



COMMONWEALTH OF VIRGINIA
COUNTY OF FAIRFAX
STAFF REPORT ADDENDUM I



SE 83-V-010

OCTOBER 5, 1988

BACKGROUND

The Staff Report dated April 7, 1983 recommended approval of SE 83-V-010. A copy of this staff report is included as attachment 1. Since the publication of the staff report, the applicant has submitted a revised SE plat, Statement of Justification and Affidavit, that are included with this addendum as Attachments 2, 3 and 4.

Special Exception Application 83-V-010, submitted in February 1983, was a request by Ford Leasing Development to expand the new vehicle storage area by 135 spaces. These new spaces were to front on Route 1 in the northwest portion of the site.

Concurrent with this special exception application was a Board's Own Motion (RZ 83-V-018) to rezone a .4926 acre part of Parcel 52 from the R-4 (Residential Four Dwelling Units per acre) to the C-8 (Highway Commercial) District. The northern portion of SE 83-V-010 included this R-4 zoned property. The rezoning was to correct the official zoning map to accurately reflect the C-8 boundary line as originally approved in 1953.

On April 13, 1983, the Planning Commission voted to defer SE 83-V-010 and RZ 83-V-018. A copy of the Planning Commission's minutes are enclosed with this addendum as attachment 5.

COMPREHENSIVE PLAN PROVISIONS

In the 1983 staff report, the Comprehensive Plan text was cited as recommending residential use a 5-8 dwelling units per acre on the application property.

In the 1986 edition of the Comprehensive Plan, the same recommendation of residential use at 5-8 dwelling units per acre is recommended. Additional plan text, applicable to this site, is contained in this 1986 edition. That text is as follows:

The 10.32-acre property is located in the Greater Belle Haven Community Planning Sector (MV3) of the Mount Vernon Planning District in Planning Area IV. Conformance with the Comprehensive Plan has been evaluated by reviewing the application in light of the following citations from the Comprehensive Plan:

On page IV-33, under the section entitled "Recommendations, Land Use, Route 1 Corridor Area", the Plan states:

"C. The commercially-zoned area consisting of parcels 83-3((1)) 52 (pt.) and 53A, and those parcels southwest of Quander Road should be planned for R-5, or preferably PDH-5, residential uses . . ."

Also, on page IV-46, in paragraph D, under the section entitled "Recommendations, General Corridor Policy", the Plan states:

"Car dealerships and used car lots may be considered appropriate uses within the Route 1 corridors (sic) provided one of the following conditions is met:

2. Should efforts fail in an attempt to develop an auto dealership park, separately located auto dealership developments may be considered within the Route 1 corridor area provided the site plan and associated architectural elements exhibit quality design and compatibility of surrounding land uses. Interior and peripheral landscaping should exceed established minimum criteria as set forth in the Zoning Ordinance. Such dealership should be permitted by special exception only and on a limited basis in order to avert conditions of blight and achieve the objectives of upgrading the Route 1 corridor as cited in the Plan.

- F. It is recommended that residential uses be preserved and enhanced, and that existing landscaping be retained. It is also recommended that new residential uses be provided along the Route 1 corridor as a major addition to the character of the primarily commercial corridor.

Also, on page IV-47, under the section entitled "Corridor Land Use Policy", the Plan states:

"B. Development and changes within the corridor must not be allowed to cause significant disruptions to, nor have a detrimental impact on the stability and character of, nearby residential areas. Appropriate measures to protect against adverse commercial development should include:

1. Establishment of transitional land uses where otherwise incompatible land uses would abut residential areas so as to reduce the incompatibility between the two activities;
2. Provision for effective buffering and screening between incompatible, adjacent uses, such buffering and screening to consist of existing trees and other natural shrubbery in addition to plantings required by the screening requirements of the Zoning Ordinance; and
3. Additionally, if the specific activity is such that a residential area may be unduly impacted, additional screening should be required, as well as transitional yards in excess of those detailed in the zoning ordinance.

Also, on page IV-8, under the section entitled, "Policies for Neighborhood Protection", the Plan states:

- "o Development Control - The County should impose development controls which limit the negative impacts of conflicting land uses (existing and proposed), provide for buffers and other ameliorating measures, and ensure that infill development is in character with the surrounding areas."

