TASK 4 MEMORANDUM: DORAC WORKSHOP

This memorandum summarizes the feedback received from attendees at the March 15 DORAC workshop. These comments will be used to refine the approach to developing the proposed Mixed Use Zoning District (MUZD). The summary of meeting notes is followed by photos of the dot-voting boards and the March 15 presentation slides and sign-in sheets.

Workshop Details

Friday, March 15, 2019 9:00 AM to 11:00 AM

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

Attendees

Stakeholders

Kim Hosin. William Ramsey, Elena Schossty, Adam Weigel, Elizabeth Scullin, Ryan Foster, Jim Gahrez, Tom Strewsbury, Mike Garcia, Wayne Barrett, Marian Harders, Sharon Dusza, Joe Neubert, Brian Prater, Connie Dalton, David McGettigan, Steven Hall, Joe McClellan, Steve Mitchell, Ron Escherich, John Swanson

Facilitators

Dan Hardy, Kate Ange, Katherine Shor

<u>Agenda</u>

- 1. Welcome and Introductions
- 2. Draft MUZD Approach Summary
- 3. Breakout groups on Process, Urban Form, and Land Use
- 4. Report Out and Next Steps



Feedback from Breakout groups on Process, Urban Form, and Land Use

Feedback on Process

The groups provided the following feedback generally for MUZD concepts related to process:

- There should be a clear linkage about funding infrastructure between the Small Area Plans, the infrastructure level of service in those plans, and the incentive density proffers. The Small Area Plan implementation process would be the place to then define the balance between public and private sector responsibility for infrastructure implementation
- The idea of residential FAR is somewhat new and it would be helpful (and at time of impact assessment necessary) to provide guidance on conversion to dwelling units. The idea for a phased plan implementation is that specifics such as residential unit type and associated issues like number dwelling units, parking spaces, and school student generation would not be needed at time of concept plan as residential unit type would change over time prior to site plan, to allow the concept of "plug and play" as market and infrastructure conditions needs evolve. The ability to defer those details through proffers requires some additional analysis.
- The risk that a mixed-use rezoning would be converted to single use several years later (e.g., the residential portion is built first, and the owner later requests to convert the commercial portion to residential) remains a primary concern. Rezoning cases with phased implementation do involve some risk associated with market changes, and the degree of public sector commitment to the original plan is subject to the decisions of elected and appointed decisionmakers. However, two means for minimizing the likelihood of such changes could include:
 - Establishing a significant "cost to convert use" as part of the MUZD zone and related processes, which might help all
 parties understand and more publicly document and monetize the risk,
 - Conducting regular (e.g., annual or biennial) monitoring of MUZD implementation for each Small Area Plan to understand the degree to which any subject site has contributed to overall mixed-use goals and whether any shifts to mixed-use incentives are warranted at a Small Area Plan level.

In addition, some comments related to the broader relationship between planning and zoning in the County:

- A concern that the Small Area Plans might tend to result in more zoning than the County's infrastructure can support
- A perception that mixed-use zoning should be better supported by high-quality transit than the County can currently provide, particularly given the document comparison to places like Tysons, White Flint, and Richmond; although commenters noted that walkable mixed-use communities in places like downtown Manassas and Leesburg are effective mixed-use centers
- There remains an interest in defining what elements of the proposed approach will best incent high quality mixed use development that evokes traditional town centers as contrasted with mixed-use sites in the County; the current Kline Property



- rezoning case with separated uses and self-storage was cited as a case the Renaissance team should evaluate for opportunities and threats.
- A suggestion was made to allow more uses in industrial zones; destinations like libraries or many goods and services (I.e., fitness centers, educational buildings) could occupy underutilized properties to more economically house those needs. Yet the point was made that while such an approach might serve those particular purposes, they would also tend to perpetuate the very auto-oriented relationship between residential and non-residential uses that the MUZD is seeking to address.

