



STAFF REPORT COVER SHEET

October 28, 2024

ATTACHMENT 01

Address	101 Maple Ave E	Case Number	947761
Meeting Date	10/28/2024	Applicant	Fairfax County, Maryam Mostamandi, Project Manager
Board/Commission	Town Council	Owner	Fairfax County Board of Supervisors
Existing Zoning	C-2 at the time of application AC currently	Existing Land Use	Governmental
Brief Summary of Requests	<ol style="list-style-type: none"> Request for approval of proposed Modifications of Requirements for front and rear yard setbacks, loading area, and tree canopy coverage. Request for approval of proposed landscape plans. 		
Site Improvements	The applicant proposes demolishing the existing library building and surface parking lot to construct a new library and parking garage.		
Size of Property	62,326 sf (1.43 acres)		
Public Notice Requirements:	<ul style="list-style-type: none"> Two signs were posted on the property on October 14, 2024, one on Maple Ave E and one on Center St S, with the dates of the Town Council meeting. Letters were sent on October 2, 2024, to adjacent, abutting, and immediately across-the-street property owners, agents, and occupants, and the subject property owners notifying them of the Planning Commission hearing and Town Council meeting. 		
Brief Analysis			
<p>PROPERTY HISTORY</p> <p>The Town of Vienna’s first library, originally located on what is now Library Lane, was relocated to the corner of Maple Avenue and Center Street in 1913, where it remained in operation until 1962. That original structure, now known as the Little Library, was moved to Mill Street next to the Freeman Store in 1969. The existing Patrick Henry Library opened its doors in 1971, with additional expansions completed in 1995.</p> <p>COMPATIBILITY WITH THE COMPREHENSIVE PLAN</p> <p>The Future Land Use Plan, as outlined in the 2015 Comprehensive Plan Update, designates the subject property as Mixed Use. The proposed public library and parking garage development aligns with this designation. According to the Appendix, which includes a table of Land Uses and Associated Zoning Districts, the Mixed-Use designation is supported in the C-1, C-1A, C-1B, C-2, and MAC zoning districts. At the time of application submission, the site was zoned C-2, in which such public services are permitted (see below).</p> <p>The Comprehensive Plan recognizes the value of the Patrick Henry Library on this site, in the Community Facilities Element (p. 102) and emphasizes the importance of providing adequate parking within commercial corridors. On page 27, it suggests that “Vienna should consider public-private partnerships or the purchase of property in the CBD where feasible. This can partially ease any parking shortage in and near the center of the Town and help create a ‘park once’ environment, where visitors and residents can park at one location and walk to multiple stops instead of driving from destination to destination. Landscaping should be included around parking facilities to enhance their appearance.” This proposal is consistent with the Plan’s vision for addressing parking needs and enhancing the community’s walkability and aesthetic quality. The plan also</p>			

endorses the policy of seeking to create a municipal parking structure on p. 73 (Transportation) and p. 157 (Implementation – Capital Improvements).

COMPATIBILITY WITH THE ZONING ORDINANCE

The application, submitted on February 3, 2023, was evaluated according to the zoning regulations in place at that time. The property was classified under the C-2 General Commercial zone and has since been reclassified to the AC Avenue Center District. A permitted use in the C-2 zone was “Public service,” making the proposed development compliant with the zoning ordinance in effect at the time of application. (It would also be permitted under the AC Avenue Center district, because “Government Uses” is a permitted use.) However, the proposed development requires approval for Modifications of Requirements related to front and rear setbacks, loading space dimensions, and tree canopy coverage.

