


TOWN OF VIENNA

MEMORANDUM

TO: Planning Commission

FROM: Matthew J. Flis, AICP-CUD, Acting Director of Planning & Zoning 

DATE: December 5, 2014

SUBJECT: Staff Report for the Regular Meeting of December 10, 2014

GENERAL NOTE: Comments from Public Works Department Staff have been provided for each agenda item, as appropriate and in the form of a separate memorandum to the Planning Commission.

ITEMS NO. 1 and 2:

Recommendation to the Mayor and Town Council **proposed ordinance** to amend the Code of the Town of Vienna, Chapter 17, Subdivisions, Article 5, Improvements, Section 17-67.1 Dedication of Sidewalks for Single-Lot Development; and Section 17-67.2 Completion of Sidewalks for Single-Lot Development.

Together with:

Recommendation to the Mayor and Town Council on a proposed **Pedestrian Master Plan**.

Introductory Comments:

In response to Vienna's request, the state legislature granted localities the authority to require dedication of land for public sidewalks with single lot development, if the sidewalk is part of the Town's Pedestrian Master Plan (SB237ER, Section 15.2-2242 Code of Virginia). Builders would locate the new structure on the lot taking into account the future sidewalk, and the Town would not need to acquire right-of-way in the future. A Proposed Pedestrian Network is included in the Town's Comprehensive Plan, but a more forward-looking and focused plan is necessary.

At their September 15, 2014 Work Session, the Town Council agreed to request comments from the Transportation Safety Committee (TSC) and Planning Commission on the proposed changes to the Town Code and the proposed Pedestrian Master Plan. Both are necessary to take advantage of the recent changes to the state law.

On October 28, 2014, the TSC reviewed the proposed Pedestrian Master Plan, and voted to recommend approval. The TSC further recommends that, in the near future, a final plan be developed to include a finer level of prioritization for pedestrian projects. A copy of the TSC

document has been forwarded to the Planning Commission for consideration. Staff has made one minor change to the document, updating language regarding “Principal” and “Minor Arterials” to reflect the Comprehensive Plan terminology.

Required Board Approvals / Town Staff Recommendations:

The Planning Commission is tasked to make a recommendation to the Town Council regarding the proposed changes to the Town Code and the draft Pedestrian Master Plan. Staff concurs with the TSC and recommends a refined Pedestrian Master Plan be developed in the future for integration into the upcoming update of the Town Comprehensive Plan. In the meantime, however, the proposed simplified plan should be adopted post haste given the pace of infill development ongoing within the Town.

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ITEM NO. 3:

Recommendation to the Mayor and Town Council on a **final plat and requested waivers** from certain public street improvements for the proposed resubdivision of six contiguous parcels within Block 10, Onon’dio Subdivision, into eight lots and located between the Washington and Old Dominion Trail and Ninovan and Tapawingo Roads SE, and in the RS-12.5, Single-Family Detached Residential zone (recommended new addresses are 403, 405 and 407 Tapawingo Road SE, and 820, 822, 823, 824 and 825 Onondio Court Cove SE). Application filed by Joshua Marshall, Land Design Consultants, on behalf of Satpal Singh Sahni and Carolyn Jackson Sahni, property owners.

Introductory Comments:

The 3.54-acre (154,272 square feet) subject tract is comprised of six separate parcels assembled over a number of years by the current property owners. These parcels include existing dwellings at 910, 911 and 916 Ninovan Road SE and the former Wien Day Care facility at 922 Ninovan Road SE. The two remaining parcels are comprised of vacated rights-of-way associated with the former Arlington and Fairfax Electric Railway (A&FER) and a triangular-shaped portion of Ninovan Road SE that was vacated during the development of the “Kidd Property” (5 single-family lots situated in the 850 block of Shady Drive SE) in 1999.

It is the desire of the property owners to combine these six parcels into one larger parcel and create a new 8-lot subdivision known as “Onondio Cove.”

