



STAFF REPORT COVER SHEET

March 14, 2018

Addresses:	245 Maple Ave W, 101-115 Pleasant St NW	Case Number:	PF-68-17-PMAC
Public Meeting Date:	3/14/2018	Applicant:	Doug D'Alexander of Vienna Vision, LLC
Board/Commission:	Planning Commission	Owners:	Maple Avenue West Associates, LLC, Pleasant Street Associates, Daphne D. Sloan
Existing Zoning:	C-1A	Existing Land Use:	Commercial
Brief Summary of Request:	Recommendation to Town Council for rezoning to the Maple Avenue Commercial (MAC) zoning district. Applicant proposes a 4-story, 51.33 foot tall mixed-use building (with retail space on the ground floor and townhouse condominiums above) fronting Maple Avenue. Applicant also proposes 3- to 4-story townhouse condominiums along Pleasant Street NW and Church Street NW. The name of proposed development is "Vienna Market."		
Site Improvements:	Redevelopment of existing site to include 8,200 square feet of commercial/retail space and 44 townhouse condominium units. Improvements also include underground parking for the commercial/retail space and a park area with a designated spot for future public art.		
Size of Property:	85,654 sf (83,367 sf after ROW dedication)/1.97 acres (1.91 acres after ROW dedication)		
Public Notice Requirements:	Advertisement for two successive weeks of public hearing in a newspaper having paid general circulation in the Town	Published in Washington Times on February 28, 2018 and March 7, 2018	
	Posting of the property at least ten days prior to the public hearing	Two signs posted along Maple Avenue West and Pleasant Street Northwest on February 28, 2018	
	Written notice by registered or certified mail of hearing to property owners of subject site and property owners/agents/occupants abutting and immediately across from subject site at least 5 days prior to public hearing	On March 6, 2018, 115 certified letters were sent to adjacent and abutting property owners/agents/occupants and subject property owners	
Staff Recommendation: Recommend Approval to Town Council			

Brief Analysis	
PROPERTY HISTORY The subject properties currently consist of a mix of commercial and office buildings. The buildings range in date built, from 1900 to 1954. The largest of the buildings, the “Marco Polo” building was built in 1954.	
COMPATIBILITY WITH THE COMPREHENSIVE PLAN The Future Land Use Plan in the Comprehensive Plan 2015 Update shows the site as mixed-use. The mixed-use land category was added to the plan to reflect the vision for the existing commercial areas to redevelop as mixed-use projects. The Comprehensive Plan promotes a mix of housing types, which this proposal will help further expand.	
COMPATIBILITY WITH THE ZONING ORDINANCE The proposal is compatible with the Zoning Ordinance, through the rezoning process, as conveyed in Article 13.1 MAC Maple Avenue Commercial Zone Regulations of Chapter 18 of the Town Code. The site is eligible for the MAC zoning district and the applicant is voluntarily opting-in for the rezoning to the MAC zoning district.	
Attachments:	Application ☒ Conceptual and Existing Conditions Plans ☒ Public Engagement Plan ☒ Renderings and Elevations ☒ Public Works Memo ☒
Author: Michael D’Orazio, AICP, Principal Planner	

ITEM NO. 3:

Recommendation by the Planning Commission to the Town Council on a proposed rezoning for Vienna Market, a mixed-use townhouse unit (condo) with ground and first floor retail, a 1.97acre parcel on properties located at 245 Maple Avenue West and 101, 107, 115 Pleasant Street NW, all in the C-1A Special Commercial zoning district (Requested zoning is MAC Maple Avenue Commercial). Application filed by Vienna Vision, LLC with purchase contract.

Introductory Comments & Background:

Existing Conditions

The subject site includes an assemblage of four properties/parcels, including 245 Maple Avenue West and 101-115 Pleasant Street Northwest. These parcels are zoned C-1A Special Commercial. Maple Avenue West and Pleasant Street Northwest border the site, respectively on the southeastern and southwestern sides. The one-way portion of Church Street Northwest borders the properties on the northwestern side. The 235 Maple Avenue West property occupied by the Bank of America building is located on the northeastern side of the site.