Attachments:	01 – Staff Report 02 – Application 03 – Narrative and Existing Photos 04 – Request for Modifications Letter 05 – Architecture Renderings 06 – Comparison of Existing and Proposed Building Location 07 – Site Plan – C000 – C406 08 – Site Plan – C500 – C800 09 – Site Plan – C900 – DU705	10 – Site Plan – Landscape Plan L001 – LJ103 11 – Streetscape Plan 12 – Maple Ave Streetscape Plan 13 – Traffic Impact Analysis 14 – Relevant Code Sections 15 – Notification Affidavit 16 – Planning Commission Memo 17 – Board of Architectural Review Memo
Author:	Kelly O’Brien, Deputy Director	

INTRODUCTION & BACKGROUND:

The 1.43-acre project site is located at 101 Maple Avenue East, at the intersection of Maple Avenue East and Center Street South. The property is bordered by commercial buildings and asphalt parking lots to the northeast, Vienna Elementary School to the southeast, Center Street South to the southwest, and Maple Avenue East to the northwest. The Patrick Henry Library, originally constructed in 1971 with additions completed in 1995, currently occupies the site (See Figure 1). The existing library building is a one-story structure totaling 13,092 square feet and standing 25 feet tall. The site also includes an asphalt-paved parking lot with 62 spaces, two of which are designated as accessible.

From the Fairfax County website:

“In 2020, Fairfax County voters approved a Library bond referendum for the renovation, and upgrades to four community and regional libraries including Patrick Henry Community Library. Patrick Henry Library is one of the busiest community libraries, operating at the level of a small regional library. The library was constructed in 1971 and renovated in 1995. The building systems and infrastructure are well beyond the end of their life cycle, and the layout of the library does not meet the current and future operational needs of the library. The existing site includes 62 surface parking spaces. Based on a traffic study and parking analysis conducted to accommodate the current and future needs of the library, the number of parking spaces is required to be increased to 125. Additionally, the Town of Vienna has identified a need for additional public parking in downtown. The Town and County are currently under a joint development agreement that includes public parking in addition to Library parking.”

