

Maple Avenue Commercial Corridor

Zoning Code Update

Town Council Public Hearing

July 7, 2014

Presentation Contents

- Provide an overview and history of process
- Provide outline of zoning ordinance contents

Starting Directions from the Town Council

Frame a vision and update the zoning code for the commercial corridor of Maple Avenue

Town Council and Staff Direction

- RFP Request: Preparation of amendments to the current Zoning Ordinance consistent with the Town's Comprehensive Plan, and the current zoning and planning principles for increased building heights along the Maple Avenue West and East Corridor (not a Market or Traffic Study)

Study Boundaries

- Assume Height Maximum of 54'
- Setback from ROW of 15'



Changing Demographics, Retail Climate, Office Use

Why Now?

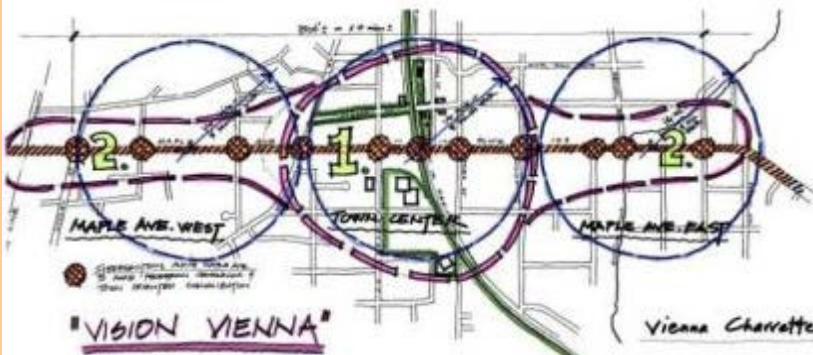
- Current Zoning Code ***dates from 1962***; depending on 'by-right' development under the current code will reduce the Town's ability to positively influence change that will occur
- ***How does the Town remain competitive?*** There is a changing demand for location, type and square footage of retail, office and residential office space in our metro area *(Center for Real Estate & Urban Analysis, GW University)*
- The updated code gives the Town the opportunity to ***protect its small-town character while being resilient and adapting to change*** over time



Maple Avenue Coding Effort Began in 2000

14 Years to date

2001 – Vision Vienna

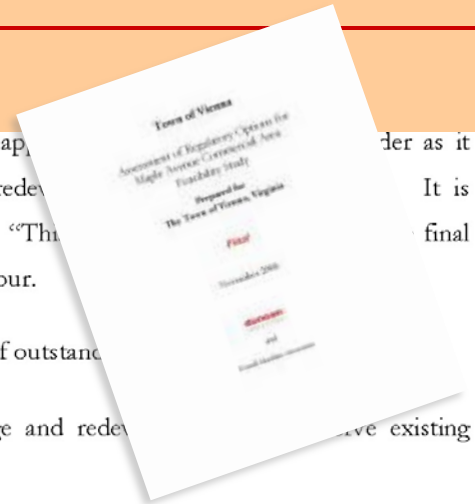


2006 – Duncan Report

This report has focused on four different regulatory approaches and decided how best to accommodate investment and redevelopment. It is difficult to point to one approach and say definitively, “This is the solution will most likely incorporate elements from all four.

As mentioned in the opening of this report, a number of outstanding issues are:

- Should new regulations promote/allow change and redevelopment patterns?
- How much of an increase in building height and intensity is appropriate?
- Is mixed-use (or increased residential) development desired in the target area?



2010 – Height/Setback Photo Simulations



MAC Zone Draws from

- Vision Principles
- Assessment of current zoning code - *Zoning Discovery Report*
- Relevant national best practices
- Discussions with Steering Committee and Town Council

Steering Committee Role and Membership

Mayoral Appointees Representing

- Business Community
- Large Landowners/Employers
- Realtors
- Residential Neighborhoods
- Individuals involved with Land use/Land development/Construction
- Town Business Liaison Committee
- Community Enhancement Committee
- BAR/Planning Commission

Role and Responsibility

- Understand history and current state of Maple Avenue
- Build consensus from different perspectives held by SC members
- Iterative and evolutionary approach with feedback
 - Talk about ideas - what do we want to see conceptually?
 - See concepts on paper - what could it look like?
 - Read and review narrative of the proposed code - does it act as intended, is the language confusing, is the document concise?
- Review draft presentations and code
- Incorporate feedback from elected leaders, commission members, business community and residents

What Should the MAC District Do?

- Control and direct density
- Strengthen the business environment and retain, enhance and support local business, improve economic development opportunities
 - The MAC District **should NOT pick winners and losers** by defining specific locations for redevelopment
 - The MAC District creates a new opt-in **VOLUNTARY** zoning designation for the corridor
 - Existing businesses and property owners **can choose to make no change** and remain under their current C1/C1a/C2 zoning
- Provide residential opportunities for young people and empty nesters wishing to stay in the Town of Vienna
- Protect and enhance the Town of Vienna's unique character and family-oriented sense of community
- Encourage responsible development and protection of neighborhoods
- Make Maple Avenue safer and more pedestrian friendly

Schedule/Public Outreach/8+ SC Meetings

Project Scope	
Task	Date
Review Past Work Efforts, Interviews, Steering Committee	Fall 2012
Assess Existing Zoning Code and Development Pattern – ‘ <i>Zoning Discovery Report</i> ’	November 2012
Develop Vision Principles	Winter 2012
Develop Zoning Draft Outline – ‘ <i>Annotated Outline</i> ’	April 2013
Town Council Work Session	April 22, 2013
Meet with Community – Community Forum	May 29, 2013
Draft Zoning Code Amendments – update zoning code	Summer 2013
Steering Committee Meeting #7	October 8, 2013
Town Council Work Session	November 11, 2013
Steering Committee Meeting #8	February 4, 2014
Town Council Work Session	February 10, 2014
Joint Session Planning Commission/BAR Work Session	March 5, 2014
Planning Commission Public Hearings & Work Sessions	April – June 2014

Vision becomes Purpose and Intent of Code

What Kind of Place Should Maple Avenue Become?

