ordinance, transitional screening and barriers must be provided along the southern and eastern boundaries of the subject property since these boundaries are adjacent to properties zoned for residential (R-3) uses (although presently occupied by a fire and rescue station and an elementary school, respectively). Therefore, the applicant is requesting a waiver of the transitional screening and barrier requirements along the southern and eastern boundaries.

**LOCATION AND CHARACTER**

**Site Description:**

The 2.23 acre property is located in the southwest quadrant of the intersection of Franconia Road and Beulah Street. The northern portion of site, abutting Franconia Road, is developed with a 1,181 square-foot, one-story building used as a church office; a two-story, 6,579 square-foot building with Sunday school classrooms and a fellowship hall; and an 828 square-foot historic chapel, constructed in the mid-1800s, listed on the Fairfax County Inventory of Historic Sites in 1971. South of this cluster of buildings is the asphalt parking area. The extreme southwestern portion of the site is an undisturbed area of mostly oaks and pines. The entire site is located within the Highway Corridor Overlay District.

**Surrounding Area Description:**

<b>SURROUNDING AREA DESCRIPTION</b>			
<b>Direction</b>	<b>Use</b>	<b>Zoning</b>	<b>Plan</b>
<b>North</b>	Gasoline and Service Stations, Franconia Center	C-2, C-5, C-6	Office and Retail
<b>South</b>	Fire & Rescue Station	R-3	Office
<b>East</b>	Franconia Elementary School	R-3	Public Facilities, Government and Institutional
<b>West</b>	Cafe, Government Center	C-5, R-2	Office and Retail

**BACKGROUND:**

The original wood frame, Gothic revival chapel was completed in 1893. The second church building was constructed in the 1960s.

In December 1971, the historic chapel was listed on the Fairfax County Inventory of Historic Sites due to its status as the last fragment of the rural Village of Franconia.

On October 14, 1975, the Board of Zoning Appeals (BZA) granted a special permit to allow the church to construct an addition to the modern church building. A variance was also approved to allow a retaining wall to be located at the front lot line. The wall, perpendicular to Franconia Road and shown as "existing brick wall" on the development plan, slopes from 10 feet in height on its northern side to 7 feet on its southern side. This wall is located outside of the limits of clearing and grading and is proposed to remain.

The church made the decision to rehabilitate the historic chapel in the fall of 1981. Renovation took place from 1982 to 1983, and the church has continued its stewardship of the chapel since that time.

On October 29, 1986, the Board of Zoning Appeals approved special permit amendment SPA 75-L-174-1 to permit the addition of a temporary office and classroom trailer to the church property, and waived the dustless surface requirement for a portion of the driveway. A copy of the development conditions approved with SPA 75-L-174-1 is included in Appendix 4.

**COMPREHENSIVE PLAN PROVISIONS (Appendix 5)**

<b>Plan Area:</b>	Area IV, Springfield Planning District
<b>Planning Sector:</b>	Beulah Community Planning Sector (S9)
<b>Plan Map:</b>	Public facilities, Governmental and Institutional

**COMPREHENSIVE PLAN CITATIONS:**

The Fairfax County Comprehensive Plan, 2003 Edition, Area IV, Springfield Planning District as amended through February 28, 2005, Beulah Community Planning Sector (S9) under the heading Land Use, page 87 states:

"The Beulah Community Planning Sector (S9) contains stable residential neighborhoods. Infill development in this sector should be of a compatible use, type and intensity in accordance with the guidance provided by the Policy Plan under Land Use Objectives 8 and 14."

"The area bounded by Franconia Road on the north, and Beulah Street and Grovedale Drive on the east and west, respectively, should develop as a community focal point for the greater Franconia area. A cluster of public facilities (including the Franconia Government Center), community-serving office and retail uses, and the historic Olivet Episcopal Church are located here. Compatible redevelopment along with an urban park will help establish this area as a community focal point and complement the function of this area as a location for community activities and interaction."

