

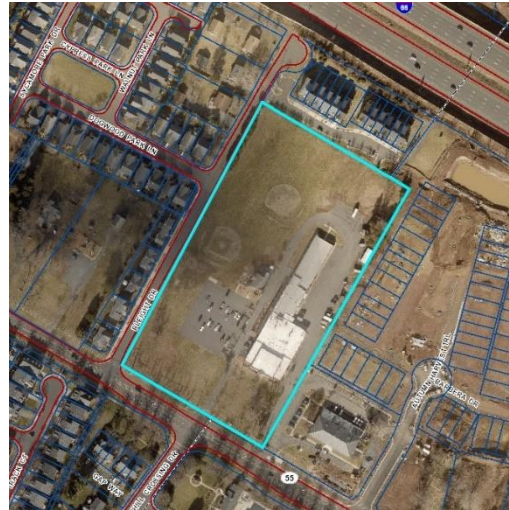


Town of Haymarket  
15000 Washington Street, #100  
Haymarket, VA 20169  
703-753-2600

# STAFF REPORT

**PC Meeting Date:** January 20, 2026  
**Agenda Title:** Schoolhouse Commons Rezoning  
**Zoning District:** B-1 Town Center  
**Requested Action:** Public Hearing 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 B-1, commercial. 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.

Staff has reviewed the rezoning request for consistency with the Town's Zoning Ordinance, Comprehensive Plan, and surrounding land use context. Town staff is holding all formal recommendations until public comment is held on January 20<sup>th</sup> at 7pm.

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## **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**

### **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))

Vehicular circulation and access are addressed at a conceptual level appropriate for rezoning; however, the analysis focuses primarily on vehicle operations and does not include schematic details regarding pedestrian crossings on Washington Street, bicycle facilities, or multimodal connectivity beyond general acknowledgment of existing conditions.

The town requests a full and clear schematic of the bike lane connecting from Bleight Dr to the Prince William County line, or the southeastern portion of the property, along Washington Street. The applicant shall ensure that the Traffic Impact Analysis appropriately considers the bike lane in the study.

Further, the Town requests additional details regarding the proposed mitigation measures for the impact of the increased traffic at the new entry/exit on to the site and the impact of the increased trips per day on Bleight Drive due to the proposed entry/exit on Bleight Drive.

(§58-4.12(8)(2))

The submission does not include a mapped inventory of historic, scenic, or natural features or a detailed preservation plan. The submission acknowledges the presence of a historic and cultural asset (Lewis Home) on the property and identifies these features as considerations in the overall site design. Detailed documentation and site-specific protection measures would typically be evaluated during subsequent stages of development review.

However, based on the proposal to alter the historic structures, it is recommended the applicant address these concerns during the rezoning by providing an archaeological and architectural report on intended actions and subsequent preservation methods for both the Lewis Home and Gainesville District 19 School.

(§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 30% 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 Town requests the GDP include proposed total lot coverage according to Town Zoning Ordinance *Section 58-10.6*.

(§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 within interior open spaces to support buffering, and streetscape improvements.

The Town requests proposed conceptions clearly depicting all setbacks, buffer yards and landscaping requirements. General detail on the final amenity design, landscape details, and plant selections shall be provided during the discussion. Any proposed hardscapes, such as fencing and other barriers shall be proposed in the GDP. 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.

**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 a residential use consistent with the R-2 district. However, limited detail is provided regarding the integration of architectural design, site layout, landscaping, and common open spaces across the property. As such the town requests additional conceptual mockups, to be provided for review and congruency with surrounding area.

The submitted narrative does not address nearby public assets, including the Town Park, Silver Lake, or James Long Park, nor does it propose or discuss the relationship between development and these existing community amenities. The Town requests the Graystone developer reevaluate the proposed developments impact on the above listed amenities.

- (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 submitted two conceptual layout options. One option includes relocation of the existing Lewis Home to a different location on the site for proposed use as a community center. Staff notes that the development analysis does not fully address the potential impacts of relocation on the historical integrity of the structure or its relationship to the surrounding site. If approval is granted appropriate applications to relocate the building will be required.

In reference to Gainesville District 19 school building, the Town requests a waiver be filed by Graystone developer for parking to be placed in front of the historic school structure. Additionally, the town requests the submission of a demolition permit to remove the backend of the school building.

Further evaluation of historic, architectural, or archaeological resources may be required at the site plan stage to ensure compliance with applicable preservation standards and determine whether additional mitigation measures are necessary.

(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 requests a conceptual visual for stormwater management including an infiltration trench or suitable mitigation alternatives.