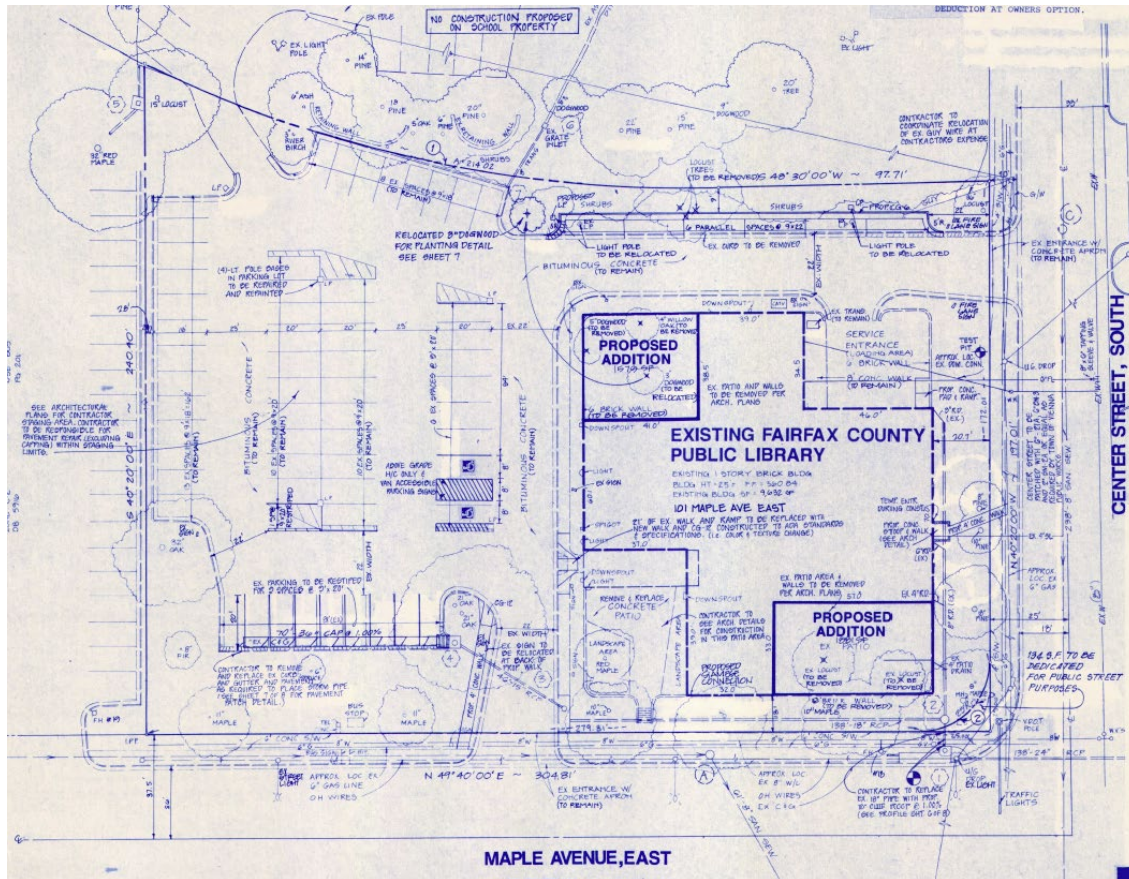


Figure 1: 101 Maple Ave E – Patrick Henry Library - 1991 Layout Plan showing building additions; plan prepared by Walter L. Phillips, Inc.

PROPOSAL:

The proposed project involves demolishing the existing library and constructing a new library building along with an above-grade parking garage. The new library will be situated in the northwest portion of the site, fronting Maple Avenue East, while the parking garage will be positioned in the southeast portion, with access points on Center Street South and Maple Avenue East. The library will be a single-story structure, standing 34.33 feet tall with a footprint of approximately 19,000 square feet. The parking garage will be a three-story structure, 33.5 feet in height, with a footprint of approximately 27,000 square feet. Solar panels, mounted on metal framing, are proposed for installation on the top level of the parking garage.

According to Fairfax County’s project page, the proposed facility will feature a modern library space designed to accommodate present and future programmatic and operational needs of library users and staff. It will also include an outdoor reading and gathering area and a flexible indoor community space that will remain accessible during and after library operating hours. The parking garage will provide 125 spaces designated for library users and staff, along with 84 additional spaces available to the public for non-library uses. The project aims to achieve a minimum of LEED Gold certification, a 50% energy reduction compared to current ASHRAE standards, and a Net Zero energy design through the use of all-electric systems and equipment. Sustainable features include a Photovoltaic (PV) panel system and geothermal heating and cooling to reduce energy consumption further and support the goal of achieving Net Zero energy.

REQUIRED ACTION:

- A. Section 18-256 of the Town Code** (effective at the time of application submittal): Modifications of requirements may be approved by the Town Council after receiving the recommendation of the Planning Commission.
- B. Section 18-90.F.1 of the Town Code** (effective at the time of application submittal): Landscape plans for properties in the C-2 zoning district may be approved the Town Council after receiving reports and recommendations from the Planning Commission and the Board of Architectural Review.

STAFF ANALYSIS:

Staff finds that the overall project complies with Article 13, Article 16, and Article 18 of Chapter 18 of the Town Code, except for the requested modifications detailed below (denoted with * in the column titled “PROPOSED”):

Table 1 – Comparison of proposal to existing conditions and zoning requirements

REQUIREMENTS	EXISTING	REQUIRED	PROPOSED
Front Yard Setback (ft) – Maple Ave E	13 ft	15 ft	10 ft *
Side Yard Setback (ft) – Center St S	20.7 ft	7 ft	10 ft
Side Yard Setback (ft) – Interior side	158 ft	7 ft	30 ft
Rear Yard Setback (ft) – Vienna Elementary School	45 ft	10 ft	3 ft (variable) *
Front Yard Landscaping (%)	71.9% or 3,288 sf	25% or 1,143 sf for 15 ft front 762 sf for 10 ft front with modification	26.7% or 814 sf (if front yard is 10 ft)
Tree Canopy Coverage (%)		10% (6,233 sf)	4% (2,600 sf) *
Building Height (ft)	25 ft	3 stories above ground level, 35 ft maximum	Library: 34.33 ft Garage: 33.5 ft
Parking (number of spaces)	62 spaces	1 space per 300 sf of gross floor area 19,043sf/300sf = 64 spaces	222 spaces (including 84 spaces for Town public parking)
Loading (area)	Approximately 30 ft x 30 ft	25 ft x 90 ft (25 ft in depth; width of at least 15 ft for every 50 ft or fraction thereof of building width; 261.95 ft building width)	15 ft x 35 ft *

*Note: * denotes modification is requested*

A. Modifications of Requirements:

The applicant is seeking four site plan modifications, detailed in a letter to the Director of Public Works, as was required in the previous version of Chapter 18, which is included in Attachment 04 with this staff report and summarized as follows:

1. **Front Yard Setback** (Section 18-90 B and Section 18-90 C)— “The front yard shall be measured from the building line to the front property line and shall be not less than 15 feet.”

