

Staff Analysis

This analysis is based on the Comprehensive Plan, Zoning Ordinance, and review comments by Town Departments. The standards/analysis tables in the sections below contain the criteria for Planning Commission and Town Council consideration of Special Use Permits, per Article 11-3.1.3.

This request for a Special Use Permit for St John the Evangelist to amend the exiting 1986 SUP to allow for a new building in accordance with Article 3-4.2 and Article 11-3.10 of the Town Zoning Ordinance. The proposal is to demolish an existing approximately 11,000 square foot building with a new 13,000 square foot building. The property is operating under a Special Use Permit that was approved to allow for a school. The Special Use Permit has not been updated since 1986 to reflect the uses and needs of the property. However, through time, multiple improvements have been made to the property, including the church expanded in 2002/3, modifications to the stone wall in 2007, improvements were done to the Parish Activity Center in 2015, and the school expanded in 2017. This SUP application is the opportunity to update the 11 acres to reflect the proposed new building and provide an accounting stormwater, parking, refuse, open space, and lighting for the uses contained on the parcel.

The following table summarizes the area characteristics (see maps in Attachment A):

Direction	Land Use	Future Land Use Map Designation	Zoning
North	SF Residential	Residential	R-10 Residential
South	SF Residential	Residential	RT Multi-Family
East	SF Residential	Residential	R-10 Residential
West	SF Residential	Residential	R-10 Residential

The subject parcel is zoned to the R-10 Residential District of the Town of Warrenton Zoning Ordinance and is designated as Live Work Neighborhood on the Future Land Use Map. The subject parcel (GPIN 6984-36-7135-000) is located at 271 Winchester Street on approximately 11.0664 acres.

Comprehensive Plan Future Land Use and Historic Resources Analysis

Plan Warrenton 2040 labels this parcel in the Future Land Use Map is designated as Live Work outside of a Character District. It is also located within the Historic District. The Historic District goals state:

- Conserve, reuse, and promote historic resources to enhance the Town’s sense of place and grow the economy.
- Preserve the authenticity and tell the stories of historic resources for generations to come through documentation. Educate the community on the value of historic resources.
- Enhance the environment through preservation and sustainability best practices.

- Protect the rich histories of existing neighborhoods.
- Promote asset-based economic development through historic resources.

Standard	Analysis
<i>Whether the proposed Special Use Permit is consistent with the Comprehensive Plan.</i>	The proposed use falls within the future land use designation of Live Work as listed in the Comprehensive Plan and is located within the Historic District.
<i>The compatibility of the proposed use with other existing or proposed uses in the neighborhood, and adjacent parcels.</i>	The church property is adjacent to existing residential single-family homes. A church and school are permissible uses within the Residential R-10 zoning district, requiring a Special Use Permit.

Staff Findings

The historical survey of the existing building found it to be non-contributing. The applicant has held a work session with the Architectural Review Board to begin the process of discussion for the new building scale, massing, and materials. A Condition of Approval for the SUP addresses the need to obtain a Certificate of Appropriateness. The applicant intends to develop a building up that meets new building codes, in keeping with the context and character of the area.

Zoning Analysis

The legislative intent of the Residential R-10 District is this district is composed of certain low concentrations of residential uses, plus certain open space areas where similar development would be consistent with the provisions of the Town's Comprehensive Plan. The regulations of this district are designed to stabilize and protect the essential characteristics of the district and promote and encourage suitable environment for single-family residential units and prohibit all activities of a commercial nature, except neighborhood professional businesses. To these ends, development in low density single unit dwellings, plus certain compatible uses by special use permit.

Standard	Analysis
<i>The level and impact of any noise emanating from the site, including that generated by the proposed use, in relation to the uses in the immediate area.</i>	The proposed use is adjacent to existing residential single-family detached dwellings. All non-residential uses must meet the noise standards under Article 9-14.2. No change of use is proposed.
<i>The proposed location, lighting and type of signs in relation to the proposed use, uses in the area, and the sign requirements of this Ordinance.</i>	The applicant has not proposed any new signage with the new building.

