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# MIXED USE ZONING DISTRICT (MUZD) RECOMMENDATIONS

FOR PRINCE WILLIAM COUNTY

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## EXECUTIVE SUMMARY

On June 21, 2016, the Board of County Supervisors initiated a Zoning Text Amendment (ZTA) to allow flexibility in the mix of uses and development standards for mixed-use developments. The initiation was at the recommendation of the Commercial Development Committee (CDC). The CDC was established by the Board of County Supervisors (BOCS) to assist the County with developing recommendations to improve the development process for commercial projects.

The BOCS directed county staff to incorporate the following mixed-use concepts into the ZTA:

- Allow flexibility in the mix of uses and development standards for mixed-use developments;
- Revise to current market standards (uses, definitions, buffers, etc.);
- Allow the market to determine the mix of industrial, commercial, and office;
- Create a separate development standards section for only mixed-use development;
- Address mixed uses within a single building;
- Add a mix of uses within industrial districts;
- Consider amending the B-1, General Business, and M-1, Heavy Industrial & M-2, Light Industrial zoning districts to allow indoor recreation facilities; and
- Consider provisions for Floor Area Ratios (FAR) to allow them to be satisfied by multiple lots.

As a result of the BOCS's direction, Planning staff began moving forward with the research for ZTA DPA2016-00020, Mixed-Use Zoning District. Furthermore, Planning staff applied for and was awarded a grant from the Metropolitan Washington Council of Governments (MWCOC) Transportation Land-Use Connection (TLC) Program to procure a consulting firm (Renaissance Planning Group) to assist with the development of a report with recommendations as well as a Final Proposed Zoning Ordinance and DCSCM text and graphics related to Mixed Use Zoning Districts.

This report presents draft concepts to promote mixed-use development in Prince William County. This report includes:

- An overview of Prince William County's planning context for mixed-use development
- A Best Practices review and TOWS analysis, including state and national case studies of mixed-use zoning
- A discussion of the development of the draft zoning ordinance language
- 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
- Appendix F – Notes from the March 15, 2019 DORAC meeting
- Appendix G – Presentation boards from the April 24, 2019 public meeting



## 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 feedback from stakeholders, the suggested approach involved:

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

This project included 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](#)

# PRINCE WILLIAM COUNTY PLANNING CONTEXT

This section of the report describes the current planning context within Prince William County, summarizing the strengths and weaknesses of the County’s planning environment and the primary opportunities and threats posted by market forces at both national and local levels.

## Small Area Plans

In recent years, the County has initiated several planning efforts for strategically located communities where the potential exists to create self-contained mixed-use communities. Small Area Plans offer a framework to guide growth and development in the County and address Prince William County’s Strategic Plan goals.<sup>1</sup> These plans direct growth to key locations throughout the County and emphasize a unique vision, economic development goals, and design. Through these plans, the County aims to identify mixed-use town centers, highlight the potential for private sector investment, and increase multimodal transportation infrastructure. These small area plans can include the following components and analysis to guide future development: (1) Strategic plan implementation; (2) Design guidelines; (3) Economic development analysis; (4) Level of service analysis; and (5) Implementation and phasing plans. Small Area Plans are underway for the following areas: Dale City; Innovation Park; North Woodbridge; Parkway Employment Center; and Route 29.

## Existing Zoning

The comprehensive plan and zoning ordinance in Prince William County, like many jurisdictions nationwide, has been made more complicated over time as well-intended changes addressing a site or policy initiative have been added incrementally, increasing complexity. The resultant zoning code complexity, in turn, hampers the ability of both applicants and staff to implement desired development. Examples of this complexity include:

1. The establishment of zoning districts specific to the Potomac Communities in Article III
2. The nine special overlay districts in Article V
3. The variable approach to defining a mix of uses within the zoning ordinance
4. Multiple zoning districts allow for “mixed use”, although some of which the intensity and form do not align with future vision for Prince William County

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<sup>1</sup> <http://www.pwcgov.org/government/dept/planning/Pages/SmallAreaPlans.aspx>



Prior zoning initiatives to codify mixed use communities have generally been oriented toward establishing a new greenfield community (i.e., Innovation Town Center, Potomac Shores), with conceptual master zoning plans as a key element of defining suitability. For the next generation of small area plans, the consideration of mixed uses needs to focus on infill and redevelopment areas (i.e. North Woodbridge, Dale City, Route 29) and emphasize multimodal connectivity.

There are six sections that address various aspects of mixed-use in the Prince William County Zoning Ordinance. Table 1 below lists these sections, describing their intent and approach to mixed use development, to identify where these definitions may be clarified.

*Table 1 | Review of Zoning Code for Mixed Use Elements*

Section	District	Description and Purpose	Approach to Mixed Use (if applicable)
280	Planned Development District (PDD)	The purpose of the Planned Development District is to “promote efficient use of land, <b>allow a compatible mix of land uses</b> on a single parcel or group of parcels, obtain design flexibility not otherwise possible, ensure efficient traffic circulation and the preservation of open space and sensitive environmental and historic features, ensure compatibility of the development with surrounding properties and the public utilities and services necessary to the development and to implement the purposes of zoning set forth in Code of Virginia, § 15.2-2283.”	Close proximity of uses such that one may live, shop, recreate, and work generally within a quarter of a mile and accessible by pedestrians
304	Urban Residential (R-U) District	The purpose of the R-U District is to “implement the urban residential and mass transit node land use classifications of the Comprehensive Plan and to afford opportunities for providing the full range of supporting services by <b>allowing a mix of nonresidential and residential uses</b> under certain circumstances.”	Not defined.
306	Planned Mixed Residential (PMR) District	The purpose of the PMR District is to “permit and encourage the establishment of communities of varied housing types in planned developments of ten or more contiguous acres, incorporating appropriate public, community and supportive commercial and employment services.” Within a PMR development, all public services and utilities, community facilities, transportation network, and housing shall be planned and <b>mixed in such a way</b> to	Not defined.

		“harmonize with natural features of the property, the overall planned development and surrounding uses.”	
351	Village (V) District	The purpose of the Village (V) District is to “provide for, and encourage pedestrian-oriented development of, residential and neighborhood commercial uses, intermingled in a neighborhood of small lots, laid out in a traditional street grid.” Developing in the Village District should consider “the scale and arrangement of buildings, with specific attention to street-level facades, and <b>a mix of uses that contribute to a vibrant community.</b> ”	Sec. 32-351.02. General standards. 1. The following definitions shall apply in the V District: <i>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.</i>
401	General Business (B-1) District	The purpose of the B-1 District is to “provide areas for community-scale retail, office, and institutional uses in appropriate areas. The purpose of this district is to also promote retail employment opportunities and to enhance the tax base of Prince William County. The B-1 District is not designed to implement the non-retail employment based land uses reflected in the Comprehensive Plan; <b>non-retail uses, however, are permitted within the district to complement and support the retail purposes.</b> ”	Not defined.
405	Planned Development Mixed Use District (PMD)	The purpose of the Planned Development—Mixed Use District (PMD) is to “encourage and accommodate a mix of commercial, office, and residential development with flexibility of design...The PMD provides a single zoning district which <b>promotes an integrated business community within which businesses and residences are conveniently linked.</b> ” The PMD should be established in areas served by highly trafficked roadways.	Residential and nonresidential land bay designations are permitted. Uses within each land bay designation shall be permitted by right, as secondary or special uses, as appropriate, as provided in section 32-280.11 of the chapter.
506	Town Center Mixed Use (TM) subdistrict in	The purpose of the TM subdistrict is “to provide for <b>an integrated mix of supporting uses</b> that create a central focus and land use anchor for the TeOD.”	These supporting uses may include public, retail, lodging,

Technology  
Overlay Zone

conference center and  
multifamily residential uses.

A cursory review of the existing zoning code demonstrates that the county is already committed to mixed-use development in its planned developments and high density activity centers. However, the market has not delivered the desired development types to align with Comprehensive Plan goals. A TOWS analysis helps identify obstacles to realizing Comprehensive Plan goals and organizes strategies to address these obstacles.

## Stakeholder Feedback

The TOWS analysis incorporates a self-assessment of mixed-use implementation concerns based on self-assessments by stakeholders engaged in the development review process. Table 2 below presents the results of those self-assessments.

*Table 2 | Discussion Questions and Stakeholder Feedback*

Question	Response
<b>How do you define mixed-use development?</b>	<ul style="list-style-type: none"> <li>- Development that results in residential units within walkable and bikeable distance (0.25-0.5 miles) of everyday commercial/institutional/recreational needs.</li> <li>- Multiple uses on different floors of the same building (vertical mixed use)</li> <li>- A well-integrated “village” scale project that includes office, retail, residential, and recreational components that are intermingled</li> </ul>
<b>What are opportunities or challenges in developing “mixed-use” in Prince William County?</b>	<ul style="list-style-type: none"> <li>- Opportunity: The county still has opportunity for some greenfield development to be “built right the first time.”</li> <li>- Challenge: The high existing rate of car ownership and traffic volumes in the county may result in residents, staff, elected officials, and VDOT being reluctant to lower parking minimums, roadway width, etc.</li> <li>- Most “mixed” projects come into the county as large separate land bays of individual uses largely retail and residential with large buffers separating the uses</li> </ul>
<b>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.</b>	<p>Potomac Shores: “mixed use” still results in large swaths of residential development that are well out of walking distance to non-residential uses, even within the same development.</p> <p>Downtown Manassas seems to blend in with the surrounding suburban communities but offers a variety of services, employment, recreational, cultural, and entertainment uses all in a very walkable community. The VRE station is a great advantage</p>
<b>What do you perceive is your role in supporting mixed use development in Prince William County?</b>	<p>Research of best practices and peer communities to find examples and ideas for what might work in PWC</p>

	Propose concrete, justified changes to Comp Plan, DCSM that advance multimodal networks Education, establishing visions and goals that communities can understand and buy into, as well as providing the development tools to realize the vision
<b>What specific policies, programs, or projects is your organization implementing to support mixed use development?</b>	Existing urban street standards in the DCSM Development of Multimodal System Plan The development of the ten small area plans supported by the update to the Comprehensive Plan.
<b>What policies, programs, or projects are not being implemented at this time that should be? Why are they not being implemented?</b>	Form based zoning, PDR, TDR, some additional financial and tax incentives
<b>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?</b>	Elimination of parking minimums coupled with increased annual transit operations funding A strong buy in by the BOCS regarding the specific goals and desires to provide the mixed use communities to serve the residents by creating alternative life style options here in the County.

## Threats, Opportunities, Weaknesses, Strengths (TOWS) Analysis

A TOWS analysis is a tool to define and compare strategies to meet certain goals and objectives. Prince William County staff identified one key goal for this project was “to improve the synergy between land development and affordable transportation system infrastructure and services with mixed-use zoning regulations that help reduce reliance on vehicular travel and increase opportunities for achieving activities of daily life with fewer vehicles miles of travel”. Table 3 and Table 4 below highlight the external factors (threats and opportunities), as well as the internal factors (strengths and weaknesses), that could affect the County in realizing its goal and organizes them in a strategy matrix. Each strategy leverages both external and internal factors. Strategies fall into the following categories:

1. **Strength-Opportunity.** A Strength-Opportunity strategy builds on the internal strengths of current regulations and leverages external market opportunities.
2. **Strength-Threat.** A Strength-Threat strategy leverages the internal strengths of current regulations to address external market threats.
3. **Weakness-Opportunity.** A Weakness-Opportunity strategy overcomes internal weaknesses by leveraging external market opportunities.
4. **Weakness-Threat.** A Weakness-Threat strategy addresses internal weaknesses by challenging external market threats.

Table 3 | Strengths, Weaknesses, and Opportunities Matrix

<p style="text-align: center;"><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 a priority 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 initiative 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 style="text-align: center;"><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 PMR district, the threshold for nonresidential uses (50 acres) is too high</li> <li>- In PMR 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 setbacks/buffers – have been barriers to private sector development.</li> <li>- While Business family of districts is codified, only B-1 is widely utilized</li> </ul>	
<p style="text-align: center;"><b>Opportunities (O)</b></p> <ul style="list-style-type: none"> <li>- Emerging planning issues or elements that may affect PWC (e.g., climate change, CV/AV technologies, short-term rental uses, assisted living facilities, age-restricted communities, etc.)</li> <li>- Demographic changes and shifting locational preferences to dense, walkable communities – different housing stock is needed to meet demand.<sup>2</sup></li> <li>- Expand and diversify economy to attract higher-paying jobs</li> <li>- Leverage existing assets for economic growth, as indicated in the <a href="#">County Strategic Plan</a></li> <li>- Maintain fiscal sustainability</li> </ul>	<p style="text-align: center;"><b>S-O Strategies</b></p> <p style="text-align: center;"><i>build on current zoning/regulation strengths and market opportunities, such as:</i></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 vision/objectives/planimetrics that facilitate nesting of smaller/infill mixed-use properties (don't either plan or zone for individual properties)</li> </ul>	<p style="text-align: center;"><b>W-O Strategies</b></p> <p style="text-align: center;"><i>address current zoning/regulation weaknesses to leverage market opportunities, such as:</i></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 intensity and density of uses</li> <li>• In PMR district, reduce threshold requirement for nonresidential uses</li> <li>• Incorporate multimodal 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>

<sup>2</sup> <https://www.smartgrowthamerica.org/app/legacy/documents/walkup-wake-up-atlanta.pdf>



Table 4 | Strengths, Weaknesses, and Threats Matrix

	<p style="text-align: center;"><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 a priority 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 initiative 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 style="text-align: center;"><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 PMR district, the threshold for nonresidential uses (50 acres) is too high</li> <li>- In PMR 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 setbacks/buffers – have been barriers to private sector development.</li> <li>- While Business family of districts is codified, only B-1 is widely utilized</li> </ul>
<p style="text-align: center;"><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 (double edged threat)</li> <li>- Emerging planning issues or elements that may affect PWC (e.g., climate change, CV/AV 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 non-residential elements</li> <li>- Demographic changes and shifting locational preferences to dense, walkable communities – different housing stock is needed to meet demand.<sup>3</sup></li> <li>- Likelihood that market will only provide projects that don’t fully deliver on “highest and best use”</li> </ul>	<p style="text-align: center;"><b>S-T Strategies</b></p> <p><i>build on the current zoning/regulation strengths to address external/market threats, such as:</i></p> <ul style="list-style-type: none"> <li>• Establish clear differences between planning, zoning, regulation, and guidelines, with “site master plan” approach to phased implementation</li> </ul>	<p style="text-align: center;"><b>W-T Strategies</b></p> <p><i>address current zoning/regulation weaknesses to address external/market threats, such as:</i></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 curbspace management, parking, and emerging technologies (EV, CV/AV, Uber/Lyft, etc.)</li> </ul>

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

The TOWS analysis 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 meetings are provided in Appendix E and F.

# BEST PRACTICES REVIEW

The section below describes key elements from best practices we have encountered in prior experience locally and nationwide as a suggested guide for the initiation of the MUZD. Selected concepts are expanded upon in the following paragraphs.

## Defining Mixed-Use Objectives in Small Area Plans

Small area plans, as mentioned above, are critical tools for targeting growth, guiding community development, and planning infrastructure investment. Small area plans oriented around transportation networks can support thriving, connected mixed-use communities in Prince William County. Walkable, transit accessible, mixed-use communities result in lower vehicle miles traveled (VMT), support active living and positive health outcomes, and create more efficient patterns of land development which in turn can lower the cost of the providing local services, such as police, fire, sanitation, and street maintenance. Increasingly, employers, developers, and residents are seeking opportunities to locate in areas that are walkable and mixed-use because it improves access to opportunities.<sup>4</sup> Table 5 below highlights best practices for defining mixed-use objectives in small area plans.

Table 5 | Best Practices for Defining Mixed Use Objectives in Small Area Plans

Best Practices Concept	Description	Example
Provide a clear hierarchy of comprehensive plan, zoning ordinance, design standards/regulations, and design guidelines	The comprehensive plan should establish recommended land uses and zoning districts, including land uses for small areas; the zoning code should establish allowed use, intensity, and form; design standards/regulations should describe binding design elements, and design guidelines should provide non-binding guidance on site design elements not specified in the zoning code	City of Alexandria, VA - <a href="#">Beaugard Small Area Plan and Urban Design Standards &amp; Guidelines</a>
Develop right-sized, transit-oriented Small Area Plans with extensive community input to develop and define expectations for development intensity and design	Several jurisdictions in the Commonwealth of Virginia have adopted Small Area Plans in the past decade to create transit-oriented development in a variety of infill and transit-service environments. Fairfax and Loudoun County have adopted plans to guide development around Silver Line stations. The City of Richmond adopted a plan to facilitate smart growth around the Pulse BRT system. Arlington County's Columbia Pike plan anticipated the implementation of streetcar when adopted and is proceeding towards implementation oriented around high-quality, high-capacity fixed-route bus service.	Fairfax County, VA - <a href="#">Tysons Comprehensive Plan</a>  Loudoun County, VA - <a href="#">Loudoun County, VA Silver Line CPAM</a>  City of Richmond, VA - <a href="#">Pulse Corridor Plan</a>

<sup>4</sup> U.S Department of Housing and Urban Development, Office of Policy Development and Research. Creating Connected Communities: A Guidebook for Improving Transportation Connections for Low- and Moderate-Income Households in Small and Mid-Sized Cities. Prepared by Center for Transit-Oriented Development. Washington, DC (April 2014).

