



FAIRFAX COUNTY

APPLICATION FILED: August 26, 2005
BOARD OF ZONING APPEALS: February 14, 2006
MOVED AT APPLICANT'S REQUEST
TIME: 9:00 a.m.

V I R G I N I A

February 7, 2006

STAFF REPORT

SPECIAL PERMIT APPLICATION NO. SPA 87-D-074

DRANESVILLE DISTRICT

APPLICANT: Trustees of Trinity United Methodist Church

ZONING: R-2

LOCATION: 1201 Dolley Madison Blvd.

ZONING ORDINANCE PROVISIONS: 3-203

TAX MAP: 30-2 ((32)) A, 1, 5

LOT SIZE: 7.3 acres

F.A.R.: 0.14

PLAN MAP: Residential 1-2 du/ac

SP PROPOSAL: To amend a Special Permit to allow an existing church with child care center to delete the child care center, add a nursery school, increase the land area, build an addition to the church, add a columbarium, and add parking.

STAFF RECOMMENDATION: Staff recommends approval of SPA 87-D-074 with the adoption of the Proposed Development Conditions in Appendix 1.

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. A copy of the BZA's Resolution setting forth this decision will be mailed within five (5) days after the decision becomes final.

For additional information, call Zoning Evaluation Division, Department of Planning and Zoning at 324-1280, 12055 Government Center Parkway, Suite 801, Fairfax, Virginia 22035. **Board of Zoning Appeals' meetings are held in the Board Room, Ground Level, Government Center Building, 12000 Government Center Parkway, Fairfax, Virginia 22035-5505.**



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

DESCRIPTION OF THE APPLICATION**Special Permit Request:**

A request to amend a Special Permit to allow an existing church with a child care center to delete the child care center, construct a 21,200 square foot auditorium/meeting hall addition to a 15,258 square foot church with an increase in seats from 448 to 898; add a nursery school for up to 99 children; increase the land area by 1.73 acres, add a columbarium, add a stormwater management pond, and add parking.

	<u>Existing</u>	<u>Proposed</u>
Site size:	5.57 acres (Parcel A)	7.3 acres total 1.18 acres (Lot 5) .55 acres (Lot 1)
Parking:	244 spaces	253 spaces
FAR:	0.07	0.14
Gross Floor Area:	15,258 sq ft.	36,458 sq ft.
Number of Seats:	448	898
Employees:	Church: 15 Child care: 7	Church: no change Nursery School: 7
Enrollment (Child Care Center):	50 children	N/A
Enrollment (Nursery School):	N/A	99 children
Child Care hours:	9:30 a.m. – 1:30 p.m., weekdays	N/A
Nursery School Hours:	N/A	9:30 a.m. – 1:30 p.m., weekdays

Waivers and Modifications:

A waiver of the transitional screening requirements and barrier requirement along the northern and western lot lines; and modification of transitional screening with waiver of

barrier requirement along a portion of the southern lot line is requested in favor of existing deciduous trees, additional plantings, and other landscaping.

LOCATION AND CHARACTER

Existing Site Description: The subject property is located on the south side of Dolley Madison Boulevard, east of Buchanan Street in the Dranesville District. The site currently contains a 15,258 square foot church sanctuary, a children's play area, and two single family homes, one of which is used as a rectory, the other as church-related office space. The site currently contains mature trees throughout the site, open space, and shrubs of varying density. A 20 foot wide sanitary sewer easement traverses the southern lot line.

BACKGROUND

Site History:

The existing church building was constructed in 1955, prior to the requirements for special permit approval. In 1987, SP 87-D-074 was approved to allow a church with a child care center to add additional lighting.

A copy of the development conditions adopted and plat approved under SP 87-D-074 are contained in Appendix 4.

