



**APPLICATION ACCEPTED:** March 1, 2004  
**APPLICATION AMENDED:** October 23, 2006; February 22, 2007  
**PLANNING COMMISSION:** March 1, 2007  
**BOARD OF SUPERVISORS:** April 30, 2007 @ 3:30 PM

# County of Fairfax, Virginia

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**March 20, 2007**

## **STAFF REPORT**

**APPLICATION SEA 81-M-097-4**

### **MASON DISTRICT**

**APPLICANT:** CCP Shirley Highway, Inc. and Petroleum Marketing Group Inc.

**ZONING:** C-6 (Community Retail Commercial)

**PARCEL:** 81-1 ((1)) 7H part

**ACREAGE:** 1.9 acres

**FAR:** 0.11

**OPEN SPACE:** 20%

**PLAN MAP:** Retail

**SE CATEGORY:** Category 5; Uses 3, 6, 11, 20 and 21: Car Wash, Drive-in Bank, Fast Food Restaurant, Quick Service Food Store and Service Station

**PROPOSAL:** Amend SE 81-M-097 (previously approved for a service station with a quick service food store) to enlarge the land area of the SE, and to replace existing uses on the site [drive-in bank with one drive-through lane, service station with quick service food store (of 738 square feet), and free standing quick service food store] with a service station with a quick service food store, fast food restaurant, and car wash and a separate drive-in bank with two drive-through lanes.

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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  
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## **STAFF RECOMMENDATIONS:**

Staff recommends approval in part of SEA 81-M-097-4, with denial of the car wash and fast food uses, subject to the proposed development conditions contained in Appendix 1.

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

It should be noted that it is not the intent of the staff to recommend that the Board, in adopting any conditions, relieve the applicant/owner from compliance with the provisions of any applicable ordinances, regulations, or adopted standards; and that, should this application be approved, such approval does not interfere with, abrogate or annul any easements, covenants, or other agreements between parties, as they may apply to the property subject to this application.

It should be further noted that the content of this report reflects the analysis and recommendation of staff; it does not reflect the position of the Board of Supervisors.

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

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 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 THE APPLICATION**

**Proposal:** The applicant is seeking to amend a special exception (previously approved for a service station with a quick service food store) to add additional land area, and permit site modifications and additional uses. The following chart compares the existing uses on-site to the proposed uses.

	<b>Existing</b>	<b>Proposed</b>
Buildings	3	2
Uses	Service station with 4 multi-product dispensers (MPDs – two sided gas pumps) and Quick Service Food Store *  Quick Service Food Store  Drive-in Bank (one lane)	Service Station (6 MPDs) with Quick Service Food Store, Fast Food Restaurant, and Car Wash  Drive-in Bank (two lanes)
Total GFA	± 6,246 sq ft **	8,425 sq ft
FAR	± 0.075 **	0.11
Open Space	Unknown ‡	20%

\* Subject to SEA 81-M-097-3

\*\* Calculated by staff

‡ Previous applications on the property did not include the entire land area included in the current SEA.

**Proposed Hours:** *Service Station, Quick Service Food Store, Fast Food:*  
24 hours / 7 days a week  
*Car Wash*  
6 am to 10 pm / 7 days a week  
*Drive-in Bank:*  
up to 24 hours / 7 days a week

**Employees:** *Service Station, Quick Service Food Store, Fast Food, Car Wash:*  
9 employees  
*Drive-in Bank:*  
12 employees  
(applicant did not indicate if this was daily or at any one time)

**Patrons:** *Service Station, Quick Service Food Store, Fast Food, Car Wash:*  
est. 1,335 per day  
*Drive-in Bank:*  
est. 450 per day

**Requested Waivers/Modifications:**

- Modification of transitional screening requirement and wavier of barrier requirement along the eastern, southern, and western boundaries, in favor of that shown on the SE Plat

**LOCATION AND CHARACTER**

**Site Description:**

The application property is located at 5550 Bloomfield Drive, in the southwest quadrant of the intersection of Bloomfield Drive and Edsall Road. The site is currently developed with the following buildings and uses, all of which are proposed to be replaced with this application:

- Drive-in bank (approximately 2,400 square feet) with one drive-through window lane (*constructed early 1960s*)
- Service station/quick service food store (approximately 1,391 square feet), with 8 fueling stations (2 per pump) on two islands (*constructed mid 1960s*)
- Free standing quick service food store (7-11; approximately 2,455 square feet) (*constructed mid 1960s*)

The property has two entrances from Edsall Road, one from Bloomfield Drive (a private street on the eastern property boundary) and a travel aisle/private street known as Vincent Gate Terrace running in an easement across the southern portion of the site. The site is virtually all pavement; with small landscaping islands along the northern and eastern street frontages.