		Arlington County, VA - <a href="#">Columbia Pike Neighborhood Plan</a>
Establish targeted districts such as business improvement districts (BID) <sup>5</sup> or Urban Services Districts	Business Improvement Districts (BIDs) and Urban Services Districts are organizations formed by private property owners and businesses within a city district. Members pay a special tax to cover the expense of providing their BID with services beyond what the local government offers in their area. Such services are generally oriented towards activities that promote walkability such as wayfinding, landscaping, and enhanced maintenance as well as operating and promoting special events and programs that help meet both residential and commercial property interests through street-activating events such as farmers markets, concerts, and festivals.	Arlington County, VA - <a href="#">Ballston BID</a> Montgomery County, MD – <a href="#">Urban Districts</a>
Establish parking districts <sup>6</sup>	Parking Districts improve land use efficiency and can create a more pedestrian friendly environment. By consolidating parking into fewer lots/structures, construction and operations costs are reduced and users can visit multiple sites within the district without having to drive and re-park. Parking Districts can have a variety of management structures, ranging from public sector to private sector management. They often include public-private hybrid models with entities such as municipalities, development authorities, business improvement districts, master developers and partnership of private developers.	City of Manassas – <a href="#">Parking Districts</a>
Integrate public and private design realms to define and implement context	Utilize concepts in DRPT <a href="#">Multimodal System Design Guidelines</a> relating to multimodal network development and modal emphasis (see Figures 2 – 4). Prince William County has initiated an update to their <a href="#">Multimodal Transportation Plan</a> and could incorporate these concepts.	City of Lynchburg, VA – <a href="#">Comprehensive Plan</a>
Encourage design that emphasizes connections between uses	Small area plans that emphasize connectivity create communities that have more efficient uses of land and infrastructure. Design that emphasizes connections could include: layout and orientation of buildings; network of sidewalks and pathways; location of parking relative to structures and sidewalks; and the amount and placement of greenspace, landscaping, and other amenities.	Botetourt County, VA - <a href="#">Gateway Crossing Small Area Plan</a>

<sup>5</sup> <https://www.pps.org/article/bid-2>

<sup>6</sup> <https://metro council.org/Communities/Planning/TOD/Files/Parking-District-FAQ.aspx>

## Implementing Small Area Plans with Zoning and Regulations

Zoning is an important tool for implementing the vision of a small area plan. The zoning approach should be both broad and granular – considering the broader implications of form-based code and flexible use definitions while emphasizing the granular details of height, FAR, and building character. Additionally, the procedures that support zoning code, such as application and review process, can be an important mechanism for incentivizing the type of development the County would like to attract to targeted growth areas. Table 6 offers best practices in zoning tools and approaches that can be employed to realize mixed-use outcomes that implement plan objectives.

Table 6 | Best Practices for Implementing Small Area Plans with Zoning and Regulations

Best Practices Concept	Description	Example
Define “mixed-use” in zoning ordinance	At least commercial and residential should be a part of this operating definition	Alexandria, VA – <a href="#">Mixed Use District</a>
Apply mixed-use tools on a countywide basis	Zoning should be applicable for candidate small area activity centers countywide through comprehensive plan amendments	Montgomery County, MD - <a href="#">Commercial/Residential and Employment Zones</a>
Establish flexible use categories	Uses are summarized into use categories to simplify code interpretation and development standards application	Portland, Oregon – <a href="#">Mixed Use Zoning Districts</a>
Expedite application processing	DCSM Section 110.09 defines eligibility for projects that qualify for expedited processing. Projects in MUZD or a MUZD rezone application should be included in this list.	Fairfax County – <a href="#">Expedited building plan review program</a>
Utilize a “form-like” land development code	Shift the emphasis on the MUZD zoning from lists of allowed uses to site intensity and layout, yet retain a (more inclusive) set of uses	Arlington County, VA - <a href="#">Columbia Pike Corridor</a>
Create a transit-oriented development district (core and support)	The purpose of a Transit-Oriented Development (TOD) district is to encourage the location of uses that will enhance the street-level experience while providing for a mix of transit-supportive uses. TOD districts are restricted to areas within one-half of a mile of a transit station, which is equivalent to a typical 10-minute walking distance.	Norfolk, VA – <a href="#">TOD district, Core and Support</a>  Richmond, VA – <a href="#">TOD district in Pulse Corridor</a>
Create a district using traditional neighborhood design (TND) principles	TND districts allow a variety of dwelling types, narrow streets, a variety of permitted uses, parking at rear, and alleys for motor vehicle access. In a TND district, building standards do not require structures and uses be separated and dispersed. TND principles promote a more compact, pedestrian-oriented streetscape with a mixture of residential and commercial uses.	Stafford County, VA – <a href="#">TND District</a>

Establish pro-rata share districts for transportation system implementation	Pro-rata share districts promote transportation choices and support quality development. Developers working within the district contribute to the implementation of a systemwide plan, with needs developed through areawide transportation analyses conducted as part of district activities and site-specific traditional traffic impact studies limited to safe access and circulation.	Tysons, VA – <a href="#">Transportation Funds</a> Kissimmee, FL – <a href="#">Multimodal Transportation District</a>
Employ density incentives	Provide density incentives to develop mixed uses on individual sites without requiring mixed use.	Portland, Oregon – <a href="#">Density incentives in mixed-use zones</a>
Incentivize mix types through use specific density	The Montgomery County Zoning Ordinance has established a “CR” family of zones that specify a maximum commercial FAR and a maximum residential FAR as well as a total FAR that is generally higher than either individual use-type FAR. Therefore, properties can maximize total yield only by mixing uses on-site. The County’s Small Area Plan process sets each FAR on a site-by-site basis, recognizing the desired mix of uses for the plan area overall.	Montgomery County, MD – <a href="#">CR family of zones</a>
Ensure a development plan review procedure facilitates phased implementation over time	The Tysons plan implementation has established a Conceptual Development Plan (CDP) approval process that allows the private sector to take the lead in envisioning “buildout” on a site by site basis for the larger properties. Final Development Plans (FDP) and phased site plan approvals, complete with regulatory and design guidelines elements as appropriate, nest into their respective CDPs as well as the overall Comprehensive Plan.	Tysons, VA – <a href="#">Capital One Site Design Guidelines</a>
Adopt building and development standards that support dense, mixed-use development	This could include: <ul style="list-style-type: none"> <li>- Reducing and simplifying setback requirements</li> <li>- Using Floor Area Ratio to regulate building coverage</li> <li>- Defining height maximum for structures, independent of use</li> <li>- Defining minimum lot sizes</li> <li>- Defining building frontage to encourage pedestrian activity</li> <li>- Defining shared or maximum parking requirements that match use</li> </ul>	City of Alexandria - <a href="#">Beauregard Small Area Plan</a> – Height, coverage, lot size Fairfax County, VA – <a href="#">Tysons FAR</a>



## Case Studies

The following section highlights case studies from across the country and throughout Maryland and Virginia that illustrate some of the best practices discussed in the tables above. These case studies were selected for their relevance to Prince William County and their general applicability. Case studies should be used as a reference point when considering future mixed use zoning changes. Case studies are organized in the following structure:

- Case Study A: City of Alexandria Beauregard Small Area Plan and Design Guidelines
- Case Study B: Botetourt County, Virginia and Gateway Crossing Small Area Plan
- Case Study C: Pro-Rate Share Transportation District in Tysons, VA
- Case Study D: Virginia DRPT – Integrating Public and Private Realms
- Case Study E: Portland, Oregon Mixed Use Zones Project – Establish flexible use categories and offer density incentives
- Case Study F: Columbia Pike, VA - Revitalization Plan and Form-Based Code District
- Case Study G: Richmond, VA – Create a transit-oriented development district
- Case Study H: Montgomery County, MD – Incentivizing mix type through use-specific density thresholds

## Case Study A: City of Alexandria Beauregard Small Area Plan and Design Guidelines<sup>7</sup>

The City of Alexandria initiated the Beauregard Small Area Planning effort in 2009, adopting a final plan in 2012. The plan area had been the subject of previous planning efforts, though these were 20 years out of date. Since that time, transportation and land uses had changed dramatically and there was mounting pressure to provide affordable, workforce housing in this area and the City at large. The Beauregard Small Area Plan aimed to address these issues by envisioning a future for the area inclusive of mixed use buildings, dedicated affordable housing, preserved open space, seven distinct neighborhoods, including a new “town center”, and an interconnected street network that encourages connections to adjacent land uses.

An important aspect of mixed-use development in the plan area is the requirement for transit-supportive land uses; specifically, retail areas are required adjacent to transit stops, located on the bottom floor of a development, thereby supporting economic activity immediately surrounding transit. Development at the scale desired will require a tremendous public infrastructure investment; the plan anticipates this fact and recommends that future developers contribute to funding those improvements. These public improvements, including an interconnected street network, would alleviate traffic congestion and improve mobility within the plan area. These streets are defined in a hierarchy in relation to each other to establish complete street and context appropriate standards for each type. The plan also creates a walkable, nature-oriented community that connects activity centers to open space through a network of walkways, greenways, and multi-use paths.

In addition to the plan, the City adopted a set of design guidelines to inform future development character, height, form, and connections to surrounding uses. The plan also establishes a new zoning district, the Coordinated Development District (CDD), for redevelopment opportunities that would implement the vision and recommendations of the plan. This new district could be used to enable new amenities, such as parks and grocery stores in mixed-use buildings, that are not currently permitted in the existing zoning. The new zoning district, as well as the design guidelines, are both key tools to help implement the vision of the Beauregard Small Area Plan.



Figure 1 | Beauregard Small Area Plan - Neighborhoods



Figure 2 | Beauregard Small Area Plan - Transportation Network

<sup>7</sup> <https://www.alexandriava.gov/uploadedfiles/BeauregardSAPAdopted.pdf>

## Case Study B: Botetourt County, Virginia and Gateway Crossing Small Area Plan<sup>8</sup>

The Gateway Crossing area is a major transportation hub where Interstate 81, U.S. highways, and rail lines converge. A plan was needed to improve safety and traffic flow along U.S. routes 220 and 11 and improve access to land for new development. This area plan defines the county's vision for the Gateway Crossing area and establishes policies for future development to realize that vision. The overarching vision for the Gateway Crossing area can be summarized by six key goals for the future development of Gateway Crossing.

1. Develop a mixed use center to serve as an attractive gateway to the County.
2. Create a walkable, connected district of trails and a network of pedestrian and cyclist-supportive streets.
3. Position Gateway Crossing as a hub of economic activity
4. Update the county's policies and codes to support this vision.
5. Create a new street network that provides access to Routes 220 and 11.
6. Connect Gateway Crossing to the Appalachian Trail

The plan includes three new categories of future land use for the area: Mixed Use Residential, Mixed Use Neighborhood Commercial, and Mixed Use Highway Commercial. Each category calls for a mix of uses; however, the type and ratio of uses varies by category. A connectivity plan, which is also illustrated in Figure 3, shows the potential location of new streets, as well as multimodal and connectivity enhancements to existing streets. This plan emphasizes connections and computability of adjacent land uses. Gateway Crossing is in a rural area with limited infrastructure; thus, it is important for this plan to facilitate the efficient use of land and infrastructure, and to prioritize the mobility needs of residents and visitors.

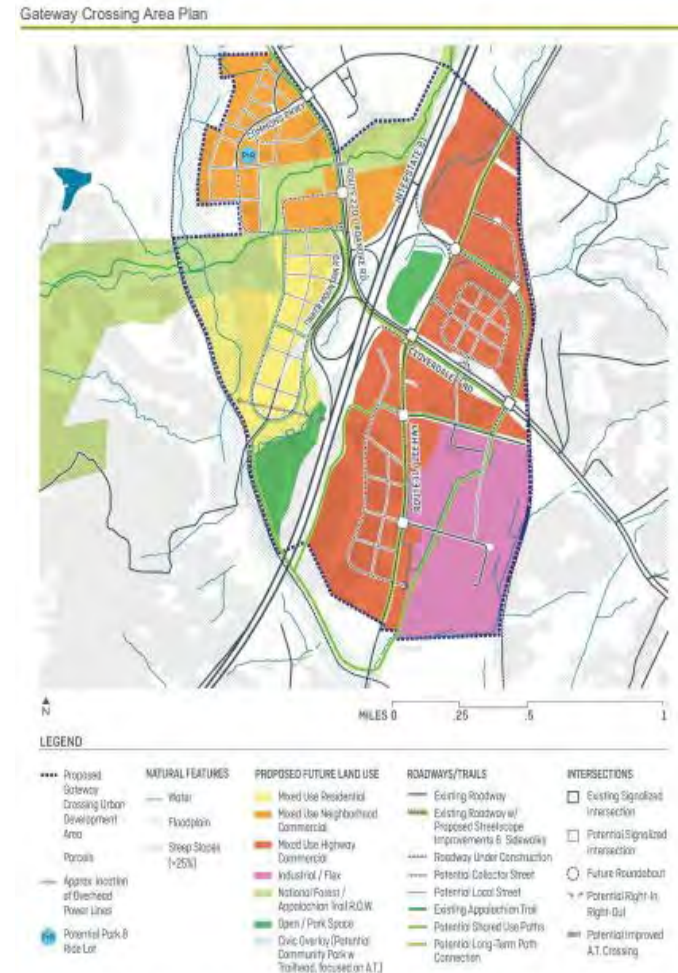


Figure 12 - Gateway Crossing Future Land Use Map and Connectivity Plan  
 Figure 3 | Gateway Crossing Small Area Plan – Future Land Use and Connectivity Plan

<sup>8</sup> [https://www.botetourtva.gov/documents/planning/GatewayCrossingAreaPlan\\_FINAL.pdf](https://www.botetourtva.gov/documents/planning/GatewayCrossingAreaPlan_FINAL.pdf)

## Case Study C: Pro-Rata Share Transportation District in Tysons, VA

Transit-oriented developments often increase development density to leverage transportation system investment in a high-quality transit system by increasing the number of patrons who can live or work in close proximity to transit, increasing multimodal accessibility and transit system patronage. Such density also increases the demand for other travel, including both auto travel and non-motorized travel. Increasing transportation capacity in transit-served areas often requires complex, multimodal solutions that are difficult to implement on an ad-hoc basis. Rather, a concentrated, systematic approach to defining transportation system needs and joint public and private sector responsibility for addressing those needs is a logical approach. A pro-rata share district is a geographic area defined for the purpose of securing needed improvements to transportation facilities in that area. Developers in the district are required to pay toward the cost of those improvements in proportion to how much they create the need for those improvements.

Pro-rata share districts have been established by a wide range of jurisdictions, including large cities like Baltimore, MD and Portland, OR; small towns like Kissimmee, FL; state Departments of Transportation like Delaware; and suburban activities centers like White Flint, MD. The establishment of a pro-rata share district requires a comprehensive transportation analysis to define the expected transportation system costs, the expected development activity generated to provide revenues, and a monitoring system to make adjustments on a periodic basis.

The enabling legislation in the Commonwealth of Virginia does not support the establishment of a “conventional” pro-rata share district such as operational in Delaware, Florida, Maryland, and Oregon; yet similar approaches might be developed through the proffer system. The Tysons Plan implementation process incorporates both contributions to the Tysons Grid of Streets and Tysons-wide Transportation Funds are approaches similar to pro-rata share districts that require contributions to public infrastructure through pro-rata share fees.

### CALCULATION OF REVISED CONTRIBUTION RATE - 2018

Inflation rate for 2017 based on the Consumer Price Index published by the US Department of Labor, Bureau of Labor Statistics

#### Proposed 2018 Contribution Rate

Road Fund Area	Type	Current Rate	Inflationary Increase	Proposed Rate
Tysons	non-residential	\$4.46	x 1.025	\$4.57
	residential	\$989	x 1.025	\$1,014
Tysons-Wide	non-residential	\$6.02	x 1.025	\$6.17
	residential	\$1,066	x 1.025	\$1,093
Tysons-Grid of Streets	non-residential	\$6.87	x 1.025	\$7.04
	residential	\$1,066	x 1.025	\$1,093
Fairfax Center	non-residential	\$6.06	x 1.025	\$6.21
	residential	\$1,342	x 1.025	\$1,376
Centreville	non-residential	\$6.51	x 1.025	\$6.67
	residential	\$2,573	x 1.025	\$2,637
Reston	non-residential	\$9.56	x 1.025	\$9.80
	residential	\$2,090	x 1.025	\$2,142

Figure 4 | Calculation of Contribution Rate for Pro-Rate Share District



## Case Study D: Virginia DRPT - Integrating Public and Private Realms<sup>9</sup>

The scope of this project includes consideration of amendments to both the zoning ordinance and the DCSM, both serving as County policy and often thought of as influencing the private sector realm and the public sector realm respectively (even when the boundary between the two may not be visible to the general public, such as in public plaza spaces on private property).

