

# TASK 3 MEMORANDUM: DRAFT MUZD

From: Dan Hardy and Katherine Shor, Renaissance Planning  
To: David McGettigan, Prince William County; Greg Goodwin, MWCOG  
Date: March 1, 2019  
Re: Prince William County: Development of Mixed-Use Zoning Regulations to Support Multimodal Travel and Connectivity in Small Area Plans

This memorandum is the third stage in the MWCOG TLC project Prince William County: Development of Mixed-Use Zoning Regulations to Support Multimodal Travel and Connectivity in Small Area Plans Transportation and Land Use Connection Project. This memorandum builds off Task 2 and implements the proposed changes to the zoning ordinance and related documents.

## Executive Summary

Mixed-use development thrives when an interested private market is supported by a progressive zoning and regulatory environment that provides incentives and guidance without being overly prescriptive. This memorandum presents draft concepts for to promote mixed-use development in Prince William County. This memorandum includes:

- Appendix A - A strategic plan detailing actions the County could pursue to facilitate implementation of mixed use zoning
- Appendix B - A draft Section 32-352 of the Code of Ordinances, “Mixed Use Zoning District”
- Appendix C - A copy of Section 32-351, “Village District”, the foundation for Sec.32-352
- Appendix D - A presentation of residential and commercial uses in zones that promote mixed use in Portland, Oregon, Montgomery County, Maryland, and Arlington, Virginia.
- Appendix E – Minutes from the February 1, 2019 DORAC meeting

Based on feedback from the DORAC stakeholders, the suggested approach includes:

- Establish a new Mixed Use Zoning District (MUZD) family of zones for countywide application within Small Area Plans
- Develop supporting policy infrastructure for Small Area Plans to help implement and monitor Small Area Plan success.

## Project Overview

The purpose and need for this project are summarized in the opening paragraph for the MWCOG TLC application prepared by Prince William County staff:

*Current zoning regulations within the County, including mixed-use districts, focus on lists of uses and development standards with an emphasis on separating buildings with yards and buffers, and accommodating the needs of automobiles. To implement the vision of Small Area Plans within the County, as vibrant mixed-use multi modal centers, a paradigm shift to the Zoning framework is necessary. There is currently a disconnect between existing regulations and the long-range vision of the Small Area Plans, leaving the County with a lack of implementation tools.*

The concept of mixed-use for this project should be interpreted as (a) a blend of residential uses with commercial uses that (b) can be incorporated vertically in a single structure, horizontally on a single development site, and/or across adjacent properties within the district. The specificity of the blend of residential and commercial uses (as contrasted to some definitions of mixed use that blend types of commercial uses without residential or types/sizes of residential uses without commercial, as in the PMR zone) is important to achieve the desired efficiencies in travel behavior. The flexibility on the scale of application recognizes that achieving a granularity of mixed uses is generally more responsive to incentives than regulations.

Based on the descriptions above, an initial operating hypothesis for this project is that it would be logical approach to develop a new Mixed-Use Zoning District (MUZD), or a family of closely-related districts, that could perhaps be established as a new Part 352 in the zoning code, with minor amendments to necessarily cross-referenced elements in the code. This project includes the following elements:

- Define the characteristics that would make an activity center a candidate for the MUZD (i.e., minimum district acreage, level of contiguity, multimodal accessibility, surrounding community density/diversity, etc.)
- Define the key elements of the MUZD, to include: Purpose and intent; allowed uses; and unit types and performance standards.
- Develop a track-changes markup to the Code and DCSM
- Outline the implementation process for the MUZD and related regulatory processes.

### Why Mixed Use?

The benefits of mixed-use development across a variety of land use contexts have become widely recognized by authoritative national and international sources. While Euclidean zoning was established about a century ago to promote public health and welfare by separating and segregating uses based largely on localized air and water quality concerns, evolutionary changes in both prevailing commercial use types and overarching resource regulations have vastly reduced the need to separate uses for the sake of public health. Conversely, zoning ordinances that require segregation of uses has contributed to a prevailing suburban environment in which many residents spend substantial time and energy traveling between separated uses to conduct activities of daily life. Several benefits of mixed-use development include:

- Reduction in vehicle miles traveled, resulting in lower greenhouse gas emissions, lower commuting costs, and decreased road congestion.
- More balanced transportation systems that support walking, bicycling, and public transit, as well as driving.
- Livelier urban spaces with public gathering places and a variety of shops, restaurants, and entertainment.
- Complete neighborhoods where residents can live, work, and play.
- Diversity of housing for people of all incomes and at all stages of life.
- More vibrant commercial areas that provide retail and services for patrons.
- More compact development that helps preserve open space in outlying areas by reducing the need and demand for low-density, sprawling development.
- Efficient use of services and infrastructure, resulting in cost savings for the public.

General guidance on the benefits of mixed-use and the means for local governments to implement mixed use is available from a variety of national and local sources, including:

- The Environmental Protection Agency’s 2009 Guide on [Essential Smart Growth Fixes for Urban and Suburban Zoning Codes](#)
- The Virginia chapter of the American Planning Association’s 2016 Guide on [Managing Growth and Development in Virginia: A Review of the Tools Available to Localities](#)
- The [Smart Code](#) open-source document for transect-based and form-based code language developed by the Center for Applied Transect Studies

### **How Should Barriers to Mixed Use Be Reduced?**

The TOWS analysis in the Task 2 memorandum summarized a series of potential actions across a range of planning, zoning, and regulatory processes to help remove or reduce barriers to successful mixed-use implementation. The February 1 DORAC meeting reinforced three broad categories of concern to stakeholders, namely:

- Finding the balance between specificity and flexibility in the various processes from planning and zoning to occupancy
- Defining and interpreting land use types
- Addressing site layout details, particularly regarding site layout and materials details

Additional details from the DORAC meeting are provided in Appendix E.

## **Development of Draft MUZD Zone Language**

The development of the Draft MUZD Zone language suggested in Appendix B was designed to meet several study objectives, including:

- Developing a family of new mixed use zones that would be applied in targeted Small Area Plans countywide (rather than designed for a specific geographic area as was the purpose for many prior mixed-use zones in the current code)
- Recognizing that while the concept of mixed commercial (i.e. non-residential) and residential uses should be encouraged at both building scales and development site

scales, the efficiency of mixed-use development occurs at the neighborhood level; many infill sites may end up as single-use sites but still contribute to a mixed-use neighborhood

- Seeking to right-size the balance between specificity and flexibility in the zoning entitlement process by
  - streamlining mixed-use implementation for smaller infill sites to move quickly toward building permit, and
  - allowing larger, more complex sites to benefit from a more structured implementation process that unfolds over a longer-term time horizon

### Overarching Objectives and MUZD Concepts

Table 1 summarizes key elements of the Draft MUZD zone and how they balance the tension between specificity and flexibility for processes, land uses, and materials.

Figure 1 demonstrates how the concepts of by-right zoning, Concept Plans, and Incentive Density Proffers would apply to sites that range in size from zero to greater than 10 acres and in allowed total FAR from zero to 4.0.

		Site Floor Area Ratio															
		0.25	0.50	0.75	1.00	1.25	1.50	1.75	2.00	2.25	2.50	2.75	3.00	3.25	3.50	3.75	4.00
Site acreage	0.5	5	11	16	22	27	33	38	44	49	54	60	65	71	76	82	87
	1.0	11	22	33	44	54	65	76	87	98	109	120	131	142	152	163	174
	1.5	16	33	49	65	82	98	114	131	147	163	180	196	212	229	245	261
	2.0	22	44	65	87	109	131	152	174	196	218	240	261	283	305	327	348
	2.5	27	54	82	109	136	163	191	218	245	272	299	327	354	381	408	436
	3.0	33	65	98	131	163	196	229	261	294	327	359	392	425	457	490	523
	3.5	38	76	114	152	191	229	267	305	343	381	419	457	495	534	572	610
	4.0	44	87	131	174	218	261	305	348	392	436	479	523	566	610	653	697
	4.5	49	98	147	196	245	294	343	392	441	490	539	588	637	686	735	784
	5.0	54	109	163	218	272	327	381	436	490	545	599	653	708	762	817	871
	5.5	60	120	180	240	299	359	419	479	539	599	659	719	779	839	898	958
	6.0	65	131	196	261	327	392	457	523	588	653	719	784	849	915	980	1,045
	6.5	71	142	212	283	354	425	495	566	637	708	779	849	920	991	1,062	1,133
	7.0	76	152	229	305	381	457	534	610	686	762	839	915	991	1,067	1,143	1,220
	7.5	82	163	245	327	408	490	572	653	735	817	898	980	1,062	1,143	1,225	1,307
	8.0	87	174	261	348	436	523	610	697	784	871	958	1,045	1,133	1,220	1,307	1,394
	8.5	93	185	278	370	463	555	648	741	833	926	1,018	1,111	1,203	1,296	1,388	1,481
	9.0	98	196	294	392	490	588	686	784	882	980	1,078	1,176	1,274	1,372	1,470	1,568
	9.5	103	207	310	414	517	621	724	828	931	1,035	1,138	1,241	1,345	1,448	1,552	1,655
10.0	109	218	327	436	545	653	762	871	980	1,089	1,198	1,307	1,416	1,525	1,634	1,742	
> 10.0																	

**Key:**  
 Table values describe site development intensity in square footage (000s)  
 Site development can proceed as by-right development without MUZD rezoning and proffers only as required by underlying zoning and regulations.  
 Rezoning triggers Incentive Density Proffer  
 Rezoning triggers Incentive Density Proffer and Concept Plan

