



Craig S. Gerhart
County Executive

COUNTY OF PRINCE WILLIAM

OFFICE OF EXECUTIVE MANAGEMENT

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July 19, 2006

TO: Prince William Board of County Supervisors

FROM: Stephen K. Griffin, AICP
Planning Director

THRU: Craig S. Gerhart
County Executive

RE: Zoning Text Amendment (ZTA) #PLN2005-00581, Village Zoning District –
Dumfries Magisterial District

I. Background is as follows:

- A. Potomac Communities Revitalization Plan (PCRP) – Adopted in November 2003, the PCRP established the Village Mixed Use (VMU) land use designation, and created a VMU area within the Triangle study area. The plan states that “VMU provides for mixed-use development, where residential and neighborhood commercial uses are intermingled on small lots laid out in a traditional street grid. Implementation of VMU will require the development and adoption of a village zoning district that provides density, design standards, setbacks, and use limitations to ensure compatibility between the residential and commercial uses.” A map of the VMU area is included in Attachment A.
- B. Board of County Supervisors’ Initiation – The Prince William Board of County Supervisors’ Resolution #04-792, adopted at the July 27, 2004 meeting, initiated a ZTA for the Village zoning district to implement the VMU land use designation.

- C. Triangle Property Owners – A community meeting was held in February 2005 to explain the village concept and gather comments on the proposed zoning district. The majority of owners in attendance agreed with the concept. Those who disagreed expressed concern regarding the loss of some by-right uses from the B-1, General Business, district that is currently in place over a portion of the affected area. A map of the existing B-1 and R-4, Suburban Residential, zoning districts is included in Attachment A.
- D. Zoning Ordinance Review Committee (ZORC) – The Village zoning district was presented to ZORC at their August 8, 2005 meeting where the group endorsed the concept.

II. Current Situation is as follows:

- A. Planning Commission Recommendation – The Planning Commission held a public hearing on the subject ZTA on May 17, 2006, and recommended adoption of ZTA #PLN2005-00581, Village Zoning District, with one amendment deleting patio homes as a standard for single family detached homes in the Village. Staff concurs with this amendment.
- B. Public Hearing – A public hearing before the Board is scheduled for May 17, 2006.

III. Issues in order of importance are:

- A. Implementation of the PCRP – Does the ordinance language provide appropriate development standards to implement the VMU concept as stated in the Triangle study area portion of the PCRP?
- B. Community Input – Have the affected property owners been provided sufficient opportunity to comment on the draft ordinance language?
- C. Fiscal Impact – Will adoption and use of the proposed zoning district have fiscal implications for the County?
- D. Timing – Is there a required timeframe for action?

IV. Alternatives, beginning with the staff recommendation are:

A. Adopt ZTA #PLN2005-00581, Village Zoning District.

1. Implementation of PCRP – The Village zoning district is specifically designed to implement the VMU land use designation, as proposed by the PCRP. The development standards provide for the integration of residential and neighborhood-scale commercial development along the traditional street grid that currently exists. The standards promote a pedestrian-friendly environment, with multi-family, townhouse and nonresidential buildings moved closer to the street, and parking shifted to side and rear yards. Architectural standards are provided for nonresidential uses to ensure compatibility with residential properties. Adoption of the Village zoning district does not result in the rezoning of any properties; a separate rezoning action will be required.

As drafted, the Village zoning allows for the integration of residential and nonresidential uses, but does not require a specific mix of uses. It is possible that the entire area could be redeveloped entirely residentially. Single family homes could be developed under the village house standards (6,000 square foot lots). While there is no stated density limit for townhome and multi-family units, density is controlled by the minimum development standards set out in the Zoning Ordinance.

2. Community Input – The majority of property owners in attendance at the community meeting in February 2005 expressed support for the new district. Those who disagreed expressed concern regarding the loss of some by-right uses from the B-1, General Business, district that is currently in place over a portion of the affected area. A copy of the draft ordinance language was sent to all property owners in the area in preparation for the Planning Commission public hearing; no one spoke at the Planning Commission public hearing.
3. Fiscal Impact – On its own, the action to adopt the Village district does not create a direct fiscal impact to the County. Adoption and implementation of the district through a subsequent rezoning does increase the opportunity for successful redevelopment of the Triangle VMU area, which could result in increased property values and, therefore, increased tax revenues. Implementation of the district has some direct fiscal impacts:

- a. If the County sponsors an area-wide rezoning, there will be no application fee to cover staff costs or any LOS monetary contributions. The Board's resolution initiating the Village district refers to a companion service district to offset some of this financial loss. The service district will be evaluated with any subsequent area-wide rezoning to implement the Village district.
- b. Staff resources will be required to prepare and process the County-sponsored rezoning application.
- c. If adopted, the Village district does allow for special use permits (SUPs), which will require staff resources for evaluation and recommendation; fees only partially cover the costs associated with staff review.

