




STAFF REPORT COVER SHEET

May 23, 2018

Addresses:	430-444 Maple Avenue West	Case Number:	PF-08-18-MAC
Public Meeting Date:	5/23/2018	Applicant:	Sara Mariska, Attorney/Agent
Board/Commission:	Planning Commission	Owners:	Vienna Development Associates, LLC, James C. and Lucy C. Meng
Existing Zoning:	C-1, RS-16	Existing Land Use:	Commercial
Brief Summary of Request:	Recommendation to Town Council for rezoning to the Maple Avenue Commercial (MAC) zoning district and recommendation to Town Council for approval of three modifications of requirements for landscaping. Applicant proposes a 4-story mixed-use building (with retail space on the ground floor and multi-family rental units above) fronting Maple Avenue West and Nutley Street Southwest.		
Site Improvements:	Redevelopment of existing site to include approximately 20,000 square feet of commercial/retail space and 160 multi-family rental units. Improvements also include at-grade structured parking, underground parking and covered outdoor seating.		
Size of Property:	120,091 sf/2.76 acres		
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 May 9, 2018 and May 16, 2018	
	Posting of the property at least ten days prior to the public hearing	Two signs posted along Maple Avenue West and Nutley Street Southwest on May 9, 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 May 14, 2018, 71 certified letters were sent to adjacent and abutting property owners/agents/occupants and subject property owners	
<p>Staff Recommendation: Recommend Approval to Town Council for the Rezoning</p> <p>Do Not Recommend Approval to Town Council for Modification of Requirements</p>			

Brief Analysis	
PROPERTY HISTORY <p>The subject properties currently consist of a 3-story, 119-room hotel and a 1-story, 5,280 square foot freestanding restaurant. The Wolf Trap Hotel was built in 1974 and the restaurant was built in 1979.</p>	
COMPATIBILITY WITH THE COMPREHENSIVE PLAN <p>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 to further expand.</p>	
COMPATIBILITY WITH THE ZONING ORDINANCE <p>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.</p>	
Attachments:	Application <input checked="" type="checkbox"/> Conceptual and Existing Conditions Plans <input checked="" type="checkbox"/> Public Engagement Plan <input checked="" type="checkbox"/> Renderings and Elevations <input checked="" type="checkbox"/> Public Works Memo <input checked="" type="checkbox"/>
Author: Michael D’Orazio, AICP, Deputy Director	

ITEM NO. 1 & 2:

Recommendation by the Planning Commission to the Town Council on a proposed rezoning for 444 Maple, a mixed-use building with ground floor retail and multi-family rental units, located at 430 to 444 Maple Avenue West, in the C-1 Local Commercial and RS-16 Single-Family Detached Residential zoning districts (Requested zoning is MAC Maple Avenue Commercial). Application filed by Sara Mariska of Walsh, Colucci, Lubeley & Walsh, P.C. on behalf of Vienna Development Associates, LLC and James C. and Lucy C. Meng.

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Recommendation by the Planning Commission to Town Council on a request for site plan modifications of requirements for landscaping related to off-street surface parking. Application filed by Sara Mariska of Walsh, Colucci, Lubeley & Walsh, P.C. on behalf of Vienna Development Associates, LLC and James C. and Lucy C. Meng.

Introductory Comments & Background:

Existing Conditions

The subject site includes an assemblage of four parcels, including 430-440 Maple Avenue West and 444 Maple Avenue West. These parcels are zoned C-1 Local Commercial and RS-16 Single-family Detached Residential. Maple Avenue West and Nutley Street Southwest border the site, respectively on the northern and western sides. Two residential townhouse developments and one single-family detached property border the properties on the southern side. The 416 Maple Avenue West property, currently owned and occupied by Purple Onion Catering Company, is located on the eastern side of the site.

In total, there are three separate buildings, a hotel and a freestanding restaurant. The hotel, which consists of two separate buildings connected by a canopy, is 3-stories tall and contains 119 rooms. It was built in 1974, after receiving a conditional use permit in 1973.

