



APPLICATIONS ACCEPTED: October 3, 2006  
PLANNING COMMISSION: March 21, 2007  
BOARD OF SUPERVISORS: not scheduled

# County of Fairfax, Virginia

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March 7, 2007

## STAFF REPORT

### APPLICATIONS

**PCA 84-S-027-07/ FDPA 84-S-027-05**

**PCA 85-S-013-04**

**SEA 01-Y-040**

### SULLY DISTRICT

**APPLICANT:** Sully Station, LLC

**ZONING:** PDH-3, C-5, WS

**PARCEL(S):** PCA 84-S-027-07/  
FDPA 84-S-027-05: 44-3 ((7)) B3 pt. (PDH-3)  
PCA 85-S-013-04: 44-3 ((7)) B3 pt. (C-5)  
SEA 01-Y-040: 44-3 ((7)) B3 pt. (C-5)

**ACREAGE:** PCA 84-S-027-07/  
FDPA 84-S-027-05: 13.10 acres  
PCA 85-S-013-04: 1.26 acres  
SEA 01-Y-040: 1.26 acres

**FAR:** PCA 84-S-027-07/  
FDPA 84-S-027-05: 0.25  
PCA 85-S-013-04: 0.24  
SEA 01-Y-040: 0.24

**OPEN SPACE:** 20% (2.88 acres)

**PLAN MAP:** Retail and Other

**PROPOSAL:** PCA 84-S-027-07/ FDPA 84-S-027-05 is a request to amend the proffers and approve a final development plan amendment in conjunction with RZ 84-S-027 on 13.10 acres of land zoned PDH-3 to permit a drive-in bank and to add 12,600 sf of retail space to the in-line shopping center.

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### 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/](http://www.fairfaxcounty.gov/dpz/)

PCA 85-S-013-04 is a request to amend the proffers in conjunction with RZ 85-S-013 on 1.26 acres of land zoned C-5 to permit a drive-in bank and to add 12,600 sf of retail space to the in-line shopping center

SEA 01-Y-040 is a request to amend SE 01-Y-040 to permit a drive-in bank in the Sully Station Shopping Center.

**WAIVERS/MODIFICATIONS:** Modification to the transitional screening and barrier requirements along the western boundary in favor of existing landscaped vegetation.

**STAFF RECOMMENDATIONS:**

Staff recommends denial of PCA 84-S-027-07 as submitted. However, if it is the intent of the Board of Supervisors to approve PCA 84-S-027-07, the staff Staff recommends approval of PCA 84-S-027-07 subject to the execution of proffers consistent with those contained in Appendix 1.

Staff recommends denial of FDPA 84-S-027-05 as submitted. However, if it is the intent of the Board of Supervisors to approve FDPA 84-S-027-05, the staff recommends that the Planning Commission approve the application subject to the development conditions contained in Appendix 2.

Staff recommends denial of PCA 85-S-013-04 as submitted. However, if it is the intent of the Board of Supervisors to approve PCA 85-S-013-04, the staff Staff recommends approval of PCA 85-S-013-04 subject to the execution of proffers consistent with those contained in Appendix 1.

Staff recommends denial of SEA 01-Y-040 as submitted. However, if it is the intent of the Board of Supervisors to approve SEA 01-Y-040, the staff Staff recommends approval of SEA 01-Y-040 subject to the development conditions contained in Appendix 2.

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.



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 MAY BE  
FOUND AT THE BACK OF THIS REPORT**

**DESCRIPTION OF APPLICATION**

- Applicant:** Sully Station, LLC
- Location:** Located in the northwest quadrant of the Westfields Boulevard and Sequoia Farms Drive intersection; Tax Map Parcel 44-3((7)) B3
- Request:** The applicant requests to amend the accepted proffered conditions, the general development plan and the final development plan to permit a drive-in bank pad site and 12,600 sf addition to the in-line Sully Station Shopping Center. The property is split zoned PDH-3 and C-5 with accepted proffers that exclude drive-in banks.
- Approval of **PCA 84-S-027-07/FDPA 84-S-027-05 and PCA 85-S-013-04** will amend the accepted proffers to add language that permits drive-in bank uses. Approval of **SEA 01-Y-040** will establish the drive-in bank use and provide for development of a 3,650 gross square foot drive-in bank on a new pad site in the Sully Station Shopping Center.
- This proposal also includes a request to enclose in the future the vacant outdoor sales area adjacent to the existing Post Office building with 12,600 gross square feet of retail space in-line with the shopping center. The majority of the proposed development will be located in the PDH-3 portion of the site with a small portion in the C-5 portion.
- Waivers/Modifications:** Modification of the transitional screening and barrier requirements along the western boundary in favor of existing landscaped vegetation.

Copies of the draft proffers, proposed development conditions, applicant's affidavit, and applicant's statement of justification are contained in Appendices 1 through 4 of this report.

**LOCATION AND CHARACTER**

**Site Description:**

The subject property, commonly known as the Sully Station Shopping Center (Tax Map Parcel 44-3((7)) B3), is approximately 14.36 acres and is generally located in the northwest quadrant of the Westfields Boulevard/Sequoia Farms Drive intersection. The property is currently developed as a shopping center and is split zoned with 13.10 acres in PDH-3 District (Planned Development Housing District: 3 dwelling units per acre) and 1.26 acres in C-5 District (Neighborhood Retail Commercial District). The C-5 District contains a post office and a portion of a vacant outdoor sales area. The PDH-3 District area contains the other portion of the vacant outdoor sales area and the bulk of the retail space in the shopping center. Four access points are provided on site; two entry/exit points oriented to Westfields Drive and two entry/exit points oriented to Sequoia Farms Drive. Parking is primarily located in front of the shopping center with two rows of parking spaces located in the rear. Landscaping is provided along the perimeter of the site and within several landscaped plantings throughout the site.

**Surrounding Area Description:**

The subject property is surrounded by the following uses:

Direction	Use	Zoning	Plan
North	United States Post Office Hotel	PDC I-5	Retail and Other
South	Community Center	PDC	Residential @ 2 to 3 du/ac
East	Residential	PDC	Residential @ 2 to 3 du/ac
West	Residential	PDC	Residential @ 2 to 3 du/ac

**BACKGROUND**

The table below provides a brief description about past zoning cases related to the subject property.