4. Timing – There is no required timeframe for action on a text amendment.

B. Take no action on ZTA #PLN2005-00581, Village Zoning District.

1. Implementation of PCRP – Failure to adopt the Village district limits the redevelopment opportunities in the area designated VMU in the Comprehensive Plan. The only available rezoning option to implement VMU would be a request for PMR, Planned Mixed Residential, or PMD, Planned Mixed Development, that would, by its nature, necessitate the aggregation of numerous properties.
2. Community Input – The majority of property owners in attendance at the community meeting in February 2005 expressed support for the new district. Those who disagreed expressed concern regarding the loss of some by-right uses from the B-1, General Business, district that is currently in place over a portion of the affected area. A copy of the draft ordinance language was sent to all property owners in the area in preparation for the Planning Commission public hearing; no one spoke at the Planning Commission public hearing.
3. Fiscal Impact – Failure to adopt the Village district does not create a direct fiscal impact to the County. However, failure to adopt and implement the district may hamper redevelopment of the Triangle study area, which could result in lower property values and tax revenues.
4. Timing – There is no required timeframe for action on a text amendment.

V. Recommendation is that the Board of County Supervisors accept Alternative A and adopt the attached Ordinance.

ZTA #PLN2005-00581, Village Zoning District

July 19, 2006

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Staff: Pat Thomas, x7058

Attachments

- A. Area Maps
- B. Staff Analysis
- C. Draft Ordinance Language
- D. Planning Commission Resolution

MOTION:

**July 25, 2006
Regular Meeting
Ord. No. 06-**

SECOND:

RE: ZONING TEXT AMENDMENT #PLN2005-00581, VILLAGE ZONING DISTRICT, DUMFRIES MAGISTERIAL DISTRICT

ACTION:

WHEREAS, the Prince William Board of County Supervisors is authorized to enact zoning ordinances to promote the general health, safety, and welfare with regard to factors such as “facilitate[ing] the creation of convenient and harmonious communities,” under Section 15.2-2283 of the Virginia Code; and

WHEREAS, the Prince William County Comprehensive Plan established the Village Mixed Use designation with the adoption of the Potomac Communities Revitalization Plan; and

WHEREAS, the Prince William County Zoning Ordinance does not currently include a zoning district that implements the Village Mixed Use designation; and

WHEREAS, a zoning text amendment could provide development standards for a mix of residential and neighborhood commercial uses that would contribute to the Potomac Communities revitalization effort; and

WHEREAS, the Planning Commission held a public hearing on this matter on May 17, 2006, and recommended adoption of the district with the elimination of patio homes as an allowable single family development standard; and

WHEREAS, the general welfare and good zoning practice are served by allowing such a development pattern through the adoption of a new zoning district, entitled Village;

NOW, THEREFORE, BE IT RESOLVED that the Prince William Board of County Supervisors does hereby adopt Zoning Text Amendment #PLN2005-00581, Village Zoning District.

Votes:

Ayes:

Nays;

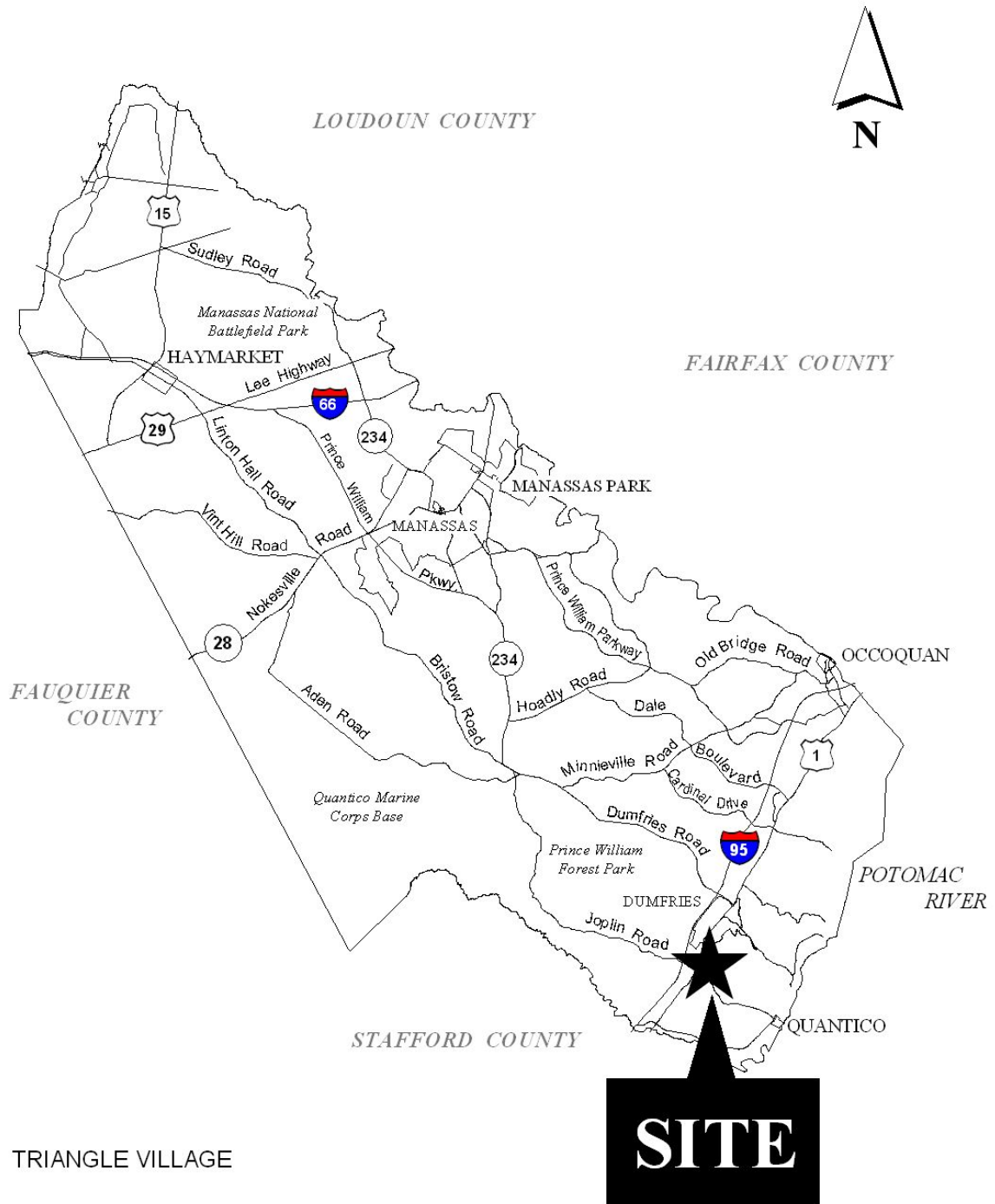
Absent from Vote:

Absent from Meeting:

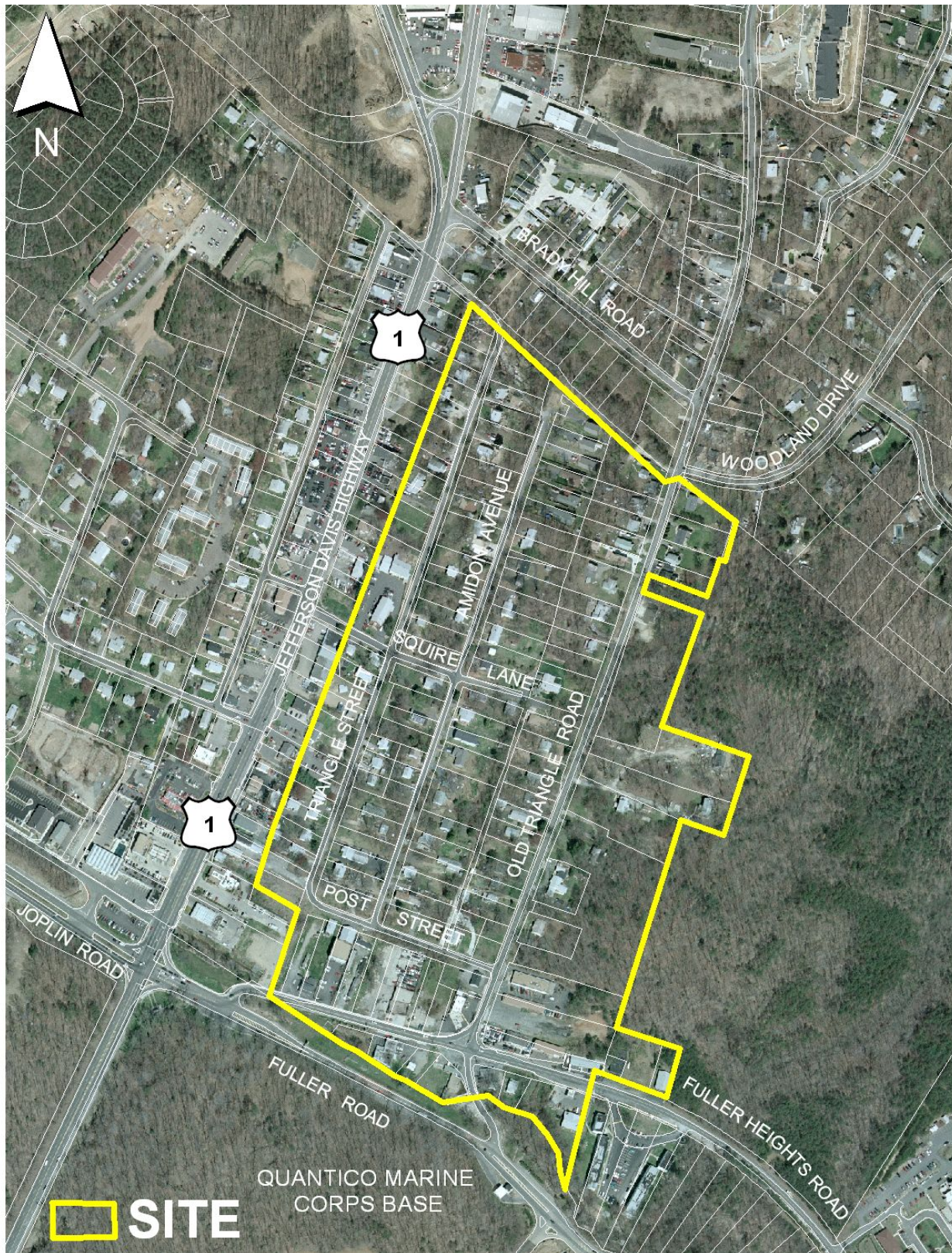
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Clerk to the Board

