# County of Fairfax, Virginia

**November 1, 2006**

**STAFF REPORT**

**APPLICATION SE 2006-MA-016**

**MASON DISTRICT**

| | |
|---|---|
| **APPLICANT:** | PNC Bank, N.A. |
| **ZONING:** | C-6 |
| **PARCEL:** | 71-4 ((1)) 28A |
| **ACREAGE**: | 38,342 square feet |
| **FAR**: | 0.09 |
| **OPEN SPACE:** | 28% |
| **PLAN MAP:** | Retail and Other |
| **SE CATEGORY:** | Category 5; Drive in Bank |
| **PROPOSAL:** | Develop a freestanding drive in bank with three window lanes on the site of an existing service station and car wash |

**STAFF RECOMMENDATIONS:**

Staff recommends approval of SE 2006-MA-016 subject to the proposed development conditions in Appendix 1

Staff recommends approval of a modification of trail requirements to allow a 5 foot wide sidewalk in lieu of an 8 foot wide asphalt trail

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Staff recommends approval of a waiver of construction only of on-road bike lanes (dedication provided) on Braddock and Backlick Roads

Staff recommends approval of a waiver of the loading space requirement

Staff recommends approval of a modification of transitional screening and waiver of barrier requirements along the eastern and southern property boundaries, in favor of that shown on the SE Plat and as conditioned

Staff recommends approval of a modification of the peripheral parking lot landscaping requirement in favor of that shown on the SE Plat and as conditioned

It should be noted that it is not the intent of staff to recommend that the Board, in adopting any conditions proffered by the owner, 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 recommendation of staff; it does not reflect the position of the Board of Supervisors.

For information, contact the Zoning Evaluation Division, Department of Planning and Zoning, 12055 Government Center Parkway, Suite 801, Fairfax, Virginia 22035-5505, (703) 324-1290  TTY 711 (Virginia Relay Center).

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).

**A GLOSSARY OF TERMS FREQUENTLY USED IN STAFF REPORTS WILL BE FOUND AT THE BACK OF THIS REPORT**

## DESCRIPTION OF THE APPLICATION

**Proposal**: Approval of a Category 5 Special Exception for a freestanding Drive-in Bank with three drive-through lanes, to replace an existing service station and car wash

**Hours:** *Lobby & Drive-through windows:*
9:00 am to 7:00 pm Monday – Friday
9:00 am to 4:00 pm Saturday
11:00 am to 3:00 pm Sunday

**Employees:** Approximately 15 full-time employees

**Patrons:** Approximately 125 customers per day

**Requested Waivers/Modifications:**

- Modification of trail requirements to allow a 5 foot wide sidewalk in lieu of an 8 foot wide asphalt trail
- Waiver of construction only of on-road bike lanes (dedication provided) on Braddock and Backlick Roads
- Waiver of the loading space requirement
- Modification of transitional screening and waiver of barrier requirements along the eastern and southern property boundaries, in favor of that shown on the SE Plat and as conditioned
- Modification of the peripheral parking lot landscaping requirement in favor of that shown on the SE Plat and as conditioned

## LOCATION AND CHARACTER

The subject property is located in the northeast quadrant of the intersection of Braddock Road and Backlick Road, surrounded by the Bradlick Shopping Center to the north and east. The property is developed with an existing service station with four pump islands (two on the south side and two on the west side) and a car wash (attached to the east side of the service station building). The site has a service drive located on the application property along both street frontages.

Access is currently provided to the service drive and the site via two entrances onto Backlick Road and one entrance onto Braddock Road, as well as two interparcel accesses to the Bradlick Shopping Center, one on the north and one on the east.

| SURROUNDING AREA DESCRIPTION | | | |
|---|---|---|---|
| **Direction** | **Use** | **Zoning** | **Plan** |
| **North & East** | Bradlick Shopping Center | C-6 | Retail and other |
| **South** | Church | R-2 | Residential, 2-3 du/ac |
| **West** | Vacant (private school out-parcel) | R-5 | Residential, 4-5 du/ac |

## BACKGROUND

- Original Service Station constructed in 1965
- RZ 84-M-132, to rezone from the C-5 to the C-6 District, and SE 84-M-132, to add a car wash and other site modifications, were approved by the Board of Supervisors on July 8, 1985. No proffers were associated with the rezoning.
- SEA 84-M-132 was approved by the Board on October 30, 1995, to allow additional site modifications to the service station and car wash, as well as a waiver of lot size and waiver of open space. See Appendix 4 for the approved SE Plat and conditions.