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 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 southern property line are in poor condition or dead. This shall be taken into consideration for the proposed tree buffer. The proposed landscaping along Washington Street will be required to be in accordance with the Town's Streetscape requirements.

The Town requests conceptual documents clearly depicting all setbacks, buffers, and landscaping requirements in accordance with Zoning Ordinance Section 58-10.3 and 58-10.4.

(§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 requests the applicant demonstrate all required setbacks and landscaping buffers on the GDP for conformance with the Town’s Zoning Ordinance.

**(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 TIA 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.

Town Staff has requested discussion on the proposed mitigation measures for the increased traffic flow at Washington Street and Greenhill Crossing intersection and the

Washington Street and Bleight Drive intersection. Specifically, the Town is requesting discussion on the current proposal to route vehicles from Greenhill Crossing Drive through the roundabout for access to Washington Street westbound. Staff is asking for alternative options to be discussed.

#### (2) Development Phasing Plan

Town staff is requesting additional specifications on the phasing of the proposed project be submitted in the GDP.

#### (3) Architectural Plan

Town staff is requesting the applicant submit architectural conceptions for the proposed residential units, the rehabilitated Lewis home and the old brick school building. Additional detailed architectural concepts shall be submitted for the landscaping and other hardscapes proposed on site, to include all signage.

#### (4) Special or Unique Landscape Treatment

Town staff are requesting additional specifications be submitted for the landscaping plan and appropriate buffers between proposed uses.

### **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 wished to work towards designating the parcel as public use and further protecting the historic asset on site. The property owner has successfully protected the main historic asset on site, the old brick school building and further added the Lewis home on site. The owner worked diligently over the last 12 years to ensure these two structures were protected as historic and utilized to the best of their capacity as businesses. The owner previously partnered with Prince William County Parks and Recreation to uphold a previous Proffer on the parcel for the use of the fields as park space. The proffer and associated lease with Prince William County are no longer in effect and the green space is operated for private use only by the property owner.

### **Town Comments Regarding the GDP & TIA**

- The Town is requesting additional evaluation and potential traffic mitigation measures.
  - concerns regarding traffic conditions along Bleight Drive, queues at Site Access #1.
- The Town requests that the applicant evaluate and provide a conceptual plan for a traffic circle, or another suitable alternative, at the intersection of Greenhill Crossing Drive and Washington Street.
  - concerns related to left-turn movements from Greenhill Crossing Drive, exiting the Greenhill Crossing neighborhood heading west onto Washington Street. Considering these concerns
- The Town requests the applicant ensure the extension of the bike lane along Washington Street is considered in the TIA. The Town further requests the applicant address pedestrian safety concerns at the main intersection for the development on Washington Street.
  - concerns regarding pedestrian safety, particularly in relation to adjacent commercial uses and the goal of creating a walkable destination.
  - concerns evaluating how the proposed westbound right-turn taper on Washington Street may affect the continuity and safety of bicycle facilities.
- The Town requests a conceptual mock-up demonstrating Site Access #6 operating as an entry-only access point.
  - concerns regarding its functionality and potential impacts on surrounding traffic operations.
- The Town is requesting statements regarding intended architectural elevations and consideration for different conceptual housing styles for Town review
- The Town is requesting label clarification for curb and gutter along Bleight Dr.
- The Town is requesting a waiver be filed by Graystone developer for parking to be placed in front of the historic school structure
- The Town is requesting the submission of a demolition permit to remove the backend of the school building.
- The Town requests conceptual documents clearly depicting all setbacks, buffers, and landscaping requirements in accordance with Zoning Ordinance Section 58-10.3 and 58-10.4.
- The Town requests a conceptual visual for stormwater management including an infiltration trench or suitable mitigation alternatives.
- The Town requests the Graystone developer reevaluate the proposed developments impact on the Town Park, Silver Lake, and James Long Park.
- The Town requests that the GDP should include proposed total lot coverage according to Town Zoning Ordinance Section 58-10.6.
- The Town requests an archaeological and architectural report on intended actions and subsequent preservation methods for both the Lewis Home and Gainesville District 19 School.

### **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- Rezoning Application
- B- Schoolhouse Commons Rezoning Package – Excluding Appendices
- C- Signed Power of Attorney for REZ2025-001
- D- Schoolhouse Commons ZMap (Generalized Development Plan)
- E- Appendix A - Schoolhouse Commons Civil Plan Package
- F- Appendix B – Schoolhouse Commons TIA
- G- Appendix C – Schoolhouse Commons Shared Parking Analysis
- H- Schoolhouse Commons Outside Agency Approval Letter