The DRPT *Multimodal System Design Guidelines* provide useful context and guidance for integrating the public and private realms and can serve as a best-practices bridge between the two documents. Three elements of the DRPT guidelines provide particular guidance in establishing mixed-use, pedestrian oriented environments:

1. The identification of a land use context that helps define the expected type of place that activity centers are intended to become as comprehensive plan development is implemented. The DRPT Guidelines identify six different placetypes along the land use transect from most rural (T1) to most urban (T6), as shown in Figure 5, with general rules of thumb related to corresponding development intensity described in Figure 6. These guidelines begin to frame expectations for

TRANSECT ZONE INTENSITY			
Transect Zone	Activity Density (Jobs + people/acre)	Gross Development FAR (residential + non-residential)	Net Development FAR (residential + non-residential)
T-1	1 or less	0.01 or less	0.02 or less
T-2	1 to 10	0.01 to 0.15	0.02 to 0.23
T-3	10 to 25	0.15 to 0.37	0.23 to 0.57
T-4	25 to 60	0.37 to 0.9	0.57 to 1.38
T-5	60 to 100	0.9 to 1.49	1.38 to 2.3
T-6	100 or more	1.49 or more	2.3 or more

Figure 6 | Transect Zone Intensity. Source: DRPT Multimodal System Design Guidelines

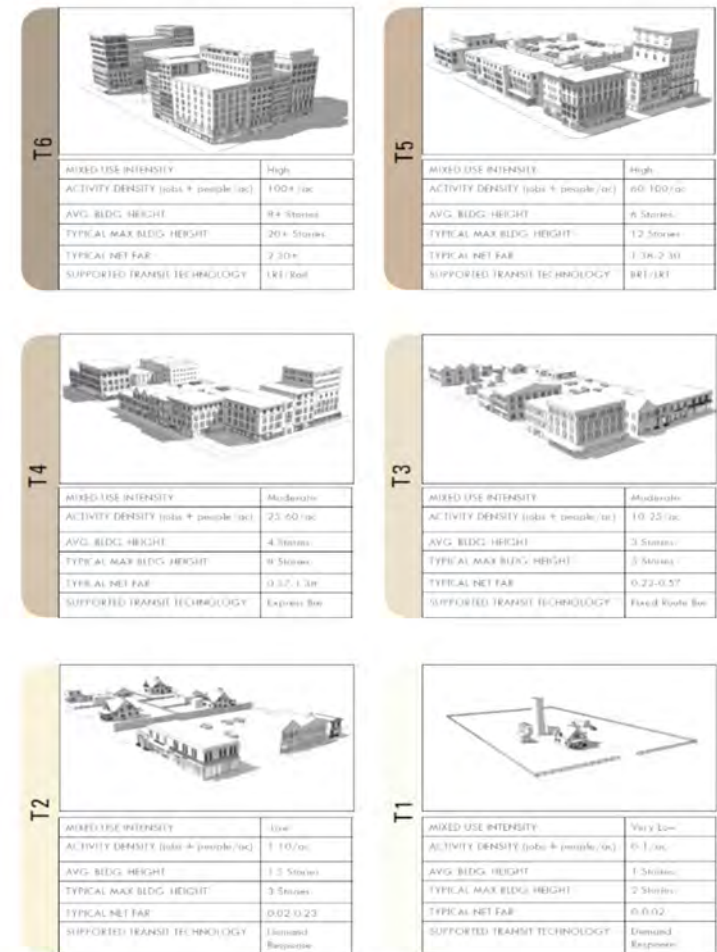


Figure 27 - Illustrations of Typical Block Types by Transect Zone

Figure 5 | Transect Zone Prototypes, Source: DRPT Multimodal System Design Guidelines

efficient multimodal transportation systems, including the types of transit modes that might be expected to serve each zonal prototype.

2. The concept of a modal “layered network” plan to identify important routes that provide connectivity for each mode recognizing the elements that provide the highest quality of service for each mode. The layered network concept acknowledges that while complete streets must accommodate all users of all ages and abilities on each street, not all streets are intended to provide the highest quality of service for all modes. Rather, a layered network plan helps identify the relative importance of each mode as illustrated in Figure 7. This approach can help define the modal emphasis appropriate for each street in the network.
3. The definition of a modal emphasis in street design helps identify design element choices, generally made within the bounds of established design manuals and standards, that implement the layered network concept. Figure 8 provides an example of how the definition of transect type and modal emphasis can help a designer consider appropriate design elements. The County’s initiative to update its Multimodal Transportation Plan could incorporate these concepts.

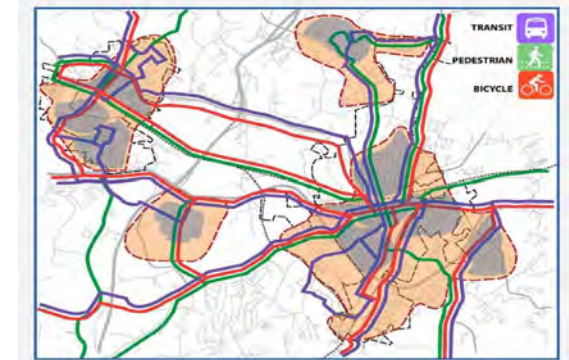


Figure 7 | Layered Network Illustrative Concept. Source: DRPT Multimodal System Design Guidelines.

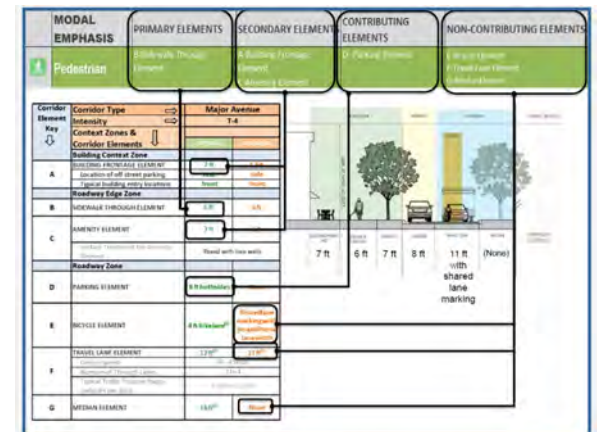


Figure 8 | Relating Street Design to Transect and Modal Emphasis. Source: DRPT Multimodal System Design Guidelines.

<sup>9</sup> DRPT Multimodal System Design Guidelines, October 2013. Accessed at < [http://www.drpt.virginia.gov/activities/files/DRPT\\_MMSDG\\_FINAL\\_oct31B.pdf](http://www.drpt.virginia.gov/activities/files/DRPT_MMSDG_FINAL_oct31B.pdf)>



## Case Study E: Portland, Oregon Mixed Use Zones Project - Establish flexible use categories and offer density incentives<sup>10</sup>

Flexibly defining commercial versus residential without the standard list of detailed uses can encourage a mix of uses that are context appropriate. This is particularly germane to uses that aren't necessarily able to be pigeonholed as either commercial or residential, such as lodging. The Mixed Use Zones Project in Portland, Oregon created use "categories", illustrated in Figure 9, and flexible use definitions within each category. Flexible use definitions and use categories regulate the general impact of a use; for example, an "office" use could have similar impacts on surrounding uses, the transportation network, and the environment – thus, delineating between office types is not necessary for the purpose of creating a flexible, compact mixed-use district.

A new mixed zones concept could include opportunities for additional development above the base zoning entitlement. Bonuses allow additional floor area and additional height in return for meeting design and other performance standards that meet Comprehensive Plan objectives and community goals. These incentives and requirements should align with the purpose of the district and should appeal to likely developers in the area. In Prince William County, density incentives can be offered to encourage mixed use development. Additionally, developers can be incentivized to pursue roadway design, buffers and setbacks that align with the vision of the Comprehensive Plan. An example of density bonuses from the Mixed Use Zones Project in Portland, Oregon is provided in Figure 10.

Benefit	Bonus
<b>Affordable Housing Units</b>	Earn 100% of the allowed bonus floor area in a given zone by dedicating 25% of the bonus floor area to residential units with rents affordable to households earning 60% of median family income.
<b>Affordable Commercial Space</b>	Earn up to 50% of the allowed bonus in a given zone by providing commercial space leasable at a rate that is 25% less than prevailing market rates.
<b>Publicly Accessible Plaza</b>	Earn up to 50% of the allowed bonus in a given zone by creating a publicly accessible plaza on site.
<b>Historic Preservation through Transfer of Development Rights</b>	Earn up to 50% of the allowed bonus in a given zone by acquiring and transferring the un-used development allowances from a nearby designated or inventoried historic building.
<b>High Performance Green Features</b>	Earn up to 50% of the allowed bonus in a given zone by using a combination of two of the following: a) Energy Efficiency; b) Landscaping and Trees; c) Green/Eco Roof.

Figure 10 | Sample density bonuses

Zoning Concept Use Allowances Use Categories
<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
RF Transmission Facilities
Rail Lines and Utility Corridors

Figure 9 | Flexible use categories





## Case Study G: Richmond, VA - Create a transit-oriented development district<sup>12</sup>

Richmond, VA recently adopted a corridor plan for the area served by the "Pulse," their new BRT line that began operating in summer 2018. The corridor plan calls for rezoning in many of the nodes around the new BRT stations. The plan also addresses industrial uses, a particularly nuanced use for municipalities to plan for in transit-oriented small area plans. The plan integrates industrial land uses within the corridor by recommending industrial and industrial mixed-use in the Future Land Use Map.

The city subsequently created a new TOD-1 zoning district to implement the plan. The new zoning designation has been applied to the area around the Cleveland Street station, which serves Scott's Addition, a former light-industrial neighborhood that is being converted into apartments, breweries, etc. The city is now looking at applying the TOD-1 zone to another part of the city, closer to downtown, that is also on the BRT line.

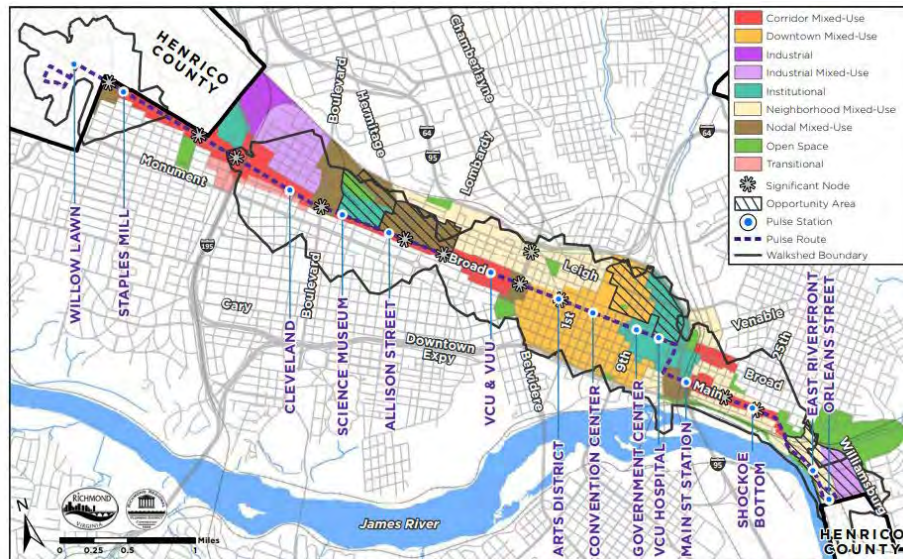


Figure 13 | Pulse Corridor Plan – Future Land Use



Figure 12 | TOD-1 Zoning around Cleveland Street Station

<sup>12</sup> <http://www.richmondgov.com/PlanningAndDevelopmentReview/PulseCorridorPlan.aspx>

## Case Study H: Montgomery County, MD - Incentivizing mix type through use-specific density thresholds<sup>13</sup>

Initiatives to spur redevelopment need to provide sufficient incentives that will both prompt a property owner to redevelop and then implement that redevelopment in a manner consistent with the comprehensive plan. Unlike a greenfields town center development, redevelopment through infill generally requires more flexibility to incent multiple property owners to establish site plans that pencil out for them, either with or without the type and extent of land assembly that facilitates development of a comprehensive concept plan. The mix of uses on any individual site or block cannot readily be predicted for sites not immediately ready for site development, as market factors will shift as plans move forward. The desired zone should allow some flexibility to frame the overall community objectives yet allow each property owner respond to their own site characteristics and market opportunities.

The Montgomery County, MD family of Commercial-Residential (CR) zones is one approach with several characteristics attractive and applicable in Virginia. Each application of the CR zone specifies a maximum total floor area ratio (FAR), with limitations on the amount that can be developed solely in a residential or commercial fashion. Figure 14 shows the application of the CR zone in White Flint, the first small area plan in the County in which the CR zone was applied (it has since been expanded to Countywide application as was originally intended). Each CR zone application in Figure 14 specifies a total maximum FAR, a total commercial-only maximum FAR, a total residential-only maximum FAR, and a height limit.

One element of the CR zone approach that does not translate well to Virginia is the “incentive density design guidelines”. The CR zone establishes a “by-right” FAR of 0.5, and any additional density is defined as incentive density that requires optional-method review and establishment of a set of design criteria using point scales similar to those in the US Green Building Council’s LEED scoring systems. The incentive density approach is somewhat parallel (in outcome, not in process) to the proffer system in Virginia and would be challenging to implement as a separate process. However, one of Montgomery County’s lessons learned after a decade of CR zone experience is that the incentive density design guidelines may be too formulaic, and the Planning Board and staff sometimes have difficulty arguing for quality design elements because applicants can demonstrate that they’ve met the basic requirements of the incentive density design guidelines. In this regard, the proffer system may support a similar, if less quantifiable, approach to defining community-building elements to be incorporated in site plans

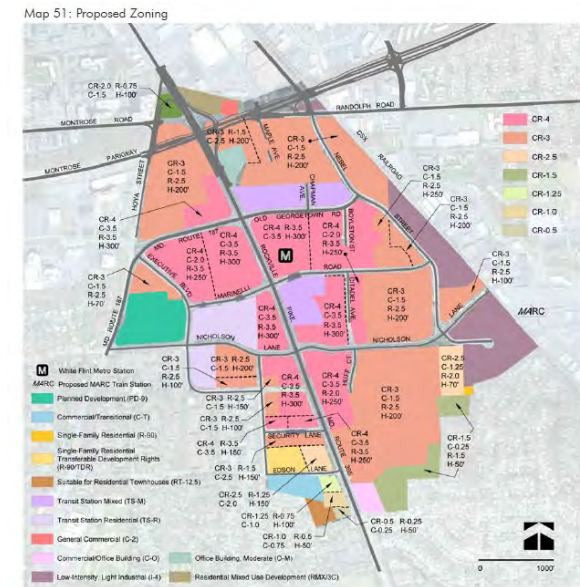


Figure 14 | The Montgomery County, MD CR family of zones

<sup>13</sup> <http://montgomeryplanning.org/wp-content/uploads/2018/01/Commercial-Residential-Zone-and-Employment-Guidelines-FOR-WEB.pdf>

## DEVELOPMENT OF THE DRAFT MUZD

The development of the draft MUZD 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 7 summarizes key elements of the Draft MUZD zone and how they balance the tension between specificity and flexibility for processes, land uses, and materials.

*Table 7 | 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 commercial FAR, residential FAR, total FAR, and building height maximums are developed through the Small Area Plans to reflect the desired local jobs/housing balance and codified by rezoning.	Mixed use is incentivized by neighborhood with flexibility defined by the needs of each neighborhood, rather than restricted by individual property.
Generalized Development Plans	The Generalized Development Plan is a proposed new submission process, similar to the Generalized Development 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.	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.

	Generalized Development Plans have broader “form based” design proffers.	
Form Based Design Proffers	Form Based Design Proffers are designed to ensure a private sector commitment for certain elements of development form at the time of zoning. Eight different measures of site form are incentivized by form-based design proffers: minimum site density, maximum parcel size, maximum building footprint, maximum setback, enclosure ratio, building façade permeability, connectivity index, and proximity to uses. These elements work together to incent a walkable, pedestrian-oriented mix of uses.	Establish an appropriate nexus between the value of zoning entitlement and the value and timing of commitments for form-based design.
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.



## Form-Based Design Proffers

Form Based Design Proffers are designed to ensure a private sector commitment for certain elements of development form at the time of zoning. Eight different measures of site form are incentivized by form-based design proffers, detailed below.

The elements of the form-based design proffer are aimed at creating walkable, pedestrian-oriented street grids and spaces.

1. **Minimum site density** is an element to disincentivize low density development patterns. These types of development are typically auto-oriented and not suitable for pedestrian activity.
2. **Maximum parcel size** is an element that aims to mitigate large building footprints that dissuade pedestrian activity and create large blocks.
3. **Maximum building size** works together with maximum parcel size to support a pedestrian-oriented, walkable environment.

1. **Minimum Site Density** considers the percent of maximum allowable FAR to incent compact development.



Prince William Parkway and Telegraph Road, Woodbridge, VA  
Credit: Google Earth

2. **Maximum Parcel Size** considers the footprint of the largest building on site to support a fine-grained walkable site.



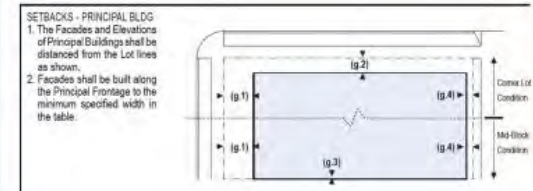
Occoquan Village, Occoquan, VA

3. **Maximum Building Size** considers the footprint of the largest building on site to support a fine-grained walkable site.

