



**PLANNING COMMISSION
WORK SESSION AGENDA**

Heritage Conference Room

October 20, 2016

(Immediately following regular meeting)

- 1) **Call to Order** – Vice Chair Chip Paciulli
- 2) **Vice Chair’s Comments**
- 3) **Discussion of Current Planning Documents: Land Use**
- 4) **Adjournment**

If you require any type of reasonable accommodation as a result of physical, sensory or mental disability in order to participate in this meeting OR if you would like an expanded copy of this agenda, please contact Tucker Keller at (540) 338-2304 at least three days in advance of the meeting. Expanded copies of the agenda may not be available the night of the meeting, please request a copy in advance.

USE OF ELECTRONIC DEVICES DURING MEETINGS For the comfort and consideration of others, all cellular phones must be turned off and cannot be used in the Council Chambers. Pagers must be set on silent or vibrate mode. This is requested because of potential interference with our recording devices and the transmittal of our hearing impaired broadcast.

THIS PAGE INTENTIONALLY LEFT BLANK



STAFF REPORT
WORK SESSION ITEM

Item # 3

SUBJECT: Discussion of Current Planning Documents: Land Use

DATE OF MEETING: October 20, 2016

STAFF CONTACT: Daniel Galindo, AICP – Senior Planner

SUMMARY:

The Planning Commission will begin a discussion of land use based on its review of the:

1. *Purcellville, Virginia 2025 Comprehensive Plan*, and
2. the three draft reports summarizing and analyzing each of the first three rounds of public engagement for the Comprehensive Plan Update.

NOTE: Other documents may also be discussed if determined to be relevant by the Planning Commission or Town Staff.

ATTACHMENTS:

1. Land Use chapter (pg. 106-116) of the *Purcellville, Virginia 2025 Comprehensive Plan*

THIS PAGE INTENTIONALLY LEFT BLANK

Land Use

A primary purpose of this Comprehensive Plan is to set forth Purcellville's policies and goals for the future use of land within the Town and to address needed changes in existing land use and amendments to land management ordinances. The following sections discuss the changes in land use since 1998 and provide future land use recommendations to achieve the vision for Purcellville established by this Plan.

1998 Comprehensive Plan Recommendations

The 1998 Plan identified various planning factors that would influence future development patterns. These factors included identification of vacant land, proposed road improvements, historic areas, the central business district, and industrial and commercial areas. Future low to moderate density residential development was envisioned in the southern portion of Town in the vicinity of the proposed Southern Collector Road (A Street) and north of the Town limits. Medium to high density residential development and townhouses were envisioned in the eastern portion of Town and south of Main Street. Future commercial development was envisioned in the downtown and on East and West Main Street. Additional industrial development was envisioned north of downtown and in the vicinity of the Route 7 By-pass.

Residential land use categories recommended included: low density single-family (up to 2 units per acre); moderate density single-family (2-3.5 units per acre); medium-high density single-family/duplex (3-5 units per acre); low density townhouses (3-5 units per acre); high density townhouses (5-8 units per acre); high density single-family, zero lot line (5-8 units per acre); and high density multi-family (8-15 units per acre).

In addition to considering the available capacities of public roads, utilities and facilities in reviewing potential new development, the Plan recommended protection of the community's historic, architectural and ecological resources. Both the Brown Farm (Crooked Run Orchard) and the Cole Farm were identified as deserving special attention if developed to protect important agricultural and historic resources. Fireman's Field also was identified as important public recreational and open space. Finally, the historic downtown business district was identified as an area for renewed investment and positive economic development.

Existing Land Use

Some of the most dramatic change in Purcellville can be seen in the change in land use. The existing land use and zoning in Purcellville is shown on the following Existing Land Use and Zoning Maps. Figure 22 comparing land use changes from 1997 to 2005 is shown below.