- Compact, pedestrian-oriented and human-scaled development
- Mixed-use and destination retail-style development
- Promote a wider variety of housing options in Town
- Enhance Town's economic vitality
- Maintain and promote eclectic character and visual interest of building design and site configuration
- High quality and compatible development with adjacent neighborhoods
- Improve environmental quality
- Encourage gathering spaces and incorporate public art



View of existing conditions on Maple Avenue

Code Outline: Elements to Encourage Beneficial Development

Section	Focus	Intent
18-95.1	Statement of Intent and Purpose	
18-95.2	Applicability	MAC Boundaries - Diagram of affected parcels (<i>see upcoming slide</i>)
18-95.3	Procedure for MAC Zone Designation	Regulatory Approach - District and Procedural Mechanisms (<i>see upcoming slide</i>)
18-95.4	Permitted Uses	Use Standards - Incorporate Mixed-Use , including Residential
18-95.5	Conditional Uses	
18-95.6	Accessory Uses	
18-95.7	Area Requirements	Setbacks - Modulate Building Setbacks from Right-of-way/Curb line
18-95.8	Encroachments into Required Yards	
18-95.9	Height Limit	Bulk & Dimensional Requirements - Modulate Building Height/Density/Intensity along Maple Avenue
18-95.10	Off-Street Parking and Loading Reqts	Off-street Parking - Address the Parking and Traffic Challenges
18-95.11	Mobility and Circulation	Off-street Parking - Address the Parking and Traffic Challenges
18-95.12	Landscaping Standards	Landscaping/Open Space Standards - Make Maple Avenue More Pedestrian Friendly
18-95.13	Open Space Set-Asides	
18-95.14	Site Development Standards	Design Standards - Improve Aesthetics
18-95.15	Exterior Lighting	
18-95.16	Neighborhood Compatibility	Neighborhood Protection Standards - Protect Existing Neighborhoods
18-95.17	Nameplates and Signs	
18-95.18	Fences	
18-95.19	Incentives	Green Building Incentives - Reference LEED and other programs
18-95.20	Nonconforming Site Features	Flexibility Mechanisms - Retain Eclectic Character of Maple Avenue