The hotel building itself has shown wear and tear and there have been no major exterior renovations since it was built. It has also been the location of a high number of police incidents. In the past five years, the police department has received calls for 437 incidents. Of these 437 incidents, 156 incidents required a report (reference Wolftrap Hotel police reports).

The freestanding restaurant is located at the corner of Nutley Street and Maple on a separate parcel from the hotel. Tequila Grande currently occupies the building, which was built in 1979. It was originally built as a Howard Johnson's Restaurant. (As part of the conditional use permit for the hotel, a condition was placed not allowing any restaurants/lounges on the hotel site.) The building was converted into a drive-through Roy Rogers restaurant in the 1980s.

Current Proposal:

The applicant is proposing a mixed-use development that consists of 20,316 square feet of ground floor retail/commercial space with 160 multi-family rental units. The redevelopment of the site requires a rezoning from C-1 Local Commercial and RS-16 Single-family Detached Residential zoning districts to Maple Avenue Commercial (MAC). C-1 Local Commercial zoning encompasses approximately 82 percent of the site. RS-16 Single-family Detached Residential zoning encompasses roughly 18 percent of the site. Rezoning to the MAC zoning district is voluntary and the subject site is eligible for rezoning to the MAC.

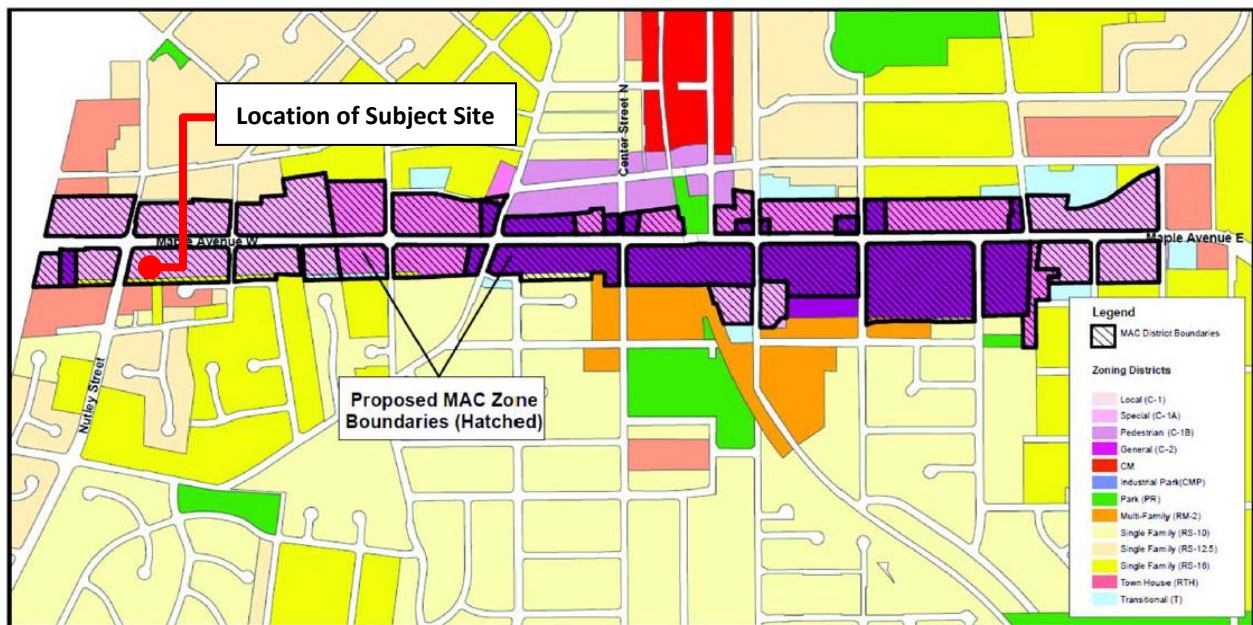


Figure 1 - Maple Avenue Commercial (MAC) Zone Eligible Properties

Development Standards

In terms of architecture, the applicant proposes several alternating facades around the building (including the portion of the building facing the abutting residential development). Proposed materials include a mix of stone, brick, and panels. The applicant also proposes several types of roof forms/elaborations with various materials, including shingles and metal.

