

Staff Analysis

Summary

Applicant/Owner: DRH Engineers PLC / Oak View National Bank

Representative: David Hall

Request: The Applicant is requesting approval for a drive-thru to be located in a by-right bank at an empty parcel on the corner of Garrett Street and Waterloo Street (6984-04-7890-000).

	Existing	Proposed Use
Parcel Site Acreage	+/- 1.2378 Acres	+/- 1.2378 Acres
SUP/site area	1.2378 SF	1.2378 SF
Parking	0 Spaces	43 Spaces
Number of Employees	N/A	26 employees
Hours of Operation	Currently Vacant	Mon-Thurs 8:30AM-4PM Fri 8:30AM-6PM Sat 9AM-12PM

Site Location: The site is a currently vacant lot, historically numbered 340 Waterloo Street (see maps in Attachment A), east adjacent to Waterloo Station (GPIN 6984-04-7890-000).

Comprehensive Plan: The site is designated Health and Wellness Mixed-Use within the Health and Wellness Character District.

Zoning: The site is zoned Commercial.

Surrounding Land Uses:

Direction	Zoning	Current Land Use
North	Residential Office	Dok Klaus Computer Care
South	Commercial	Burke Building (Virginia Horse Racing)
East	Residential Office	State Farm Insurance Law Offices
West	Commercial	Waterloo Station

Analysis

This analysis is based on the Comprehensive Plan, Zoning Ordinance, and review comments by Town Departments. The standards/analysis tables in the sections below contain the criteria for Planning Commission and Town Council consideration of Special Use Permits, per Article 11-3.1.3.

This request for a Special Use Permit for Oak View National Bank to allow for a drive-thru, in accordance with Article 3-4.10.3 and Article 11-3.10 of the Town Zoning Ordinance.

The following table summarizes the area characteristics (see maps in Attachment A):

Direction	Land Use	Future Land Use Map Designation	Zoning
North	Burke Building (Virginia Horse Racing)	Medium Density Residential	Residential Office
South	State Farm Insurance	Health and Wellness Mixed Use	Commercial
East	Law Offices	Office	Residential Office
West	Waterloo Station	Health and Wellness Mixed Use	Commercial

The parcel is a currently vacant site located at the corner of Waterloo Street and Garrett Street (GPIN 6984-04-7890-000). The 1.2378 acre site originally had a structure likely demolished in 2005 and has been vacant since. The immediate uses surrounding the parcel include the Burke Building, State Farm Insurance (Mon-Fri 9AM-5PM), and Waterloo Station (varying hours for several businesses ranging Sun-Sat 9AM-10:30PM).

Comprehensive Plan Future Land Use Analysis

Plan Warrenton 2040 labels this parcel in the Future Land Use Map within the Health and Wellness Character District. The Health and Wellness designation notes the district needs to, “[create] a significant transition to Old Town District [requiring] redevelopment of the commercial properties east of the intersection, with traffic calming roadway treatments and an architectural “gateway” element as part of the redevelopment of property, signifying the entrance into a historic district.”

Further consideration of the relationship to the character district is described in the Character District Design Guidebook as follows:

“It will maintain the consistent street frontage with a range of two to five levels with a 20-foot minimum (top of parapet) for commercial uses, along Frost, Broadview, and Shirley avenues, stepping down to one to three stories along the edge of Waterloo Road.”

Standard	Analysis
<i>Whether the proposed Special Use Permit is consistent with the Comprehensive Plan.</i>	The proposed use falls within the future land use designation of Health & Wellness Mixed-Use as listed in the Comprehensive Plan.
<i>The compatibility of the proposed use with other existing or proposed uses in the neighborhood, and adjacent parcels.</i>	The proposed parcel is surrounded by commercial retail uses on the west side of the property and office space on the south and east side of the property offering compatible uses.