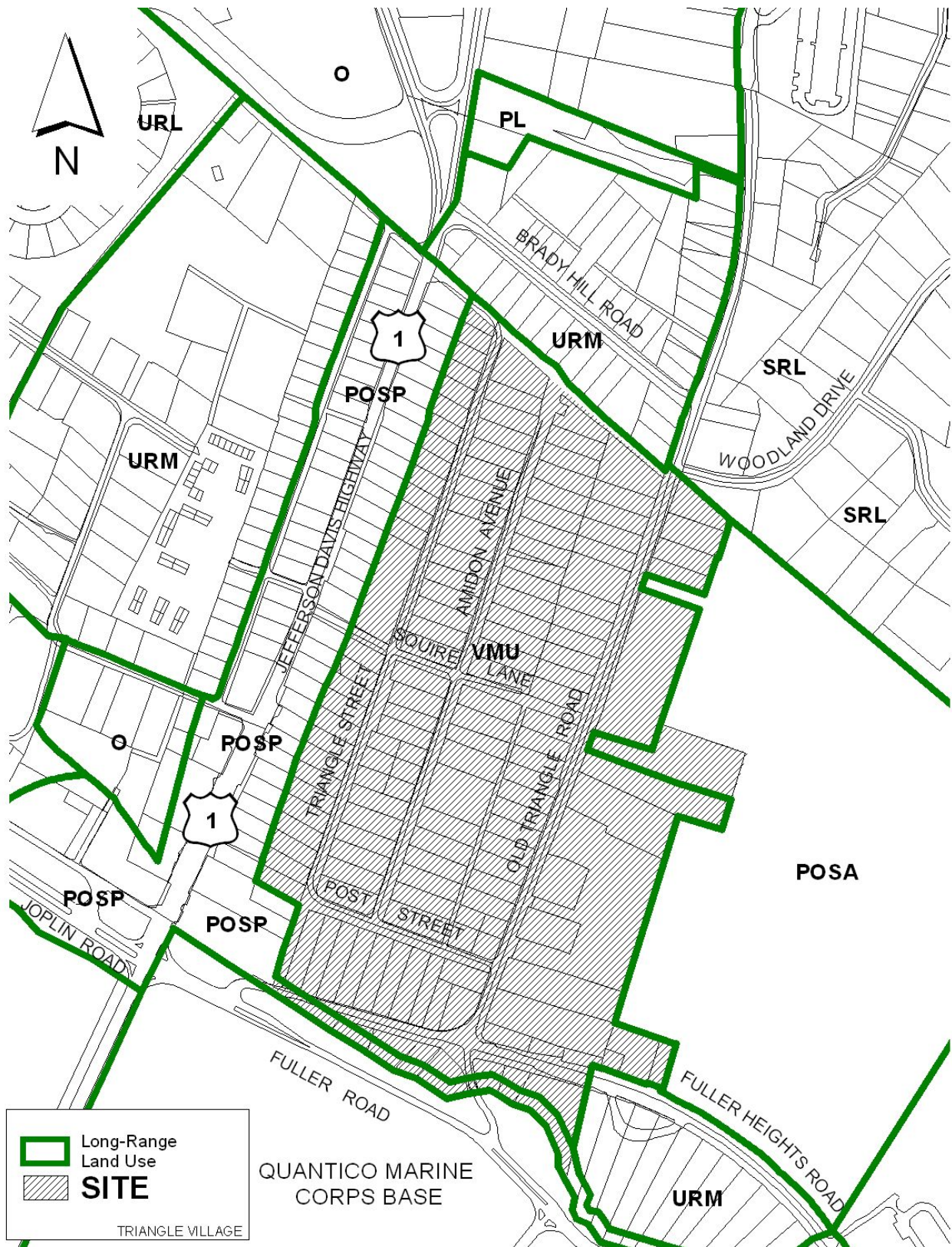
ATTACHMENT A
Vicinity Map



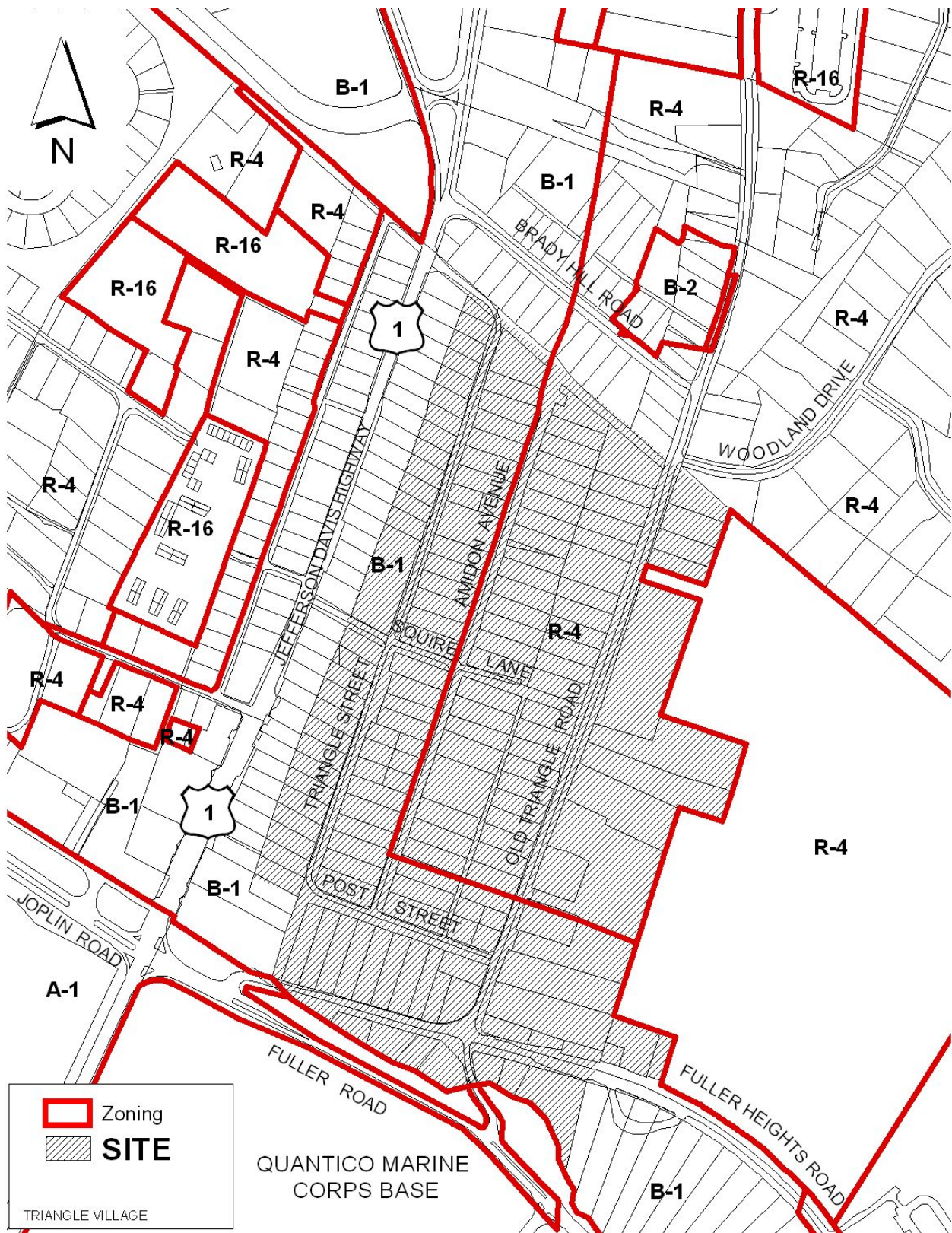
ATTACHMENT A
Aerial Map



ATTACHMENT A
Long Range Land Use Map



ATTACHMENT A
Zoning Map



Background

The Potomac Communities Revitalization Plan (PCRP) created a new land use designation, Village Mixed Use (VMU), as a tool to encourage the redevelopment of the area of Triangle between US Route 1 and Old Triangle Road. The concept of VMU is a mixed use community where residential and small scale, neighborhood commercial uses are intermingled on a traditional gridded street network. The area identified as VMU includes properties along Triangle Street, Amidon Avenue, Old Triangle Road, Squires Lane, Post Street and Fuller Heights Road (see maps in Attachment A). Currently half of this area is zoned B-1, General Business, and the other half is zoned R-4, Suburban Residential. The area has a number of nonconforming uses, and redevelopment is hampered by the current zoning pattern.

The County has several planned zoning districts that allow for a mix of commercial and residential uses, but these can result in the use of several single-use landbays within a larger development. The proposed Village district is different in that it allows residential uses to abut commercial uses without the normal buffer between the two. The design standards within the district provide sufficient protections to both the commercial and residential uses so that they can be successfully intermingled. The standards create a small scale, pedestrian-friendly village community that can benefit from its proximity to the Marine Corps Heritage Center, providing neighborhood and tourist services and affordable residential units.

Strengths

- Residential Development:
 - Building upon the existing gridded street network, the Village district creates an opportunity for single family, duplex, multi-family and townhouse development in immediate proximity to neighborhood commercial services.