The applicant meets the various site development standards of the MAC, as listed under [Section 18-95.14](#). This includes requirements for variation in the facades, transparency requirements for the ground floor, and pedestrian protection features. Additionally, the MAC explicitly states “blank or monolithic walls with little or no architectural detail or items that add visual interest shall be prohibited from facing public streets or single-family residences.” The application submitted adheres to this requirement both for the public streets and the residential development on the southern edge of the property.

Retail Space

The retail space is located on the ground floor along Maple Avenue West and Nutley Street Southwest, accounting for 70 percent of building frontage along the aforementioned streets. It is set back 22 to 24 feet away from the face of curb along Maple Avenue and 16 to 17 feet away from the face of curb along Nutley Street. There is approximately 20,000 square feet of retail space on the ground floor. The applicant is intending to lease around half of the space for restaurant use. The applicant also proposes three separate covered/exposed plazas in between the retail areas for outdoor seating/gathering space. The three plazas total approximately 6,800 square feet of area. In addition to the plazas, a portion of the abutting streetscape along Maple Avenue can be used for outdoor seating.

Parking for the retail space is accessed off Maple Avenue, near the Purple Onion Catering Company site and off Nutley Street Southwest, near the southern property line. Both entrances are essentially in the same locations as the existing entrances to the site. The applicant is reducing the number of curbs from three to two by eliminating the curb cut currently in the middle of the site along Maple Avenue.

All of the parking for the retail space is located at grade. The applicant is providing 135 parking spaces, 85 of which are located in the ground floor structured parking area. The other 50 parking spaces are surface parking spaces located on the southern edge of property, which abuts the residential development. An existing masonry wall of at least 6 feet borders the surface parking area and the residential development. The applicant proposes keeping the wall as is.

As mentioned previously, the applicant is proposing to split the retail space in half for restaurants and non-restaurant retail/commercial space. Per [Section 18-130](#), 56 parking spaces are required for commercial/retail portion of the ground floor; 126 parking spaces are required for 504 seats for the proposed restaurants for a total of 182 spaces. Staff notes that if the applicant applies the one space per 200 square feet requirement to the entire retail area (and does not account for 504 seats), only 102 spaces are required versus 182 spaces.

The applicant is utilizing an incentive for a 15 percent reduction in the number of required parking spaces (for both retail and residential uses). With the incentive feature, the applicant is only required to provide 85 percent of the required 182 parking spaces for the ground floor retail (155 spaces are required with the incentive).

The MAC regulations also offer an incentive of 1.25 spaces for every one space of structured parking (this is valid for the 85 spaces located within the structured, at-grade parking). With the bonus of 1.25 spaces for all structured parking spaces, the 85 spaces count as 106 spaces. With incentives/bonuses, the applicant has what is equivalent to 156 parking spaces. There is a total reduction of 26% reduction from the required 182 parking spaces.