Staff Findings

The location of the proposed use is set within an important transition to Old Town Warrenton and notable residential neighborhoods. A consistent note in the Comprehensive Plan regarding the gateway of Waterloo Street is the importance of an appropriate transition that speaks to the character of the historic residential neighborhoods and the commercial areas from the Broadview District to the Old Town District. The proposed plan appropriately melds the architectural setting of the residential structures down Waterloo with the existing commercial in the adjoining parcels. The elevations and parcel perimeter landscape strip aid in softening the visibility of the drive-thru, blending it into the structure to create a modern commercial development with historic quality architectural details.

Zoning Analysis

The legislative intent of the Commercial District is to simultaneously encourage appropriate and timely land development while assuring suitable design by prohibiting uses that would create undue impacts on the surrounding residential areas.

Standard	Analysis
<i>The level and impact of any noise emanating from the site, including that generated by the proposed use, in relation to the uses in the immediate area.</i>	The Statement of Justification notes there will be minimal noise impact that is consistent with typical vehicular traffic at a slow-moving pace or stopped in the drive-thru lanes. Bank Tellers will communicate through speakers just loud enough to be effective. Hours of operation are within the hours permitted for business noises at night near residents per Town Code Section 11-19.
<i>The proposed location, lighting and type of signs in relation to the proposed use, uses in the area, and the sign requirements of this Ordinance.</i>	Three building and two monument signs with electronic messages boards are proposed. All are depicted in the elevations, while details for the monument signs within in the SUP Plan.

Standard	Analysis
<i>The location and area footprint with dimensions (all drawn to scale), nature and height of existing or proposed buildings, structures, walls, and fences on the site and in the neighborhood.</i>	An SUP plan has been provided showing the general location of the proposed structures. There is an existing stone retaining wall noted on the existing conditions. The Applicant has noted a portion of the retaining wall will be removed for the joint Waterloo entrance but would otherwise remain. An existing brick masonry wall on Garrett Street has also been noted and will be removed.
<i>The nature and extent of existing or proposed landscaping, screening and buffering on the site and in the neighborhood.</i>	The Applicant has stated all existing trees will require removal for construction. New landscaping is shown around the perimeter of the property on the SUP Plan.
<i>The timing and phasing of the proposed development and the duration of the proposed use.</i>	The applicant seeks approval for two lanes but will only implement one during development of the site. The second lane and ATM will be added if the need arises due to customer demand.
<i>Whether the proposed Special Use Permit at the specified location will contribute to or promote the welfare or convenience of the public.</i>	The project will add sidewalk along Garrett Street and realign the Waterloo Street entrance to the Waterloo Station Shopping Center with Sullivan Street, creating one combined entrance on Waterloo Street.
<i>Whether, in the case of existing structures proposed to be converted to uses requiring a Special Use Permit, the structures meet all code requirements of the Town of Warrenton.</i>	The only existing structures on the property include two retaining walls.
<i>The location, character, and size of any outdoor storage.</i>	No outdoor storage is proposed.
<i>The location of any major floodplain and steep slopes.</i>	No floodplain is located on site. There are some steeper slopes along the western side of the property line.
<i>The location and use of any existing non-conforming uses and structures.</i>	The parcel is considered vacant.
<i>The location and type of any fuel and fuel storage.</i>	There is a generator and enclosure listed on the SUP Plan adjoining the refuse enclosure. No specific fuel storage areas are noted on site.
<i>The location and use of any anticipated accessory uses and structures.</i>	An ATM is located within the closest drive-thru lane to the building.
<i>The area of each proposed use.</i>	The proposed site area is 1.2378 acres. The bank is proposed as a 7,795 square- foot facility.
<i>The location and screening of parking and loading spaces and/or areas.</i>	Proposed landscaping is shown around the parking spaces. One loading area is located on site. All landscaping requirements will need to be shown on the SDP.