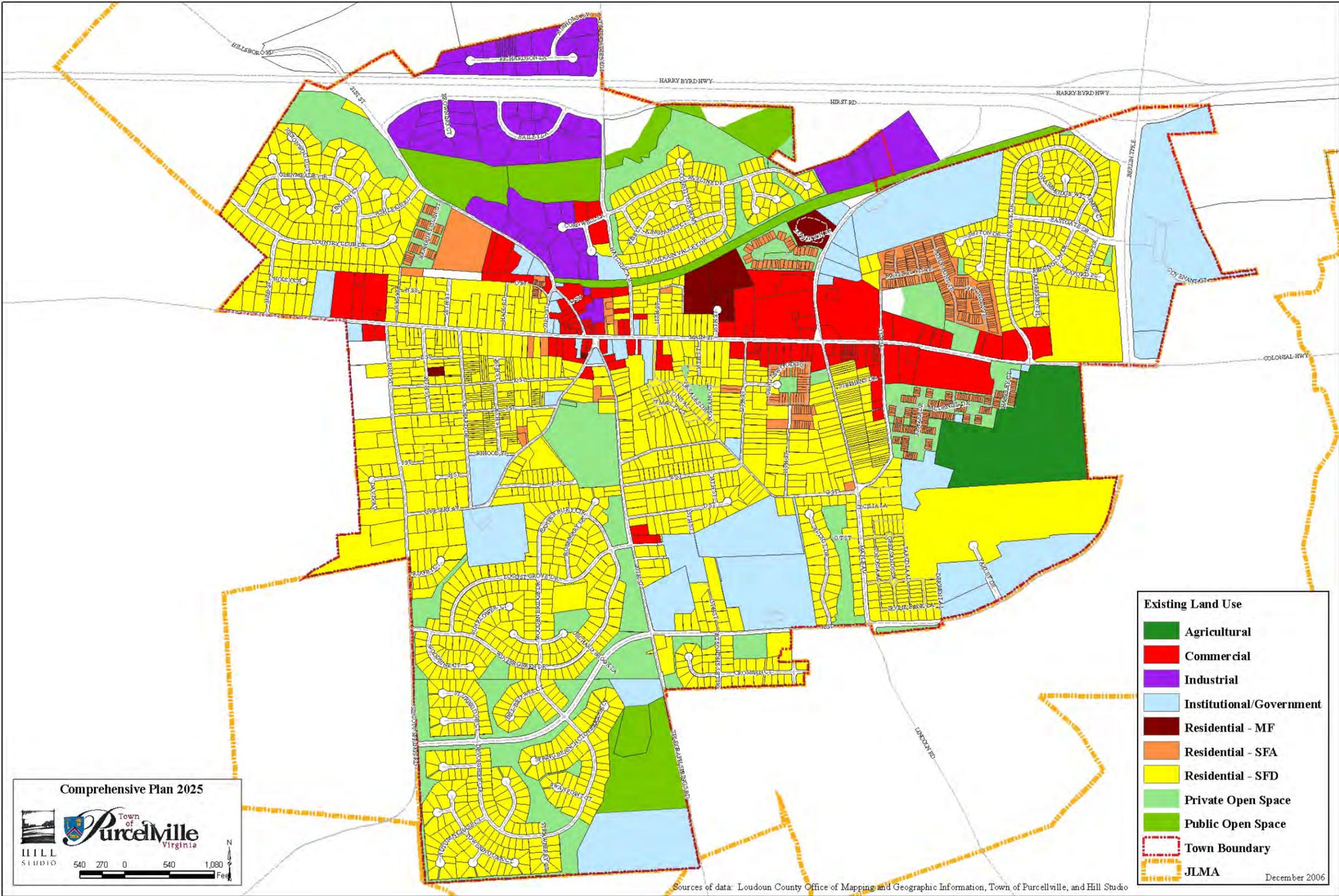
**Figure 22. Land Use Change 1997 – 2005
 Town of Purcellville**