Surrounding Area Description:

Direction	Use	Zoning	Plan
North	Single Family Dwellings	R-2, R-1	Residential 1-2 du/ac; residential, up to 1 du/ac
South	Single Family Dwellings	R-1	Residential up to 1 du/ac
East	Single Family Dwellings	R-1	Residential up to 1 du/ac
West	Salona Estate	R-1	Parkland

COMPREHENSIVE PLAN PROVISIONS

Plan Area: Area II, McLean Planning District
Planning Sector: Balls Hill Community Planning Sector (M4)
Plan Map: Residential; 1-2 du/ac

ANALYSIS

Special Permit Plat (Copy at front of staff report)

Title of SP Plat: Trinity United Methodist Church Special Permit Amendment Plan

Prepared By: Charles F. Dunlap, Walter L. Phillips, Inc.

Dated: July 13, 2005, revised through January 20, 2006

Proposed Use:

The applicant requests permission for an existing church with a child care center to delete the child care center, add a nursery school, increase land area, build a columbarium, and add parking. The applicant proposes to construct a 21,200 square foot, 450 seat addition for use as an auditorium/meeting hall to an existing 15,258 square foot, 448 seat church. At buildout, the 36,458 square foot church building would contain 898 seats. A cellar space consisting of 14,000 square feet is proposed also.

The applicant also proposes to increase the land area by 1.73 acres by including Lots 1 and 5, which each contain a single family dwelling. Two single family dwellings, currently exist on site. The dwelling on Lot 1 currently serves as a rectory. Its use will not change. The dwelling on Lot 5 currently serves as church-related office space. Its use will also not change. A columbarium is proposed for the area just north of the proposed addition. Also, a 14,400 square foot stormwater management pond is proposed for the southwestern portion of the site. The applicant is proposing to add nine parking spaces (244 to 253) by constructing new spaces to the southeast portion of the site, reassigning parking space locations, and removing pavement to the northeast of the existing church.

Included in the parking lot reconfiguration is the addition of a drop-off area to a plaza, directly facing Dolley Madison Boulevard. This plaza offers direct access to the main entrance of both the existing church and proposed auditorium/meeting hall. The site is accessed via two existing driveway entrances, one leading from Buchanan Street and the other from Dolley Madison Boulevard. The applicant proposes to construct a right-hand turning lane into the site from Dolley Madison Boulevard.

The applicant wishes to delete an existing child care center approved for up to 50 children in favor of a nursery school for up to 99 children aged 3 through 5. A 5,500 square foot recreation area associated with the use will be relocated directly adjacent to the existing church. Nursery school hours are proposed from 9:30 a.m. to 1:30 p.m., weekdays. A maximum of seven employees will be on site during the day at the childcare center. The applicant proposes the operation of modular classrooms until

completion of the proposed addition, at which time they will be removed. The classrooms will total approximately 2,500 square feet and be positioned to the east of the existing church building.

The 14,400 square foot stormwater management pond is proposed to be located southwest of the proposed addition. Also, a 3,150 square foot infiltration trench is proposed to be located in the eastern portion of the site. A modification of the transitional screening requirements and waiver of barrier requirement along the northern, southern, and western lot lines are requested in favor of existing deciduous trees, additional plantings, and other landscaping is requested. A 20 foot wide sanitary sewer easement runs along the southern boundary.

Land Use Analysis

There is no site-specific text regarding the subject parcel contained within the Comprehensive Plan. The Balls Hill Community Planning Sector is characterized by stable residential development. Many lots contain mature trees. Trinity United Methodist Church has been operating in the neighborhood for over 50 years. The property contains several mature trees and a landscaped yard. The property features some well-screened areas, particularly in certain southern and eastern locations, bordering single family dwellings. However, the northern and western lot lines contain little existing vegetation consisting of a few mature deciduous trees. The applicant is proposing to more than double the square footage on site from 15,258 square feet to 36,458 square feet, and extend the building length to approximately 540 feet in length. Staff believes the buffering being proposed by the applicant, which consists of a single broken row of large deciduous trees around the perimeter of the northern and western lot lines will not effectively buffer the church from surrounding residential uses. Staff has provided development conditions requiring that the applicant plant additional landscaping along the northern and western lot lines to better screen this large church.