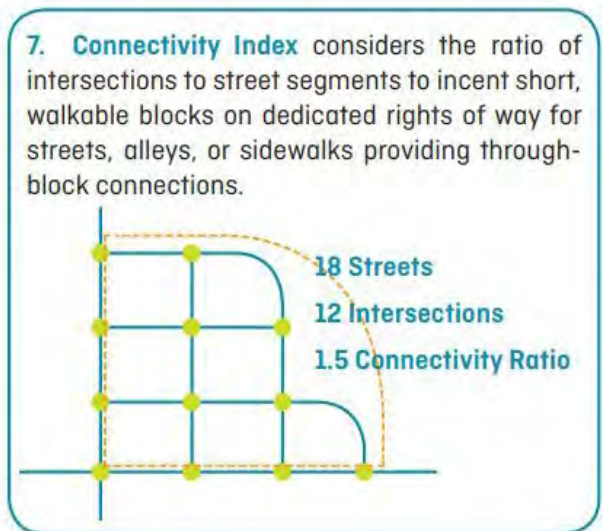
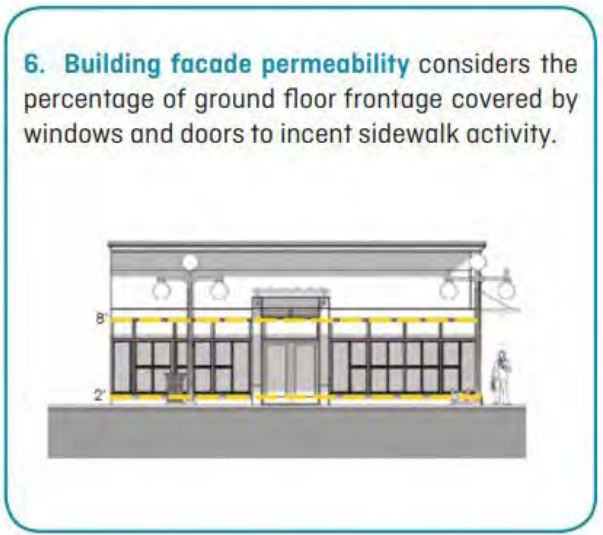
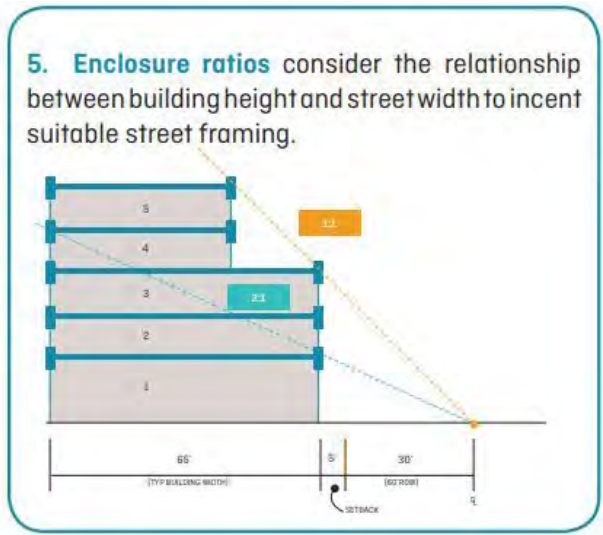


Atlas Walk, Gainesville, VA  
Credit: Google Earth

4. **Maximum Setback** considers the relationship of the building to the street to incent sidewalk activity.



4. **Maximum setback** is an element aimed at creating enough sidewalk space to incentivize sidewalk activity.
5. **Enclosure ratios** define the relationship between building height and street width to incentivize street framing that encourages pedestrian activity.
6. **Building façade permeability** is also an element that can encourage pedestrian activity. The percentage of ground floor frontage along public streets that is covered by windows and doors.
7. **Connectivity index** is the ratio of intersections to street segments; this incentivizes short, walkable blocks and provides through-block connections.
8. **Proximity to uses** is like the Land Use score in the state’s Smart Scale scoring system. This element considers uses either on site or within ½ mile to encourage shorter trips.



**8. Proximity to uses** considers uses either provided on site or within ½ mile to incent short trips; similar to the Land Use score applied in the state’s Smart Scale scoring system.

**Table 11.2 Local Non-Work Access Value**

Destination Type	Definition (specific destinations included)	Points per destination
Bank	Bank, ATM	0.74 (up to 15 occurrences)
Education	School	5.6 (up to 2 occurrences)
Entertainment	Cinema, Performing Arts, Museum, Nightlife, Sports Complex, Convention/Exhibition Center, Sports Center, Amusement Park	5.0 (up to 2 occurrences)
Food & Drink	Restaurants, Coffee Shop, Winery, Bar or Pub	0.25 (up to 45 occurrences)
Grocery	Grocery	3.7 (up to 3 occurrences)
Healthcare	Hospital, Medical Services, Pharmacy	3.7 (up to 3 occurrences)
Public Services	Library, Post Office, Community Center, City Hall, Court House, Police Station	3.7 (up to 3 occurrences)
Recreation	Golf Course, Ice Skating Rink, Campground, Park/Recreation Area	3.7 (up to 3 occurrences)
Shopping	Shopping, Convenience Store, Clothing Store, Department Store, Specialty Store, Home Improvement & Hardware Store, Office Supply & Service Store, Groceries, Home Specialty Store, Sporting Goods Store, Consumer Electronic Store	0.34 (up to 38 occurrences)
Total points		100

As mentioned above, all of these elements are aimed at creating pedestrian-oriented, form-based design. The table below indicates for each site element what the “Low” and “High” proffers might be for a site. Each site must proffer a means to address each form-based element so that the site achieves a composite balance of some “Low” criteria and some “High” criteria. A site may have



proffers for all “High” criteria, as well. The “Low” and “High” represent two ends of a spectrum – an applicant may choose to address a site element with criteria that falls in between “Low” and “High”.

Form-Based Element	Low	High
1. Minimum density	> 25% Max FAR	> 75% Max FAR
2. Maximum parcel size	< 1 acre	< 0.5 acre
3. Maximum building footprint	< 10000 GSF	< 5000 GSF
4. Front setbacks	<25' setback	< 5' setback
5a. Minimum Enclosure Ratio	> 1:1	
5b. Maximum Enclosure Ratio	< 2:1	
6. Facade permeability	> 30%	> 60%
7. Connectivity index	> 1.2	> 2.0
8. Proximity to uses	> 2	> 7

Figure 15 | Form Based Design Elements

## 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.

### Sec. 32-352.04. – Intent 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

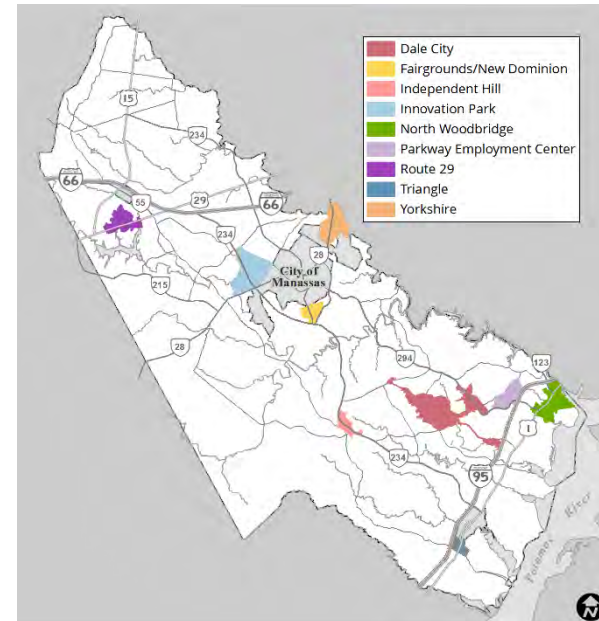


Figure 16 | Small Area Plans in County's Work Program

**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.**

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.

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. **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; and
- 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.

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.

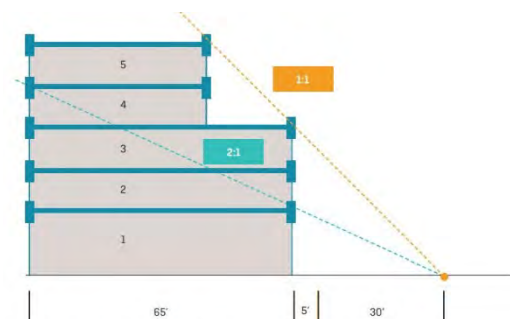


Figure 17 | Enclosure Ratio Concept

## APPENDICES

- 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
- Appendix F – Notes from the March 15, 2019 DORAC meeting
- Appendix G – Presentation boards from the April 24, 2019 public meeting



# 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 MWCOC TLC process includes the following engagement elements:

- The February 1 and March 15 DORAC work sessions described in Appendices E and F
- An April 24 public meeting
- The May 15 public work session with the Planning Commission to present the proposed MUZD zone approach to garner feedback and establish the approaches needed to implement the MUZD approach.

Additional information on the County’s public outreach process, including past activities and next steps, is available on the Prince William County website:

<http://www.pwcgov.org/government/dept/planning/zoning/Pages/MixedUse.aspx>

## 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
    - Form-Based Design 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 (SAP) 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 MWCOC 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 Form-Based Design Proffer Guidelines, that would Include
  - Examples of “form-based” and more conventional proffers based on hypothetical or actual case studies
  - Guidance for applicants and staff on the consideration of appropriate levels of low criteria and high criteria for each of the site layout elements
- 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
8. Create a pedestrian-oriented and scaled built environment
9. Prioritize street connectivity

#### 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. *Form-based design proffer*: A type of proffer expressly to create site design that encourages pedestrian activity.
  - c. *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.
  - d. *Through lot*: A lot that has frontage on two parallel public rights-of-way.
  - e. *Enclosure ratio*: the ratio between the horizontal distance between a street centerline and the vertical distance between the top of a building wall.
  - f. *Connectivity index*: the ratio between street segments and street intersections within or abutting the site.
  - g. *Façade permeability*. The percentage of ground floor frontage along public streets that is covered by windows and doors.
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 Generalized Development Plan.

A Generalized Development Plan shall be required for sites seeking conditional rezoning approval with a form-based design proffer. The Generalized Development 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 Generalized Development Plan shall depict the major road network, utility network, general storm drainage plan and community and public facilities. The Generalized Development 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. The

Generalized Development Plan will describe the form-based design proffers volunteered by the applicant to address the following site layout elements:

1. Minimum site density is an element to disincentivize low density development patterns. These types of development are typically auto-oriented and not suitable for pedestrian activity.
2. Maximum parcel size is an element that aims to mitigate large building footprints that dissuade pedestrian activity and create large blocks.
3. Maximum building size works together with maximum parcel size to support a pedestrian-oriented, walkable environment.
4. Maximum setback is an element aimed at creating enough sidewalk space to incentivize sidewalk activity.
5. Enclosure ratios define the relationship between building height and street width to incentivize street framing that encourages pedestrian activity.
6. Building façade permeability is also an element that can encourage pedestrian activity. Façade permeability is the percentage of ground floor frontage that is covered by windows and doors.
7. Connectivity index is the ratio of intersections to street segments abutting the site; this incentivizes short, walkable blocks and provides through-block connections.
8. Proximity to uses reflects the Land Use score in the Commonwealth of Virginia Smart Scale scoring system. This element considers uses either on site or within ½ mile to encourage shorter trips..

An applicant may choose to submit a Generalized Development Plan even if the proposed development does not meet either of the above thresholds.

Sec. 32-352.04. – Intent 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.

1. All setbacks as required herein shall be measured from lot lines or proposed public rights-of-way, whichever is more restrictive.
2. Duplex dwellings shall comply with the minimum standards of the duplex house, as described in section 32-306.12.E herein.
3. 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.
4. 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.
5. Single family detached dwellings shall comply with the minimum standards of the reduced setback house, as described in section 32-306.12.B herein.



6. A minimum of 48 square feet per dwelling unit of private or shared outdoor space is required for residents to be provided in conjunction with mixed use or residential development
7. Buffer areas normally required by Table 8-1 of the Design and Construction Standards Manual shall not be required.
8. No fence within a front setback or any setback abutting a public right-of-way shall exceed four feet in height.
9. 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.
  - 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.
  - 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.
10. 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

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

1. Buffer areas normally required by Table 8-1 of the Design and Construction Standards Manual shall not be required.
2. All setbacks as required herein shall be measured from lot lines or proposed rights-of-way, whichever is more restrictive.
  - a. Building setbacks:
    - i. Through lots shall be treated as if they have two frontages for setback purposes, but not for signage purposes.
    - ii. Except for through lots, as provided in subsection i. above, the minimum building setbacks shall be defined below.

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

- b. Parking setbacks:
  - i. Parking shall not be permitted within any front setback area or within the provided side setback area on a corner lot.
  - ii. All parking must be set back at minimum of ten feet from the side and rear lot lines

3. To promote the compatibility of nonresidential and residential uses, the following shall apply:
  - a. 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. Concrete masonry units, precast concrete panels, vertical ribbed metal exteriors or highly reflective materials shall not be used as primary exterior finishes.
  
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	0.00	0.10	0.25
Maximum Commercial FAR	0.00	0.10	0.25
Maximum Overall FAR	0.00	0.10	0.25
Maximum Overall FAR with Form-Basd Design Proffers	1.0	2.0	4.0

5. Building height. The maximum building height for each zone is specified in the table below.

	MUZD-N	MUZD-T	MUZD-U
Maximum building height	35 feet	60 feet	300 feet

6. Open space, landscaping, screening and fencing:
  - a. At least 25 percent of the total lot area shall be maintained as open space, as defined in section 32-100.
  - 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 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.
  
7. In lieu of the provisions of section 32-250.20 et seq herein, signage for commercial 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.

Sec. 32-352.08. - 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.

# 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.

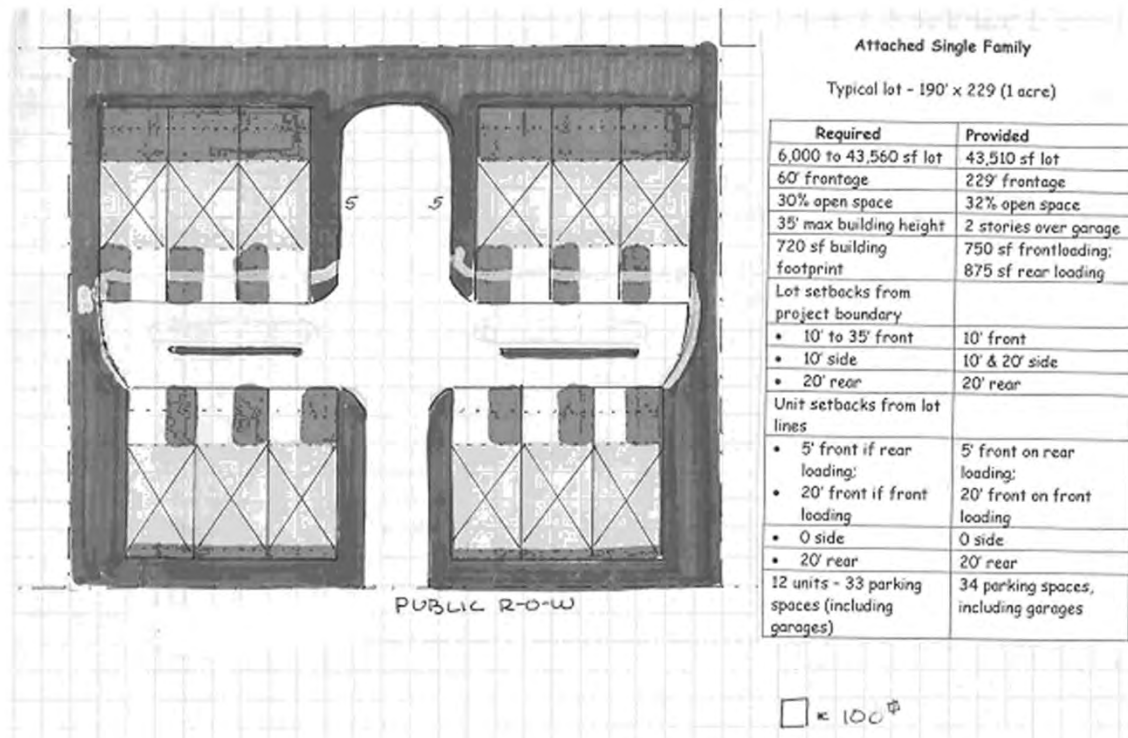
6. Buffer areas normally required by table 8-1 of the Design and Construction Standards Manual shall not be required.
7. No fence within a front setback or any setback abutting a public right-of-way shall exceed four feet in height.
8. Parking:
  - a. Parking for single-family detached and duplex dwellings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

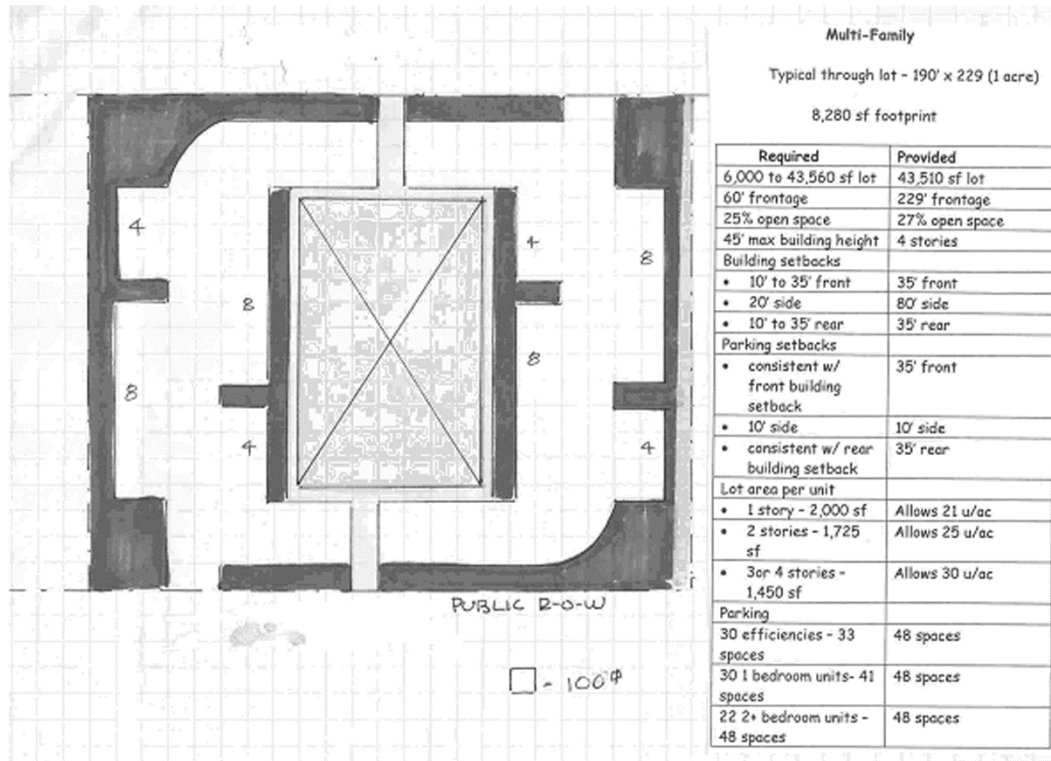
Sec. 32-351.07. - Illustrative examples of residential development standards.