Application	Date	Description
RZ 84-S-027	September 24, 1984	Rezoned approximately 329 acres located on the northeast side of Braddock Road from R-3, R-2, R-C and I-3 to PDH-3 District to permit development of the Sully Station mixed use project.
RZ 85-S-013	March 10, 1986	Rezoned approximately 5.93 acres located near the intersection of Westfields Boulevard and Stonecroft Boulevard to the C-5 District to permit development of the Sully Station Shopping Center.
PCA 84-S-027-01 and FDPA 84-S-027-02	March 10, 1986	Established the proffered uses for Sully Station Shopping Center. The tabular data provided in Proffer 9 indicates that the maximum permitted floor area under the original approvals was 240,000 square feet (163,000 on the PDH-3 portion and 77,000 on the C-5 portion). (See Appendix 5)
FDPA 84-S-027-02	May 16, 1990	Established a gasoline service station on a pad site within the Sully Station Shopping Center.
PCA/ FDPA 84-S-027-3 and PCA 85-S-013	August 3, 1992	Approved a drive-thru restaurant and a drive-in bank in the C-5 portion of the shopping center and the possible relocation of an entrance to a future section of Stonecroft Boulevard along the western boundary of the PDH-3 portion of the shopping center. The associated proffers reaffirmed all previous proffers. (See Appendix 6)
PI 2102 023	April 23, 2001	Determined that the establishment of a Popeye's fast food establishment in the Sully Station Shopping Center was not in conformance with the proffers associated with the shopping center (PCA/FDPA 84-S-027-3 and PCA 85-S-013).
PCA 85-S-013-03, PCA 84-S-027-6, FDPA 84-S-027-4, SE 01-Y-040	January 7, 2002	These concurrent applications approved the following changes for the Sully Station Shopping Center: 1) amendments to the proffers for RZ-85-S-013 and RZ-84-S-027 to permit fast food restaurants in the C-5 and PDH-3 portions of the shopping center, 2) clarifications of the permitted uses in the PDH-3 and C-5 zoning districts within the shopping center, and 3) the establishment of the fast food restaurant use in an existing shopping center. The applications reaffirmed the proffers associated with the Property, including those approved by the Board of Supervisors on September 24, 1984 and March 10, 1986, as reaffirmed on August 3, 1992 (the "Previous Proffers"); all of the Previous Proffers remain in full force and effect except as amended in December 5, 2001. (See Appendix 7)

The Sully Station Shopping Center was intended to be a neighborhood retail center and the final development plan and the underlying proffers contain provisions that restricted retail uses. The proffered conditions associated with approval of Sully Station Shopping Center are associated with PCA/FDPA 84-S-027-3 and PCA 85-S-013. The maximum permitted floor area under the original approvals is 240,000 square feet (163,000 on the PDH-3 portion and 77,000 on the C-5 portion). Proffer 19, as revised February 19, 1986 (accepted in conjunction with the approval of PCA/FDPA 84-S-027-1), specified the potential uses to be located in the PDH-3 portion of the shopping center. Additionally, Proffer C.4 (of the additional proffered development conditions) indicates that freestanding pads are to be used for banks, restaurants, offices and shops. This item continues to state that if a drive-in bank or a fast food restaurant is requested in the future, it would require a special exception; must be located outside the PDH-3 area; and would not be requested as a freestanding use.

As previously mentioned in the table, the Board of Supervisors approved four concurrent applications on January 7, 2002, to permit a fast food restaurant in the PDH-3 and C-5 portions of the shopping center. These applications reaffirmed the proffers associated with the property and amended the supplementary retail uses identified in Proffer C.4 to include in-line fast food restaurants. Drive-in banks were not included and the prohibition of pad sites was maintained. The current application is seeking to revise Proffer C.4 to include three changes: 1) a drive-in bank, 2) an additional pad site in the shopping center, and 3) development in the PDH-3 portion of the shopping center, which is currently precluded.

## **COMPREHENSIVE PLAN PROVISIONS (Appendix 8)**

**Plan Area:** Area III

**Planning District:** Bull Run Planning District, Flatwick Community (BR3)

**Plan Map:** Retail and Other

**Plan Text:**

The Fairfax County Comprehensive Plan, 2003 Edition, Area III, Bull Run Planning District, Flatwick Community (BR3) as amended through September 25, 2006, page 50, provides lands use recommendations, which states:

“3. Land at the southeast quadrant of the intersection of Westfields and Stonecroft Boulevards (Tax Map 44-3((7)) A, B, B1, C, C1) is planned and developed as retail use at .25 FAR.”

## ANALYSIS

### **Combined Conceptual/Final Development Plan/General Development Plan/Special Exception Plat (Copy at front of Staff Report)**

Title of CDP/FDP/GDP/SE Plat: Sully Station Shopping Center: PCA 84-S-027, FDPA 84-S-027, PCA 85-S-027, PCA 85-S-013, SEA 01-Y-040

Prepared by: Tri-Tek Engineering

Original and Revision Dates: August 28, 2006, as revised through  
**February 7, 2007**

The Combined Conceptual/Final Development Plan/General Development Plan/Special Exception Plat (CDP/FDP/GDP/SE) consists of 5 sheets containing the following information.

**Sheet 1** contains the vicinity map, general notes, site tabulations, a sheet index and additional contact information. A note on the sheet indicates that the existing structures on the subject property were built in 1988 and 1991 and will be retained. In the site tabulation, the gross square footage of the existing shopping center is 156,724 square feet of retail, office, and eating establishment space. Of those uses, 130,365 square feet are located in the PDH-3 District and 26,359 square feet in the C-5 District. The applicant proposes to add 16,250 square feet of retail space in the shopping center (3,650 square feet for the drive-in bank and 12,600 square feet for future retail uses in-line with the shopping center). This proposal will increase the gross square footage of the shopping center to 172,974 square feet (136,290 square feet located in the PDH-3 portion of the site and 36,684 square feet in the C-5 portion). The overall proposed gross floor area is 0.24. The number of parking spaces required is 672 spaces and 711 spaces are provided. In addition, twenty (20) percent of the site is open space.