Streetscape

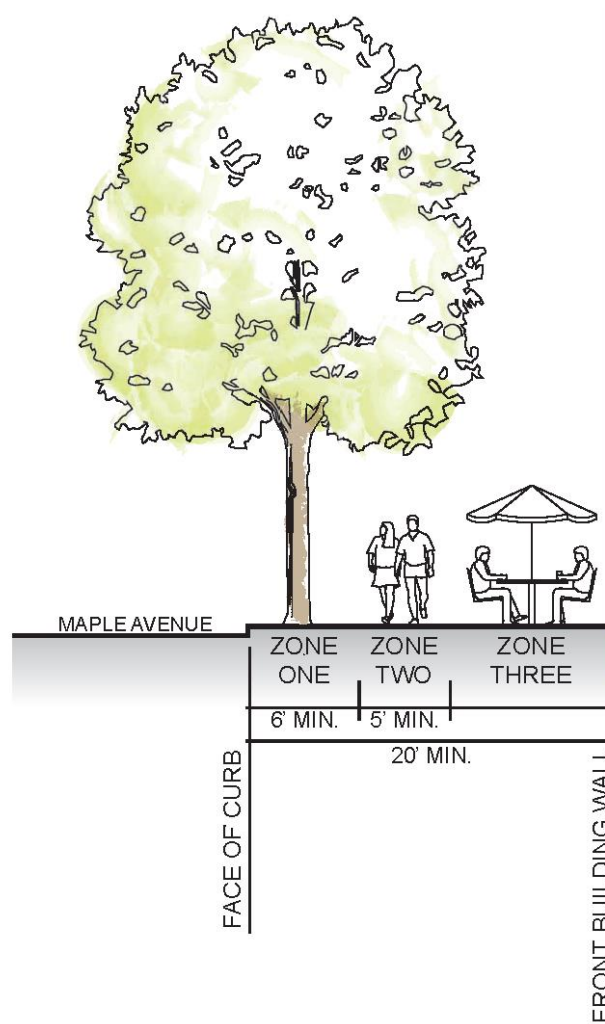


Figure 2 - Required streetscape along Maple Avenue

The applicant proposes to continue the standard Maple Avenue streetscape in Zones 1 and 2 that have been implemented along Maple Avenue East and parts of Maple Avenue West. This includes the 6-foot landscape/planter strip and a 5-foot brick sidewalk. For Zone 3, the applicant proposes an extension of sidewalk area along Maple Avenue, with a hardscape material, albeit a material different from the standard sidewalk brick.

The applicant proposes extending the 5-foot sidewalk along Nutley Street, along with a 4-foot to 6-foot wide landscaping strip. The landscaping strip includes the planting of shade trees, as required by the Code. Due to the existing grade changes along the Nutley Street portion of the site, there is a diversion of the sidewalk and the walkway directly abutting the retail. The sidewalk along Nutley is separated by an elevated walkway.

Multi-family Units

The applicant proposes to build 160 multi-family rental units. These units will include primarily one-bedroom and two-bedroom units with a few studio/efficiency units (reference Table 1). The units range in size from 527 square feet to 1,227 square feet. The units are located on the second, third, and fourth floors and can be accessed from the residential lobby area from Maple Avenue.

Table 1 – Multi-family Unit Breakdown		
	Proposed	Percent of Total Units
Studio/Efficiency Units	6	4%
One Bedroom Units	90	56%
Two Bedroom Units	64	40%
Total	160	

The applicant proposes multiple amenities in the building for the residents. These amenities include three separate courtyard areas (uncovered), located on the second floor. The courtyards include recreational/lounge space (including a pool) and a dog park. The applicant also proposes amenities in the ground floor lobby area and within the building on the second and third floor.

Per [Section 18-130](#), the applicant is required to provide 269 parking spaces for the multi-family units, based on the number and type of units proposed. The applicant is providing 184 standard size spaces and 15 compact spaces. All of the residential parking is located below grade and is accessed from the southeastern corner of the building.

The applicant is taking advantage of incentives offered in the Code with a 15 percent reduction in required parking. With the 15 percent reduction, 229 parking spaces are required. Additionally, all structured parking counts as 1.25 spaces. Therefore, the 184 standard spaces count as 230 parking spaces, meeting the minimum required parking of 229 parking spaces. The applicant is also providing 15 compact spaces in addition to the required parking spaces. The reduction from 269 spaces to 184 standard size spaces represents a 32 percent reduction in parking. With the inclusion of the compact spaces, there is a reduction of 26 percent.