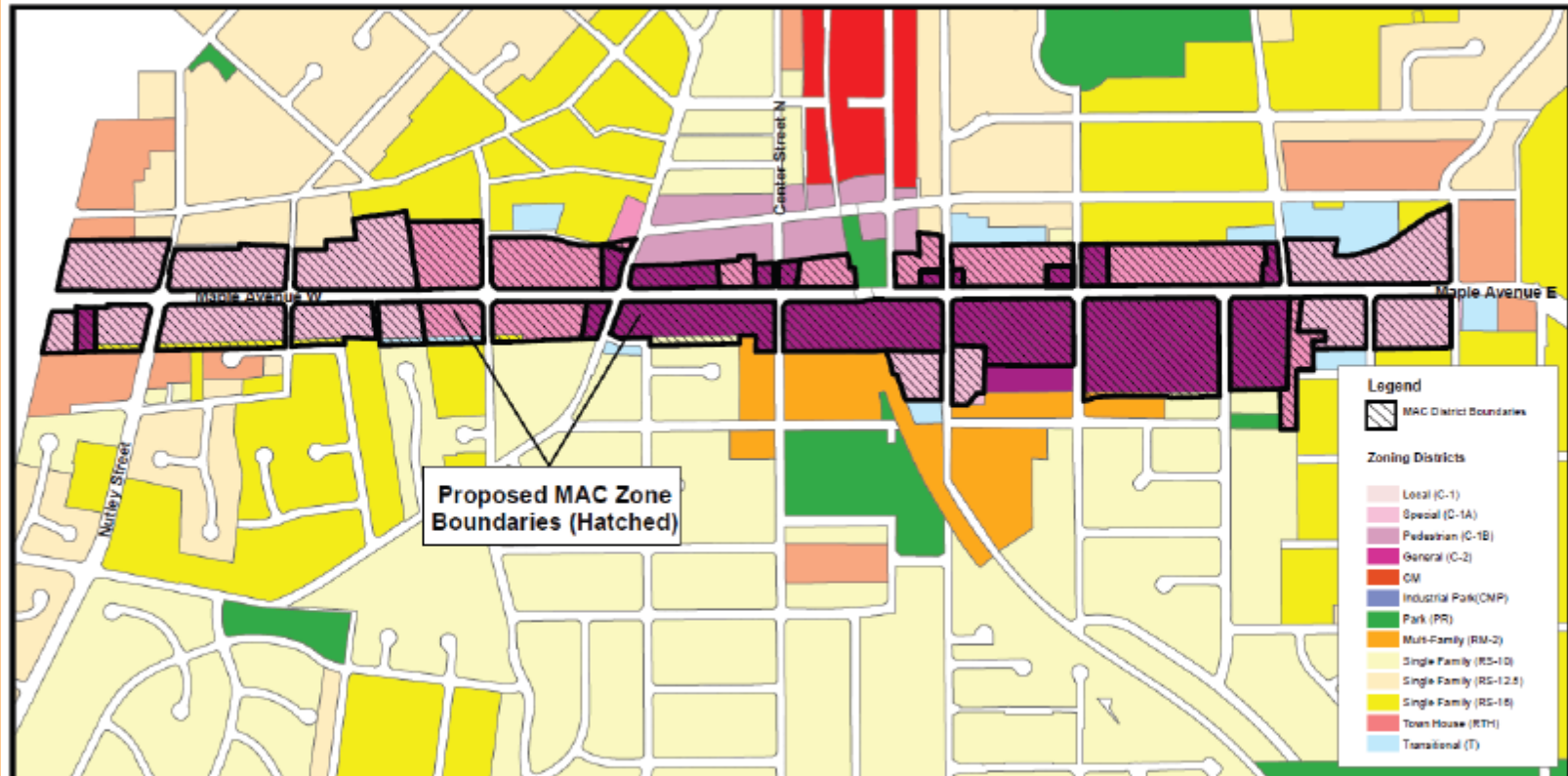
18-95.2 Applicability

Maple Avenue Corridor (MAC) Zoning District

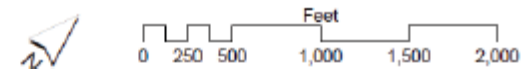
PROJECT CONTEXT

Proposed Maple Avenue Commercial (MAC) District

June 11, 2014



Note: Map for illustrative purposes. Final limits of MAC overlay zone subject to change prior to any final adoption by the Town Council.



18-95.3 Procedure for MAC Zone Designation

Five Step Review Process

- Initial Staff Review
- Conceptual Site Plan Review by BAR
- Planning Commission Approval of Rezoning and Site Plans
- Mayor and Town Council Approval of Rezoning and Site Plans
- Formal Review of Architecture by BAR

Transportation Impacts

- How can the MAC district help improve transportation and traffic on Maple Avenue?
- How does the MAC district help improve multimodal transportation choices?

Transportation Impacts

Question of Balance and Choices

• **2012 VDOT Average Annual Daily Traffic Volume (AADT)**

- Maple Avenue at Nutley = 33,000
- Follin Lane = 33,000
- NCL Vienna = 29,000
- SR 7 Leesburg Pike = 33,000

• **Local Trips** – improved park and shop strategies, inter-parcel connections, etc. to reduce friction and to chain trips together for local use trips like errands, school, shopping, professional services, many not by car.

• **Through Trips** – between Tysons and Oakton/Fairfax –improvements to signalization, intersections, landscape median, retention of four through lanes of traffic

• **Multi-Modal** – connections for walking, bicycling and existing/proposed transit service

• **Width of Maple Avenue** – no plans to widen the road – keep at four travel lanes

Transportation Impacts

How Do You Change the Equation?

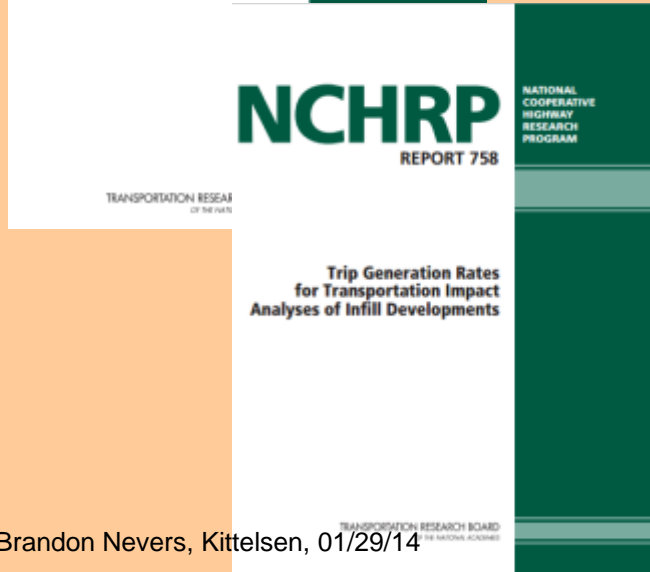
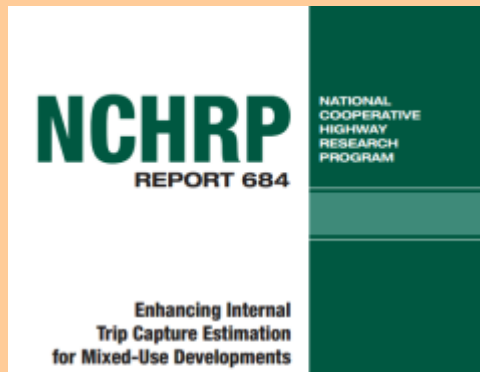
- Look at source of transportation trips - land use
 1. Make the choice of transportation for the person trip different
 2. Make trips shorter
 3. Make the location of arrival/departure from a destination different
- Support engineering solutions to encourage users to change patterns

How will this effort Benefit the Community/Traffic?