**Sheet 2** is the overall plan for the shopping center, which shows the proposed new drive-in bank pad site located between the existing post office and the existing eating establishment pad site. This plan refers to Sheet 3 for further details.

**Sheet 3** depicts the proposed layout for the drive-in bank building, parking space configuration improvements, a one-story future expansion in-line with the shopping center and a new proposed access point from Stonecroft Boulevard. This sheet also contains a landscape schedule that lists the types of supplemental trees and shrubs proposed for the parking area. The application property includes the entire Sully Station Shopping Center area.

*Existing:*

No changes are proposed to the existing post office on the C-5 portion of the site or the existing shopping center buildings on the PDH-3 portion. In addition, no changes are proposed to the access points from Westfields Boulevard or Sequoia Farms Drive.

*Changing:*

The CDP/FDP/GDP currently governing the site subject to this application shows a split zoned property with an L-shaped shopping center and two small pad sites on both sides of the southern access driveway from Westfields Boulevard. Four access points are provided on site; two entry/exit points oriented to Westfields Drive and two entry/exit points oriented to Sequoia Farms Drive. Parking is primarily located in front of the shopping center with two rows of parking spaces located in the rear. Landscaping is provided along the perimeter of the site with several landscaped plantings throughout the site.

The current CDP/FDP/GDP/SE plat shows the site layout of the previous approval with proposed site modifications, which include an additional pad site for a drive-in bank, a one-story future expansion in-line with the shopping center, an additional access point from Stonecroft Boulevard and several re-oriented parking spaces in the northern parking lot. The maximum permitted floor area for the Sully Station Shopping Center is 240,000 gross square feet. The proposal, including the future expansion in-line within the shopping center, will increase the gross square footage of the shopping center to 172,974 gross square feet (136,290 square feet in the PDH-3 portion of the site and 36,684 square feet in the C-5 portion), which is below the maximum permitted in the approved proffers. However, the approved proffers restrict the uses to retail, professional offices, banks and in-line fast food restaurant uses. Drive-in banks are not included as a permitted use in the proffers. This application seeks to amend the proffers to include a drive-in bank.

**Sheet 4** is the stormwater outfall for the site, which includes the stormwater narrative, outfall narrative, the downstream drainage system narrative and a map of the downstream drainage system. Stormwater quantity and quality controls are provided by downstream ponds. Outfall flows in a western direction to existing storm drain which diverts the runoff to existing stormwater management ponds associated with the site.

**Sheet 6** shows the existing vegetation on the site, showing the shopping center with typical island plantings in fair condition. A row of original forest trees along Westfields Boulevard are in good condition.

As previously stated, the maximum permitted floor area under the original approvals for the site is 240,000 square feet (163,000 on the PDH-3 portion and 77,000 on the C-5 portion). The shopping center is currently developed with approximately 156,724

gross square feet (approximately 130,365 square feet in the PDH-3 portion of the site and approximately 26,359 gross square feet in the C-5 portion, which includes the existing post office building on Tax Map 44-3((7)) B2). The applicant proposes to construct a 3,650 square foot drive-in bank on a new pad site and 12,600 square feet of retail use in-line with the shopping center. This proposal will increase the gross square footage to 172,974 gross square feet (136,290 square feet located in the PDH-3 portion of the site and 36,684 square feet in the C-5 portion), which is below the maximum permitted in the approved proffers. However, the analysis below concentrates on several design issues related to the proposed drive-in bank pad site and the future retail expansion in-line with the shopping center.

### **Land Use Analysis**

According to the Comprehensive Plan text, the Sully Station Shopping Center is planned and developed as retail use at 0.25 FAR. The current proposal shows an increase in the gross floor area on the subject property to approximately 146,615 gross square feet, which excludes the 26,359 square foot post office on Tax Map Tax Map 44-3((7)) B2). The proposed overall floor area is 0.24 FAR. This proposed increase is below the recommended FAR in the Comprehensive Plan text and the approved proffers.

However, according to *the Guidelines for Drive-thru Windows and Other Drive-thru Facilities in the Policy Plan of the Comprehensive Plan*, *drive-thru windows for commercial establishments and other drive-thru facilities have the potential to cause serious on-site and off-site traffic circulation problems. To address these potential problems, drive-thru windows and other drive-thru facilities should be approved only if the size and configuration of the lot are adequate to achieve a safe drive-thru facility; parking circulation and pedestrian system (see Appendix 7)*. Staff is concerned that the size and configuration of the lot is not adequate to achieve a safe drive-thru bank pad site. The applicant made several attempts to address this concern, which include: 1) reducing the number of drive-thru windows from three to two, 2) adding a raised intersection speed table in front of the exit for the drive-thru lanes, 3) re-orienting and re-striping the parking area to the east of the proposed drive-thru bank, and 4) reducing the size of the proposed building to 3,650 square feet to add more distance from the existing restaurant pad site. However, staff continues to believe that the creation of another pad site for an auto-oriented use located in the middle of the shopping center parking lot further exacerbates existing circulation conflicts with shopping center uses and the adjacent eating establishment. The proposed site layout further separates the existing uses in the shopping center from the restaurant with the creation of an auto-oriented travel aisle in the middle of the parking lot. The proposal shows a pedestrian path that crosses an auto-oriented travel aisle and a drive-thru entry/exit point located in the middle of the northern parking lot. Since there are existing circulation problems on the site, staff believes that the proposed addition of an auto-oriented pad site in the middle of prime parking area will further exacerbate an unsafe circulation pattern.

### **Environmental Analysis (Appendix 9)**

The subject property is located within the Cub Run watershed. The applicants have indicated that the site drains to an existing stormwater management pond which serves the existing shopping center. Staff in the Department of Public Works and Environmental Services (DPWES) have indicated that there appears to be adequate volume in this facility. While the required volume and water quality management controls are met by the existing pond, there are additional opportunities to provide on-site water quality improvement measures through the use of a variety of Low Impact development (LID) techniques. The applicant has slightly increased the proposed landscaping in the parking area, which slightly reduces the impervious surface of the existing parking lot. The applicant has also reduced the size of the proposed bank building from 4,000 square feet to 3,650 square feet and decreased the number of proposed drive-thru lanes from three to two.