Standard	Analysis
<p><i>The location and area footprint with dimensions (all drawn to scale), nature and height of existing or proposed buildings, structures, walls, and fences on the site and in the neighborhood.</i></p>	<p>An SUP plan has been provided showing the location of the existing church, associated accessory buildings and proposed office building.</p> <p>The proposed 3-story office building is noted at 13,000 square feet. The plan shows an existing church, 1-story school, rectory, and 1 story building with a basement. No height or square footage is provided for these buildings.</p> <p>There is an existing retaining wall located at the northwestern corner of the property, and a proposed retaining wall is noted along the proposed office building, but no height is noted for other than “the proposed building height will be approximately 35’ or less” based on a calculation using the average proposed grade along the outside of the building. The applicant states “variations in the final site grading will change the building height calculation.”</p> <p>The ARB will review the retaining wall to ensure compliance with the Historic District.</p>
<p><i>The nature and extent of existing or proposed landscaping, screening and buffering on the site and in the neighborhood.</i></p>	<p>No new landscaping detail is proposed on the SUP Plan, except a call out for the area around the existing retaining wall. Staff is unable to verify ordinance requirements, which will be required at time of site plan submission</p>
<p><i>The timing and phasing of the proposed development and the duration of the proposed use.</i></p>	<p>Timing of construction will depend on receiving site plan approval. The applicant has proposed a condition that would call for the demolition of the existing building prior to final occupancy of the new building.</p>
<p><i>Whether the proposed Special Use Permit at the specified location will contribute to or promote the welfare or convenience of the public.</i></p>	<p>The additional office space may allow the church to better serve the community. Updating the Conditions of Approval to address stacking in the public right-of-way will promote safety on John E. Mann Street.</p>

Attachment B – Staff Analysis

Standard	Analysis
<i>Whether, in the case of existing structures proposed to be converted to uses requiring a Special Use Permit, the structures meet all code requirements of the Town of Warrenton.</i>	Any new structures will be required to meet current codes.
<i>The location, character, and size of any outdoor storage.</i>	No outdoor storage is shown on the SUP plan.
<i>The location of any major floodplain and steep slopes.</i>	No floodplain is located on site.
<i>The location and use of any existing non-conforming uses and structures.</i>	The proposed structure must meet all required setbacks and permissible uses should the SUP be granted.
<i>The location and type of any fuel and fuel storage.</i>	No fuel storage areas are noted on site.
<i>The location and use of any anticipated accessory uses and structures.</i>	The office building is proposed to be built at the Northwest corner of the site. It is not clear what services the office building will be utilized for.
<i>The area of each proposed use.</i>	The proposed area for the new office building is 13,000 square feet.
<i>The location and screening of parking and loading spaces and/or areas.</i>	Staff cannot verify parking and loading space requirements are met throughout the site. No new landscaping is proposed on the SUP Plan. Staff is unable to verify ordinance requirements, which will be required at time of site plan submission. Perimeter parking lot landscaping is required between the 14 new parking spaces and the northern boundary line, to consist of a minimum 5-foot wide buffer area planted with one canopy tree and three shrubs per 50 linear feet. A retaining wall is located between the parking area and the property, reducing the available area to provide the required buffer. The applicant provided a “Typical Wall and Landscape Detail” on the SUP Plan but does not include dimensions.
<i>The location and nature of any proposed security features and provisions.</i>	Not applicable.
<i>Any anticipated odors which may be generated by the uses on site.</i>	The site must remain in compliance with Article 9-14.5 regarding the control of odors.
<i>Refuse and service areas.</i>	Refuse is not addressed on the SUP plan. The statement of justification acknowledges conformance with refuse storage requirements will be verified at the time of site plan.

Standard	Analysis
<i>Whether the proposed Special Use Permit will result in the preservation or destruction, loss or damage of any significant topographic or physical, natural, scenic, archaeological or historic feature.</i>	No significant or topographic areas are noted on site.
<i>The effect of the proposed Special Use Permit on environmentally sensitive land or natural features, wildlife habitat and vegetation, water quality and air quality. The location of any major floodplain and steep slopes.</i>	The applicant has not provided a preliminary stormwater plan, dimensions of building, parking, and travelways. Nor has the applicant provided how the improvements on site will be constructed or if blasting is anticipated.
<i>The glare or light that may be generated by the proposed use in relation to uses in the immediate area.</i>	The applicant has provided no information for lighting. Staff and the Planning Commission have raised concerns regarding the parking on the northern side of the property.