A group of office buildings, ranging from 1-story to 6-story, is currently located on the opposite side of Pleasant Street Northwest. A single-family detached dwelling, which is part of the Windover Heights Historic District, and a 3-story office building are located across the street along Church Street Northwest. A gas station and a 4-story office building are located across the street along Maple Avenue West.

In total, there are five separate buildings, along with one detached accessory structure, located on the site. According to the latest Fairfax County real estate assessment data, they encompass a total of 31,600 square feet of commercial/retail/office space. Two of the buildings, currently being used as office and commercial space, were built in 1900. The one building located at 107 Pleasant Street Northwest, which has been used as office space, was built in 1920. The largest building on the site, the Marco Polo building, was built in 1954. Some of the existing buildings are showing wear on their exteriors. Marco Polo in particular has shown signs of deterioration, especially during the time for which the building has been vacant.



Figure 1 - Marco Polo building circa 1971. At the time several of the buildings were referred to as Copp Plaza.

In terms of topography, the site is particularly challenging compared to other commercial sites along Maple Avenue. The grade change from the southeastern corner to the northwestern corner is approximately 17 feet (the grading ranges from elevations of 378 feet to 395 feet above sea level).



Figure 2 - The Marco Building in 2018, several years after the restaurant closed.

Previous Application for Rezoning

In 2015 the applicant applied for rezoning of the same site to the MAC zoning district. The proposal included 28,000 square feet of retail space and 49 townhouse condominiums. Town Council heard the item in 2016. Due to a protest petition, Council was required to vote 6-1 in favor of the rezoning for approval. Council voted 5-2 in favor of the application, therefore the rezoning was denied.

Since the 2015-2016 application, the MAC zoning ordinance has been amended. The amendments are as follows:

- Application procedure amended to allow for conceptual plans in place of fully engineered site plans (site plans are still required after rezoning);
- Application procedure amended to require 3D renderings of the development and surrounding buildings, a public engagement plan, and a multi-modal transportation impact analysis;
- Side street setbacks increased from 11 feet to 15 feet between face of curb and front building wall;
- Minimum rear yard setback increased to 20 feet for all abutting residential development, not just single-family detached dwellings;
- Encroachment for stoops increased to five feet into a required yard setback;
- Surface parking is no longer allowed in between a building and Maple Avenue;
- Minimum distance between bicycle parking and primary building entrance decreased to 75 feet;
- Seasonal color requirement for landscaping screening off-street surface parking lots;

- Requirement for street trees along all adjacent public streets, not just Maple Avenue;
- Minimum amount of open space increased from 10% to 15% of the total site;
- Clarification on transparency requirement for Maple Avenue ground floor façade ; and
- Clarification on bus shelter incentive feature.

Current Proposal:

The applicant is proposing a mixed-use development that consists of 8,200 square feet of retail space with 44 townhouse condominiums. The redevelopment of the site requires a rezoning from C-1A Special Commercial to Maple Avenue Commercial (MAC). Rezoning to the MAC zoning district is voluntary and the subject site is eligible for rezoning to the MAC.