 - The district references existing development standards for the different dwelling unit types found in the PMR, Planned Mixed Residential, district.
 - Townhouse and multi-family developments are limited to no more than one acre, unless approved with a special use permit, to maintain the appropriate scale of development.
 - Minimum and maximum front setbacks are required, and parking is shifted to side and rear yards to create pedestrian-friendly streets.
 - The district also introduces mixed-use buildings, provided the ground floor use is non-residential.

ATTACHMENT B

Staff Analysis

- Nonresidential Development:
 - The neighborhood commercial uses are those found in the B-2, Neighborhood Commercial, district with a few exceptions that were deemed to be out-of-scale with residential development.
 - Nonresidential uses are limited to a maximum of 8,000 square feet, on no more than one acre, unless approved with a special use permit.
 - Minimum and maximum setbacks, lot coverage, lot size and lot width are established to create a pedestrian friendly environment, with parking moved to the side and rear yards.
 - The district standards provide for opaque screening between residential and nonresidential uses if the residential use is within 5' of the joint property line.
 - Additional architectural standards regulate building height, roof lines, window coverage and building materials to ensure compatibility with residential uses.
 - Signage, fencing and open space are regulated to ensure compatibility with surrounding residential development.
 - Flexibility is built into the district through a special use permit provision – should a property owner propose a development that supports the village concept but does not meet the specific village standards, a special use permit can be requested.