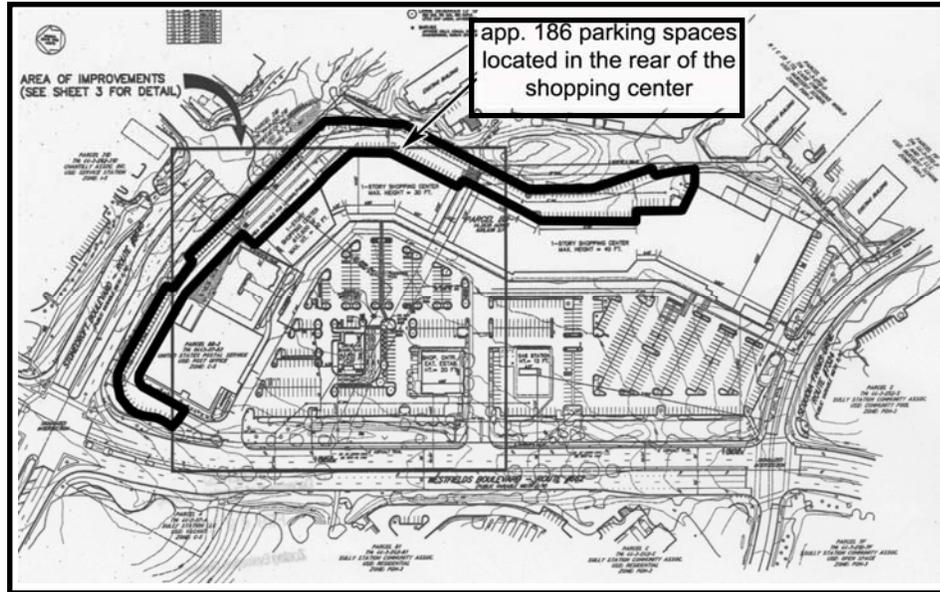
### **Transportation Analysis (Appendix 10)**

The current CDP/FDP/GDP/SE plat shows the site layout of the previous approval with proposed site modifications, which include an additional pad site for a drive-in bank, a one-story future expansion in-line with the shopping center, an additional access point from Stonecroft Boulevard and several realigned parking spaces in the northern parking lot. The Department of Transportation (DOT) reviewed this application and raised several concerns regarding the proposed location of the drive-in bank pad site, the proposed realignment of the parking spaces and the proposed access point from Stonecroft Boulevard. These concerns are discussed further below.

Staff indicated that the proposed location of the drive-in bank pad site is in the middle of existing parking for the post office and the eating establishment. The applicant has provided a transportation study, which shows the subject area for the drive-in bank was underutilized on January 19, 2007, during lunch and evening hours (see Appendix 4). However, staff believes that this study is limited and provides only a brief a snap shot in time. Staff continues to believe that the proposed location of the drive-in bank would have a negative impact on the number of easily accessible parking spaces for customers in the shopping center.

The Zoning Ordinance requires 672 parking spaces for the shopping center (excluding the post office). The applicant has provided approximately 711 parking spaces. Of those parking spaces, approximately 186 spaces are located in the rear of the shopping center, which reduces the amount of accessible parking for the shopping center. Graphic 1 shows these parking spaces located in the rear of the shopping center.

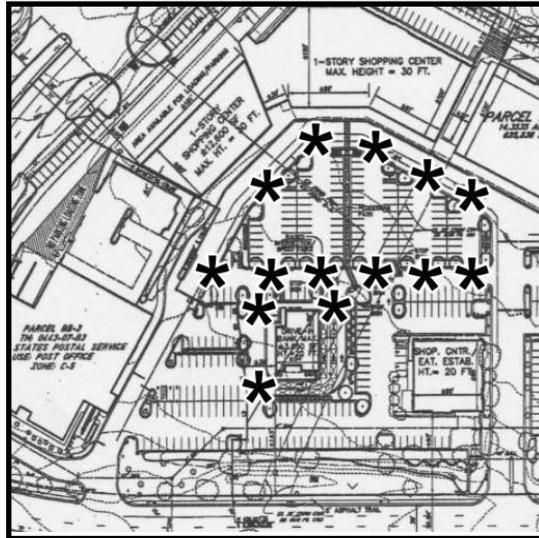
Graphic 1



Staff believes that the proposed drive-in bank and the future retail expansion in-line with the shopping center will further reduce the amount of accessible parking spaces. The applicant has proffered to implement lease provisions to require employees to park in the rear of the shopping center, but staff continues to believe that the loss of accessible parking from the proposed drive-in pad site and the increased demand for parking from the future in-line retail expansion will create a parking deficit in the subject area in the future. Parking spaces located behind the shopping center are not readily visible or accessible for customers.

Staff also indicated that the proposed realignment of the travel aisles to the east of the proposed drive-in bank will create pedestrian and vehicle conflicts. Currently, all parking aisles are parallel to one another, which may lead to occasional cut through traffic, but the general expectation for vehicular travel is in a north-south direction. The proposed location of the drive-in bank and the realignment of the parking spaces will create new intersections, which will increase the number of vehicle and pedestrian conflicts. Vehicles will travel north, south, east and west in a relatively small parking area. Graphic 2 highlights general locations of these potential conflicts with asterisks.

## Graphic 2



In addition, pedestrian access to the drive-in bank requires crossing travel aisles as there are only seven (7) of the required sixteen (16) spaces adjacent to the building. The drive-in bank is essentially located on an island surrounded by vehicle lanes in the center of a parking lot. Pedestrians have to access the bank from other parking spaces located across from an auto-oriented travel aisle or adjacent to the drive-thru window entrance. Staff believes this proposed location is unsafe for pedestrians during peak hours and recommends alternative locations for the drive-in bank to be either in-line with the shopping center at Ace Hardware or at the corner adjacent to the gas station and Westfields Boulevard.

