



County of Fairfax, Virginia

March 14, 2006

STAFF REPORT

SPECIAL PERMIT APPLICATION SPA 82-S-028-05

BRADDOCK DISTRICT

APPLICANT: Trustees for Knollwood Community Church

ZONING: PRC

LOCATION: 10000 Coffey Woods Road

ZONING ORDINANCE PROVISION: 6-303

TAX MAP: 78-3 ((01)) 40

LOT SIZE: 5.0 acres

F.A.R.: 0.193

PLAN MAP: Residential Planned Community

SP PROPOSAL: Amend SP 82-S-028 previously approved for a church and nursery school to permit building additions, site modifications, and an increase in nursery school enrollment.

STAFF RECOMMENDATION:

Staff recommends denial of SPA 82-S-028-05.

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.

Department of Planning and Zoning

Zoning Evaluation Division
12055 Government Center Parkway, Suite 801
Fairfax, Virginia 22035-5509
Phone 703 324-1290
FAX 703 324-3924
www.fairfaxcounty.gov/dpz/

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.**

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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: Amend SP 82-S-028-04 previously approved for a church and nursery school to permit building additions, site modifications, and increase the enrollment in the nursery school.

The proposed building addition would consist of a multiphase increase of the size of the existing sanctuary from 168 seats to a maximum of 400 seats, and would provide additional space for church-related uses including a nursery school, an education area, administrative office space, kitchen, gymnasium, and cellar space.

The current total square footage of the sanctuary and education buildings would increase from 9,127 square feet to 42,000 square feet (plus 17,000 square feet of cellar space) at build out.

Other site modifications include the addition of 75 parking spaces through the expansion of an existing 95-space parking lot for a total of 170 spaces at build out. The parking lot will be reconfigured to provide right in/right out access to Burke Centre Parkway, and consolidate the ingress/egress leading to Coffer Woods Road.

The current nursery school enrollment allows for a maximum enrollment of 80 children, up to 40 at any one time. The increase in nursery school attendance would permit a maximum enrollment of 99 children, up to 50 at any one time.

Size: 5.0 acres

	<u>USE ADDED</u>	<u>SQ. FT.</u> (total)	<u>SEATS</u> (total)	
Sanctuary:	Existing:	N/A	9,127	168
	Phase 1:	Sanctuary	18,322	300
	Phase 2A:	Cellar	18,322*	no change
	Phase 2B:	Classes, office	26,022	no change
	Phase 2C:	Balcony	33,254**	400
	Phase 3:	Gym, kitchen	42,000	no change

* = Plus 9,300 sq ft. cellar

** = Plus 17,000 sq ft. cellar, removal of existing education building

Parking: 170 spaces (95 existing, addition of 75 spaces)

FAR: 0.193 at build out (current FAR 0.042)

Number of Seats: 400 at build out (currently 168 seats)

Employees (church):	6 full time, 2 part time (proposed) 3 full time, 2 part time (existing)
Employees (nursery school):	20 (proposed) 16 (existing)
Hours of Operation (nursery school):	9:00 a.m. – 1:00 p.m. Monday-Friday (existing) 8:30 a.m. – 5:00 p.m. Monday-Friday (proposed)
Number of Children:	80 maximum; no more than 40 at one time (existing) 99 maximum; no more than 50 at one time (proposed)

Waivers and Modifications:

- Modification of the transitional screening requirement along all lot lines
- Waiver of the barrier requirement along the northern, southern, eastern, and a portion of the western property lines

LOCATION AND CHARACTER**Existing Site Description:**

The property is located at the northwest corner of Burke Centre Parkway and Coffey Woods Road in the Braddock District. The property is developed with a church and nursery school.

The site is densely wooded with upland forest, particularly along the western and southern lot lines. Surrounding residential properties are densely wooded also. The subject property is currently accessed via two entrances, both leading to Coffey Woods Road. The northern entryway into the site runs along the northern property line. An existing asphalt walk connects this entryway to the western lot line, where it connects with the Burke Centre trail system.

Parking is provided in the north central area of the site, directly adjacent to the existing sanctuary. A children's play area is located west of the parking lot. Two 10-foot wide easements (telephone and VEPCO) run parallel with the southern lot line, as well as an 8-foot wide trail easement. The eastern lot line has an existing sidewalk from Burke Centre Parkway along Coffey Woods Road leading into the church.

Surrounding Area Description:

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Direction	Use	Zoning	Plan
North	single family detached residential	PRC	Planned Residential
South	Burke Centre Conservancy	PRC	Planned Residential
East	single-family detached residential	PRC	Planned Residential
West	single-family detached residential	PRC	Planned Residential

BACKGROUND

Site History:

The church was constructed in 1978.