- Town of Vienna's business community is successful where there is a strong customer base, ease of access
- Town residents can easily get to desired places with convenient and shorter trips (integrate residential use)
- Other traveler's trips are predictable, reliable and available in multiple modes of transportation

Transportation Impacts

A Growing Body of Knowledge on the Characteristics and Effects of Mixed-Use Developments on Traffic



Arizona Study Suggests Dense, Mixed-Use Development Patterns Reduce VMT and Congestion

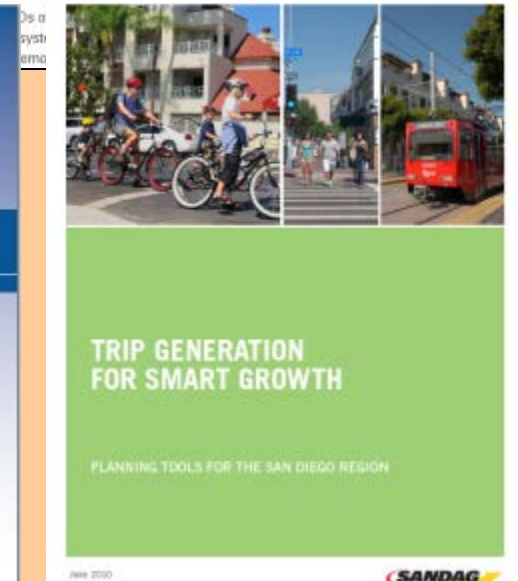
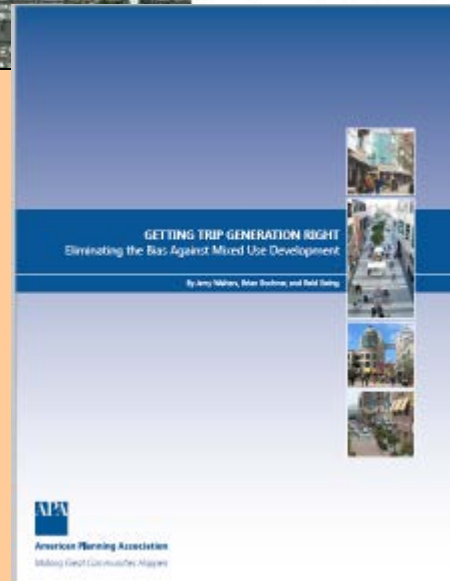


A recent study released by the Arizona Department of Transportation demonstrates that higher-density, mixed land-use patterns reduce dependency on automobiles, traffic congestion, and residents' vehicle miles traveled (VMT). The study, *Land Use and Traffic Congestion*, examined whether applying Smart Growth principles could reduce traffic congestion in the Phoenix metropolitan area. The study found that higher density and mixed-use developments designed to be walkable and accessible to regional transit could reduce residents' VMT by an average of 25 percent.

Background

Previous studies have shown that as residential density increases, the level of automobile ownership decreases, leading to fewer automotive trips, higher rates of walking and transit use, and reductions in VMT. However, residential density is not the only factor affecting residents' transportation choices. Other factors such as a mix of land uses, design choices that improve neighborhood walkability, and access to regional jobs (particularly by public transit) also reduce both the number of vehicle trips and overall VMT. These concepts — Density, Diversity, Design, and Destinations — are collectively referred to as the "4 Ds" of compact mixed-use development. Compact mixed land-use development has also been shown to reduce nonwork vehicle travel — the trips that account for most households' daily living needs. Compact design and integrated land use increase the number of travel options and reduce the number and length of automotive trips. The 4 Ds were the main theme used to determine the effect of land use on traffic congestion in this study.

The Effect of the 4 Ds on Traffic Congestion in Arizona



Brandon Nevers, Kittelsen, 01/29/14

http://archives.huduser.org/scrc/sustainability/newsletter_092712_3.html

Transportation Impacts

The “D” Variables Associated with Reduced Travel

- **Density** of population and employment
- **Diversity**: jobs/housing relative to regional balance
- **Diversity**: balance of commercial, office, and public
- **Design**: intersections per square mile
- **Destination Accessibility**: jobs within 1 mile
- **Destination Accessibility**: jobs within a 30 min by transit
- **Distance to Transit**: rail station, bus stops within 1/4 mile
- **Development Scale**: MXD population and employment
- **Demographics**: household size, vehicle ownership

Source: Fehr & Peers. Capturing the Transportation Benefits of Mixed Use Development. February 2012.

Brandon Nevers, Kittelsen, 01/29/14

Mixed-Use Development is More Efficient

“[MXD] land uses would generate 49 percent more traffic if they were distributed among single-use sites”

Walters, J. Bochner, B., and Ewing, R. “Getting Trip Generation Right – Eliminating the Bias Against Mixed Use Development”. American Planning Association. May 2013

Mixed-Use Development Reduces “Stress” on the System

“Three out of 10 trips generated by MXDs put no strain on the external street network and generate relatively few vehicle miles traveled”

Ewing, R., et al. “Traffic Generated by Mixed-Use Developments – Six-Region Study Using Consistent Built Environmental Measures. ASCE Journal of Urban Planning and Development. September 2011

Transportation Impacts

Challenges and Suppositions

- Little ability to address traffic under by-right development
- Rezoning process provides additional tools, including transportation analysis/study at time of review
- Can relate proposed development to potential remedies, including improvements or contributions (development conditions and/or proffers)
- Further, MAC is multimodal – need pedestrian and bicycle improvements to increase travel options which benefit residents and visitors

Issues for Consideration

The Market

- What is the future of the retail and office markets?
- Is it possible to remain competitive without change?
- How can the eclectic nature of the retailers and the varied buildings styles in the current corridor be retained?