Characteristics of the Existing Property:

A unique aspect of the irregular polygon-shaped subject tract is the surviving remnants of the A&FER in the form of an elevated approach to and the existing railroad abutment that carried

the electric line above the Washington and Old Dominion Trail (W&ODT). This elevated grade extends some 500 feet west of the concrete bridge abutment and rises to an elevation of about 436 feet above sea level. The remainder of the parcel slopes north and west from the elevated grade and abutment to about 418 feet at its northerly and westerly property corners.

Existing improvements – the entirety of which will be removed during redevelopment of the parcel – include the single-family dwellings and associated driveways, an in-ground swimming pool and associated pool house, and the single-story building and parking lot associated with the former day care center. The existing bridge abutment is indicated to remain. In fact, NOVA Parks (formerly the Northern Virginia Regional Park Authority) has recommended preservation of the feature.

A portion of the existing street-right-of-way for Ninovan Road SE – and adjacent to the dwelling addressed as #911 – is required to be conditionally vacated prior to or in conjunction with the consideration of the final plat by the Town Council. The viewers, as appointed by the Council, have found that the vacation of the right-of-way would not create any inconvenience to the general public.

Proposed Development Activities:

The proposed **final plat** for Onondio Cove depicts the construction of a new 260-foot-long public street SE extending southeasterly from the intersection of Sharaam Court SE and Tapawingo Road SE to provide direct access to six of the eight single-family lots. One lot will be afforded direct street access from Tapawingo Road SE, and the remaining lot will be accessed from Ninovan Road SE. All proposed lots will meet the area requirements as specified in the various subsections of § 18-24 of the Vienna Town Code.

Storm water management will be accomplished through the extension of the public system along the newly proposed cul-de-sac street and in a new system to be installed from the rear of new Lot 5 and then along the property lines between new lots 7 and 8 into an underground detention facility running along Tapawingo Road SE and in front of Lots 6 through 8.

The Department of Public Works has indicated ongoing concern with respect to the proposed storm drainage plan as prepared by the applicant's engineer. A separate memorandum – detailing the extent of these issues – has been prepared by Public Works staff and has been included along with this staff report.

Sheets 14 through 16 of the plan set denote the assessment of existing trees situated on the subject parcel and the engineer's solution to the tree canopy requirements of § 17-15.1 of the Town Code through a combination of tree save areas at the northerly and easterly corners and new plantings throughout the new single-family lots.

Proposed Subdivision Waivers (or small “v” variance) Plus Requested Street Vacation:

- A. Section 17-39: Dead-end Street or Cul-de-sac (Street Property Line Diameter):** The existing Ninovan Road SE right-of-way has been shortened by approximately 230 feet in length in conjunction and required conditional sale and vacation to effectuate the approval of the subdivision plat. The remaining 280 feet from its intersection with Tapawingo Road SE provides access to 4 existing single-family homes and is situated outside the proposed new subdivision. The “hammerhead-type” terminus of the new street, however, would be formed by one of the southwesterly boundary lines of the subject parcel and would require a waiver from the cul-de-sac turn around requirements as set forth in § 17-39 of the Vienna Town Code if the proposed stub-end is to be permitted.
- B. Section 17-41: Widths; Dedication of Rights-of-Way:** The proponents desire to retain the terminus of Tapawingo Road SE at its current location with Sharaam Court SE (and the new cul-de-sac into Onondio Cove) along with the removal of an approximate 30-foot-long section of existing pavement. The Town Staff acknowledges the applicants’ assertion that there is no desire to complete this section of the roadway within the public street right-of-way, however, the requirements of doing so – in accord with the provisions of § 17-41 of the Vienna Town Code must be addressed. The grant of any such waiver request should also be associated with an equivalent sum of funds (street, curb and gutter and sidewalk) that would be placed into an escrow fund for use by the Town as it deems appropriate.

Required Board Approvals / Town Staff Recommendations:

The Staff has reviewed the proposed **final plat** in accord with the provisions of Chapter 17 of the Vienna Town Code. As specified in § 17-23:32 of said Town Code, the Mayor and Town Council is charged with the approval of all final plats after its review by the Planning Commission and the formulation of a recommendation thereon.