## COMPREHENSIVE PLAN PROVISIONS (Appendix 5)

**Plan Area**: Area I

**Planning District:** Annandale Planning District

**Planning Sector**: Indian River Community Planning Sector (A3)

**Plan Map**: Retail and Other Uses

**Plan Text**:

In the Area I volume of the Comprehensive Plan, 2003 edition, Annandale Planning District, as amended through December 6, 2004, Land Use Recommendations, page 74, the Plan states:

"4. The Bradlick Shopping Center, located in the northeastern quadrant of the intersection of Braddock and Backlick Roads, is planned for retail use up to .35 FAR."

*See Appendix 5 for additional plan text.*

## ANALYSIS

**Special Exception Plat** (Copy at front of staff report)

| | |
|---|---|
| Title of SE Plat: | PNC Bank |
| Prepared By: | Bohler Engineering, P.C. |
| Original and Revision Dates: | May 31, 2006 as revised through October 3, 2006 |

The SE Plat consists of six sheets.

**Sheet 1** is a cover sheet, including a vicinity map, a sheet index, and a list of requested modifications and waivers.

**Sheet 2** shows the existing conditions.

**Sheet 3** shows the proposed layout of the site, as discussed below.

**Sheet 4** shows the proposed landscape plan for the site

**Sheet 5** includes the stormwater management details.

**Sheet 6** provides architectural elevations of the proposed building.

The following features are depicted on the SE Plat: (all existing structures on the site are proposed to be demolished)

- *Building:* The SE Plat shows a one-story, 24 foot tall brick building with a maximum of 3,486 square feet of floor area. The building has cast concrete panels, a central atrium with fully glazed end (a window wall on each end), and a standing seam metal roof. The applicant has indicated their intention to apply for LEEDS certification for the building.
- *Drive through windows:* A canopy, with standing seam metal roof to match the building, is shown extending over three proposed drive-through lanes on the north (shopping center side) of the building; a by-pass lane is also provided.
- *Wall-mounted Signage*: Sheet 7 shows internally illuminated wall mounted signage on two sides of the building, the south and west sides (facing the street frontages), as well as a logo-only, unlit, pendant sign in the entrance on the west side of the building.
- *Free-standing Signage*: The SE Plat shows an existing 16 foot high pole sign in the southwest corner of the site (by the intersection of Braddock and Backlick Roads) to be refaced. *Note: staff has proposed a development condition requiring the existing pole sign to be replaced with a monument style sign in conformance with Article 12 of the Zoning Ordinance; the applicant has indicated their agreement with this condition.*

- *Right-of-way dedication:* The SE Plat shows dedication on both Braddock and Backlick Roads which will accommodate future planned construction, including an on-lane bike lane as called out in the Comprehensive Plan.
- *Access:* Access is shown to be provided from interparcel accesses to the north and east (both slightly relocated from current locations), as well as an entrance directly onto Braddock Road, in the location of the existing entrance. While all previous plans provided for review showed no direct access points onto Backlick Road, the most recent revision by the applicant added a direct access to Backlick Road in the approximate location of the existing northern entrance, directly opposite the exit of the drive-through lanes.
- *Parking:* The SE plat shows 28 parking spaces, located on the south and west sides of the proposed building.
- *Sidewalks & Pedestrian Access:* The SE Plat shows a 5 foot wide sidewalk along both street frontages, which is consistent with what exists on the surrounding Bradlick Shopping Center. A sidewalk connection is shown to the bus stop on Backlick Road. Painted crosswalks are shown across the two street exits and the northern interparcel access (no sidewalks cross the eastern interparcel access). Additionally, sidewalks and crosswalks lead into the site from the street frontages.
- *Open space:* The SE Plat provides 28% open space (after dedication), provided in open space strips around the edges of the site.
- *Landscaping*: The landscape plan shows a row of street trees along Backlick Road, and along the north and east open space islands (between the subject site and the surrounding shopping center). Foundation plantings are proposed on the west side of the building. Shrubs are shown at the northwestern and southwestern corners of the site (adjacent to Backlick Road), and along the Braddock Road frontage. A combination of street trees and shrubs is shown along the Backlick Road frontage.
- *Stormwater Management*: The proposed development will take the site from 92% impervious to 65% impervious; this reduction in impervious surface will address the water quality and stormwater management requirements on the site. No additional structural controls are therefore required or provided.