Also on page IV-8, under the section entitled "Commercial Encroachment into Stable Residential Neighborhoods and Commercial Sprawl Along Transportation Corridors", the Plan states:

- "o In order to minimize the adverse impacts of incompatible land uses in close proximity to one another and to stabilize the boundary of commercial activity, it is necessary to establish transitional land uses or natural barriers between residential and nonresidential uses. In addition to blocking adverse visual

and noise impacts, appropriately placed transitional land uses act as a geographic stepdown from higher intensity to lower intensity land uses."

Finally, on page IV-9 under the section entitled "Abutting Incompatible Land Uses with Minimal Buffering", the Plan states:

"...in those situations where high- and low-intensity uses abut one another, natural buffering such as landscaped earth berms, screening, and existing vegetation should be utilized wherever possible to minimize adverse visual and noise impacts. Such natural buffering should be required of developers. In those instances where development has already taken place, the County should act to enforce such screening provisions around high-intensity activity areas. . . . "

The Area IV Plan map shows that the subject property is planned for residential use at 5-8 dwelling units per acre.

DISCUSSION

The revised SE plat, dated February 26, 1988, proposes the following changes:

- An additional curb cut on Quander Road to the site which presently has 2 curb cuts on Quander Road and 1 curb cut on Route 1;
- An increase in the square footage of the sales/service building from 30,000 to 35,636 square feet to accommodate 8 additional service bays;
- 36 additional parking spaces located north of the sales/service building where 88 spaces were previously proposed;
- Reconfiguration of parking spaces south of the sales/service building as a result of the additional curb cut on Quander Road, Quander Road right-of-way previously acquired by Fairfax County, and the expansion of the sales/service building.

- Addition of approximately 200 new vehicle storage spaces to the rear of the sales/service building, along the eastern property line. (Previously, this area was depicted as vacant on the SE plat.) Total parking on-site is proposed at 413 spaces;
- Deletion of the .4926 acre property, zoned R-4, from the SE application. Board's Own Motion RZ 83-V-018 is not being acted on at this time.
- Provisions of a one-hundred (100) foot wide limited scenic easement along the east property line landscaped with six (6) to eight (8) foot high white pines placed ten (10) feet apart. A six (6) foot high wood fence is proposed between the new vehicle storage area and the landscaping.

The applicant is also requesting a waiver of the transitional screening and barrier requirements along Quander Road.

Environmental Analysis

There are a number of environmental issues associated with this application, including problem soils, storm drainage requirements, encroachment in the flood plain, and landscape screening. The complete Environmental Analysis is included as Attachment 6 of this report.

There are alluvial soils present on the subject property. In addition, there may be marine clay deposits associated with the steep slope areas. Therefore, a geotechnical engineering study in accordance with Chapter 107 of the Fairfax County Code may be required prior to development of the site. The Department of Environmental Management will determine at the time of site plan review if such a study is necessary.

The eastern portion of the application property may be to be within the one-hundred (100) year floodplain. Although channel improvements have been constructed in the area that may have the effect of removing the application from the floodplain, the applicant will need to demonstrate to the satisfaction of the Director of DEM, at the time of site plan review, that the application property is outside of the limits of the one-hundred (100) year floodplain. If the application property, and specifically the new vehicle storage area, are found to be within the floodplain, the applicant would be required to seek a Special Exception to fill in the floodplain prior to construction on site.

Drainage problems are currently experienced on the property. These problems are a result of an inadequate culvert located on the property that is not containing and transmitting water downstream as originally designed. The applicant should address the drainage problem to the satisfaction of the Department of Public Works prior to final site plan approval.

Existing vegetation should be retained and supplemented to provide an effective buffer between the subject property and adjacent residential uses located on Windsor Road and Quander Road. A landscape plan should be provided to the County Arborist for review and approval that will effectively screen the view of parked cars from Quander Road and Route 1. Interior parking lot landscaping should be provided in accordance with Section 13-106 of the Zoning Ordinance.

The SE plat proposes landscaping within the limited scenic easement, along the east property line, but not along the public street, frontages or within the parking lot.