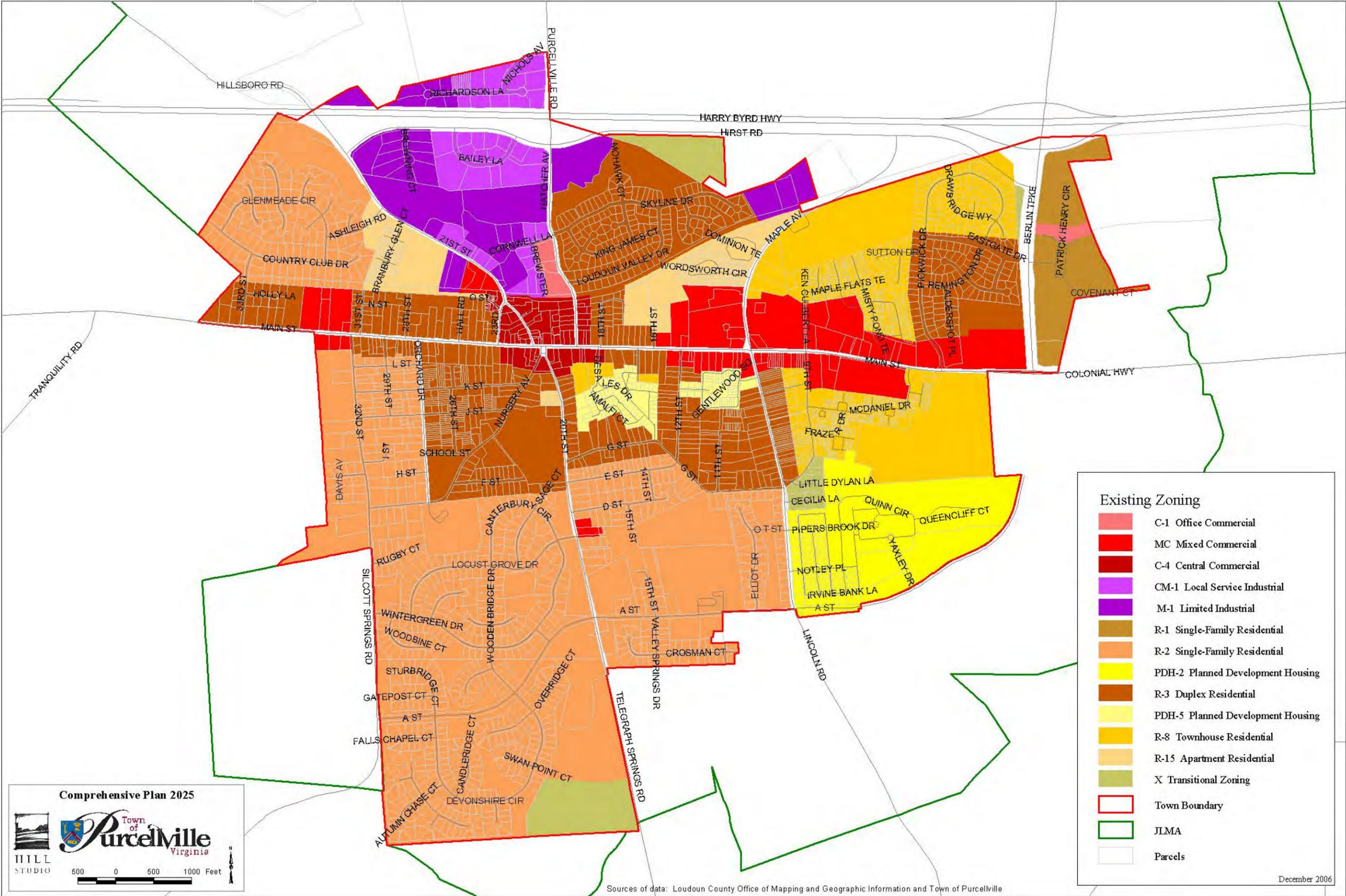
Land Use Categories	1997 Acres	1997 %	2005 Acres	2005 %
Agricultural	-	0%	41.8	3%
Commercial	94.6	7%	99.9	6%
Industrial	28.0	2%	87.7	5%
Institutional/Government	121.0	9%	275.5	17%
Parks & Open Space	51.0	4%	226.1	14%
Residential - SFD, SFA, MF	397.8	31%	773.2	47%
Streets & Public Rights-of-way	145.0	11%	119.5	7%
Vacant	462.6	36%	26.6	2%
Total Acres	1300		1650.3	100%

Source: Town of Purcellville Department of Planning & Zoning

It should be noted that GIS mapping was used to determine the 2005 information, while the 1997 information was derived through a less definitive method. While the comparison has some conflicts in some of the categories (i.e. agriculture and streets), the table provides a reasonable overview of where general land use changes have occurred and it serves as a baseline for future comparisons. There are some additional notes that assist in understanding the comparison. Between 1997 and 2005, the Town annexed several properties from Loudoun County, thereby increasing the total Town acreage by 350 acres. Also, in 1997 agriculture may have been included in the figures for residential or vacant land.

