MCPB Item No.

Date: 06-21-12

Special Exception S-2839: Plamondon Enterprises



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Completed: 06/08/12

Description

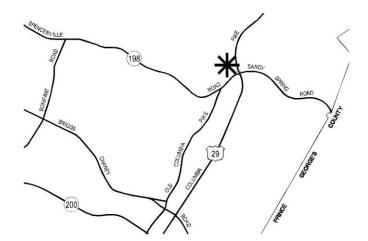
Special Exception S-2839: Plamondon Enterprises, Inc.

Request for a special exception to establish a drive-in restaurant at 15662 Old Columbia Pike, C-2 Zone, 1997 Fairland Master Plan

Action required for Board of Appeals Hearing on June 29, 2012

Staff recommendation: **Approval with conditions** Plamondon Enterprises, Inc Applicant:

Date submitted: February 23, 2012



Summary

Petitioners request approval to establish a drive-in restaurant on a free-standing pad site in Burtonsville Towne Square, an existing shopping center. The petition satisfies the general and specific conditions for approving special exceptions and does not conflict with land use recommendations of the 1997 Fairland Master Plan. It will not result in unacceptable noise, traffic or environmental impacts on neighboring properties.

recommendation

Planning staff concludes that a drive-in restaurant is an appropriate special exception use at Burtonsville Town Square. It recommends APPROVAL with the following conditions:

- 1. Physical improvements are limited to those shown on submitted site and landscape plans, as shown in Attachment 1.
- 2. Permitted hours of operation are from 6:00 a.m. to 10:00 p.m. on weekdays, and 6:00 a.m. to 11:00 p.m. on weekends.
- 3. The petitioner must conform to relevant conditions associated with Preliminary Plan 120041090 for the shopping center.

the property

Burtonsville Towne Square is a 26.259 acre property in the Burtonsville commercial district. It is located

at the intersection of MD 198, now called Old Columbia Pike in this area, and Columbia Pike, the former US 29. The shopping center is about 1,000 feet east of the MD 198/US 29 interchange. It consists of three "nodes," that surround a more central parking area. The nodes are in the north-central, northeastern and southwestern sections of the property. The north-central node is the largest, and is the site of the center's anchor, a Giant Food store. To the east is a building housing several restaurants and a dry cleaning establishment. The third node includes a free-standing



pharmacy and a building with several more restaurants and service businesses. The center's relatively recent redevelopment is ongoing, and there are several spaces in the nodes that remain to be leased.



The center also includes four additional sites for free-standing buildings in the southeast portion of the property; one site houses a bank. Drive aisles and paved areas for parking have been constructed in this area. There are two main entrances to the center: one from Columbia Pike to the east and one from MD 198 to the south.



Several consistent design features are included in the center. Buildings use red brick and painted yellow or cream exteriors. Roof lines and building fronts vary to individualize businesses and there are distinctive treatments at building corners. The southern entrance to the center includes a small public plaza.

The shopping center property is in two zones. The eastern two-thirds, encompassing the developed portion of the center, are in the C-2 Zone. The remainder, a largely forested area, is in the RC Zone.

the neighborhood

The accompanying map depicts the neighborhood studied for this proposal. It consists of the western quadrants of the MD 198 Columbia Pike intersection. This area is almost entirely commercial or institutional in nature, although a portion of Burtonsville Towne Square and the land occupied by Burtonsville Elementary School are in the RC Zone. The remainder of the area is classified C-2.



There are two special exceptions in the neighborhood: S-783, for the McDonald's Restaurant across Old Columbia Pike from Burtonsville Towne Square, and S-847, for a combined 7-11 convenience store and gas station next to the McDonald's.

project description

The petitioner, Plamondon Enterprises, proposes to build and run a Roy Rogers restaurant in the shopping center. The restaurant will be located on one of the three remaining pad sites in the shopping center. Roy Rogers restaurants are "quick service" establishments; the petitioner proposes indoor seating for as many as 62 persons and an exterior patio that can seat up to 12 more patrons. The restaurant will also have a drive through lane that can accommodate as many as nine vehicles for customers who don't wish to eat in the restaurant.

Plamondon has provided a letter from Burtonsville Towne Square LLC, owners of the center, consenting to its application.