Staff supports the proposed access to Stonecroft Boulevard at a median break, but staff believes that it should lead directly into the shopping center and not be blocked by the future in-line retail expansion with the proposed loading/parking area. Stonecroft Boulevard currently provides access to the gas station, hotel, eating establishments and retail uses located to the north of the subject property. It is also planned to continue across Route 28 and connect to Poplar Tree Road. Without direct access to the Sully Station Shopping Center front parking area, vehicles will have to make a series of left turns to get from Stonecroft Boulevard east of Westfields Boulevard into the shopping center. These left turns would intensify the existing poor traffic situation on Westfields Boulevard during peak periods. As depicted on the CDP/FDP/GDP/SE plat, the proposed access will not be apparent to shopping center customers, takes a circuitous way around the back of the shopping center and leads

to loading areas and parking primarily for employees. Staff believes that the proposed access is not useful or practical for customers to enter or leave the shopping center and continues to believe that direct access from Stonecroft Boulevard to the parking area in front of the shopping center should be provided. The proposed future in-line retail expansion should be re-designed so that it does not prevent direct access from Stonecroft Boulevard to the front of the shopping center.

Finally, staff does not support the proposed drive-in bank pad site as submitted. The proposed location of the pad site and the proposed reorientation of the parking spaces create an unsafe circulation pattern, which further exacerbates circulation conflicts between automobiles and pedestrians on the site. The proposed access to Stonecroft Boulevard is supported, but should be constructed with direct access to the parking area in front of the shopping center. The future in-line retail expansion should not prevent direct access from Stonecroft Boulevard.

### **Public Facilities Analyses**

*Water Service* (Appendix 11) – The subject property is located within the Fairfax County Water Authority service area. Adequate domestic water service is available to the site from existing six inch and fourteen inch water mains located at the property. Additional water main extensions may be necessary to satisfy fire flow requirements and accommodate water quality concerns. Final determination of these facilities will be made by the DPWES during site plan review.

*Sewer Service* (Appendix 12) – The subject property is located within the Cub Run watershed and would be sewer into the UOSA Treatment Plant.

*Fire and Rescue* (Appendix 13) – Meets fire protection guidelines; No issues cited.

*Fairfax County Park Authority* (Appendix 14) – No issues cited.

### **CONFORMANCE WITH PROFFERS (APPENDICES 5, 6 and 7)**

The proffered conditions associated with approval of Sully Station Shopping Center are associated with PCA/FDPA 84-S-027-3 and PCA 85-S-013. The maximum permitted floor area under the original approvals is 240,000 square feet (163,000 on the PDH-3 portion and 77,000 on the C-5 portion). Proffer 19, as revised February 19, 1986, and accepted in conjunction with the approval of PCA/FDPA 84-S-027-1, specified the potential uses to be located in the PDH-3 portion of the shopping center, and stated that freestanding pads are to be used for banks, restaurants, offices and shops. The proffers also state that if a drive-in bank or a fast food restaurant is requested in the future, it would require a special exception and must be located outside the PDH-3 area and would not be requested as a freestanding use.

As previously mentioned, the Board of Supervisors approved four concurrent applications on January 7, 2002, to permit in-line fast food uses in the PDH-3 and C-5 portions of the shopping center; drive-in banks were not included. The applicant is currently seeking to revise Proffer C.4 to include drive-in banks in Sully Station Shopping Center. Modification of this provision of this proffer is not consistent with the Policy Plan section of the Comprehensive Plan or the Zoning Ordinance. According to the *“Guidelines for Drive-thru Windows and Other Drive-thru Facilities in the Policy Plan of the Comprehensive Plan, drive-thru windows for commercial establishments and other drive-thru facilities have the potential to cause serious on-site and off-site traffic circulation problems. To address these potential problems, drive-thru windows and other drive-thru facilities should be approved only if the size and configuration of the lot are adequate to achieve a safe drive-thru facility, parking circulation and pedestrian system.”* The proposal will further exacerbate an unsafe circulation pattern on the site and is not consistent with the Policy Plan or the purpose and intent of the Zoning Ordinance.

## **ZONING ORDINANCE PROVISIONS (Appendix 15)**

The Sully Station Shopping Center is an existing shopping center, which is split zoned C-5 and PDH-3. The shopping center is currently developed with approximately 156,724 gross square feet (approximately 130,365 square feet in the PDH-3 portion of the site and approximately 26,359 gross square feet in the C-5 portion, which includes the existing post office building on Tax Map 44-3((7)) B2). The applicant proposes to construct a 3,650 square foot drive-in bank on a new pad site and 12,600 square feet of retail use in-line with the shopping center. This application will increase the gross square footage of the shopping center to 172,974 gross square feet (136,290 square feet located in the PDH-3 portion of the site and 36,684 square feet in the C-5 portion). The increase in square footage is below the maximum permitted in the approved proffers and the maximum FAR permitted in the PDH-3 and C-5 Districts. In addition, the site is required to have 672 parking spaces, twenty (20) percent open space and a maximum building height of 40 feet. The proposal meets these site requirements and exceeds the drive-thru window requirements by providing 16 stacking spaces for two drive-thru windows.

## **Waivers and Modifications**

The Board of Supervisors approved a modification to the transitional screening and barrier requirements along Westfields Boulevard on August 3, 1992. On January 7, 2002, the Board of Supervisors reaffirmed this modification request in four concurrent applications (SE 01-Y-040, PCA 85-S-013-03, PCA 84-S-027-6, and FDPA 84-S-027-04.) Since this application proposes new construction on the site, the applicant is requesting a modification of the transitional screening and barrier requirements along the western boundary in favor of existing landscaped vegetation.

Staff would not object to the modification because the existing landscaping has matured and added to the effectiveness of the screening, and the proposed improvements are all internal to the site.

## **Other Zoning Ordinance Requirements**

### **P-District Standards**

The application must comply with, among others, the Zoning Ordinance provisions found in Article 6, Planned Development District Regulations and Article 16, Development Plans, among others.