The applicant requests a modification of the 15' front yard setback to 10' from the front street line along Maple Avenue.

The applicant states that the modification is necessary for the new library to contain sufficient interior space to meet the needs of the community.

The existing library is set back 13' from the Maple Avenue E right-of-way and 20.7' from the Center Street S right-of-way. At the time of construction of the current building, the front was considered the side facing Center Street S. There was no required side setback along Maple Avenue E at the time, and the required front setback along Center Street S was 15'. The proposed modification would move the new building 3' closer to Maple Avenue E than the current building. Attachment 06 illustrates the current position of the sidewalk and building in relation to the property line, and also provides a comparison with the proposed changes.

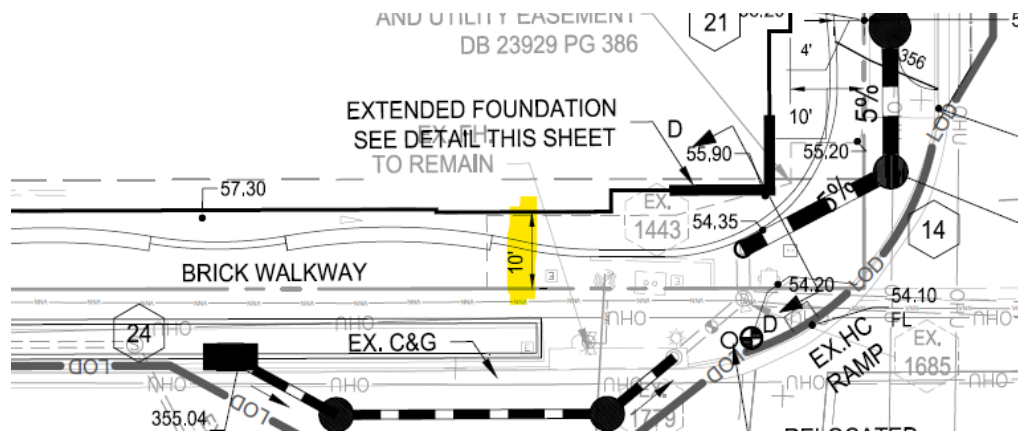


Figure 2: Proposed 10 ft front yard setback

2. **Rear Yard Setback** (Prior Zoning Code - Section 18-90 E) — “Rear yards shall be a minimum of ten feet.”

The applicant requests a modification of the 10' rear yard setback to 3' at its smallest dimension.

Due to a majority of the rear property line being curved, a modification is only necessary for the first 60% of its length, starting from Center Street S. The remaining 40% meets or exceeds the setback requirement. It is also important to note that the adjacent property owner most affected by this request is the Fairfax County School Board, as the property is currently utilized as the Vienna Elementary School.