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:

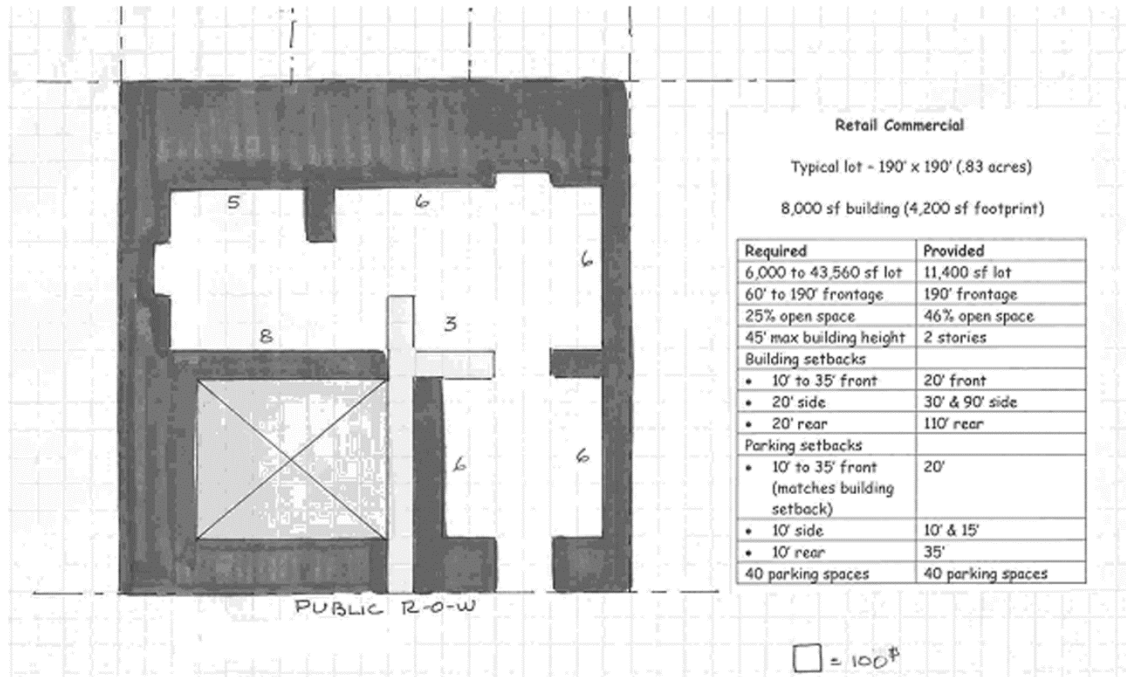
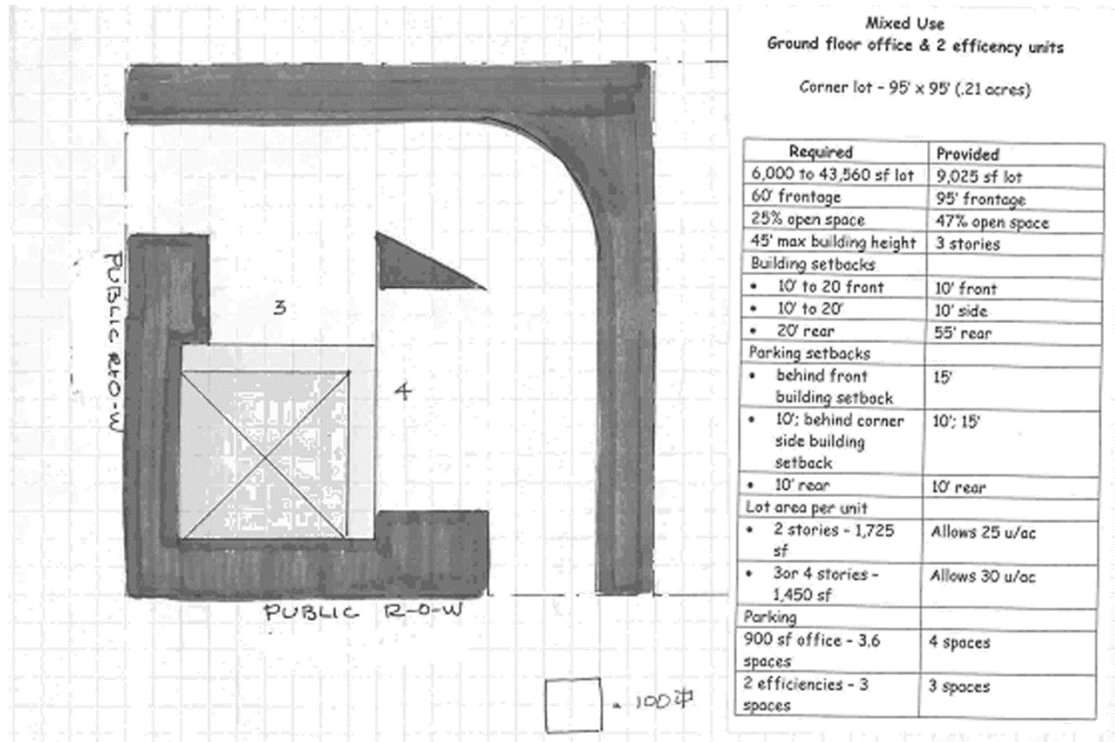


Figure 3. Retail commercial

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

# Appendix E

# 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 TDC 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 TDC 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

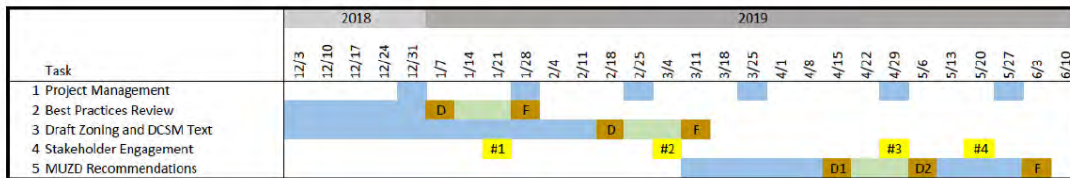
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## STUDY OBJECTIVE

- 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

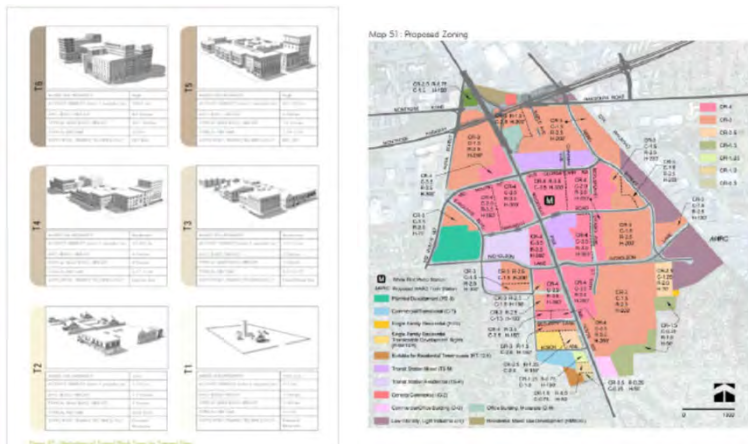
<p><b>Opportunities (O)</b></p> <ul style="list-style-type: none"> <li>Emerging planning issues or elements that may affect PVC (e.g., climate change, CVAV technologies, short-term rental uses, assisted living facilities, age-restricted communities, etc.)</li> <li>Demographic changes and shifting residential preferences – diverse, walkable communities – different housing stock is needed to meet demand</li> <li>Expand and diversify workforce to attract higher paying jobs</li> <li>Leverage existing assets for economic growth, as indicated in the <a href="#">County Strategic Plan</a></li> <li>Maintain focus on sustainability</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 refer 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) statewide</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 intensity and density of uses</li> <li>In FRIE district, reduce threshold requirement for nonresidential uses</li> <li>Incorporate multimodal 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>Threats (T)</b></p> <ul style="list-style-type: none"> <li>Slow market for mixed-use development</li> <li>Balance of incentives – incentives mixed-use while not having 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, CVAV 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, train abandonment</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
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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
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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	MWCOC	ggoodwin@mwcog.org
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# Appendix F

# 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

## Agenda

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.

#### *Commercial/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.

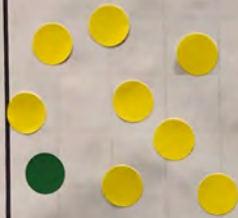
# MUZD concept

Does this concept resonate with you?

# Concerns? Ideas?

## SHARE THEM BELOW!

### MAXIMUM BUILDING SIZE



Eliminate PWS - just use FAR + enclos ratio

Not needed?

Minimum FAR instead with the ability for exception

Critical to have Hight density can't just do this anywhere

We need to support this matches Comp Plan U-T-N

### SETBACKS



Urban Rear Setback will be difficult (too big)

Setbacks vs. MMDG's use DCSM Urban streets

How does this relate to HCOB setbacks

Fire Marshall Needs to be engaged (sprinkler systems)

more definition of setbacks in what goes into it

Does not work on small, infill sites

Urban setback rear TOD B16

### ENCLOSURE RATIO



How do we adjust the Row? if transp. condition change

Process issues??

Ratio won't work for high density mixed use

Need to ensure pedestrian scale to row

Get rid of it

Need to accommodate utilities, etc. in Row

### OTHERS?

Build to line instead

TRUE mixed use requires good Urban form guidelines vs horizontal mixed use

Podium concept



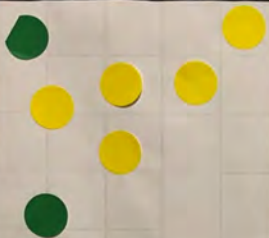
MUZD  
concept

Does this  
concept  
resonate with  
you?

# Concerns? Ideas?

SHARE THEM BELOW!

COMMERCIAL  
RESIDENTIAL  
& OVERALL  
FAR



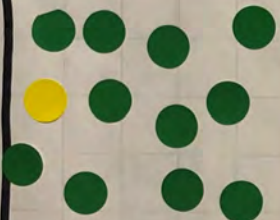
get rid  
of FAR

encourage  
low density  
res

provide  
a mix to  
get more  
res

concern  
w/ residential  
- set minor  
max  
unit size

PROHIBITED  
USES



can't  
club  
definition

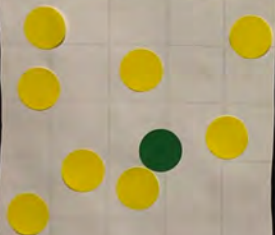
now mil  
MUZD be  
applied?  
if so, what  
word use  
nonconforming

Self Storage  
should not  
give residential  
bonus

Watch  
self storage  
currently  
regional  
SOP

drive thru  
not  
permitted  
- may not  
work w/ form

LINKAGES TO  
VILLAGE ZONE  
(Sec 32-351)



doesn't  
do  
enough

this is  
a big  
mistake

modify  
rooftop  
reg.'s

doesn't  
work  
esp. parking

Other  
Ideas?



MUZD  
concept

Does this  
concept  
resonate with  
you?

Concerns? Ideas?  
SHARE THEM BELOW!

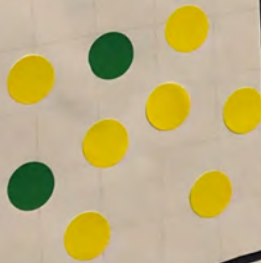
BASE/  
INCENTIVE  
DENSITY



INCENTIVE  
DENSITY  
PROFFERS



CONCEPT  
PLAN







**Prince William Mixed Use Zoning District Project  
DORAC Workshop, March 15, 2019**

1

**AGENDA**

- 9:00 – 9:10     **Welcome and Introductions (10 minutes)**

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- 9:10 – 9:20     **Draft MUZD Approach Summary (10 minutes)**  
Renaissance reviews Draft MUZD recommendations memo (delivered under separate cover) highlights

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- 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.

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- 10:30 – 11:00   **Report Out and Next Steps (30 minutes)**  
Summary of breakout group findings and recommendations; schedule for next steps

2

## 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.*



3

## MUZD KEY ELEMENTS

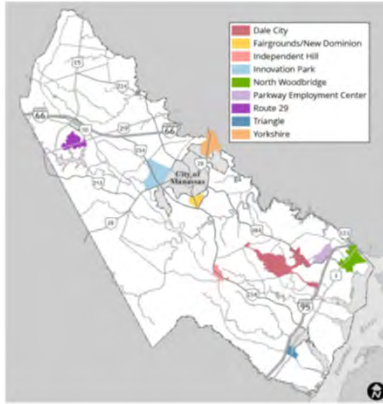
Table 1. Summary of MUZD Key Elements

Key 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 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.	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.
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.			

4

## MUZD ELIGIBILITY

MUZD zones applied within each Small Area Plan



One possible concept showing relationship of MUZD within SAP



5

## MUZD URBAN FORM

MUZD zone family recognizes three levels of scale:

- MUZD-U: Urban
- MUZD-T: Town
- MUZD-N: Neighborhood

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

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

	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

**TABLE 8-1  
MINIMUM BUFFER AREA REQUIRED**

Proposed Use/Development	Adjacent Existing Use/Development												
	1	2	3	4	5	6	7	8	9	10	11	12	13
<b>RESIDENTIAL</b>													
1. Single-Family Detached	A	B	B	B	D	D	B	C	B	C	C	C	C
2. Single-Family Walk-Up (used only for previously approved walk-up developments that are still valid)	A	A	B	B	D	D	B	C	B	C	C	C	C
3. Single-Family Attached	B	A	B	B	D	D	B	C	B	C	C	C	C
4. Multifamily	B	B	B	B	D	D	A	C	B	C	C	C	C
<b>PUBLIC/SEMI-PUBLIC</b>													
5. Institutional (e.g., schools, church, library)	B	B	B	B	A	D	A	A	A	B	C	C	C
6. Public Recreational Use - Passive	D	D	D	D	D	D	B	B	B	B	B	C	C
7. Public Recreational Use - Active	D	D	D	D	D	D	D	D	D	D	D	D	D
8. Care Facilities (e.g., nursing home)	B	B	B	A	C	B	D	C	A	B	C	C	C
9. Public Facilities (e.g., pump station, wastewater plant)	C	C	C	A	B	D	C	B	B	A	A	A	A
<b>OFFICE</b>	B	B	B	B	A	B	D	A	B	A	B	B	B
<b>COMMERCIAL RETAIL</b>	C	C	C	C	B	B	D	B	B	A	A	A	B
<b>INDUSTRIAL</b>													
12. Light	C	C	C	C	B	D	C	A	B	A	A	A	A
13. Heavy	C	C	C	C	D	D	C	A	B	B	A	A	A

A, B, C - Buffer width in accordance with Table 8-2.