Open Space Set-asides

Per [Section 18-95.13](#), the applicant is required to set aside 15 percent of the development area for open space. In this case, the developer is setting aside 17.9 percent. The open space includes roughly 13,000 square feet of courtyard area for residents of the building. The applicant also provides almost 7,000 square feet of area for abutting the retail space on the ground floor. This area includes a landscaped plaza at the corner of Maple and Nutley, which is highly visible and at the intersection of two busy streets.

In addition to the retail and residential areas, the applicant also proposes setting aside space for a native pollinator garden for the 2,800 square foot area located to the rear of the Purple Onion Catering Company site.

Staff notes that although the 6,800 square feet of covered plazas on the ground floor act as gathering spaces and meets the criteria of [18-95.13.A.5](#), they are not counted towards open space since [Section 18-95.13.B.4](#) specifies that areas shall not be counted towards open space if they are covered by structures.

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 that the proposed redevelopment will generate 1,449 daily net new external trips, with an increase of 125 weekday AM peak hour net new external trips, 133 weekday PM peak hour net new external trips, and 261 Saturday peak hour net new external trips.

The study has several recommendations for mitigating the impact of the increased number of trips. One of the main recommendations includes implementing a Transportation Demand Management (TDM) program. Wells & Associates recommends that the property manager of the multi-family units designate a Transportation Management Coordinator (TMC) to help assist residents with choosing alternative transportation modes, other than single-occupancy vehicle trips. Alternatives include Metrorail, bus services such as Metrobus and Fairfax Connector, biking, walking, and ride-share services.

Following the recommendation from the study, the applicant is proffering the designation of a Transportation Management Coordinator to help implement a TDM program. The applicant also proposes proffering the installation of transportation information displays in the residential lobby area. In addition to the required bicycle parking per Section 18-95.10.F, the applicant is also looking at leaving space open on the site for a pad site allowing for a future bikeshare station. As staff noted in the Vienna Market MAC application, the Town is currently not part of any bikeshare program but is in the preliminary stages of organizing a bikeshare feasibility study.

Staff notes that the site is a little over one mile to the Vienna/GMU Metrorail station. Walking and biking is a viable option for future residents. In addition, a bus stop is located across the street from the subject site along Nutley Street Southwest. This stop provides bus service directly to the Metrorail station.

Zoning Requirements

The proposed project meets all zoning requirements (including yard setbacks, building height, open space and impervious area requirements - reference Table 2), with the exception of required landscaping for off-street surface parking. It should be noted that the applicant proposes setting the building back 60 plus feet from the residential development, when only 20 feet is required.

The applicant is requesting modification of requirements related to landscaping required for off-street surface parking spaces. The modifications include the following:

- Planting strip of less than 8 feet – deviates from [Sections 18-95.12.B.4 and 18-95.12.B.5](#)
 - Applicant proposes 4 foot landscape strip
- Not providing a row of evergreens and shrubs along the existing masonry wall – deviates from [Section 18-95.16.A.4](#)

Staff notes that the impervious surface requirement and off-street parking requirement are being met with incentives. The applicant is requesting a 5 percent increase per [Section 18-95.19. - Incentives](#) for maximum allowed impervious surface and a 15 percent reduction for number of minimum required off-street parking. In order to receive the incentives, the applicant is required to incorporate a number of incentive features. The applicant must provide four points from Schedule A and five points from Schedule B.

The applicant is using the following types of incentive features in the project:

- Structure design that can accommodate the installation and operation of solar photovoltaic panels or solar thermal heating devices (including appropriate wiring and water transport systems) **(B)**
- Provision of rain gardens or other appropriate stormwater infiltration system(s) of at least two percent of the total site area **(B)**
- Inclusion of underground parking or parking structures sufficient to accommodate 51 percent or more of the off-street parking requirements **(AA)**
- Closure of one existing accessway, vehicular entrance or driveway on Maple Avenue subject to staff approval that the closure meets intent to improve walkability, pedestrian safety, and/or traffic flow on Maple Avenue **(AA)**
- Provision of transit facilities (e.g., designated park-and-ride parking spaces, bus shelters*, bicycle share facilities or similar features) **(BB)**
- Provision of at least one enclosed recycling station per building suitable for storage and collection of recyclable generated on-site **(B)**