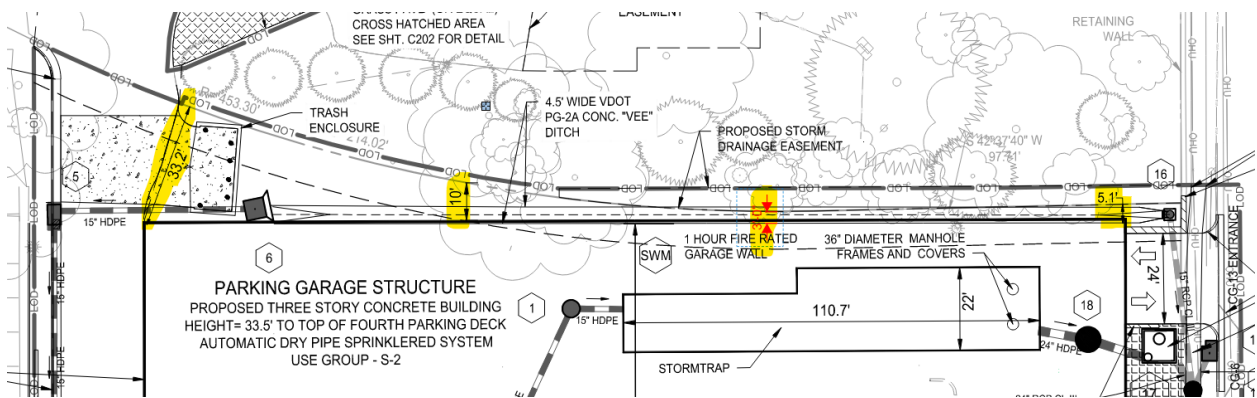


Figure 3: Proposed rear yard setback with variable widths, with the narrowest point measuring 3 ft

3. **Tree Canopy Coverage** (Prior Zoning Code - Section 18-252 (E1)(c)) — “A plan for the planting and replacement of trees on-site during development to the extent that, at maturity of 20 years, minimum tree canopies or covers will be provided in the respective zoning districts of the Town as follows: Ten percent tree canopy in the T, C-1, C-1A, C-2, CMP, and CM zones.”

The applicant requests a modification of the 10% tree canopy requirement in the C-2 zone, seeking approval to provide only 4% coverage on this site.

The footprint of the parking garage and new library leaves limited space for tree planting that would meet the 10% canopy goal at 20-year maturity, as defined by the "Tree Preservation and Planting Guide" (2-2021). The new library design plans to remove and replace seven existing street trees and add shrubs along Maple Avenue. Additionally, four new street trees will be planted along Center Street’s utility strip to help mitigate the impact, but these trees, along with those on Maple Avenue, cannot count toward the 4% coverage since they are not on the property itself.

The Planning Commission and the Board of Architectural Review (BAR) have raised concerns about the low amount of tree canopy. The BAR specifically asked about trees being removed on the adjacent Vienna Elementary School property as part of the construction of the parking garage. Fairfax County (owner of the library site) holds off-site easements on the school property (owned by Fairfax County Public Schools) for storm drainage, grading, temporary construction, and public access. In response to the BAR’s concerns, the Fairfax County Department of Public Works and Environmental Services (DPWES) confirmed their efforts to maintain and enhance the town’s tree canopy, through the following response to Planning Commission and BAR comments:

“The Fairfax County Department of Public Works and Environmental Services’ (DPWES) development plan has addressed the Town of Vienna BAR’s desire to maintain and improve the tree canopy in the Town. For the area impacted by the stormwater easement along the southeast property boundary, DPWES will be clearing the trees and plantings, including invasive species. In addition, DPWES will be replacing this loss of trees/plantings by planting new trees along the same side but further north where the area is not restricted by the foundation of the future garage. DPWES will work with the Town of Vienna’s arborist to select appropriate trees and greenery in these areas to ensure they are sustainable long term and will shield the view of the rear area from Center Street. DPWES has advised Fairfax County Public Schools (FCPS) of the potential impact of the construction in the adjacent FCPS-owned landscaped areas and will

continue to coordinate with regard to FCPS’s management, maintenance and clearing of the overgrowth on the school property.”

Although the new plantings will not count toward the on-site tree canopy requirement, they will still contribute to the overall landscape and will benefit the project as a whole. Figure 4 below shows the location of each tree to be removed with an X. The storm drainage easement is shown below with a green line.