**Surrounding Area Description:**

Direction	Use	Zoning	Plan
<b>North</b>	Edsall Road/I-395 interchange	--	--
	Bowling Alley	C-6	Retail and Other
<b>East</b>	Multi-family Residential (Bren Mar Apartments)	C-6	Residential, 16-20 du/ac
<b>South &amp; West</b>	Multi-family Residential (JPI)	PRM	Residential, 30-40 du/ac w/ support retail

## BACKGROUND

- As noted, the property is currently developed with three buildings, all of which contain uses which were initially established prior to the current Zoning Ordinance (early to mid 1960s), which are proposed to be replaced with this application.
- **SE 81-M-097** was approved by the Board of Supervisors on February 1, 1982, to allow the expansion of the building and a conversion of a portion of the service station to a quick service food store. This SE included 20,582 square feet, the service station portion of the site only (not the bank and free standing quick service food store); the Board also waived the minimum lot size.
- **SEA 81-M-097** was approved by the Board on March 18, 1991, on the same land area to allow the remodeling of the service station to permit a canopy, replacement of existing pump islands, and construction of a quick service food store. This SEA expired without being implemented on September 17, 1992.
- **SEA 81-M-097-2** was approved by the Board on August 2, 1993, on the same land area, to allow reconfiguration of the site, including the construction of a quick service food store, canopy, and replacement of pump islands.
- **SEA 81-M-097-3** was approved by the Board on July 17, 1995, to delete a requirement for a public access easement, imposed by the previous application and to delete an area of landscaping to create an access drive to the 7-11. See Appendix 4 for approved plat and conditions.
- **RZ 2003-MA-030** was approved by the Board on March 8, 2004, on the surrounding property to rezone to the PRM District for the development of a 634 multi-family unit residential development with 10,000 square feet of free standing retail uses. The CDP/FDP included an access drive across the southern portion of what is now the special exception area (though at the time it was not encumbered), and a “main street” entrance along the western edge of the SE property, with free standing retail (restaurant) uses facing this street. This development is referred to in this report as “Jefferson at Sullivan Place.”
- **CSP 2003-MA-030** was approved by the Planning Commission on December 6, 2006, on a portion of the adjacent Jefferson at Sullivan Place development, committing to a system of coordinated signage on the property surrounding the application site. The CSP covers the non-residential uses on the west side of Sullivan Place Drive and the multi-family residential buildings to the south and west of the current application.

## COMPREHENSIVE PLAN PROVISIONS

<b>Plan Area:</b>	Area I
<b>Planning District:</b>	Annandale Planning District
<b>Planning Sector:</b>	Beltway South Industrial Area; Land Unit F
<b>Plan Map:</b>	Retail and other
<b>Plan Text:</b>	

In the Fairfax County Comprehensive Plan, Area I, 2003 Edition, Annandale Planning District as amended through January 27, 2003, Beltway South Industrial Area, under the heading *Land Unit F*, beginning on page 47, the Plan states:

“Land Unit F, parcels 81-1((1))7A and 7D, are currently developed and planned with retail uses and a hotel use up to .35 FAR...”

*See Appendix 5 for additional plan text*

## ANALYSIS

### **Special Exception (SE) Plat** (copy at front of staff report)

<i>Title of SE Plat:</i>	Portion of Parcel 7H @ Edsall Road
<i>Prepared By:</i>	Walter L. Phillips, Inc.
<i>Date:</i>	July 27, 2006, with revisions through February 20, 2007

### ***Plat Description:***

The SE Plat consists of eight sheets.

**Sheet 1** is a cover sheet, including a vicinity map, a sheet index, the general notes, zoning and parking tabulations, and angle of bulk plane diagrams for both buildings as related to Edsall Road.

**Sheet 2** shows the existing vegetation map and existing conditions.

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

**Sheet 4** shows the conceptual landscape plan for the site.

**Sheets 5 & 6** include the stormwater management plan and outfall analysis.

**Sheet 7** shows the lighting map for the service station canopy.

**Sheet 8** shows the proposed architecture.

Architecture:

Two buildings are proposed on the site, a drive-in bank and a multi-use building as discussed below. Elevations of the buildings are included in the SE Plat, but do not specify colors or materials.

The bank building is a single story, flat-roofed structure with taller, gabled elements at both the northern and southern ends. The multi-use building has a flat roof that is varied in height, with a gabled element on the highest middle section. As stated, no materials are indicated for these buildings, either on the elevations or in supporting materials; however, the elevations appear to be brick and some other material, possibly glass. Both buildings show arched window details, as shown in the elevations below.