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

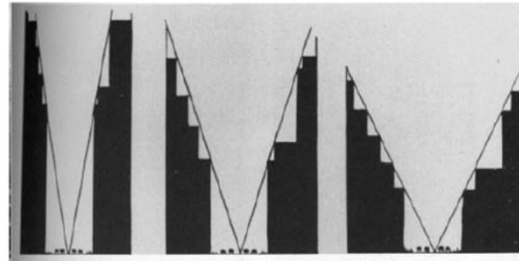
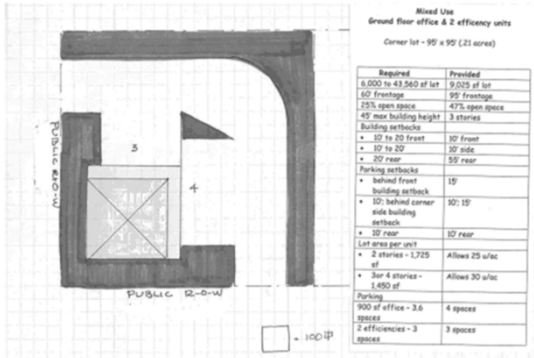
6



# MUZD URBAN FORM

MUZD zone builds from Village Zone (Section 351)....

...and introduces an enclosure ratio concept to strengthen public/private sector synergy



RENAISSANCE PLANNING

7

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

RENAISSANCE PLANNING

8

8

## MUZD PROCESS

MUZD process seeks to right-size process with expected site investment in time and money

Incentive Density Proffer

Concept Plan

Site acreage	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
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																

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## 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

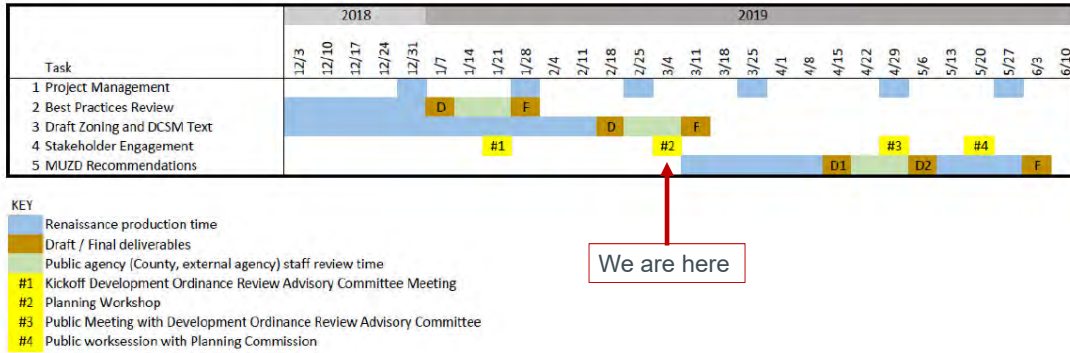
- Street design, transportation impact/TDM, alleyways, SWM details, buffers)

Other regulatory amendments

- Incentive Density Proffer Guidelines
- Land development/Building development review cost/time

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## STUDY TIMELINE



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## BREAKOUT SESSIONS

- Dot-voting on what resonates the most
  - Green: headed in the right direction
  - Yellow: appears promising, but need more information
- Identify your concerns / ideas on sticky notes
- Round robin format – 20 minutes per station
  - First round: Initial reactions to draft proposal
  - Second round: Can build upon first round reactions
  - Third round: Begin constructing next steps
- Report out and next steps

MUZD concept	Does this concept resonate with you?	Concerns? Ideas? SHARE THEM BELOW!
COMMERCIAL RESIDENTIAL & OVERALL FAR		
PROHIBITED USES		
LINKAGES TO VILLAGE ZONE (Sec 32-351)		
Other Ideas?		

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# DORAC WORKSHOP

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

Name	Representing	E-mail
ADAM WEIGEL	PWC DOT	AWEIGEL@PWCgov.org
Elizabeth Scullin	PWC DOT	escullin@pwcgov.org
Ryan Foster	PWC Planning	rfoster@PWCgov.org
Jim Gahres	PWC DEID	jgahres@pwcgov.org
<b>TOM STREWSBURY</b>	<b>PWC DOS</b>	<b>TShnewsbury@Pwcgov.org</b>
Mike Garcia	CDC Chairman	garciam@mikegarcia.com
WAYNE BARRETT	OCOSUNO DISTRICT	WAYNE.BARRETT711@GMAIL.COM
MARIAN HARDSER	WARSA COLUCCI	mhardser@thelandlawyers.com
Sharon Dusza	Rinker Design Assoc.	sdusza@rdacivil.com
Joe Neubert	PWC DOS LDD	JNeubert@pwcgov.org
Ann Plater	WCL & W	aplater@thelandlawyers.com
Connie Dalton	PWC - Planning	Cdalton@PWCgov.org



# Appendix G



# Welcome to the Mixed Use Zoning District Public Meeting!

This public meeting is designed to elicit feedback on a new Prince William County zoning initiative, developed in coordination with the Metropolitan Washington Council of Governments, to facilitate development of compact, walkable, mixed-use development projects in targeted areas of the County.

## This public meeting includes the following information:

- Information on the County's planning and zoning processes
- What the Mixed Use Zoning District (MUZD) is
- Where the Mixed Use Zoning District (MUZD) might be applied
- How the Form-Based Design Proffer approach will work
- Opportunities for discussion and feedback

## Why are we here?

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 MUZD approach is intended to close that gap and facilitate mixed-use development.

## We want to hear from you!

Please provide your feedback in any of the following ways:





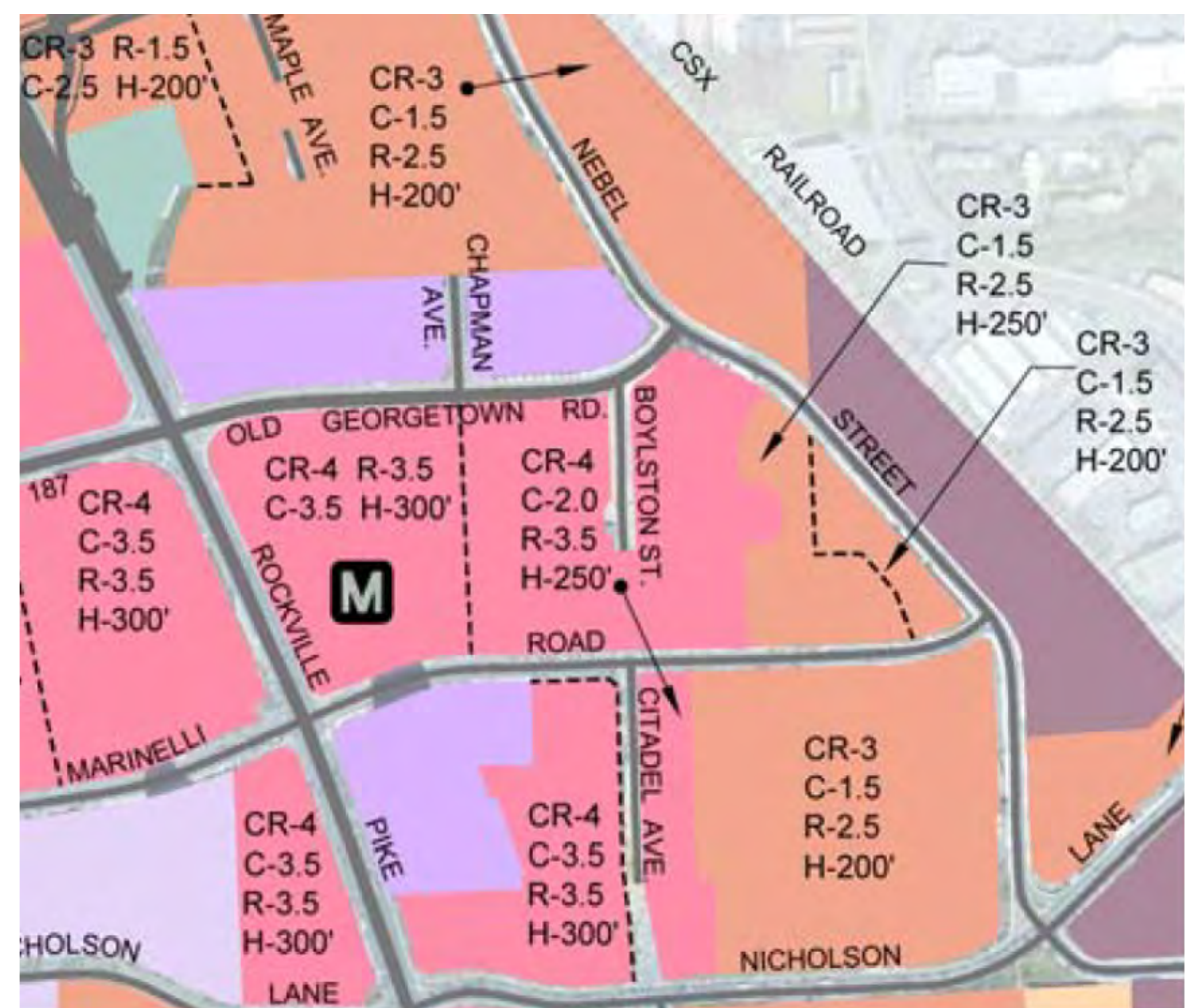
# What is the Mixed Used Zoning District?

The **Mixed Use Zoning District (or “MUZD”)** is a term describing a family of zones for different scales of mixed-use development.

Each **Small Area Plan** defines the total Floor Area Ratio (FAR) and building height, as well as the mix of commercial and residential appropriate for different areas within the Plan to achieve a balance of uses. For instance, CR-2, C-1.0, R-1.5 allows a FAR of 1.0 if only commercial uses, 1.5 if only residential uses, and 2.0 if a mix of commercial and residential uses.

The resulting **Small Area Plan recommendations** are codified by **Zoning Text Amendment**.

The White Flint Metrorail station zoning demonstrates the MUZD elements of FAR and height.



## Reducing Barriers to Mixed-Use

Within a MUZD District, all allowed land uses are defined as compatible, so that use-separating buffers such as specified in the Design and Construction Standards Manual (DCSM) Table 8-1 do not apply (in other words, all sites are “on the diagonal” in the table).

**TABLE 8-1  
MINIMUM BUFFER AREA REQUIRED**

Proposed Use/Development	Adjoining Existing Use/Development													
	1	2	3	4	5	6	7	8	9	10	11	12	13	
<b>RESIDENTIAL</b>														
1. Single-Family Detached		A	B	B	B	D	D	B	C	B	C	C	C	
2. Single-Family Weak-Link (used only for previously approved weak-link developments that are still valid)	A		A	B	B	D	D	B	C	B	C	C	C	
3. Single-Family Attached	B	A		B	B	D	D	B	C	B	C	C	C	
4. Multifamily	B	B	B		B	D	D	A	C	B	C	C	C	
<b>PUBLIC/SEMPUBLIC</b>														
5. Institutional (e.g., schools, church, library)	B	B	B	B		A	D	A	A	A	B	C	C	
6. Public Recreational Use - Passive	D	D	D	D	D		D	B	B	B	B	B	C	
7. Public Recreational Use - Active	D	D	D	D	D		D	D	D	D	D	D	D	
8. Care Facilities (e.g., nursing home)	B	B	B	A	C	B	D		C	A	B	C	C	
9. Public Facilities (e.g., pump station, treatment plant)	C	C	C	C	A	B	D	C		B	B	A	A	
<b>10. OFFICE</b>	B	B	B	B	A	B	D	A	B		A	B	B	
<b>11. COMMERCIAL/RETAIL</b>	C	C	C	C	B	B	D	B	B	A		A	B	
<b>INDUSTRIAL</b>														
12. Light	C	C	C	C	C	B	D	C	A	B	A		A	
13. Heavy	C	C	C	C	C	D	D	C	A	B	B	A		

A, B, C – Buffer width in accordance with Table 8-2.

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

## By-Right Development and Optional Method Form-Based Design Proffers

The MUZD is designed to streamline by-right investment in minor site plan changes for short term development that does not significantly increase density and to incentivize compact, walkable urban form for properties significantly increasing density. For each type of zone (Neighborhood, Town, and Urban), the maximum FAR allowed by right and the Maximum FAR with Form-Based Design Proffers and Maximum Building Height are shown below, subject to limitations developed through the Small Area Plan process.

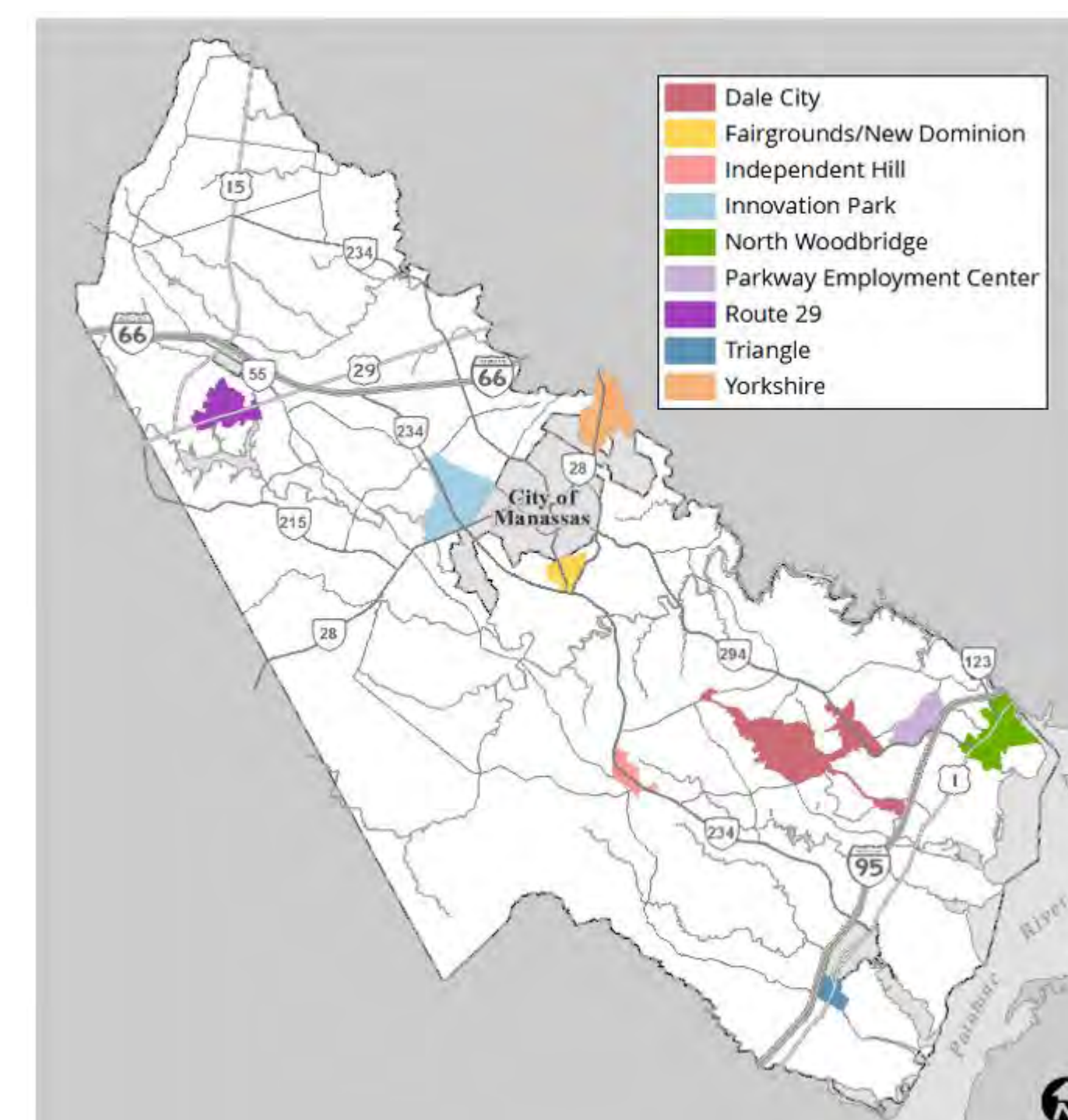
MUZD District Scales	Neighborhood	Town	Urban
Maximum FAR by-right	0.00	0.10	0.25
Maximum FAR with Form-Based Design Proffers	1.0	2.0	4.0
Maximum Building Height	35'	60'	300'