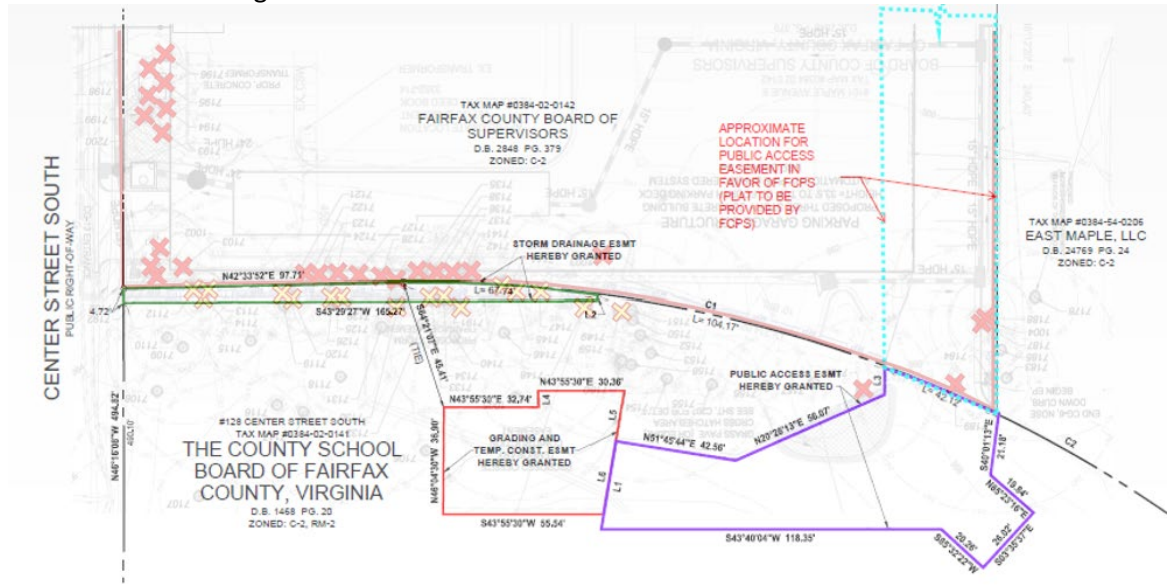


Figure 4: Proposed landscape plan overlaid with proposed off-site easements plat.

- 4. Loading Space** (Prior Zoning Code - Section 18-132) — “Such space shall be at least 25 feet in depth; such space also shall have a width of at least 15 feet for every 50 feet or fraction thereof of building width.”

The applicant requests a modification of the loading space from the 25’ by 90’ area required ($261.95' \text{ divided by } 50' = 6 \text{ times } 15' = 90'$) to allow for a 15’ x 35’ loading space.

The reduced loading area is requested to better accommodate the specific operational needs of the proposed library use. The reduced dimensions are sufficient for the type and frequency of deliveries expected at the site while also allowing for a more efficient site layout and increased usability of the remaining space for other essential functions. Although this application is being evaluated under the previous zoning code, it is important to highlight that the proposed loading space exceeds the new requirement of a 25-foot by 15-foot area set forth in the updated code.

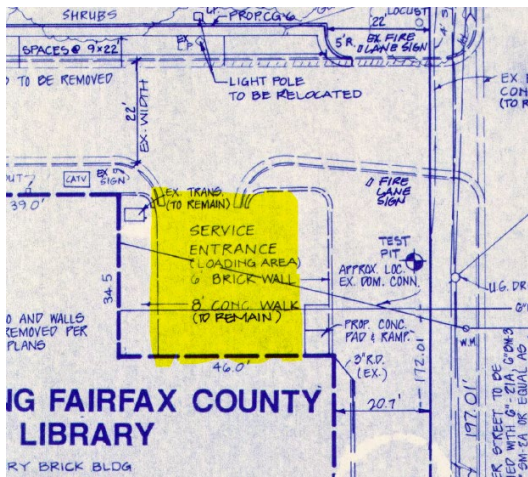


Figure 5: Existing loading area

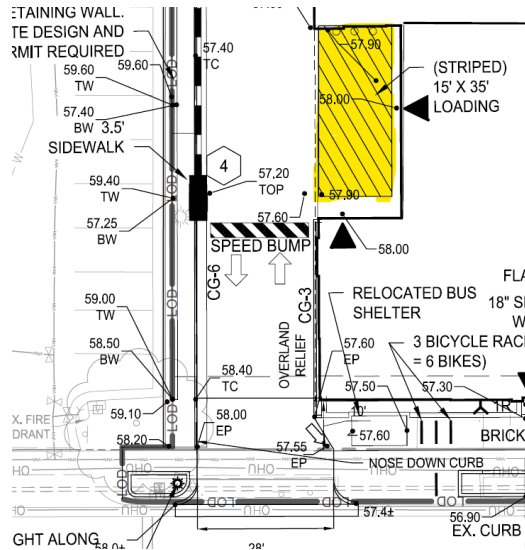


Figure 6: Proposed 15'x35' loading area

B. Landscape Plan

The zoning code's only landscaping regulations require that 25% of the front yard be landscaped and that the landscaping be properly maintained. If the modification of the front yard is approved at 10 feet, then the proposed landscaping meets the required 25% coverage.