Drive-in Bank

The proposed bank is located on the western portion of the site, adjacent to the “main street” entrance road to the Jefferson at Sullivan Place development. Two drive-through lanes and canopy are shown on the eastern side of the building. The plat indicates that the building will be 3,800 square feet in area, with a maximum height of 35 feet. As shown in the elevations below, the majority of the building will be one-story with a taller feature at the north and south ends of the building. The applicant has verbally indicated that the bank will include a walk-up ATM on the building, which would be beneficial given the surrounding residential complex.



*Bank Elevation, north (facing Edsall Road)*



*Bank Elevation, west (facing Sullivan Place Drive)*

The applicant has requested no limitations on the hours of operation for the bank because they have not identified a bank tenant at this time.

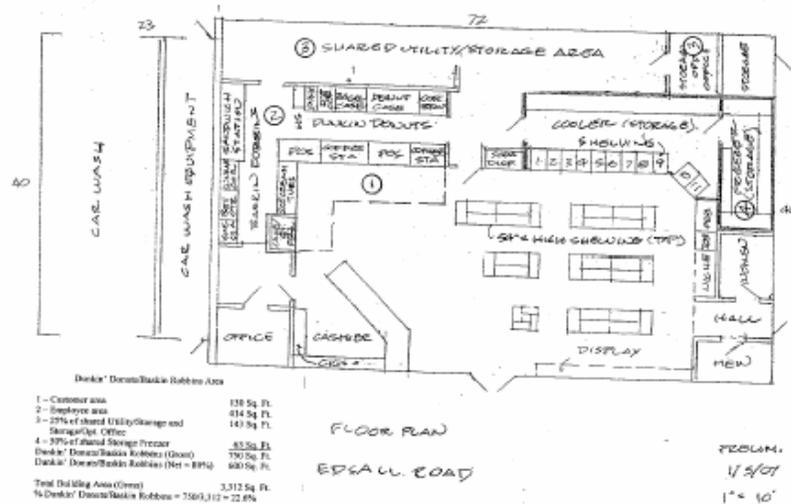
Multi-Use Building:

The remaining uses on the site (service station, quick service food store, car wash, fast food) are proposed in the second building, that, as shown on the plat would have a gross floor area of 3,500 square feet plus an attached car wash of 1,125 square feet. The elevations and floor plan indicate a single front door for the building, with the uses provided as different counters inside, not as completely separate uses.



Multi-use building elevation, north (facing Edsall Road)

A possible floor plan for the interior of this multi-use building was provided by the applicant, which indicates how space might be allocated between the proposed uses. This floor plan has been included with the applicant's statement of justification and is shown below. The majority of the space is allocated to the quick service food store (the cashier for the store would also serve the service station pumps). The applicant proposes to allocate approximately 22.6% of the gross floor area of the building to the fast food use.



Proposed floor plan: multi-use building

### *Service Station Use*

The service station portion of the development would include a free-standing canopy would be located in front of the multi-use building, parallel to Edsall Road. The canopy, as shown, would have three islands with two pumps each, a total of 12 fueling stations (as each pump is double sided). No service bays are provided. The applicant has requested that the current hours of operation for the service station and quick service food store (24 hours a day / seven days a week) be continued, although reduced hours for the car wash (6 am to 10 pm) are requested.

### *Quick Service Food Store Use:*

The majority of the proposed multi-use building will be utilized as a quick service food store (2,750 of the total 3,500 square feet). As noted, the applicant has requested that the hours of operation for this use be 24 hours a day/seven days a week.

### *Fast Food Restaurant Use:*

The proposed fast food use would be, as described by the applicant, a Dunkin Donuts and Baskin Robbins combination, selling doughnuts, bagels, muffins, etc., prepared breakfast and lunch sandwiches, coffee and other beverages, and ice cream, sundaes, shakes, malts, etc. According to the floor plan provided by the applicant, 750 gross square feet would be utilized by this use (600 net square feet), or 22.6% of the gross floor area of the building. The use, as shown on the floor plan, would have separate counters and registers from the service station/quick service food store. The floor plan does not show any counter or table seating for the use (nor is any accounted for in the parking tabulations), but there could be room in center of the store for limited seating. Additionally, the applicant has verbally requested that outdoor seating be allowed for the use. No area on the SE Plat is shown for such outdoor seating, nor does there appear to be any area where such seating could be provided, other than in the sidewalk along the front of the store (8 feet wide). The applicant has requested that the hours of operation be 24 hours a day/seven days a week.

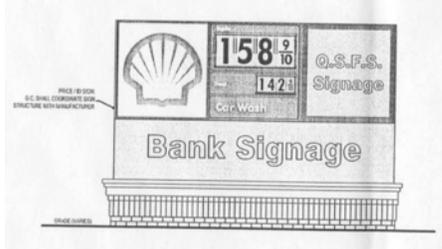
### *Car Wash Use:*

The proposed car wash would be located on the eastern side of the multi-use building. The applicant has indicated that the car wash will serve 15 to 16 cars an hour, but it is unclear how this will be ensured. The hours of operation requested for the car wash (an entirely new use on the site) are 6 am to 10 pm, seven days a week.