**Land Use Analysis**

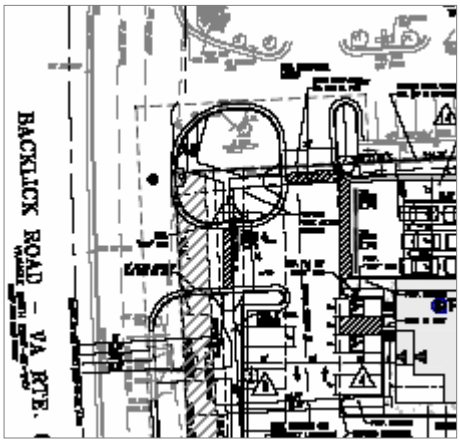
The Comprehensive Plan guidance for this sub-unit recognizes the existing shopping center use and recommends retail uses up to a 0.35 FAR. The proposal of a drive-in bank at a 0.09 FAR is within this recommendation. Additionally, the applicant is increasing the open space on the site (which is currently below the ordinance requirement), and committing to the proposed architecture. No land use issues are raised by the application.

**Transportation Analysis** (Appendix 6)

The applicant has provided appropriate right-of-way dedication to accommodate future improvements to Braddock and Backlick Roads. Sidewalks, including a connection to an existing bus stop, are provided on both street frontages.

The application provides crosswalks into the site (over interior travel aisles) from the sidewalks along the street, and from the existing curb return at the corner of the Braddock and Backlick Roads. Additionally, staff has proposed a development condition that would require that the "public access easement" across the proposed sidewalk be broadened to allow construction and signage easements which would normally be provided in the right-of-way, if the sidewalk was in the right-of-way.

As noted, the initial submission of the SE Plat showed the closure of both existing entrances on Backlick Road. With the applicant's most recent submission, an entrance was shown onto Backlick Road in the approximate location of the more northerly of the two existing entrances. Staff did not request this modification, and it is staff's opinion that the proposed entrance is neither safe nor desirable. Staff has serious concerns about the safety of the proposed entrance, due to its proximity to the entrance to the shopping center (approximately 50 feet to the north) as well as the conflicts created by the interparcel access/travelway and cars exiting the bank's drive-through lanes. Additionally, staff is concerned that, because no right turn lane or taper is provided into the entrance, the proposed entrance will cause conflicts on northbound Backlick Road as vehicles slow to turn into the site and attempt to weave into northbound traffic on Baclick Road, through cars decelerating into the shopping center.



*Proposed entrance to Backlick Road*

While staff would strongly recommend that the applicant revise the SE Plat to show no direct access to Backlick Road, as in the previous submissions, it is our understanding that VDOT has agreed to issue an entrance permit for the proposed access, which is in the location of an existing entrance. The plan, as currently proposed, does close the southerly, more egregious, entrance onto Backlick Road.

**Environmental Analysis** (Appendix 8)

The application property is currently developed with a service station and car wash dating to the mid-1960s. The applicant's proposal would increase the on-site open space from 10% to 31%. Additionally, the applicant has indicated their intention to construct an environmentally friendly "green" building that qualifies for LEED certification (Leadership in Energy and Environmental Design), and staff has included a condition to that effect. Because the site has been a service station for many years,

the applicant should provide documentation that any necessary remediation has been provided, and staff has proposed such a development condition. With the imposition of staff's proposed conditions, all environmental issues have been addressed.