As shown in Figure 22, residential development has increased since 1997 and in 2005 comprises over 50% of the acreage in the Town. Institutional and government lands have also increased from 9% in 1997 to 17% in 2005 due to the addition of new Town property, several churches and Patrick Henry College. In conjunction with residential development, the amount of open space increased to 14% in 2005 as a result of new planned housing developments with dedicated open spaces.





Future Land Use

The desired future land use for the Town of Purcellville is shown on Map10 - Planned Land Use Map. This map was developed through detailed analyses and evaluations of the elements of this Comprehensive Plan, including land use, development opportunities, built densities, public transportation and infrastructure capacities, demographic projections, extensive public input and community goals for the future. The projected future land use is reflective of the policies and initiatives discussed in the various elements of this Comprehensive Plan and the Town’s desire to:

- achieve a better balance between residential and commercial and industrial development;
- increase opportunities for commercial and industrial growth;
- provide development densities in residential neighborhoods that reflect the existing built density;
- ensure public facilities adequate to meet desired land development and growth patterns; &
- provide greater protection for public open space, environmentally sensitive areas, and historic properties.

The Planned Land Use Map is to be used as a guide in making future land use and zoning decisions for the Town of Purcellville. The map also is to be used for planning public facilities such as utilities, roads or other public improvements. A table summary of the Planned Land Uses shown on the map is presented in Figure 23 below.

Figure 23. Planned Land Use by Acreage and Percentage

Planned Land Use Category	Acreage	Percent of Land Area
Agricultural/Tourist Commercial	42	2.8%
Downtown Commercial	36	2.4
Flex Office/Industrial	48	3.2
Historic Office/Residential	16	1.1
Industrial	19	1.3
Institutional/Government	221	14.8
Mixed Use Commercial	137	9.2
Neighborhood Commercial	7	0.5
Private Open Space	130	8.7
Professional Office	16	1.1
Public Open Space	108	7.3
Residential – 2 Units/Acre	549	36.9
Residential – 3 Units/Acre	96	6.4
Residential – 5 Units/Acre	20	1.4
Residential – 8 Units/Acre	30	2.0
Residential - MF	14	0.9
Total	1,633 acres	100.0%

Source: Town of Purcellville Department of Planning & Zoning

2025 Land Use Policies and Categories

To implement the updated community goals set forth in this Comprehensive Plan, the following Land Use Policies are established to guide future land development and zoning decisions. Implementation strategies are recommended with each policy to promote the policies and land use categories established by this Comprehensive Plan.

- 1. *Harmonious, Compatible and Orderly Land Development:* Provide for managed community growth and land development that ensures harmonious, compatible and orderly land use patterns, enhances the unique community character of Purcellville and preserves landmarks (i.e., Cole Farm, Train Station, Dillon's Woods and Tabernacle).**

Implementation Strategies:

- 1.1 Amend the Zoning and Subdivision Ordinances to reflect the recommended development standards and land uses discussed in this Comprehensive Plan.

- 2. *Balanced Distribution of Land Uses:* Provide a diversity of land uses in suitable locations to support the residential and business needs of Purcellville while ensuring economic, social and financial stability.**

Implementation Strategies:

- 2.1 Amend the Zoning Map to reflect the future land use recommended by this Comprehensive Plan and the Planned Land Use Map.
- 2.2 In considering future rezoning applications and/or annexation requests, evaluate utility service demands and available capacities for new development and give priority to serving and achieving the long-term community goals and future land use recommended in this Comprehensive Plan.