Base/Incentive Density

- Given the level of market expectations and extent to which the current proffer system is linked to density for many infrastructure elements, a 0.25 FAR for base density may be too high.
- The assessment of commercial/residential use mix should reflect construction of, or land dedication for, public facilities (I.e., libraries, police stations) that would contribute to the commercial FAR of the site (even if ultimately constructed by the public sector).

Incentive Density Proffers

• Could the current proffer system be retained without creating a new terminology?

Concept Plan

- Could either the Master Zoning Plan or the Generalized Development Plan submittals be modified as needed rather than
 creating a new submittal process? Additional information is needed on what a Concept Plan would entail; the idea of a
 bubble diagram that identifies land development bays and infrastructure commitments such as through streets and public
 facility dedication is attractive
- The additional time and effort associated with Board of County Supervisors adoption of a new process should be considered
 as it could be a disincentive unless the Concept Plan replaces other required steps, or could involve staff approval rather than
 BOCS approval

Feedback on Urban Form

The groups provided the following feedback generally for MUZD concepts related to urban form:

- There was very little support for maximum building sizes. Rather there seems to be an interest in pushing for minimum building sizes to ensure minimum density thresholds.
- For the open space requirements, more definition is needed here. Does the open space include public and private spaces? Does it include all landscaped areas and/or recreational spaces? Does it include sidewalk cafes or other programmed areas



- for public gathering? Reference to the zoning code definition would help address, and the Village District application should be reviewed and perhaps refined.
- It is unclear as to whether the maximum building areas apply to a single use or the entire structure please clarify. (Clarified that it applies to the entire building footprint regardless of the split of uses).
- Suggestion to use FAR and something similar to enclosure ratio to get the denser, up to the street edge urban form.
- Remove mention of "no waiver" option and instead allow for waivers but describe in detail what would warrant the waiver. Need to keep the threshold for waivers high. Coordination with staff on waiver thresholds and Village District interpretation will help clarify.
- There is a strong desire to provide certainty for the development community, but ultimately, there is a need to retain flexibility to ensure we can be responsive to market conditions.
- There is a need to ensure that as the MUZD zoning district gets applied throughout the county, that the need for some buffering considerations for adjacent uses occurs. Specifically, if building heights are excessively tall, what is the proper transition or buffer areas between the edges of the MUZD district and adjacent open space or residential areas. The Village District concept of DCSM Table 8-1 buffer application should be clarified regarding both sites internal to the MUZD and sites at the edge of the MUZD.
- The MUZD zone needs to be used sparingly to ensure we are encouraging redevelopment and infill into our existing developed areas particularly in aging commercial corridors where there may be a desire/opportunity to create new nodes of mixed use, higher density places. We should also encourage the MUZD zone in locations where there is already significant growth pressure and existing infrastructure meaning we don't want to create leap frog high density nodes countywide.
- We should consider a minimum MUZD district size to ensure there is enough land area to achieve the larger MUZD goals.
- To make mixed use districts work, there needs to be enough "there, there" and promotion of MUZD areas as key destinations. Otherwise we could end up with a lot of empty non-residential in our mixed use districts.
- If we are starting with the assumption that all of the Small Area Plans (Fig. 2) are potential MUZD zones, we really need to reevaluate. Particularly the intersection 15/29 this should not be on the map, there will be significant pushback from the community.
- We need to apply this to existing places first. For example, places like Atlas Walk are in need of residential infill.
- We should not allow this to apply anywhere. Need to ensure this goes through the right process in terms of small area planning.
- From the developer's perspective, the MUZD zone won't have a big impact on attracting developers. The developers will always go where the land is cheaper
- As written, it is possible that we are being too flexible and will not achieve the goals we want for MUZD's in terms of urban form, density and mixture of uses.
- To promote the street enclosure and pedestrian scales, we should include maximum setbacks versus minimum setbacks.



- Small lots are almost unbuildable because of setback requirements. Applying the MUZD to smaller lots and pushing for minimum setbacks could entice redevelopment and infill – which would be a good thing.