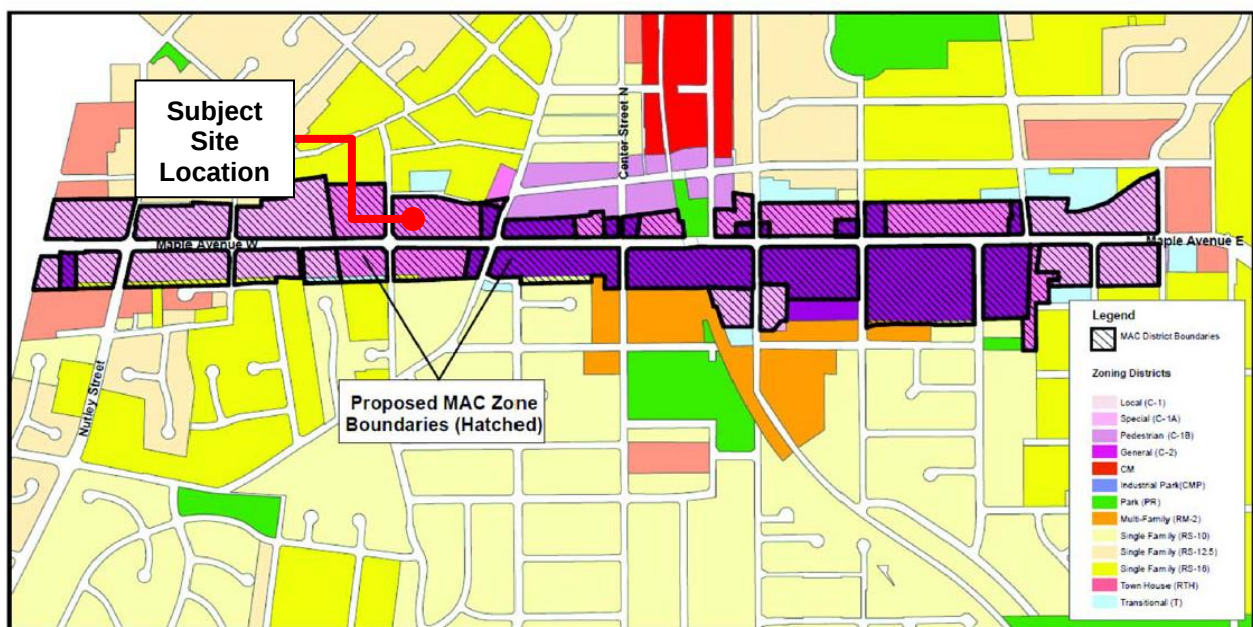


Figure 3 - Maple Avenue Commercial (MAC) Zone Eligible Properties

Retail Space

The retail space is located along Maple Avenue, set back 20 feet away from the face of curb, the minimum setback distance. Due to the grade change along Maple Avenue (which ranges from 378 feet to 388 feet, east to west) the first floor elevation of the retail space changes. The height of the retail space, floor to floor, ranges from 20 feet to 15 feet, east to west.

A $\pm$ 6 foot wide brick plaza/sidewalk area is located adjacent to the retail space. The area is proposed to be used for pedestrians/outdoor seating. The plaza and the adjacent sidewalk (referred to as Zone 3 and Zone 2 in the Code) are separated by an ornamental metal fence with brick columns. Several openings with stairs allow for access from the sidewalk to the plaza.

Parking for the retail space is accessed off Maple Avenue, near the Bank of America site. A majority of the parking for the retail space is located below grade, underneath the retail space. Per [Section 18-130](#), 41 parking spaces are required for the 8,200 square feet of commercial space.

The MAC regulations offer an incentive of 1.25 spaces for every one space of structured parking. The applicant is utilizing this 25% reduction and is providing 33 spaces below grade, meeting the required parking requirement. Two surface ADA accessible parking spaces are located at grade next to the retail space.

Corner Plaza

The corner plaza is located at the corner of Maple Avenue West and Pleasant Street Northwest. The plaza is approximately 2,700 square feet in size and consists of a landscaped area with crisscrossing walkways. The developer anticipates that at least a portion of the plaza will be utilized for outdoor seating for the adjacent retail space. The landscape plan shows a total of 6 large shade trees to be planted around the plaza. (The number of trees located at the plaza replaces the number of trees that are normally required to be planted in landscape strip along Maple Avenue. Due to sight distance however, the Town is unable to allow a majority of the trees to be planted along the landscape strip.) The walkways lead to a middle point of the plaza where the applicant proposes a future public art piece, such as a fountain or statue.

The applicant is also proposing a pad site for a future bikeshare station abutting the southeastern part of the plaza. The Town is not part of a bikeshare program. However, there have been preliminary discussions about the Town participating in a bikeshare feasibility study.

Townhouse Condominiums

The applicant proposes to build 44 townhouse condominiums. Six of these units are located above the retail space, fronting Maple Avenue. Twelve proposed units front Pleasant Street Northwest. The side facades of the end units of the Pleasant Street Northwest row front Maple Avenue West and Church Street Northwest.

Sixteen of the units are located in the middle of the site, going from north to south, and include two rows, of 8 units each, fronting each other. The two rows of townhouses are approximately 30 feet apart and are separated by landscaping and a 4' wide walkway. Nine visitor parking spaces are located near the southern side of the rows of townhouses. One space is reserved for the retail space fronting Maple Avenue.

