



STAFF REPORT

Planning Commission Meeting Date:	September 16, 2025
Agenda Title:	LWAV-25-2 – Daniels Property – An Exception to Authorize a Dead-End Street (Cul-de-Sac) for an Eight-Lot Residential Subdivision Per Subdivision Ordinance Section 2.7 <i>Variations and Exceptions</i> and Section 4.2.10 <i>Streets</i>
Requested Action:	Hold a Public Hearing
Department / Agency Lead:	Community Development
Staff Lead:	Heather Jenkins, Zoning Administrator

EXECUTIVE SUMMARY

The Daniels Property, located at 545 Old Meetze Road, is the subject of a proposed eight-lot residential subdivision, located between the Warrenton Crossing subdivision to the north, currently under construction, and the existing Monroe Estates subdivision to the south. The developer is seeking an exception from Subdivision Ordinance street standards to allow for a dead-end cul-de-sac roadway in place of a through-connection to Old Meetze Road.

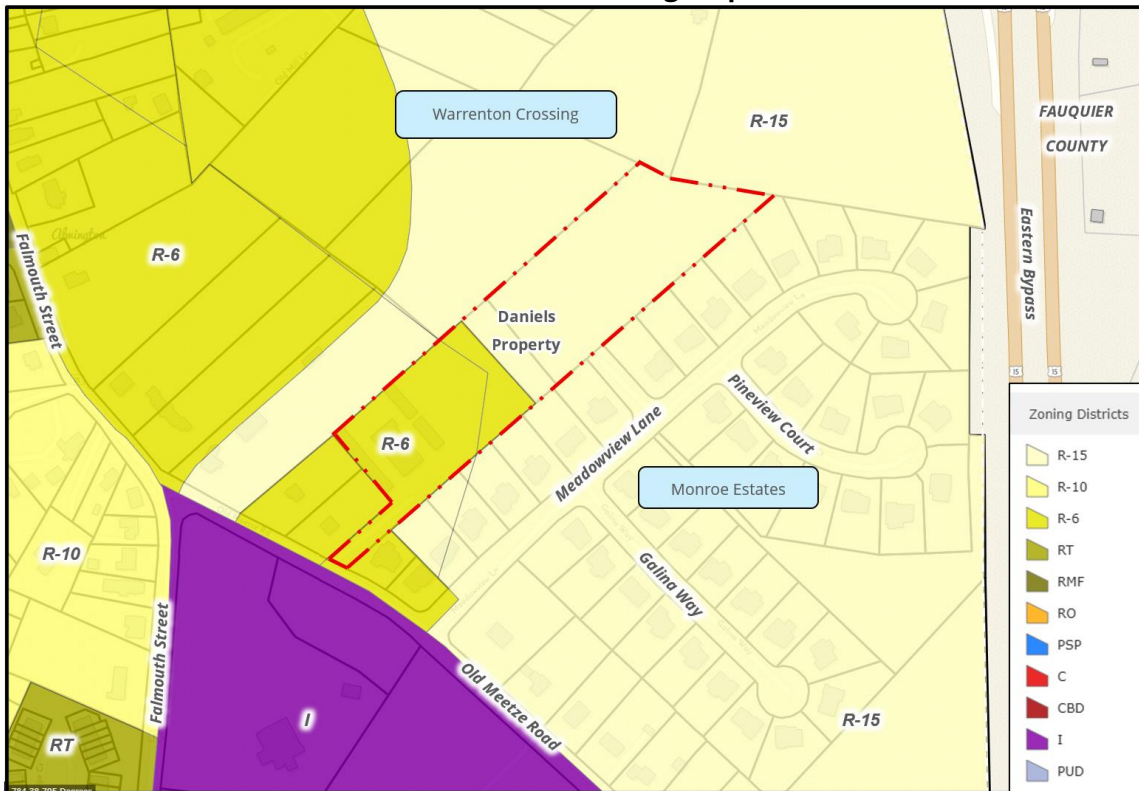
Subdivision Ordinance Section 4.2 *Streets*, subsection 4.2.10, prohibits dead-end (cul-de-sac) streets, unless approved by variation or exception as authorized by Section 2.7 *Variations and Exceptions*. The developer proposes to connect the eight-lot subdivision to existing and proposed stub streets, so as to avoid an additional intersection on Old Meetze Road in close proximity to existing single-family homes. The application materials, to include the Applicant's statement of justification, is included with this staff report as [Attachment A](#).