On December 2, 2014, the applicant held a meeting with several of the adjoining neighbors (primarily to the south of the subdivision) to explain the plans and answer questions. Although Town staff was not in attendance, several concerns have been raised by the neighbors. The first is the orientation of lots 3 and 4 such that the side setbacks are abutting the rear yards of the existing homes to the south. Both lots 3 and 4 provide the required side setbacks. The second issue is the height of the proposed dwellings in relationship to the existing homes to the south. In general, the abutting properties sit somewhat lower in elevation than the proposed subdivision. This is primarily due to the berm associated with the railroad approach. The submitted materials indicate the proposed lot grade deviations for the proposed dwelling do not exceed the three feet permitted by the Town Code. The Planning Commission may recall, this code revision was adopted on April 4, 2011 primarily to avoid “dirt skirts” and excessively high foundations which may impact surrounding properties.

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ITEM NO. 4:

Recommendation to the Mayor and Town Council on a **site plan and certain site plan modifications** for the construction of a new office building, entryways, parking areas and a parking structure for Navy Federal Credit Union Campus Expansion on property located at 1041 Electric Avenue SE, and in the CMP-Planned Industrial zone. Application filed by Aaron Vinson, Walter L. Phillips, Incorporated and J3 Design Collective, Inc., on behalf of Navy Federal Credit Union, owner.

Physical Characteristics of the Headquarters Property:

Located at 820 Follin Lane SE, in the Vienna Technology Park, the existing 901,331-square-foot facility serves as the corporate headquarters for Navy Federal Credit Union. The current facility—along with an annex across Electric Avenue SE—houses the staff necessary to operate the world’s largest credit union on a “24-7 basis.” While the greatest amount of square footage within the facility was authorized by both the Planning Commission and Town Council in September and October 1994, a 4,476-square-foot mail receiving facility was approved in March and April 2004.

Most recently, on April 16, 2012, the Mayor and Town Council approved a site plan revision to permit the construction of a two-story 4,712-square-foot generator enclosure along the easterly elevation of the existing building. The purpose of that new structure is to provide enclosed space for generators that support the operation of the credit union offices.

Physical Characteristics of the 1007 Electric Avenue SE, or “Annex” Property:

Navy Federal Credit Union first received an occupancy permit from the Town on June 25, 1993 to occupy the 33,900-square-foot building, or “Annex,” located across Electric Avenue SE, from their headquarters building and main campus at 820 Follin Lane SE. Subsequent occupancy permits have been issued for Navy Federal’s Financial Group and Navy Federal’s Real Estate Services, and the last occupancy permit was issued on June 29, 2006 for Navy Federal Brokerage Services, LLC.

Located on the curve where Follin Lane SE, becomes Electric Avenue SE, the subject parcel encloses 3.8978 acres (169,786 square feet) of land within Vienna’s Technology Park. In addition to the aforementioned building, existing improvements also include on-site parking for 247 vehicles, and a few mature trees. The most recent site plan—approved by the Mayor and Town Council on June 18, 2007—allowed the addition of 84 new vehicle spaces to the south and east of the existing building which provided additional parking for employees at both the Annex and at the Headquarters Building. In conjunction with the June 2007 site plan approval, certain site plan modifications from Sections 18-98.B.3.b. and 18-131 (pertaining to the location and arrangement of additional parking areas) were also granted along with the requirement that

Navy Federal relocate all of their lease vehicles and landscaping equipment to their leased facility at 831 Follin Lane SE (located to the rear of 801 Follin Lane SE).

Proposed Development Activities for the Combined Navy Federal Credit Union “South Parcel”:

Navy Federal Credit Union has submitted a substantial-sized plan set that contemplates the removal of all existing improvements on the 469,047-square-foot (10.763 acres – computed area) triangular-shaped parcel located south of Electric Avenue SE. This includes the existing “Annex” Building and two other buildings – addressed as 1021 and 1041 Electric Avenue SE – that have been not been formally used since being vacated several years ago. Informal use activities have included the parking of vehicles by Navy Federal personnel – perhaps leased and employee vehicles – in addition to other parking areas controlled by the firm across Electric Avenue SE and at 831 Follin Lane SE.