**Land Unit C** (pp. 92)

"3. Within the Franconia Rd., Beulah Street, and Grovedale Drive triangle, the area located south and west of the Franconia Fire Station and the Franconia Government Center is planned for low intensity office use. Neighborhood-serving retail use up to .25 FAR is planned along Franconia Rd. In order to develop either office or retail uses in this area, the following conditions should be met:

- substantial parcel consolidation and coordinating development plan that reflects a superior site layout and architectural design should be an element of any development proposal;
- the visual impact of any proposed development on the adjacent stable, low-density residential neighborhood to the east should be screened by using substantial landscaping, berms, and other effective and aesthetic screening techniques. No commercial uses should directly front on Beulah Street;
- A field survey should be conducted prior to final design plans and, if significant historic resources are found, appropriate preservation measures should be incorporated into the design phase;
- Development should be designed to retain as many of the indigenous hardwood trees as possible. Pedestrian-oriented open space areas, such as an easily accessible urban park, should be incorporated as an element of the development plan; and
- Roadway improvements necessary to insure an acceptable level of service within the area affected by the development should be provided. The design of the internal circulation pattern and the location of related access points should be planned to minimize the traffic impact on the adjacent residential area."

**ANALYSIS****Generalized Development Plan (Copy at front of staff report)**

**Title:** Olivet Episcopal Church  
**Prepared By:** DiGiulian Associates, P.C.  
**Dated:** August 17, 2005

**Sheet 1:** Sheet 1 depicts the layout of the site, and includes general notes. As previously mentioned, the northern portion of the site is developed with a one-story, 1,181 square foot building used as a church office. South of this office is a 6,579 square-foot contemporary church building standing 33.5 feet high, housing Sunday school classrooms and a fellowship hall. Attached to the southern side of this structure is the proposed 26 foot high, 8,816 square foot addition. East of these buildings is the 828 square foot Gothic Revival chapel, constructed in the mid-1800s. Total floor area ratio (FAR) for the site is presently 0.08. If the proposed addition is approved and constructed, the FAR will be 0.16.

South of this cluster buildings is the parking lot. The Zoning Ordinance requires 84 parking spaces (1 space/4 seats @ 256 seats for Building #4; and 1 space/4 seats @ 80 seats for Building #3). According to the parking tabulations, 99 spaces, including four accessible spaces, have been provided.

The extreme southeastern portion of the site is outside the limits of clearing and grading and contains a proposed .19 acre conservation easement. Abutting the easement is a storm drainage easement. A storm water management narrative for the site has also been provided.

Access to the site is provided on Beulah Street at the southeastern corner of the subject property. Another entrance leading to a small parking area designated for the sole use of church employees is located along Franconia Road, in the northwestern corner of the site.

**Sheet 2:** Sheet 2 is the Landscaping Plan. According to the plan, 19% tree cover is being provided; 10% is required by the Zoning Ordinance. Similarly, the Zoning Ordinance requires 5% interior parking lot landscaping, and 11% is being provided. Just over 54% of the site is open space; 30% is required by the Zoning Ordinance.

- Sheet 3:** Sheet 3 provides angle of bulk plane information. All setback requirements have been met. The side yard setback of Building #3 on the Plan (the historic chapel) is affected by a right-of-way taking along Franconia Road that took place after construction of the chapel. Therefore, per Section 2-417 of the Zoning Ordinance, a 20% reduction of the minimum yard applies.
- Sheet 4:** Sheet 4 is the Existing Vegetation Map.
- Sheet 5:** Outfall Narrative
- Sheet 6:** Outfall Map
- Sheet 7:** The applicant was been advised by staff to submit an additional sheet of architectural elevations (previously submitted by the applicant in 11 X 14 inch format) to be labeled as Sheet 7. At the time of the writing of this staff report, the applicant had not yet submitted the larger sheet.

Copies of the elevations are included at the front of this report.

#### **Land Use Analysis** (Appendix 5)

The Beulah Planning Sector contains stable, residential neighborhoods. The Comprehensive Plan language indicates that the area bounded by Franconia Road, Beulah Street and Grovedale Drive should develop as a community focal point for the greater Franconia area. The Plan acknowledges that the historic Olivet Episcopal Church is located within this area but does not give specific guidance for the development of institutional uses.