A row of ten units is located on the northeastern side of the site and front the Bank of America site. A walkway and landscaping are located between the front of the units and a wall located on the property line.

The units differ slightly in size but the majority of the townhouses are approximately 20 feet wide by 40 feet long. With the exception of the units within 107 feet of the single-family dwelling's corner side yard setback, the townhouses are 4 stories tall, with rooftop terraces located on the back portions of the top floors. All of the townhouse units contain rear-loading, 2-car garages.

Multi-Modal Transportation Impact Analysis

Per [Section 18-95.3](#), the applicant is required to provide a multi-modal transportation impact analysis. The analysis is defined in [Article 2. - Definitions](#) as, “the study of development-related existing, and future conditions of travel demand and supply to include analysis of vehicular, pedestrian and bicycle traffic, transit, and parking in a defined study surrounding the proposed development site.” The study, prepared by Wells & Associates, finds generally that the proposed redevelopment will have a nominal impact on vehicular traffic and will generate 39 AM peak hour primary trips, 71 PM peak hour primary trips, and 784 daily primary trips. In comparison, the study shows that a by-right development with 41,000 square feet of retail generates 67 AM peak hour trips, 247 PM peak hour trips, and 2,853 daily trips. The Department of Public Works agrees with the conclusion that the impact of the vehicular trips will be minimal (reference Public Works memo).

The study also finds that the new sidewalks along Pleasant Street Northwest and Church Street Northwest will have a positive impact on the pedestrian network. The undergrounding of utility poles will have an additional positive impact by reducing obstacles along the sidewalks. In addition to the pedestrian improvements, the applicant also proposes bicycle racks (which are required per Code) and a pad site for a future bikeshare station. As previously mentioned the Town is not part of any bikeshare program but is in the preliminary stages of organizing a bikeshare feasibility study.