On April 6, 1982, the Board of Zoning Appeals (BZA) approved S-82-A-002 to amend S-133-77 to permit small additions to the existing church building. On January 11, 1983, the BZA approved Special Permit S-82-S-099 to allow the church to operate a nursery school. On February 7, 1984, the BZA approved Special Permit S-82-S-028 to permit an addition to the sanctuary, and classroom building. On January 28, 1986, the BZA approved SPA 82-S-028-2 to permit additional parking, a fence and a driveway entrance onto Coffey Woods Road (no information concerning SPA 82-S-028-1 has been found). On March 31, 1987, the BZA approved SPA 82-S-028-3 to permit the addition of three classroom trailers to existing facilities. On November 16, 1989, the BZA approved SPA 82-S-028-4 to permit continuation of the use of the three trailers.

A copy of the Resolution and plat approved in conjunction with SPA 82-S-028-4 is included as Appendix 4.

COMPREHENSIVE PLAN PROVISIONS

Plan Area: Area III
Planning Sector: Pohick Planning District
Middle Run Community Planning Sector (P6)
Plan Map: Planned Residential

ANALYSIS

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Special Permit Amendment Plat (Copy at front of staff report)

Title of SPA Plat: Knollwood Community Church
Prepared By: Steven E. Gleason, William H. Gordon Associates, Inc.
Dated: December, 2005, as revised through March 1, 2006

Proposed Use:

The applicant requests approval to construct a building addition, permit site modifications including parking lot expansion, and increase enrollment in the nursery school.

The applicant is proposing to expand a 168 seat, 9,127 square foot sanctuary and education building by adding 232 seats and 37,446 square feet in multiple phases within a 50 foot high building of 400 seats and 42,000 square feet (including removal of existing buildings). Additionally, the applicant is proposing 17,000 square feet of cellar space. The addition, which will expand the current sanctuary westward along the northern property line, will contain additional sanctuary seating and provide additional space for church-related uses including a nursery school, an education area, administrative office space, kitchen, gymnasium, and storage area. Plans include the demolition of the existing 4,368 square foot education building located just south of the sanctuary.

Construction will be completed in multiple phases. **Phase 1**, on page 3 of the SPA plat, contains the majority of construction. Building additions include the construction of the sanctuary addition and the shell of the future cellar space (shown as *building #3* on page 3 of the SPA Plat), which will include a total of 13,768 square feet, with an FAR of 0.084. The building addition will be located to the east and southeast of the existing sanctuary. Three-hundred (300) of the 400 proposed seats will be installed during this phase. Site modifications include the relocation of the play area from just west of the existing parking lot to northwest portion of the site. It will increase in size from 4,500 square feet to 5,500 square feet.

The parking lot will be expanded from 95 spaces to 123 spaces, which is 2.44 seats per space. A right in/right out only curb cut will lead out onto Burke Centre Parkway in the southwest corner of the site. The existing entryway leading into the site from Coffey Woods Road along the northern property line will be scarified and replanted. The other entrance from Coffey Woods Road will be widened to 40 feet to serve as an entryway leading into the site, and feature a left turn and right turn lane for exiting patrons. This entryway features a one-way drop off lane. Additionally, the applicant is proposing several onsite directional traffic signs, including stop signs and painted stop bars and arrows. These signs facilitate traffic circulation into, out of, and on-site. Similarly, crosswalks are featured leading into the main entry of the new sanctuary addition to provide pedestrian safety when walking from the parking lot across the main driveway into the sanctuary.

Phase 1 includes the construction of a stormwater detention pond in the northwest corner of the site. A landscaped rain garden is proposed for the area just north of the

parking lot. Also, an infiltration trench will be installed in the center of the parking lot. A five-foot wide trail will be installed along the northern property line, connecting into the Burke Centre trail system. Finally, a 390-foot long, 6-foot high solid wood fence will be erected along the western portion of the site.

Phase 2A, on page 3 of the SPA plat, depicts the completion of the cellar space and sanctuary. There are no other changes to the site in this phase.

In **Phase 2B**, on page 4 of the SPA plat, the education and administration section will be added. This 7,700 square foot addition will continue construction of the building westward. The total square footage on site will be 26,022 square feet and include 104 parking spaces. The FAR at this phase will be 0.119.

Phase 2C, on page 5 of the SPA plat, includes the construction of the 100-seat balcony, thereby bringing the total number of seats in the sanctuary to 400. Cellar space will be completed in this phase totaling 17,000 square feet, and the second floor of the education and administrative sections will be completed. These building improvements add 7,232 square feet to the building for a total of 33,254 square feet at the completion of Phase 2C (*building #4*), with an FAR 0.153. Site modifications in this phase include expansion of an internal sidewalk leading into the site from Coffer Woods Road, and replacement of an existing 2-panel sign at the corner of Burke Centre Parkway and Coffer Woods Road. Other improvements include the construction of the 46 remaining parking spaces in the southeastern portion of the site for a total parking count of 170 spaces, or 2.35 seats per space. The existing 4,368 square foot education building (*building #2*) will be demolished in this phase.