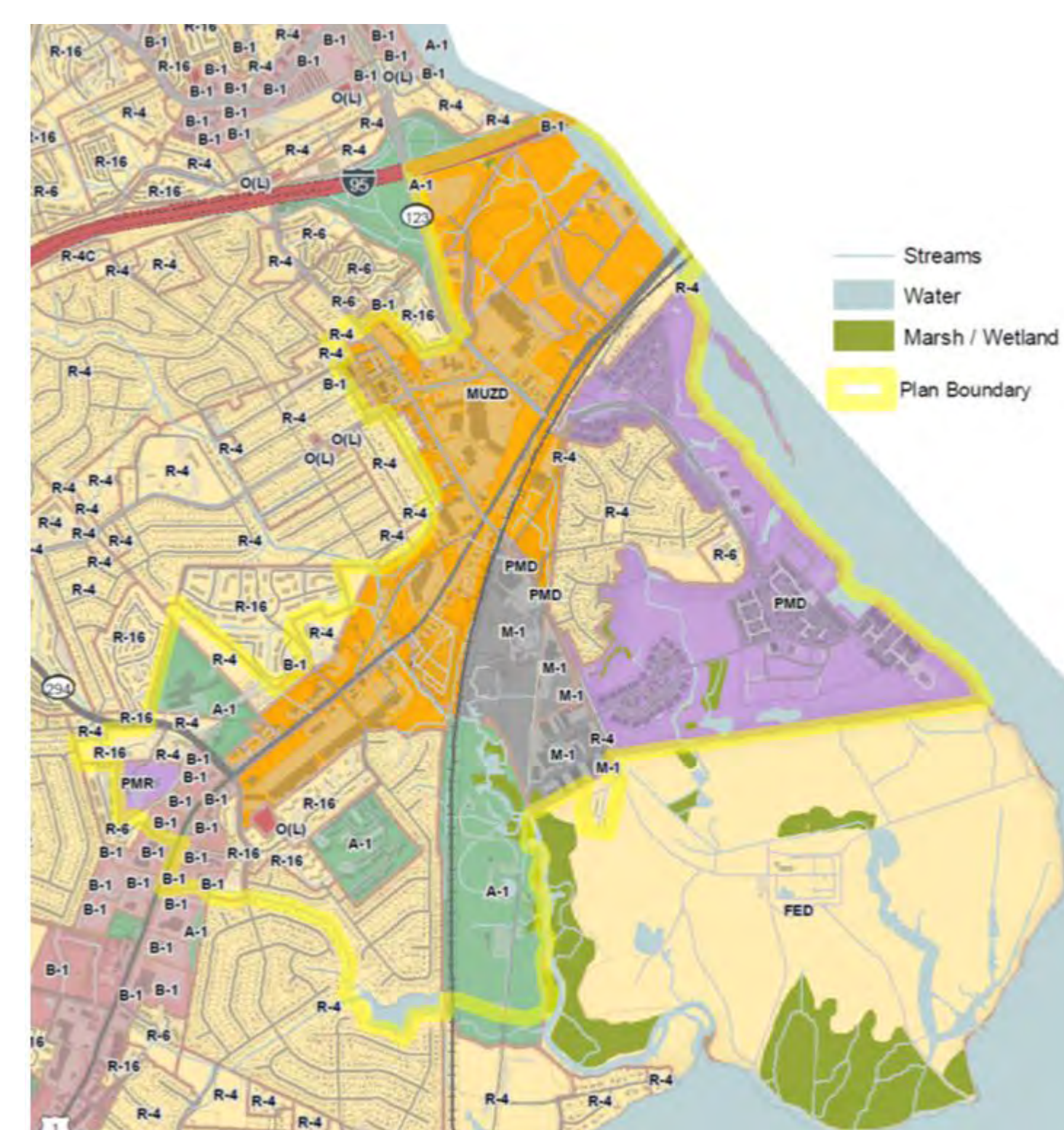
# Where Would Mixed Used Zoning Districts Be Applicable?

The MUZD approach requires a Small Area Plan amendment to the County's Comprehensive Plan to establish context-sensitive parameters for MUZD boundaries, maximum Floor Area Ratio (FAR), and maximum building heights. The County's planning work program includes the establishment of Small Area Plans for several communities in which the MUZD would be applicable. **The three types of Districts might be designated as follows:**

- **MUZD – Neighborhood: Independent Hill**
- **MUZD-Town: Dale City, Fairgrounds/New Dominion, Route 29, Triangle, Yorkshire**
- **MUZD-Urban: Innovation Park, North Woodbridge, Parkway Employment Center**



**The North Woodbridge Small Area Plan is one of the candidate locations for the MUZD.** The MUZD is intended to be applied on commercially zoned properties to incentivize property investment where regional accessibility is highest given the existing Virginia Railway Express station, I-95 / Route 1, and the potential for expanded transit services in the future.



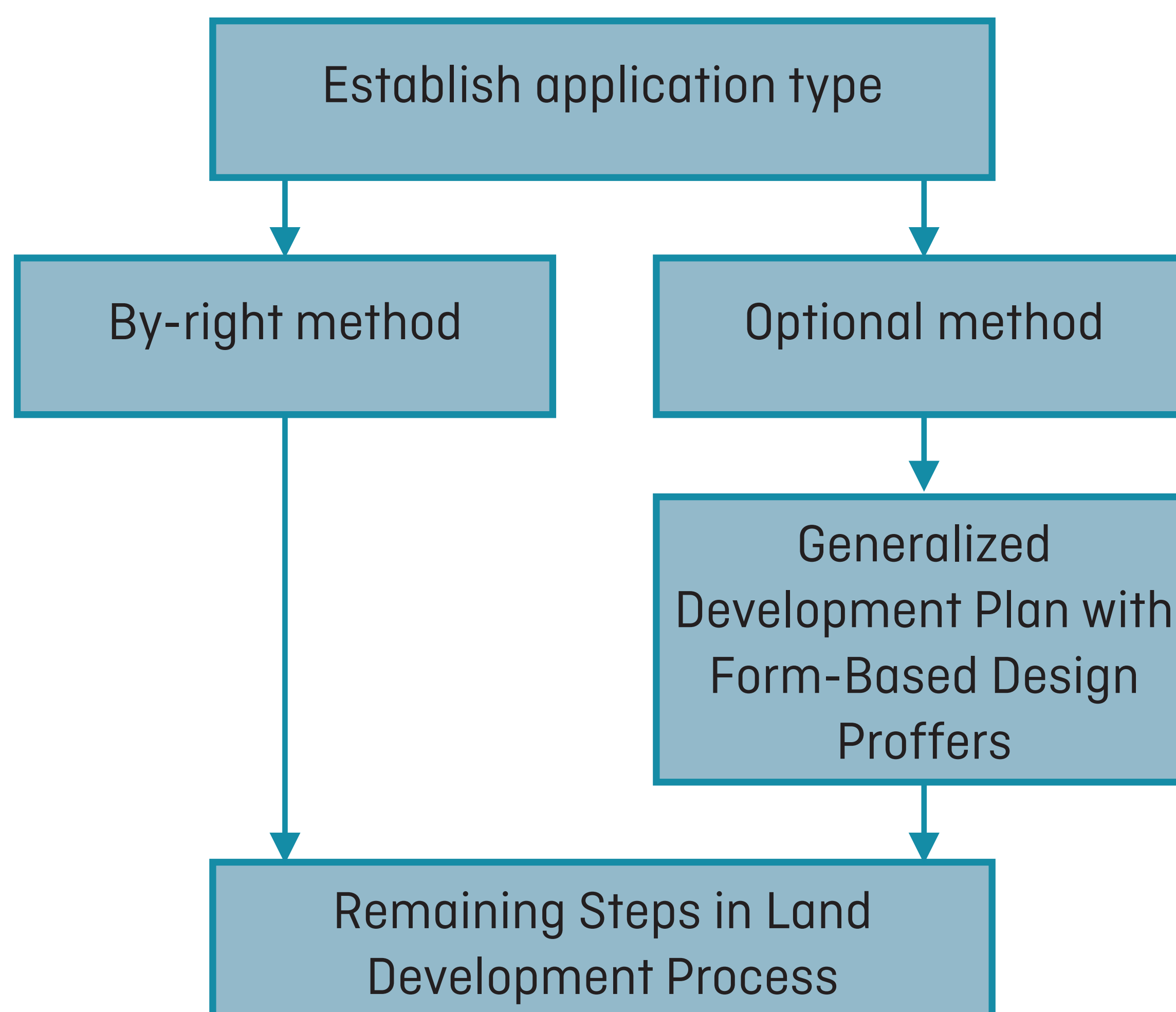
## Land Development Processing Steps:

1. Comprehensive Plan Amendment
2. Rezoning and Special Use Permits
3. Sketch Plans and Preliminary Residential Subdivision Plans
4. Final Site and Final Subdivision Development Plans
5. Performance Bonds / Escrow
6. Site Development / Site Preparation Permits
7. Site Inspections
8. Zoning Approvals / Permits
9. Building Plan Review / Building Permits / Building Inspections
10. Certificate of Occupancy

## Step 1. Designating MUZD in the Comprehensive Plan



## Step 2. MUZD Rezoning Process





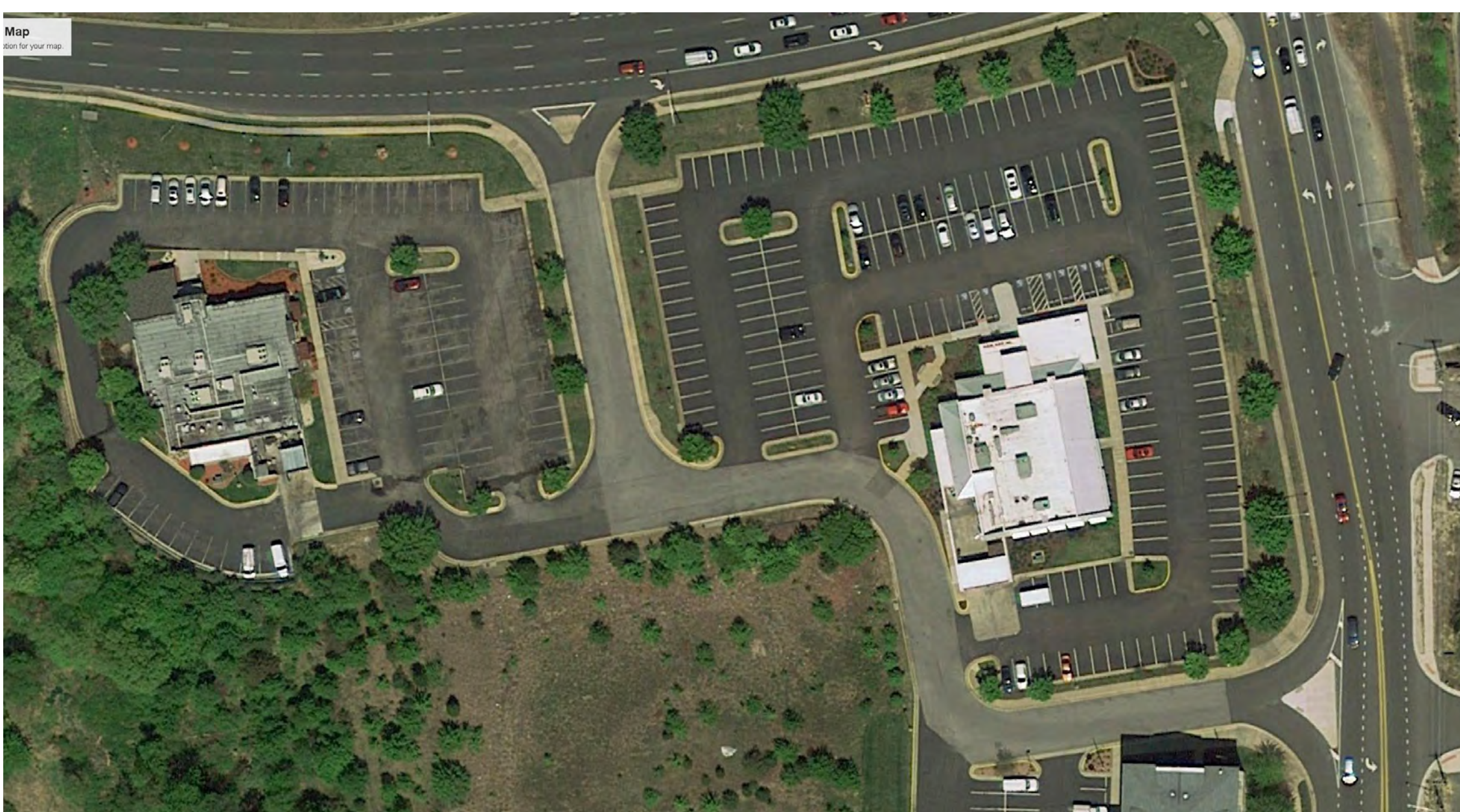
# How do Form-Based Design Proffers Work?

The Form-Based Design Proffer is designed to ensure a private sector commitment for certain elements of development form at the time of zoning.

Eight different measures of site form are incentivized:

1. Minimum site density
2. Maximum parcel size
3. Maximum building footprint
4. Maximum setback
5. Enclosure ratio (minimum and maximum)
6. Building facade permeability (windows / doors)
7. Connectivity index
8. Proximity to uses

**1. Minimum Site Density** considers the percent of maximum allowable FAR to incent compact development.



Prince William Parkway and Telegraph Road, Woodbridge, VA  
Credit: Google Earth

**2. Maximum Parcel Size** considers the footprint of the largest building on site to support a fine-grained walkable site.



Occoquan Village, Occoquan, VA

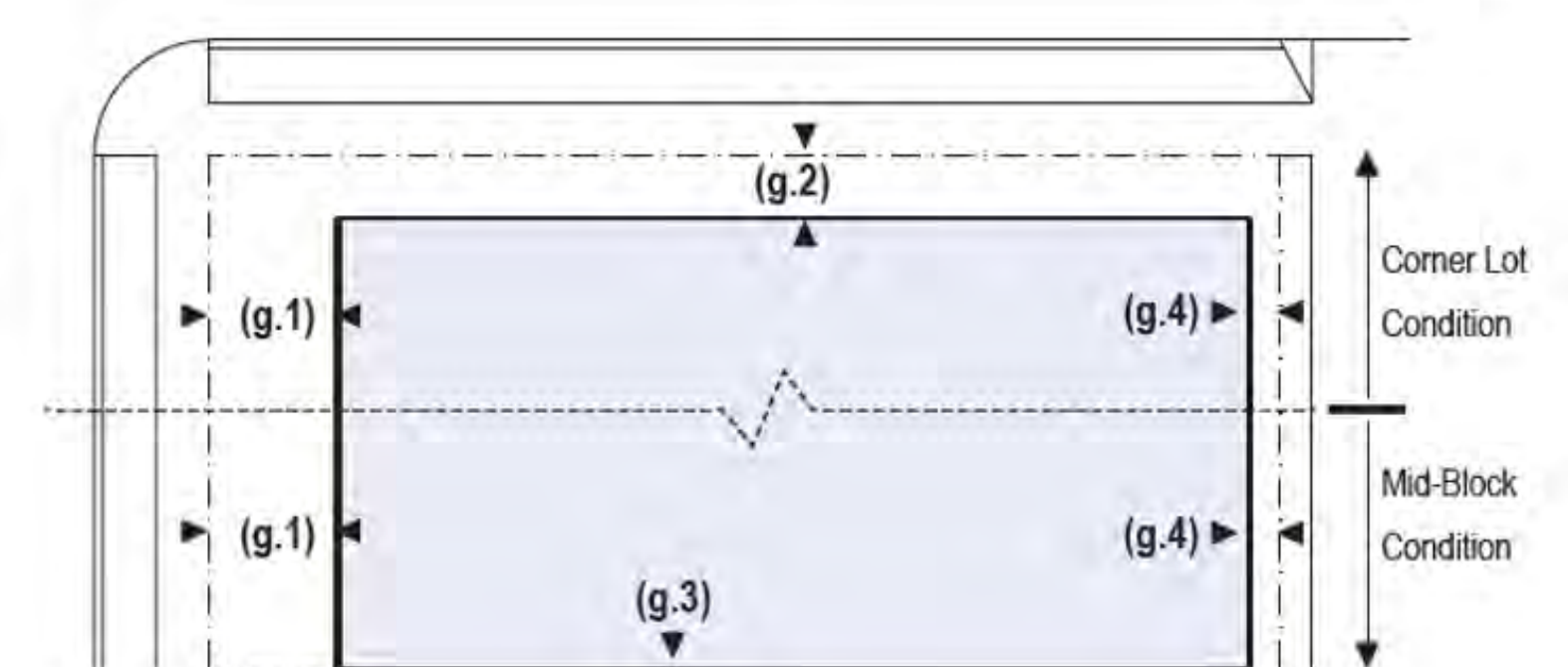
**3. Maximum Building Size** considers the footprint of the largest building on site to support a fine-grained walkable site.