### *Signage*

The applicant has shown minimal building signage details on the SE Plat. A single free standing sign is shown adjacent to the Edsall Road entrance, and illustrated on Sheet 8 of the Plat. No colors, materials, or size are provided with the illustration. The applicant has indicated that signage will be coordinated with the recently approved Comprehensive Sign Plan approved for the surrounding residential development, but not how such "coordination" will be achieved or monitored. Finally, while the

elevations of the multi-use building shown above show a single “tenant” sign, with four uses in the building (service station, quick service food store, Dunkin Donuts, and Baskin Robbins), it is probable that additional identification signs would be requested on this façade.



*proposed free standing sign as shown in SE Plat*

### Access, Circulation & Parking

The site is bounded by Edsall Road to the north, Bloomfield Drive to the east, Vincent Gate Terrace to the south, and Sullivan Place Drive to the west. Vincent Gate Terrace and Sullivan Place Drive are private streets that were developed as part of the adjacent mixed-use development.

The application will consolidate two existing entrances on Edsall Road into a single entrance. Access is provided to Bloomfield Drive (on the east), via a direct entrance and through Vincent Gate Terrace, which connects Sullivan Place Drive to Bloomfield Drive across the southern portion of the application property. It should be noted that much of the traffic from the adjacent development (that includes secondary restaurant uses) is likely to use Vincent Gate Terrace/Bloomfield Drive to go west on Edsall Road and to I-395. A right-turn exit only is also provided to Sullivan Place Drive, which would then allow a right-turn exit only onto Edsall Road.

### Pedestrian Connections

The SE Plat shows five foot wide sidewalks along the Edsall Road, Bloomfield Drive, and Sullivan Place Drive frontages. An existing sidewalk along Vincent Gate Terrace is located on the adjacent residential property. Crosswalks are shown across all entrances, and into the site from the surrounding sidewalks and from front door of the adjacent residential (located just off the southwestern corner of the application property).

### Stormwater Management / BMPs

The applicant in decreasing the impervious surface on the site, and has demonstrated adequate outfall. Although no stormwater management or BMPs are therefore required, the applicant has indicated their willingness to install some sort of structural BMPs, such as filterra devices. Staff has proposed such a development condition.

### Open Space & Landscaping

The SE Plat shows that 20% of the site will be maintained as open space. The majority of this is in landscape islands on the periphery of the site, though some additional open space is provided at the front door (north side) of the bank. The landscape legend indicates simply that these will be a mix of shrubs and deciduous and evergreen trees.

### **Land Use Analysis** (Appendix 5)

The applicant is seeking to redevelop a portion of a parcel that is planned for retail uses up to 0.35 FAR. The proposed development would have a maximum FAR of 0.11, with a proposed maximum building height of 35 feet.

### ***Issue:*** *Intensification on Site / Number of Uses*

The applicant's proposal would replace three (or four) uses in three older buildings with five uses in two new buildings. The proposal would increase the gross floor area on the site by 35%, and increase the expected traffic generation by approximately 52%. While revitalization of this site is clearly desirable, staff believes that approving too much on this site in an attempt at revitalization will not be an improvement. The applicant has worked with staff to reduce the initial requests, dropping a drive through bank lane and a service station pump island, reducing the size of the proposed bank by 200 square feet, and reducing the area devoted to fast food within the service station by 90 square feet.

Staff remains concerned, however, that the proposal is simply too much for the site. Staff therefore has proposed that that the request be approved in part, rather than as proposed. Specifically, staff has proposed that the fast food and car wash uses be denied. In addition to a general reduction in activity and intensity, this would allow the area currently shown as car wash and its stacking spaces to become landscaped open space, better screening the existing residential uses to the south and east. Denying the fast food as a separate use would also reduce the required parking by five spaces. As there are at least four parking spaces on the site that staff believes are highly undesirable and dangerous, this would allow those spaces to be deleted and replaced with landscaped open space without negatively impacting parking, further screening the front entrance of the adjacent residential development from the new auto-oriented uses in its front yard.

With staff's recommendation (denial of the car wash and fast food uses) and associated development conditions, these issues would be satisfactorily addressed.

### ***Issue:*** *Screening to residential*

The existing site has very little open space or landscaping to buffer the existing residential uses on the east side Bloomfield or the abutting residential to the south. As proposed, the application does increase the on-site green space and landscaping. However, the applicant proposes not only to increase the size of all of the existing

uses, but also to add two additional uses (fast food and car wash). Staff does not believe that, with the addition of more auto-oriented uses on this site, the proposed additional landscaping is sufficient to off-set the impacts of the increased activity on the site. In particular, the car wash is buffered by only 22 feet of landscaping on the south (divided by the stacking lane) and at most by 18 feet on the east. As noted, staff has proposed that these two new uses be denied. In addition to removing the potential impacts of these uses, this would allow additional space for landscaping.