The restaurant will operate seven days a week: from 6:00 a.m. to 10:00 pm weekdays and from 6:00 a.m. to 11:00 p.m. on weekends. Plamondon expects to employ from 25 to 40 people at the restaurant, with about 15 working during peak lunch and dinner hours and six during non-peak periods. Each shift will be supervised by a manager. It also expects deliveries to occur twice weekly, between midnight and 5:00 a.m.

Plamondon has designed the restaurant to complement through building materials and color schemes the other buildings at Burtonsville Town Square. It will be built of brick, wood, aluminum, painted metal and an exterior insulation and finish system, which resembles stucco. To contribute to the shopping center's LEED certification efforts, the restaurant will use low-flow bathroom fixtures, efficient lighting, products like paints, sealants and adhesives that emit limited amounts of volatile organic compounds and landscaping that is drought-tolerant and needs no separate irrigation.

Most of the parking for the restaurant is found in the existing parking facility that serves Burtonsville Town Square; there are 11 spaces in the immediate vicinity of the restaurant. Existing drive aisles provide access to the drive through lane, which is part of a one-way counterclockwise loop that also serves adjacent parking areas.

The proposed special exception covers 16,413 square feet of the shopping center, including the restaurant, its outdoor seating, 11 parking spaces, the drive-in lane and ancillary uses. The restaurant itself totals 3,327 square feet.

analysis

master plan

The 1997 Fairland Master Plan makes recommendations for Burtonsville Town Square. The Plan (p 71-2) acknowledges plans to redevelop the center, indicating that the center's modernization would include outdoor seating, as well as streetscaping along storefronts and a recommended access loop road

connecting US 29 and MD 198. The redeveloped center includes portions of the loop road and, as noted above, has used design techniques to create a consistent visual theme. The proposed restaurant is in keeping with those themes. It also has outdoor seating and clearly delineated areas for pedestrian crossings from existing parking blocks.

The Burtonsville Crossroads Neighborhood Plan, now in development, also discusses the center. The plan recommends the CRT zone at overall densities consistent with those in the C-2 Zone.

subdivision

The Planning Board approved Preliminary Plan 120041090 in July 2005. That plan included the pad site on which the proposed restaurant is to be located and made the necessary finding of adequate public facilities that covers this proposal. The original approval includes 250,000 square feet of retail space, about half of which—127,500 square feet—is built and occupied. The additional square footage proposed for the restaurant brings the total to about 131,000 square feet, less than the amount originally approved. Public facilities for the remaining square footage at the center are adequate until July 2018.

transportation

As noted above, the Planning Board has approved a preliminary plan for the shopping center. The traffic study done as part of the preliminary plan evaluated the peak hour impacts of traffic generated by 250,000 square feet of retail space and an additional 10,000 square feet of office space. The retail square footage included the space to be occupied by the proposed restaurant. The resulting traffic analysis determined that, with intersection improvements to be funded by the shopping center owners, critical lane volumes at nearby intersections met the applicable standards. Local Area Transportation Review requirements have previously been satisfied and no further studies are needed.

The preliminary plan included the pad sites in the southeastern part of the shopping center and the shopping center owners have completed the drive aisles and parking areas for this portion of the property. The one-way loop running south to north will serve the pad sites and is wide enough to accommodate drive-in traffic for the proposed restaurant and traffic bound for one of the other yet-to-be-constructed pad site uses. The restaurant drive-in lane runs counterclockwise around the building and connects to a north-south drive aisle that serves a central parking area and other parts of the center. No queuing will occur away from the immediate vicinity of the restaurant or on the center's internal drive aisles.

environment

A revised Final Forest Conservation Plan associated with the preliminary plan was approved for this property in November 2008. The pad site proposed for the restaurant is within the limits of disturbance approved with the Plan, which means that no further forest conservation approvals are needed.

landscape and lighting

The petitioner has provided a landscape plan for its site. The statement of operations indicates that the plantings—three crepe myrtles at the edges of the restaurant site and an assortment of shrubs and smaller plants around the perimeter of the building—are designed to complement the building colors and the overall landscape theme for the shopping center. Lighting attached to the restaurant building includes gooseneck lamps and recessed lighting. Smaller in-ground lights mark a pedestrian walkway near the drive-in exit. Existing poles light adjacent parking areas. The intensity of the lighting dimishes as the distance from the restaurant increases, with less than one foot-candle of intensity measured at the edge of the site nearest a public street.

need

The Zoning Ordinance includes drive-in restaurants among a number of uses the need for which must be demonstrated as part of the special exception petition process. Section 59-G-1.25 states that special exceptions may be granted only when the Board of Appeals determines that there is a need "for the proposed use due to an insufficient number of similar uses presently serving existing population concentrations in the County," and that the proposed use will not result in a "saturation of similar uses in the same general neighborhood."