Staff Findings

Staff continues to be concerned about the lack of information included on the SUP Plan. In reviewing the SUP application and existing conditions plan, which serves as a base to the SUP Plan, staff found many site improvements missing, such as pavement striping in front of the school to confirm parking and ADA needs, documentation of existing playgrounds and pavilions, as well as other items that may impact stormwater, impervious surfaces, and buffer requirements. The SUP plans are also out of date in documenting adjacent subdivisions and neighboring properties. As a legal entitlement document, the SUP plans should indicate notes of what the use of each building is on the site.

During agency review of the application, staff raised several potential issues and asked the applicant to address them. Highlights of issues include the potential inability to meet landscaping buffer requirements, no details on lighting, preliminary stormwater design, proposed refuse locations, and no height and dimensions of the building to confirm required setbacks, retaining walls, parking, travelways, and landscape buffers for staff to ensure the proposal will meet requirements. Staff is aware that stormwater and landscape buffer solutions can be expensive to engineer. Staff sought to help the applicant understand that staff cannot ensure this proposal works at Site Development Plan without more information and/or requested waivers.

As part of the agreement between the church for the pre-school expansion in 2017, in an email from Carson Land Consultants to the Town on August 4, 2017, the applicant's engineer confirmed "but if and when St John's does anything else in the future, the land disturbance from this project plus the next will trigger the VPDES permit." The Town engineer responded with the statement "However, when they move to the next phase, we will go back to any upgrade during and after 2014."

Normally staff is able to work with the applicant to do a baseline determination during the SUP approval process that allows what the applicant seeks to accomplish is feasible within the adopted ordinances and regulations. However, without additional information on the SUP Plan, staff is unable to confirm the feasibility without the applicant requesting waivers and modifications in the future.

Draft Conditions of Approval have been drafted to attempt to address potential lighting issues. The Town of Warrenton Police suggested information regarding LED lighting that the Community Development Department worked to address.

Transportation and Circulation Analysis

The Transportation and Circulation goals for the Town of Warrenton are:

- Improve multi-modal capacity and safety that encourages trips by walking, bicycling, and transit. Enhance the traveling experience by creating great streets.
- Promote livability in the Town by creating great places where residents and visitors feel welcome and safe.
- Provide an equitable and connected Multi-Modal Network.

<u>Standard</u>	<u>Analysis</u>
<i>The traffic expected to be generated by the proposed use, the adequacy of access roads and the vehicular and pedestrian circulation elements (on and off-site) of the proposed use, all in relation to the public's interest in pedestrian and vehicular safety, efficient traffic movement and access in case of fire or catastrophe.</i>	The church site is used for multiple uses including a pre-school – 8 th grade school, parish activity center for community events, outdoor managed turf fields, a rectory, and the multi-use office building. The applicant has not provided information related to the proposed width of travelways or a turn analysis throughout the site. The proposal states approximately 38 additional parking spaces will be added.
<i>Whether the proposed use will facilitate orderly and safe road development and transportation.</i>	

Staff Findings

The Warrenton Volunteer Fire Department requested consideration of wider access roads, strict enforcement of no parking areas, more fire hydrants, and ensuring flat areas 1/4th of the height of the building. Community Development staff raised concerns about perimeter parking, understanding of the impervious surface dimensions (e.g. parking and travelways), and information regarding school pick off and drop off to prevent stacking in the public right-of-way. Public Works and Utilities raised the 1986 condition of dedicating the right-of-way to the centerline of Winchester Street. The applicant acknowledged these items and stated they would be addressed at site plan. Staff has worked to try to develop a set of draft conditions of approval to address the right of way, potential maintenance needs and who is responsible for them, and vehicle stacking in the public right-of-way. However, staff cannot speak to the needs of the Fire Department without more information. It should also be noted there is no proposed sidewalk along the frontage of Winchester Street. The Planning Commission should discuss if this would be appropriate given the Town's goal of walkability and improving Winchester Street as a designated Signature Street in Plan Warrenton 2040. Normally a subdivision is the trigger for installing a sidewalk. In this case, the applicant is not subdividing the property.