Phase 3, on page 6 of the SPA plat, features the removal of the original existing sanctuary (*building #1*), and the construction of the gymnasium and kitchen in its place (*building #5*). This completes construction for a total build out of 42,000 square feet, including 17,000 square feet of cellar space, for a final FAR of 0.193. This represents an increase of approximately three times more square footage than what is currently located on the site.

A nursery school will be located in building #3. The hours of operation for this use are proposed to expand from 9:00 a.m. to 1:00 p.m., Monday through Friday to 8:30 a.m. to 5:00 p.m., Monday through Friday. The applicant also requests an increase in enrollment from 80 children with 40 on site at any one time to 99 children with 50 on site at any one time.

The church is currently operated by 3 full time and 2 part time employees. They are proposing to increase employees to 6 full time and 2 part time workers. The part-timers work primarily on Sundays. The nursery school employs 16 workers, and proposes to increase that figure to 20 workers.

A 5-foot wide asphalt walk along the northern property line is proposed to connect with the Burke Centre trail system. Two 10-foot wide easements (telephone and VEPCO) run parallel with the southern lot line, as well as an 8-foot wide trail easement. The eastern lot line has an existing sidewalk from Burke Centre Parkway along Coffer Woods Road leading into the church.

The applicant is seeking approval of a waiver of the barrier requirements along the northern, southern, eastern, and a portion of the western lot lines in favor of existing vegetation to satisfy the requirement, with supplemental plantings as shown on the SPA Plat. The proposed site design features between 10 and 25 feet of deciduous vegetation to the north of the proposed trail easement, along the northern lot line. The western lot line features a 30-foot wide band of deciduous trees, and a proposed 390-foot long, 6 foot high solid wood fence. The southern lot line has a 27-foot wide buffer, and the eastern lot line has a 45-50 wide strip of deciduous vegetation.

Land Use and Environmental Analysis (Appendix 5)

Fairfax County Comprehensive Plan, 2003 Edition, Area III, Pohick Planning District, as amended through December 6, 2004, Middle Run Community Planning Sector (P6), page 66:

“The Middle Run Community Planning Sector is largely developed as stable residential neighborhoods. Infill development on these neighborhoods should be of a compatible use, type and intensity in accordance with the guidance provided by the Policy Plan under Land Use Objective 8 and 14....

1. The Burke Centre master plan is included in the Comprehensive Plan by reference... Where the Area Plan map and the Burke Centre master plan conflict, the Area Plan overrides.”

The Comprehensive Plan land use guidance for this area focuses on compatibility of use, type, and intensity with respect to adjacent residential use. The application, as currently proposed, raises significant concerns as discussed below.

The church is located within a ridge, which traverses the length of the property along its eastern border with Coffey Woods Road. The two existing wood structures blend in and complement the surrounding residential neighborhood. The current layout blends well with the natural topography and features of the site. Dense tree cover and substantial open space buffers the church, nursery school and parking lot from the residential use on the west and from the Burke Centre Parkway to the south. At the current level of operation the existing church, nursery school, and parking area are clearly compatible with the surrounding residential area.

Issue: Compatibility and Intensity of Development

The proposed expansion would significantly alter the currently wooded and scenic character of the site so that the proposed expansion would not be compatible with the surrounding residential community. The proposed church expansion would more than quadruple the existing gross square footage from 9,127 square feet at 0.042 FAR to 42,000 square feet at 0.19 FAR at build out. The sanctuary would increase from 168 to 400 seats, and parking would increase from 95 to 170 spaces. The maximum number of children in the nursery school would increase from 80 to 99. This level of expansion is too intense and cannot be accommodated on site, as proposed, without extensive

clearing and grading and associated substantial loss of tree cover and open space, with the latter currently consisting of 58 percent of the site. According to the development plan, open space will only be reduced to 42 percent at build-out. This figure is highly questionable, as the proposed site layout appears to provide only a minimal amount of open space (10 percent). Existing open space would be eliminated and tree cover would be removed for the new parking area that is proposed to occupy most of the southern half of the site. The northern portion of the site would largely be developed and redeveloped with a much larger church facility, including a new sanctuary and education and administrative space. A stormwater management facility and a play area would also be located in the northern portion of the site. Thus, the development and parking and related facilities, as proposed, would consume most of the land area and would result in very limited open space and buffers which would not always be adequate along property boundaries. For instance, the vegetated buffer along the southern boundary adjacent to the Burke Centre Parkway could be improved with the provision of a continuous depth of at least 50 feet, equivalent to the depth of the buffer adjacent to the site along the Parkway.