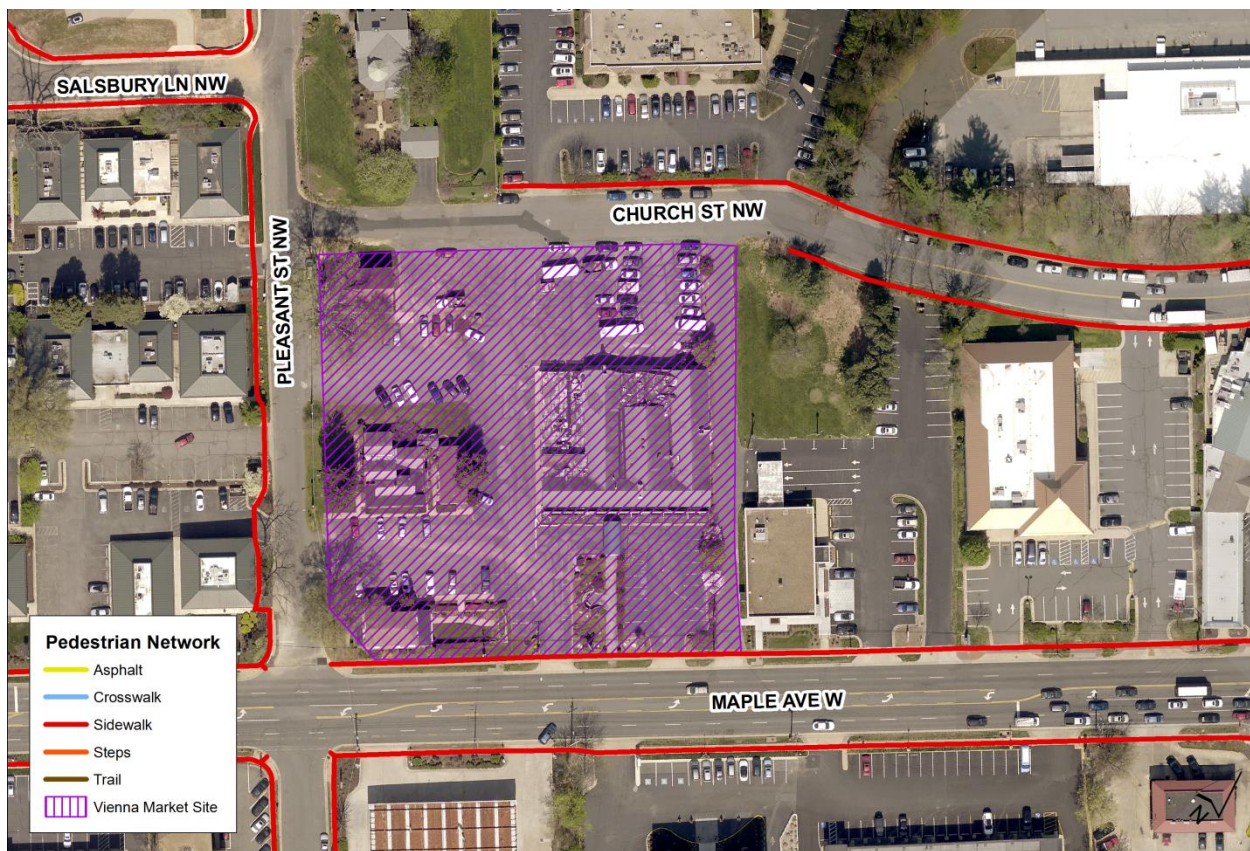


Figure 4 - Existing Pedestrian Network

Zoning Requirements

The proposed project meets zoning requirements, including yard setbacks, building height, and open space and impervious area requirements, with the exception of a requirement for multi-family dwellings not to be located on a ground floor façade facing Maple Avenue. Staff believes that the side of one of the townhouse units fronting Pleasant Street Northwest faces Maple Avenue and therefore does not meet the zoning requirement. [Section 18-95.4. – Permitted uses](#) states multi-family dwellings are permitted “if they are not located on a ground floor façade facing Maple Avenue.”

Although the maximum impervious surface requirement is not being met outright, the applicant is requesting a 5% increase per [Section 18-95.19. – Incentives](#). In order to receive the incentive, the applicant is required to incorporate a number of incentive features. For a 5% increase in impervious surface, the applicant must provide two points from Schedule A and two points from Schedule B. The applicant is providing four points from Schedule A and two points from Schedule B with the following incentive features:

- Inclusion of underground parking or parking structures sufficient to accommodate 51 percent or more of the off-street parking (AA);
- Closure of one existing access way, vehicular entrance, or driveway on Maple Avenue (AA);
- Provision of rain gardens or other appropriate stormwater infiltration system(s) of at least two percent of the total site area (B); and
- Provision of at least one enclosed recycling station per building suitable for storage and collection of recycles generated on-site (B).

Table 1 - MAC Zoning Requirements

	Required	Proposed
Front Yard	Minimum 20' from face of curb	20'
Front Yard and Side Yard on Side Street(s)	Minimum 15' from face of curb	15'
Side Yard	Minimum 8' from property line	8'
Building Height	Maximum 54' from average front grade	51.33'
Open Space	Minimum 15% of entire site	24.6%
Impervious surface	Maximum 80% of entire site	84.2%*

**Request for 5% increase in the maximum impervious surface*

Required Commission/Board approvals:

[Section 18-95.3. – Procedure for MAC Zone designation](#) describes the process by which existing properties may rezone to the MAC district. Designations may only be approved as a rezoning in accordance with Article 24 of Chapter 18, Zoning. The rezoning application must be accompanied by an existing conditions plan and a concept plan prepared per the standards set forth in [Section 18-95.3](#). The application must also include building elevations, 3D renderings,

and a multi-modal transportation impact analysis. After submittal and staff review, the Board of Architectural Review (BAR) reviews the proposal and makes a recommendation regarding its compliance with the requirements of Article 13.1. This recommendation will then accompany the application through the rezoning process, per the requirements of Article 24.

As of today, staff has reviewed the application for conformance with the zoning ordinance and Comprehensive Plan. The Board of Architectural Review reviewed the item at its regular monthly meeting on February 15, 2018. The Board recommended approval of the application to Town Council in regards to compliance with Article 13.1.

The Planning Commission is required to review and make a recommendation to Town Council for all rezoning applications, per [Section 18-246. – Planning commission notice and hearing](#). Following approval of a rezoning by the Town Council, the proposed development shall be subject to site plan approval per [Article 25](#).

