



## ARLINGTON COUNTY, VIRGINIA

**County Board Agenda Item  
Meeting of June 13, 2009**

**DATE:** June 2, 2009

**SUBJECT:** U-3215-09-1 USE PERMIT, accessory parking use at a place of worship for temporary construction workers, located at 1961 North Culpeper Street (RPC #07-006-129).

**Applicant:**

Roy Rafter  
James G. Davis Construction Corporation  
1230 Parklawn Drive  
Rockville, Maryland 20852

**C.M. RECOMMENDATION:**

Approve the use permit to allow accessory parking at the main parking lot of the Mt. Salvation Baptist Church (29 spaces), subject to the conditions of the staff report, with an administrative review in six (6) months (December 2009).

**ISSUES:** This is a request for a use permit for accessory parking located in the parking lot of the Mt. Salvation Baptist Church, to be used for the parking of personal vehicles for construction workers working on the project at the Marymount University campus. The John M. Langston Citizens Association has voted to support the church in allowing accessory parking, although neighbors adjacent to the site remain concerned about the potential for traffic and safety issues resulting from the use.

**SUMMARY:** The James G. Davis Construction Corporation is requesting a use permit for temporary construction worker parking at the Mt. Salvation Baptist Church parking lot for workers constructing the new dormitory and classroom buildings at Marymount University. The University is required by use permit condition #28 of U-1671-65-3 (the Marymount 26<sup>th</sup> Street Project) to provide temporary off-site parking free of charge to construction workers for their personal vehicles. This application was deferred from the April 25, 2009 County Board meeting, and then from the May 16, 2009 County Board meeting, so that the applicant could have additional time for citizen outreach. Since the deferral, the applicant and the church have held a meeting with the community. The John M. Langston Citizens Association has voted to support Mt. Salvation Baptist Church in allowing accessory parking. The applicant has agreed to conditions that would mitigate potential impacts to the surrounding community. A six (6)-month administrative review is recommended to monitor the temporary operation of the off-site parking

County Manager: \_\_\_\_\_

Staff: Matthew Pfeiffer, DCPHD, Planning Division  
Robert Gibson, DES, Transportation Planning

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at one of the peak months of construction. This use permit would be valid until either January 1, 2011, or such time as the applicant receives their first certificate of occupancy (whichever occurs first), at which time the permit would expire. Staff recommends that the use permit for secondary parking at Mt. Salvation Baptist Church be approved subject to the conditions of the staff report, with an administrative review in six (6) months (December 2009).

**BACKGROUND:** The applicant is proposing to use the Mt. Salvation Baptist Church parking lot for temporary construction worker parking. The site is located at 1961 North Culpeper Street, and is described as follows:

Site: The 40,244 square foot site is bound on the west by North Culpeper Street, and is surrounded by single-family housing. The site currently contains one building, the Mt. Salvation Baptist Church, and two parking lots, one on the north side and one on the south side of the church building. There are 42 parking spaces on site.

Zoning: The site is zoned "S-3A" Special Districts.

Land Use: The site is designated on the General Land Use Plan (GLUP) as "Low Residential" (1-10 units per acre).

Neighborhood: The site is located within the John M. Langston Citizens Association.

In July 2007, the County Board approved a use permit for the construction of two (2) new buildings at Marymount University. Condition #28 of the use permit for the Marymount-26<sup>th</sup> Street Project mandated that the applicant prepare a parking plan for construction workers to park their vehicles off-site, or, in lieu of parking, provide a plan for construction workers to get to the site using public transportation. As part of the parking plan, the applicant has proposed using the parking lots of the Mt. Salvation Baptist Church on North Culpeper Street as parking areas for the construction workers to park their personal vehicles. The parking plan also proposed picking up the workers at the lots using shuttle vans, and dropping them off in the interior of the construction site. The shuttle vans would access the site using the construction entrance identified for each phase of the project in the project's Maintenance of Traffic Plan (MOT). Staff recommends a maximum of 29 of Marymount's needed construction worker parking spaces be provided at Mt. Salvation Baptist Church. The applicant has indicated that they are in ongoing negotiations with other churches and parking facilities in the area regarding the remainder (approximately 100) of the parking Marymount will need for construction workers.

At the May 13, 2009 meeting at Mt. Salvation Baptist Church, representatives of the church indicated that construction workers had used the Church's lot previously while working on a construction project at Arlington Hospital. This had taken place before a special exception use permit was required for this type of use. Both citizens present at the meeting and representatives of the Church indicated that there were no issues with this previous use.