Figure 1. Relationship of Triggers for By-Right FAR, Incentive Density, and Concept Plans

**Table 1. Summary of MUZD Key Elements**

Key Element	Description	Intended Effects
Commercial and Residential FAR definitions	The MUZD zone contains FAR restrictions for commercial uses, residential uses, and total uses. The FAR maximums are established in the Small Area Plans to reflect the prevailing jobs/housing balance	Mixed use is incentivized by neighborhood with flexibility defined by the needs of each neighborhood, rather than restricted by individual property.
Incentive Density	All properties in an MUZD zone have a by-right mixed-use FAR of 0.25, designed to allow for minor investments in current properties. Much higher MUZD FARs (between 4.0 and 8.0 under consideration in North Woodbridge) are established in Small Area Plans, and the applicant must provide Incentive Density Proffers to exercise the difference between the by-right 0.25 FAR and the maximum allowed by the Small Area Plan.	Each applicant is incentivized to pursue development that achieves appropriate (i.e., higher) levels of density but right-sized to both site opportunities and constraints.
Concept Plans	The Concept Plan is a proposed new submission process, similar to the Master Zoning Plan in nature but specific to the MUZD zone application for larger or more intensely developed properties, as well as those for which an applicant envisions a lengthy implementation timeframe. Concept Plans have broader “form based” proffers designed to be refined in a “plug and play” approach with more specific commitments for land uses and materials included at time of Site Plan	Customize the level of flexibility and specificity to the general extent of entitlement obtained at the time of zoning and the expected implementation timeframe. Smaller infill properties move quickly towards implementation, larger and more intensely developed properties phase commitments over time.
Incentive Density Proffers	Incentive Density Proffers are proffers established specifically to address improvements to serve the public good that are associated with the amount of Incentive Density FAR sought between the by-right 0.25 FAR and the maximum FAR allowed by the Small Area Plan.	Establish an appropriate nexus between the value of zoning entitlement and the value and timing of commitments for the public good
A minimalist approach to new zoning language	For the development of this technical memorandum, the proposed approach seeks to keep the new MUZD zone proposed for Section 32-352 as tightly defined as practical, with proposed track-changes oriented towards procedural aspects and text describing the rationale for the approach.	The changes to the overall MUZD zoning approach should retain site flexibility to the extent practical, with desired elements regarding specificity addressed in the individual Small Area Plans and project-level applications.

## Considerations for Specific Sections of Proposed Section 32-352

### Overall approach

The proposed MUZD district was “built” by pivoting from the Village “V” District in Section 32-351. Of the various mixed-use zones described in the Task 2 memorandum, the Village District seemed to offer the best combination of intent and conciseness to use as a model; its compact development pattern best aligns with the character and type of desired mixed-use development in MUZD zones. If a development standard is not specified in 32-352, the V district standard applies. The text of 32-351 is included as Appendix C as a ready reference to aid review of the proposed MUZD zone in Appendix B.

### Sec. 32-352.04. – Creation of districts.

The MUZD family of three zones – MUZD-Neighborhood, MUZD-Town, and MUZD-Urban – is modeled after the Commercial Residential (CR) family of zones in Montgomery County. Those zones are CR-Neighborhood, CR-Town, and CR. Additional ideas for approach and definition were collected from the Portland, Oregon mixed-use zones as well as the Richmond, Virginia Pulse Corridor Plan downtown mixed-use future land use designation.

A family of zones approach is preferable for county-wide application of the MUZD and allows for greater flexibility in mixed-use development. Appendix B provides additional details on the degree to which the Neighborhood, Town and Urban definitions are applied. An initial suggested correlation of the family of zones to the current Small Area Plans under development might include the following list, although it is important for the stakeholders in each Small Area Plan process to define the MUZD zone family, boundaries, FAR mix, and height parameters appropriate for their community:

#### MUZD-Neighborhood:

- Independent Hill

#### MUZD-Town:

- Dale City
- Fairgrounds/New Dominion
- Route 29
- Triangle
- Yorkshire

#### MUZD-Urban:

- Innovation Park
- North Woodbridge
- Parkway Employment Center

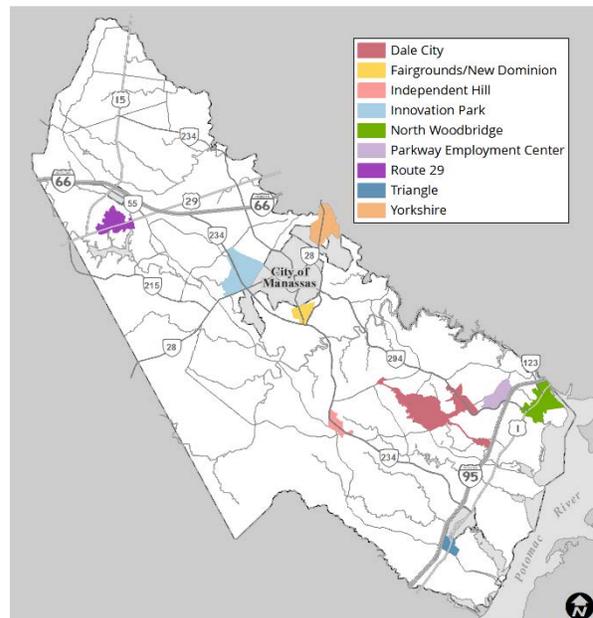


Figure 2. Small Area Plans in County's Work Program

### **Sec. 32-352.05. – Prohibited uses.**

A list of prohibited uses is proposed for all MUZD zones. This is not an exhaustive list and can be modified as deemed necessary. A review of mixed-use zoning districts in Portland, Oregon and Montgomery County, Maryland, as well as a review of Arlington County’s form-based code, was conducted (see Appendix D) to determine the approach for the “use” section. This review revealed that the general approach to allowable uses should be as inclusive and permissive as possible. Thus, it is more efficient to list those uses that are prohibited, rather than enumerating permitted uses. This list of prohibited uses is like those prohibited in the CR subdistrict of the Technology Overlay district. The list of prohibited uses was developed by reviewing Section 32-100 (Definitions) and identifying uses judged to be out of character with desired mixed-use development, while still maintaining flexibility and a relatively loose regulatory approach.

### **Sec. 32-352.06 – Residential development standards.**

As mentioned above, most of the residential development standards in Section 32-352 reference the Village district (32-351), except as modified. The requirement for “at least 48 square feet per unit of private or shared outdoor space for residents in conjunction with mixed-use or residential development” is derived from the Portland, Oregon mixed-use zone. Additionally, the requirement for single-family detached dwellings was modified from the 32-351 standard to a “reduced setback house” (defined in the Code), which could create more dense residential development.

### **Sec. 32-352.07. - Commercial and mixed-use development standards.**

In general, standards for commercial and mixed-use development set forth in Section 32-351 were examined for applicability to new MUZD zones. One element that warranted extra consideration, yet changes ultimately were not necessary, was window coverage on exterior walls. In later stages of this planning effort, it may be appropriate to consider adjusting this standard to align with DRPT Multimodal System Design Guidelines; specifically, increasing transparency on exterior walls fronting specific street types.

- 1. Standards in Sec. 351.08 (1), (2), (3) do not apply.** It was determined that lot size, frontage, and coverage should not be regulated in MUZD zones to provide developers with greater flexibility and encourage a range of mixed-use development types.
- 2. Maximum building area.** The maximum building area in the Village district, or “base” district, is 8,000 square feet. In order to facilitate a range of mixed-use development, this standard was modified. The standard for MUZD-N is 5,000 square feet - larger than an average home and comparably sized to a retail pad site. The standard for MUZD-T is 10,000 square feet – approximately  $\frac{1}{4}$  the size of an average city block. The standard for MUZD-U is 30,000 square feet, sourced from the Columbia Pike Special Revitalization District Commercial Centers Form-based Code.
- 3. Setbacks and Enclosure Ratio.** Setbacks and enclosure ratio for MUZD vary based on zone. The front setback is defined by the “building frontage” as specified in the DRPT Multimodal System Design Guidelines for appropriate street type. This definition depends on the County implementing these guidelines. The side and rear setbacks are derived from the Columbia Pike Special Revitalization District Commercial Centers Form-based Code. The standard for MUZD-U is based on the building envelope standards for Main Street sites. The standard for MUZD-T is based on the building

envelope standards for Local sites. Finally, the standard for MUZD-N is based on the building envelope standards for Neighborhood sites.

A key element in mixed-use urban design is to ensure that building form is generally right-sized within its street environment. Two related concepts inform this element:

- The degree of sunlight available at street levels. The New York City zoning code of 1916, developed to reflect the dawn of the skyscraper age, is perhaps the most famous example of this concept, described as Sky Exposure Planes and shown in Figure 3.
- The level of comfort provided at street level by buildings that create a comfortable enclosure between vertical and horizontal street dimensions, commonly described as an Enclosure Ratio.

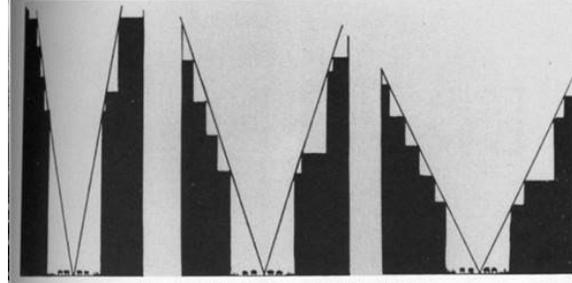


Figure 3. Enclosure Ratio Concept

For instance, an Enclosure Ratio of 1:1 in an MUZD-U zone along a local street with a 70' wide right-of-way would allow for a 35' building wall if the building has a zero setback. Similarly, as the Enclosure Ratio is extended onto the site a building with zero setback and a 150' top roof would need that maximum elevation to be set back 115' from the street. But for the same edge of building along a wider street with a 150' ROW, the building wall could be 75' high and the rooftop set back 75' from the street. A 2:1 ratio is proposed for the less intense MUZD-T and MUZD-U zones which would reduce zero-setback street walls to 17.5 feet on a local street.