The application and development plan have been evaluated according to the guidance of the Comprehensive Plan. The proposed use and intensity are in harmony with the Comprehensive Plan provisions for this site. There are no significant design or compatibility issues posed by the development plan and, in keeping with the Comprehensive Plan language, the historic church will be preserved to serve as a community focal point.

#### **Issue:** Maintaining the historic integrity of the chapel

To maintain the historic integrity of the chapel, additions to the chapel should be avoided; new construction should not obscure or compete with the chapel; and new construction should not replicate but serve to unify the architectural styles of the site.

**Resolution:**

The proposed General Development Plan shows that there will be no new additions or expansions to the historic chapel. The new construction has been designed and sited so as not to obscure, compete with, or totally overwhelm the chapel. The new construction materials continue the gable-style roof and the relatively simple architectural detailing. The fenestration generally relates to that of the existing buildings and the materials are a compatible brick, stucco and asphalt.

**Issue:** Removal of paved parking lot adjacent to the historic chapel

The location of the new building addition approximately 60 feet from the historic chapel will require the removal of the existing paved parking adjacent to the chapel. Although the removal of the paved parking will ultimately enhance the visibility of the chapel, staff is concerned about potential damage to the chapel during the removal process.

**Resolution:**

A proffer (#10, Appendix 1) has been included stating that the applicant will provide protection to the chapel during removal of the paved parking by installing temporary fencing to serve as a barrier and by using a milling machine to remove paving.

**Environmental Analysis** (Appendix 5)**Issue:** Landscaping in formerly impervious areas

The development plan indicates a portion of the paved area closest to the existing church structure will be removed in favor of a grass-covered and landscaped area. This area provides an opportunity to create additional landscaping on the site.

**Resolution:**

The applicant has proffered to increase the landscaping in this area to the greatest extent possible, and to also submit a landscaping plan at the time of site plan for review and approval by Urban Forest Management (Proffer # 8, Appendix 1).

**Environmental and Site Review Division, Stormwater Management (DPWES) (Appendix 6)****Issue:** Outflow analysis

Staff requested that the applicant submit additional information in the outfall narrative on the development plan addressing the condition of the outfall, capacity and erosion, and a description of the watercourse material.

**Resolution:**

The applicant submitted the requested outfall information, as shown on Sheets 5 and 6 of the general development plan.

**Transportation Analysis (Appendix 7)****Issue:** Sidewalk connecting the church entrance to Beulah Street

Transportation has suggested that the applicant construct a 5-foot sidewalk extending westward from Beulah Street to connect with the proposed sidewalk adjacent to the handicapped parking spaces, leading to the proposed covered entrance.

**Resolution:**

The applicant has proffered the 5-foot sidewalk (Proffer #4, Appendix I).

**Issue:** Realignment of handicapped parking spaces

A realignment of these parking spaces would allow for additional landscaping adjacent to the building and to decrease the impervious surface of the parking lot.

**Resolution:**

The handicapped parking spaces have been redesigned to lay parallel to the rest of the parking spaces, thus creating room for additional landscaping adjacent to the building.

**Issue:** Location of the dumpster

The previous location of the dumpster near the church offices (building #2) necessitate that sanitation trucks back out onto Franconia Road, thereby creating a traffic hazard.

**Resolution:**

The dumpster has been relocated to a pad west of the proposed building. This new location can only be accessed from Beulah Street and will not force sanitation trucks to exit the site in reverse.

**Park Authority Analysis** (Appendix 8)**Issue:** Potential Gravesites

If the church at some point in its history had a gravesite, the removal of the associated parking lot area should be monitored by a professional archaeologist to insure that no graves are present in that area.

**Resolution:**

The applicant has completely researched the history of the church. The findings of the research revealed that while many funeral services have been held at the church over the years, there have been no documented internments on the property. Nevertheless, the applicant has proffered to immediately cease construction and contact the Virginia Department of Human Resources if a burial site is discovered during construction (Proffer #11, Appendix I).