Staff Recommendations:

Zoning Ordinance

Staff finds that the application meets the requirements of Article 13.1 of Chapter 18 of the Town Code and that the application generally meets the intentions of the MAC, with the exception of the aforementioned townhouse unit facing Maple Avenue. In particular, the application promotes a variety of housing options with townhouse condominiums, enhances the Town's economic vitality by proposing the replacing of a vacant 22,660 square foot building with new retail space, creates a publicly accessible gathering space with the corner plaza at Maple Avenue West and Pleasant Street Northwest, and incorporates a design that adds visual interest to the subject site.

However, staff would like to note that it does not include destination-style retail (reference point C below) and, due to the grade changes, the retail space seems slightly disconnected from the sidewalk area. Incorporating the corner plaza area more into the retail space can potentially help create destination-style retail.

[Section 18-95.1. – Statement of purpose and intent](#) states that the MAC zone is intended to:

- A. Encourage compact, pedestrian-oriented development along Maple Avenue East and West that collectively accommodates residents, visitors, and businesses;
- B. Encourage a pedestrian-friendly, human-scale design of streets, buildings, and open spaces;
- C. Foster mixed-use and destination-style retail development along Maple Avenue East and West;
- D. Promote a variety of housing options in the Town;
- E. Enhance the Town's economic vitality by promoting the preservation and creation a variety of business establishments, including restaurants, services, small and locally-owned businesses, and other uses which contribute to the vitality of Maple Avenue East and West;

- F. Maintain and promote eclectic character and visual interest of building design and site configuration by encouraging a variety of building heights, density, and building mass consistent with Vienna's small-town character and compatible with surrounding residential neighborhoods;
- G. Provide for a high quality of development along Maple Avenue East and West; and
- H. Improve environmental quality and promote responsible development practices along Maple Avenue East and West;
- I. Encourage the creation of publicly-accessible community gathering spaces, such as parks, plazas, and other open spaces;
- J. Encourage the incorporation of art in sites and buildings through a variety of design elements, natural features, installations and displays in highly visible and publicly accessible locations;
- K. Foster a built environment that is comfortable, safe, accessible, barrier-free and convenient to residents and visitors of all ages and abilities.

Comprehensive Plan

The [Comprehensive Plan 2015 Update](#) includes Goals, Objectives, Implementation Strategies, and Indicators for each of its chapters. Goals are meant to be general and describe a desired future condition.

Land Use

The following are the goals listed under the Land Use chapter (page 19):

- Maintain the balance of land uses;
- Encourage a vibrant Central Business District;
- Encourage housing for residents of all age groups;
- Protect and preserve the natural environment;
- Create a more walkable and bikeable Vienna;
- Ensure that Vienna retains its unique single-family residential character and quality of life.

The Vienna Market application adheres to several of the land use goals by encouraging a vibrant Central Business District with retail space closer to the street and a corner plaza area allowing for a pedestrian gathering area. The application also will increase the number of townhouses condominiums in the Town and help further diversify the Town's housing stock, an alternative to single-family detached dwellings.

The application does not further the goal of maintaining a balance of land uses. With the reduction in the amount of commercial/office space, from 31,600 square feet to 8,200 square, the percentage of residential land use is increased and commercial land use is decreased. As of 2014, residential land uses take up approximately 71% of all land uses. Commercial land uses take up 10%.

Transportation

The following are the goals listed under the Transportation chapter (page 59):

- Provide for efficient and reliable movement for all transportation modes;
- Manage the impact of regional and local traffic on residential neighborhoods;
- Maximize safety and dependability;
- Encourage people to walk and bicycle;
- Reduce congestion for environmental benefits;
- Manage the effects of regional development and travel trends.

According to the transportation study, the proposed development will not have a major impact on the existing regional and local vehicular traffic patterns. The site also improves the pedestrian network by filling in sidewalk gaps and provides facilities for bicyclists. In addition, the undergrounding of the utilities, which also furthers Objective 2 of the Community Facilities and Services chapter (page 109), will provide for a more pedestrian friendly atmosphere with better urban design.