4. **Floor area ratio.** The standards for floor area ratio are based on Montgomery County's Commercial/Residential (CR) zones. The maximum residential and commercial FAR for MUZD-N (0) is based on the FAR standard for CR-N. The maximum residential and commercial FAR for MUZD-T (0.25) is based on the FAR standard for CR-T. Finally, the maximum residential and commercial FAR for MUZD-U (0.25) generally follows the CR zone concept for incentive density but with a lower threshold reflecting the slightly lower prevailing densities in Prince William County as contrasted with Montgomery County.

# APPENDIX A – STRATEGIC PLAN

The development of a new zone requires a series of supporting actions to synchronize the intent and letter of the zoning code with other procedural and stakeholder-related considerations. This Appendix outlines elements of a Strategic Plan to pursue desired changes beyond the MUZD zone text suggested in Appendix B.

## Continued stakeholder engagement

The current MWCOG TLC process includes the following engagement elements:

- A DORAC workshop, scheduled for March 15, to review this memorandum and solicit comments for refinements
- A public meeting in April 2019 to present the proposed MUZD zone approach to the general public to garner and incorporate feedback
- A public worksession with the Planning Commission to present the proposed MUZD zone approach to garner feedback and establish the approaches needed to implement the MUZD approach.

## Other Zoning Code amendments

Beyond the new MUZD Zone proposed in Section 32-352 and contained in Appendix B, the following amendments should be made to Chapter 32:

- Article I, Part 100: Definitions
  - Consider establishing the definitions in proposed Section 32-352-02 as general definitions within the Zoning Code:
    - Mixed-use
    - Concept Plan
    - Incentive Density
    - Incentive Density Proffer
  - Define “residential” (409 occurrences in Chapter 32) and “non-residential” (110 occurrences), to be synchronized with “commercial” (310 occurrences)
  - Define “Enclosure Ratio: The ratio of vertical: horizontal dimensions between the building height (vertical dimension) and the adjacent street right-of-way width (horizontal dimension)
- Revisiting and revising each of the County’s Overlay Districts for applicability and removing them in other zones (in addition to the three specific Overlay District exemptions proposed in Appendix B).

## Continued Small Area Plan implementation

The continued development of the Small Area Plans working their way through the development and adoption process will go hand-in-hand with the MUZD zone adoption process. The most pertinent linkages include:

- Definition of neighborhood-specific FAR and height limits

- Development of street network recommendations reflecting the DRPT Multimodal System Design Guidelines
- Establishment of supporting implementation approaches appropriate for each SAP area that might include:
  - Multimodal Transportation Districts to help aggregate SAP transportation system improvement needs and proffers
  - Shared Parking Districts to establish boundaries, address multimodal parking demands, and operational parameters for both exclusive and shared parking

## Possible DCSM amendments

Prior discussions with project stakeholders have suggested that the DCSM creates barriers to mixed-use implementation particularly associated with two general concerns; the requirement for buffers separating mixed uses and the fact that roadway design standards need to be modernized to align with the DRPT Multimodal System Design Guidelines. The former comment is an example of a minor amendment that can be incorporated into this project’s recommendations, although review to date has not identified any particular buffer requirements that are obvious candidates for changes. A full itemization of amendments to align the current street design standards with the DRPT Multimodal System Design Guidelines are beyond the scope of the current MWCOG project, but the steps to execute a strategic plan for that vision are described below, along with other DCSM amendment concepts:

- Align street design standards (Section 650) with DRPT Multimodal System Design Guidelines, to include the following steps with a multidisciplinary task group to include planners, engineers, emergency responders, law enforcement, educators, and key stakeholders such as representatives of modal advocacy groups:
  - Develop a multimodal system network plan that should identify key modal networks for longer-distance modes (transit, bicycles, and autos) on a countywide basis
  - Develop a network of modal emphases for all modes (longer-distance modes and pedestrians) within each Small Area Plan
  - Correlate the existing design standards with the range of minimum and desired street width elements in the DRPT Guidelines and identify areas of conflict (this step should be done in coordination with VDOT as they work towards greater integration of DRPT Guidelines and street design standards)
  - Define appropriate changes to street design standards that can be accommodated with nominal changes to the County standards and which should continue to be approved through waiver processes.
- Update transportation impact analyses and TDM planning (Section 602.01 through 602.03) to reflect context-sensitive and mixed use guidelines (recognizing the value of consistency with VDOT’s Traffic Impact Analysis Regulations), including:
  - Establishing multimodal and context-sensitive trip generation rates that reflect mixed-use environments
- Allow alleyways (Section 602.16.2) in the MUZD zones without requiring an SUP
- Conduct a countywide study of parking and loading spaces required (Section 610), in addition to the consideration of SAP-specific Shared Parking Districts described in Appendix B.

- Update stormwater management coefficients of runoff (Section 700) to reflect mixed-use guidance and incorporation of current best management practices
- Update buffer requirements (Section 802.11) to state that any land use within an MUZD is by definition a compatible land use with any abutting land use that is also within the same MUZD.

## Possible regulatory amendments

Pending general consensus or revision of the MUZD approach described in this memorandum, regulatory amendments associated with the approach would include:

- Establishing Incentive Density Proffer Guidelines, that would begin with
  - an analysis of linkages between Incentive Density FAR and public needs to provide adequate public Levels of Service both residential and commercial development within the full suite of SAPs
  - development of concepts for monetary
  - examples of “form-based” and more conventional proffers based on hypothetical or actual case studies
- Considering changes to regulatory land development and building development review procedures, particularly related to the time and cost of application submission and review

# APPENDIX B – DRAFT MUZD

## PART 352. – MIXED USE ZONING DISTRICT (MUZD)

### Sec. 32-352.01. - Purpose and intent.

The Mixed Use Zoning District (MUZD) is a family of mixed-use zones intended to encourage a mix of residential and commercial development in a single structure or multiple, integrated and related structures. The MUZD is implemented in Small Area Plans adopted as a part of the Comprehensive Plan. These zones allow a range of densities and heights. The aim of the MUZD zones is to:

1. Create a mix of commercial and residential uses
2. Orient development to the transportation network
3. Locate employment and retail activity in proximity to housing
4. Minimize auto travel
5. Conserve land resources
6. Conveniently link businesses and residences
7. Establish housing and employment centers in areas served by transit

### Sec. 32-352.02. - General standards.

1. The following definitions shall apply in the MUZD zones:
  - a. *Mixed-use*: A building or area that houses a mix of commercial use(s) and residential use(s).
  - b. *Concept plan*: A plan of development for MUZD rezoning that establishes Incentive Density Proffers designed to provide flexibility for phased development with increased specificity transferred to future Site Plan conditions
  - c. *Incentive Density*: The difference between the 0.25 FAR allowed by-right and the maximum FAR allowed by the zone as specified in a Small Area Plan.
  - d. *Incentive density proffer*: A type of proffer expressly designed to provide elements for the public good associated with the needs generated by Incentive Density.
2. Overlay district application. The Highway Corridor Overlay District, Data Center Opportunity Zone Overlay District, and Technology Overlay District do not apply in MUZD zones.
3. No waiver or modification may be granted from any regulation or restriction imposed by the MUZD zones except as specifically provided herein.

### Sec. 32-352.03. – Required Concept Plan.

A concept plan shall be required for sites in excess of 10 acres or 250,000 gross square feet of development. The Concept Plan shall consist of drawings and text which show the proposed general layout, transportation network, community open space and parks, general location and extent of proposed housing types, commercial, neighborhood commercial, employment and other uses. The concept plan shall depict the major road network, utility network, general storm drainage plan and community and public facilities. The concept plan should identify the street network as specified in the DRPT Multimodal System Design Guidelines. The building frontages, access management and circulation should be oriented to the street network. An applicant may choose to submit a concept plan even if the proposed development does not meet either of the above thresholds.

### Sec. 32-352.04. – Creation of districts.

#### MUZD-Neighborhood (MUZD-N)

This mixed use zone is intended for smaller mixed use nodes surrounded by lower density residential areas, as well as on neighborhood corridors, and at the edges of neighborhood centers, town centers and regional centers. The commercial uses permitted are those commonly used by neighborhood residents. The intensity of commercial uses are limited to minimize impacts on adjacent residential uses. Buildings in this zone are generally expected to be up to three stories. Buildings should be street-oriented with windows and door openings fronting the public right-of-way. Development is intended to be pedestrian-oriented and generally compatible with the scale of surrounding development.

#### MUZD-Town (MUZD-T)

This mixed use zone is intended for sites in a variety of centers and corridors, and in smaller mixed use areas that are well served by frequent transit.. Buildings in this zone are generally expected to be up to four stories, unless height and floor area incentive densities are used to provide additional public benefits. Development is intended to be pedestrian-oriented and complement the scale of surrounding areas.

#### MUZD-Urban (MUZD-U)

This mixed use zone is intended for high-capacity transit station areas and town centers. Development is intended to be pedestrian-oriented, and urban in both form and density. Where building setbacks exist they should be used for the provision of pedestrian amenities like plazas or outdoor dining. Driveway access should be located via side streets and alleys to the extent possible. When surface parking is provided, it should be located to the rear of buildings and screened.

