



County of Fairfax, Virginia

April 13, 2016

STAFF REPORT

SPECIAL PERMIT SPA 85-S-053-04

SULLY DISTRICT

WS
HD

APPLICANTS/OWNERS: Trustees of St. John's Episcopal Church
Arirang Senior Community Services

STREET ADDRESS: 5649 Mount Gilead Road, Centreville, 20120

TAX MAP REFERENCE: 54-4 ((1)) 24B, 25A

LOT SIZE: 4.42 acres

F.A.R.: 0.0467

ZONING DISTRICT: R-1, HD, WS, HC

PLAN MAP: Mixed Use and Residential 2-3 du/acre

ZONING ORDINANCE PROVISION: 3-103, 8-301

SPECIAL PERMIT PROPOSAL: To amend SPA 85-S-053-03 previously approved for a place of worship with a private school of education to permit an adult day care center.

STAFF RECOMMENDATION:

Staff recommends approval of SPA 85-S-053-04 subject to the proposed development conditions contained in Appendix 1.

Staff recommends approval of a reaffirmation of the waiver of the barrier requirements along all lot lines in favor of that shown on the Special Permit Amendment Plat.

Sharon Williams

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

The approval of this application does not interfere with, abrogate or annul any easements, covenants, or other agreements between parties, as they may apply to the property subject to the application.

For additional information, call Zoning Evaluation Division, Department of Planning and Zoning at 703-324-1280, 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 22035-550**



Americans with Disabilities Act (ADA): Reasonable accommodation is available upon 48 hours advance notice. For additional information on ADA call (703) 324-1334 or TTY 711 (Virginia Relay Center).

DESCRIPTION OF THE APPLICATION

The applicants have filed this Special Permit Amendment to amend SP 85-S-053, previously approved for a church and related facilities, to permit the operation of an adult day care with up to 85 participants and 17 staff members.

As noted in the Statement of Justification, the proposed adult day care will operate within the existing facilities on site; no new construction or site modifications are proposed. The existing sanctuary has a maximum capacity of 450 seats and the number of seats will not be modified with this application. The proposed hours of operation are 9:00 a.m. to 5 p.m., Monday through Friday. The adult day care use will also operate in lieu of the previously approved private school of general education.

A copy of the special permit amendment plat titled "Special Permit Plat, St. John's Episcopal Church," originally prepared by Reid M. Dudley, dated March 24, 1998, as revised on January 21, 2016, is included at the front of the staff report. The proposed special permit amendment development conditions, statement of justification, and affidavit are contained in Appendices 1 to 3, respectively.

LOCATION AND CHARACTER

The 4.42 acre subject property is located north of Lee Highway (Rt. 29) and east of Centreville Road (Rt. 28) on the corner of Mount Gilead Road and Wharton Lane. The property is zoned R-1 and it is located in the Centreville Historic Overlay District, the Water Supply Protection Overlay District, and the Highway Corridor Overlay District. The site is developed with a 16,038 square foot church building that was originally constructed in 1850 and reconstructed in 1867 following the Civil War, with an addition constructed in 1993. Two entrances along Mount Gilead Road and two entrances along Wharton Lane provide full vehicular access to the gravel church parking lot.



Figure 1: Aerial Imagery

The site contains a total of 118 parking spaces. These spaces are located within two gravel lots, both with access from Mount Gilead Road and Wharton Lane. The eastern portion of the parking lot that is accessed from the northeastern entrance on Wharton lane will be utilized for the adult day care operation. In this area there are 30 parking spots available including 2 ADA accessible spaces.

As previously stated, the subject property is accessed from four separate entrances from Mount Gilead Road and Wharton Lane. The surrounding land uses are as follows:

SURROUNDING AREA DESCRIPTION			
Direction	Use	Zoning	Plan
Northwest	Residential – Village at Mt. Gilead Sub'd	PDH-8	5-8 du/ac
East	Residential	R-1	2-3 du/ac
Southeast	Residential	R-1	2-3 du/ac
Southwest	Historic Centreville Park	PDC	Public Park

BACKGROUND

The original chapel was constructed in 1850, prior to the Civil War. In 1867 the chapel was rebuilt following its destruction during the war. The attached parish hall was constructed in 1956.

On December 17, 1985, the BZA approved SP 85-S-053 which established the church use and related facilities and permitted a temporary classroom trailer and a waiver of the dustless surface requirement.

On February 24, 1986, the Board of Supervisors established the Centreville Historic Overlay District, which included the subject parcels, with the approval of RZ 85-S-143.

On February 14, 1991, the BZA approved SPA 85-S-053-01 for a church and related facilities to allow an addition, increase in parking and seating capacity, trailer and a waiver of the dustless surface requirement. The addition was constructed in 1993.

On July 15, 1998, the BZA approved SPA 85-S-053-02 for a church and related facilities to permit an increase in land area from 3.29 acres to 4.42 acres. No physical changes were made to the site at that time.