Plamondon has included with its petition a market study that evaluated the trade area that the proposed restaurant would serve, demographic data for that trade area, traffic volumes through the area and characteristics of other nearby food service establishments. The market study concludes that there is demand for quick food service in Burtonsville that the current range of drive-in restaurants do not meet.

The study examines a trade area centered on Burtonsville and extending north to Howard County, south to Briggs Chaney Road, east to West Laurel and west to Spencerville. It notes the relative affluence of the trade area population (There are about 3,100 households whose income averages about \$115,000 yearly), and calculates an aggregate household income figure of about \$360 million. Using US Department of Labor Statistics that suggest that households spend about two percent of their income on fast food, the study calculates that Burtonsville trade area households spend about \$6.5 million yearly on fast food. The study makes a similar calculation for fast food expenditures by Burtonsville workers, for an aggregate demand total of about \$7 million.

The study then compares the demand figure with sales from existing fast food restaurants in Burtonsville. It finds three such restaurants: McDonald's, a Burger King on the east side of Columbia Pike, and a Starbucks near the Burger King. Sales of those three restaurants total about \$4.5 million, leaving a gap of \$2.5 million between calculated demand for fast food and available supply. From this analysis, the study concludes that there are not a sufficient number of fast food restaurants to serve the existing population.

The study uses generally accepted market research techniques for determining the adequacy of product demand and its study area plausibly describes the broader area served by Burtonsville Town Square and

its businesses. As noted earlier in this report, there are several restaurants in the shopping center, but they do not offer drive through service. In addition, the Roy Rogers menu differs in focus from those of Burger King, McDonald's and Starbucks and will add variety to the available fast food/drive-in choices in Burtonsville.

zoning ordinance

conditions for granting

The Zoning Ordinance establishes a basic standard for evaluating special exception petitions. The ordinance states that

A special exception must not be granted without the findings required by this Article. In making these findings, the Board of Appeals, Hearing Examiner or District Council, as the case may be, must consider the inherent and non-inherent adverse effects of the use on nearby properties and the general neighborhood at the proposed location, irrespective of adverse effects the use might have if established elsewhere in the zone. Inherent adverse effects are the physical and operational characteristics necessarily associated with the particular use, regardless of its physical size or scale of operations. Inherent adverse effects alone are not a sufficient basis for denial of a special exception. Non-inherent adverse effects are physical and operational characteristics not necessarily associated with the particular use, or adverse effects created by unusual characteristics of the site. Non-inherent adverse effects, alone or in conjunction with inherent adverse effects, are a sufficient basis to deny a special exception.

A drive-in restaurant creates these physical or operational characteristics: the building in which the use is located; trips to and from the restaurant; a circulation system for the drive-in component; parking for patrons dining in the restaurant; varied hours of operation; noise or odors associated with the restaurant; lighting.

Because the proposed restaurant is located in an already operating shopping center, which itself requires buildings, generates trips, provides vehicular circulation systems and parking, is open at various times and generates noises and odors, the levels of those activities associated with this proposal are not consequential and, in any case, are occurring in an area whose zoning anticipates and allows uses that create these activities and their impacts. The impact of inherent uses on the "general neighborhood," therefore, is not adverse. The proposed restaurant has no physical or operational characteristics unique to drive-in restaurants generally or unusual for the site. There are no inherent or non-inherent effects that warrant denying the petition.

specific conditions

Section 59-G-2.16. Drive-in restaurants

A drive-in restaurant may be allowed, upon a finding, in addition to findings required in division 59-G-1, that:

- (a) The use will not constitute a nuisance because of noise, illumination, fumes, odors or physical activity in the location proposed.
 - The proposed restaurant will cause noise, vibrations, fumes, odors, dust, illumination, glare and physical activities at levels expected from commercial retail activities in a commercial zone. Users of commercial retail services in a zone designated for those uses should reasonably expect these impacts to occur. The proposed restaurant does not cause disproportionate amounts of any of these impacts.
- (b) The use at the proposed location will not create a traffic hazard or traffic nuisance because of its location in relation to similar uses, necessity of turning movements in relation to its access to public roads and intersections, or its location in relation to other buildings or proposed buildings on or near the site and the traffic patterns from such buildings or cause frequent turning movements across sidewalks and pedestrian ways, thereby disrupting pedestrian circulation within a concentration of retail activity.
 - The proposed restaurant is the only drive-in restaurant in Burtonsville Town Square. It is located within the site and uses the center's existing access drives to reach the nearest public roads. The center has created a single vehicular circulation system for three free-standing pad sites in the southeast portion of the property and uses a one-way drive aisle to reach all three sites. The drive-in lane for the proposed restaurant is accommodated within the existing circulation system and will have signs and pavement markings to direct patrons to the lane. Pedestrian crossings of the drive aisles are limited and are both marked and lighted.
- (c) The use of the proposed location will not preempt frontage on any highway or public road in such manner so as to substantially reduce the visibility and accessibility of an interior commercial area zoned or proposed for commercial use which is oriented to the same highway or public road.
 - The proposed restaurant is at the edge of the center nearest the intersection of Columbia Pike and Old Columbia Pike, and is one of three sites specifically designed for maximum visibility from that intersection. The location does not impede visibility of main access roads to the center and does not limit travelers' views of the entire center.
- (d) When such use abuts a residential zone or institutional premises not recommended for reclassification to commercial or industrial zone on an adopted master plan and is not effectively screened by a natural terrain feature, the use shall be screened by a solid wall or a substantial, sightly, solid fence, not less than 5 feet in height, together with a 3-foot wide planting strip on the outside of such wall or fence, planted in shrubs and evergreens 3 feet high

at the time of original planting and which shall be maintained in good condition. Location, maintenance, vehicle sight distance provisions, advertising and parking areas pertaining to screening shall be as provided for in the requirements contained in article 59-E.

The proposed restaurant does not abut a residential zone or institutional premises, although both are nearby.

(e) Product displays, parked vehicles and other obstructions which adversely affect visibility at intersections or at entrances and exits to and from, such use are prohibited.

The proposed restaurant is not directly on a public road, nor is it near the main entrances to the shopping center. Access from internal drive aisles is not impeded by parking spaces, signs, displays or seating areas.

(f) Lighting is not to reflect or cause glare into any residential zone.

The proposed restaurant is not located near a residential zone.

(g) When such use occupies a corner lot, the ingress or egress driveways shall be located at least 20 feet from the intersection of the front and side street lines of the lot, as defined in section 59-A-2.1, and such driveways shall not exceed 25 feet in width; provided, that in areas where no master plan of highways has been adopted, the street line shall be considered to be at least 60 feet from the centerline of any abutting street or highway.

The main access roads for Burtonsville Town Square meet these standards; there is no direct access to the proposed restaurant from a public street.

Section 59-G-1.21. General conditions

- (a) A special exception may be granted when the Board or the Hearing Examiner finds from a preponderance of the evidence of record that the proposed use:
 - (1) Is a permissible special exception in the zone.

Eating and drinking establishments including drive-ins are permitted by special exception in the C-2 Zone.

(2) Complies with the standards and requirements set forth for the use in Division 59-G-2. The fact that a proposed use complies with all specific standards and requirements to grant a special exception does not create a presumption that the use is compatible with nearby properties and, in itself, is not sufficient to require a special exception to be granted.

As noted in more detail in the previous section, the proposed use complies with the standards in Section 59-G-2.16.

(3) Will be consistent with the general plan for the physical development of the District, including any master plan adopted by the Commission. Any decision to grant or deny a

special exception must be consistent with any recommendation in a master plan regarding the appropriateness of a special exception at a particular location. If the Planning Board or the Board's technical staff in its report on a special exception concludes that granting a particular special exception at a particular location would be inconsistent with the land use objectives of the applicable master plan, a decision to grant the special exception must include specific findings as to master plan consistency.

Commercial uses, including restaurants, are consistent with the recommendations of the 1997 Fairland Master Plan for neighborhood retail in Burtonsville. The Plan acknowledges redevelopment plans for Burtonsville Towne Square and recommends, among other things, consistent streetscape design and an enhanced pedestrian atmosphere. The proposed restaurant uses design themes, circulation systems and seating arrangements that contribute to implementation of Master Plan recommendations.

(4) Will be in harmony with the general character of the neighborhood, considering population density, design, scale, and bulk of any proposed new structures, intensity and character of activity, traffic and parking conditions, and number of similar uses.