Comprehensive Plan Analysis

The request to expand the vehicle storage area by 217 spaces and to construct an eight (8) bay addition to the sales/service building is an intensification of the use and raises several land use concerns. These include conflict with the recommended land use for the property, intensification of the use, compatibility with the adjacent residential neighborhoods, and the visual appearance of the facility. The complete analysis of this application by the Planning Division is contained in Attachment 7 of this report.

The existing automobile dealership is not in harmony with the Comprehensive Plan's land use recommendation of residential use at 5-8 dwelling units per acre for the property. The proposed intensification of the auto oriented use is also contrary to an objective of the Plan to prevent commercial intrusion into areas planned for residential use. The Plan recommends that "new residential uses be provided along the Route 1 Corridor as a major addition to the character of the primarily commercial corridor." Consequently, because the existing use precludes residential development as per the Plan, any further intensification of this use is undesirable.

Further, this application is not in harmony with the Comprehensive Plan text stating that automobile dealerships located on Route 1 should exhibit quality design and compatibility with surrounding land uses through the provision of interior and peripheral landscaping exceeding minimum requirements of the Zoning Ordinance. This application lacks interior lot landscaping and landscape screening along both Route 1 and Quander Road.

The Comprehensive Plan text applicable to this property speaks clearly to the issue of minimizing the adverse impacts of incompatible land uses in close proximity to one another and stabilizing the boundary of commercial activity. While the applicant is proposing to provide a one hundred (100) foot limited scenic easement between the car dealership and the adjacent Belle Haven Subdivision, the long rows of vehicles (approximately 3500 feet in length) proposed to be parked on the property will be visible from the adjacent Belle Haven neighborhood and residences across Quander Road.

As proposed, the application does not address the Comprehensive Plan goal of upgrading the appearance of the Route 1 corridor.

Staff finds the application to be contrary to the Comprehensive Plan recommendation of residential use for the property, and the Plan text addressing quality of site design, compatibility with the surrounding neighborhood, and intensification of land use.

Transportation Analysis

The Transportation Analysis is included in Attachment 8 of this report. This analysis indicates that a number of issues have not been resolved by the applicant.

Dedicate 98 feet of right-of-way from the centerline of Richmond Highway (Route 1).

The SE plat proposes a right-of-way dedication of forty-eight (48) to sixty-five (65) feet along the site's Route 1 frontage. This right-of-way dedication is not adequate to address the planned widening and improvement of Route 1.

Construction of a service drive, with curb, gutter and sidewalk along Route 1.

The existing Route 1 service drive along the site's frontage should be extended, and curb, gutter, and sidewalk provided. Use of the service drive for parking, as indicated on the SE plat, is unacceptable.

The Office of Transportation is agreeable to delaying construction of this service drive until development occurs on Parcel 53d, located to the northeast of the application property. However, the applicant should dedicate the public right-of-way necessary for the service drive, with this special exception and should remove proposed parking spaces from the service drive area.

The applicant has made no provision for the service drive and the SE plat indicates eighteen (18) parking spaces within the service drive area.

Limit access on Quander Road to two driveways.

Three (3) curb cuts onto Quander Road are proposed on the SE plat. The two (2) northernmost curb cuts are existing. The proposal for three (3) driveways exceeds the Fairfax County Public Facilities Manual criteria that limits direct driveway access to any collector street, for a single site, to two (2) curb cuts.

Relocate the southernmost existing driveway on Quander Road farther south to facilitate site access and circulation.

Construction of the proposed eight (8) stall service bay addition to the existing service building will align the new service bay entrances with an existing curb cut on Quander Road. Vehicles entering and exiting the service bays may conflict with the curb cut access. To minimize conflicts, the existing curb cut should be closed.

The applicant has not addressed the issue of the number or location of curb cuts proposed on Quander Road.

Designate and reserve specific on-site parking spaces for employees, service bay customers, parts department customers, and new car sales customers.

At the present time customer and employee parking for the car dealership occurs on Quander Road and on unimproved sections of the application site. With

this special exception, additional on-site parking is to be provided. The applicant should designate and reserve on-site parking as required by the Fairfax County Zoning Ordinance for employees and customers.