Weaknesses

- **Community Opposition:** During the community meetings, one property owner expressed concern over the loss of B-1 uses, should the area be rezoned to the Village district.
- Lack of Proffers: The Board initiated the development of the Village zoning district and the rezoning of the affected properties in July 2004. Board-initiated rezonings do not normally include monetary contributions for LOS service impacts, nor does it include any application processing fees. The Board's initiating action did, however, include consideration of a service district for the affected area, which would provide for a special assessment to contribute toward infrastructure improvements in the area. The service district will be evaluated along with the action to rezone the affected properties.

ATTACHMENT B

Staff Analysis

- Distribution of Uses: As drafted, the Village zoning district does not require a specific mix of uses. While the intent of the Village is a mix of residential and neighborhood commercial uses, it is possible for the area to redevelop entirely residentially or entirely commercially. Given the current market conditions, it is likely that the area will see more residential development in the short term. However, the opening of the Marine Corps Heritage Center in November, which will provide a new customer base, coupled with the imminent widening of US Route 1 in the area, which will displace some of the neighborhood commercial uses fronting on US Route 1, may favorably affect the demand for the neighborhood commercial services anticipated in this area.

Staff Recommendation: Adoption

PART 350. POTOMAC COMMUNITIES, GENERALLY

Sec. 32-350.01. Purpose and Intent

The purpose of the Potomac Communities districts established in the following sections is to implement the strategies, policies and recommendations of the Potomac Communities Revitalization Plan. The districts encourage the redevelopment and revitalization of those areas identified within Potomac Communities as having unique characteristics or opportunities for mixed-use development, and provide the framework to enhance of those characteristics. In order to achieve the intended mixed-use atmosphere, deviations from some requirements of the Design and Construction Standards Manual, as well as some general provisions of the Zoning Ordinance, are prescribed herein. The use of these districts is limited to those areas of Potomac Communities identified for mixed-use development:

1. village mixed-use (VMU); and
2. urban mixed-use (UMU).

Sec. 351.00. Village (V) District.

Sec. 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.

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.

ATTACHMENT C
Draft Ordinance Language

2. No waiver or modification may be granted from any regulation or restriction imposed by the V district except as specifically provided herein.

Sec. 32-351.03. Uses Permitted by Right.

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

1. Adult-day car facility
2. Attached single family dwellings on lots up to one (1) 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. Cultural arts center
10. Data and computer services
11. Dry cleaning/garment processing facility, retail less than three thousand square feet (3,000sf)
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

ATTACHMENT C
Draft Ordinance Language

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 (1) 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, not including drive-in/driveup, drive-through, or carry out
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

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 32-400.13 herein:

- 1. Medical or dental laboratory, ancillary to medical or dental clinic
- 2. Photographic processing laboratory, ancillary to retail store

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 (1) acre.
- 2. Multi-family dwellings on lots in excess of one (1) acre.
- 3. Nonresidential and mixed-use buildings that do not meet one or more of the development standards described in section 32-351.08 below.
- 4. Car wash, manned or self-service.
- 5. Catering, commercial.
- 6. Farmers' market
- 7. Live entertainment and dancing
- 8. Motor vehicle fuel station, retail.
- 9. Restaurant, drive-in, drive-up, drive-through or carry-out.
- 10. Bed and breakfast, subject to the standards of section 32-300.15.

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 (10') but shall not exceed twenty feet (20'). 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 (10') but shall not exceed thirty five feet (35');
 - b. side setbacks shall be at least twenty (20'); and
 - c. through lots shall be treated as if they have two (2) 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 (4') 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 thirty three percent (33%) 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 fifty (50%) of the total front setback area. An illustrative example is found in section 32-351.07.1 below.