Vienna Business Association Asked Similar Questions

- Decision to opt-in to MAC will depend on a variety of factors, including the ownership structures, leases, current market and timing
- Some properties are producing reasonable incomes and will not need to change
- Some buildings near the end of their lifecycle – some investment will be necessary to remain viable and to meet current codes
- Decision-making will be left to property/business owner, not the Town

The Market

Retail Market

- Nationally, Retail is Oversupplied
- Boomers are cutting back spending; Gen X, Y & Millennials focused on experience, not “things”
- Internet sales have tripled share

Impacts

- Larger retailers moving to smaller footprints
- Mixed-use format retail, even in suburbs, is the strongest
- Focus on place and experience

Bruce Leonard, Streetsense, March 2014 – “The Changing Face of Retail”

The Market

Office Market

- Fairfax County vacancy rate continues to rise
- New Class A office spaces attracting major tenants creates a domino effect requiring backfill of Class B and C spaces in older buildings with less amenities
- But, demand for office keeps declining, and amount of office space per employee continues to shrink (shared facilities, telecommuting etc.)

*Fairfax County Economic Development Authority – March 2014
NAIOP – CoreNet Global Corporate Real Estate Survey - 2012*

What does this all mean?

- Brick and mortar stores getting smaller; fewer retailers to back-fill empty spaces
- Emphasis on food and entertainment experience
- Neighborhood retail subject to more trips per week; this reduces parking demand and increases foot traffic
- Office market increasingly competitive; location, amenities and access important
- Future market conditions cannot be predicted, but MAC provides flexibility to remain competitive, with an emphasis on place-making and character of development

Bruce Leonard, Streetsense, March 2014 – “The Changing Face of Retail”

Small and Local Business Retention

- What accommodations have been made in the proposed MAC District to support small businesses?
- How can the eclectic nature of the retailers and the varied buildings styles in the current corridor be retained?

Character of Vienna's Business District

Steering Committee Asked Similar Questions

- Expressed desire to retain type of retail and eclectic character of businesses currently found in Vienna
- Explored concept of using incentives – ‘sustainability for businesses’ as part of code development
- **Bottom Line** – A Zoning Code, even when voluntary, is a challenging tool to use for economic development, business retention and business enhancement

Removing Hurdles to Benefit Local Businesses

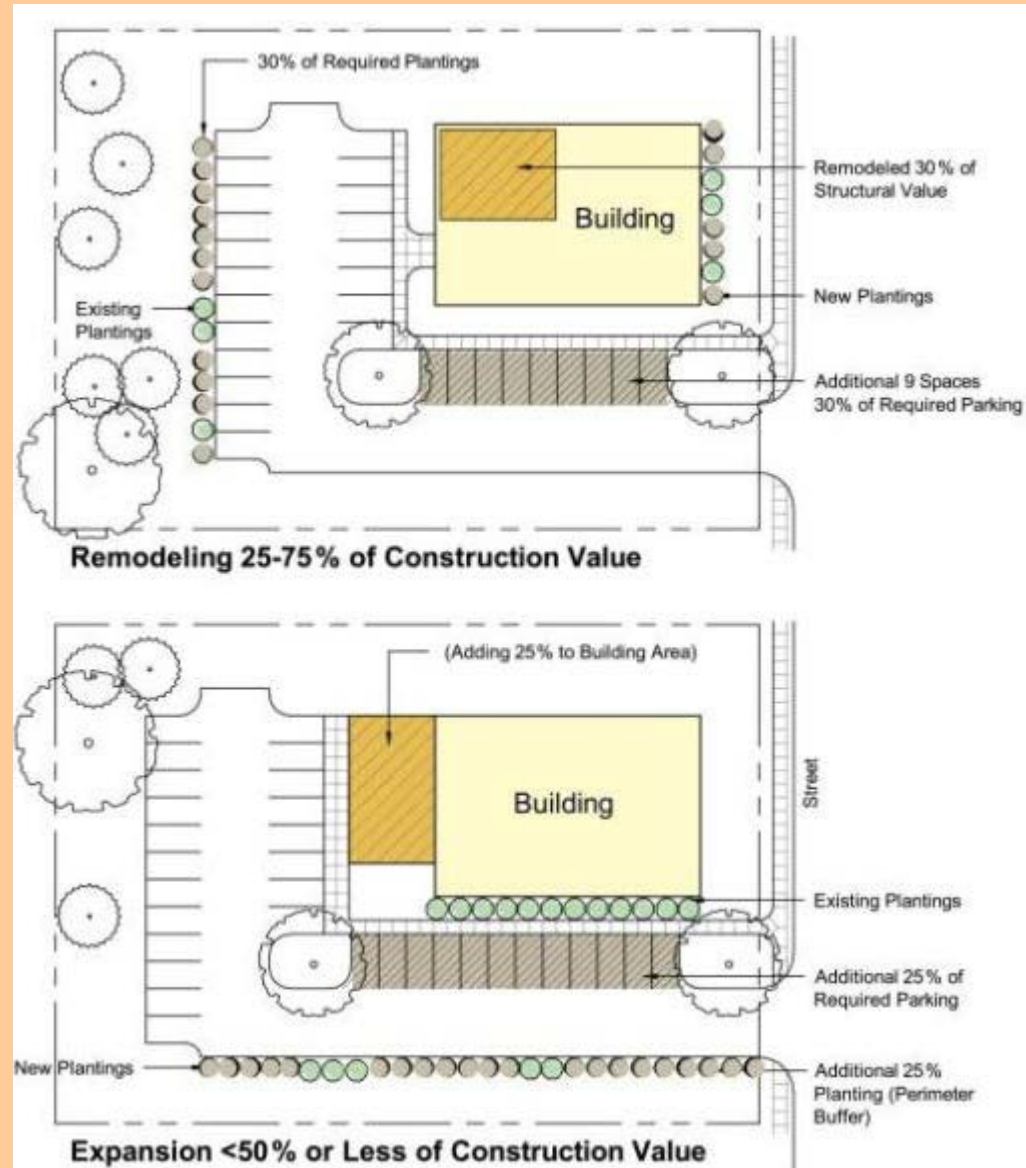
How Does the MAC District Support Local Businesses?