Per Section 2.7 *Variations and Exceptions*, approval for a dead-end cul-de-sac street can be authorized by Town Council only after a public hearing and recommendation from the Planning Commission. Such a request must follow the process set forth in Zoning Ordinance Section 11-3.10 *Special Use Permits and Waivers*.

BACKGROUND

The subject property, consisting of three separate parcels - PIN's 6984-60-9026-000, 6984-70-1108-000 and 6984-70-2394-000, is located at 545 Old Meetze Road. The property totals approximately 5.34 acres, split-zoned to the R-6 and R-15 Residential districts. The property is currently owned by William Daniels LLC, as recorded in Deed Book 860 Page 501, deed included with this staff report as [Attachment B](#).

Location and Zoning Map



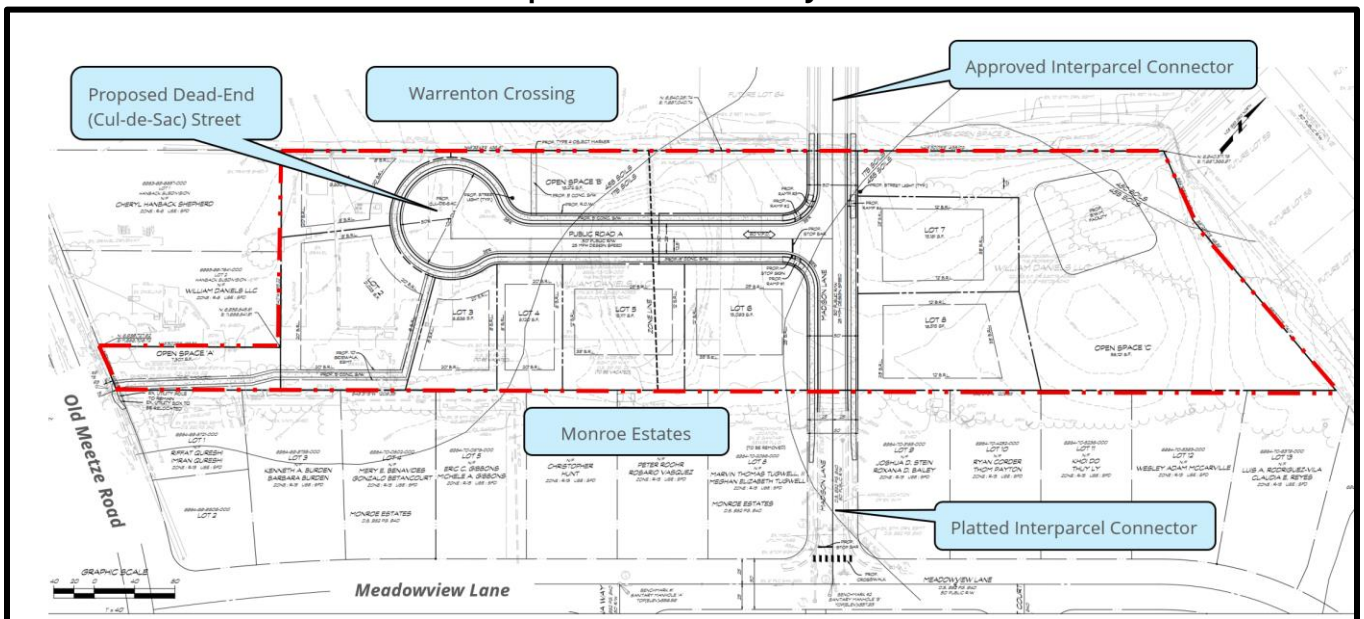
The eastern half of the property is vacant, existing as undeveloped land covered by a mixture of trees and grass; the western half of the property is improved with several non-residential buildings that have historically been used as a workshop (Old Town Woodwork, Inc.). Adjacent properties to the north and west are part of the Warrenton Crossing residential subdivision, a 135-lot single-family detached development that is currently under construction, as approved with Site Development Plan SDP-2014-04 and Land Disturbance Permit LDP-24-7. Adjacent properties to the south and east are part of the Monroe Estates subdivision, a 47-lot residential subdivision developed with single-family detached homes, accessed off of Old Meetze Road via Meadowview Lane. Two adjoining parcels are located between the subject property and Old Meetze Road that are not part of a recorded subdivision, consisting of PIN 6983-69-7841-000 (William Daniels, LLC; 539 Old Meetze Road) and PIN 6983-69-6857-000 (Shepherd; 527 Old Meetze Road). These two adjoining parcels consist of approximately one-half acre in size each, zoned to the R-6 Residential district, and both are improved with single-family detached dwellings.