Of particular concern is the citing, massing and bulk of the church and related development and its impacts upon the adjacent existing townhouses along the site's northern edge. The proposed church and related development would result in taller buildings (up to 2 stories and averaging 50 feet in building height) located as close as 35 feet away from the property boundary to the townhouses that are estimated to be 30 feet in height. The existing church structure in comparison is one story and 30 feet in height and is set back 50 feet from the property line. While the proposal would replace an existing travel aisle and parking area with 25-foot wide transitional screening along the northern edge of the property, this would still result in inadequate separation between the substantially larger and taller new facility and existing townhouses near the property boundary. At build out the new church facility would appear massive and overwhelming in relationship to the nearby townhouses. As depicted on sheet 7A of the development plan, the new church facility and related uses are proposed to be phased and built to ultimately appear as one mammoth and interconnected complex. The length of the facility is approximately 280 feet and would parallel the widths of eleven townhouses, which are not all contiguous.

Resolution

The applicant has not addressed these issues; therefore, they remain unresolved. Some level of expansion of the existing place of worship is appropriate, but not to the degree that is currently proposed. In order to be compatible with the surrounding residential community, the proposed intensity should be reduced by decreasing the amount of gross square feet of development and the number of sanctuary seats and parking spaces. Shared parking at the nearby Burke Conservancy site should be explored in order to preserve more open space on the subject site. A less intense development should result in more open space and better buffers along property lines. In particular, a vegetated buffer of at least 50 feet in depth should be provided along Burke Centre Parkway to match existing buffers that exist on other properties along the Parkway. To effectuate a better transition between the proposed church facility and townhouses, the following changes should be considered: reduction in the mass and bulk of the proposed church facility; increase in building setbacks to the property line;

reduction in the building height of the proposed church facility; and an increase in the depth of transitional screening.

The proposed play area should be relocated further away from the townhouses and stormwater management facility to avoid conflicts with these uses. The development plan indicates that the elevation and roof design are provided for illustrative purposes only and are subject to change; however, the applicant should commit that the design of the proposed facility will be substantially in accord with any acceptable elevation and roof design. Finally, in order for staff to be able to more fully evaluate the proposal the applicant should provide additional information to clarify future expansion goals, especially with respect to the future use of the cellar space.

Issue: Low Impact Development (LID)

While the applicant has proposed various LID measures for this proposal, the applicant is encouraged to consider bioretention facilities with underdrains in the landscaped islands of the parking lot to complement the proposed stormwater pond. Such a change should facilitate the provision of more open space as well as maximize tree preservation in crucial areas of the site particularly along the western and southern boundaries. The applicant is also encouraged to reduce the total number of proposed parking spaces. Such a measure would enhance water quality protection, as well as facilitate more open space preservation, more substantial screening along the Parkway and more effective transition between the church and the adjacent residential uses.

The adequacy of any proposed SWM/BMP measure and proposed outfall will ultimately be subject to review and approval by staff in the Department of Public Works and Environmental Services (DPWES).

Resolution

The applicant has not attempted to satisfy either of these requests. Other aspects of staff's environmental concerns are addressed further under the following heading. If the applicant were to provide an underground detention facility beneath the parking lot, more trees could be saved in the location of the proposed detention pond. A development condition has been proposed which would require the applicant to install underground detention facilities to in an attempt to address this issue.

Issue: Tree preservation/Restoration

The subject property is densely vegetated with a mix of evergreen and deciduous tree cover, particularly along the western and southern portions of the subject property, which is an asset for this special permit use within an existing residential community. However, the proposal, if implemented, would essentially eliminate that tree cover. Staff requested that the applicant look for opportunities to restore vegetation as part of a comprehensive landscape plan for the church particularly along the northern boundary of the site. Dense vegetation enhances the efficiency of water quality controls as well as serves as an aesthetic asset for the site. The applicant is proposing to plant several evergreens and deciduous trees throughout the site which primarily functions as landscaping.

Minimal vegetation is proposed for preservation on the site. Staff requested that the applicant scale back the intensity of the proposal in order to reduce parking requirements, thereby providing opportunities to save vegetation. Staff also requested that the applicant propose installation of underground detention facilities in favor of the proposed rain garden and stormwater management pond, as this would present opportunities to save vegetation, while meeting outfall requirements.

Resolution

The applicant has not attempted to satisfy either of these requests.