Maximum building size

- We need to support the idea of the Urban, Town and Neighborhood scale of buildings (like the SmartCode Transect) as it is what our Comprehensive Plan calls for. However I don't think we do that with a maximum building size criteria.
- For MUZD to work, we are trying to promote high density therefore we should not have any maximum building sizes.
- In lieu of a maximum building size, let's have minimum FARs with the ability for exceptions
- Maximum building size is not needed if you have a minimum FAR combined with something like the enclosure ratios to promote the right urban form

Setbacks

- The urban rear setback is too big. Will be too difficult to achieve.
- We need to consider how best to use the setbacks vs. Multimodal Design Guidelines standards. It would seem as if the DCSM Urban Streets setback standards accomplish what we want.
- How does this relate to HCOG setbacks? (need more information on what HCOG setbacks might be)
- We really need to get the fire marshals engaged in the setback discussions. There is a way to balance the fire/safety setback concerns with improved building codes that would require sprinkler systems in all buildings.
- We need a better definition of the setback. Is it building edge to street curb? What is allowed within the setbacks in terms of landscaping, parking, street cafés, etc. Need to describe per zoning code.
- Minimum setback requirements will not work on small, infill sites.

Enclosure ratio

- As explained, the enclosure ratio won't work for high density mixed use. It will push the need for wider street ROW when this isn't necessary.
- Not sure the ratio is helping to create the right pedestrian environments.
- This is too complicated of a concept to implement.
- This could really limit and/or drive roadway sizes that may not align with travel demand. Furthermore, when does the enclosure ratio apply in terms of existing roadways that may be planned for future widenings?
- The ratio would not appear to allow space for the accommodation of utilities, setbacks, landscaping, sidewalks, etc.

Other ideas



- Let's create "build to lines" instead to encourage buildings to front the street
- We will never get the right urban form with just a MUZD designation. There is a need for more guidance on form so that we don't end up with just vertical mixed use shopping centers with apartments in the back.
- We should be promoting the "podium concept" (http://ktgy.com/work/type/residential/podium/) which allows for podium buildings that are generally wood construction sitting atop concrete parking or mixed-use. Coordination with staff on the extent to which the code has been a barrier to the podium concept.

Feedback on Land Use

The groups provided the following feedback generally for MUZD concepts related to land use:

- There is a concern that this is MUZD district is just creating an overlay district in application.
- If a MUZD is applied over an existing industrial zone (e.g. MT), what is the impact?
- Private sector development interest expressed an emphasis on cost as a factor that needs to be considered, specifically construction costs
- Currently, development in the County does not have a problem with maxing out FAR
- The county has had little success incentivizing density (e.g. Kaiser development)
- Often, FAR is renegotiated at the rezoning stage. Even in this process, the requested FAR is very low
- In terms of cost, max FAR is helpful to allow a development to build out
- The MUZD allows flexible residential/non-residential. Currently, it is hard to get this in rezoning.
- The MUZD allows good flexibility
- The group agreed that "overall FAR" (both commercial and residential) should be higher than either the separate commercial or residential max FAR to incentivize mixed use with higher density.
- Previously, the county has had little success with mixed use development
- Industrial is an important part of the county's employment base, so light industrial uses should be included in MUZD. MUZD should exclude intense industrial uses (like those permitted in M2).
- MUZD should not be limited to small area plans
- Max FAR for each small area plan must be defined by ZTA, following the guidance in the small area plan.
- Currently, it is unclear why the county uses small area plans. This project should specify why the county uses small area plans and why the MUZD is being used as a tool for implementation.
- It would be less complex to consolidate the V district with MUZD. Currently, V district is used in 2 places in the County.
- Parking should be modified. It is important to keep MUZD only in small area plans, because small area plans consider the transportation network. Coordination with staff to understand parking constraints.
- There needs to be more clarity between MUZD, SAP, and V district
- The zones should be flexible to allow developers to propose marketable projects



- County should incentivize and focus on redevelopment of existing buildings (e.g. vacant strip malls)
- The county should reexamine where small area plans are defined in comprehensive plan (specifically Route 29 the community doesn't support the objectives of this small area plan)
- The county should consider historical and cultural assets when implementing small area plans.