The Applicant, Mr. Marcus Simes of Tricord, Inc., proposes to develop the property with eight residential lots improved with single family detached homes, open space and stormwater management parcels, and public roadways. The development layout plan is included with this staff report as Attachment C, with a reduced excerpt from the plan sheet included as a part of this staff report below.

Existing Conditions Map – Eagleview Aerial Imagery – February 23, 2025



Proposed Subdivision Layout



STAFF ANALYSIS

Subdivision Ordinance Section 2.7 *Variations and Exceptions* allows Town Council to grant variations or exceptions to the specific regulations of the Subdivision Ordinance in cases of unusual situations or when strict adherence to the regulations would result in substantial injustice or hardship, as allowed by Section 15.2-2242(1) of the Code of Virginia. Subdivision Ordinance subsection 2.7.1 states:

The Council may not grant a variation or exception unless it is consistent with the intent of this Ordinance and would still preserve and protect the public interest. In granting a variation or exception, the Council may do so only to the minimum extent necessary in the circumstances and may require other action by the subdivider to assure that the purpose of the affected regulation is accomplished.

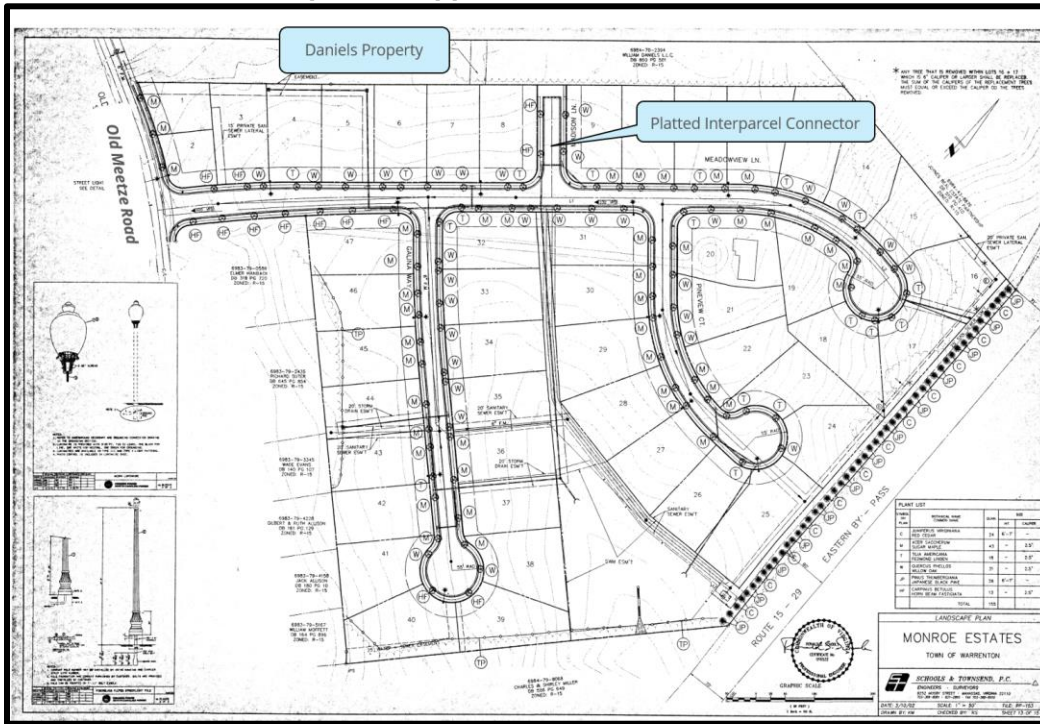
The Subdivision Ordinance, Section 4.2 *Streets*, lists twelve standards for the design of proposed subdivision streets that includes standards for street access, connection, intersection design, width and naming conventions; Section 4.2, with all twelve street standards, is included with the staff report as [Attachment D](#). The Applicant is requesting an exception to subsection 4.2.10, that prohibits dead-end (cul-de-sac) streets; Section 4.2.10 states:

Dead-end streets (cul-de-sacs) are prohibited unless specifically recognized as such on the Comprehensive Plan or approved by variation or exception by the Town Council. All dead-end streets authorized by the Town Council must be designed to have one (1) end permanently closed, must be no longer than seven hundred (700) feet and must be provided with a permanent turn-around terminus, the diameter of which must be a minimum of one hundred (100) feet. Such turn-arounds may have a landscaped island in the center.

The Applicant proposes to meet eleven of the twelve design standards for the internal streets that will serve the proposed eight-lot subdivision – with the sole exception of standard 10 that prohibits dead-end cul-de-sac streets. The Applicant proposes to provide access to the eight new subdivision lots by connecting the existing roadway stub-out off of Meadowview Lane within the Monroe Estates subdivision to the approved roadway stub-out located within the Warrenton Crossing subdivision, creating a through-street connector.

Providing for interparcel connection, and connecting to planned street extensions, is a requirement for street design as regulated by the Subdivision Ordinance, the Town Public Facilities Manual, and VDOT Secondary Street Acceptance Requirements (2011). Both the existing street stub-out within the Monroe Estates Subdivision and the approved street stub-out within the Warrenton Crossing subdivision were designed and platted for future extension so as to create a network of interparcel connections that allow residents multiple avenues for vehicular and pedestrian movement between residential neighborhoods, that avoid main thoroughfares and disperse traffic so as to help mitigate potential congestion along arterial roadways.

Monroe Estates – Excerpt from Approved Site Plan (SDP 2001-08)



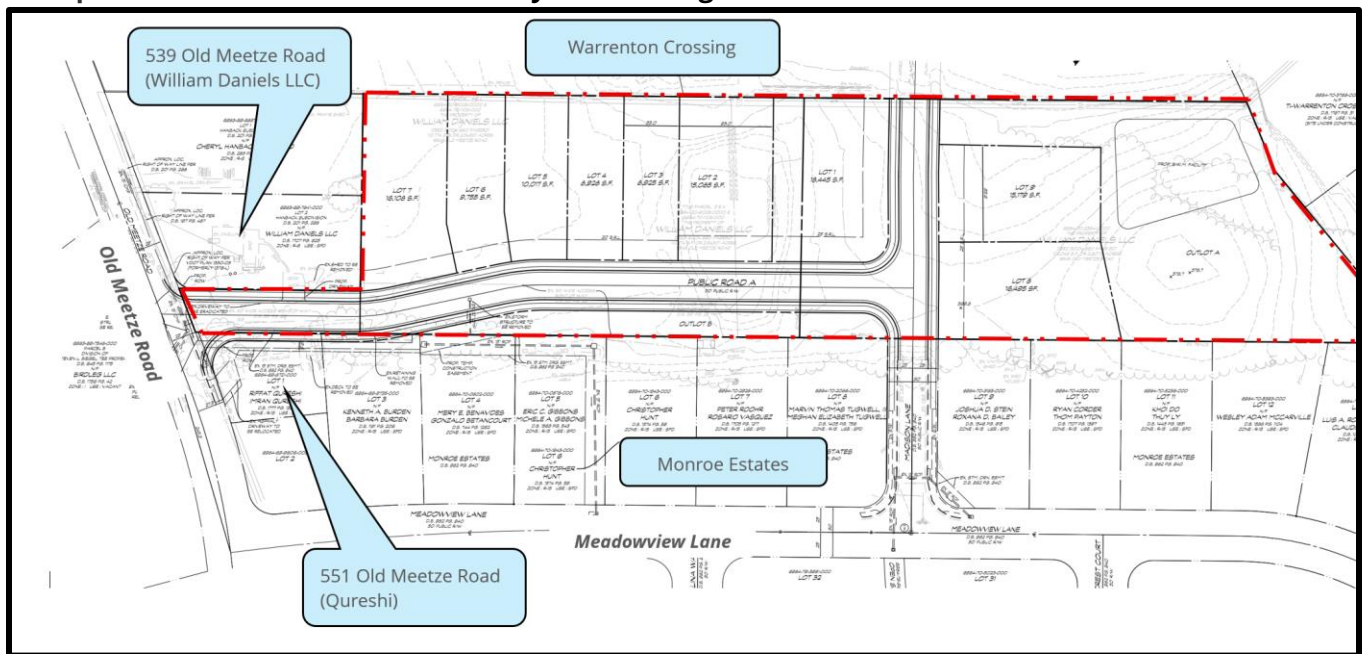
Warrenton Crossing – Excerpts from Approved Site Plan (SDP 2014-04)



