



Town of Haymarket  
15000 Washington Street, #100  
Haymarket, VA 20169  
703-753-2600

# STAFF REPORT

**PC Meeting Date:** April 14, 2026  
**Agenda Title:** Schoolhouse Commons Rezoning  
**Zoning District:** B-1 Town Center  
**Requested Action:** Formal Review for Planning Commission  
**Staff Lead:** Lydia Schauss, Town Planner  
Emily Kyriazi, Town Manager and Zoning Administrator

## EXECUTIVE SUMMARY



The applicant has submitted a rezoning application for the Schoolhouse Commons property, requesting a change from the existing B-1 Town Center zoning designation to a split zoned configuration consisting of B-1 Town Center and R-2 Residential.

The purpose of the rezoning is to rezone 7.25 acres of the property to R-2, residential, and construct 58 townhouses, while maintaining 1.59 acres as commercial B-1. The proposed improvements and rezoning on site would create a mixed-use parcel, with a combination of active commercial businesses and residential homes. The surrounding area comprises of mainly residential uses, varying in density and less intense commercial uses. It shall be noted the commercial uses are located within Prince William County. The subject property is on the Town's outer-most eastern border at the Prince William County line.

Upon receiving and reviewing the resubmitted rezoning application, the Town is providing a formal review and recommendation based on Graystone Developers application in accordance with the Town Zoning Ordinance, Comprehensive Plan, and surrounding land use context.

## **BACKGROUND**

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Request: The applicant, Graystone Companies, LLC., has submitted a rezoning application for Schoolhouse Commons Neighborhood on the QBE property for an 8.84-acre Mixed-Use Community.

Site Location: 14600 Washington Street, near the northeast corner of the intersection of Washington St and Greenhill Crossing Dr (Intersection #2) and Washington St and Bleight Dr (Intersection #1).

This property is locally known as Quality Business Engineering (QBE) and may be referred to as such in the following report and discussion.

Zoning: The entirety of the site is currently zoned B-1, Town Center. The total acreage of the current site is 8.84 acres.

Surrounding Land Uses: The parcel currently is home to commercial businesses varying in types of business to include office use, restaurants, brewery, dance studio, and fitness facilities. The open space fields are for the private use of the property owner and tenants; these fields are not for public use at this time.

Immediately on site near the main building is a Lewis Home single family home that has been repurposed as a restaurant, carry-out use. The proposal specifies the reuse of the Lewis Home, by integrating it into the development as an adaptive reuse project, a planned community center. The historic Gainesville District School building (brick structure) will remain in place with the proposed removal of several tenant spaces on the rear end of the structure. The site is surrounded by R-2 zoned properties to the north, west, and east of the property, with R-1 zoned single family neighborhoods and the Town Park just outside of the adjacent R-2 zoned properties. To the east of the site in Prince William County there are several multitenant commercial buildings and residential subdivisions.

Historical Background and Context: Located on the eastern side of the property, Gainesville District 19 School 35 is a historically significant building with deep ties to the Town's educational heritage. Constructed in 1935, the school was built in response to severe overcrowding at the 1884 Old Town School building, as well as at Haymarket High School, which opened in 1910. Recognizing the growing need for additional educational space, the School Board resolved in 1934

to construct a new facility. Construction began in May 1935, and the school officially opened in December of the same year.

Gainesville District 19 School 35 originally served elementary-grade students. As the Town's population increased, enrollment rose steadily, necessitating a series of expansions over the following decades. The first addition, completed in 1946, included four new classrooms, a clinic/office, a library, and a kitchen and cafeteria. A second expansion in 1954 added four additional classrooms and a vestibule to the west wing. The final major addition occurred in 1963, when five more classrooms were constructed and the cafeteria was expanded once again. The school remained in the hands of Prince William County until 2013 when it was sold to QBE LLC.

In 2013, the Lewis home was moved from 14710 Washington St to 14600 Washington St for commercial use. The building was located on the Town's property and formerly used as a Police Department. The building is a confirmed Lewis Manufacturing Company Kit Home circa 1926. With historical and architectural markers such as bracket type eaves, window and door trim taper treatments, pillar design, and handwritten numbers (in grease pencil in attic), the home was identified as the La Vitello model from Lewis Manufacturing.

Graystone Companies, LLC., intends the Schoolhouse Commons as a development that complements the existing character of the Town while providing opportunities for commercial and residential growth. The requested rezoning is intended to implement this vision by downzoning 7.25 of 8.84 acres (GPIN 7397-19-1734) from B-1 Town Center to R-2 Residential District and constructing 58 townhomes. The R-2 district is limited to 8 residential units per acre, with a projected increase in population associated with the development, estimated at approximately 186 residents based on an average of 3.2 persons per household. Graystone developer intends to remove the 1960s edition of the school, resulting in a loss of roughly three tenant spaces, for parking and rezoning of land to R-2.