With staff's recommendation (denial of the car wash and fast food uses) and associated development conditions, these issues would be satisfactorily addressed.

***Issue: Compatibility with surrounding residential development***

As previously noted, the area surrounding the application property was rezoned in 2004 to the PRM District, and a Comprehensive Sign Plan for the commercial and rental portion of the site was approved in 2006. During review of those applications, it was discussed by staff that the current site should be included to ensure coordinated development, however that was not possible with the existing and proposed uses, as drive through uses are not allowed in the PRM District. Staff believes it would be highly desirable for the current application to develop in a manner that is compatible with and coordinated with that earlier development (which is now constructed). An illustration of the commercial building on the west side of Sullivan Place Drive is shown here.



The applicant has provided elevations for both buildings proposed on the application property, showing the fronts, but not the rears (or the sides of the multi-use building). Because all sides of the development are visible, facing a “front” road, into the active areas of the site, or abutting residential (with minimal screening and no barrier), staff is particularly concerned about these facades. Additionally, while the elevations appear to be brick, no actual materials or colors are provided. Relating to signage, a note indicates that signage will be coordinated with the CSP approved on the adjacent property, but does not indicated how, and goes on to say that “dimensions, details, color, copy, font...” may change. Finally, the entire elevation sheet is labeled “for information only.”

Staff has therefore proposed development conditions requiring the applicant to provide treatments on the rears and sides of the buildings that is comparable to that on the fronts, and will require that building and signage materials and colors be demonstrated to be coordinated with those in the surrounding development.

## **Transportation Analysis** (Appendix 5)

The applicant has worked with staff to consolidate existing entrances and improve on-site circulation by relocating the proposed bank drive through lanes and deleting one lane. The applicant has shown an existing bus shelter on Edsall Road to be relocated behind the sidewalk, as requested. The proposed access to the site conforms with the access plan developed with RZ/FDP 2003-MA-030 (the surrounding residential development).

### ***Issue: Increase in Traffic Generation***

As noted, traffic generation under the applicant's proposal is expected to increase by approximately 52% over the current situation. While the surrounding road network is not expected to be negatively impacted by this increase in traffic, it will be important to buffer the surrounding uses from this increase, as discussed in the land use section.

### ***Issue: Parking Space Location***

The SE Plat shows four parking spaces on the southern end of the bank building, directly accessing Vincent Gate Terrace. Staff is concerned that these spaces will conflict with the significant amount of traffic expected to utilize Vincent Gate Terrace to access the signalized intersection at Bloomfield and Edsall. As proposed, the SE Plat shows 43 requires spaces and 47 spaces provided. Because the four problematic spaces on Vincent Gate Terrace are not required spaces, staff has proposed a development condition requiring that these four spaces be replaced with landscaped open space. With the imposition of this condition, this issue would be addressed.

### ***Issue: Circulation***

Circulation is likely to be confusing on the site as proposed. The proposal includes a plethora of uses, all of which are auto-oriented, including two drive through uses. Parking is located in a number of places, in front of the multi-use building, on both sides of the travel aisle between the multi-use building and the bank, and in the northwest corner of the site (a parking area that also accesses both the drive through window lanes at the bank and the right-out exit onto Sullivan Place Drive). Four spaces are also located on the south side of the bank, accessed directly from Vincent Gate Terrace (a potentially serious conflict). As noted, staff has proposed that two of the auto oriented uses (car wash and fast food) be denied, which would reduce the activity on the site and therefore result in improved circulation. Denying the car wash would also remove two points of conflict (enter and exit) from the circulation pattern.

## **Environmental Analysis** (Appendix 4)

The site is considered redevelopment, as the applicant is increasing the amount of pervious surface on the property; therefore, no additional stormwater management devices would be required by the PFM. As part of the SE process, however, staff believes it is appropriate to provide some additional water quality benefits, as the complete demolition and reconstruction of the site offers an opportunity to do so with little

difficulty. The applicant proposes to provide a series of Filterra water filtration devices to improve water quality on the site. There are no outstanding environmental issues raised by the application.