### **Conformance with PDH District Regulations**

The property is currently split zoned PDH-3 and C-5, and continues to meet the PDH District regulations set forth in Part 1 of Article 6, Planned Development Districts, of the Zoning Ordinance. The application proposes to construct a 3,650 square foot drive-in bank and to enclose the existing outdoor storage area in the future with 12,600 square feet of space in the location where the property is split zoned. The proposed floor area of secondary uses allowed in the development is in conformance with the accepted proffers. However, the proposed drive-in bank pad site does not meet the purpose and intent of the PDH District. The purpose and intent of the PDH District is to encourage innovative and creative design and to promote high standards in the layout. The proposal as submitted creates an unsafe circulation pattern on the site, which does not promote high standards in the layout for the shopping center.

### **Conformance with Article 16**

All development within the PDH-3 District must conform to the standards set forth in Part 1 of Article 16.

### **Sect. 16-101 General Standards**

The general standards set forth in Sect. 16-101 require: 1) substantial conformance with the adopted Comprehensive Plan; 2) a design that achieves the purpose of the Planned Development District better than would development under a conventional district, 3) efficient land utilization; 4) preservation of existing natural features; 5) demonstration that the proposed development will not be harmful to the use and value of the existing and planned development in the surrounding area; 6) and the availability of all necessary public facilities and utilities. These standards have been satisfied with the previous rezoning, proffered condition amendments and final development plan amendments of the property. However, the proposed application to construct a 3,650 square foot drive-in bank pad site will negatively impact the approved development of the shopping center. The proposed site layout separates

the existing uses in the shopping center from the restaurant with the creation of an auto-oriented travel aisle in the middle of the northern parking lot. This proposal shows a pedestrian path that crosses an auto-oriented travel aisle and drive-thru entry/exit point located in the middle of the site. In addition, as previously stated, this proposal is not in substantial conformance with Policy Plan guidance for the location of drive-thru facilities in the Comprehensive Plan. The configuration of the proposed drive-in bank is not adequate to achieve a safe drive-thru facility, parking circulation and pedestrian system. Therefore, staff believes that the general standards in this application have not been satisfied.

#### Sect. 16-102 Design Standards

Par. 1 states that, at the peripheral lot lines, the bulk regulations and landscaping and screening for the proposed development should generally conform to the provisions of the most comparable conventional district. In this application, the 3,650 square foot drive-in bank pad site and the future 12,600 square foot enclosure of the existing in-line outdoor storage area are proposed to be a part of the larger shopping center area, which currently meets the bulk regulations, and landscaping and screening requirements for the PDH-3 and the C-5 Districts.

Par. 2 states that open space, parking, loading, sign and other similar regulations shall have application in all planned developments. The application continues to meet the Zoning Ordinance requirements for open space, landscaping and parking for the Sully Station Shopping Center. The application property includes 20% open space, which is required for the PDH-3 District, and 711 parking spaces are located on site, in excess of the 39 spaces required for the shopping center. All other applicable Zoning Ordinance provisions have been satisfied.

Par. 3 states that streets and driveways should be designed to generally conform to the provisions of the Zoning Ordinance. This standard has been satisfied.

Par. 4 states that emphasis should be placed on the provision of recreational amenities and pedestrian access. Pedestrian access to the proposed drive-in bank is limited. Only seven (7) of the sixteen (16) required parking spaces have direct pedestrian access to the bank. While a pedestrian path with two crosswalks is shown to the east of the bank, staff believes this circulation pattern is unsafe for pedestrians. Pedestrians have to cross an auto-oriented travel aisle to get to the proposed drive-in bank and the existing restaurant from other shopping center uses. Therefore, staff believes that this standard has not been satisfied.

#### **Special Exception Requirements**

A portion of the proposed drive-in bank building is located within the C-5 District portion of the property. Drive-in banks are classified as Category 5 Special Exception

uses in the C-5 District. This use requires conformance to the general special exception standards in Sect. 9-006 and the category standards in Sect. 9-503 of the Zoning Ordinance.

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

Par. 1 requires that the proposed use be in harmony with the Comprehensive Plan. As described in the Land Use Analysis section, the Sully Station Shopping Center is planned and developed as retail use at 0.25 FAR. The current proposal shows an increase in the existing gross floor area to approximately 146,615 gross square feet, which is a 0.24 FAR. This proposed increase is below the recommended FAR in the Comprehensive Plan text and the approved proffers. However, according to Appendix 5: Guidelines for Drive-thru Windows and Other Drive-thru Facilities in the Policy Plan of the Comprehensive Plan, the proposal as submitted is not in harmony with the Comprehensive Plan because it does not create a safe drive-thru facility, parking circulation and pedestrian system on the site.

Par. 2 requires that the proposed use be in harmony with the purpose and intent of the applicable zoning district regulations. Staff believes that the purpose and intent of the PDH-3 and C-5 Districts are satisfied because a proposed drive-in bank is permitted by special exception. The applicant is proposing to amend the approved proffers and final development plan to be consistent with the Zoning Ordinance provisions for a drive-in bank.

Par. 3 requires that the proposed use be harmonious with and not adversely affect the use or development of adjacent properties. The applicant is proposing a new 3,650 square foot drive-in bank pad site and a future 12,600 square foot enclosure of the outdoor storage area in an existing shopping center. The Board of Supervisors approved a modification to the transitional screening and barrier requirements along Westfields Boulevard on August 3, 1992. On January 7, 2002, the Board of Supervisors reaffirmed this modification request in four concurrent applications, SE 01-Y-040, PCA 85-S-013-03, PCA 84-S-027-6, and FDPA 84-S-027-04. Since this application proposes new construction on the site, the applicant is requesting a modification of the transitional screening and barrier requirements along the western boundary in favor of existing landscaped vegetation. Staff would not object to the modification because the existing landscaping has matured and added to the effectiveness of the screening. The adjacent properties are already developed and may expand or redevelop in conformance with the Zoning Ordinance and Comprehensive Plan.

Par. 4 states that pedestrian and vehicular traffic associated with the use may not be hazardous or conflict with existing or anticipated traffic in the neighborhood. Pedestrians attempting to enter the bank will have to cross an auto-oriented travel

aisle or cross the drive-thru window entry/exit points. Staff believes the proposal will create a circulation conflict between vehicles and pedestrians. Staff is of the opinion that the proposal will create an unsafe circulation pattern on the site and suggests that drive-in bank be located in-line with the shopping center or near the intersection of Sequoia Farms Drive and Westfields Boulevard.