Commercia/Residential/Overall FAR

- FAR should not be a part of the MUZD
- Consider a minimum FAR to encourage lower density multifamily residential
- Support the use of an overall FAR. This incentivizes providing a mix of uses to allow development of more residential
- There is a concern with residential unit size. It is recommended to set a minimum or maximum unit size.

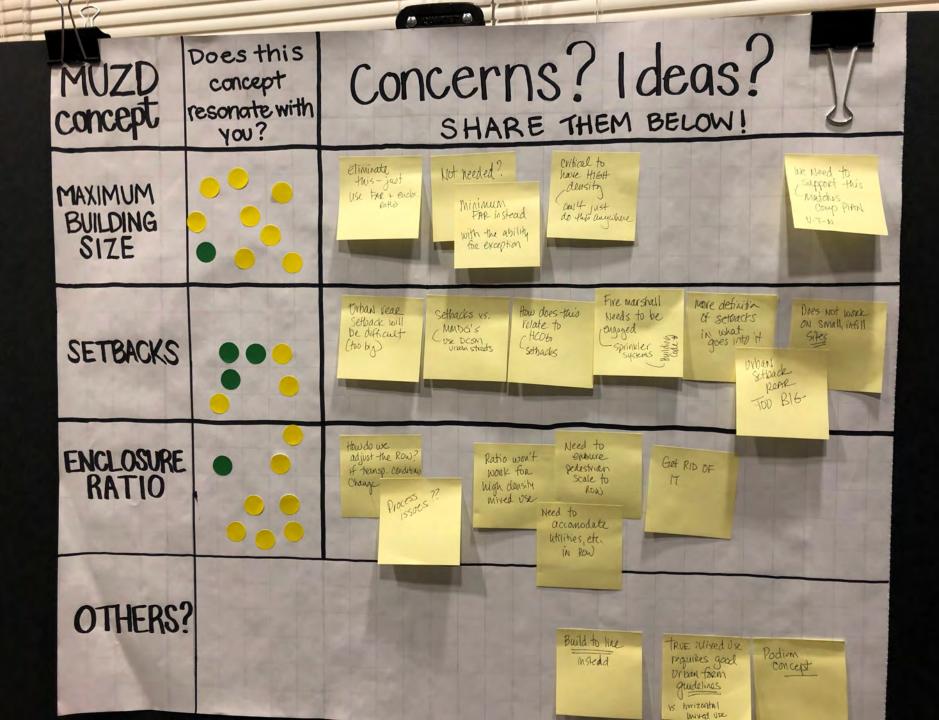
Prohibited Uses

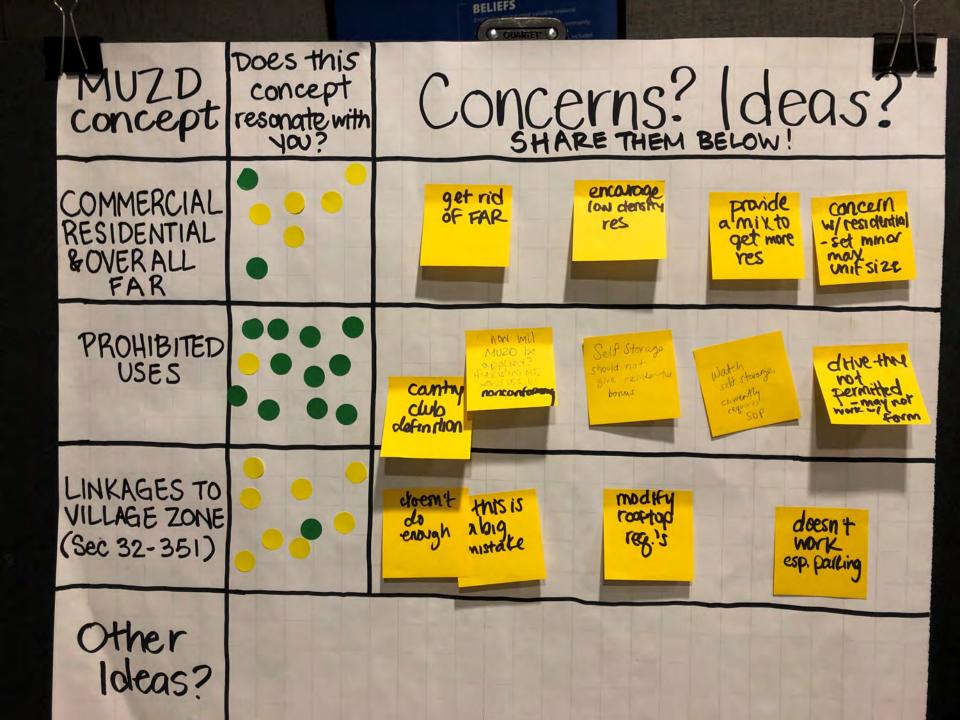
- How will MUZD be applied? If existing MT, would a use be nonconforming?
- Revisit country club in list of prohibited uses and examine definition to not exclude recreation facilities for residential developments
- Self-storage should not give residential bonus
- Watch self-storage currently requires SUP
- Drive thru should not be permitted though it may be excluded or design influenced by the form requirements