**ZONING ORDINANCE PROVISIONS**

<b>BULK REGULATIONS (C-6 District)</b>		
<b>Standard</b>	<b>Required</b>	<b>Provided</b>
Lot Size	40,000 square feet	1.9 acres
Lot Width	200 feet	290 feet (Edsall Rd)
Max. Building Height	40 feet	35 feet
Front Yard	45° ABP, not less than 40 feet (40 feet)	141 feet (multi-use, Edsall Rd) * 42 feet (canopy, Edsall Rd) 96 feet (bank, Edsall Rd)
Rear Yard	20 feet	85 feet (bank) 68 feet (multi-use, Edsall Rd)
FAR	0.40	0.11
Open Space	15%	20%
Parking	43 spaces	47 spaces
Loading Spaces	1	1
Stacking Spaces	5 each for first two windows	5 each for first two windows
<b>Transitional Screening &amp; Barrier:</b>		
<b>East</b> (C-6 – MF residential)	25 feet TS, barrier E, F or G	min. 7 feet; no barrier
<b>South</b> (PRM – MF residential)	25 feet TS, barrier E, F or G	none (at bank) 20 feet, separated by stacking lanes (at car wash) no barrier
<b>West</b> (PRM – commercial)	25 feet TS, barrier E, F or G <i>(residential zoning)</i>	20 feet (including sidewalk); no barrier

\* The application shows a narrow outparcel to be created along the eastern boundary of the site so that no frontage would be located on Bloomfield Drive, eliminating that frontage as a “front” yard

**Waivers and Modifications Requested**

- Modification of transitional screening requirement and wavier of barrier requirement along the eastern, southern, and western boundaries, in favor of that shown on the SE Plat.

While the application does present an increase in landscaping and screening over what exists on the site today, staff remains concerned that the proposal is an inappropriate increase in the amount of activity on this site. As proposed by staff (no

car wash, no fast food) the proposed increase in landscaping would be sufficient to offset the increased uses. The proposed landscaping is not sufficient to mitigate the proposed car wash and fast food uses.

It should also be noted that if the applicant had not created an outlot to circumvent the front yard requirement along Bloomfield Drive, the setback alone would have created sufficient area to provide adequate screening along Bloomfield Drive. With (and only with) staff's proposal (no car wash, no fast food) and proposed development conditions, the modifications and waivers would be acceptable.

### **Special Exception Requirements (Appendix 7)**

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

General Standard 1 requires that the proposed use at the specified location be in harmony with the adopted Comprehensive Plan. The Plan recommends retail uses up to a maximum FAR of 0.35 for this property. As noted, the application request is for retail uses at an FAR of 0.11. Therefore, this Standard has been met.

General Standard 2 requires that the proposed use be in harmony with the general purpose and intent of the applicable zoning district regulations. The C-6 District was established to provide for retail commercial and service uses which are oriented to serve several neighborhoods or approximately 20,000 persons. The proposal to improve an existing retail center on Edsall Road could be consistent with these goals, so long as careful attention is paid to the orientation of the uses on site and to adequate protection for the adjacent residential uses. Staff is concerned that, as proposed, the use is more oriented to serve the nearby interstate than to serve the surrounding neighbors. Staff's proposal to eliminate the requested car wash and fast food uses would sufficiently limit the uses on the site and ameliorate this concern. Therefore, with staff's proposed development conditions, but only with those conditions, staff believes this standard will be addressed.

General Standard 3 requires that the proposed use be harmonious with and not adversely affect the use or development of neighboring properties in accordance with applicable zoning district regulations and the adopted Comprehensive Plan. Again, staff is concerned that the request is overly ambitious and will be too much for this small site. Therefore, staff has proposed limitations (no car wash, no fast food) to address this issue. Additionally, while it is recognized that the quick service food store operating on the site has 24 hour operation, that use is not operating under Special Exception approval. Staff believes that the proposed expansion and increase in traffic (approximately 52%) warrants restricted hours. The proposed 24 hour use would be approximately 70 feet from the wall (and windows) of the recently constructed residential building. Staff has therefore proposed more limited hours of operation for the uses on the site. Staff believes that, with the imposition of the proposed development conditions, this Standard will be satisfied.

General Standard 4 requires that the proposed use be such that pedestrian and vehicular traffic associated with such use will not be hazardous or conflict with the existing and anticipated traffic in the neighborhood. The applicant has provided for adequate vehicular entrances and pedestrian improvements such as larger sidewalks that are better screened from traffic. Although the SE Plat does not show a by-pass lane for the drive-through windows, staff believes that the layout of this site is such that no by-pass lane is necessary. Staff remains concerned about the four parking spaces proposed on the south side of the bank, on Vincent Gate Terrace, which staff considers to be hazardous. As noted, staff has proposed a condition deleting these spaces, and with this condition, this standard will be met.

General Standards 5, 6, 7 and 8 require that landscaping, screening, open space, adequate utility, drainage, signage, parking and loading spaces be regulated in accordance with the Zoning Ordinance; however, the Board of Supervisors may impose more strict requirements for a given use than those set forth in the Ordinance. With the imposition of the proposed development conditions, this standard has been satisfied, though it should be noted that staff has proposed additional restrictions on signage to ensure coordination with the surrounding mixed-use development.