Transportation Analysis (Appendix 5)

Issue: Drop-off lane

The proposed drop-off lane in front of the church is close to the entrance from Dolley Madison Boulevard and vehicles dropping off passengers, especially in inclement weather, may back up and block that entrance. In addition, after dropping off passengers, the only way to the main parking area is to cross back through the entrance drive which creates another conflict point.

Staff recommended the removal of the drop off area, and handicapped parking only for the northeastern section of the parking lot. This way, non-handicapped drivers would not be able to seek parking spaces in the northeast section of the parking lot, thus turning right into the site automatically, thereby aiding on site circulation.

Resolution

The applicant has stated that the drop-off is intended for use by the handicapped and nursery school patrons only. Handicapped patrons would be dropped off and the driver would then park the vehicle in the northeast parking area, which contains three handicapped parking spaces. Nursery school patrons can drop-off and pick up children, and exit the church facility without crossing incoming traffic entering the site to prevent a conflict point. A development condition has been provided to address this issue, which requires that the drop off area and northeast parking lot be signed for use by only handicapped and nursery school patrons. Only with the adoption of the development conditions is this issue resolved.

Issue: Trail

The proposed trail along Dolley Madison Boulevard has been changed to a 10 foot wide trail but does not appear to conform to the current VDOT specifications to qualify for VDOT maintenance. Trails need to be 10 feet wide with a five foot minimum separation from the edge of pavement and a minimum three foot clearance from the edge of path to allow for signs, trees and poles, and separation from the right of way so that the minimum three foot dimension can be maintained.

Resolution

The applicant has indicated that, due to the installation of a right-hand turning lane into the site from Dolley Madison Boulevard, it is difficult to tell where exactly the trail will be located, but that it will be constructed to conform to VDOT specifications in order to qualify for VDOT maintenance. A development condition has been proposed to address this issue. With its adoption, this issue is resolved.

Issue: Curb and gutter

The applicant should provide curb and gutter on Buchanan Street and Dolley Madison Boulevard along the entire frontage. Curb and gutter is shown on Dolley Madison Boulevard, but only from Buchanan Street to the entrance into the site. Also, a taper is required at the proposed entrance on Buchanan Street, but it is not shown on the SP Plat.

Resolution

The applicant has indicated that curb and gutter will be provided along both Buchanan Street and Dolley Madison Boulevard for the entire frontage, and that a taper will be provided for the proposed entrance on Buchanan Street. Additionally, staff has included a development condition to address these issues. With their adoption, this issue is resolved.

Environmental Analysis (Appendix 6)

Issue: Bioretention facility

The applicant is adding over 21,000 square feet of floor area to the site, and doubling their FAR from 0.07 to 0.14. To meet stormwater quality control requirements, the applicant intends to construct a 14,400 square foot stormwater management pond to the southwest of the proposed addition. Also, a 3,150 square foot infiltration trench is proposed to be located in the eastern portion of the site. Staff in the Department of Public Works and Environmental Services (DPWES) and the Department of Planning and Zoning (DPZ) have expressed concerns that the proposed detention and water quality measures noted may not be sufficient to meet the standards of the Public Facilities Manual (PFM).

Resolution

The applicant has indicated that they will be able to demonstrate to the satisfaction of the staff of DPWES that the proposed water quantity and quality measures are sufficient to meet the needs for the proposed development. Additionally, staff has provided a development condition to ensure that the applicant provides adequate detention and water quality measures. With the adoption of the development conditions, this issue is resolved.

Issue: Noise

In the Fairfax County Comprehensive Plan, Policy Plan, 2003 Edition, Environment section as amended through November 15, 2004, on pages 9 and 10, the Plan states:

“Objective 4: Minimize human exposure to unhealthful levels of transportation-generated noise.

New development should not expose people in... noise sensitive environments, to noise in excess of DNL 45 dBA...”.