## **STAFF REVIEW**

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### **Application Review according to Zoning Ordinance Section 58-3.7, Section 58-4.12, and Section 58-4.14 (General Development Plan)**

The Schoolhouse Commons Rezoning submission addresses the intent and core requirements for a GDP by providing a written and graphic description of the proposed uses, justification for the zoning map amendment, and a conceptual layout of land use, circulation, and amenities. The document includes statements addressing development intensity, building height, dwelling units, buffering of adjacent properties, and on-site improvements, consistent with the level of detail typically expected at the rezoning stage.

**Matters to be Considered in Application Review (per Section 58-4.12 of the Zoning Ordinance)**

*(§58-4.12(7) and §58-3.7(10))*

The narrative and analysis estimates that the 58 townhomes and 22,218 square feet of retained commercial space will generate approximately 24 AM peak-hour trips\* and 26 PM peak hour trips. The study evaluates six intersections within the defined study area and concludes that with the proposed access reconfigurations (below), all intersections are projected to operate at VDOT acceptable levels of service\*\*.

The system peak hours for the six (6) study intersections were determined to be: Weekday Morning (AM) Peak Hour: 8:00 AM to 9:00 AM, Weekday Afternoon (PM) Peak Hour: 4:30 PM to 5:30 PM, Saturday (SAT) Peak Hour: 5:45 PM to 6:45 PM.

1. Conversion of the primary Washington Street driveway to full access,
2. Closure of the existing exit-only driveway,
3. Construction of an entry-exit at Bleight Drive, and
4. Implementation of a westbound right-turn taper at Washington street,

The application also identifies proposed pedestrian and bicycle accommodations along the site frontage, including a crosswalk across Washington St (subject to VDOT approval) and a westbound bike lane.

*\*VDOT defines “Peak Hour Factor” as “Hourly traffic volume during maximum volume hour of the day divided by the peak 15-minute flow rate within the peak hour. PHF is a measure of traffic demand fluctuation within the analysis hour.”*

*\*\*VDOT identifies Level of Service D as acceptable and is generally described as “Approaching unstable flow (tolerable delay, occasionally wait through more than one signal cycle before proceeding)”*

*(§58-4.12(8)(2))*

The narrative acknowledges the presence of a historic and cultural resource (the Lewis Home) and the Gainesville District 19 School Building on the property and indicates that their locations have been incorporated in the overall site design.

The included Environmental Constraints Map reflects existing site conditions and areas of prior disturbance. Based on the documentation provided, the extent of prior site disturbance, and the applicant’s stated commitment to Lewis Home preservation in place, the Town does not intend to require additional archaeological or historical surveys as part of the rezoning review. Detailed protection measures, if necessary, will be addressed during subsequent stages of site plan review and construction.

*(§58-4.12(8)(5))*

The submission provides clear numeric limits for development intensity. Under the proposed R-2 zoning, 7.25 acres (approximately 82% of the site) would be limited to 40% maximum lot coverage, representing a down zoning in allowable development intensity. Under the B-1 zoning, the entire 8.84-acre site could be developed with up to 85% maximum coverage. The revised submission adheres to all Town zoning area regulations.

*(§58-4.12(8)(6))*

The submission identifies special amenities intended to serve future residents and the surrounding community, including common green spaces, pedestrian connections, and shared open space areas integrated into the site layout. The document references enhanced landscaping along Washington Street and interior open spaces to support buffering, and streetscape improvements.

The submission clearly depicts all landscaping requirements. Exact detailing of plant selections will be finalized in the site plan phase and in accordance with the approved Plant List in the Town's Zoning Ordinance.

The submission indicates the installation of two brick hardscape features located at the Washington Street entrance to enhance the site's streetscape and entry design. The submission additionally indicates the installation of a community gazebo at the front entry, to provide additional screening. Architectural concepts to be considered during site plan phase.

*(§58-4.18(11))*

The applicant has submitted a waiver request related to fencing requirements as part of the rezoning application. This request is considered a modification pursuant to Section 58-4.8(11) and is incorporated into the General Development Plan materials for consideration by the Town Council.