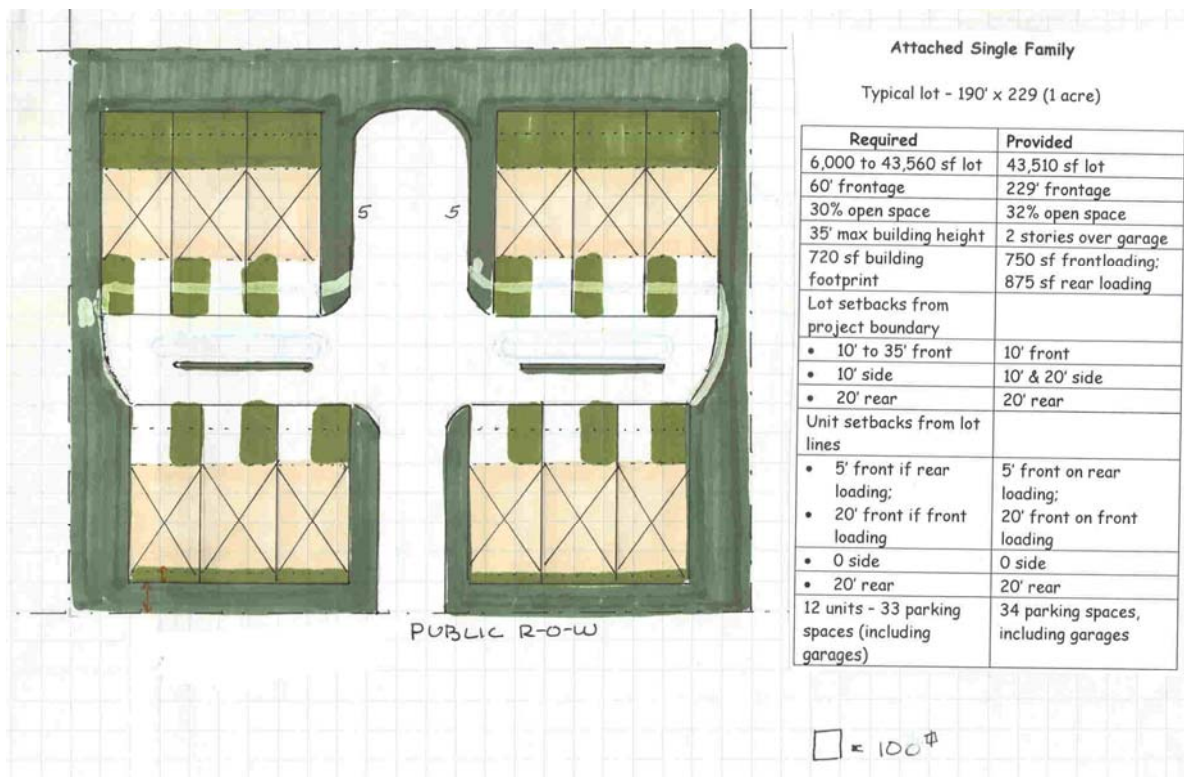
ATTACHMENT C

Draft Ordinance Language

- c. Parking for multi-family dwellings shall not be permitted within the front setback or within the first ten feet (10') 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 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 (1) monument sign at each entrance to the project parking area, provided the entrances are at least sixty feet (60') apart if on the same public right-of-way. Each monument sign shall be limited to no more than four feet (4') in height and twenty square feet (20sf) per sign face and shall be located within the parking area setback.

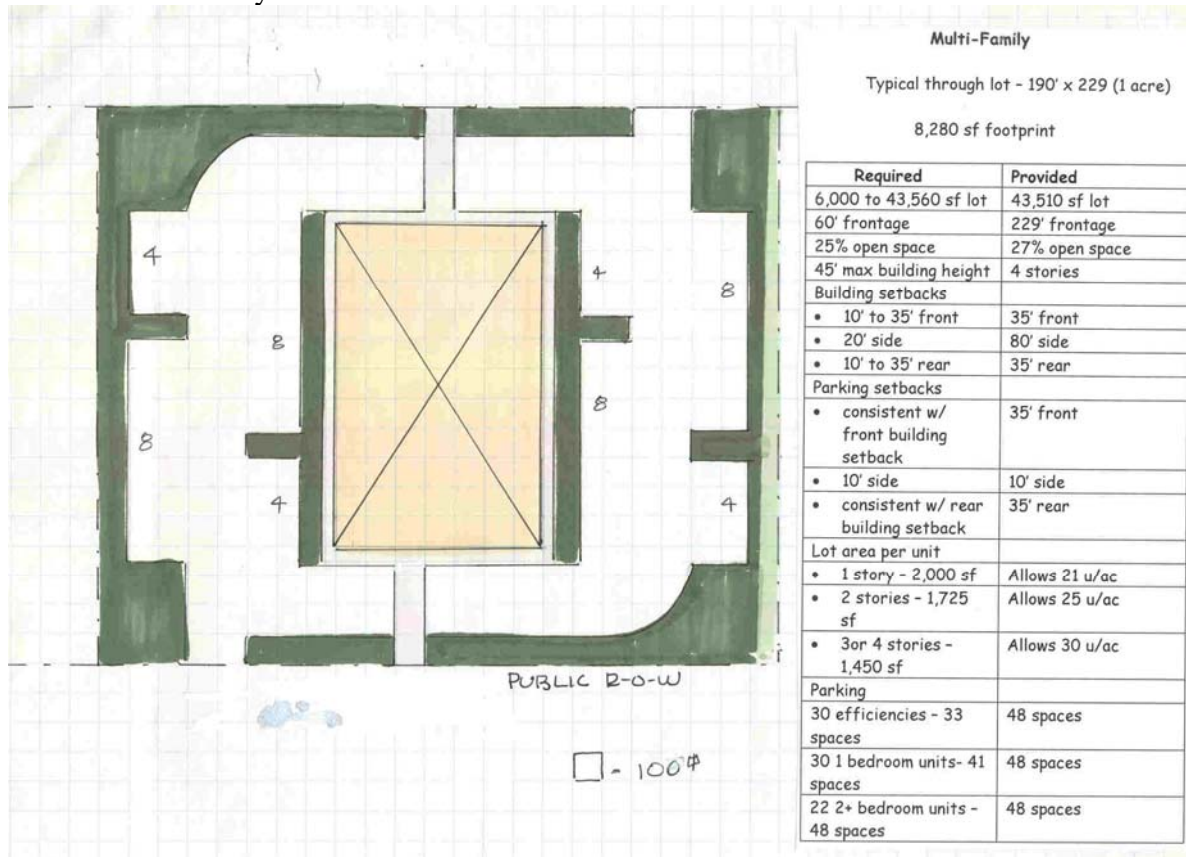
Sec. 32-351.07. Illustrative Examples of Residential Development Standards.

1. Attached single family:



ATTACHMENT C Draft Ordinance Language

2. Multi-family:



Sec. 32-307.08. 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 ten thousand square feet (10,000sf), but shall not exceed one (1) acre.
2. Lot frontage shall be no less than sixty feet (60'), but shall not exceed one hundred ninety feet (190').
3. Lot coverage shall not exceed seventy five percent (75%) 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 forty five feet (45').