Issue: Water Quality Protection

The 5-acre subject property is located in the Pohick Creek watershed as well as within the County's Chesapeake Bay Watershed. The special permit amendment plat (sheets 8 and 9) provided details regarding the proposed stormwater management facilities for the subject property. The plat depicted a stormwater management dry pond and a supplementary bioretention facility in the middle of the site to meet water quality and quantity control requirements. It was not evident from the information provided that these two facilities would adequately accommodate the additional amount of runoff that would be generated by this proposed expansion. The applicant was therefore encouraged to provide additional details on the stormwater narrative with respect to the stormwater management plan including cross-sections of the facilities.

The adequate outfall narrative stated that the majority of the site would be served by the dry pond in the northwest corner, and that a smaller portion of the site would drain to the southeastern corner of the property into the existing storm sewer. The narrative further indicated that this latter outfall is not currently adequate and that the channel is exposed to erosive velocities of water. The applicant was asked to provide a more detailed narrative and graphics in order to demonstrate adequate outfall.

Resolution

The applicant submitted a revised SPA Plat dated March 1, 2006, which adequately addresses water quality protection concerns. This issue is resolved.

Transportation Analysis (Appendix 6)

Issue: Curb and gutter

Curb and gutter should be provided along the entire frontage of Coffey Woods Road from the existing curb and gutter to the north when the existing entrances are relocated and removed.

Resolution

The applicant has agreed that curb and gutter will be provided along the entire frontage of Coffey Woods Road from the existing curb and gutter when the existing entrances are relocated and removed. Further, a development condition has been included which addresses this issue.

Issue: Sidewalk

In Phase 1 and 2A when the existing entrance north of the church has been removed and replaced with a five-foot trail, the applicant should provide a connection from the trail to the sidewalk west of the church. Also, the applicant should provide a sidewalk connection from the sidewalk along Coffey Woods Road north of the new entrance to connect with a sidewalk on site.

Resolution

The applicant has agreed to provide necessary connections between the northern trail and existing sidewalks. A development condition has been included which addresses this issue.

Issue: Driveway width

The applicant was asked to increase the driveway width in front of the main entry to the church to provide drop-off room plus sufficient space to allow vehicles both entering to park, and exiting the parking area, to pass by the main entry area. Although there will be a one-way drop-off lane to the west of the entry, many people may wish to drop-off passengers directly at the main door and therefore, many temporarily block part of the driveway.

Resolution

The applicant has addressed this issue by agreeing to allow additional space as deemed necessary by the Department of Transportation for adequate vehicle ingress and egress in front of the church. Additionally, the applicant will be providing on-site traffic signage to guide motorists and pedestrians.

ZONING ORDINANCE PROVISIONS

There are no minimum lot area or lot width requirements for the PRC District; nor are there minimum building heights or maximum floor area ratio regulations. The proposed structure will be located 50 feet from the eastern lot line, approximately 32 feet from the northern lot line, approximately 157 feet from the western lot line, and approximately 282 feet from the southern lot line.

Sect. 16-101 of the Zoning Ordinance however does contain Standards for Planned Developments. Among other provisions, the Standards require that the development efficiently utilize available land and protect and preserve scenic assets and natural features such as trees, streams and topographic features and prevent substantial injury to the use and value of existing surrounding development.

Standard	Required	Provided
Transitional Screening		
North (Residential)	T/S 1 - 25 feet in width, planted with evergreen trees or a mixture of evergreen and deciduous trees	A mix of existing vegetation and proposed row of evergreens and deciduous trees consisting of upland forest; T/S area ranges from 10 to 25 feet
South (Burke Centre Conservancy)	T/S 1	Existing vegetation, existing deciduous and evergreen mix; T/S area approx. 27 feet wide
East (Residential)	T/S 1	Existing vegetation, existing deciduous and evergreen mix; T/S area 45-50 feet wide
West (Residential)	T/S 1	Existing vegetation consisting of upland forest; T/S area approx. 30 feet wide
Barrier		
North (Residential)	Barrier D, E, or F*	None
South (Residential)	Barrier D, E, or F	None
East (Residential)	Barrier D, E, or F	None
West (Residential)	Barrier D, E or F	390 foot long, 6 foot high solid wood fence along southern portion of lot line

* = Barrier D shall consist of a 42-48 inch chain link fence and may be required by the Director to have inserts in the fence fabric, to be coated, or to be supplemented by trees and/or shrubs. Barrier E shall consist of a 6 foot wall, brick or architectural block faced on the side facing the existing use and may be required to be so

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faced on both sides as determined by the Director. Barrier F shall consist of a 6-foot high solid wood or otherwise architecturally solid fence.

WAIVERS/MODIFICATIONS REQUESTED

Waiver/Modification:

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.