The proposed children’s play area is located approximately 55 feet from the edge of pavement along Dolley Madison Boulevard. The site is likely to be subjected to noise levels exceeding DNL 65 dBA, the maximum noise level recommended for outdoor recreation areas. The play area for the proposed nursery school is in an area that would most likely be impacted by noise from this road surface. Staff has repeatedly requested a noise study from the applicants and a noise barrier designed to protect this play area. No noise study has been submitted by the applicants to demonstrate that noise levels will not exceed DNL 65 dBA for the outdoor play area. The applicant has proposed construction of a 6 foot high wood fence to shield noise generated from the road. Additionally, the applicant has depicted extra deciduous and evergreen trees along the northern lot line to offset this noise. It is unclear however how much noise protection these features will provide.

Resolution

This issue has not been addressed by the applicant, however staff has included a development condition which requires that the applicant provide a noise study if determined necessary by DPWES and appropriate shielding as determined by the study. Only with adoption of this condition is this issue resolved.

ZONING ORDINANCE PROVISIONS

R-2 DISTRICT REGULATIONS	REQUIRED	PROVIDED
Bulk Regulations R-2		
Lot Size	15,000 sq ft.	7.3 acres
Lot Width	125 feet	Gilliams Rd, – 408 ft. Buchanan St. – 495 ft. Dolley Madison Blvd. – 833 ft.
Building Height	60 feet	50 feet
Front Yard	40° ABP but not less than 35 feet	Buchanan St. – 177 ft. Dolley Madison Blvd. - 14.5 ft. (single family dwelling, Lot 5 – existing condition) Main building – 34.4 ft.
Side Yard	40° ABP but not less than 15 feet	Single family dwelling, Lot 1 – 15.8 feet Deck, single family dwelling, Lot 1 – 13.1 ft.
Rear Yard	40° ABP but not less than 25 feet	149 feet
FAR	0.20 maximum	0.14

R-2 DISTRICT REGULATIONS	REQUIRED	PROVIDED
Parking		
Parking Spaces	Church/Auditorium: 225 Child Care Center: 19 Total: 244	253 spaces

Standard	Required	Provided
Transitional Screening		
North (single family residential)	T/S 1 - 25 feet in width Planted with 2 rows of evergreen trees 5 and 10 feet on center, or a mixture of evergreen and deciduous trees	Existing deciduous vegetation and proposed string of deciduous and evergreen trees for extent of lot line
South (single family residential)	T/S 1 - 25 feet in width Planted with two rows evergreen trees 5 and 10 feet on center or a mixture of evergreen and deciduous trees	T/S 1 - 25 feet in width to the western part with a proposed mix of evergreen and deciduous vegetation; to the eastern part, an existing mixture of evergreen and deciduous trees
East (single family residential)	T/S 1 - 25 feet in width Planted with two rows evergreen trees 5 to 10 ft. on center or a mixture of evergreen and deciduous trees	T/S 1 - 25 feet in width Planted with evergreen trees or a mixture of evergreen and deciduous trees
West (parkland)	T/S 1 - 25 feet in width Planted with two rows evergreen trees 5 to 10 ft. on center or a mixture of evergreen and deciduous trees	Proposed string of deciduous trees
Barrier		

Standard	Required	Provided
North (single family residential)	Barrier D, E or F	None
South (single family residential)	Barrier D, E, or F	Existing 400 foot long, 6 foot high segment of chain-linked fence to the west, none to the east
East (single family residential)	Barrier D, E or F	Existing 6 foot high chain-linked fence
West (parkland)	Barrier D, E, or F	None

WAIVERS/MODIFICATIONS REQUESTED

Waiver/Modification: A waiver of the transitional screening requirements and barrier requirement along the northern and western lot lines; and modification of transitional screening with waiver of barrier requirement along a portion of the southern lot line is requested in favor of existing deciduous trees, additional plantings, and other landscaping.