**DISCUSSION:** This application was previously deferred so that the applicant could have additional time for citizen outreach activities. Primary citizen concerns, including those

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expressed by the John M. Langston Citizens Association, include traffic impacts related to the additional trips from workers' vehicles and subcontractor shuttles, existing conditions of the street including its width, the safety of children walking along N. Culpeper St. to and from school, and potential for issues relating to the conduct of workers parking at Mt. Salvation. On May 27, 2009, the John M. Langston Citizens Association voted to support the Mt. Salvation Baptist Church in allowing Marymount University to park construction workers at their main lot, with the expectation that their concerns would be alleviated.

The site has access to its two (2) parking lots from North Culpeper Street. The main entrance to the site is located off North Culpeper Street, approximately one and a half blocks south of the intersection of Lee Highway and North Culpeper Street. The *Master Transportation Plan – Part I* classifies North Culpeper Street as a neighborhood-minor street. The street is approximately 25-feet wide adjacent to the site, providing a single travel lane in each direction with on-street parking on the southbound side of the street (across the street from the site). The site has two (2) parking lots which provide 42 parking spaces. The entrance to main parking lot (with 29 spaces) is approximately 19 feet wide; the entrance to the secondary lot is approximately 15 feet wide. Provided that shuttle service to and from the church and the Marymount site will be available using passenger vans rather than Marymount's larger shuttle buses, the entrance to the main lot should be wide enough to maintain two way flow.

Staff recommends that up to 29 construction worker vehicles be permitted to park at the site (utilizing the main parking lot only). The contractor expects that typical arrivals to the site would occur between 6 a.m. and 7:30 a.m. with workers finishing their day typically between 2:30 p.m. and 4:30 p.m. In order to shuttle workers to and from the lot, shuttle vans would need to make between 5 and 8 trips to the site each morning and afternoon. As a result, the proposed use would generate approximately 40 new trips each morning and afternoon when the lot is fully utilized. The shuttles accessing the church will use a route to the construction site that follows North Culpeper Street to Lee Highway to Old Dominion Drive.

The applicant proposes a location within the interior of the Mt. Salvation Baptist Church main parking lot where workers can queue to be picked up and dropped off (see attachment). The interior location of the pick-up/drop-off point will help to mitigate any noise disturbance to adjacent residences. The applicant has agreed to a number of conditions to mitigate potential impacts as a result of this use. The applicant has agreed to submit a maintenance plan for the lot at Mt. Salvation Baptist Church. The plan would detail the daily maintenance that the General Contractor will make at the site, including trash pick up and monitoring vehicles for placards (to be supplied by the General Contractor for permission to use the sites for parking). The plan would also provide the contact information of a community liaison that citizens could contact in the event of any complaints or questions. Finally, the applicant's proposal for secondary parking will not impact the daily function of the church. The applicant has agreed to a condition limiting parking by the workers to the northernmost of the two lots on site, which contains 29 spaces. This would leave approximately 13 spaces free for daily church use. All of the spaces would be available for the church on Sundays and most Saturdays.

The proposed use would not create a significant traffic impact on N. Culpeper St. Limiting the use of the site to the spaces in the northern lot, which contains 29 spaces, would generate less

than 40 trips throughout the morning and afternoon arrival and departure periods. These trips would be spread out through out a one to two hour period (as not all shuttles would pick-up or drop-off workers at he same time), causing little impact on the surrounding street network. Furthermore, since workers would be taking breaks and eating lunch at the construction site, there would not be steady traffic to and from the site. The typical peak periods of traffic generation by the use would not compete with the peak traffic periods North Culpeper Street. Traffic count data collected by the Arlington County Department of Environmental Services (DES) in 2007 for North Culpeper Street, to the north of 19<sup>th</sup> Street North, indicates that between 6 am and 7 am only 21 vehicles were using the street; between 3 pm and 4 pm only 63 vehicles traveled the street.