## ZONING ORDINANCE PROVISIONS

| Bulk Standards (C-6) | | |
|---|---|---|
| **Standard** | **Required** | **Provided** |
| Lot Size | 40,000 square feet | 32,623 square feet [1] |
| Lot Width | 200 feet | 193.35 feet (Braddock Rd.) [1]<br>163.03 feet (Backlick Rd.) [1] |
| Building Height | 40 feet | 24 feet |
| Front Yard | 45° ABP, not less than 40 feet (40 feet) | 60 feet (Braddock Rd.)<br>76.41 feet (Backlick Rd.) |
| Rear Yard | 20 feet | 41.46 feet |
| FAR | 0.4 | 0.09 |
| Open Space | 15% | 28% (after dedication) |
| Parking Spaces | 15 spaces | 24 spaces |
| Loading Spaces | 1 space | 0 spaces [2] |
| **Transitional Screening & Barrier** | | |
| South and West (R-1 & R-12) | 50 feet, Barrier E, F, G | Minimum of 5 feet (after dedication); no barrier [2] |

[1] SE for waiver of minimum lot size (area and width) requested
[2] Modification or waiver requested

**Waivers/Modifications:**

- *Modification of transitional screening and waiver of barrier requirements along the eastern and southern property boundaries, in favor of that shown on the SE Plat and as conditioned*

The southern and western boundaries of the site are Braddock and Backlick Roads, respectively. Although the land to the south and west is zoned for residential use, to the south the use is a church and to the west, a school (actually, an outparcel for a school containing only a sign). Diagonally across the intersection is a residential use (townhouses). In staff's opinion, a modification of transitional screening requirements and waiver of barrier requirements will not be detrimental to any of these properties. The applicant is providing 28% open space on the site, where 10% now exists. Additional street trees will be provided along Backlick Road (as shown on the SE Plat)

and shrubs will be provided along Braddock Road (as conditioned). Therefore, staff does not object to the requested modification and waiver.

- *Modification of the peripheral parking lot landscaping requirement in favor of that shown on the SE Plat and as conditioned*

As noted, the applicant is providing dedication to accommodate future road improvements on both street frontages. Because space is not available along the proposed Braddock Road frontage to plant trees which would be viable, staff has proposed the applicant provide shrubs to soften the site and screen the parking area. With these improvements, staff does not object to the requested modification; however, it should be noted that, with the addition of the proposed entrance to Backlick Road, less screening is provided than in previous submittals.

- *Modification of trail requirements to allow a 5 foot wide sidewalk in lieu of an 8 foot wide asphalt trail*
- *Waiver of construction only of on-road bike lane (dedication provided)*

The applicant has proposed to provide sidewalks in lieu of asphalt trail, to match the existing conditions to either side in the shopping center. The right-of-way provided will accommodate a half-section of an on-lane bike lane (to be constructed by others) on both street frontages. Staff does not object to the requested modifications.

- *Waiver of the loading space requirement*

Due to the nature of the use, drive-in bank, large vehicles are not expected to make deliveries to the site. Sufficient parking exists to accommodate standard delivery vehicles; staff does not object to the waiver of the loading space.

**Other Zoning Ordinance Requirements:**

**Special Exception Requirements** (Appendix 9)

General Special Exception Standards (Sect. 9-006)
Category 5 Standards (Sect. 9-503)
Additional Standards for … Drive-in Banks … (Sect. 9-505)

*General Special Exception Standards (Sect. 9-006)*

The General Special Exception Standards require that the proposal be in harmony with the Comprehensive Plan, and that there be a finding of no significant negative impacts on surrounding properties. The applicant has proposed a development that has been determined to fit in the transportation network and will increase open space on-site. As noted in the land use analysis, staff believes that, with the imposition of the proposed development conditions, the use is in harmony with the Comprehensive Plan.