In general terms, proposed new improvements for this parcel include a 4-story office building with 234,391 square feet of floor area within an average footprint size of 55,990 square feet. By comparison, the current total building area of the three properties is approximately 214,000 square feet (by staff’s calculations). To its south and immediately adjacent to the office building is a proposed parking structure (footprint area of 59,708 square feet). Surface lots provide an additional 122 vehicle spots for a total of 1,184 parking spaces. These surface parking lots will be situated in three separate areas on the parcel with the majority placed between Electric Avenue SE and the new building. By comparison, there are currently 968 parking spaces on the three properties which comprise the subject site (by staff’s count). Navy Federal’s original site provides parking for 2,469 vehicles (as of the 2007 plan approval for the existing Navy Federal Annex).

Navy Federal’s proposed new office building will be approximately 44.8 feet in height, with some portions of the penthouse area (screening for mechanical equipment) extending into the 63-feet above-ground range (*see also Section 18-164 of the Vienna Town Code regarding when penthouses and other roof-top structures may extend above the maximum permit building height*). The 6-level parking structure will be situated so that one level is below ground with a height ranging from 45 to 56 feet (*permitted through the height averaging provisions as set forth in § 18-4*).

The proposed plan indicates a pedestrian bridge to extend from the main Navy Federal campus across Electric Avenue SE to the subject property. The bridge would begin at grade and would cross the right-of-way at a clearance of approximately 16 feet, connecting to a stair tower and ultimately the proposed building. Two structural supports would be required and are located on Navy Federal property, one on each side of Electric Avenue. As proposed, the pedestrian bridge would be private used and no public access would be allowed. An easement and other legal agreements would be necessary between the Town and Navy Federal regarding the bridge.

A substantial landscape plan has been provided and reviewed as part of the submittal. Staff notes that the current site is substantially paved or covered in buildings. The proposal is a significant improvement in this regard.

Site Plan Modification Requests:

Based upon our review of the proposal, three site plan modifications are requested.

- A. § 18-102: Loading Berths:** The Vienna Town Code requires unenclosed loading berths to be located at least 300 feet from a residential zone or public park. The proposed plan includes a loading berth located approximately 230 feet from the WO&D trail. Taking into account the trail property, the nearest residential zone is over 350 feet away. The applicant has noted that the loading bay itself will be enclosed with rolling doors. Further, landscape berms and screening are provided along the rear property line. This results in a loading area pavement elevation some 12 feet lower than berm. A retaining wall enclosure will also be provided around the parking area. This, in combination with the geometry of the loading area, makes it relatively difficult to view directly from the rear of the lot.
- B. § 18-128: Area Required for One Parking Space:** The Vienna Town Code requires 9-foot by 20-foot minimum dimensions for all on-site parking spaces. Parking spaces within the parking garage indicate an 18-foot depth. A typical parking garage bay is 60 feet in width. This assumes a standard 24-foot wide drive aisle and two rows of parking. Based upon staff's analysis, the 18-foot depth is reasonable for a parking structure and consistent with ADA standards for parking.
- C. § 18-134(B): Improvements applicable to parking areas and loading spaces:** The Vienna Town Code requires entrances and exists to parking and loading areas have a width of not less than 25 feet nor more than 35 feet at street right-of-way line. The southern entrance has a width of 51.8 feet. The middle entrance has a width of 40.6 feet. The northern entrance is comprised of a right-in and a right-out separated by a median. The total width at the curb line is approximately 85 feet. However, the width of the driveway at the property line is 24 feet. Staff has expressed some concerns about this entrance as it is located at the sharp curve in Follin Lane/Electric Avenue SE. Further, the driveway enters Town property and requires a crossing of a pedestrian/bicycle trail which connects to the WO&D trail. Several trees would need to be removed as well. The applicant has provided safety measures at the trail crossing in their proposed plans.