This proposal would occupy a part of the shopping center designed for several free-standing commercial buildings of approximately the same size, scale and bulk, which will result in a consistent visual atmosphere. The intensity and character of activity are similar to other commercial establishments in the center, which includes several restaurants. It uses existing vehicular circulation and parking systems, which were initially designed to support free-standing structures.

(5) Will not be detrimental to the use, peaceful enjoyment, economic value or development of surrounding properties or the general neighborhood at the subject site, irrespective of any adverse effects the use might have if established elsewhere in the zone.

The general neighborhood for this site is commercial or institutional in character; the restaurant is located at the southeast corner of the shopping center and the nearest institutional use (Burtonsville Elementary School) is near the southwest corner. The proposed restaurant will not affect development of other pad sites at the shopping center, or other properties in the Burtonsville commercial district. The owner of the shopping center has endorsed this proposed use in the center.

(6) Will cause no objectionable noise, vibrations, fumes, odors, dust, illumination, glare, or physical activity at the subject site, irrespective of any adverse effects the use might have if established elsewhere in the zone.

The proposed restaurant will cause noise, vibrations, fumes, odors, dust, illumination, glare and physical activities at levels expected from commercial retail activities in a commercial zone. Users of commercial retail services in a zone designated for those uses should reasonably expect these impacts to occur. The proposed restaurant does not cause disproportionate amounts of any of these impacts.

(7) Will not, when evaluated in conjunction with existing and approved special exceptions in any neighboring one-family residential area, increase the number, intensity, or scope of special exception uses sufficiently to affect the area adversely or alter the predominantly residential nature of the area. Special exception uses that are consistent with the recommendations of a master plan do not alter the nature of an area.

This commercial special exception use is consistent with the 1997 Fairland Master Plan and does not therefore alter the nature of the Burtonsville commercial district. It is not in a residential one-family neighborhood.

(7) Will not adversely affect the health, safety, security, morals, or general welfare of residents, visitors, or workers in the area at the subject site, irrespective of any adverse effects the use might have if established elsewhere in the zone.

Activities associated with the proposed restaurant are in keeping with commercial retail uses already allowed in the C-2 Zone. Pedestrian and vehicular circulation systems have been designed to separate vehicles from pedestrians and through vehicles from patrons' vehicles, enhancing the safety and security of shopping center users. Lighting for the proposed restaurant complements lighting for the entire shopping center and promotes visibility for motorists and pedestrians, which also enhances safety and security.

- (9) Will be served by adequate public services and facilities, including schools, police and fire protection, water, sanitary sewer, public roads, storm drainage, and other public facilities.
 - (A) If the special exception use requires approval of a preliminary plan of subdivision, the Planning Board must determine the adequacy of public facilities in its subdivision review. In that case, approval of a preliminary plan of subdivision must be a condition of granting the special exception.
 - (B) If the special exception:
 - (i) does not require approval of a new preliminary plan of subdivision; and
 - (ii) the determination of adequate public facilities for the site is not currently valid for an impact that is the same as or greater than the special exception's impact;

then the Board of Appeals or the Hearing Examiner must determine the adequacy of public facilities when it considers the special exception application. The Board of Appeals or the Hearing Examiner must consider whether the available public facilities and services will be adequate to serve the proposed development under the Growth Policy standards in effect when the application was submitted.

The proposed special exception does not require further subdivision because it is located on a free-standing site in the existing center. The Planning Board found that public facilities serving Burtonsville Towne Square were adequate when it approved Preliminary Plan 120041090 in 2005. That preliminary plan included square footage associated with the proposed

restaurant, so the impact on public facilities of this proposal has been previously addressed. Public facilities for the remaining square footage at the center are adequate until July 2018.