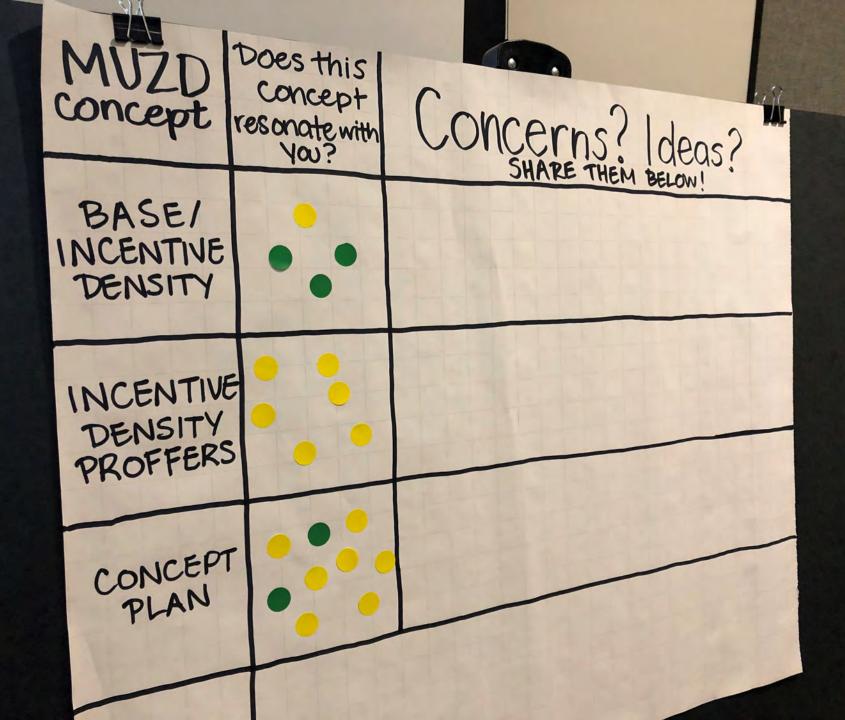
Linkages to Village District

- Using this district as the basis for MUZD may be a mistake, due to the specific Village District concerns described elsewhere
- The village district does not work as intended. Specifically, the parking requirements do not allow for townhome development
- The rooftop requirements should be modified to remove the prohibition of flat roofs.
- This district doesn't do enough to promote mixed use development.











	9:00 – 9:10	Welcome and Introductions (10 minutes)
	9:10 - 9:20	Draft MUZD Approach Summary (10 minutes)
		Renaissance reviews Draft MUZD recommendations memo (delivered under separate cover) highlights
	9:20 – 10:30	Breakout groups on Process, Urban Form, and Land Use (70 minutes)
		Round-robin breakout groups to contribute issues, concerns, and preferences across key topic areas.
	10:30 – 11:00	Report Out and Next Steps (30 minutes)
		Summary of breakout group findings and recommendations; schedule for next steps
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TODAY'S OBJECTIVES

KEY QUESTIONS:

- What resonates?
- What are your concerns?
- How might we address those concerns?