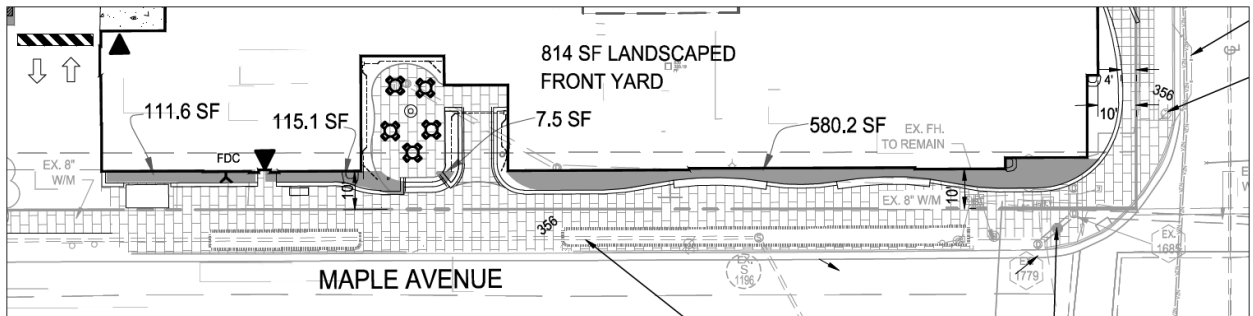


Figure 7: Proposed front yard landscape calculations

Town staff from the Parks and Recreation Department reviewed the submitted landscape plans (See Attachment 10) and provided the following comments regarding the proposed plantings:

- **Tree Replacement:** Replace the trees along Center Street S with either Ginkgo 'Goldspire' or Black Tulip Magnolia. Staff is open to alternative suggestions for more compact and streetscape-compatible trees in place of the proposed *Ostrya virginiana*.
- **Perennials Replacement:** *Dicentra eximia* (DE) has not proven to be resilient in the Town's urban landscape. Please substitute with a similarly sized, spring-blooming perennial with pink flowers, such as *Phlox stolonifera* 'Pink Ridge'.

The Board of Architectural Review conducted a work session on Wednesday, October 2, 2024, to evaluate the proposed plans. The board chair inquired as to whether the plantings were consistent with those recently installed as part of the Maple Avenue streetscape plan (See Attachment 11). The Parks Maintenance Superintendent confirmed that the plans were reviewed to ensure alignment with recent beautification efforts. With the staff-recommended plant changes, the proposed plans are largely consistent with the streetscape design.

Board and Commission Reviews and Recommendations

Planning Commission

The Planning Commission held a public hearing on Wednesday, October 9, 2024, to evaluate the proposed development for public use and concluded that it aligns with the Comprehensive Plan as required by State Code 15.2-2232.

During the same meeting, the Planning Commission also reviewed the requested modifications to certain requirements and the landscape plan. While the Commissioners expressed concerns about some of the proposed modifications and the choice of planting materials, they ultimately voted 5-1 to recommend approval of the modifications and 6-0 to recommend approval of the landscape plan. The memo from the Chair of the Planning Commission, which provides the recommendations and characterizes the discussion, is included in Attachment 16.

Board of Architectural Review

The Board of Architectural Review (BAR) has evaluated this application during four separate work sessions. At their upcoming meeting on October 17, 2024, they will review the materials for a Certificate of Approval concerning the architecture and streetscape elements, as well as provide a recommendation on the landscape plan. A memo summarizing the BAR's comments and recommendations is included as Attachment 17.

During the BAR meeting, Fairfax County addressed the Board's concerns about several items related to landscaping in the right of way, the retaining wall that ties into the existing retaining wall on the Vienna Elementary School property, and the façade of the rear wall of the parking garage.