Basis: Par. 3 of Sect. 13-304 states that transitional screening and barrier requirements may be waived or modified where the building, a barrier and/or the land between that building and the property line has been specifically designed to minimize adverse impact through the combination of architectural and landscaping techniques.

Approximately 15 deciduous trees and a few evergreens are proposed for the 833 foot long northern lot line facing Dolley Madison Boulevard, which current contains little existing vegetation, consisting of a few mature deciduous trees. The applicant is proposing to more than double the square footage on site from 15,258 square feet to 36,458 square feet, and extend the building length to approximately 540 feet in length. Staff recommended that the applicant provide additional vegetation along this lot line to offset the appearance of the 540 foot long proposed church building, set back 34 feet from the street. Staff believes the buffering being proposed by the applicant, consisting of a single broken row of large deciduous trees around the perimeter of the northern and western lot lines, will not effectively buffer the church from Dolley Madison Boulevard or Buchanan Street, thus altering the residential atmosphere of the neighborhood.

Additionally, the frontage to Buchanan Street, which faces the Salona parkland, is proposed to contain approximately 10 deciduous trees. Staff recommended that the applicant provide additional vegetation to better screen the church addition from this largely-residential area.

Development conditions have been proposed which requires the planting of additional vegetation along the northern and western lot lines. Staff supports a modification of transitional screening and barrier along the southern lot line adjacent to the existing dwelling. However, the SP Plat depicts a chain-linked fence running along the eastern side of the southern property line, behind the proposed transitional screening. This fence should be located on the interior of the screening so that adjacent residential uses receive the benefit of the vegetation. A development condition has been included which requires the fence to be relocated to the interior of the landscaping.

OTHER ZONING ORDINANCE REQUIREMENTS

Special Permit Requirements (Appendix 8)

- General Special Permit Standards (Sect. 8-006)
- Group 3 Standards (Sect. 8-303)

Summary of Zoning Ordinance Provisions

Staff believes that the subject application has satisfied all applicable standards with the adoption of the development conditions outlined below.

CONCLUSIONS

Staff concludes that the subject application is in harmony with the Comprehensive Plan and applicable Zoning Ordinance provisions as outlined above with the adoption of the development conditions.

RECOMMENDATIONS

Staff recommends approval of the use with adoption of the proposed development conditions contained in Appendix 1 of the Staff Report.

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. Proposed Development Conditions
2. Affidavit
3. Statement of Justification
4. Approved Development Conditions and Plat, SP 87-D-074
5. Transportation Analysis
6. Environmental Analysis
7. Applicable Zoning Ordinance Provisions Checklist

PROPOSED DEVELOPMENT CONDITIONS**February 7, 2006**

If it is the intent of the Board of Zoning Appeals to approve SPA 87-D-074 located at Tax Map 30-2 ((32)) A, 1, and 5, to amend SP 87-D-074 previously approved to permit an existing church with a child care center to delete the child care center, add a nursery school, increase land area, build an addition, add a columbarium and add parking, pursuant to Section 3-203 of the Fairfax County Zoning Ordinance, staff recommends that the Board condition the approval by requiring conformance with the following development conditions. Those conditions carried forward from the previous special permit are marked with an asterisk (*). Minor edits have been made to conform to current standards. Edits have been underlined.