Par. 5 addresses the requirements of Article 13, Landscaping and Screening. As previously mentioned Sully Station Shopping Center was granted a modification to the transitional screening and barrier requirements in 1992 and reaffirmed in 2002. Since this application proposes new construction on the site, the applicant is requesting a modification of the transitional screening and barrier requirements along the western boundary in favor of existing landscaped vegetation. Staff would not object to the modification because the existing landscaping has matured and added to the effectiveness of the screening. The applicant is also proposing to supplement existing landscaping with additional landscape islands and plantings.

Par. 6 requires that open space be provided as required in the zoning district. The proposal will not impact the on-site open space. The site is required to have 20 percent open space; the proposal shows 20 percent.

Par. 7 addresses the adequate provision of utilities, drainage, parking and loading at the site. This is a developed site where utilities are already provided.

Par. 8 states that all signs are regulated by the provisions of Article 12, Signs

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

Par. 1: All uses shall comply with the lot size and bulk regulations of the zoning district in which located. The existing buildings within the Sully Station Shopping Center are consistent with the applicable lot size and bulk regulations in the C-5 and PDH-3 Districts. The applicant is proposing a new 3,650 square foot drive-in bank pad site and a future 12,600 square foot enclosure of the outdoor storage area, which is within the maximum permitted in the approved proffers.

Par. 2: All uses shall comply with the performance standards specified for the zoning district in which located. The existing buildings within the Sully Station Shopping Center are consistent with the applicable performance standards for the PDH-3 District. However, as previously stated, the proposed drive-in bank does not satisfy the general standards for a PDH-3 District. The configuration of the proposed drive-in bank is not adequate to achieve a safe drive-thru facility, parking circulation and pedestrian system.

Par. 3: Before establishment, all uses, including modifications or alterations to existing uses, shall be subject to the provisions of Article 17, Site Plans. The applicant is aware of these provisions.

## **Overlay District Requirements**

This proposal is consistent with the provisions of Section 7-801 (WSPOD).

## **CONCLUSIONS AND RECOMMENDATIONS**

As proposed, staff believes that the proposed drive-in bank location, where the subject property is split zoned between PDH-3 and C-5, fails to satisfy the P District General Standards and does not meet the intent of the guidelines for drive-thru windows and other drive-thru facilities in the Policy Plan of the Comprehensive Plan. The proposal as submitted is not in harmony with the Comprehensive Plan because it does not create a safe drive-thru facility, parking circulation and pedestrian system on the site. The CDP/FDP/GDP/SE plat shows a 3,650 gross square foot drive-in bank located in the middle of an existing parking lot currently used by the adjacent restaurant pad site and other in-line shopping center uses. Staff believes that this proposed pad site location is not ideal for the site because of the potential conflicts between vehicles and pedestrians. Pedestrians attempting to use the bank, restaurant and/or other in-line shopping center uses have to cross an auto-oriented travel aisle that separates the uses. This proposal is merely an attempt to maximize the available commercial space on the site by proposing another pad site, which results in the creation of an unsafe traffic and pedestrian circulation patterns.

Staff supports the proposed access point to Stonecroft Boulevard at a median break, but continues to believe that direct access from Stonecroft Boulevard to the parking area in front of the shopping center should be provided. The proposed future in-line retail expansion should not prevent direct access to the front of the shopping center from Stonecroft Boulevard.

### **Staff Recommendations**

Staff recommends denial of PCA 84-S-027-07 as submitted. However, if it is the intent of the Board of Supervisors to approve PCA 84-S-027-07, the staff recommends approval of PCA 84-S-027-07 subject to proffers consistent with those contained in Appendix 1.

Staff recommends denial of FDPA 84-S-027-05 as submitted. However, if it is the intent of the Board of Supervisors to approve FDPA 84-S-027-05, the staff recommends that the Planning Commission approve the application subject to the development conditions contained in Appendix 2.

Staff recommends denial of PCA 85-S-013-04 as submitted. However, if it is the intent of the Board of Supervisors to approve PCA 85-S-013-04, the staff recommends approval of PCA 85-S-013-04 subject to proffers consistent with those contained in Appendix 1.

Staff recommends denial of SEA 01-Y-040 as submitted. However, if it is the intent of the Board of Supervisors to approve SEA 01-Y-040, the staff recommends approval of SEA 01-Y-040 subject to the development conditions contained in Appendix 2.

It should be noted that it is not the intent of staff to recommend that the Board of Supervisors or Planning Commission, 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 Planning Commission or Board of Supervisors.

## **APPENDICES**

1. Draft Proffers
2. Proposed Development Conditions
3. Affidavit
4. Statement of Justification
5. Approved CDP/FDP and proffered conditions for PCA 84-S-027-01 and FDPA 84-S-027-02
6. Approved proffer amendment PCA/ FDPA 84-S-027-3 and PCA 85-S-013
7. Approved proffer amendment PCA-84-S-027-6, FDPA 84-S-027-4, PCA 85-S-013-03, SE 01-Y-040
8. Plan Citations
9. Environmental Analysis
10. Transportation Analysis
11. Water Authority Analysis
12. Sewer Service Analysis
13. Fire and Rescue Analysis
14. Park Authority Analysis
15. Zoning Ordinance Provisions
16. Glossary of Terms

## PROFFERS

### SULLY STATION SHOPPING CENTER Tax Map Reference 44-3((7))-B3

PCA 84-S-027-07/PCA 85-S-013-04  
(Concurrent with SEA 01-Y-040 & FDPA 84-S-027)

January 3, 2007  
*Revised February 7, 2007*

These proffers are provided pursuant to Section 15.2-2303(A) of the Code of Virginia (1950, as amended) and subject to the Board of Supervisors approving the request for Proffered Condition Amendments for the property identified as Tax Map Reference 44-3((7))-B3 (hereinafter referred to as the "Property"). The proffers are made by Sully Station LLC, its successors and assigns (hereinafter, collectively referred to as the "Applicant"). If accepted, these proffers hereby reaffirm the proffered conditions accepted by the Board of Supervisors in approvals of RZ 84-S-027 dated September 24, 1984; RZ 85-S-139/RZ 85-S-013/CDPA/PCA 84-S-027-1/FDPA 84-S-027-01-01/FDP 84-S-027-2 dated March 10, 1986; PCA 85-S-013/PCA 84-S-027-3/FDPA 84-S-027-3 dated August 3, 1992; and PCA 85-S-013-03/PCA 84-S-027-06/FDPA 84-S-027-04 dated January 7, 2002; which will remain in full force and effect except as amended hereby.