Paragraph 4 requires that safe and adequate vehicular and pedestrian access be provided to the site. As noted, staff remains concerned about the more recent revision to

the SE Plat, which shows an existing entrance to be retained (as opposed to all previous submissions). As this is an existing entrance to be retained, Staff has not included a condition prohibiting such an entrance.

Paragraph 8 of the General Standards requires that all signage be in conformance with Article 12, but also allows the Board to impose stricter standards where appropriate. The SE Plat shows an existing pole sign to remain and be refaced. Staff believes that the existing sign is non-conforming; with the new use being approved for the site, it is appropriate for the free-standing sign to be replaced with one in conformance with the Zoning Ordinance. Additionally, given that the site is surrounded by (though not technically part of) a shopping center, a monument style sign is appropriate to reduce the visual clutter along this busy corridor. Therefore, staff has proposed a development condition requiring the existing sign to be replaced by a monument style sign in conformance with Article 12 of the Zoning Ordinance. As noted, the applicant has not objected to the imposition of the condition.

Staff believes that, with the imposition of the proposed conditions, the use and development proposed satisfy all of the General Special Exception Standards.

*Category 5 Standards (Sect. 9-503)*

The Category 5 Standards require that the proposed development meet lot size and bulk requirements for the Zoning District, comply with performance standards, and be subject to site plan review. The proposed use meets these standards.

*Additional Standards for … Drive in Banks… (Sect. 9-505)*

For districts where these uses are permitted by special exception, Paragraph 1A states that the use must have the same architectural features on all sides. The applicant has provided elevations illustrating that the proposed bank will be constructed primarily of red brick, and will have coordinated architectural features on all sides. Staff has proposed conditions requiring substantial conformance with these elevations. With these conditions, staff believes that this standard has been addressed.

Paragraph 1B requires the use to be designed so that pedestrian and vehicular circulation is coordinated with adjacent properties; Paragraph 1C requires the site be designed to minimize the potential for turning movement conflicts, and to facilitate safe and efficient on-site circulation. As noted in the transportation analysis, the applicant has provided improved access with relocated interparcel access points and removed the most egregious curb cut. Sidewalks and connections to the existing bus-stop are provided (where none are today), as are pedestrian crosswalks into the site. With the imposition of the proposed conditions, staff believes that these standards have been addressed.

Paragraph 1D states that a lot must be of sufficient area and width to accommodate the use, and that the proposed use must not adversely affect any nearby existing or planned residential areas. The application provides in excess of the required amount of open space. It is replacing an existing service station with a lower traffic generating use. Staff

does not believe that approval of this use will adversely affect the surrounding area. This standard has been addressed.

### Summary of Zoning Ordinance Provisions

All applicable standards have been satisfied with the imposition of staff's proposed development conditions.

## CONCLUSIONS AND RECOMMENDATIONS

### Staff Conclusions

With the imposition of the proposed development conditions, Staff finds that the proposed drive in bank is in harmony with the Comprehensive Plan and in conformance with the applicable Zoning Ordinance provisions.

### Recommendations

Staff recommends approval of SE 2006-MA-016 subject to the proposed development conditions in Appendix 1

Staff recommends approval of a modification of trail requirements to allow a 5 foot wide sidewalk in lieu of an 8 foot wide asphalt trail

Staff recommends approval of a waiver of construction only of on-road bike lane (dedication provided)

Staff recommends approval of a waiver of the loading space requirement

Staff recommends approval of a modification of transitional screening and waiver of barrier requirements along the eastern and southern property boundaries, in favor of that shown on the SE Plat and as conditioned

Staff recommends approval of a modification of the peripheral parking lot landscaping requirement in favor of that shown on the SE Plat and as conditioned

It should be noted that it is not the intent of staff to recommend that the Board, in adopting any conditions proffered by the owner, 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 Supervisors.