#### Sec. 32-352.05. – Prohibited uses.

The following uses shall be prohibited in all MUZD zones:

1. Agriculture
2. Asphalt/concrete plant
3. Assembly (HAZMAT)
4. Blacksmith, welding, or machine shop
5. Boat building and repair yard
6. Building material sales yard
7. Coal, wood or lumber yards
8. Contractor or tradesman's shop (unlimited)
9. Country club
10. Dry cleaning/garment processing plant, wholesale facility
11. Dump heap
12. Electric substation
13. Extraction of mineral resources and related industrial/wholesale operations
14. Farm winery
15. Feed and grain storage and distribution center
16. Heliport
17. Junk yard
18. Landfill
19. Livestock market
20. Manufacturing and processing (HAZMAT)
21. Motor vehicle graveyard
22. Motor vehicle impoundment yard
23. Racetracks (equestrian)
24. Racetracks (motorized vehicles)
25. Railroad freight depot
26. Range, shooting (indoor or outdoor)
27. Recreational vehicle park/campground
28. Recyclable materials separation facility
29. Recycling plant

- 30. Research and development (HAZMAT)
- 31. Sawmill
- 32. Slaughterhouse
- 33. Storage facility (HAZMAT)
- 34. Testing/experimental laboratories (HAZMAT)
- 35. Warehouse (HAZMAT)
- 36. Wholesaling/storage and processing (HAZMAT)

Sec. 32-352.06 – Residential development standards.

Residential development shall comply with the standards in Sec. 32-351.07, except as modified herein.

- 1. A minimum of 48 square feet per unit of private or shared outdoor space is required for residents to be provided in conjunction with mixed use or residential development
- 2. Single family detached dwellings shall comply with the minimum standards of the reduced setback house, as described in section 32-306.12.B herein.

Sec. 32-352.07. - Commercial and mixed-use development standards.

Commercial and mixed-use buildings shall comply with the standards in Sec. 32-351.08, except as modified herein.

- 1. Standards in Sec. 351.08 (1), (2), (3) do not apply.
- 2. Maximum building area. Individual nonresidential uses shall be limited to the maximum building area specified in the table below.

	MUZD-N	MUZD-T	MUZD-U
Maximum building area	5,000 square feet	10,000 square feet	30,000 square feet

- 3. Setbacks and Enclosure Ratio. The minimum setback and enclosure ratio for each zone is specified in the table below.

	MUZD-N	MUZD-T	MUZD-U
Front	See "Building frontage" in DRPT cross-sections in DRPT Multimodal System Design Guidelines for appropriate street type		
Side	5 feet	None; except when abutting residential, then 8 feet	None; except when abutting residential, then 8 feet
Rear	12 feet	12 feet	25 feet
Enclosure ratio	1:2	1:2	1:1

- 4. Floor area ratio. The maximum floor area ratio (FAR) for each zone is specified in the table below.

	MUZD-N	MUZD-T	MUZD-U
Maximum Residential FAR	0	0.25	0.25
Maximum Residential FAR with Incentive Density	Determined by Small Area Plan	Determined by Small Area Plan	Determined by Small Area Plan
Maximum Commercial FAR	0	0.25	0.25
Maximum Commercial FAR with Incentive Density	Determined by Small Area Plan	Determined by Small Area Plan	Determined by Small Area Plan
Maximum Overall FAR	0.25	0.25	0.25
Maximum Overall FAR with Incentive Density	Determined by Small Area Plan	Determined by Small Area Plan	Determined by Small Area Plan

# APPENDIX C – SECTION 351 VILLAGE DISTRICT

## PART 351. - VILLAGE (V) DISTRICT

### Sec. 32-351.01. - Purpose and intent.

The Village (V) District is intended to implement the VMU land use classification of the Potomac Communities Revitalization Plan. This district is designed to provide for, and encourage development of, residential and neighborhood commercial uses, intermingled in a neighborhood of small lots, laid out in a traditional street grid. Development within the village district should be oriented toward the pedestrian rather than the automobile, minimizing potential points of conflict between pedestrians and vehicles. Other considerations should include the scale and arrangement of buildings, with specific attention to street-level facades, and a mix of uses that contribute to a vibrant community.

(Ord. No. 06-69, 7-25-06)

### Sec. 32-351.02. - General standards.

1. The following definitions shall apply in the V District:
  - a. *Mixed-use building*: A building that houses both nonresidential use(s) and apartment and/or condominium dwelling unit(s), as permitted by the underlying zoning district.
  - b. *Parking, public*: A publicly-owned surface parking lot, parking deck or garage providing off-street parking spaces not in connection with any specific residential or nonresidential use.
  - c. *Through lot*: A lot that has frontage on two parallel public rights-of-way.
2. No waiver or modification may be granted from any regulation or restriction imposed by the V District except as specifically provided herein.

(Ord. No. 06-69, 7-25-06)

### Sec. 32-351.03. - Uses permitted by right.

The following uses shall be permitted by right in the V District:

1. Adult-day care facility.
2. Attached single-family dwellings on lots up to one acre.
3. Barber shop, beautician studio, tanning and toning salon (one set of toning equipment only).
4. Bicycle service.
5. Business school.
6. Cafeteria/lunchroom/snack bar/automat.
7. Child-care facility.
8. Commercial artist or photographer's studio.
9. Computer and network services.
10. Cultural arts center.
11. Dry cleaning/garment processing facility, retail less than 3,000 square feet.
12. Dry cleaning pick-up facility.
13. Duplex dwelling.
14. Financial institution.
15. Greenhouse or nursery.

16. Household equipment and appliance service.
17. Institute for special education and training.
18. Interior design and decorating shop.
19. Laundromat.
20. Lawn mower service.
21. Locksmith.
22. Medical or dental offices and clinic.
23. Mixed-use buildings.
24. Multi-family dwellings on lots up to one acre.
25. Office.
26. Optical and eye care facility.
27. Package, telecommunications and courier service.
28. Parking, public.
29. Pet grooming service.
30. Place of religious worship or assembly.
31. Private school (boarding prohibited).
32. Quick service food store.
33. Recycling collection points, subject to standards in section 32-250.84.
34. Religious institution.
35. Restaurant.
36. Retail store.
37. School of special instruction.
38. Shoe repair.
39. Single-family detached dwelling.
40. Tailor, seamstress shop.
41. Theater (indoor).
42. Tool and equipment rental (minor).
43. Travel agency.
44. Veterinary hospital.

(Ord. No. 06-69, 7-25-06; Ord. No. 16-21, Attch., 5-17-16; [Ord. No. 17-84](#), Attch., 10-17-17)

Sec. 32-351.04. - Secondary uses.

The following uses shall be permitted by right in the V District only in conjunction with, and secondary to, a permitted principal use, existing or proposed for concurrent construction in accordance with the provisions of section 32-400.14 herein:

1. Live entertainment in accordance with the provisions of section 32-400.15.
2. Medical or dental laboratory, ancillary to medical or dental clinic.
3. Photographic processing laboratory, ancillary to retail store.

(Ord. No. 06-69, 7-25-06; [Ord. No. 17-70](#), Attch., 9-5-17)

Sec. 32-351.05. - Special uses.

The following uses shall be permitted in the V District with a Special Use Permit:

1. Attached single-family dwellings on lots in excess of one acre.
2. Bed and breakfast, subject to the standards of section 32-300.15.
3. Car wash, manned or self-service.
4. Catering, commercial.
5. Farmers' market.
6. Motor vehicle fuel station, retail.
7. Multi-family dwellings on lots in excess of one acre.
8. Nonresidential and mixed-use buildings that do not meet one or more of the development standards described in section 32-351.08 below.
9. Restaurant, drive-in/drive-up, or drive-through, in accordance with the standards for drive-in facilities specified in Sec. 32.400.07.

(Ord. No. 06-69, 7-25-06; [Ord. No. 17-70](#), Attch., 9-5-17; [Ord. No. 17-84](#), Attch., 10-17-17)

Sec. 32-351.06. - Residential development standards.

1. All setbacks as required herein shall be measured from lot lines or proposed public rights-of-way, whichever is more restrictive.
2. Single family detached dwellings shall comply with the minimum standards of the village house, as described in section 32-306.12.C herein.
3. Duplex dwellings shall comply with the minimum standards of the duplex house, as described in section 32-306.12.E herein.
4. Single-family attached dwellings shall comply with the minimum standards of townhouses, as described in section 32-306.12.F herein, except that the group setback shall be at least ten feet but shall not exceed 20 feet. An illustrative example is found in section 32-351.07.1 below.
5. Multi-family dwellings shall comply with the minimum standards of multi-family buildings, as described in section 32-306.12.G herein, except that:
  - a. The front setback shall be at least ten feet but shall not exceed 35 feet;
  - b. Side setbacks shall be at least 20 feet; and
  - c. Through lots shall be treated as if they have two frontages.

An illustrative example is found in section 32-351.07.2 below.