The Town is in discussion with applicant regarding the inclusion of additional fencing or hardened barrier adherent to ARB guidelines along the B-1 and shared parking boundary in lieu of a landscaping buffer. The preexisting privacy fence line is noted on the Conceptual Landscape Plan Sheet No. 9 of the Zoning Map Amendment and is additionally noted in the submitted narrative on page 2 (rezoning package page number 14 of 263).

**Matters to be Considered in Application Review (per Section 58-4.14 of the Zoning Ordinance)**

**(§58-4.14) (b) The town planner shall require the development analysis to address the following as applicable:**

- (1) Land Use Proposal addressing proposed mix of uses; methods of integrating and unifying architectural and site design within land buys; proposed landscaping features; proposed public amenities; proposed recreational facilities and other common open spaces; and relationships of proposed uses and site design.

The applicant proposes rezoning a portion of the subject property to the R-2 district, which would permit development of up to 58 dwelling units. The development analysis describes residential use consistent with the R-2 district in accordance with code section 58-10.2. The R-2 district is limited to 8 residential units per acre, with a projected increase in population associated with the development, estimated at approximately 186 residents based on an average of 3.2 persons per household.

The applicant has described the front and rear as having enhanced front elevations and cantilever decks over the rear loading driveways. The Town acknowledges the applicants' conceptual description for townhomes in the meet's early expectations for historic town aesthetics.

- (2) Historic site and landmark analysis, addressing the potential effects on significant cultural resources (architectural, historical, archaeological), and cemeteries or grave sites.

The applicant has revised the submission to reflect that the Lewis Home will remain in its current location on the property and is intended to function as a community gathering space with associated green area.

Should the rezoning be approved, appropriate documentation and site-specific protection measures will need to be established prior to the commencement of construction to ensure preservation of the structure during development activities.

With respect to the Gainesville District No. 19 School building, the Town acknowledges the applicants stated intent to request a waiver for parking to be located in front of the historic structure, as well as the future submission of a demolition permit application for removal of the rear addition to the building. All such requests will be subject to separate review and approval in accordance with applicable Town regulations.

(3) Whether the proposed plan adequately provides water and sanitary services to the proposed development.

The applicant indicates that water and sanitary sewer service would be provided to support the proposed development. The Town acknowledges the applicants' conceptual visual for stormwater management meets requirements.

Detailed utility capacity and infrastructure improvements, if any, will be evaluated during site plan review. Stormwater management is proposed to be addressed through the use of Best Management Practices (BMPs) in accordance with Town and state requirements and will be reviewed in detail at the site plan stage.

(4) The plan shall identify proposed tree save area, and buffer areas between potentially incompatible uses and along the boundaries of the proposed planned development.

The development analysis identifies a proposed tree buffer along the southern boundary (geographically) of the property adjacent to Washington Street. Staff notes that the narrative does not provide detail regarding the width, composition, or long-term maintenance of the buffer.

It shall be noted that the majority of the trees currently located along the Washington St frontage are in poor condition or dead. This shall be taken into consideration for the proposed tree buffer.

The Town acknowledges that all setbacks, buffers, and landscaping requirements in accordance with Zoning Ordinance Section 58-10.3 and 58-10.4 have been provided.

*(§58-10.3)*

*“For lots containing a townhouse structure, the minimum lot frontage on a public street, private accessway, or common area shall be 20 feet, and on end units a minimum total lot width of 35 feet is required.”*

*(§58-10.4)*

*“(a) Front. Each lot in the R-2 district shall have a front yard with a minimum depth of 15 feet from building face to the front property line. Such yard area may be encumbered by required driveway areas to garages, but not by accessory structures.*

*(b)Side. Each lot shall provide a minimum side yard of 15 feet from building wall to side property line, except in the case of:*

- (1) Interior townhouse units where the party wall creates a zero-lot line;*

*(2) End loading units which may have an open porch not more than five feet or more in which an open deck may encroach an additional ten feet towards the property line; and*

*(3) Small lot detached single-family dwellings where the minimum setback from building wall to property line shall not be less than three feet to any property and shall be not less than 20 feet in the aggregate between adjoining structures.*

*(c) Rear. Each lot intended for a permitted use, except a townhouse and a small lot detached single-family dwelling, shall provide a minimum rear yard not less than 25 feet in depth measured from the rear building line to the rear property line. Each townhouse and a small lot detached single-family dwelling shall have a rear yard of 20 feet. Accessory buildings may be located within five feet of the rear property line and shall be 80 square feet or less”*

The Town request a detailed conceptual rendering of the front buffering fencing proposed on the ZMAP, along Washington St. Additionally Townhomes 4,5,26, & 27 have been updated to reflect the change in unit size from 24ft to 22ft.