The Applicant considered an alternative lot arrangement with a through-street connection to Old Meetze Road, that would avoid having a cul-de-sac street and negate the need for the requested exception for a dead-end street. The alternative lot layout would allow for one additional residential lot to be achieved (nine lots instead of eight) but would place a new public roadway adjacent to two existing single-family homes, specifically 539 Old Meetze Road (PIN 6983-69-7841-000, William Daniels LLC) and 551 Old Meetze Road (PIN 6983-69-8721-000, Riffat & Imran Qureshi).

Two existing homes are located approximately 30 feet (William Daniels LLC) and 10 feet (Riffat & Imran Qureshi) from what would become a public right-of-way if the subject property is developed with the through-street connection to Old Meetze Road. An excerpt of this alternative layout is provided below. Staff notes that this alternative layout would include use of an existing ingress-egress easement that is located along the side of 551 Old Meetze Road (PIN 6983-69-8721-000, Riffat & Imran Qureshi) and along the rear of 106 Meadowview Lane (PIN 6983-69-9735-000, Kenneth & Barbara Burden), for required sidewalk, curb and gutter improvements associated with the through-street development option. Staff notes that the plans submitted by the Applicant show that there are existing improvements on both the William Daniels LLC and Qureshi properties that would have to be demolished and removed for roadway construction, as these improvements appear to encroach onto the subject property.

Excerpt from Alternative Subdivision Layout - Through-Street Connection to Old Meetze Road



The Applicant states that the requested exception to allow for a dead-end street will avoid potential negative impacts on these adjacent lot owners, as with a cul-de-sac layout no through-traffic will be directed next to these two existing homes. To mitigate the loss of the direct connection to Old Meetze Road, the Applicant proposes to provide a sidewalk connection from the terminal cul-de-sac to Old Meetze Road for use by pedestrians. This sidewalk will connect to the existing sidewalk section that runs along Old Meetze Road in front of the Monroe Estates subdivision. Additionally, the proposed cul-de-sac layout will allow for a dedicated open space area between the two existing homes that front Old Meetze Road (William Daniels LLC and Qureshi).

Of particular concern to staff, should the subject property be developed with the through-street connector to Old Meetze Road, is that this new right-of-way connection to Old Meetze Road would place a secondary front yard setback along what are now the side lot lines of both the William Daniels LLC and Qureshi properties. Per Zoning Ordinance Section 3-4.3.4 *Lot and Yard Regulations*, the existing side-yard setback for both of these properties is currently eight (8) feet; per Zoning Ordinance Section 2-13.2.2 and Section 2-13.10, a secondary front yard setback would be 14 feet, consisting of a six-foot increase in the minimum yard area. Imposition of a secondary front yard along what is now a side yard would result in a portion of the existing home on the Qureshi property being located within the secondary front yard area, which would restrict future improvements on this property, and may result in the existing home becoming a non-conforming structure as regulated by Zoning Ordinance Section 11-4 *Non-Conforming Uses and Structures*. Additionally, imposing a secondary front yard setback along what is now a side yard for the William Daniels LLC property would render the existing shed as a non-compliant structure, and would restrict what improvements and structures the current or future property owner could place within this secondary front yard area, such as sheds, fences and other accessory structures.

STAFF RECOMMENDATION

Staff requests that the Planning Commission hold a public hearing. The Planning Commission may choose to make a recommendation of approval or denial for the requested exception, or may defer action and hold a second public hearing should the Commission require additional information. Staff has prepared form resolutions of both approval and denial for the Commission's consideration.