- 3. *Infill Development and Redevelopment:* Promote compatible infill development and redevelopment of underutilized commercial and industrial properties and areas targeted for revitalization.**

Implementation Strategies:

- 3.1 Prepare design guidelines and educational materials to promote the desired infill development and redevelopment recommended in this Comprehensive Plan.
- 3.2 **Develop and provide incentives and tools needed to initiate appropriate infill development and redevelopment of areas identified in this Comprehensive Plan. Incentives and tools to be considered include financial assistance programs, zoning amendments, and tax service districts.**

To achieve the goals of this Comprehensive Plan, specific land use categories are recommended to guide future development in Purcellville. These categories are discussed in the following paragraphs. Additional land development guidelines are set forth in the following section, Community Design.

Residential

Five residential land use categories with different maximum density limits are shown on the Planned Land Use Map in this Chapter by five different colors. These categories reflect existing residential development patterns and densities that include single family detached, single family attached (duplex, townhouse), and multi-family dwellings (apartment buildings and second floor apartments in mixed use buildings). The overall goal is to have development be compatible in density with the existing built density to maintain community character. The five residential land use categories are listed by the maximum densities for each category and by color on the Planned Land Use Map.

Accessory dwellings are appropriate provided that they have adequate off-street parking, are clearly subordinate in size to the principal dwelling, and do not adversely affect the neighboring properties or the overall density of the neighborhood.

Institutional/Government

The areas shown on the Planned Land Use Map designated as institutional/government include various public and semi-public buildings and facilities or those associated with public functions. Public uses include schools, community centers, Town-owned property (train depot, parking lots, Town Hall, wastewater treatment and water treatment plants). Public utilities such as electric power, telephone and other providers are included in this government category. Semi-public uses include institutions such as churches and the college, as well as Firemen's Field.

The Town does not currently have a zoning category affiliated with this type of land use. It is recommended that this unique land use category be recognized and that a new zoning district be developed to address these land uses.

Open Space – Public and Private

There are many dedicated parks and open spaces in Purcellville, both public and private. This new land use category recognizes that specialized land use and provides for the continued use of that land as parks and open space. A new zoning district should be established for dedicated parks and open space. Public open spaces should be zoned accordingly.

Historic Office/Residential

Purcellville has gained historic district recognition for qualifying parts of town generally located along Main Street and downtown. Some residential structures on East Main Street and in the area between Firemen's Field and the Methodist Church either are already being used for mixed office and residential or have the potential to be used in that manner in the future. This land use category is similar to the Office/Residential category included in the 1998 Comprehensive Plan on

East Main and is recommended be expanded to the area between Firemen's Field and the Methodist Church in order to maintain the historic integrity of the properties while providing opportunities for alternative development. The intent is to provide the option for limited professional office use in conjunction with an established residential use in specified areas.

The existing R-3(A) Office/Residential zoning district could be used to implement this land use category. This district is included in the Purcellville Zoning Ordinance, but has never been applied to specific properties, so is not included on the Zoning Map. The district provides that at least fifty percent of the structure must be used residentially; that the appearance and character of the structure must be maintained in accordance with recommended historic guidelines for rehabilitation; and that any parking must be landscaped and located to the rear of the building. These provisions should be evaluated and revised as necessary to ensure that they will achieve the desired transitional land use in these areas. Rezoning of properties to this district may be considered where the change in land use is supported by the majority of surrounding property owners.

Neighborhood Commercial

This special land use category is intended to provide easily accessible, small retail and service establishments oriented to supporting frequent residential needs. Those areas recommended for neighborhood commercial are envisioned to be compact, commercial or non-residential development that enhances adjacent residential properties; involves compatible activities and hours of operation; and is characterized by small buildings (less than 3,000 square feet in size) with limited parking.

Two areas are recommended for possible neighborhood commercial development: the Hirst Farm-Locust Grove Neighborhood and the Village Case Neighborhood. Typical neighborhood commercial uses would be a daycare, neighborhood grocery, personal service establishment (beauty shop, barber shop, tailor or seamstress, etc.), community center and bed and breakfast. The maximum height of structures should be 35 feet or less. Buffers should be provided between adjacent residential uses and the non-residential building and parking area. Signage should be limited to less than 20 square feet. All exterior lighting must meet Town outdoor lighting regulations to minimize glare and light pollution.