**Forest Conservation Analysis** (Appendix 9)**Issue:** Tree preservation

Given the nature of the tree cover on the site, assuring adequate tree preservation and protection throughout the development process is essential.

**Resolution:**

Proffer language consistent with Urban Forest Management and DPWES recommendations has been added to insure effective tree preservation (Proffer #6).

**Water Service Analysis** (Appendix 10)

There are no issues associated with this application.

**Waste Management Analysis** (Appendix 11)

There are no issues associated with this application.

**Fire and Rescue Department of Analysis** (Appendix 12)

There are no issues associated with this application.

### ZONING ORDINANCE PROVISIONS

<b>C-2 DISTRICT BULK REGULATIONS</b>	<b>REQUIRED</b>	<b>PROVIDED</b>
<b>Lot Size</b>	20,000 square feet	2.23 acres
<b>Building Height</b>	Maximum of 40 feet	26.25 feet
<b>Front Yard</b>	30° angle of bulk plane not less than 25 feet 15 feet for a 26.25 foot-high building)	42.2 feet (Beulah Street) 100 feet (Franconia Rd.)
<b>Side Yard</b>	No requirement	n/a
<b>Rear Yard</b>	not less than 25 feet	56.4 feet
<b>Floor Area Ratio</b>	0.50 maximum	0.16
<b>Parking</b>	1 space/4 seats@ 256 = 64 spaces	99 spaces
<b>Open Space</b>	30%	54.1%

### WAIVERS/MODIFICATIONS REQUESTED

The applicant is requesting a waiver of the transitional screening and barrier requirements along the southern and eastern boundaries of the subject property. As previously stated, Par. 2 of Sect. 13-301 of the Zoning Ordinance requires that transitional screening and barriers be provided along boundaries of the proposed place of workshop where it is adjacent to residentially-zoned properties, even if these properties are not presently developed with residential uses, as is the case here. Staff supports the proposed waivers as the adjacent properties are not used for residential purposes.

**OTHER ZONING ORDINANCE REQUIREMENTS** (Appendix 10)

All applicable standards have been satisfied with the proffered conditions. The proposed place of worship is a use permitted by right in the C-2 zoning district.

**CONCLUSIONS**

Staff concludes that the subject application is in harmony with the Comprehensive Plan and in conformance with the applicable Zoning Ordinance provisions as outlined in the discussion above.

**RECOMMENDATIONS**

Staff recommends approval, subject to the Proffers contained in Appendix 1.

Staff recommends approval of the waiver of the transitional screening and barrier along perimeter of the site.

It should be noted that it is not the intent of staff to recommend that the Board, in adopting any conditions, 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 Zoning Appeals.

**APPENDICES**

1. Draft Proffers
2. Affidavit
3. Statement of Justification
4. Development Conditions Approved with SPA 75-L-174-1
5. Plan Citations and Land Use Analysis (including Heritage Resources Analysis and Environmental Analysis)
6. Environmental and Site Review Division, Stormwater Management (DPWES) Analysis
7. Transportation Analysis
8. Park Authority Analysis
9. Forest Conservation Analysis
10. Water Service Analysis
11. Waste Management Analysis
12. Fire and Rescue Department of Analysis
13. Zoning Ordinance Provisions of the C-2 District
14. Glossary of Terms

**PROFFER STATEMENT**

**Olivet Episcopal Church**

**RZ 2005-LE-027**

**JANUARY 4, 2006**

Pursuant to Section 15.2-2303A of the Code of Virginia 1950 and Section 18-203 of the Zoning Ordinance of the County Fairfax (1978 as amended), subject to the Board of Supervisors approval of the requested rezoning (RZ), the Applicant, Olivet Episcopal Church, its successors and assigns hereby proffer to the following conditions:

1. The development shall conform to the Generalized Development Plan (GDP) dated December 14, 2005, prepared by DiGiulian Associates, P.C. This property shall be used for church and related facilities. No Proffered Condition Amendment will be required so long as those changes are in substantial conformance with proffers 2 through 9.
2. All development shall conform to applicable County Ordinances and regulations. The applicant agrees and commits to submit any requested soil and geotechnical reports, studies and analyses at the time of site plan review. As may be required by the Department of Public Works and Environment Services (DPWES) in order to meet the requirements of the Public Facilities Manual and prior to site plan approval, the applicant shall implement the recommendations of such studies to the satisfaction of DPWES. The applicant shall also conduct such further geotechnical engineering studies as may be required. All structures shall be constructed as slab on grade.
3. All vehicular entrances shall be designed and constructed to Virginia Department of Transportation (VDOT) and the Public Facilities Manual (PFM) standards.
4. Prior to the issuance of a non-RUP, the applicant shall provide a 5-foot sidewalk from Beulah Street westward to connect with the sidewalk adjacent to the handicapped parking spaces, as shown on the General Development Plan.
5. The applicant shall not increase the seating capacity of Building #4 beyond 256 seats.
6. Prior to site plan approval, the applicant shall retain a certified arborist to prepare a tree preservation plan and submit a landscaping plan showing supplemental plantings for the review and approval of Urban Forestry of the Department of Public Works Environmental Services (DPWES). The following elements shall be incorporated as part of the preparation of the tree preservation plan:

A. Tree Preservation Fencing: All trees shown to be preserved on the tree preservation plan shall be protected by a tree protection fence. Tree protection fencing four feet 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 demolition, and phase I & II erosion and sediment control sheets for the entire site.

All tree protection fencing shall be installed prior to any clearing and grading activities, including the demolition of any existing structures. The installation of all tree protection fence shall be performed under the supervision of a certified arborist. Three days prior to the commencement of any clearing, grading, or demolition activities, Urban Forest Management, DPWES, shall be notified and given the opportunity to inspect the site to assure that all tree protection devices have been correctly installed.”

Site Monitoring: The developer shall retain the services of a certified arborist or landscape architect to monitor all construction work and tree preservation efforts in order to ensure conformance with all tree preservation proffers/conditions. The monitoring schedule shall be described and detailed in the tree preservation plan, and reviewed and approved by Urban Forest Management, DPWES.

Limits of Clearing and Grading: The applicant shall conform to the limits of clearing and grading as shown on the GDP 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 outside of the limits of clearing and grading as shown on the GDP, they shall be located in the least disruptive manner necessary as determined by Urban Forest Management, DPWES. A replanting plan shall be developed and implemented, subject to approval by the Urban Forest Management, DPWES, for any areas outside the limits of clearing and grading that must be disturbed.

7. The southwestern corner of the property shall remain as open space as shown on the General Development Plan, with supplemental landscaping as determined by Urban Forest Management and DPWES.
8. On the landscaping plan submitted at the time of site plan for review and approval by Urban Forestry Management, the applicant shall provide additional landscaping to the greatest extent possible in areas where impervious surfaces will be removed, as determined by Urban Forestry Management.
9. The applicant shall provide stormwater management/best management practices in accordance with the Public Facilities Manual (PFM) in the area designated on the Generalized Development Plan or as determined by DPWES.
10. Protection of the chapel shall be provided as determined and reviewed by DPWES prior to removal of the paved parking adjacent to the chapel, or any other land-disturbing activity. The applicant shall protect the chapel using 20 feet

of temporary, heavy vinyl or chain-link fencing approximately 4 feet in height erected at the limits of clearing and grading. Removal of the pavement shall be achieved using a milling machine, which will not cause vibrations or get within more than 15 feet of the historic chapel.

11. The applicant shall immediately cease construction and contact the Virginia Department of Human Resources if a burial site is discovered on the property during construction.
12. The architecture of Building #4 shall conform to the submitted elevations.
13. The applicant shall not overlap the service hours of the chapel and sanctuary, and shall leave at least ½-hour between one ending and the other beginning.
14. Signage shall be provided in accordance with Article 12 of the Zoning Ordinance, and only one sign shall be permitted at the corner of Franconia Road and Beulah Street.