Staff recommends that the Planning Commission approve the requested exception to Subdivision Ordinance Section 4.2.10 for the following reasons:

1. The proposed subdivision is a by-right division except for the request to allow a dead-end (cul-de-sac) street, where the proposed cul-de-sac will prevent the imposition of additional setbacks on two adjoining properties that are not part of this subdivision – PIN 6983-69-7841 (William Daniels LLC, 539 Old Meetze Road) and PIN 6983-69-8721-000 (Qureshi, 551 Old Meetze Road). The imposition of new secondary front yard setbacks per Zoning Ordinance Section 2-13.2.2 and Section 2-13.10 may restrict future improvements on these two properties, and may result in the creation of non-conforming structures per Zoning Ordinance Section 11-4.
2. The proposed cul-de-sac street meets the design requirements as listed in Subdivision Ordinance Section 4.2.10, where:
 - a. One end of the street is permanently closed;
 - b. The street does not exceed 700 feet in length; and
 - c. The terminal cul-de-sac is at least 100 feet in diameter.
 While the cul-de-sac does not include a landscaped island in the center, this item is not a requirement, but rather an option.
3. The requested exception, per staff's review, appears to meet the considerations for approval as found in Subdivision Ordinance Section 2.7, where:
 - a. The subject property is somewhat unusual in that the property has limited frontage along Old Meetze Road, where this frontage is located directly between two existing, improved residential lots, and the construction of a through-street connection to Old Meetze Road could result in placing a hardship on those two existing residential lots through increased setback requirements.
 - b. From staff's perspective, allowing the requested cul-de-sac street aligns with the intent of the Ordinance to facilitate the orderly growth of the community by replicating the multiple dead-end

- cul-de-sac streets that are already found within both the Warrenton Crossing and Monroe Estates subdivisions. Additionally, the proposed subdivision layout protects the public interest, health, safety, and welfare, as the proposed subdivision connects two stub streets that were planned for future extension in both the Warrenton Crossing and Monroe Estates subdivisions, providing a connection and additional access point for emergency response vehicles, where Monroe Estates in specific currently has only a single access point off of Old Meetze Road.
- c. The Applicant is requesting an exception to only one of the twelve design standards for streets listed in Subdivision Ordinance Section 4.2, which is the minimum extent necessary to accomplish the proposed subdivision layout.
 - d. As a part of approval of this requested exception, conditions may be placed on the approval so as to ensure that the purpose of the affected regulation is accomplished. In accord with this consideration criteria, staff has included suggested conditions of approval, as found on the attached Resolution to recommend approval and copied below:
 1. Development of the subject property must be in substantial conformance with the drawings and documents submitted as a part of this request. Minor adjustments may be made to the location, size and dimensions of lots, streets, sidewalks and open spaces, so as to meet all applicable zoning and engineering requirements as regulated by the Zoning Ordinance, Public Facilities Manual, Town Code and State Code, as approved and authorized by the Zoning Administrator as a part of the required Site Development Plan.
 2. The proposed subdivision is authorized to include a maximum of eight (8) residential lots, as generally depicted on the submitted drawings. Any increase in the number of lots shall require the submission and approval of an amended exception request.
 3. A high-visibility crosswalk shall be installed at the intersection of Madison Lane and Meadowview Lane, as well as all required stop, street name, no-parking, and other signage as required by the Public Facilities Manual and current MUTCD.
 4. A sidewalk shall be provided from the terminal cul-de-sac on "Public Road A" to Old Meetze Road, a minimum of five (5) feet wide, constructed of concrete, and located within a public access easement. The location of the sidewalk may be adjusted as necessary so as to allow for accessibility, landscape buffering, topography constraints, and other design considerations that will moderate potential impacts on adjoining properties, as approved and authorized by the Zoning Administrator.
 5. A sidewalk shall be provided along the full length of the subject property's Old Meetze Road frontage, connecting to the end of the existing sidewalk that is along the frontage of the Monroe Estates subdivision. The northern terminus of the sidewalk shall be designed and constructed so as to allow for convenient connection and future extension northwards along Old Meetze Road.
 6. No subdivision signage or other subdivision development indicator is permitted at the subject property's Old Meetze Road frontage, with the exception of required roadway signage, or pedestrian wayfinding or historical markers totaling no more than nine (9) square feet in size and a maximum of three and a half (3.5) feet in height.
 7. All street lights within the subdivision shall consist of fully-shielded, full cut-off fixtures with a maximum color temperature of 3,000 K.
 8. No temporary or permanent signage is permitted to be installed below the southern boundary line of the subject property indicated on the submitted drawing as S48°31'15"W, or anywhere within the Monroe Estates subdivision area at any time during construction of the subdivision improvements or individual homes. This prohibition shall include, but not be limited to, real estate advertisements, "for sale" signage, subdivision name signs,