The applicant is seeking modification of the transitional screening requirement along the northern lot line where only 10 to 25 feet of width exists along the northern property line. Modifications are also requested along the eastern, southern and western lot lines to permit existing vegetation supplemented with a mixture of evergreens, ornamental and shade trees to meet screening requirements. A waiver of the barrier requirements is also requested along all property lines to permit the existing vegetation and proposed fencing to satisfy the requirements, with supplemental plantings as shown on the SPA Plat.

The church is surrounded by residential properties. The Zoning Ordinance requires that the applicant provide a minimum of 25 feet of transitional screening along all lot lines fronting single family homes. The required width of the transitional screening requirements are fulfilled along the eastern, western, and southern lot lines where between 25 and 50 feet of deciduous screening exists. Very little supplemental screening is proposed. Most of the remaining existing vegetation is deciduous. The church only proposes to provide between 10-25 feet of transitional screening to the north of the trail easement in the far eastern section, and existing vegetation consists of mature deciduous trees that provide limited screening due to the height of the canopy.

The applicant submitted a revised plat dated March 1, 2006, that provides a single row of deciduous and evergreens along this property line. The row does not extend to the eastern side of the northern property line where screening is thinnest, both in terms of width and screening capability. Staff requested that the applicant provide supplemental vegetation along the northern lot line to lessen the visibility of the new building, located 32 feet from the northern lot line and additional vegetation in the remaining screening yards as determined necessary if the site is cleared as proposed.

A 390-foot long 6-foot high solid wood fence is proposed for a portion of the western lot line. There are no other proposed barriers. If the application is approved, staff only supports the waiver of barriers and modification of transitional screening with adoption of the development conditions, which require additional evergreen plantings along all lot lines.

OTHER ZONING ORDINANCE REQUIREMENTS

Special Permit Requirements (Appendix 7)

- General Special Permit Standards (Sect. 8-006)
- Additional Standards for Churches with a Nursery School (Sects. 8-308)

Summary of Zoning Ordinance Provisions**General Special Permit Standards (Sect. 8-006)**

Standard 1 requires that the proposed use at the specified location shall be in harmony with the adopted comprehensive plan. The applicant is proposing to expand a 168 seat, 9,127 square foot sanctuary/education building by adding 232 seats and 37,446 square feet in multiple phases for a single 50-foot high sanctuary of 400 seats and 42,000 square feet (after demolition of existing buildings). Additionally, the applicant is proposing 17,000 square feet of cellar space for a build out GFA of 59,000 square feet. This will effectively quadruple the gross square footage associated with this use.

The additions, which will be expand the current sanctuary westward along the northern property line, will contain additional sanctuary seating and provide additional space for church-related uses including an education area, administrative office space, kitchen, gymnasium, and storage area. Plans include the demolition of the existing 4,368 square foot education building located just south of the sanctuary.

The proposed structure will be located 50 feet from the eastern lot line, and approximately 32 feet from the northern lot line. Staff believes that the proposed building additions present an unsatisfactory and dramatic increase in the mass and intensity of the church for the surrounding residential neighborhood. The townhouse development situated directly to the north is situated at a lower elevation than the subject property and the rear yards will only be approximately 65 feet from the proposed church structure. In the short term, they would be negatively affected by the multiphase construction of the new sanctuary. For the long term, the proximity to such an intensively used church would present a level of activity that would fundamentally alter the residential context of the neighborhood. This standard has not been satisfied.

Standard 2 requires that the proposed use shall be in harmony with the general purpose and intent of the applicable zoning district regulations. The application falls within the PRC Zoning District, which has no minimum lot area or lot width requirements, nor any minimum bulk regulations. Sect. 16-101 of the Zoning Ordinance however does contain Standards for Planned Developments. Among other provisions, the Standards require that the development efficiently utilize available land and protect and preserve scenic assets and natural features such as trees, streams and topographic features and prevent substantial injury to the use and value of existing surrounding development. Little existing vegetation will remain on site under the proposed plan; in some areas along the northern and western lot lines, the site will be cleared to the property line. Only 25 feet of existing vegetation will remain along the southern lot line. A minimum buffer area of 50 feet exists along much of Burke Centre Parkway. As existing on site, the church buildings are low in stature, no taller than surrounding residential structures. The site is heavily wooded and the use is nestled on the site and relates well to the

adjacent uses. Expansion on the site would certainly be anticipated, however the mass and scale of the proposed buildings, almost 20 feet taller than surrounding structures and 280 feet in length at build-out, will dwarf the residential structures. These structures will be only 35 feet from the northern lot line with minimal existing and proposed vegetation providing screening. This standard has not been satisfied.

Standard 3 requires that the proposed use be such that it will be harmonious with and will 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 shall 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.