The Town finds that all required setbacks and landscaping buffers on the GDP are in conformance with the Town’s Zoning Ordinance. The Town acknowledges the eastern, B-1 and PWC County line, buffering as an exemption, subject to approved modification/waiver.

**(c) The town planner may require the development analysis to address any or all the following:**

*(1) Transportation system and analysis.*

Prepared in accordance with VDOT and Town guidelines, the study analyzes traffic volumes, safety history, level of service, and queuing. The report concludes that, under all scenarios analyzed, the study intersections generally operate at acceptable levels of service with queues remaining within available storage. With development limited operational impacts at Site Access #1 during peak PM hours, and the study outlines specific access modifications and a right turn lane taper as mitigation measure.

The application proposes the addition of a westbound right-turn taper on Washington Street (Route 55) at the intersection with Greenhill Crossing Drive, Site Access #1 (Intersection #2), as a mitigation measure for future traffic conditions with development. Analysis using VDOT Road Design Manual (RDM) determined that a right-turn lane is not warranted, but that a right-turn taper is required during the PM and Weekend peak hours based on projected traffic volumes and turning movements. The roadway design speed is identified as 30mph, which results in a required taper length of 100 feet.

(2) Development Phasing Plan

Development phasing is to be discussed at a later date, with contingent approval by the Planning Commission, Town Council, and ARB. The applicant has acknowledged the R-2 developments are dependent on ARB acceptance of the future Demo Permit Application.

(3) Architectural Plan

The Town notes the application describes and depicts the forementioned pedestrian breezeway through the Schoolhouse Building. At this time there are no modifications proposed for the Schoolhouse building that intend to remain following demolition of the rear.

(4) Special or Unique Landscape Treatment

The following are the current inclusions meeting Town Ordinance; Bench and Lighting Streetscape & Required sidewalk paving. Additional detailed architectural concepts discussed meeting expectations in the application.

- Brick entry way hardscapes,
- Interior signage (“No Outlet” Signs & Marquess),
- Exterior signage (“No Parking” sign on Bleight subject to VDOT approval)
- Front façade fencing
- B-1 & PWC line fencing

**(d) Additional conditions: The applicant shall also address other topics that may be deemed appropriate by the applicant or town planner. These may include...park facilities and other improvements:**

The revised narrative addresses nearby public assets’; the Town Park, Silver Lake Park, and James S. Long Park. A detailed impact analysis was carried out by the applicant for PWC Parks Silver Lake and James S. Long, the chart is depicted below.

TABLE III-C.4

Developed Parks – Town Review

Park	Classification <sup>(a)</sup>	Distance from Development <sup>(b)</sup>	Drive Time Estimate <sup>(b)</sup>	Quality Score <sup>(a)</sup>	LOS Letter Grade <sup>(a)</sup>
James S. Long Park	Regional	3.8 miles	10 minutes	0.62	B-
Silver Lake Park	Regional	4.2 miles	12 minutes	0.65	B-
(a)Source: Prince William County Comprehensive Plan - Parks Recreation & Tourism. (b)Estimates determined using Google Maps.					

The County uses Level of Serve Standards, which are standards by which each agency measures the quality of the service it provides. Based on the County’s LOS stated goal for quality, the projected impact on these parks represents a requirement beyond existing capacity.

Due to the nature of James S. Long and Silver Lake as County Parks, and therefore not within the Town’s responsibility, mitigations in response to the decrease in LOS Letter Grade, have not been considered. In addition, the narrative provides a detailed description of the Town Park, which currently does not have established LOS Standards.

As a result, the narrative does not evaluate potential adverse effects to the Town Park. While the described conditions could suggest impacts associated with the subject project, the absence of adopted LOS standards or applicable evaluation grading criteria prevents the analysis from formally attributing responsibility. As a result, no definitive conclusion regarding project related adverse effects have been made, although the possibility of negative outcomes cannot be entirely ruled out.

## **Review of Conformance with the Town's Comprehensive Plan**

### Town Comprehensive Plan. 1.2.9 Community Design Policy

#### *Commercial/Residential Blend East of Town's Center*

*“Traveling east from the central portion of town, Haymarket unfolds in a pleasant mix of older, residential homes and low intensity commercial uses such as a veterinary clinic and a Baptist Church. This blend of use's continues to the eastern town limit, where a neo-colonial residential development is across the street from public uses in two Sears houses fronted by a planned village green. The two Sears structures fit this area architecturally and historically and should be preserved, if at all possible. Almost all the land north and south of Washington Street is developed. Much of the available land on the north side of Washington Street seems well suited to low intensity commercial uses, with adequate buffering to separate it from residential neighborhoods. Whenever possible, existing residential buildings should be converted to commercial use, rather than have new buildings constructed, to continue the open, small-town atmosphere and sense of place.”*

The proposed rezoning would revise the future land use designation of the 7.25 acres from Public Use to Moderate Density Residential. The Town's Comprehensive Plan encourages a thoughtful mix of residential and commercial uses, particularly in areas that can support walkability, compatibility, and appropriate transitions between uses.