**APPENDICES**

1. Proposed Development Conditions
2. Affidavit
3. Statement of Justification
4. SEA 84-M-132, conditions and plat
5. Plan Citations
6. Transportation Analysis
7. VDOT memo
8. Environmental Analysis
9. Applicable Zoning Ordinance Provisions
10. Glossary

**APPENDIX 1**

# PROPOSED DEVELOPMENT CONDITIONS

## SE 2006-MA-016

## November 1, 2006

If it is the intent of the Board of Supervisors to approve SE 2006-MA-016, located at 6950 Braddock Road, Tax Map 71-4 ((1)) 28A, for a drive in bank and waiver of lot size requirements, pursuant to Sect. 4-604 and 9-610 of the Fairfax County Zoning Ordinance, the staff recommends that the Board condition the approval by requiring conformance with the following development conditions, which supersede all previously approved conditions:

1. This Special Exception is granted for and runs with the land indicated in this application and is not transferable to other land.

2. This Special Exception is granted only for the purpose(s), structure(s) and/or use(s) indicated on the special exception plat approved with the application (Drive In Bank), as qualified by these development conditions.

3. This Special Exception is subject to the provisions of Article 17, Site Plans, as may be determined by the Director, Department of Public Works and Environmental Services (DPWES). Any plan submitted pursuant to this special exception shall be in substantial conformance with the approved Special Exception Plat entitled “PNC Bank” prepared by Bohler Engineering, P.C., and dated May 31, 2006, as revised through October 3, 2006, and these conditions. Minor modifications to the approved special exception may be permitted pursuant to Par. 4 of Sect. 9-004 of the Zoning Ordinance.

4. Architectural elevations shall be in substantial conformance with those shown on the SE Plat, however, the standing seam metal roof shall be painted a color matching that of the roof in the Bradlick Shopping Center.

5. The drive-in bank building shall incorporate environmentally sustainable attributes into its building program, that may include, but not necessarily be limited to, such elements as high-efficiency mechanical systems, use of materials with recycled content, a high performance and insulated building envelope, water efficient fixtures, CO2 sensors and air filters, low volatile organic compounds in paints, sealants and finish materials, construction waste management, and storage and collection of recyclables.

6. Irrespective of that shown on the SE Plat, the free-standing sign shown at the corner of Braddock and Backlick Roads shall either be removed or, if replaced, replaced with a monument-style sign no more than 5 feet in height. Such sign shall be in conformance with Article 12 of the Zoning Ordinance, and shall meet the sight line standards of the PFM and VDOT.

7. All lighting, including streetlights, security lighting, signage lighting and pedestrian or other incidental lighting, shall be in conformance with Part 9 of Article 14 of the Zoning Ordinance.

8. A Phase I Environmental investigation of the property shall be submitted to DPWES for review prior to site plan approval. DPWES may request other Fairfax County or State agencies to evaluate the report findings. The investigation shall be performed consistent with the procedures described by the American Society of Testing and Materials (ASTM), as determined by DPWES. If warranted by the results of the Phase I investigation, and if determined appropriate by DPWES and the State Water Control Board, a Phase II investigation program shall be pursued. Subject to the findings of a Phase II evaluation program, if soil contaminants are found in sufficient quantities and at such levels to require a longer term monitoring program, a remedial action program and corrective action plan shall be instituted to the satisfaction of the State Water Control Board prior to site plan approval.

9. At the time of site plan approval, or on demand (whichever occurs first) right-of-way as shown on the SE Plat shall be dedicated to the Board of Supervisors in fee simple at no cost. Density credit for such dedication shall be retained by the site.

10. Crosswalks (either painted or specialized pavement) shall be provided across the entrance on Braddock Road, and into the site adjacent to the entrance on Braddock Road and adjacent to the interparcel access to the north.

11. The public access easement shown across the sidewalks shall extend to the property line, and shall allow for construction easements and other public purposes necessary to the functioning of the roads, such as signage.

The above proposed conditions are staff recommendations and do not reflect the position of the Board of Supervisors unless and until adopted by that Board.

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

Pursuant to Section 9-015 of the Zoning Ordinance, this special exception shall automatically expire, without notice, thirty (30) months after the date of approval unless, at a minimum, the use has been established or construction has commenced and been diligently prosecuted. The Board of Supervisors may grant additional time to establish the use or 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 exception. 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.