On November 14, 2006, the BZA approved SPA 85-S-053-03 for a church and related facilities to permit a private school of general education for 99 students and a waiver of transitional screening and barrier requirements along all the property boundaries. No

physical changes were made to the site at that time and the school use was never implemented. As stated previously, the current request for an adult day care will be operated in lieu of the previously approved private school. The clerk's letter and resolution from SPA 85-S-053-03 are included in Appendix 4.

Comprehensive Plan Provisions

Plan Area: Area III, Bull Run Planning District
Planning Sector: Centreville Community Planning Sector (BR6)
Plan Map: Mixed Use and Residential 2-3 du/acre

ANALYSIS

Special Permit Plat (copy at front of staff report)

Title of SP Plat: Special Permit Plat, St. John's Episcopal Church
Prepared By: Reid M. Dudley of Runyon, Dudley, Associates, Inc.
Dated: March 24, 1998, as revised on January 21, 2016

As no site modifications are proposed, the requirement to submit a Special Permit Plat was modified to allow the previously approved Special Permit Amendment Plat to be submitted for reference purposes.

Proposed Use:

The request is for an amendment to SP 85-S-053 previously approved for a church, to permit an adult day care. The proposed adult day care would be full time day care with emphasis on recreation, socialization, exercise and education. Enrollment in the adult day care operation would not exceed 85 people. The proposed hours of operation are Monday through Friday from 9:00 a.m. to 5:00 p.m., with extended hours for staff with a maximum of 17 employees. The applicants estimate that the average participant would use the service for about 6 hours per day. There is no increase in building size associated with the application. The adult day care is proposed to be operated within the existing facilities on site.

According to the applicant, up to 80% of the adult day care participants would be picked up and dropped off at their homes and transported to the site using mini-vans. Approximately 20% of the adult day care participants will arrive and depart by privately owned vehicles. The average participant would arrive between 8:30 a.m. and 9:30 a.m. and depart between 2:30 p.m. and 3:30 p.m. The adult day care would use the parking lot on the eastern side of the church and enter through the eastern entrance at the rear of the church.

The facility would provide daily activities for the participants as well as breakfast and lunch.

Vehicle Access and Parking

The church generates the requirement for 113 parking spaces based on a maximum capacity of 450 seats. The proposed adult day care requires 17 spaces per the Zoning Ordinance requirement. Given that the proposed hours of operation for the adult day care do not conflict with the regular hours of the church and related church activities, the proposed use can be accommodated with the existing parking spaces.

Transportation Analysis (Appendix 5)

The applicant is proposing to operate an adult day care with a maximum of 85 clients and 15 staff members on weekdays from 9:00 a.m. to 5:00 p.m. in lieu of the private school. Even if all 85 clients and 15 staff members for the proposed adult day care traveled via single occupancy vehicles, which is not expected at this time, the adult day care would still generate fewer trips than the previously approved private school. Therefore, the transportation impact to the nearby street network from the proposed adult day care is expected to be less than the previously approved school.

Heritage Resource Analysis (Appendix 6)

The church was identified as one of six historic properties in the original Historic Overlay District that was established in 1986. The property has been listed in the Fairfax County Inventory of Historic Sites since 1969. Architectural Review Board (ARB) review and recommendation of this SPA application is stipulated by the Zoning Ordinance. The ARB recommended approval of the proposal for an additional use of the property as an adult day care center at its March 10, 2016 meeting. The application does not propose modifications to the exterior or the existing building, physical site modifications or signage. The ARB found that the proposal met the requirements of Sect. 7-200 of the Zoning Ordinance.

ZONING ORDINANCE PROVISIONS

The chart below compares the required bulk standards of the R-1 zoning district with the existing development:

Bulk Requirements (R-1)		
Standard	Required	Provided
Min. Lot Area	36,000 square feet	4.42 acres (192,535.2 sq. feet)
Min. Lot Width	175 feet (corner lot)	293 feet (Wharton Lane) 210 feet (Mount Gilead)
Max. Building Height	60 feet	35 feet
Front Yard	50° angle of bulk plane, not less than 40 feet	161 feet (Wharton Lane) 136 (Mount Gilead)
Rear Yard	45° angle of bulk plane, not less than 20 feet	118 feet
Side Yard	45° angle of bulk plane, not less than 25 feet	82 feet
Maximum FAR	0.15	0.0467
Parking Spaces	113 (church) spaces & 17 (day care) spaces	117 spaces

Special Permit Requirements (Appendix 7)

- General Special Permit Standards (Sect. 8-006)
- Standards for All Group 3 Uses (Sect. 8-303)
- Additional Standards for Churches, Chapels, Temples, Synagogues or Other Such Places of Worship with a Child Care Center, Nursery School or Private School (Sect. 8-308)

General Standards

In addition to the specific standards set forth hereinafter with regard to particular special permit uses, all special permit uses shall satisfy the following general standards:

1. *The proposed use at the specified location shall be in harmony with the adopted Comprehensive Plan.*

The Comprehensive Plan recommends residential uses in the vicinity of the proposed use. The proposed adult day care would be located on a lot in excess of four acres with adequate parking. Staff believes that the proposed use is in harmony with the Comprehensive Plan.