The proposed structure will be located 50 feet from the eastern lot line, approximately 32 feet from the northern lot line and a buffer of only 25 feet will remain along the southern lot line. The proposed size of the sanctuary will quadruple, and consequently the proposed parking spaces required will more than double. Therefore, the intensity of this proposed development (in all phases) would transform the character of the existing community and dramatically transform this existing place of worship into an imposing presence in a currently stable residential community. Additionally, minimum transitional screening requirements are not being fulfilled along the northern lot line, where the proposed church is situated only 32 feet from the lot line. Screening is comprised of existing natural deciduous trees with high canopies and a proposed row of deciduous and evergreen trees. For these reasons and the reasons as noted under Standard 2 above, this proposal does not satisfy this standard.

Standard 4 requires that the proposed use shall 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. As noted in the Transportation Analysis, the issues associated with the application can be addressed with adoption of the development conditions.

Standard 5 requires that, in addition to the standards which may be set forth in this Article for a particular group or use, the BZA shall require landscaping and screening in accordance with the provisions of Article 13. As mentioned previously, the applicant provides only 10-25 feet of transitional screening along the northern property line, 32 feet from where the church will be located. There is not enough screening in this location to account for the proximity of the church. The other screening yards are wider, however they do not meet the buffers provided on surrounding properties and/or in some areas, the site will be cleared to the property line and little replacement vegetation is proposed. Therefore, this standard is not satisfied.

Standard 6 requires that open space shall be provided in an amount equivalent to that specified for the zoning district in which the proposed use is located. This standard is not applicable for church uses in this District.

Standard 7 requires that adequate utility, drainage, parking, loading and other necessary facilities to serve the proposed use shall be provided. Parking and loading

requirements shall be in accordance with the provisions of Article 11. The parking lot will be expanded from 75 spaces to 120 spaces, which is a parking/seats ratio of 2.35. All proposed parking requirements and ratios are satisfied at each phase of construction. This standard is satisfied.

Standard 8 requires that signs shall be regulated by the provisions of Article 12; however, the BZA, under the authority presented in Sect. 007 below, may impose more strict requirements for a given use than those set forth in this Ordinance. The applicant has proposed replacement of a 2-sided sign at the corner of Burke Centre Parkway and Coffey Woods Road. This sign will be required to meet Zoning Ordinance requirements, and a development condition has been included to address the proposed replacement sign. This standard has been satisfied.

CONCLUSIONS

As outlined in previous sections of this report, staff believes that the proposed building additions present an unsatisfactory and dramatic increase in the mass and intensity of the church for the surrounding residential neighborhood. The townhouse development situated directly to the north is located only about 32 feet from the 50-foot high proposed buildings. In the short term, it would be negatively affected by the multiphase construction of the new sanctuary. For the long term, the proximity to such an intensively used church would present a level of activity that would fundamentally alter the residential context of the neighborhood.

The degree to which the proposed building additions are proposed would harm the residential character of the neighborhood. The scale and bulk of the proposed structure, coupled with its proximity to the northern lot line and lack of full transitional screening will dominate the focus of this wooded area. Additionally, the applicant is proposing to save minimal vegetation, and hundreds of trees will be cleared to provide parking for this intense use, which will have between 3 and 5 times the gross square footage of current structures on the site.

Staff has suggested ways to ameliorate these concerns including, but not limited to: providing underground stormwater management facilities so that the majority of the trees in the northwest corner of the property can be retained; providing other LID measures such as green roofs, cisterns, etc.; reducing the mass and bulk of the building by breaking it up into sections, reducing the height and/or moving it away from the northern lot line; and, reducing onsite parking (therefore reducing impervious area and saving existing vegetation) by sharing parking with the Burke Conservancy across Burke Centre Parkway.

Based on the above noted issues, staff concludes that the subject application is not in harmony with the Comprehensive Plan and not in conformance with the applicable Zoning Ordinance provisions.

RECOMMENDATIONS

Staff recommends denial of SPA 82-S-028-05.