- Proactive vision to preserve the small town character and eclectic architecture of the corridor
- Opportunity for enhanced place-making, creation of gathering spaces that benefit and attract Vienna residents, supporting local businesses
- Mixed-use development provides additional customers in close proximity and more walk-in traffic (park once, walk more)
- MAC District is Optional - Updated Code allows flexibility for Maple Avenue Corridor properties and businesses to remain resilient in face of change and competition in the region
- Elimination of public hearing process for outdoor cafes and outdoor display, expedites the review/approval process and supports the vision of a pedestrian-friendly Maple Avenue
- Small lot size means smaller projects can be submitted which are likely to accommodate smaller-footprint tenants (similar to Church Street)

18-95.20 Nonconforming Site Features

Established Building Patterns

- Alternative equivalent compliance plans
- Administrative adjustments
- Sliding scale of compliance for redevelopment
- Mechanism to deal with existing buildings, small unusual shaped lots, means to enhance eclectic character



Issues for Consideration

Neighborhood Compatibility

- How does the MAC better protect adjacent neighborhoods?

Neighborhood Compatibility

Steering Committee Asked Similar Questions

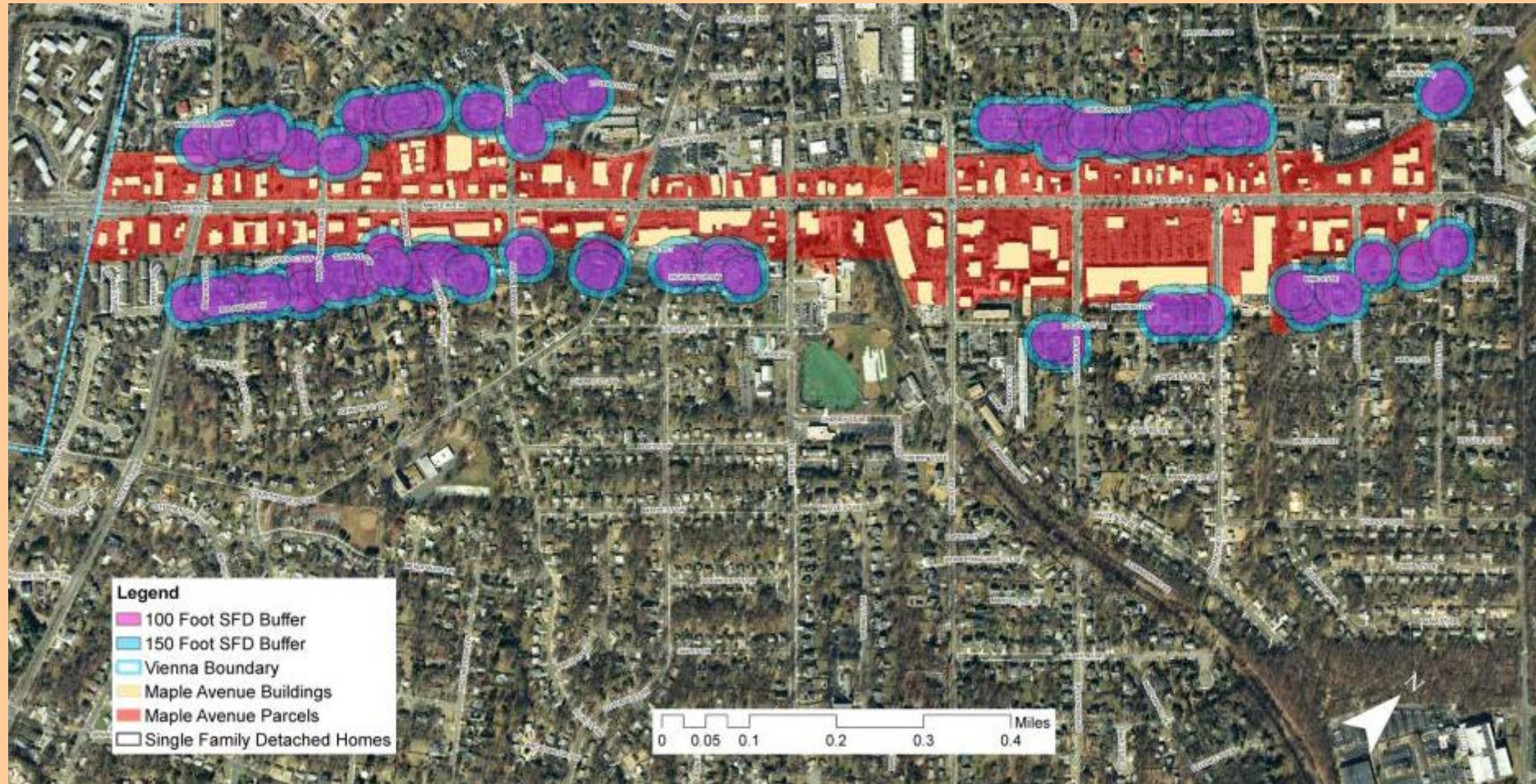
Neighborhood Compatibility

- Avoid looming commercial uses/garages over residential neighborhoods
- Transitional spaces between x and y uses/rear yard setbacks