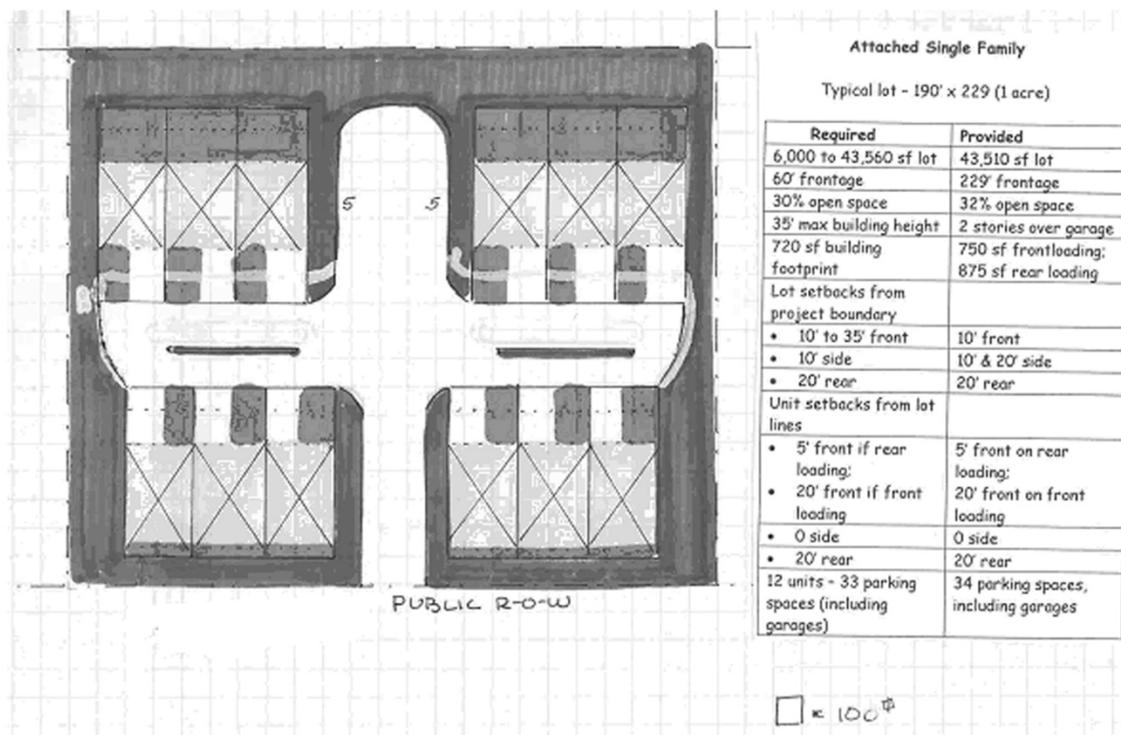
6. Buffer areas normally required by table 8-1 of the Design and Construction Standards Manual shall not be required.
7. No fence within a front setback or any setback abutting a public right-of-way shall exceed four feet in height.
8. Parking:
  - a. Parking for single-family detached and duplex dwellings shall be permitted within the front setback area, provided the parking surface does not exceed 33 percent of the total front setback area.

- b. Parking for single-family attached dwellings shall be permitted within the front setback area, provided the parking surface does not exceed 50 percent of the total front setback area. An illustrative example is found in section 32-351.07.1 below.
  - c. Parking for multi-family dwellings shall not be permitted within the front setback or within the first ten feet of the side setback area. An illustrative example is found in section 32-351.07.2 below.
  - d. Parking setback areas for multi-family dwellings, as required in subsection c. above, shall be landscaped in accordance with section 802.43(B) of the Design and Construction Standards Manual.
9. Signage:
- a. Signage for home business uses shall be as described in section 32-250.24 herein.
  - b. Signage for attached single-family and multi-family dwelling developments shall be limited to one monument sign at each entrance to the project parking area, provided the entrances are at least 60 feet apart if on the same public right-of-way. Each monument sign shall be limited to no more than four feet in height and 20 square feet per sign face and shall be located within the parking area setback.

(Ord. No. 06-69, 7-25-06)

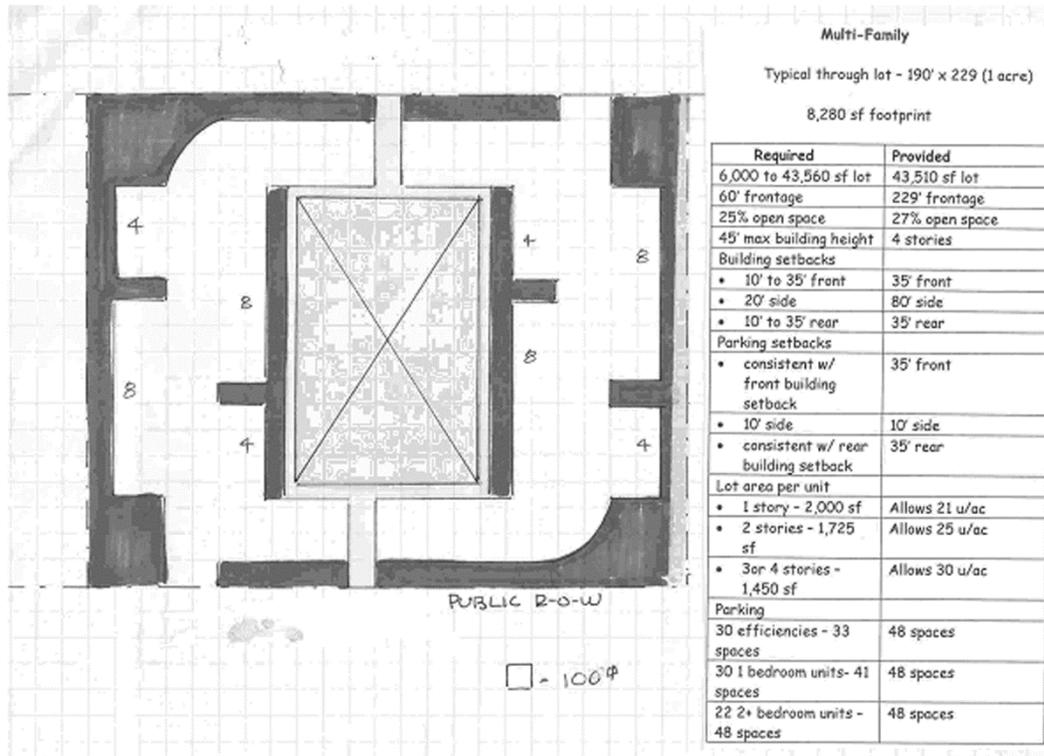
Sec. 32-351.07. - Illustrative examples of residential development standards.

1. Attached single-family:



*Figure 1. Attached single-family*

2. Multi-family:



*Figure 2. Multi-family*

(Ord. No. 06-69, 7-25-06)

Sec. 32-351.08. - Nonresidential and mixed-use development standards.

Nonresidential and mixed-use buildings shall comply with the following standards, except upon approval of a Special Use Permit that assesses the proposal's impact on the village context and imposes conditions to make the development consistent with the village context:

1. Lot size shall be no less than 10,000 square feet, but shall not exceed one acre.
2. Lot frontage shall be no less than 60 feet, but shall not exceed 190 feet.
3. Lot coverage shall not exceed 75 percent of the total lot area.
4. The ground floor of any mixed-use building shall be limited to nonresidential uses.
5. The building height shall not exceed 45 feet.
6. Individual nonresidential uses shall be limited to a maximum building area of 8,000 square feet.
7. Buffer areas normally required by Table 8-1 of the Design and Construction Standards Manual shall not be required.
8. All setbacks as required herein shall be measured from lot lines or proposed rights-of-way, whichever is more restrictive.
  - a. Building setbacks:
    1. The front setback shall be no less than ten feet and no greater than 20 feet. Through lots shall be treated as if they have two frontages for setback purposes, but not for signage purposes.

2. The side setback shall be no less than 20 feet; however, corner lots shall provide a minimum of ten feet and a maximum of 20 feet along the side facing the public right-of-way.
  3. Except for through lots, as provided in subsection a. above, the rear building setback shall be no less than 20 feet.
  - b. Parking setbacks:
    1. Parking shall not be permitted within any front setback area or within the provided side setback area on a corner lot.
    2. All parking must be set back at minimum of ten feet from the side and rear lot lines.
  - c. Illustrative examples are provided in section 32.501.09 below.
9. To promote the compatibility of nonresidential and residential uses, the following shall apply:
- a. Flat roofs are prohibited; roof pitch shall be a minimum of 1:3, with a maximum of 1:1. Roofs shall be designed with at least one change or break in plane within every 60 foot segment. Vertical roof changes, porch roofs and dormers are examples of acceptable plane changes.
  - b. Windows shall cover between ten percent and 50 percent of any exterior wall fronting on a public right-of-way.
  - c. Concrete masonry units, precast concrete panels, vertical ribbed metal exteriors or highly reflective materials shall not be used as primary exterior finishes.
10. Open space, landscaping, screening and fencing:
- a. At least 25 percent of the total lot area shall be maintained as open space.
  - b. The front building setback shall be landscaped in accordance with section 802.42(B) of the Design and Construction Standards Manual.
  - c. Parking setback areas, as required in (8) above, shall be landscaped in accordance with section 802.43(B) of the Design and Construction Standards Manual.
  - d. All dumpsters and exterior utility boxes shall be located and/or screened so as not to be visible from any public right-of-way.
  - e. No fence within a front setback or in any setback abutting a public right-of-way shall exceed four feet in height.
  - f. When a nonresidential or mixed-use lot abuts a residentially developed lot and the residential structure is within five feet of the joint lot line, the nonresidential or mixed-use lot shall provide an opaque screen along that joint lot line. Such opaque screen shall be at least four feet in height at installation, but shall be maintained at a height between four feet and six feet. Chain link fencing with slats or fabric shall not be used to provide the required opaque screen.
11. In lieu of the provisions of section 32-250.20 et seq herein, signage for nonresidential and mixed-use lots shall be limited to one facade sign on each building face fronting a public right-of-way, and either one monument sign or one perpendicular projecting sign per lot, as follows:
- a. Facade signs shall be located below the top of the first story, and shall not exceed one-half square foot for every linear foot of building frontage, with a maximum of 50 square feet per sign.
  - b. Monument signs shall be located within the front building setback and shall not exceed four feet in height or 20 square feet in sign area per face.
  - c. Perpendicular projecting signs shall be located such that the bottom of the sign is at least nine feet, but not more than 12 feet, from the finished grade. Total sign area shall not exceed 20 square feet per face. Perpendicular signs shall not project over existing or proposed public right-of-way.