1. Subject to the provisions of Sections 16-402 and 18-204 of the Fairfax County Zoning Ordinance, development and use of the Property shall be in substantial conformance with the Proffered Condition Amendment/Final Development Plan Amendment/Proffered Condition Amendment/Special Exception Amendment Plat prepared by Tri-Tek Engineering dated June 20, 2006, and revised through February 7, 2007.
2. The architectural façade of the proposed in-line shops and drive-thru bank shall be consistent with the existing shopping center and shall be in conformance with the illustrative perspective found in the approved proffers dated February 28, 1986.
3. The Applicant shall use its best efforts to implement and enforce procedures, including specific lease provisions, to require employees to park at the rear of the shopping center.
4. The Applicant hereby proffers to not exceed a floor area of 146,615 gsf for the shopping center (see tabular data below). Further, Paragraph 9 of the 'Statements Accompanying the Final Development Plan for Rezoning Application and Development Plan Approvals,' dated January 1986, which is included in Appendix A to the proffers

dated February 28, 1986, and incorporated by reference by Proffer C.4 in Section II of such proffers, shall be revised to read as follows:

9. Tabular Data (Paragraph 9)

Site Area: PDH-3 - 13.10 acres

C-5 - 4.33 acres (includes Post Office)

A. Total Number of Dwelling Units by Type: N/A

B. Density: N/A

C. Total Floor Area: PDH-3 (Shop. Ctr) --- 136,290 s.f.

C-5 (Shop. Ctr) ----- 10,325 s.f.

C-5 (Post Office) ----- 26,359 s.f.

TOTAL SHOPPING CENTER 172,974 s.f.

TOTAL WITHOUT POST OFFICE: 146,615 s.f.

D. Total Area in Open Space: PDH-3 --- 72,000± s.f.

Prop. C-5 - 42,000± s.f.

114,000± s.f.

E. Total Area in Developed Recreational Open Space:

N/A

F. Total Number of Off-Street Parking and Loading:

Parking Spaces: 904 spaces

Loading Spaces: per zoning ordinance section

11-202; approximately 6,

subject to final uses.

G. Amount of Density or Floor Area Applied for Under

Bonus Provision: N/A

5. Paragraph 12 of the 'Statements Accompanying the Final Development Plan for Rezoning Application and Development Plan Approvals,' originally dated January 1986, and included in Appendix A to the proffers dated February 28, 1986, incorporated by reference by Proffer C.4 in Section II of such proffers, and subsequently revised by Proffers dated December 5, 2001, shall be further revised to read as follows:

"12. Supplementary Statement of Uses for Shopping Center.

Uses may include the following:

1. Retail and other shopping center uses.
2. Professional and/or local serving offices.
3. Banks (including drive-thru banks).
4. Restaurant(s) (including in-line fast food restaurants).
5. A grocery store.

6. These proffers will bind and inure to the benefit of the Applicant and its successors and assigns.

**[SIGNATURE PAGE ATTACHED]**

SULLY STATION, LLC a Delaware limited liability company

By: JBG/R Sully Station LLC, a Virginia limited liability company, its authorized Co-Managing Member

By: 1111 PROPERTY ASSOCIATES (1998) LLC, a Maryland limited liability company, its Managing Member

By: Rosenfeld Realty Company, Inc., a Maryland corporation, its Managing Member

By: \_\_\_\_\_  
Robert J. T. Rosenfeld  
Authorized Representative

**PROPOSED DEVELOPMENT CONDITIONS**  
**SEA 01-Y-040**  
**March 7, 2007**

If it is the intent of the Board of Supervisors to approve SEA 01-Y-040 located on Tax Map 44-3((7)) B3, in the Sully Station Shopping Center, to permit a drive-in bank pursuant to Sect. 9-500 of the Fairfax County Zoning Ordinance, staff recommends that the Board condition the approval by requiring conformance with the following development 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, as qualified by these development conditions. Other Permitted or Special Permit/Special Exception uses may be allowed on the site without amending this special exception so long as the proposed use is in substantial conformance with the SE Plat and all Zoning Ordinance requirements have been met.
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 Sully Station Shopping Center, prepared by Tri-Tek Engineering, consisting of 5 sheets dated August 28, 2006 as revised through **February 7, 2007**. Minor modifications to the approved special exception may be permitted pursuant to Par. 4 of Sect. 9-004 of the Zoning Ordinance.
4. The maximum floor area of the drive-in bank shall not exceed 3,650 square feet.
5. The exterior design, building materials and colors used in construction of the drive-in bank shall be consistent on all four sides and shall be consistent with the exterior building materials used in the Sully Station Shopping Center as approved by the Department of Public Works and Environmental Services (DPWES). Photographic documentation and any additional materials which DPWES requires to make such a determination shall be provided by the applicant with submittal of a building permit.
6. 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.

7. There shall be no freestanding signs and all signs shall use colors consistent with the existing signs in the shopping center as approved by DPZ. Signs shall be lighted only during the hours of operation. All signs shall be in conformance with the provisions of Article 12 of the Zoning Ordinance.
8. Both drive-thru windows for the drive-in bank shall be open and staffed during business hours.
9. 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.
10. Parking spaces shall meet the provisions of Article 11 of the Zoning Ordinance and the geometric design standards in the Public Facilities Manual, as determined by DPWES; a parking tabulation which demonstrates that parking requirements are met for all uses in the Shopping Center shall be submitted to DPWES prior to issuance of a Non-RUP for the bank.
11. Both on- and off-site Stormwater Management and Best Management Practices (SWM/BMPs) shall be provided as indicated on the SE Plat, subject to the approval of DPWES. If SWM/BMP requirements cannot be met by facilities in substantial conformance with what is shown on the plat, an SE amendment shall be required.

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.