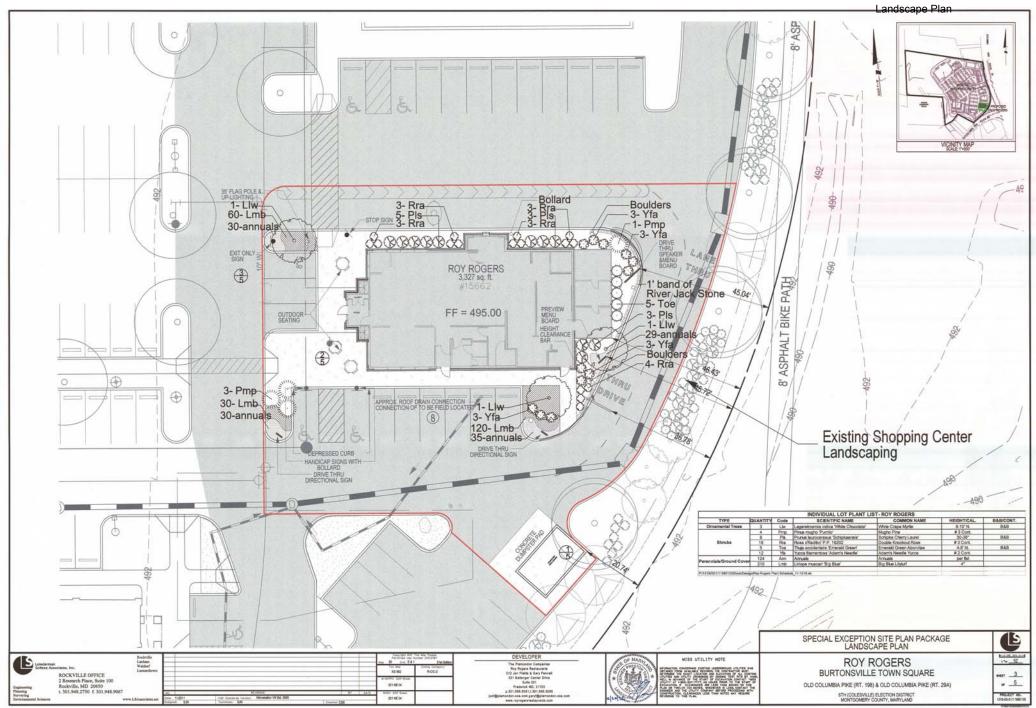
(C) With regard to public roads, the Board or the Hearing Examiner must further find that the proposed development will not reduce the safety of vehicular or pedestrian traffic.

The proposed restaurant is not directly on a public road. Existing access from public roads meets standards for approving preliminary plans of subdivision.

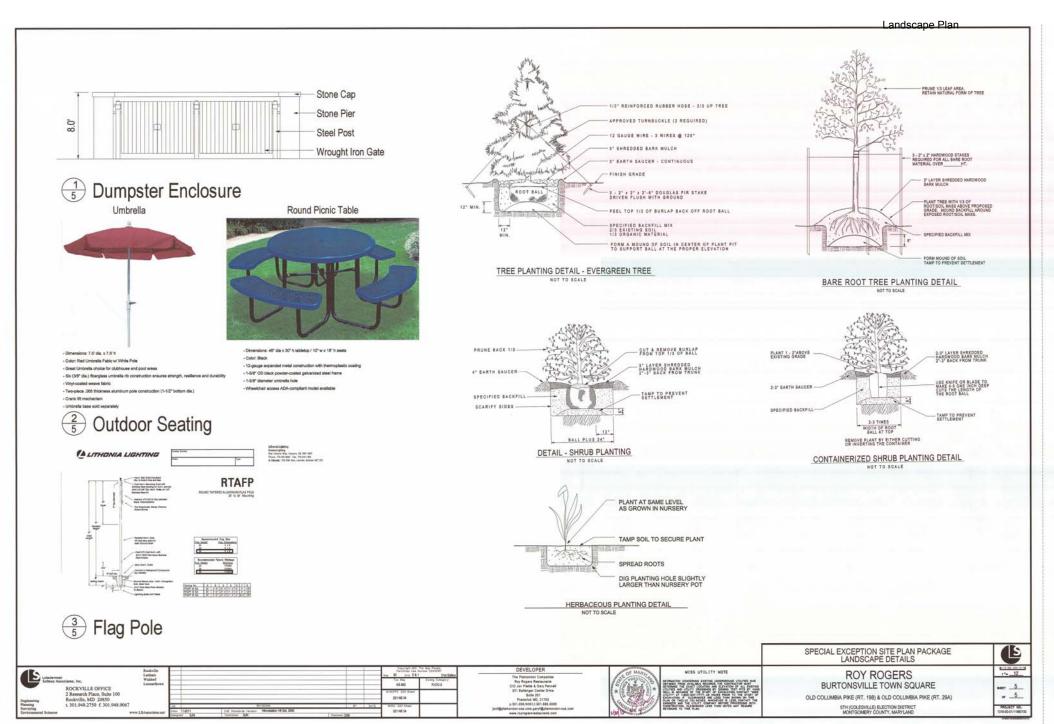
conclusion

The petition satisfies the general and specific conditions for approving special exceptions and does not conflict with land use recommendations of the 1997 Fairland Master Plan. It will not result in unacceptable noise, traffic or environmental impacts on neighboring properties. Planning staff recommends its approval with the conditions listed at the beginning of this staff report.