construction signs, or signs advertising home builders or contractors, or similar. Any signs installed in violation of this condition shall be subject to immediate removal by the Zoning Administrator, and the cost of such removal shall be paid by the Property Owner to the Town immediately upon demand.

9. No construction-related traffic, to include vehicles or equipment, shall be permitted to use Meadowview Lane to exit or enter the subject property; all traffic related to subdivision, site or home construction shall exit/enter to the north, via Ranger Drive and John Williams Way within the Warrenton Crossing subdivision. Violations of this condition shall be the responsibility of the Property Owner, and subject to a fine of no less than \$200 per vehicle, per trip, or per instance, where such fine shall be paid by the Property Owner to the Town immediately upon demand.

Service Level/Collaborative Impact

Streets:

The streets within the proposed subdivision are to be public streets, designed and built to the standards and specifications of the Public Facilities Manual. Once construction is complete, and all infrastructure is verified to meet minimum standards, the streets will be accepted into the Town maintenance system. After acceptance, standard residential services will be provided by the Public Works department such as residential trash pick-up, snow removal, and maintenance of roadway asphalt, curb, gutter and sidewalk.

Emergency Access:

The streets within the proposed subdivision will be designed and constructed to meet the minimum standards of the Fire Code, to include minimum roadway width and turn radii for emergency response vehicles. Fire lane "no parking" signage will be required along roadways and the proposed cul-de-sac as necessary to ensure that the minimum required access width for emergency vehicles is maintained, and can be enforced by the Police Department.

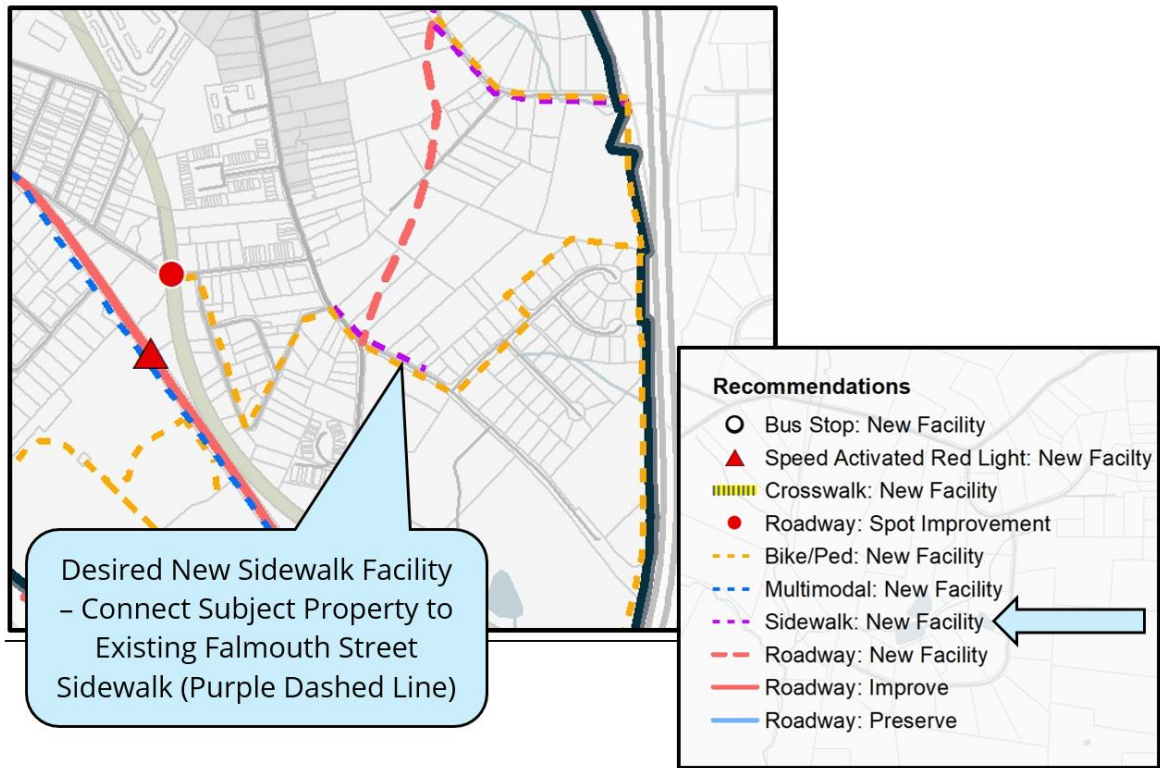
Utilities:

The subject property totals approximately 5.34 acres in size, and is split-zoned across the R-6 and R-15 zoning districts. Based off of the individual areas of the R-6 and R-15 zoning districts, the property has a maximum base density of approximately 24 lots. The proposed eight-lot layout shown with the requested dead-end street waiver is well below the maximum density that was used to calculate Town water and sewer capacity, and therefore there are no capacity issues triggered by this specific development.

Policy Direction/Warrenton Plan 2040

The comprehensive plan calls for a new sidewalk connection from the subject property, along Old Meetze Road, and extending up to existing sidewalk facilities on Falmouth Street. The desired sidewalk is shown as a purple dashed line in the Desired Outcome Map excerpt copied below. The Applicant's provision of a sidewalk connection from the proposed terminal cul-de-sac to Old Meetze Road, and across the property's Old Meetze Road frontage conforms to the Town's comprehensive plan.

Excerpt From Figure 5-1: Town of Warrenton Transportation Plan - Desired Outcome Map



The comprehensive plan includes transportation goal T-4.2:

T-4.2: *Require that the proposed street system for new developments will be designed to provide a network of interconnected streets*

The subdivision layout proposed by the Applicant includes connecting two stub-streets that were intended to form a future road connection, ensuring that the proposed subdivision streets are part of a network of interconnected streets, fulfilling goal T-4.2.

Fiscal Impact

A Fiscal Impact assessment has not been completed.

Legal Impact

The subject property is located in the R-6 and R-15 Residential districts, which allows single-family detached homes as a Permitted (by-right) use per Sections 3-4.1.2 and 3-4.3.2 of the Zoning Ordinance. Except for the requested exception to allow for a dead-end (cul-de-sac) street, the development proposed by the Applicant is a by-right use of the property.

Should the requested exception for a dead-end (cul-de-sac) street be denied, the Applicant will develop the property with a through-street connection to Old Meetze Road. This new right-of-way area will transform what is now a side yard into a secondary front yard for two existing residential lots, and may result in existing structures becoming non-conforming to existing setback regulations as regulated by Zoning Ordinance Section 11-4 *Non-Conforming Uses and Structures*.

During the August 19, 2025 work session, the Planning Commission members requested legal clarification on the question of hardship, and whether the Commission could consider potential hardships on adjoining properties that are not part of the proposed subdivision development. As discussed by Mr. Patrick Corrish, Associate Town Attorney, the Commission may consider the imposition of additional setbacks on neighboring properties as a hardship should the Commission *not* recommend approval of the requested dead-end-street exception, and a through-street connection is constructed to Old Meetze Road.

During the August work session, Commission members requested clarification on whether neighboring property owners would be notified of the proposed development and public hearing. So as to conform to the notification requirements of Zoning Ordinance Sections 11-3.2.1 *Advertisement and Notice is Required* and 11-3.2.2 *Notice by Town*, notice of the September 16, 2025 Planning Commission public hearing for the requested Subdivision Ordinance waiver was sent via Certified Mail to the property owners of all parcels that adjoin the subject property. Additionally, notice of the public hearing was sent to the owners of all parcels within 200 feet of the subject property. A copy of the form letter, mailing list, and Certified Mail receipts are available upon request.

ATTACHMENTS

- [Attachment A](#) – Application Documents
- [Attachment B](#) – Current Deed of Title – William Daniels LLC, Deed Book 860 Page 501
- [Attachment C](#) – Proposed Subdivision Layout Plan
- [Attachment D](#) – Subdivision Ordinance Section 4.2 *Streets*