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, SPA 82-S-028-04
5. Land Use and Environmental Analysis
6. Transportation Analysis
7. Applicable Zoning Ordinance Provisions Checklist

PROPOSED DEVELOPMENT CONDITIONS**March 14, 2006**

If it is the intent of the Board of Zoning Appeals to approve SPA 82-S-028-05 located on property described as Tax Map 78-3 ((01)) 40, pursuant to Sect. 6-303 of the Fairfax County Zoning Ordinance, to amend SP 82-S-028 previously approved for a church and nursery school to permit building additions, site modifications, and increase the enrollment of the nursery school, 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 for Knollwood Community Church, and is not transferable without further action of this Board, and is for the location indicated on the application, 10000 Coffe Woods Road, 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 Steven E. Gleason of William H. Gordon Associates, Inc., dated December, 2005, as revised through March 1, 2006.*
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 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. Upon issuance of a Non-RUP, the seating capacity in the main area of worship shall not exceed 400.
6. Parking shall be provided as depicted on the special permit plat. All parking shall be on site.
7. Upon issuance of a Non-RUP, the total maximum daily enrollment of children in the nursery school shall not exceed 99, with no more than 50 on site at any one time.
8. The hours of operation for the nursery school shall be limited to 8:30 a.m. to 5:30 p.m., Monday through Friday.
9. Existing vegetation shall be preserved along all lot lines and, notwithstanding

what is shown on the plat:

- Additional plantings shall be provided along the entire northern and western lot lines to further buffer the church building from adjacent residential uses. Plant selection, including the size, species and location of plantings shall be coordinated with Urban Forest Management (UFM), however all supplemental plantings shall be evergreen trees tolerant to the specific growing conditions on site.
10. Foundation plantings and shade and ornamental trees shall be provided around the proposed buildings to soften the visual impact of the structures. Plant selection, including the size, species and location of plantings shall be coordinated with Urban Forest Management (UFM).
 11. The barrier requirement shall be waived along the northern, southern, and eastern lot lines, and the northern portion of the western lot line in favor of that shown on the special permit plat.
 12. The limits of clearing and grading shall be the minimum amount feasible as determined by DPWES and UFM, and shall be no greater than shown on the special permit plat. Prior to any land disturbing activity, a grading plan, which establishes the limits of clearing, and grading necessary to construct the improvements shall be submitted to DPWES, including UFM, for review and approval. Prior to any land disturbing activities, a pre-construction conference shall be held on-site between DPWES, including the Urban Forester, and representatives of the applicant to include the construction site superintendent responsible for the on-site construction activities. The purpose of this meeting shall be to discuss and clarify the limits of clearing and grading; areas of tree preservation, tree protection measures, and the erosion and sedimentation control plan to be implemented during construction. All trees shown to be preserved on the tree preservation plan shall be protected by tree protection fence. Tree protection fencing in form of four (4) foot high, fourteen (14) gauge welded wire attached to six (6) foot steel posts driven eighteen (18) inches into the ground and placed no further than ten (10) feet apart or, super silt fence to the extent that required trenching for super silt fence does not sever or wound compression roots which can lead to structural failure and/or uprooting of trees shall be erected at the limits of clearing and grading. 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 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, the UFM, DPWES and the District Supervisor shall be notified and given the opportunity to inspect the site to ensure 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, DPWES. The demolition of existing features and structures shall be conducted in a manner

that does not impact on individual trees and/or groups of trees that are to be preserved as reviewed and approved by UFM, DPWES. Methods to preserve existing trees may include, but not limited to the use of super silt fence, welded wire tree protection fence, root pruning, mulching as approved by the UFM.

13. Any proposed new lighting shall be provided in accordance with the Performance Standards contained in Part 9 (Outdoor Lighting Standards) of Article 14 of the Zoning Ordinance. All lighting shall be full cut-off luminaires and shall be controlled by timers (except for security lighting) and shall be turned off when the site is not in use. No new uplighting of landscaping or buildings shall be provided.
14. The applicant shall obtain a sign permit for any proposed sign in accordance with the provisions of Article 12 of the Zoning Ordinance.
15. The architecture of the church shall be generally as depicted in the elevation and cross-sections included on pages 7A and 7B of the SPA Plat, dated March 1, 2006.
16. Notwithstanding that which is depicted on the special permit plat, underground stormwater detention facilities shall be provided as determined feasible by DPWES, and the area in which the stormwater pond is shown on the special permit plat shall be preserved as a tree save area.
17. On site traffic management, in the form of painted stop bars, stop signs, traffic signs, and crosswalks shall be provided and installed prior to the issuance of a Non-RUP, and shall be subject to approval by the Department of Transportation.
18. Prior to the issuance of a Non-RUP, curb and gutter shall be installed along the entire frontage of Coffer Woods Road, subject to approval by the Department of Transportation.
19. Prior to the issuance of a Non-RUP, the applicant shall provide a connection from the trail to the sidewalk west of the church. The applicant shall also provide a sidewalk connection from the sidewalk along Coffer Woods Road north of the new entrance to connect with a sidewalk on site.

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 responsible for obtaining the required Non-Residential Use Permit through established procedures, and this special permit shall not be valid until this has been accomplished.

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 the Phase 1 construction has commenced and been diligently prosecuted. Commencement of Phase 1 shall establish the use as approved pursuant to this special permit. 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.