- d. Waivers or modifications to these sign regulations shall not be permitted through the Special Use Permit process.

(Ord. No. 06-69, 7-25-06)

Sec. 32-351.09. - Illustrative examples of non-residential and mixed-use development standards.

1. Retail commercial:

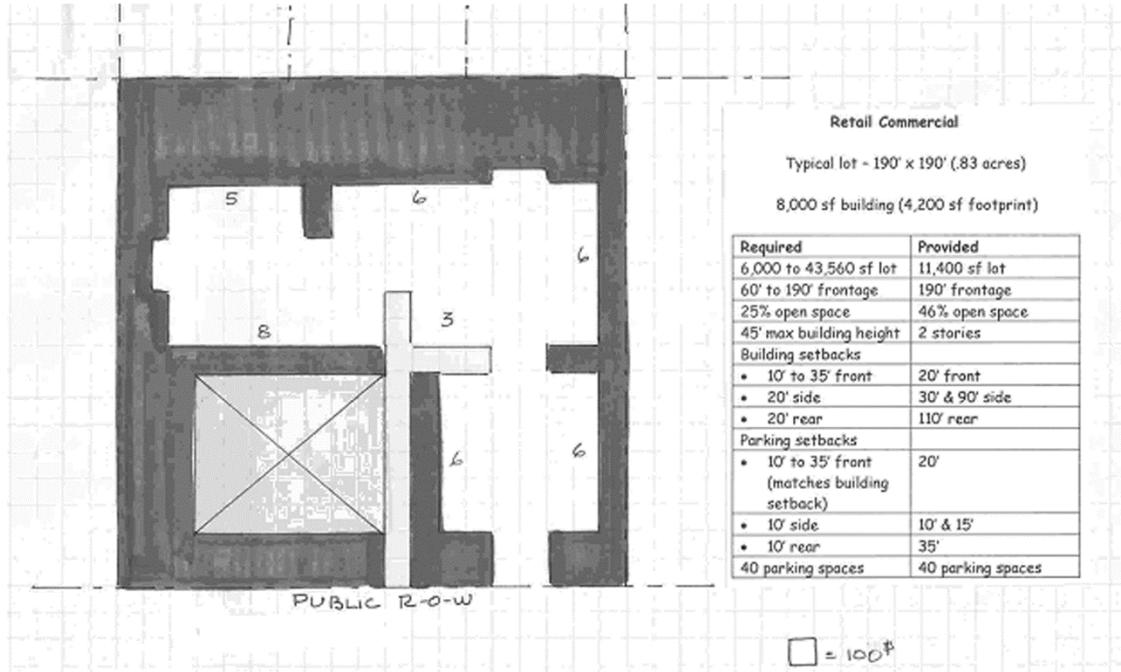
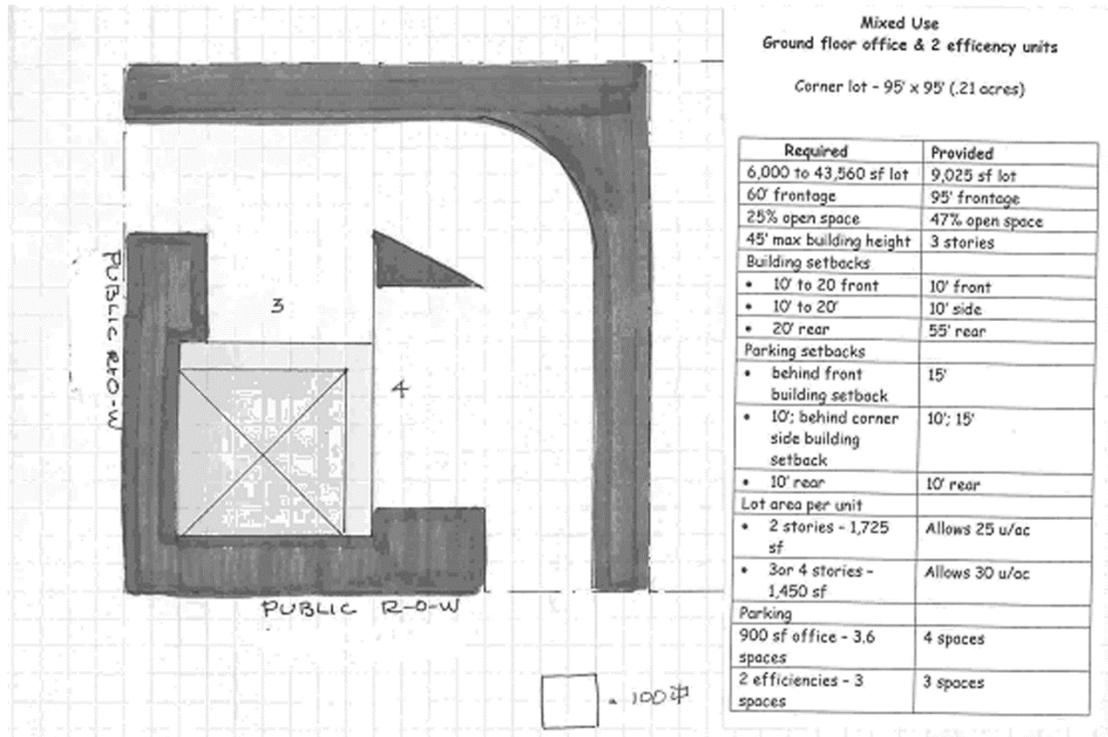


Figure 3. Retail commercial

2. Mixed-use:



*Figure 4. Mixed use*

(Ord. No. 06-69, 7-25-06)

Sec. 32-351.10. - Off-street parking and loading.

Off-street parking and loading shall be provided as required by Table 6-8 of the Design and Construction Standards Manual, with the following additional provisions:

1. Parking provided shall not exceed 120 percent of the minimum parking requirement, unless a parking structure is provided.
2. When public parking is provided within 500 feet of the site, nonresidential developments may request a modification of up to 50 percent of the parking standard. The request for modification must include a parking tabulation study for all nonresidential development within 500 feet of the public parking facility.

(Ord. No. 06-69, 7-25-06)

# APPENDIX D – USE TABLE COMPARISON

Prohibited and Special-Use Permit uses for the MUZD zones included in Appendix B were identified by reviewing use permissions from Prince William County’s Village district (Table 1), Portland, Oregon’s Mixed Use zone (Table 2), Arlington County’s Columbia Pike Commercial Centers Form-based code (Table 3), and Montgomery County, Maryland’s Commercial/Residential (CR) zones (Table 4). Each use was identified as either residential or commercial. Residential uses are color-coded orange and commercial uses are color-coded green.

It proved challenging to identify uses in the Prince William County code that aligned with the uses permitted in other jurisdictions’ zones. Therefore, it was determined to be more effective to identify what is prohibited in the MUZD zones than to develop an exhaustive list of what is permitted.

*Table 1 | Uses Permitted in Prince William County Village District*

Use
Adult day care
Attached SF dwellings on lots up to one acre
Barber shop
Bicycle service
Business school
Cafeteria
Child-care facility
Commercial artist studio
Computer and network services
Cultural arts center
Dry cleaning less than 3,000 sf
Dry cleaning pick up facility
Duplex dwelling
Financial institution
Greenhouse
Household equipment service
Institute for special education and training
Interior design
Laundromat
Lawn mower service
Locksmith
Medical or dental offices
Mixed-use buildings
Multi-family dwellings on lots up to one acre
Office
Optical and eye care facility

Package, telecommunications, and courier service
Parking, public.
Pet grooming service
Place of religious worship
Private school
Quick service food store
Recycling collection points
Religious institution
Restaurant
Retail store
School of special instruction
Shoe repair
Single-family detached dwelling
Tailor
Theater
Tool and equipment rental
Travel agency
Veterinary hospital

*Table 2 | Uses Permitted in Portland, Oregon Commercial Mixed-Use Zones*

<b>Use</b>
<b>Residential categories</b>
Household Living
Group living
<b>Commercial categories</b>
Retail sales and service
Office
Quick Vehicle Servicing
Vehicle Repair
Commercial Parking
Self-Service Storage
Commercial Outdoor Recreation
Major Event Entertainment
<b>Industrial categories</b>
Manufacturing and production
Warehouse/Freight Movement
Wholesale Sales
Industrial Service
Railroad Yards
Waste-related

<b>Institutional categories</b>
Basic Utilities
Community Service
Parks and Open Areas
Schools
Colleges
Medical Centers
Religious Institutions
Daycare
<b>Other categories</b>
Agriculture
Aviation & Surface Passenger Terminals
Detention Facilities
Mining
Transmission facilities
Rail Lines and Utilities Corridors

*Table 3 | Uses Permitted in Columbia Pike Form-based Code for Commercial Centers*

<b>Use</b>
<b>Residential</b>
Household Living
Group Living
<b>Public, Civic, and Institutional Use Categories</b>
Colleges
Community Service
Day Care
Governmental Facilities
Hospital
Parks and Open Space
Passenger Terminals and Services
Religious Institutions
Schools
Social Service Institutions
Utilities, major
Utilities, minor
<b>Retail, service and commercial use categories</b>
Food establishments
Entertainment
Office
Overnight Accommodations