Table 2 - MAC Zoning Requirements

	Required	Proposed
Setback from Maple Avenue	Minimum 20' from face of curb	22.1'
Setback from Side Street (Nutley Street SW)	Minimum 15' from face of curb	16.1'
Setback from Residential Development	Minimum 20' from property line	60.9'
Setback from Commercial Development	Minimum 8' from property line	41.3'
Building Height (to the roof)	Maximum 54' from average front grade	54'
Building Height of Architectural Features (above roof)	Maximum 62.1' from average front grade	61.5'
Open Space	Minimum 15% of entire site	17.9%
Impervious surface	Maximum 80% of entire site	84.9%*

*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 will review the item at its regular monthly meeting on May 17, 2018. Staff will report the outcome of the meeting and the Board's recommendation 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](#).

Per [Section 18-256](#) of the Town Code, the Planning Commission is also required to make a recommendation to Town Council for any modifications of requirements for the site plan.

Staff Recommendations:

Zoning Ordinance

Staff finds that the application meets requirements of Article 13.1 and Article 16 of Chapter 18 of the Town Code, with the exception of the requested modifications of requirements, and that the application generally meets the intentions of the MAC. Staff does not support the modifications of requirements requested. Staff believes that the applicant should provide more landscaping and screening along the southern edge of the property, abutting the residential development. This may be accomplished by providing parallel parking spaces along that area rather than 90-degree parking spaces and reducing the number of total parking spaces.

Overall, the application promotes a variety of housing options with multi-family rental units and it includes retail space that can encompass and attract destination-style retail. The Town currently only has two significant multi-family rental developments, both located near the Cedar Park Shopping Center. The Park South and Park North developments, built in 1963, contain 300 rental units (which only accounts for 5% of housing units in Vienna). Other than these rental units, there are a handful located on the second floors of several commercial buildings along Church Street.

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 444 Maple application encourages a vibrant Central Business District with 20,316 square feet of retail space. It also helps provide for a variety of housing for all age groups, including young professionals and older residents. The Comprehensive Plan on Page 23 in the Land Use chapter states the following about multi-family housing in the Maple Avenue Commercial Corridor:

“The Town may encourage multi-family units in the Maple Avenue Commercial Corridor. Implementation of the MAC zoning district was intended to increase the number of multi-family units. Based on the real estate prices of new multi-family housing in areas surrounding Vienna, multi-family housing is likelier to be more affordable than existing single-family housing.”

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 project will lead to an increase in the number of trips. The study includes ways for the applicant to mitigate such an impact by implementing a Transportation Demand Management (TDM) program. With the in close

proximity to the Metrorail station, it is imperative that the applicant find ways to help encourage residents to use Metrorail and alternative forms of transportation.

Community Facilities and Services

The following are goals listed under the Community Facilities and Services chapter (page 97):

- Provide residents with reliable and efficient services and infrastructure
- Ensure that all Town facilities are adequate for Town functions
- Maximize the functionality of Town facilities for residents
- Reduce the amount of waste produced by residents and businesses
- Ensure that residents feel protected and safe in the Town

As part of the goal to provide residents with reliable and efficient services and infrastructure the Comprehensive Plan states that, “new and existing public utilities should be placed underground during new development/redevelopment (page 109).” While the applicant is proposing underground utilities along Maple Avenue, they are proposing keeping two existing utility poles along Nutley Street SW. The applicant maintains the position that the undergrounding of such poles is too costly. The applicant consulted with Dominion Energy and found that it would cost between \$3.5 to \$4 million to underground such poles. Since they are not undergrounding the two poles and associated utilities, they will be leaving space for energy switches on their site, leaving adequate space if the poles are undergrounded in the future.