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; however, it should be noted that the application meets the front yard standards only by virtue of the creation of an outlot along Bloomfield Drive. Without the creation of this outlot, which varies from 6 to 10 feet in width, the multi use building would have to be set significantly further from Bloomfield (an additional 28 feet). As previously noted, this additional space would have provided much improved screening for the proposed expansion on this site.

Additional Standards for Automobile-Oriented Uses, Car Washes, Drive-In Banks...  
Fast Food Restaurants, Quick Service Foods Stores, Service Stations, ...  
(Sect. 9-505)

For districts where these uses are permitted by special exception, Paragraph 1A states that the use should have the same architectural features on all sides, or be compatible with the building group or neighborhood. As noted, staff has proposed development conditions to fully address this standard by requiring architectural treatments on all sides of the buildings that matches that shown on the front elevations, and by requiring colors and materials that are the same as those in the surrounding development. With the imposition of these conditions, this standard will be addressed.

Paragraph 1B requires the use to be designed so that pedestrian and vehicular circulation is coordinated with adjacent properties. As noted in the transportation analysis, the applicant has consolidated and improved the existing entrances, and provided for improved pedestrian connections along and into the site. The site has

been designed to accommodate the revised network of private streets developed with the adjacent residential uses. This standard has been addressed.

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, staff has been concerned about the number and intensity of uses proposed for the site. With staff's proposed revisions (no car wash, no fast food) the site should be sufficient to accommodate the proposed expansion, and this standard would be addressed. If the car wash and fast food were to be approved, staff does not believe that this standard would be addressed. The car wash drive through stacking lanes, in particular, have the potential to interfere with traffic from the site and on Vincent Gate Terrace trying to access the light at Bloomfield Drive and Edsall Road. The four parking spaces on Vincent Gate Terrace (which would not be required if the fast food use is not approved, and which staff has recommended for deletion) are also not in conformance with this standard as they would require hazardous backing into the traffic on Vincent Gate Terrace.

Paragraph 1D states that a lot should be of sufficient area and width to accommodate the use, and that the proposed use should not adversely affect any nearby existing or planned residential areas. As noted, redevelopment of the site is desirable, and the application as proposed does increase the amount of open space and landscaping on the site. Staff continues to believe, however, that the application does not have sufficient area to support the proposed uses (with five uses) while at the same time screening them from the immediately surrounding residential uses. Staff therefore recommends that the car wash and fast food uses be denied. With staff's proposal, but only with staff's proposal, this standard will be addressed.

In the C-6 District, Paragraph 3 also requires that no outdoor storage be allowed, that service stations not be used for the performance of major repairs and limits the outdoor storage of abandoned, wrecked, or inoperable vehicles on the site. No service bays are proposed on this site. A development condition addressing outdoor storage has also been proposed. With the imposition of these conditions, this standard has been addressed.

### **Summary of Zoning Ordinance Requirements**

In staff's opinion, the application as proposed does not fully address the standards required by special exceptions. However, if approved as staff has recommended, with no car wash or fast food use and with the imposition of the proposed development conditions, staff feels that the standards would be appropriately addressed.

## **CONCLUSIONS AND RECOMMENDATIONS**

### **Conclusions**

The applicant is requesting to combine and expand the existing service station and two quick service food store uses (from 1,391 square feet and 8 fueling stations to

3,500 square feet and 12 fueling stations), to expand the existing drive-in bank use (from 2,400 square feet with one window to 3,800 square feet with two windows), and to add two entirely new uses to the service station combination, a car wash and a fast food restaurant. All of these uses except the car wash are requested to operate 24 hours a day (though the bank is not expected to actually operate 24 hours a day).

Staff recognizes that the uses existing on the site today are in need of rehabilitation, and that such improvements will likely require the expansion of the uses. The 24-hour service request, however, would appear to be targeted to serving traffic from nearby I-395 rather than the adjacent residential uses. Staff believes that the development request as proposed by the applicant is too intense for the site. While landscaping above that existing today is proposed, modifications are requested, and the additional uses require significant parking and stacking spaces that eliminate the ability to fully offset their impacts on the immediately abutting residential properties. Additionally, staff believes that the circulation on the site, as proposed by the applicant, will be too crowded and conflicted.

Staff believes that deleting the proposed car wash and the proposed fast food use would allow sufficient expansion opportunities for the site, and additional services for the residents of the surrounding area, without negatively impacting those surrounding residential uses. These deletions would also allow for sufficient space for additional circulation (for the increased traffic expected even under this reduced proposal) and landscaping (to soften the impacts of the expansion).

### **Recommendations**

Staff recommends approval in part of SEA 81-M-097-4, with denial of the car wash and fast food uses, subject to the proposed development conditions contained in Appendix 1.