**Community Review:** Citizens at the May 13<sup>th</sup> meeting brought up concerns regarding the existing conditions of North Culpeper Street, and how the proposed use may negatively impact already constrained conditions on the street. While the street is relatively narrow, 25-ft. wide at the entrance to the church, the additional trips generated from a maximum of 29 workers' vehicles would not be significant enough to impact two-way flow on the street. Also, in 2004, the County implemented a traffic calming plan for North Culpeper Street, which included the installation of two (2) speed humps. A 2007 study showed that the 85<sup>th</sup> percentile speed for the street was at or below the posted speed limit of 25 mph. The additional trips generated by this use would not alter the balance achieved by the traffic calming program. Also, in an effort to limit the impact of vehicles exiting the site, the applicant has agreed to install signage to prohibit left turns from the site and into the neighborhood, and to work with the church to specify hour of day or day of week restriction associated with this sign. In addition, the applicant has agreed to instruct their workers to only use a specified route from Lee Highway into and out of the site, so as to limit any additional trips to the section of North Culpeper Street closest to the Lee Highway.

Finally, citizens at the meeting expressed concerns about the safety of children in the area and the potential for problems arising from the workers themselves. The applicant has agreed to submit a security and maintenance plan before the commencement of use, and to supply workers with a placard detailing certain rules of conduct. Included within these rules would be one cautioning workers to watch for children while entering and exiting the lot. Davis Construction has indicated that any violation of rules by workers would result in a revocation of that worker's privilege to park at Mt. Salvation.

**CONCLUSION:** The Master Transportation Plan—Part III encourages the sharing of parking spaces by different users as it contributes to the efficient use of the County's parking resources. Also, the use of private parking lots at places of worship for parking for uses other than what was approved as the primary use (i.e., an accessory use) is permitted by Zoning Ordinance Section 33-A.8.b.(3) with a special exception use permit, provided the accessory use does not have an adverse impact on surrounding neighborhoods and streets, and does not interfere with the operations of the primary use. The applicant's proposal is consistent with the Master Transportation Plan and the Zoning Ordinance as it utilizes efficient use of an existing parking resource, and would be bound by conditions to mitigate any impacts to surrounding residences. Therefore, staff recommends that the use permit to allow accessory parking at the Mt. Salvation Baptist Church's main parking lot (29 spaces) be approved subject to the following conditions,

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with an administrative review in six (6) months (December 2009).

Conditions for U-3215-09-1, secondary parking at 1961 N. Culpeper Street (Mt. Salvation Baptist Church):

1. The applicant (James G. Davis Construction Corporation) agrees that parking at the site be limited to a maximum of 29 vehicles on the main (northernmost) parking lot only, and will be restricted to between the hours of 6 a.m. to 7 p.m., Monday through Friday, and between 9 a.m. and 7 p.m. on Saturdays.
2. The applicant agrees that no construction equipment may be located on the site at any time.
3. The applicant agrees to install a sign at the ingress/egress to the main (northernmost) lot on site that will direct workers to make a right turn when exiting the site.
4. The applicant agrees to submit to the Zoning Administrator and the president of the John M. Langston Civic Association by July 1, 2009, a plan detailing:
  - a. A schedule for maintenance of the site, including the clean-up of trash and the emptying of trash bins.
  - b. A plan for security at the site, including the monitoring of worker conduct and illegal parking. This plan shall include a copy of a placard that workers shall maintain in their vehicles while parked at the lot. The placard must display:
    - The rules and regulations for parking at the church, in both English and Spanish, including a warning to workers to be aware of children when exiting and entering the lot.
    - A visible expiration date; the placards shall be made to expire when a subcontractor's work is finished.
    - The name and telephone number of a liaison that will be able to answer questions and community concerns.
  - d. A plan showing the street route workers must take into and out of the site. This plan shall direct workers to enter the site from Lee Highway, and discourage workers from making a left turn onto North Culpeper Street when exiting the site.
  - e. A plan showing the exact location of the pick-up and drop-off point at the site where the workers will queue.
  - f. A plan for the directional sign at the ingress/egress to the main (north) parking lot.
5. The applicant agrees that if the County Manager finds that aspects of the operation for the parking of workers' vehicles and the shuttling of workers to and from the construction site have an adverse impact on either the church or the surrounding area, the applicant shall, within five (5) business days of receipt of notice from the County Manager, respond to the County Manager with a plan to mitigate said issues.

6. The applicant agrees that this use permit shall be valid until January 1, 2011, or such time as the University receives their first Certificate of Occupancy for U-1671-65-3 (Marymount 26<sup>th</sup> Street Project), whichever occurs first.

PREVIOUS COUNTY BOARD ACTIONS:

April 25, 2009

The County Board deferred a use permit for accessory parking at Mt. Salvation Baptist Church until the May 2009 County Board hearing.

May 16, 2009

The County Board deferred a use permit for accessory parking at Mt. Salvation Baptist Church until the June 2009 County Board hearing.