Aesthetics

- Establish standards for new development
- Pedestrian enhancements

Town Draft – analysis of 150' and 100' buffer regulations



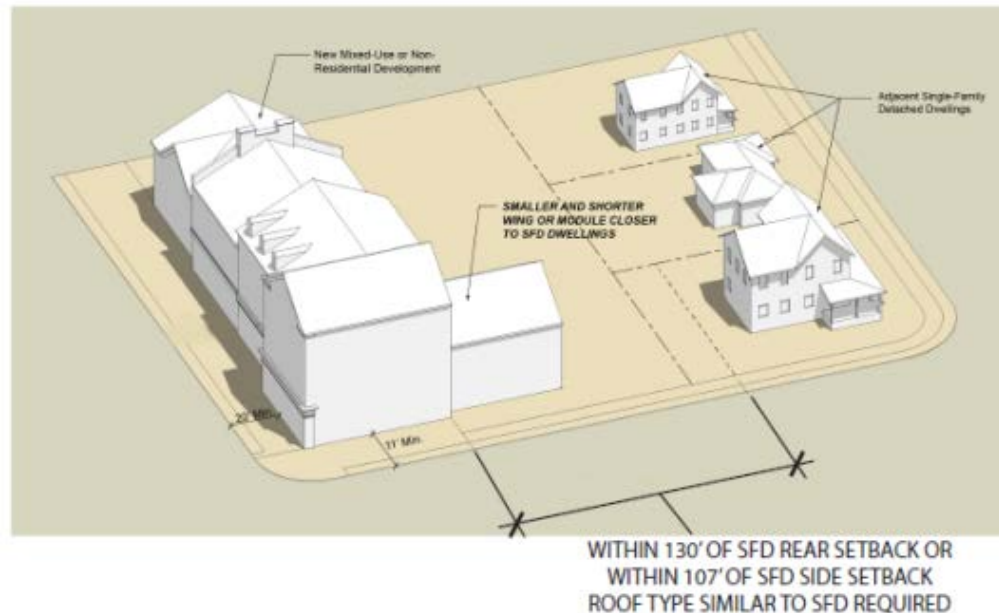
Comparison Between Existing Code and MAC District

ZONING REQUIREMENTS - COMPARISON				
Zone	C-1	C-1A	C-2	MAC
Lot Area	None	None	None	None
Lot Width	None	None	None	None
Impervious Area	None	None	None	80%
Height	3 stories/35'	3 stories/35'	3 stories/35'	4 stories/54'
Front Setback	15' (pl to bldg)	15' (pl to bldg)	15' (pl to bldg)	20' (curb to bldg)
Side Setback	0'/8' res/5' wind +1' per floor	0'/5' wind+1' per floor	0'/5' wind+1' per floor	0'/5' wind /8' wind (3+ stories)
Rear Setback	25'	10'	10'	10' / 20' res
Building Stepbacks	None	None	None	130'/107' setback at rear
Landscape	25% front yard	25% front yard	25% front yard	Multiple requirements
Tree Cover	None	None	None	1 tree/8 parking spaces
Open Space	None	None	None	10%
Bicycle Parking	None	None	None	1/30 units & 1/5000 SF nonres
Illumination	None	None	None	Max illumination per use