Standard	Analysis
<i>The location and nature of any proposed security features and provisions.</i>	There are none noted.
<i>Any anticipated odors which may be generated by the uses on site.</i>	None proposed.
<i>Refuse and service areas.</i>	A refuse area is proposed along the back corner of the property. Screening details are not provided but appears to have a wall/fence around it.
<i>Whether the proposed Special Use Permit will result in the preservation or destruction, loss or damage of any significant topographic or physical, natural, scenic, archaeological or historic feature.</i>	The property has some topographical challenges along the western side of the property that has a proposed five-foot-wide landscape strip along the existing retaining wall. There are also elevation changes along Garrett Street where the existing retaining wall is located. It is not clear how the retaining walls are to be handled.
<i>The effect of the proposed Special Use Permit on environmentally sensitive land or natural features, wildlife habitat and vegetation, water quality and air quality. The location of any major floodplain and steep slopes.</i>	No sensitive lands are noted on the SUP. Existing vegetation will require removal for the construction of the building.
<i>The glare or light that may be generated by the proposed use in relation to uses in the immediate area.</i>	Lighting details other than building up lights not provided, but the application states that any lighting will meet Zoning Ordinance requirements. However, the elevation is showing building lighting with uplight fixtures that are not permitted. In addition, the proposed lighting for the signs (building and monument) will need to be at least 50 feet away from the adjacent Residential Zoning District boundaries. Illuminated signs within 300 feet of any residential district must be extinguished between the hours of 12:00 midnight and 7:00 am, except for any time during that period when the use is legally open for business.

Staff Findings

Signage, elevation treatments, and existing landscaping are not provided in complete detail. The SUP Plan and Statement of Justification note these elements will be completely vetted at time of site plan conforming to Town regulations.

The varying elevation changes on site cause concern for required retaining wall installations. Walls located along or adjacent to sidewalks would not promote the mobility of pedestrians as encouraged in the Comprehensive Plan. The parcel would not follow the transition of the commercial to residential as

appropriately, creating a visual division in the streetscape. Staff has proposed a condition to prevent any such retaining walls against the sidewalks, as details on how the elevation changes will be mitigated are to be provided at site plan.

Transportation and Circulation Analysis

The primary transportation and circulation goal for the Town of Warrenton is to “Promote livability in the Town by integrating multi-modal, interconnected transportation solutions with land use development in each mixed-use Character District and applying traffic calming techniques that foster and protect non-vehicular street activities in established residential neighborhoods.” The Transportation and Circulation section of the Comprehensive Plan sets out policies and objectives that work to further this goal. The section includes recommendations addressing improvements for pedestrian use, new street connections, parking and sidewalks, trails, cost sharing, traffic calming techniques, safety, and signage.

Specifically, within the Health and Wellness District, the Comprehensive Plan calls for a need to continue a streetscape plan that promotes a consistent walking experience. This emphasis on walkable access is an important and consistent theme within the district to provide for alternative modes of transportation. This allows for encouraging improvement on health and living within a mixed-use community.

<u>Standard</u>	<u>Analysis</u>
<i>The traffic expected to be generated by the proposed use, the adequacy of access roads and the vehicular and pedestrian circulation elements (on and off-site) of the proposed use, all in relation to the public's interest in pedestrian and vehicular safety, efficient traffic movement and access in case of fire or catastrophe.</i>	The applicant notes that traffic for the site will be consistent with the traffic patterns noted on the SUP Plan and has established an agreement with the adjoining property owner to have a joint entrance to mitigate traffic concerns throughout the site. Traffic generation is noted at 783 per day with 50% (393 trips) utilizing the Waterloo Street entrance, and 50% (392 trips) utilizing the Garrett Street entrance.
<i>Whether the proposed use will facilitate orderly and safe road development and transportation.</i>	

Staff Findings

The Applicant has worked with the Town and VDOT in consideration of the Broadview Safety Improvements Project which will encompass the Waterloo joint entrance. The solution is a plan designed to align with the projected transportation improvements and prepare for their implementation. Alignment of the Waterloo Station joint entrance with Sullivan Street aides in creating a suitable, safer four way intersection.