BREAKOUT SESSION TOPICS:

- Urban Form
- Land Use
- Process

Today's perspectives should help us bridge gaps between the forest and the trees.



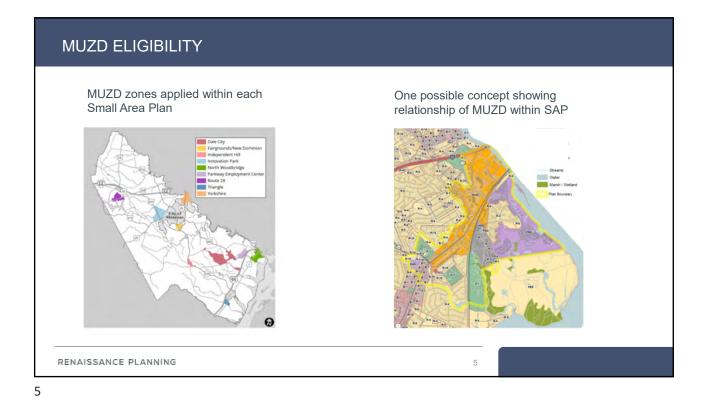
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3

3

MUZD KEY ELEMENTS

(ey Element	Description	Intended Effects	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 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	
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 lincentive 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.	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	
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.			Plans and project-level applications.	



MUZD URBAN FORM

MUZD zone family recognizes three levels of scale:

MUZD-U: UrbanMUZD-T: Town

• MUZD-N: Neighborhood

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

	MUZD-N	MUZD-T	MUZD-U				
Front	in DRPT M	"Building frontage" in DRPT cross-sections RPT 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				

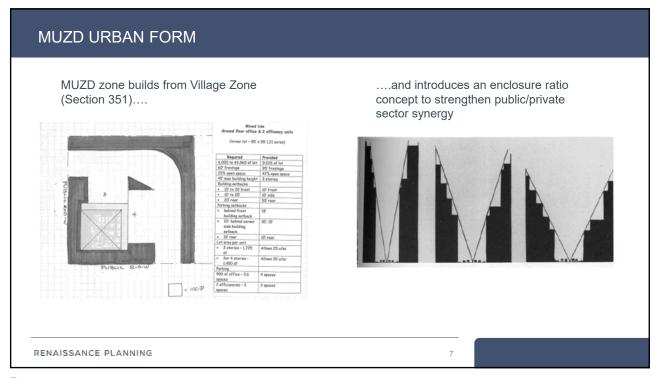
Within the MUZD, all non-prohibited uses should be considered compatible uses (i.e., follow the diagonal) for DCSM Table 8-2.

TABLE \$-1 MINIMUM BUFFER AREA REQUIRED													
Proposed Use Development	Adjoining Existing Use Development												
	1	2	3			6	7	8	,	10	11	12	11
RESIDENTIAL 1. Sangle-Family Detacked		A	в	В	8	D	D	В	c	В	c	c	c
 Single-Family West-Link (med only for previously approved west-link developments that are still valid) 	A		A	В	0	D	D	н	c	В	¢	c	c
3. Single-Family Attrched	В	Ā		В	8	D	D	11	c	8	c	c	c
4. Multifusily	В	В	В		8	D	D	A	c	п	¢	c	c
PUBLIC SEMIPUBLIC 5. Institutional (e.g., schools, church, library)	B	В	В	В		A	D	A	A	Ā	В	c	c
6. Public Recommunal Use - Passere	D	D	D	D	D		D	В	В	В	'n	В	ć
7. Public Recreational Use - Active	D	D	D	D	D	D		D	D	D	D	D	D
S. Cure Facilities (e.g., marsing brone)	В	В	в	A	c	В	D		ċ	A	В	c	ć
 Public Facilities (e.g., pump stetion, treatment plant) 	c	c	с	c	A	В	D	с		В	В	A	А
10. OFFICE	В	В	8	В	A	В	D	Α	ñ		A	В	1
11 COMMERCIAL RETAIL	c	c	c	c	п	В	D	н	n	A		A	- 10
INDUSTRIAL 12. Legin	c	c	c	c	c	В	D	c	A	В	A		A
13. Heavy	c	c	c	c	c	D	D	c	A	В	В	A	