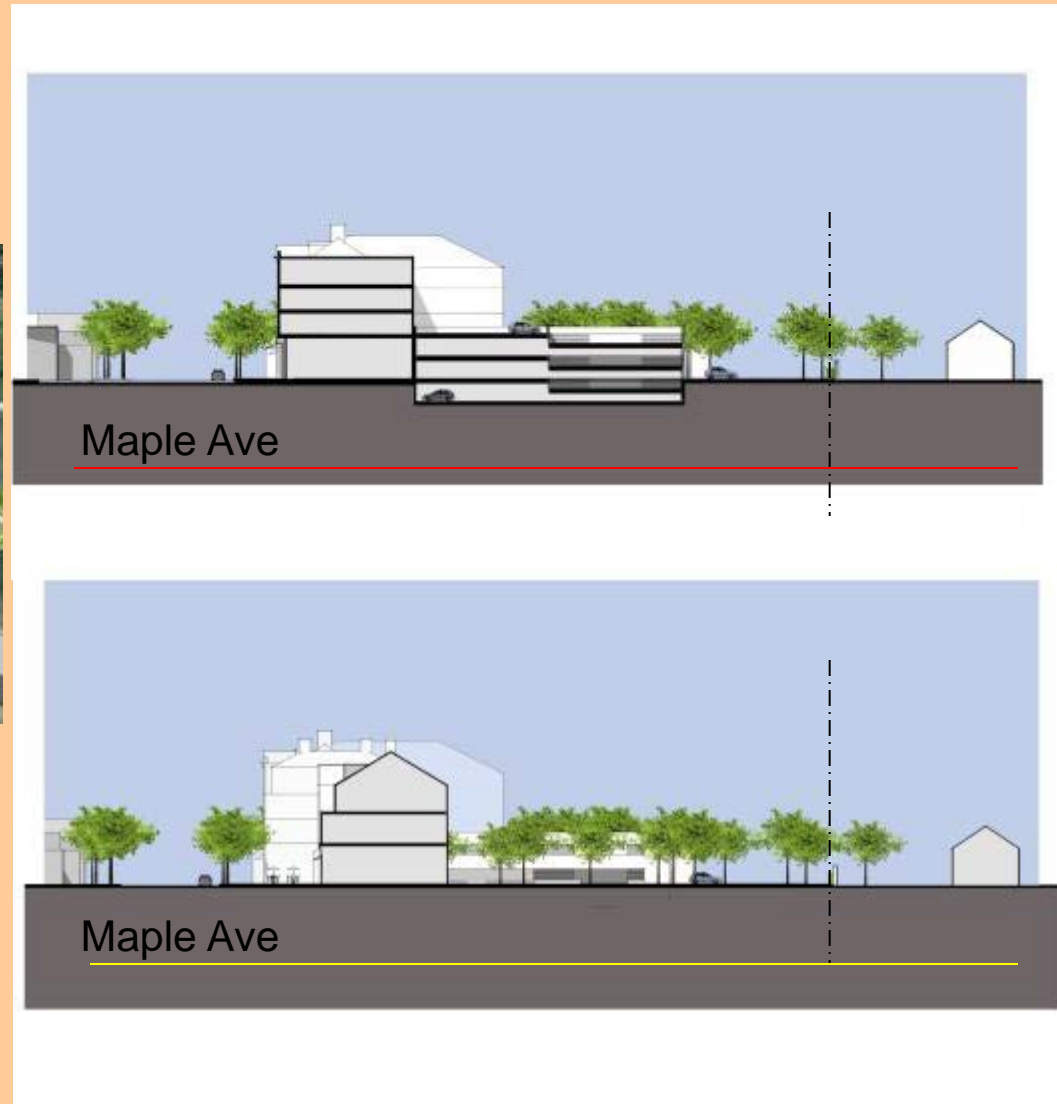
18-95.16 Neighborhood Compatibility

Neighborhood Protection - Setbacks

- Applied when multi-family, mixed-use, and nonresidential uses abut lots with existing single-family homes
- 35' height limit within 130' on both sides of Maple Avenue



Step down to SF Residential



Impacts on Town of Vienna

- How can the MAC District provide a net benefit to Town resources?

Resource Impacts

Steering Committee Asked Similar Questions

- Redevelopment under **current** zoning has impacts to resources; the MAC District rezoning process will allow the Town to identify and mitigate impacts through public hearing process
- Opportunity to shift tax burden from existing residential neighborhoods on to redevelopment
- Town is/has issued RFP's for Traffic and Infrastructure (stormwater, sewer, water) analysis – will provide baseline; MAC District Applicants will also have to provide data on impacts to these and other public services

Maple Avenue Corridor Analysis

	<u>Existing Development</u>	<u>Mixed-Use Development</u>
Traffic Impact	Generates trips, virtually all by single-occupancy vehicles	Generates trips, but fewer trips per unit or business due to internal trip capture; more walking trips; increased public transportation use; TDM programs can provide alternative options; reduced curb cuts on Maple Avenue can improve traffic flow
Public Transportation Impact	Generally does not support efficient public transportation	Supports public transportation by locating users near transit routes; enhanced accessibility through better pedestrian access
Environmental Impact	Older, inefficient developments consume more energy/resources per capita; without redevelopment will not be required to improve facilities (storm water etc.) that have impacts on surrounding community	Redevelopment will be subject to enhanced standards for sustainability, new storm water regulations and more stringent building codes which will decrease the development "footprint" and impact on resources
Town Fiscal Impact	Provides revenue to Town; flat to minor increases in property value over time	Provides revenue to Town; increased values would positively impact the Town's general fund and capital improvements budgets
Services Impact	Has impacts to services. Redevelopment under current zoning has limited mechanisms to address impacts	Has impacts to services. Proffer at rezoning allows for contributions to address impacts, either through monetary contributions or specific improvements
Business Impact	Provides locations for businesses; many properties aging with substandard spaces for many potential retail tenants; significant investment required to bring properties up to current codes; rents, however, can be lower	Provides locations for businesses; additional residents and employers nearby; new buildings meet current standards for retail and office tenants; rents can be higher
Community Character Impact	Suburban character, no usable open space (except Town Green), gathering areas, minimal landscaping contribute to lack of a sense of place	Can have a more defined sense of place; includes open space, landscaping, pedestrian networks; can create "nodes" with community focus
Impact on Residential Neighbors	Existing impacts generally cannot be mitigated; current zoning requires a wall between uses	Can be impacts, but redevelopment regulations typically more stringent than current code related to neighborhood protection

Bottom Line

- Rezoning is **VOLUNTARY**
- Town Council has ultimate authority to **APPROVE OR DENY** request
- Overlay **PRESERVES** the rights of current landowners
- Provides **OPPORTUNITY** for business community to grow
- **CONNECTS** residents and customers to local businesses
- Overlay **INCENTIVIZES** appropriate development consistent with the Town's **VISION**
- Provides **MECHANISM** to address challenges of **REDEVELOPMENT** on the corridor

Why on Maple Avenue?

“The goal of the Maple Avenue Vision Process is to allow the Town of Vienna to control the direction of the inevitable changes that are on the way so that we can protect and enhance Vienna’s unique character and family-oriented sense of community.

In so doing, we want to strengthen the business environment, support local businesses and protect neighborhoods as well as encourage the sustainable development of Maple Avenue in a way that makes it safer and more walkable.”

Doug Noble, Chair, Steering Committee, 5/29/14

Final Thoughts

- Twenty-three percent (23%) of respondent households rated the *Town as a place to shop* as below average
- Twenty percent (20%) rated the Town as below average on a place to retire.
- Seventy-five percent (75%) of respondent households would most like to see *incentive for redevelopment of existing commercial building and shopping centers.*
- Forty-four percent (44%) of respondent households would most like to see *mixed-use projects that blend a combination of residential and commercial spaces.*

Town of Vienna Community Survey, June 2014