Parking, Commercial
Recreation, Indoor
Recreation, outdoor
Retail Sales
Retail, Personal Service
Self-service storage
Vehicle sales and service
<b>Industrial use categories</b>
Light industrial service
Manufacturing and production
Heavy industrial
Warehouse and freight movement
Waste-related service
Wholesale trade
<b>Other use categories</b>
Agriculture
Resource extraction
Telecommunications facilities
Unclassified

*Table 4 | Uses in Montgomery County Commercial/Residential Zones (x = permitted, blank = not permitted)*

<b>Use</b>	<b>CRN</b>	<b>CRT</b>	<b>CR</b>
Accessory structures	x	x	x
Accessory use	x	x	x
Amateur radio facility (up to 65 feet in height)	x	x	x
Ambulance rescue squad (private)			x
Artisan manufacturing and production	x	x	x
Charitable, philanthropic institution	x	x	x
Conference center		x	x
Cultural institution		x	x
Day care center (13 to 30 persons)	x	x	x
Day care center (over 30 persons)			x
Educational institutions (private)		x	x
Family day care (up to 8 persons)	x	x	x
Group day care (9 to 12 persons)	x	x	x
Health clubs and facilities		x	x
Hospital			x
Hotel, motel		x	x
Light vehicle sales and rental (indoor)			x
Light vehicle sales and rental (outdoor)			x

Live/work unit	x	x	x
Medical and dental clinic (more than 4 medical practitioners)		x	x
Medical and dental clinic (up to 4 medical practitioners)	x	x	x
Medical, dental laboratory		x	x
Medical/scientific manufacturing and production			x
Multi-unit living	x	x	x
Nursery (retail)		x	x
Office	x	x	x
Pipeline (below ground)	x	x	x
Playground, outdoor area (private)	x	x	x
Private club, service organization		x	x
Public use (except utilities)	x	x	x
Railroad tracks	x	x	x
Recreation and entertainment facility, indoor (capacity up to 1,000 persons)			x
Recreation and entertainment facility, major (capacity over 1,000 persons)			x
Recreation and entertainment facility, outdoor (capacity up to 1,000 persons)			x
Religious assembly	x	x	x
Research and development		x	x
Residential care facility (9 to 16 people)		x	x
Residential care facility (over 16 people)			x
Residential care facility (up to 8 people)	x	x	x
Restaurant		x	x
Retail/service establishment (15,001-50,000 sf)		x	x
Retail/service establishment (5,001-15,000 sf)		x	x
Retail/service establishment (up to 5,000 sf)	x	x	x
Single-unit living	x	x	x
Structured parking		x	x
Townhouse living	x	x	x
Two-unit living	x	x	x
Utility distribution line (below ground)	x	x	x

# DORAC MEETING NOTES

Friday February 1, 2019  
9:00 a.m. – 10:30 a.m.

- Ryan Foster, Greg Goodwin, and Dan Hardy led off the meeting with introductory remarks about the MWCOG TLC project objectives and timeframes, and the objectives for this meeting per the attached Powerpoint slides.
- The meeting focused on eliciting concerns and ideas about barriers to mixed-use development from the attendees, which (per the attached sign-in sheets) included a diverse group from property owners, developers, and legal/financial representatives from the development community and County agencies involved in land development from both planning and implementation.
- The following items were reviewed during group discussion. In summary, the current concerns regarding barriers to mixed-use development from stakeholders were generally oriented around three themes, and each theme was generally recognized by participants from all professional perspectives.
  - Finding the balance between specificity and flexibility in the various processes from planning and zoning to occupancy
  - Defining and interpreting land use types
  - Addressing site layout details, particularly regarding site layout and materials details
- The following detailed comments were noted:
  - Mixed use development vertical is difficult due to higher construction costs – how might codes help reduce or motivate the cost differential?
  - Mixed use needs to be considered at building, site and neighborhood levels
  - Case of assisted living with grocery store required creative exploration of reduced buffers with staff at Liberia/PW parkway. Would be good to build in flexibility – balance of flexibility and assurance that entitlement at zoning can be flexible for details at later stages regarding both architecture and mixed use definitions
  - Need vision in zoning to recognize time/money constraints with process. – shorten time with fewer plans. Key issues include evolution in water/sewer, transportation, Parking (2 over 2 units cited as an example of evolving uses for definitions and market over the lifespan of site development)
  - Assembly an issue in certain areas like Yorkshire/Triangle – ideas on incentivizing assembly and addressing holdouts are needed.
  - The Parsons South - 90 acre industrial site might be a good test case to use
  - Herndon experience with form based code might be the way to go, although a concern remains that proffers are expected to be very detailed, such as the color of mortar.
  - Another success story may be in Fredericksburg at University of Mary Washington. Site across Route 1 (20 acres) on which University lacked funding for housing. Mixed-use zoning developed for site but designed to be applicable for other places throughout the city. Process expedited ZTA, rezoning, comp plan, and three proffers.

- Overall, senior living uses should be changed and defined; this project can address the use in the new Mixed Use Zoning District (MUZD) in Small Area Plans (SAP) and set up strategies for next steps that might apply countywide.
- Need to consider changes in parking associated with automated vehicles
- The Community Employment Center (CEC) is “the dead zone” – broadly applied but hard to use particularly for mixed-use. We need a “plug and play” approach to zoning to allow elements to evolve (be removed and replugged in countywide, rather than through specific one-off ZTAs) land use flexibility so that we can appreciate the wide range of employment other than office. A new plug and play approach could improve shelf life of the new MUZD zone and allow it to evolve over time.
- We should have greater flexibility in use definitions. ZTAs are a current answer to this concern as uses evolve but process takes time.
- Form based concepts could apply beyond the code; proffers could focus on outcomes that work and use those parameters to define a “box” for implementers to work within (like a design build approach)
- Some overlay districts are outdated and in conflict with mixed-use including the technology overlay district and highway corridor overlay district. Greatest level of opposition to changes may come from adjacent property owners / neighborhoods seeking to limit changes in their communities.
- The County is considering options to better balance rural and urban objectives. Transfer of development rights has been on the table but not a popular option.
- Industry review time or fee reductions in mixed-use zones is a possible incentive, as could be approaches that emulate tax-increment financing
- The SAP approaches should help address older long range planning processes don’t allow for mixing of uses where percentages of use types or other criteria are too specific. One way to increase flexibility is seek proximity in mix of uses, perhaps as in LEED-ND.
- A known challenge is committing to the long range plan even as markets change. The process for Seaside, FL building a local school is a good example of committing to the public good. Arlington’s form based code overlay for Columbia Pike also looks like a win-win example to investigate.



## Prince William Mixed Use Zoning District Project DORAC Meeting, February 1, 2019

1

### AGENDA

Development of Mixed-Use Zoning Regulations to Support Multimodal Travel and Connectivity in Small Area Plans  
MWCOG TLC Program, FY 2019

#### DORAC MEETING AGENDA

**Friday February 1, 2019**  
**9:00 a.m. – 10:30 a.m.**

Prince William County  
Development Services Building  
5 County Complex Court  
Room 107 A/B  
Prince William, VA 22192

9:00 – 9:10	<b>Welcome and Introductions (10 minutes)</b>
9:10 – 9:20	<b>Best Practices Memo Summary (10 minutes)</b> Renaissance reviews Best Practices memo (delivered under separate cover) highlights
9:20 – 10:10	<b>Stakeholder Identification, Involvement, and Next Steps (50 minutes)</b> Participants discuss their responses to Discussion Questions (attached for review before meeting, initial outcomes in Table 2 of Best Practices memo) and TOWS findings
10:10 – 10:30	<b>Next Steps and Schedule (20 minutes)</b> Participants discuss refinements to Best Practices memo and logistics for next steps per last two pages of memo

Development of Mixed-Use Zoning Regulations to Support Multimodal Travel and Connectivity in Small Area Plans  
MWCOG TLC Program, FY 2019

**DISCUSSION QUESTIONS (Please prepare notes to share before the 2/1/19 meeting):**

Question	Response
How do you define mixed-use development?	
What are opportunities or challenges in developing "mixed-use" in Prince William County?	
Describe a mixed use development that you are familiar with. What worked, what didn't, and what would you recommend could be done differently in a future development.	
What do you perceive is your role in supporting mixed use development in Prince William County?	
What specific policies, programs, or projects in your organization implementing to support mixed use development?	
What policies, programs, or projects are not being implemented at this time that should be? Why are they not being implemented?	
Are you aware of any policies or tools that could be used to incentivize developers to pursue mixed use development that are not being used?	