2. *The proposed use shall be in harmony with the general purpose and intent of the applicable zoning district regulations.*

The purpose and intent of the R-1 Zoning District is to promote residential uses and to allow other selected uses that are compatible with the character of the district. Staff believes that the proposed adult day care within a place of worship is compatible with the residential character of the district and is therefore in harmony with the general purpose and intent of the applicable zoning district.

3. *The proposed use shall 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 use will be located within an existing structure on a corner lot adjacent to the Village at Mount Gilead subdivision. No exterior modifications or construction are proposed to the building. Therefore, staff believes that Standard 3 has been met.

4. *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.*

The use of van transportation for up to 80% of the participants in the proposed adult day care would reduce traffic impacts to neighboring properties. However, even if the majority of participants arrive and depart via private vehicles, staff believes that the proposal will not conflict with the existing traffic and that this standard has been met.

5. *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.*

No modifications are proposed on site and, as such, no trees are proposed to be removed as a part of the proposed use. Adequate, mature existing vegetation is located on site and the applicant is asking for a reaffirmation of the waiver of barrier and transitional screening requirements along all property boundaries in favor of that shown on the SP Plat.

6. *Open space be provided in an amount equivalent to that specified for the zoning district in which the proposed use is located.*

Per the Zoning Ordinance, there is no specified open space requirement in the R-1 district. The proposed use will make no changes to the site. Therefore, this standard has been met.

- 7. Adequate utility, drainage, parking, loading and other necessary facilities to serve the proposed use shall be provided. Parking requirements are proposed to be in accordance with the provisions of Article 11.*

No additional drainage is required for this proposed use. No changes to the existing utilities are proposed. Parking and loading are adequate for the proposed use as shown on the special permit amendment plat.

- 8. Signs be regulated by the provisions of Article 12; however, the BZA may impose more strict requirements for a given use than those set forth in this Ordinance.*

All signage must be in conformance with the provisions of Article 12 of the Zoning Ordinance. Staff finds that this standard has been satisfied.

Standards for all Group 3 Uses

In addition to the general standards set forth in Sect. 006 above, all Group 3 special permit uses shall satisfy the follow standards:

- 1. Except as may be qualified in the following Sections, all uses shall comply with the lot size and bulk regulations of the zoning district in which located; however subject to the provisions of Sect. 9-607, the maximum building height may be increased.*

No changes are proposed to the existing structures, all of which comply with the bulk regulations for the R-1 District.

- 2. All uses shall comply with the performance standards for the applicable zoning district.*

The proposed use complies with the performance standards for the R-1 District.

- 3. All uses shall be subject to the provisions of Article 17, Site Plans.*

With the approval and adoption of the proposed development conditions, the standards for all Group 3 uses have been met.

Summary of Zoning Ordinance Provisions

All applicable standards have been satisfied with the proposed development conditions.

MODIFICATIONS/WAIVERS REQUESTED

Waiver/Modification: According to the Statement of Justification, the applicants are seeking a reaffirmation of the waiver of barrier requirements and transitional screening pursuant to Sect. 13-105 in favor of that shown on the SPA Plat. The site has substantial mature vegetation surrounding the property which will not be disturbed as

no new construction is proposed by the adult day care. Therefore, staff believes that the transitional screening proposed meets ordinance requirements with the adoption of the proposed development conditions.

CONCLUSIONS AND RECOMMENDATIONS

Staff Conclusions

In staff's opinion, the application proposes a low-impact use that will actually be less visible and intrusive to the surrounding community than the previously approved private school. It has met all requirements of the Zoning Ordinance and is consistent with the Comprehensive Plan. Staff concludes that the subject application is in harmony with the Comprehensive Plan and in conformance with the applicable Zoning Ordinance provisions.

Staff Recommendations

Staff recommends approval of SPA 85-S-053-04 subject to the proposed development conditions contained in Appendix 1.

The revised set of development conditions included in Appendix 1 shows the conditions that have been brought forward from the previous special permit approval along with the conditions that have been fulfilled by the applicant, and thus deleted from the current set of conditions. Deleted conditions are distinguished with a strike-through.

In addition, staff recommends approval of the reaffirmation of the previously approved waiver of the barrier requirements and transitional screening requirements in favor of that shown on the SPA Plat.

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

The approval of this special permit does not interfere with, abrogate or annul any easement, covenants, or other agreements between parties, as they may apply to the property subject to this application.

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. Statement of Justification
3. Approved Affidavit
4. Clerk's Letter and Resolution – SPA 85-S-053-03
5. Fairfax County Department of Transportation Analysis
6. Heritage Resource Analysis
7. Zoning Ordinance Provisions