1. This approval is granted to the applicant only, Trustees of Trinity United Methodist Church and is not transferable without further action of this Board, and is for the location indicated on the application, 1201 Dolley Madison Boulevard, and is not transferable to other land.*
2. This Special Permit is granted only for the purpose(s), structures and/or use(s) indicated on the special permit plat prepared by Charles F. Dunlap (Walter L. Phillips, Inc.) dated July 13, 2005 revised through January 20, 2006, and approved with this application, as qualified by these development conditions.
3. A copy of this Special Permit and the Non-Residential Use Permit SHALL BE POSTED in a conspicuous place on the property of the use and be made available to all departments of the County of Fairfax during the hours of operation of the permitted use.*
4. This Special Permit Amendment is subject to the provisions of Article 17, Site Plans. Any plan submitted to the Department of Public Works and Environmental Services (DPWES) pursuant to this special permit, shall be in substantial conformance with these conditions. Minor modifications to the approved special permit may be permitted pursuant to Par. 4 of Sect. 8-004 of the Zoning Ordinance.
5. All parking shall be on-site, as depicted on the special permit plat.
6. Upon issuance of the new Non-RUP for this special permit, the total maximum daily enrollment in the nursery school shall be limited to 99.
7. The nursery school's maximum hours of operation shall be 9:30 A.M. to 1:30 P.M., Monday through Friday.
8. The modular units shall be removed prior to the issuance of the Non-RUP for the addition or within five (5) years of approval of the special permit amendment, whichever occurs first.
9. Church events and auditorium/meeting hall-related events shall not be held

simultaneously. A minimum of 30 minutes shall be required between the conclusion of one event and the beginning of another to allow for orderly ingress and egress. The maximum number of seats associated with the church use shall be limited to 448; the maximum number of seats associated with the auditorium/meeting hall shall be limited to 450.

10. The Dolley Madison entrance and northeast parking lot shall be signed to allow use only by handicapped and nursery school patrons.
11. If determined necessary by DPWES, a noise study shall be submitted to demonstrate that noise levels will not exceed DNL 65 dBA for the outdoor play area and recommend what measures are needed to address noise issues. Notwithstanding that shown on the special permit plat, if a noise study is not conducted, a masonry wall which matches the materials/colors of the church building shall be provided along the northern side of the proposed playground area.
12. The applicant shall provide curb and gutter on Buchanan Street and Dolley Madison Boulevard along the entire frontage, or as determined necessary by DPWES at the time of site plan review.
13. A taper shall be provided at the proposed entrance on Buchanan Street to the satisfaction of the Department of Transportation.
14. Transitional screening and barrier requirements shall be modified along the southwestern lot line in favor of existing vegetation, and additional plantings shown on the SP Plat.
15. Notwithstanding what is shown on the special permit plat, additional landscaping shall be provided along the length of the northern and western lot lines. This vegetation shall be shown on a landscaping plan submitted with the site plan and shall include additional deciduous, evergreen and ornamental trees and understory plantings to help screen and soften the appearance of the structures on site, including the parking lots. The applicant shall consult with Urban Forest Management (UFM) to meet the intent of this requirement. Plant selection, including size, species, and number shall be coordinated with UFM.
16. The barrier requirement shall be waived along the northern, western and southwestern lot lines. Notwithstanding that shown on the SP Plat, the chain-linked fence along the eastern portion of the southern lot line shall be located to the interior of the proposed transitional screening.
17. Lighting shall be provided in accordance with the Performance Standards contained in Part 9 (Outdoor Lighting Standards) of Article 14 of the Zoning Ordinance. There shall be no uplighting on site, including any sign or the building. The lights shall be turned off when the site is not in use, except for security lighting.
18. Notwithstanding Note 13 on page 1 of the special permit plat, the proposed

improvements on the site shall be in substantial conformance with the approved special permit plat.

19. Stormwater Management/Best Management Practices facilities shall be provided as depicted on the Special Permit Plat or as determined by DPWES, provided, however, no additional vegetation shall be cleared over that which is shown on the plat.
20. At the time of site plan approval the applicant shall grant a ten foot wide public trail easement along Dolley Madison Boulevard's frontage as depicted on the special permit plat, in accordance with VDOT standards.
21. All signage, both existing and proposed, shall satisfy requirements contained in Article 12 of the Zoning Ordinance.

These conditions incorporate and supersede all previous conditions. 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.

Pursuant to Sect.8-015 of the Zoning Ordinance, this special permit shall automatically expire, without notice, thirty (30) months after the date of approval unless construction has commenced and been diligently pursued. The Board of Zoning Appeals may grant additional time 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 permit. 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.