The proposed improvements to transportation infrastructure are needed and align to the goals of the Comprehensive Plan. The internal circulation and pedestrian safety are factors that will be integral to site success having created inter-parcel connectivity to Waterloo Station. The SUP Plan notes Garrett Street will be widened to accommodate a sidewalk down the east side of the parcel where none currently exist. Adding and continuing sidewalks around the site perimeter with internal crosswalks will continue the safety of pedestrians.

Community Facilities and Services Analysis

Public community facilities in the Town are provided by the Town, Fauquier County, and other public

groups for the benefit of all residents. The availability and quality of these facilities, that include, schools, libraries, hospitals, parks, police and fire and rescue services, are evaluated when people are considering moving into the Town or nearby area. The provision of these facilities adds to the desirability of living in the Town. The Comprehensive Plan’s primary community facilities and services goals for the Town of Warrenton are:

1. *Foster high-quality, equitable, and accessible community facilities that meet the Town’s service requirements and support a high quality of life for the community.*
2. *Make responsible and strategic community facility investments that support the Town’s vision for a live/work community, sustaining its fiscal well-being and economic resiliency.*
3. *Promote sustainability in all Town-owned facilities.*
4. *Reinforce the role of County community facilities into the Town fabric.*
5. *Promote livability through properly located Town services, schools, libraries, courts, and County administrative functions.*
6. *Support the connection of residential dwellings to public water and sewer.*
7. *Provide a high quality of life to capture economic benefits through diverse businesses, employers, and residences.*

Public services are essential to the community structure and quality of life, as well as to long-term economic vitality. They support existing and planned developments and contribute to the health, safety, education and general welfare of Warrenton residents.

Standard	Analysis
<i>Whether the proposed Special Use Permit will be served adequately by essential public facilities, services and utilities.</i>	There is an existing water and sewer system on the parcel that is outdated. The Town will serve the parcel, given the connections are updated to accommodate the new service.
<i>The location of any existing and/or proposed adequate on and off-site infrastructure.</i>	

Staff Findings

The varying elevation changes of the site and general height in relationship to the Waterloo Station parcel will have potential for greater stormwater runoff challenges. The Applicant has provided general solutions for this with detailed information to align with the Town’s Stormwater Management Program at time of site plan.

Economic Resources Analysis

An economic goal of Plan Warrenton 2040 is to promote a diverse, equitable stable tax base while preserving the character of the community. This has been noted to be accomplished in the Health and Wellness District by, “[promoting] the Town’s Character Districts as the focal point for revitalization to allow for mixed-use and multi-family development at an appropriate scale compatible with the Town’s character and existing neighborhoods. Transform aging commercial corridors to vibrant mixed-use neighborhoods.”

<u>Standard</u>	<u>Analysis</u>
<i>Whether the proposed Special Use Permit use will provide desirable employment and enlarge the tax base by encouraging economic development activities consistent with the Comprehensive Plan.</i>	The proposal will utilize a parcel that is vacant creating a new economic use.
<i>The number of employees.</i>	Approximately 26 employees noted.
<i>The proposed days/hours of operation.</i>	Monday -Thursday 8:30 AM until 4:00 P.M. Friday 8:30 AM- 6:00 P.M. Saturday 9:00 A.M. - 12:00 P.M.

Staff Findings

The proposal aligns with the Comprehensive Plan goal of mixed-use, in the horizontal sense, as a transition from commercial retail stepping down to institution or banking to residential office to, finally, transition into the existing residential neighborhoods. As the parcel has been vacant for so long, the proposal improves upon the economic use with consideration to surrounding uses.

Agency Comments

The following agencies have reviewed the proposal. Individual comments attached:

Community Development
Warrenton Police Department
Public Works & Utilities