The SE plat designates areas for new vehicle storage but makes no provision for customer and employees parking areas.

Zoning Ordinance Provisions

The proposed expansion of a Vehicle Sales, Rental and Ancillary Service Establishment is a Category 5 Special Exception Use and as such must be evaluated against the Additional Standards for Category 5 Uses (Section 9-505 of the Zoning Ordinance and against the General Standards for Special Exception Uses (Section 9-006) of the Zoning Ordinance.

A Vehicle Sale, Rental and Ancillary Service Establishment is not a use subject to the provisions of the Highway Corridor Overlay District as identified in Section 7-606 of the Zoning Ordinance.

The following table illustrates how the expansion of the new car dealership proposed in this Special Exception addresses the requirements of the C-8 Zoning District.

TABLE 1

	<u>C-8 District</u>	<u>Provided</u>
Lot Size	40,000 sq. ft.	10.32 acres
Lot Width	200 ft.	580 ft.
Max. Bldg. Height	40 ft.	27 feet
Min. Front Yard	45 degree angle of bulk plane, not less than 40 ft.	45.8 ft.
Min. Side Yard	no req.	no req.
Min. Rear Yard	20 ft.	no rear
Max. FAR	0.70	0.08
Open Space	15%	25%

As the above table indicates the proposed use meets the lot size, bulk regulations. and open space requirements of the C-8 Zoning District.

Four hundred and thirteen (413) parking spaces are proposed on site. Section 11-104 of the Zoning Ordinance requires that one (1) parking space per 500 square feet of enclosed sales/rental floor area, plus one (1) space per 2500 square feet of open sales/rental display lot area, plus two (2) spaces per service bay, plus one (1) space per employee be provided for a Vehicle Sale, Rental and Ancillary Service Establishment. The total number of parking spaces required by Section 11-104 of the Zoning Ordinance is 132 spaces.

Two (2) off-street loading spaces are required by Section 11-203 for this Special Exception and the applicant has provided this required amount.

To address Article 12 of the Zoning Ordinance, any sign on the property will be required to comply with the Fairfax County Sign Ordinance.

According to Sections 13-109 and 13-110 of the Zoning Ordinance, Transitional Screening 3, an unbroken strip of landscaped open space fifty (50) feet wide and Barrier E, F, or G, a six foot high fence or wall of brick, block, wood, or chain link, is required along the site's Windsor Road and Quander Road frontages. In both locations, the application property abuts single family residential uses.

To address the above Transitional Screening and Barrier requirements the applicant has provided a 100 foot landscaped buffer and a six (6) foot wood fence between the proposed new car storage area and Windsor Road.

Along Quander Road, the applicant has provided neither the required Transitional Screening nor the Barrier and is requesting a waiver of the requirements. Staff does not support this waiver request and feels that a transitional screening yard and barrier is appropriate along Quander Road to screen the view of parked cars from the residences on Quander Road.

In addition, according to Section 13-106 of the Zoning Ordinance any parking lot of twenty (20) or more spaces is to be provided with interior landscaping covering not less than five (5) per cent of the total area of the parking lot. The applicant has not met this requirement and has provided no interior parking lot landscaping.

Two (2) Additional Standards for Automobile-Oriented Uses, found in Section 9-505 of the Zoning Ordinance, are applicable to this Special Exception. A copy of these standards is included as Appendix 4 of this report. The application complies with Additional Standard #1. No alteration is proposed to the existing architectural style or materials of the existing concrete block sales/service building. Landscaping proposed along the east property line will help to screen the rear of the sales/service building.

The application, however, does not comply with the second Additional Standard. Vehicular circulation has not been coordinated with adjacent properties due to the fact that the applicant has made no provision for the extension of the service drive along Route 1, as requested by the Office of Transportation. In addition, the applicant has not limited the number of curb cuts on Quander Road to the two (2) specified by the Public Facilities Manual. On-site circulation and traffic flow along Quander Road and Route 1 may be negatively impacted without the above improvements by the applicant.

This Special Exception application is also subject to the eight (8) General Standards for all Special Expectations set forth in Section 9-006 of the Zoning Ordinance. Review of this application indicates that these General Standards have not been satisfied.