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

It should be noted that it is not the intent of Staff to recommend that the Board of Supervisors, 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.

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

It should be further noted that the content of this report reflects the analysis and recommendations of Staff; it does not reflect the position of the Board of Supervisors.

## **APPENDICES**

1. Proposed Development Conditions
2. Affidavit
3. Statement of Justification
4. Plat and conditions: SEA 81-M-097-3
5. Comprehensive Plan and Environmental Analysis
6. Transportation Analysis
7. Stormwater Management Analysis
8. Applicable Zoning Ordinance Provisions
9. Glossary of Terms

## **DEVELOPMENT CONDITIONS**

**SEA 81-M-097-4**

**March 20, 2007**

If it is the intent of the Board of Supervisors to approve SEA 81-M-097-4 located at 5550 Bloomfield Drive, Tax Map 81-1 ((1)) 7H part, to permit a drive-in bank, service station and quick service food store, pursuant to Section 4-604 of the Fairfax County Zoning Ordinance, staff recommends that the Board condition the approval by requiring conformance with the following development conditions, which supercede all previous conditions. Conditions carried forward from the previous approval are marked with an asterisk. (\*)

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 (SE Plat) approved with this application, as qualified by these development conditions.
3. Irrespective of that shown on the SE Plat, no separate fast food use, as determined by the Zoning Administration Division, shall be included in the service station/quick service food store.
4. Irrespective of that shown on the SE Plat, no car wash shall be provided. That area shown for the car wash and associated travel and stacking areas shall be replaced with landscaped open space to enhance the buffer for the adjacent residential use, as approved by Urban Forest Management (UFM).
5. 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 SE Plat entitled "Portion of Parcel 7H @ Edsall Road" prepared by Walter L. Phillips, Inc., consisting of seven sheets, dated July 27, 2006, with revisions through February 20, 2007. Minor modifications to the approved Special Exception may be permitted pursuant to Par. 4 of Sect. 9-004 of the Zoning Ordinance.
6. Irrespective of the note on Sheet 8 of the SE Plat, architecture shall be in substantial conformance with that shown on the SE Plat, and shall utilize brick as the primary building material. Prior to building permit approval, it shall be demonstrated to DPWES that the colors and materials used are consistent with those used in the commercial buildings on the western side of Sullivan Place Drive.

7. Architecture on the rear (south side) of the buildings shall be substantially in conformance with that shown for the front (north side); architecture on the other two sides of the building shall be consistent in terms of materials and style with the elevations shown.
8. The bank shall have at least one ATM for pedestrian service available 24 hours a day, which may be in a secured foyer.
9. The four parking spaces at the southern end of the bank, labeled "4 existing parking spaces (to remain)", shall be scarified and replaced with landscaped open space, to the satisfaction of UFM.
10. Prior to issuance of any Non-RUP, it shall be demonstrated to DPWES that adequate parking is provided in accordance with these conditions and to serve all uses on the site. Should adequate parking not be available, the proposed uses shall be reduced in size or uses eliminated to meet the minimum parking requirements. The three parking spaces located in the southwestern corner of the site, in the front courtyard of the adjacent residential, (labeled "spaces not included in parking provided with the application") shall not count towards any required parking on this site.
11. Hours of operation for all uses shall be limited to 6 am to 11 pm.
12. No more than one freestanding identification sign shall be permitted on the site which shall be a monument-style sign (all uses may be represented on such sign). Such sign shall meet the requirements of Article 12, as well as the sight line requirements of the Zoning Ordinance, VDOT and the PFM. The existing non-conforming sign, if not previously removed, shall be removed.
13. Prior to approval of any sign permit, it shall be demonstrated to DPZ that the colors and materials used for any sign are consistent with those allowed under CSP 2003-MA-030 (as it may be amended).
14. Temporary promotional banners, other than those allowed by the Zoning Ordinance, balloons, flags, or rooftop displays shall not be permitted on site.
15. All lighting, including security, pedestrian and/or other incidental lighting, shall meet the standards of Article 14 of the Zoning Ordinance.
16. There shall be no outside storage or display of good offered for sale. \*
17. To ensure protection of groundwater quality, all existing and future underground storage tanks on the site shall be maintained or installed in accordance with current federal, state, and local regulations as may be determined by the State Water Quality Control Board, DPWES, and the Fire and Rescue Department. \*

18. 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.
19. At least two Filterrras or equivalent water quality structures shall be provided to enhance water quality. Such structures shall be constructed and maintained in accordance with DPWES recommendations.
20. A landscape plan shall be submitted concurrent with site plan review and shall provide, at a minimum, the number and sizes of trees and plantings consistent with that shown on the SE plat. Species choice shall be coordinated with Urban Forest Management (UFM), and the landscape plan shall be subject to the review and approval of UFM.

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.