In consideration with the Town's Comprehensive Plan lapse in update, the Town will take into consideration, the recently adopted Strategic Plan.

*2025 Strategic Plan: Goals and Strategies:*

*1. Develop Transportation and Infrastructure to Improve Quality of Life and Maintain Small Town Feel.*

*1.2 Complete, expand, and maintain the town streetscape*

*5. Preserve Haymarket History*

*5.3 Document and archive historical assets*

In consideration of the Town's 2008-2013 Comprehensive Plan, the Town recognizes the willingness of Graystone Development group to incorporate the Towns' historical features and consider the Towns' community, small-business owners and small-town cultural approach.

## **Formal Recommendation**

Based on staff review, the applicant has made substantial revisions to the application in response to Town requests and feedback from the Planning Commission. As a result, the Town finds the application to be consistent with the long-term goals and strategies outlined in the Comprehensive Plan and the adopted 2026 Strategic Plan.

It is the Town Staff's recommendation that the Haymarket Planning Commission recommend approval of the Schoolhouse Rezoning at 14600 Washington Steet to the Town Council. This recommendation is based on the following key findings:

- (a) The incorporation of residential housing, in compliance with the 8 units-per-acre density requirement, provides an appropriate and effective transition between existing residential neighborhoods and adjacent commercial uses.
- (b) The preservation and integration of historic structures on the property.
- (c) Continued support for small, locally owned businesses.
- (d) Advancement of Comprehensive Plan and Strategic Plan goals through a pedestrian-friendly, mixed-use development pattern.
- (e) Careful consideration of the Town's historic character and aesthetic.

The proposal's incorporation of residential housing (a) is thoughtfully designed to create a transition between commercial and residential uses. The placement of townhomes on the western portion of the property provides an effective buffer between the proposed commercial areas and existing residential neighborhoods. This component meets the Town's density requirements while enhancing compatibility with surrounding land uses. The residential area will also include green space, a community gathering area, and picnic seating.

The preservation of historic structures (b), including the Gainesville District 19 School Building and Lewis Home, reflects a strong commitment to maintaining the Town's cultural and architectural heritage. These structures are not only retained but integrated into the overall development plan in a meaningful way.

Support for small, locally owned businesses (c) is demonstrated through the applicant's ongoing coordination with existing business owners on the QBE property. These efforts highlight the value placed on sustaining local businesses that contribute to the Town's economic vitality and small-town character.

The proposal advances Comprehensive Plan and Strategic Plan goals (d) by promoting a pedestrian-friendly, mixed-use development. The inclusion of amenities such as open green space, a children's play area, outdoor seating, and a gazebo fosters community interaction. Additionally, planned streetscape improvements, including landscaping, sidewalks, bike lanes, bench seating, fencing, and hardscape features, enhance walkability and connectivity.

Finally, the proposal reflects careful consideration of the Town's historic character and aesthetic (e). The architectural design and site layout incorporate elements that are consistent with the Town's established visual identity, ensuring that new development complements existing character.

The applicant has also addressed prior Town and Planning Commission feedback, expanding the project narrative and updating the Traffic Impact Analysis (TIA) to reflect earlier discussions and ensure consistency with Town expectations

**STAFF RECOMMENDATION: Town Staff formally recommends that the Haymarket Planning Commission recommend approval for the Schoolhouse Commons Zoning Map Amendment Application #REZ2025-001.**

**Public Notice and Input**

The Town posted notice of public hearing for the rezoning application for all residents of the Town in the Prince William Times on December 23<sup>rd</sup>, 2025 and January 8<sup>th</sup>, 2026. Additionally, public hearing signs were posted January 2<sup>nd</sup> and notice was shared on social media and Haymarket GoGov App. The Planning Commission is holding a public hearing for this application on January 20<sup>th</sup>, 2026.

**Timing**

The Planning Commission has until April 20<sup>th</sup>, 2026, which is 90 days from the first public hearing date, to act on the proposed rezoning proposal.

**STAFF CONTACT INFORMATION**

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**ATTACHMENTS**

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A- Schoolhouse Commons Rezoning Package