As discussed in the Comprehensive Plan Analysis section of this report, the application is not in harmony with the Comprehensive Plan recommendation of residential use at 5-8 dwelling units per acre for the property. In addition, the application is contrary to the Plan text addressing intensification of use, compatibility with the surrounding residential neighborhood, and quality design along the Route 1 corridor. General Standard #1 is not satisfied.

The application does not fully satisfy General Standard #2 which states that the proposed use shall be in harmony with the C-8 Zoning District. A stated purpose and intent of the C-8 District, as found in Section 4-810 of the Zoning Ordinance, is to accommodate commercial uses "in a manner that will minimize interference with through traffic movements and insure a high standard in site layout, design and landscaping." Issues have been identified in this report dealing with the amount of pavement on site, the lack of interior and peripheral parking lot landscaping, and the number of vehicles proposed to be parked on the site.

The application is not in conformance with General Standard #3 that states that the proposed use shall be harmonious with and will not adversely affect the use or development of neighboring properties. The large vehicle storage area and lack of interior and peripheral parking lot landscaping may, in staff's determination, negatively impact the existing residential neighborhoods across Windsor Road and Quander Road.

The application does not fully satisfy General Standard #4 which states that the proposed use shall be such that pedestrian and vehicular traffic associated with the use will not be hazardous or conflict with existing and anticipated traffic in the neighborhood. Of concern to staff are the number of curb cuts proposed on Quander Road, insufficient right-of-way dedication on Route 1, and internal circulation on-site.

The applicant has provided the required transitional screening and barrier, in accordance with the provisions of Article 13, along the site's eastern frontage adjacent to the Belle Haven Subdivision. However, no transitional screening nor barrier has been provided along the western boundary of the site adjacent to Quander Road, as required by Article 13. The application, therefore, does not satisfy General Standard #5.

Under the provisions of the C-8 Zoning District, fifteen (15) per cent of the site is to be open space. General Standard #6 states that open space is to be provided in the amount specified in the underlying zoning district. The applicant has provided twenty-five (25) per cent; however, the majority of this open space is provided as the Limited Scenic Easement on the eastern boundary of the site.

Due to the existence of unresolved drainage problems on the property, the application is not in conformance with General Standard #7 which states that adequate drainage facilities to serve the site are to be provided.

Any sign on the property will be required to comply with the Fairfax County Sign Ordinance and will, therefore, satisfy General Standard #8.

According to staff's analysis, this application fails to satisfy general standards #1, 2, 3, 4, 5 and 7.

CONCLUSIONS AND RECOMMENDATIONSConclusions

This application is for a special exception to permit the expansion of an existing vehicle sales and service establishment to increase the new vehicle storage area by 217 spaces and to add eight (8) service bays to an existing sales/service building.

The proposed new construction is not without merit and will improve conditions on the site. Provision of additional paved parking will provide an opportunity to park cars other than on Quander Road and on unimproved portions of the site as is done presently. The provision of a one hundred foot (100) wide limited scenic easement between the vehicle storage area and the Belle Haven Subdivision will help to mitigate the negative impacts of the use on the adjacent neighborhood.

This application, however, is not in harmony with the Comprehensive Plan recommendation of residential development at 5-8 dwelling units per acre and Plan text addressing compatibility with the neighborhood, quality design, and landscaping. In addition, the application does not address a number of the applicable Additional and General Standards.

Additional issues that have been identified in this report include; the intensification of the use, the number of cars proposed to be parked on the site, and the lack of interior and peripheral parking lot landscaping. Transportation issues identified in this report, including right-of-way on Route 1, curb cuts on Quander Road, and internal circulation, have not been satisfactorily addressed. Finally, the applicant has not resolved the storm drainage problem that currently exists on the property.

Recommendation

Staff recommends that Special Exception request SE 83-V-010 be denied.

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.

It should be 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.

ATTACHMENTS

1. Staff Report, dated April 7, 1983
2. Revised SE Plat, Dated February 24, 1988
3. Applicant's Affidavit
4. Applicant's Statement of Justification
5. Planning Commission Minutes
6. Environmental Analysis
7. Comprehensive Plan Analysis
8. Transportation Analysis
9. Glossary