Atlas Walk, Gainesville, VA  
Credit: Google Earth

**4. Maximum Setback** considers the relationship of the building to the street to incent sidewalk activity.

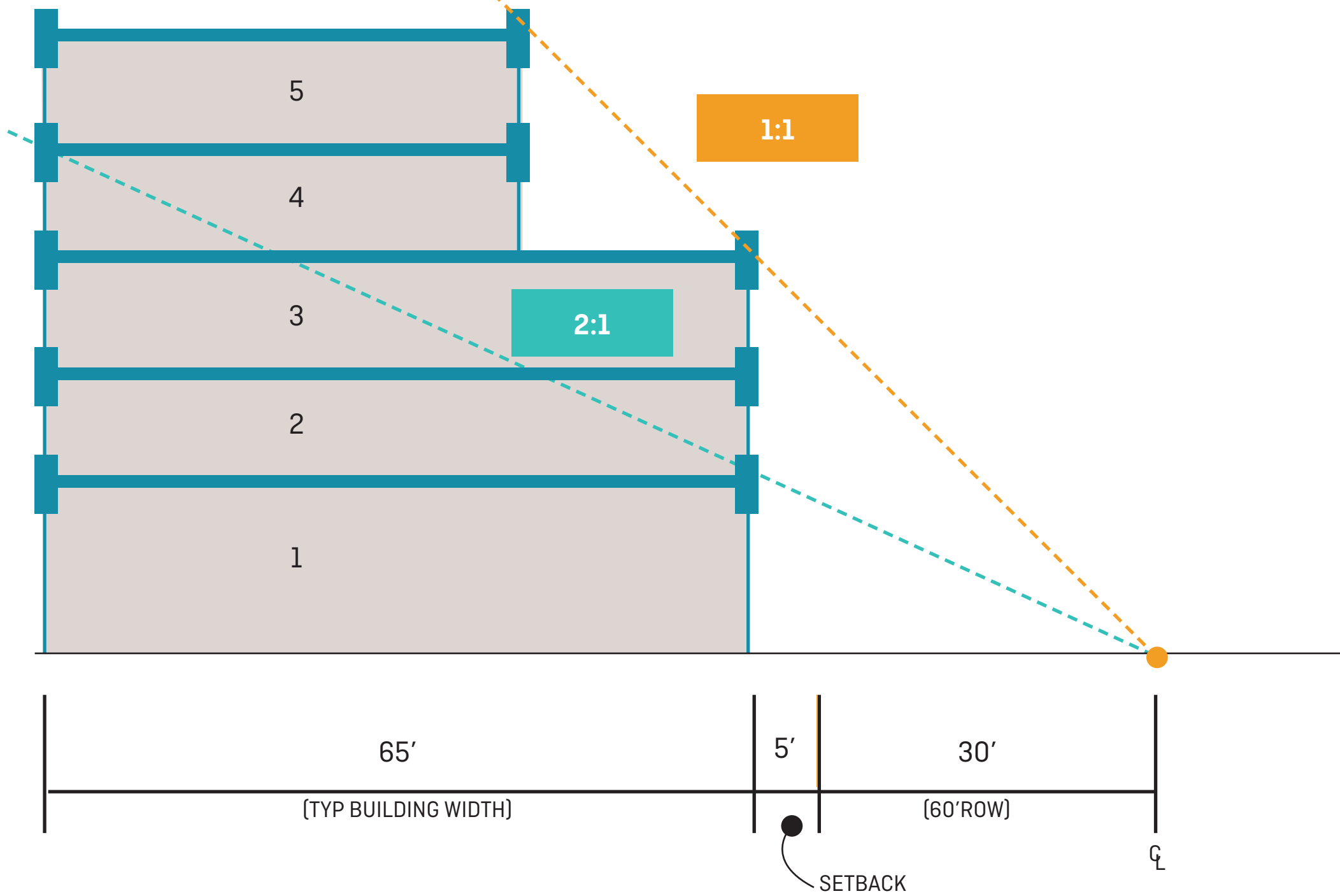
**SETBACKS - PRINCIPAL BLDG**  
1. The Facades and Elevations of Principal Buildings shall be distanced from the Lot lines as shown.  
2. Facades shall be built along the Principal Frontage to the minimum specified width in the table.



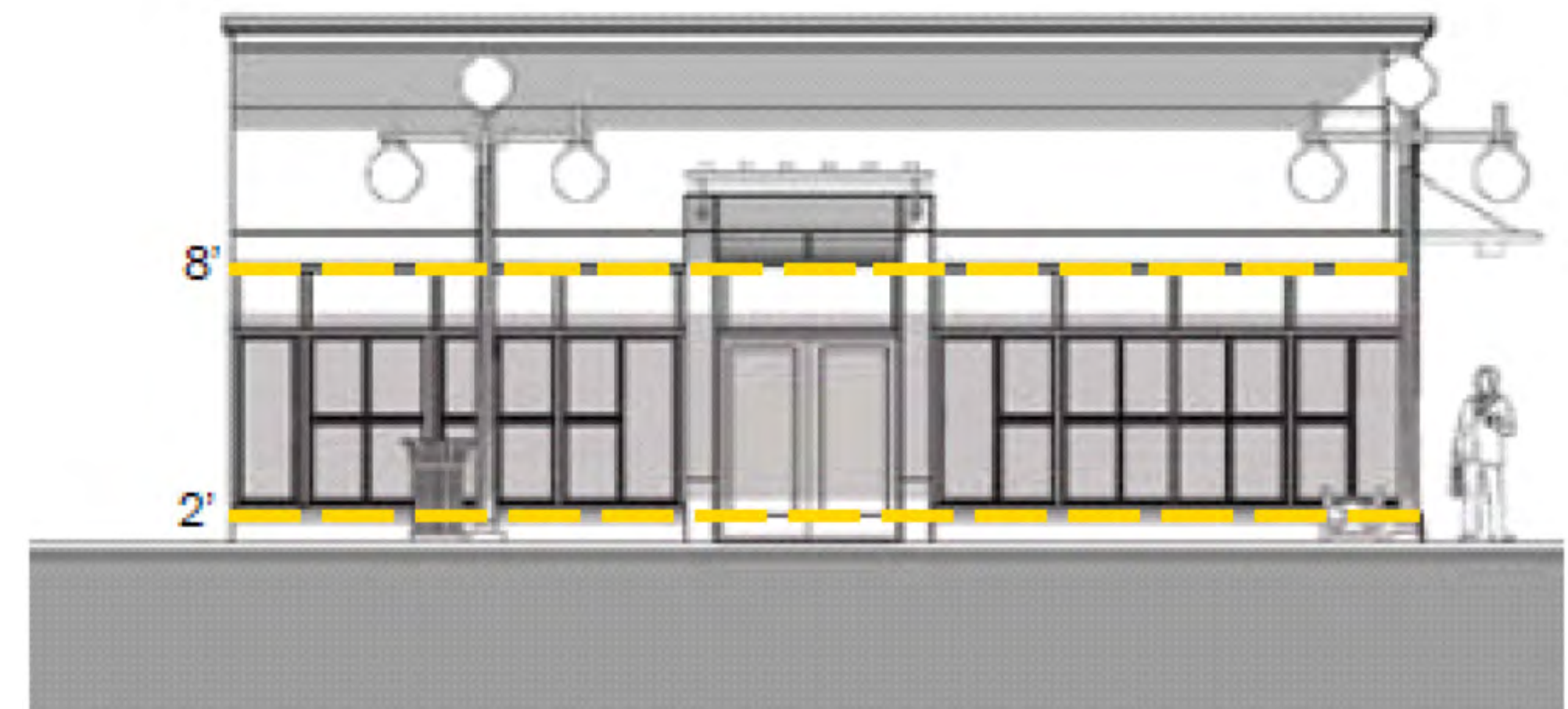


# How do Form-Based Design Proffers Work?

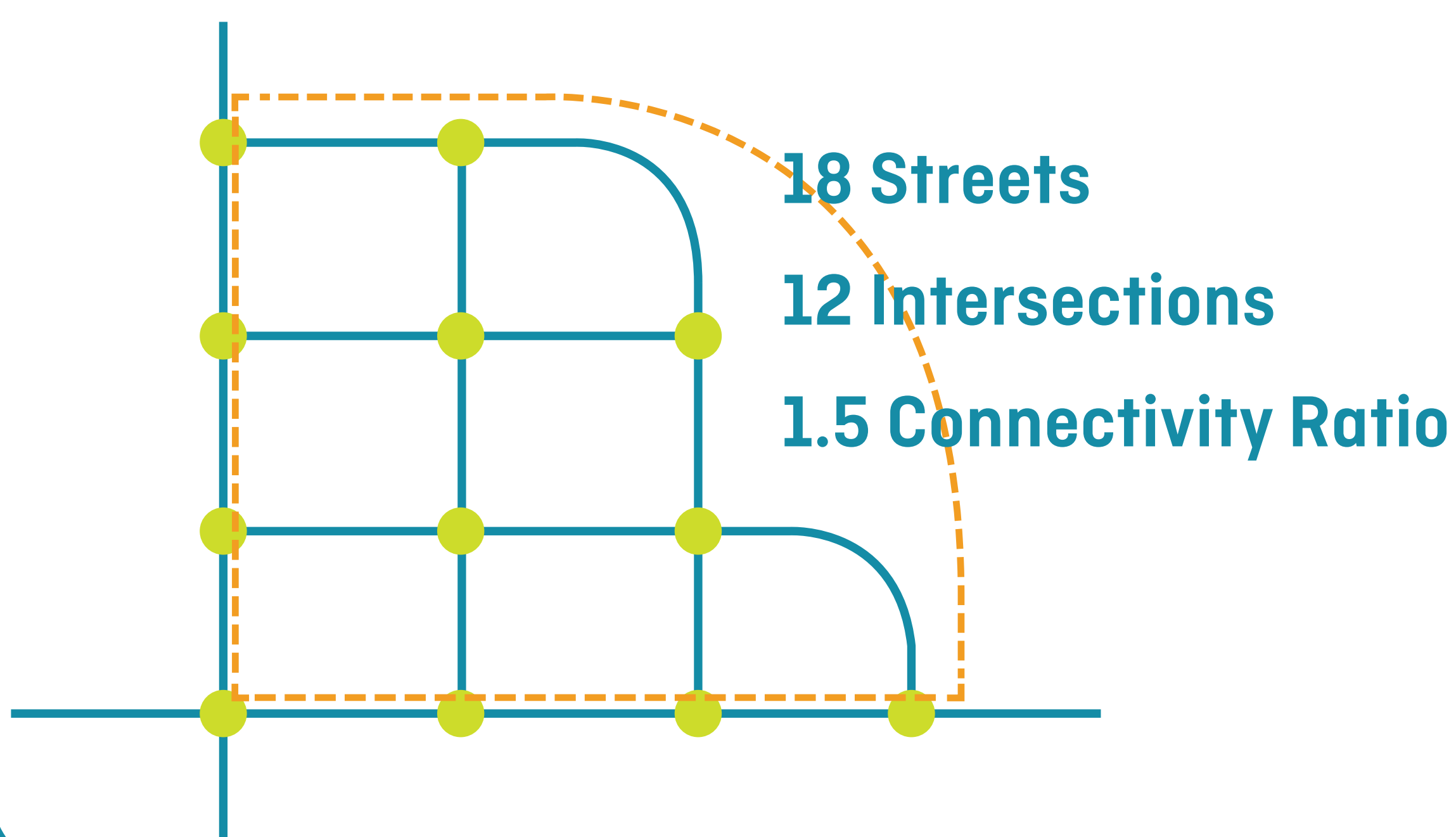
**5. Enclosure ratios** consider the relationship between building height and street width to incent suitable street framing.



**6. Building facade permeability** considers the percentage of ground floor frontage covered by windows and doors to incent sidewalk activity.



**7. Connectivity Index** considers the ratio of intersections to street segments to incent short, walkable blocks on dedicated rights of way for streets, alleys, or sidewalks providing through-block connections.



**8. Proximity to uses** considers uses either provided on site or within ½ mile to incent short trips; similar to the Land Use score applied in the state's Smart Scale scoring system.

Table 11.2 Local Non-Work Access Value

Destination Type	Definition (specific destinations included)	Points per destination
Bank	Bank, ATM	0.74 (up to 15 occurrences)
Education	School	5.6 (up to 2 occurrences)
Entertainment	Cinema, Performing Arts, Museum, Nightlife, Sports Complex, Convention/Exhibition Center, Sports Center, Animal Park	5.6 (up to 2 occurrences)
Food & Drink	Restaurants, Coffee Shop, Winery, Bar or Pub	0.25 (up to 45 occurrences)
Grocery	Grocery	3.7 (up to 3 occurrences)
Healthcare	Hospital, Medical Service, Pharmacy	3.7 (up to 3 occurrences)
Public Services	Library, Post Office, Community Center, City Hall, Court House, Police Station	3.7 (up to 3 occurrences)
Recreation	Golf Course, Ice Skating Rink, Campground, Park/Recreation Area	3.7 (up to 3 occurrences)
Shopping	Shopping, Convenience Store, Clothing Store, Department Store, Specialty Store, Home Improvement & Hardware Store, Office Supply & Service Store, Bookstore, Home Specialty Store, Sporting Goods Store, Consumer Electronic Store	0.34 (up to 33 occurrences)
Total points		100

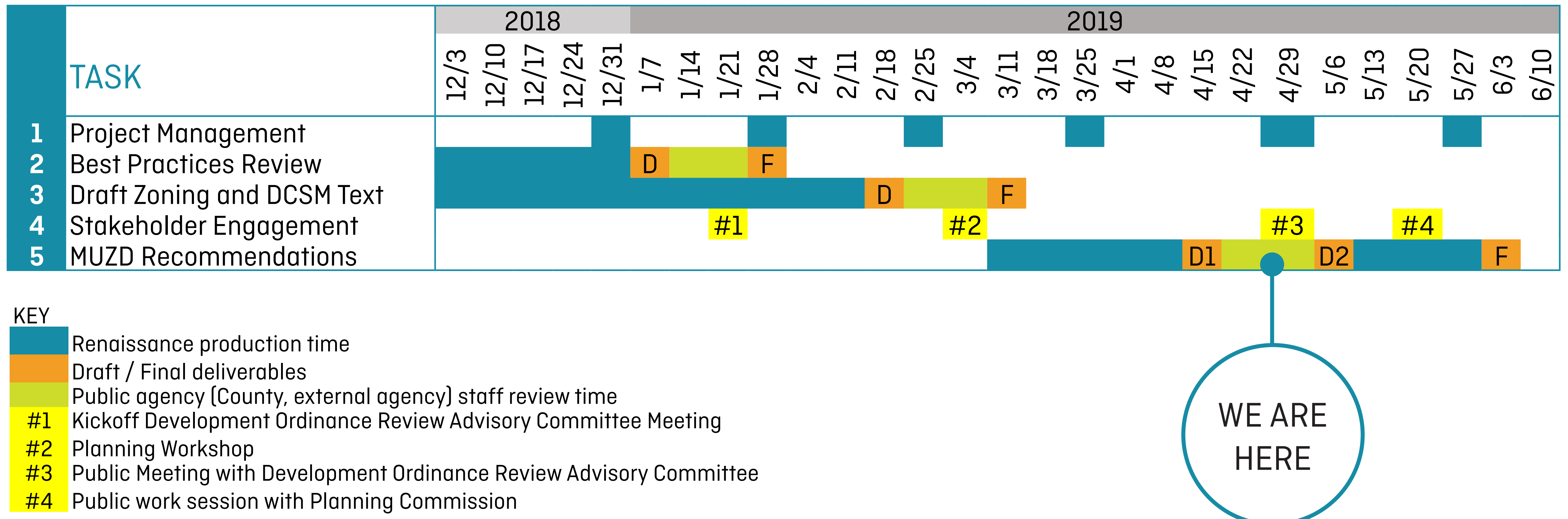
For each of these form-based element, each site must proffer means to address each element so that the site achieves a composite balance allowing some Low elements offset by other High elements.

Form-Based Element	Low	High
1. Minimum density	> 25% Max FAR	> 75% Max FAR
2. Maximum parcel size	< 1 acre	< 0.5 acre
3. Maximum building footprint	< 10000 GSF	< 5000 GSF
4. Front setbacks	<25' setback	< 5' setback
5a. Minimum Enclosure Ratio	> 1:1	
5b. Maximum Enclosure Ratio	< 2:1	
6. Facade permeability	> 30%	> 60%
7. Connectivity index	> 1.2	> 2.0
8. Proximity to uses	> 2	> 7



# How has the Mixed Use Zoning District Been Developed?

This MUZD development project is a collaboration of the Prince William County Planning Department and the Metropolitan Washington Council of Governments through the Transportation-Land Use Connections (TLC) program. The project timeline shows the development process, including a February 1 meeting with the Prince William County Development Ordinance Review Advisory Committee (DORAC) and a follow-up March 15 DORAC workshop.



## As a response to comments received from DORAC outreach, the MUZD approach has been adjusted as follows:

- The new proposed Section 352 for MUZD has been crafted to incorporate many of the elements of Section 351 Village Zone, but with DORAC participant concerns (i.e., flat roofs, fenestration requirements) removed from Section 352.
- The proposal for a new Concept Plan submission has been adjusted to utilize the Generalized Development Plan approach, slightly modified for MUZD proffers
- The concept of Incentive Density Proffers has been refined to better reflect the intent to incentivize development form rather than density, with replacement of hard maximums and minimums to a sliding scale of commitments termed Form-Based Proffers.

## Next Steps

This project will deliver a draft text of the MUZD zone in Section 352 and a strategic plan for supporting regulatory changes that include:

- Review of the County's Overlay Districts
- Continuation of the County's Small Area Plan program to:
  - Define neighborhood-specific FAR limits for commercial, residential, and mixed-use
  - Define neighborhood-specific height limits
  - Develop street network recommendations utilizing the DRPT Multimodal System Design Guidelines
- DCSM changes including
  - Definitions for mixed use and new terms in the Form-Based Design Proffers
  - Aligning street design standards with the DRPT Multimodal System Design Guidelines
  - Updating transportation impact analyses, TDM planning, and stormwater management processes to better incorporate mixed-use paradigms
  - Allowing alleyways in MUZD without a Special Use Permit
  - Other regulatory changes to reflect land development review timeframes and application fees to incentivize mixed-use development





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