Both the Planning Commission and the BAR raised concerns about a gap in the planting buffer along Maple Avenue E, noting that it could encourage drivers to pull over and drop off passengers directly in front of the library's main entrance (See Figure 9). Fairfax County clarified that the gap was not intentional but exists because it aligns with the current parking lot entrance (See Figure 8). They are willing to address the issue by extending the planter to fill the space and will update the design drawings accordingly.

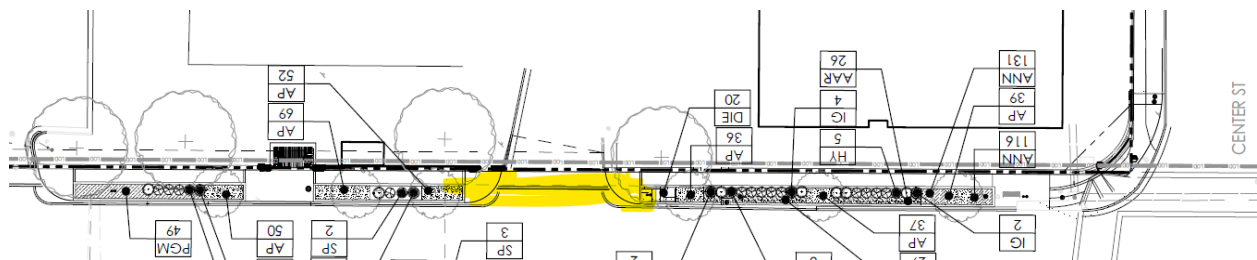


Figure 8: Existing conditions showing gap in planters for parking lot entrance.

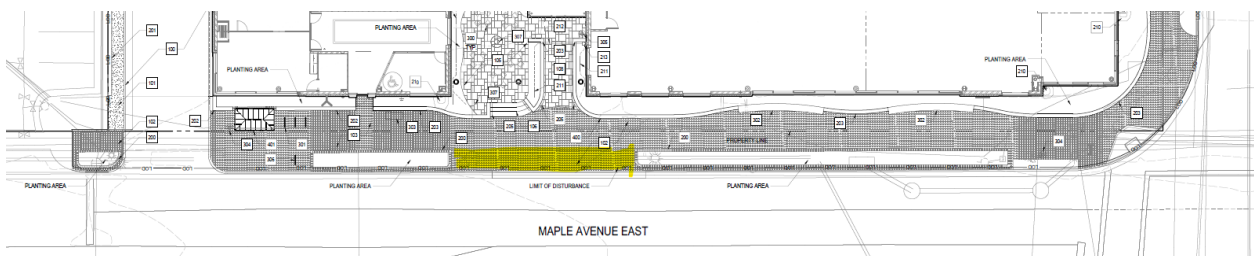


Figure 9: Proposed conditions showing gap in planters as it exists today continuing in previous design plans.

The BAR raised concerns about how the proposed retaining wall for the garage would transition into the existing retaining wall on the Vienna Elementary School property. Initial renderings depicted a brick wall matching the garage's proposed brick finish but did not show the existing stone wall in the design. In response, the BAR recommended using a stone wall to match the existing one, with the new wall's height not exceeding that of the original. The architect revised the renderings to align with the BAR's request, now incorporating the existing stone wall in the design.



Figure 10: Previous rendering showing brick retaining wall.



Figure 11: Revised rendering showing stone wall.

The BAR expressed concerns about the rear wall of the garage, particularly due to the removal of existing trees during construction and the lack of immediate screening as new trees grow. To address this, the Board recommended incorporating more design elements at the rear. Specifically, they suggested extending the brick column feature around to the back and continuing the ribbed concrete pattern from the garage entrance along the first bay of the garage, covering about 40 feet.

During the meeting, the architect indicated they were open to these design adjustments and would consult with Fairfax County to revise the drawings accordingly. Town staff also provided a graphic during the meeting by cutting and pasting design elements to facilitate the Board's discussion. The image is included for information purposes only and **is not the final design**.



Figure 12: Rendering showing blank rear wall.



Figure 13: Rendering modified by staff during BAR meeting.