RENAISSANCE PLANNING

2

2

## STUDY OBJECTIVE

- Facilitate mixed-use development objectives of Small Area Plans
- Establish new Mixed-Use Zoning District (MUZD)
- Define characteristics for MUZD application
- Define key characteristics of MUZD
- Develop track-changes markup for Code and Design and Construction Standards Manual (DCSM)
- Outline implementation processes

3

## STUDY TIMELINE



- KEY**
- Renaissance production time
  - Draft / Final deliverables
  - Public agency (County, external agency) staff review time
  - #1 Kickoff Development Ordinance Review Advisory Committee Meeting
  - #2 Planning Workshop
  - #3 Public Meeting with Development Ordinance Review Advisory Committee
  - #4 Public worksession with Planning Commission

4

# TOWS ANALYSIS

- S-O: MUZD to bring residential into formerly commercial only zones through Small Area Plan approach
- W-O: Remove barriers that require or reinforce use separation, as appropriate
- S-T: Establish clear site-level implementation approach from Small Area Plan to phased implementation
- W-T: Retain commitment to initial "site master plans"; address emerging technologies

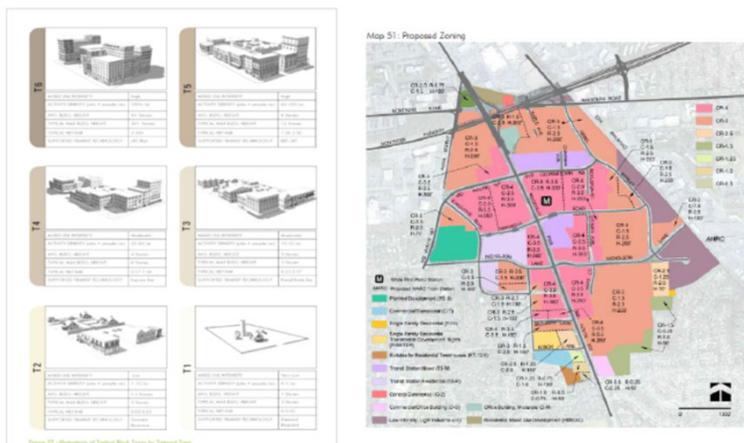
<p><b>Opportunities (O)</b></p> <ul style="list-style-type: none"> <li>- Emerging planning issues or elements that may affect PVC (e.g., climate change, CIVAV technologies, short term rental uses, assisted living facilities, age-restricted communities, etc.)</li> <li>- Demographic changes and shifting residential preferences – dense, walkable communities – different housing stock is needed to meet demand.</li> <li>- Expand and diversify economy to attract higher paying jobs</li> <li>- Leverage existing assets for economic growth, as indicated in the <i>County Zoning Map</i></li> <li>- Maintain fiscal sustainability</li> </ul>	<p><b>Strengths (S)</b></p> <ul style="list-style-type: none"> <li>- Existing districts that support mixed use development in code</li> <li>- Mixed use is already in small area plans</li> <li>- Small area plans have been developed</li> <li>- County has vision for mixed use district</li> <li>- County is committed to connecting transportation network with land use developments</li> <li>- In Village (V) District, the ground floor of any mixed-use building shall be limited to non-residential uses, promoting vertical mixed use</li> <li>- There is general consensus for a family of new zoning districts, as discussed further in the best practices review below</li> <li>- County has taken initiatives to add more housing, concentrated in activity centers</li> <li>- Zoning code includes a "family" of districts (B-1, B-2, and B-3)</li> </ul>	<p><b>Weaknesses (W)</b></p> <ul style="list-style-type: none"> <li>- Existing language is too confusing</li> <li>- Code is not being implemented as desired</li> <li>- Mixed use is not clearly defined in code of ordinances</li> <li>- In PRM district, the threshold for nonresidential uses (20 acres) is too high</li> <li>- In PRM district, an "area of nonresidential secondary use" is undefined and unclear</li> <li>- Setbacks in V district encourage a dispersed pattern of uses</li> <li>- There are 9 overlay districts in the county and their applicability to any future zoning changes is unpredictable</li> <li>- DCSM elements – including complete streets implementation and setback/buffers – have been barriers to private sector development</li> <li>- While Business family of districts is coded, only B-1 is being utilized</li> </ul>
<p><b>Threats (T)</b></p> <ul style="list-style-type: none"> <li>- Slow market for mixed-use development</li> <li>- Balance of incentives – incentivize mixed use while not losing control of design, though applicant may lose control of predictability (stable edged threat)</li> <li>- Emerging planning issues or elements that may affect PVC (e.g., climate change, CIVAV technologies, short term rental uses, assisted living facilities, age-restricted communities, etc.)</li> <li>- Market dynamics has led to the construction of only residential elements of mixed use developments, then abandoning</li> </ul>	<p><b>S-O Strategies</b></p> <p>build on current zoning/regulation strengths and market opportunities, such as:</p> <ul style="list-style-type: none"> <li>• Allow residential into areas previously commercial-only</li> <li>• Continue County's emerging Small Area Plan approach to defining community placemaking microdevelopment/parameters that facilitate nesting of smaller/lot mixed use properties (don't either plan or zone for individual properties)</li> </ul>	<p><b>W-O Strategies</b></p> <p>address current zoning/regulation weaknesses to leverage market opportunities, such as:</p> <ul style="list-style-type: none"> <li>• Apply single MUZD zone (of family of similar zones) countywide</li> <li>• Reduce use-specific buffer regulations</li> <li>• Modify roadway design elements to support desired mixed use, walkable character</li> <li>• Modify setback and buffer requirements to increase density and diversity of uses</li> <li>• In PRM district, reduce threshold requirement for nonresidential uses</li> <li>• Incorporate multistandard system and street network into Small Area Plans</li> <li>• Allow for flexibility of vertical and horizontal mix of uses</li> <li>• Improve predictability of outcomes</li> </ul>
	<p><b>S-T Strategies</b></p> <p>build on the current zoning/regulation strengths to address external/market threats, such as:</p> <ul style="list-style-type: none"> <li>• Establish clear differences between planning, zoning, regulation, and purchase, with "site master plan" approach to phased implementation</li> </ul>	<p><b>W-T Strategies</b></p> <p>address current zoning/regulation weaknesses to address external/market threats, such as:</p> <ul style="list-style-type: none"> <li>• Utilize "site master plan approach" to manage risk of conversion of mixed-use site plans into single-use site plans midway through plan implementation</li> <li>• Address curbside management, parking, and emerging technologies (EV, CVAV, Uber/Lyft, etc.)</li> </ul>

RENAISSANCE PLANNING

# BEST PRACTICES / CASE STUDIES

## KEY MESSAGES BEYOND TOWS:

- Define/reinforce commercial – residential mixed use
- Incent mixed-use density
- Integrate private/public realms
- Establish district-level operating mechanisms to support implementation of Small Area Plan developments



RENAISSANCE PLANNING

## DISCUSSION

- How do you define mixed-use development?
- What are opportunities or challenges in developing “mixed-use” in Prince William County?
- Describe a mixed use development that you are familiar with. What worked, what didn't, and what would you recommend could be done differently in a future development.
- What do you perceive is your role in supporting mixed use development in Prince William County?
- What specific policies, programs, or projects is your organization implementing to support mixed use development?
- What policies, programs, or projects are not being implemented at this time that should be? Why are they not being implemented?
- Are you aware of any policies or tools that could be used to incentivize developers to pursue mixed use development that are not being used?

Prince William County DORAC/CDC-DORT  
 Friday, February 1, 2019 – 9:00 A.M.  
 Development Services Building 107 A/B

NAME	INITIAL	REPRESENTING	EMAIL	PHONE
Steve Wall		PWC DDS-LDD	shalle.pwecgov.org	x7071
Tom Shrewsbury		PWC-DAS-LDD	TShrewsbury@PWCgov.org	x6912
E Scullin		PWC DOT	escullin@PWCgov.org	x4057
J. Neubert	JMN	PWC DSS-LDD	JNeubert@PWCgov.org	x7132
A. Weisler	AW	PWC DOT	Aweisler@PWCgov.org	x6824
Connie Dalton	CMD	PWC-Planning	cdalton@PWCgov.org	x6934
Meika Daus	MFD	PWC-Planning	mclaus@PWCgov.org	x7901
Ron Eschenich	RE	PWC LDD	reschenich@PWCgov.org	x4916
LYNDON LOH	LL	PWC FMO	LLOH@PWCgov.org	X6360
Bill Burke	MB	PW Realtors	b.burke4475@gnccol.com	703-216-8309
MARSH HARDERS		Walsh Giluci	mharders@theLandLawyers.com	703.680.4664
Wayne Klotz	WK	NATOP / I95BPM	WKlotz@I95BPM.com	703-690-7234

# DORAC MEETING

Friday February 1, 2019  
9:00 a.m. – 10:30 a.m.

Name	Representing	E-mail
DAN HARDY	RENAISSANCE PLANNING	dhardy@citiesthatwork.com
Greg Goodwin	MWCOG	ggoodwin@mwco.gov
GARY GARDNER	DEWBERRY	GGARDNER@DEWBERRY.COM
Bryan Lilly	Dewberry	blilly@dewberry.com
Sharon Dusea	RDA	sdusea@rdacivil.com
MIKE KITCHEN	CHRISTOPHER	MIKEKITCHEN@CCL-ENG.COM
Mike Garcia	CDC CHAIRMAN	garciam@mikegarcia.com
Ryan Foster	PWC Planning	rfoster@pwcgov.org
Rick Lanham	PWC - DDS	rlanham@pwcgov.org
M. McVanderpool	Vanderpool, Freshell & Nishimura	m.vanderpool@vfnlaw.com
Danny Funderburk	HCCA	danny-funderburk@wahazel.com
Brian Prater	WCL&W	bprater@thelandbuyers.com
KAREN COHEN	VFSN	kcohen@vfnlaw.com
JOE McCLELLAN	GORDON ASCE - DORAC	jmcclellan@gordon.us.com
Paul Johnson	NVBA / CPJA	pjohnson@cpja.com
DAVID McGETTIGAN	PLANNING	dmcgettigan@pwcgov.org
Tom Shrewsbury	DDS - Lead	Tshrewsbury@pwcgov.org
Joe Neubert	DDS - Lead	JNeubert@pwcgov.org
E Scullin	PWC - DOT	escullin@pwcgov.org
Adam Weigel	PWC DOT	Aweigel@pwcgov.org