Attachment



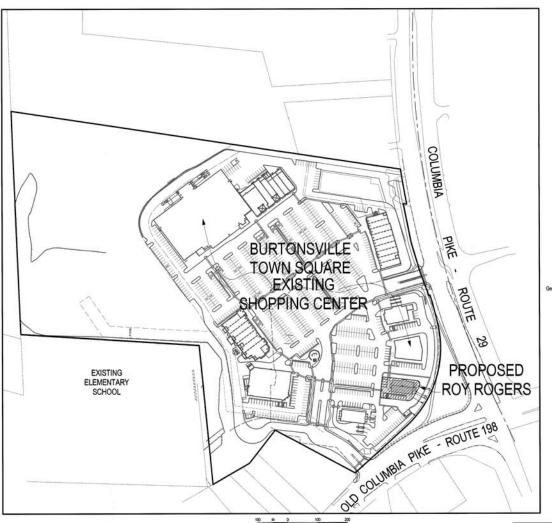




LEGEND: EXISTING TREES EXISTING RIGHT OF WAY EXISTING 12" WATER LINE 8° S EX.8"S PROP. S.D. EX.21"RCP PROPOSED HEAVY DUTY PAVING □ ○ □ ()

ROY ROGERS RESTAURANT

THE PLAMONDON COMPANIES OLD COLUMBIA PIKE (RTE. 198) & OLD COLUMBIA PIKE (RTE. 29A)





SPECIAL EXCEPTION SITE PLAN PACKAGE

SHEET INDEX:

- 1. SITE PLAN COVER SHEET
- 2. SITE PLAN
- 3. LANDSCAPE PLAN
- 4. PHOTOMETRIC PLAN
- 5. LANDSCAPE DETAILS

- 1.) Existing 26.259 acre shopping center zoned C-2/ R-C and approved by Preliminary Plan No. 1-20041090 (A&B) Burtonsville Town Square Shopping Center.
- 2.) Special Exception for a drive-through restaurant is an allowable use under Montgomery County Zoning Ordinance Section(s) 59-G-2 16 and 59-G-1 25.
- 3.) Subject area as shown on the Special Exception Site Plan is 16,413 square feet. The proposed restaurant
- 4.) Eleven (11) parking spaces will be provided within the area of the Special Exception. Additional parking for the restaurant is located in the adjacent space parking area.
- 5.) Proposed restaurant hours of operation are seven (7) days a week, 6:00 am -10:00pm weekdays, and 6:00 am -11:00 pm weekends. There will be between 25-40 people employed at any one time. During peak-hour shifts (11:00am-2:00pm, 5:00pm-7:00pm), there will be up to fifteen (15) employees on site. During nonpeak shifts, there will be up to six (6) employees on site.
- 6.) Deliveries are expected to occur twice weekly between 12:00am 5:00am.
- 7.) Utilities to be provided to per existing shopping center.
- 8.) Proposed building not to exceed twenty (20) feet in height.

PROFESSIONAL CERTIFICATION

I HEREBY CERTIFY THAT THESE DOCUMENTS WERE PREPARED OR APPROVED BY ME, AND THAT I AM A DULY LICENSED PROFESSIONAL ENGINEER UNDER THE LAWS OF THE STATE OF MARYLAND, LICENSE NO. 39966, EXPIRATION DATE: 04/17/2013

ROCKVILLE OFFICE 2 Research Place, Suite 100 Rockville, MD 20850 t. 301.948.2750 f. 301.948.9067

221 NE DE 221 NE 34



SPECIAL EXCEPTION SITE PLAN PACKAGE COVER SHEET

ROY ROGERS BURTONSVILLE TOWN SQUARE

OLD COLUMBIA PIKE (RT. 198) & OLD COLUMBIA PIKE (RT. 29A)

STH (COLESVILLE) ELECTION DISTRICT MONTGOMERY COUNTY, MARYLAND