The southern intersection is proposed to be signalized. It will include a combined left and thru-lane along with a right-turn lane. The middle entrance has additional width due to the curb radius.

Staff Recommendations:

The review of the entirety of the **site plan** (in addition to the site plan modifications as noted above) requires approval by the Mayor and Town Council after review and recommendation by the Planning Commission as set forth in Section 18-116D of the Town Code.

Two Work Sessions have been held with the applicant regarding the proposed site plan. The first, held on November 5, 2014, provided an overview of the project and associated improvements. The second, held on December 3, 2014, focused on transportation and traffic.

A detailed review of the current proposal by Town Staff indicates that it conforms to the provisions of the Town's zoning ordinance except for the specific site plan modifications noted above.

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ITEM NO. 5:

Recommendation to the Board of Zoning Appeals on a **conditional use permit** for Glyndon Park Lighting Improvements at the existing Glyndon Park baseball field, located at 300 Glyndon Street NE, and in the PR, Park and Recreational zone. Filed by Cathy Salgado, Director, Department of Parks & Recreation, on behalf of the Town of Vienna, owner.

Introductory Comments:

Accessible from Glyndon Street and Beulah Road NE, Glyndon Park is an 11-acre tract of wooded recreation space, complete with paved walking trail, playground, baseball field, basketball court, two lit tennis courts, restrooms and picnic pavilions. The Town, in cooperation with Vienna Little League (VLL), intends to install synthetic turf and new field lighting.

Characteristics of the Existing Property:

The subject tract encloses 11.0 acres and is located between Beulah Road NE and Glyndon Street NE. Parcel 38-2 ((2))-46 is zoned PR, Park and Recreational zone. The subject tract generally slopes from the northeast to the southwest, with the upland portion primarily wooded. The baseball field and a variety of associated structures (bleachers, dugouts, etc.), along with the parking area is located toward the lower portion of the property. A basketball court and two tennis courts are adjacent to the northwest.

Immediately adjoining Glyndon Park are 16 homes which are accessed from Ainstree Court NE, Sherwood Drive NE, Ayr Hill Avenue NE and Beulah Road NE. Three of these houses have backyards that adjoin the basketball and tennis courts. Twelve homes back up to the primarily wooded portion of the property. One home, located at the corner of Ayr Hill Avenue NE and Glyndon Street NE backs up to the parking area immediately in front of the baseball field. Seven homes are located across Glyndon Street NE from the baseball field.

Proposed Development Activities:

The application and drawings that accompany the CUP request indicates that it is the desire of the Town to install six (6) pole lights on the currently non-illuminated baseball field. Two lights are indicated behind the backstop/home base portion of the field, two located along the left and right field lines and two behind the outfield. The lights are to be LED fixtures, and an illumination analysis has also been provided. The applicant proposes to limit the hours of illumination.

Required Board Approval:

The installation of lighting necessitates a conditional use permit for the subject property. In accord with the provisions of §§ 18-209:216 of the Vienna Town Code, all **conditional use permit** applications must be approved by the Board of Zoning Appeals after review and recommendation by the Planning Commission.

Staff Recommendations:

The staff has always been highly supportive of those programs and facilities that directly support the positive growth and development of Vienna's youth. This support extends to the types of programs and activities that have been a mainstay of Glyndon Park.

Two issues that deserve close scrutiny by both the Planning Commission and the Board of Zoning Appeals are: 1) the impact of the illumination of the Glyndon Park baseball field on those residence located along Glyndon Street NE, immediately across from the field; and 2) the proposed extent of lighting activities – in terms of duration throughout the calendar year and by time of day.

Staff notes that the Department of Parks & Recreation held a meeting with residents on October 27, 2014 to share information on the proposed project and demonstrate the lighting. Representatives from the lighting company along with Vienna Little League were also on hand.