ATTACHMENT C
Draft Ordinance Language

6. Individual nonresidential uses shall be limited to a maximum building area of eight thousand square feet (8,000sf).
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 (10') and no greater than twenty feet (20'). Through lots shall be treated as if they have two (2) frontages for setback purposes, but not for signage purposes.
 2. The side setback shall be no less than twenty feet (20'); however, corner lots shall provide a minimum of ten feet (10') and a maximum of twenty feet (20') along the side facing the public right-of-way.
 3. Except for through lots, as provided in a. above, the rear building setback shall be no less than twenty feet (20').
 - b. Parking setbacks:
 2. Parking shall not be permitted within any front setback area or within the provided side setback area on a corner lot.
 3. All parking must be set back at minimum of ten feet (10') 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 (1) change or break in plane within every sixty foot (60') segment. Vertical roof changes, porch roofs and dormers are examples of acceptable plane changes.
 - b. Windows shall cover between ten percent (10%) and fifty percent (50%) 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.

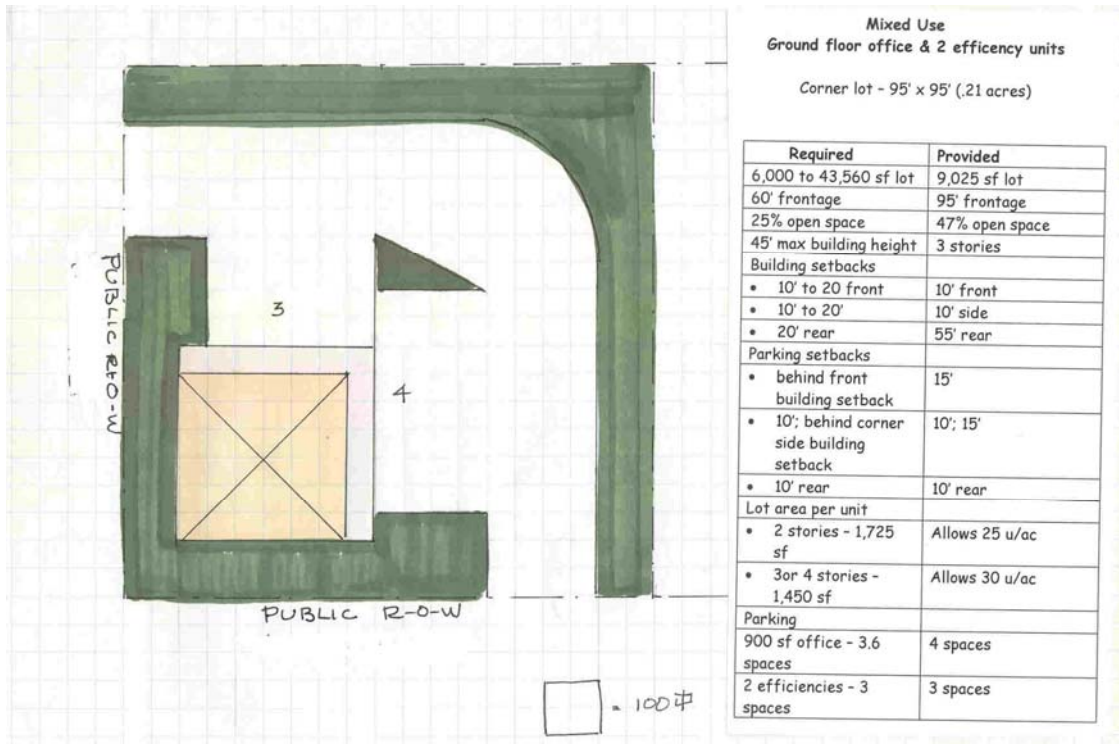
ATTACHMENT C
Draft Ordinance Language

10. Open space, landscaping, screening and fencing:
- a. At least twenty five percent (25%) 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 (4') in height.
 - f. When a nonresidential or mixed-use lot abuts a residentially developed lot and the residential structure is within five feet (5') 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 (4') in height at installation, but shall be maintained at a height between four feet (4') and six feet (6'). 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 (1) façade sign on each building face fronting a public right-of-way, and either one (1) monument sign or one (1) perpendicular projecting sign per lot, as follows:
- a. Façade signs shall be located below the top of the first story, and shall not exceed one-half square foot (0.5sf) for every linear foot of building frontage, with a maximum of fifty square feet (50sf) per sign.
 - b. Monument signs shall be located within the front building setback and shall not exceed four feet (4') in height or twenty square feet (20sf) in sign area per face.
 - c. Perpendicular projecting signs shall be located such that the bottom of the sign is at least nine feet (9'), but not more than twelve feet (12'), from the finished grade. Total sign area shall not exceed twenty square feet (20sf) 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.

ATTACHMENT C

Draft Ordinance Language

2. Mixed-Use:



Sec. 32-351.010. 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 one hundred twenty percent (120%) of the minimum parking requirement, unless a parking structure is provided.
2. When public parking is provided within five hundred feet (500') of the site, nonresidential developments may request a modification of up to 50% of the parking standard. The request for modification must include a parking tabulation study for all nonresidential development within five hundred feet (500') of the public parking facility.

ATTACHMENT D
Planning Commission Resolution