Downtown Commercial

This land use category is recommended for the downtown central business district extending from Hatcher Avenue to just beyond 23rd Street and including areas north of the W&OD Trail on North 21st Street and Cornwell Lane. This Plan recommends additional commercial district space for expansion of the downtown business district. Zoning in the downtown must provide for appropriate commercial uses, as well as mixed-use, with the possibility of residential use above the first floor. The existing C-4 Central Commercial zoning district should be revised to reflect this goal of increased commercial and mixed uses. District regulations also should be amended to reflect the urban nature of this area. Landscaping is recommended in public areas, but large buffer yards are not in keeping with the desired urban scale of development in downtown. Parking

provisions should be amended to accommodate shared parking opportunities, public transportation options, and the need for structured parking.

New infill development in downtown must be in context with existing development; building height should be based on the relationship from the ground elevation of 21st Street, and buildings should be limited to a maximum Floor Area Ratio (FAR) of 3.0. Additional height and FAR may be considered where there are special public benefits, such as public art or spaces, or unusual topographic conditions. New buildings should be designed and constructed to be compatible with and in context with adjacent buildings.

Professional Office

There is limited space designated for professional office or similar types of uses in Purcellville. Consequently, many offices are developed in the town's retail or industrial areas. A new land use category is recommended for professional office in the vicinity of Hirst Road between Maple and Hatcher Avenues. These uses will be visible from the Route 7 Bypass and should include development provisions for attractive landscaping, architectural features, and parking that is screened from view. Tracts in this area of town should be considered a priority for future annexation to expand commercial opportunities.

Professional office buildings should be restricted to a maximum height of 45 feet and a maximum FAR of 1.0. Buildings and parking should occupy no more than 60 percent of the lot. Street frontages should be landscaped and parking screened from public view. No development should be permitted within the floodway or the 100-year floodplain.

Mixed-Use Commercial

The East and West Main Street corridors beyond downtown represent a different type of commercial development than what is in the downtown business district. A new mixed-use commercial land use category is recommended for the commercial areas of East Main Street. The intent of this district is to provide for a variety of retail shopping, office uses, and miscellaneous recreational and service activities in compact clusters.

At the western Town limits, additional property on the south side of West Main Street could be considered for rezoning if consolidation and redevelopment resulted in enhanced site development, improved access and traffic management.

Buildings should be limited to a maximum height of 45 feet and a FAR of 1.0. Buildings and parking should occupy no more than 70 percent of the lot. Buildings should be located close to the street, with most off-street parking located in the rear and none to the front of buildings. Street frontages and parking areas should be landscaped. Street entrances for traffic should be minimized and coordinated with adjacent commercial properties. All development should include pedestrian circulation systems.

Flex Office/Industrial

This land use category is intended to provide for light industrial or warehouse uses with associated office space. Future land uses would include an office park with associated warehouse facilities, and light industrial businesses with or without storage operations. Buildings and parking should cover no more than 75 percent of the property. Buildings should be limited to 45 feet or less. The FAR should not exceed 1.0. Street frontages and parking areas should be landscaped. Storage areas should be located in yards that are not visible from the street.

Agricultural/Tourist Commercial

This new land use category was created to protect and enhance the last remaining agricultural property in Purcellville, Crooked Run Orchard, which is included in a Town Agricultural District. The category is intended to permit the continuation of the existing agricultural uses on the property, while allowing future commercial uses that may be compatible with agriculture, but provide additional options for income from the property. Planned uses could include traditional agricultural or horticultural uses, as well as restaurants; art galleries and shops; a hotel; a bed and breakfast inn; a spa; a conference center or corporate retreat; a winery; and wayside stands and other similar farm-based or tourist-oriented activities.

Buildings should be limited to a maximum height of 35 feet and should be setback from Main Street by at least 100 feet. Buildings and parking should cover no more than 30 percent of the property.

The Crooked Run Orchard property should also be considered by the Town as a priority tract for preservation through the Town open space preservation program. Preservation of all or portions of the property should be considered through acquisition of open space easements, fee simple purchase, or other means.