D. Determined on a case-by-case basis, depending on the activity

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6



7

MUZD LAND USE

All uses allowed unless prohibited in zone. By-right FAR set by Section 352

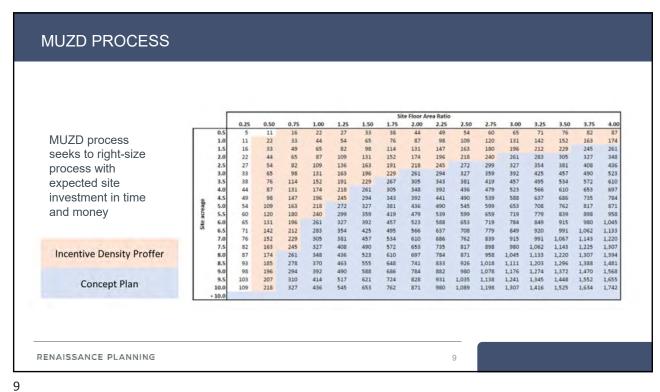
Maximum Residential, Commercial, and Overall FAR set by Small Area Plans



	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

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8



MUZD STRATEGIC PLAN (APPENDIX A)

Continued stakeholder engagement

Related Zoning Code amendments

- Definitions
- Overlay zones

Continued Small Area Plan implementation

- Neighborhood specific FAR/height limits
- Street grid per DRPT Guidelines
- Supporting SAP Districts (e.g., Transportation, Shared Parking, Business Improvement)

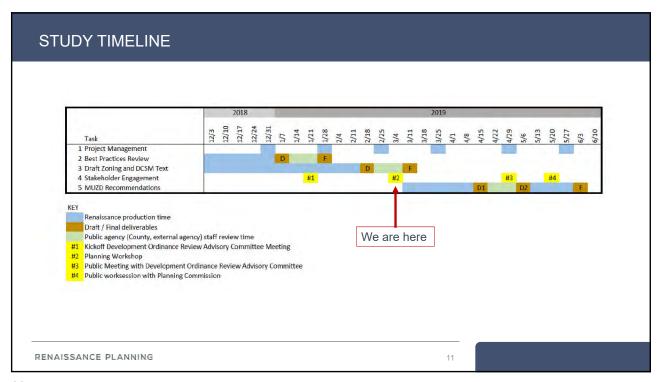
DCSM amendments

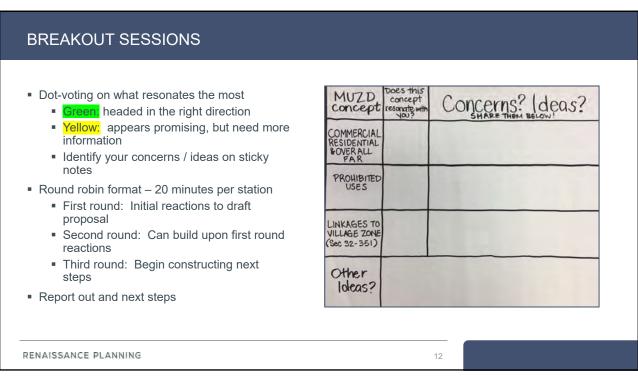
Street design, transportation impact/TDM, alleyways, SWM details, buffers)

Other regulatory amendments

- IncentiveDensity Proffer Guidelines
- Land development/Building development review cost/time

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Friday March 15, 2019 9:00 a.m. – 11:00 a.m.

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Friday March 15, 2019 9:00 a.m. – 11:00 a.m.

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