Community Facilities and Environmental Analysis

Plan Warrenton 2040 outlines Community Facilities goals and Environmental goals by stating:

- Green infrastructure and sustainability are incorporated into community facilities to promote energy efficiency and environmental protections.
- Ensure healthy, safe, adequate water and wastewater services.
- Preserve, enhance, and protect the environmental, scenic, and natural quality of the Town.

<u>Standard</u>	<u>Analysis</u>
<i>Whether the proposed Special Use Permit will be served adequately by essential public facilities, services and utilities.</i>	There is an existing water and sewer system on the parcel. The applicant has indicated a “ <i>potential stormwater management area to discharge into the storm drain on Winchester Street</i> ” with a note that stormwater is subject to change with final design on the SUP Plan.
<i>The location of any existing and/or proposed adequate on and off-site infrastructure.</i>	

Staff Findings

The Town Public Works and Utilities Department cannot verify the disturbance work or the erosion and sediment control measures and calculations without more information provided. The applicant was provided information from 2017 site development plan that stated the additional disturbance related to the recently constructed education building (per SDP 2017-01) will be considered accumulative to this new SUP application (per SUP-23-01) and will trigger the Commonwealth’s SWM Regulations, as indicated in General Note 12 of the 2017of the Saint John the Evangelist Roman Catholic Church SDP sheet 2. Public Works and Utilities also informed the applicant that at least a 10% reduction in runoff and nutrients from the site. Per February 2, 2017, memorandum (SDP 2017-01 St. John’s Catholic Church Pre-School Addition letter), the additional disturbance will be considered accumulative to this SUP application and will trigger the Commonwealth’s SWM Regulations, as indicated in General Note 12 of the 2017of the Saint John the Evangelist Roman Catholic Church SDP sheet 2. Further concern from Public Works is the site plan must ensure that the existing drainage on Winchester Street has adequate capacity to convey drainage from this improved site.

Public Works requested a Stormwater Master Plan for the site showing how stormwater is proposed to leave the site and how it meets the Stormwater Town’s Ordinance criteria. This relates to the recently constructed education building (per SDP 2017-01) and the proposed new building.

As is stated in the Zoning Analysis section, without an up to date Existing Conditions Plan and dimensions, height, and locations of improvements on the SUP Plan, staff is unable to ensure all these concerns have been addressed to the satisfaction of a SUP approval.

Previous SUP applications have been forthcoming as to whether blasting will be required to achieve the proposal. In this case, staff is unsure how the applicant intends to proceed with building, parking, demolition, and stormwater improvements. The site is surrounded by residences that could be impacted if blasting was required on the site.

The applicant states they will address all outstanding issues at time of Site Development Plan. Staff suggests the Planning Commission consider appropriate Conditions of Approval if this application is to move forward to ensure the concerns are properly addressed.

Economic Resources Analysis

An economic goal of Plan Warrenton 2040 is to promote a diverse, equitable stable tax base while preserving the character of the community.

<u>Standard</u>	<u>Analysis</u>
<i>Whether the proposed Special Use Permit use will provide desirable employment and enlarge the tax base by encouraging economic development activities consistent with the Comprehensive Plan.</i>	The proposed use does not change the existing uses on the property.
<i>The number of employees.</i>	Unknown. Students is capped at 540.
<i>The proposed days/hours of operation.</i>	Unknown.

Staff Findings

The proposal does not change the existing economic use of the site.

Conditions of Approval

Staff is proposing these conditions be updated to address the revised SUP Plan, transportation, elevations, lighting, stormwater, and refuse. These draft conditions are attached. Other items for Planning Commission consideration include:

1. Warrenton Volunteer Fire Company requests
2. Concerns from Public Works and Utilities regarding Winchester Street storm drainage availability and meeting accumulative stormwater requirements.
3. Zoning concerns of landscaping buffer requirements, retaining wall heights, and setbacks.
4. Potential blasting needs
5. Sidewalk potential on Winchester Street.
6. Refuse location to ensure it is not located adjacent to residences.