

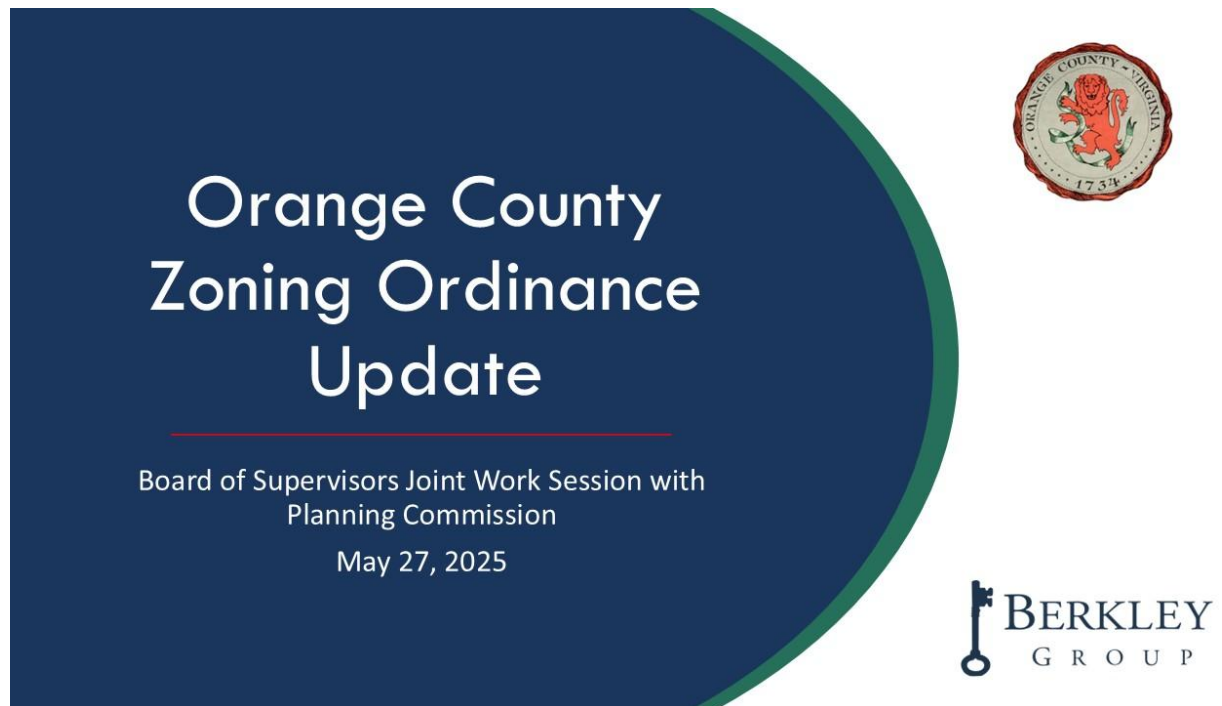
At a Worksession of the Orange County Board of Supervisors held on Tuesday, May 27, 2025, beginning at 3:30 p.m., in the Meeting Room of the Public Safety Building, 11282 Government Center Drive, Orange, Virginia. Present: R. Mark Johnson, Chairman; Eduward M. Van Hoven, Vice Chairman; Crystal D. Hale; Keith F. Marshall, and J. Bryan Nicol. Also present: Theodore L. Voorhees, County Administrator; Amy Wilson, County Attorney; and LaToya M. Smith, Chief Deputy Clerk.

RE: JOINT WORKSESSION: BOARD OF SUPERVISORS & PLANNING COMMISSION

The Board was joined by the following members of the Planning Commission for a joint worksession regarding proposed updates to the Orange County Zoning Ordinance: Jason Capelle, Chairman; Brandon Van Hoven; Jordan Marshall; and Frank DiPasquale. Adam Bryington, Vice Chairman, was absent. Michelle Mixell, Director of Development Services, and Josh Frederick, Planning & Zoning Services Manager, were also present for this portion of the meeting.

Rebecca Cobb, Deputy Director of Planning, was present on behalf of Berkley Group, LLC.

Ms. Cobb gave a PowerPoint Presentation consisting of the following components: Introductions; Project Schedule & Progress To-Date; Article Review; Agricultural Districts Discussion; and Next Steps.



Agenda

- Introductions
- Project Schedule & Progress to Date
- Article Review
 - Article 4: Primary Zoning Districts
 - Article 5: Overlay Zoning Districts
- Agricultural Districts Discussion
- Next Steps

Schedule

Worksession	Topic
✓ March 2025	Engagement Summary Draft Table of Contents Structure District Discussion
May 2025	Primary and Overlay Zoning Districts
July 2025	Uses and Use Performance Standards
September 2025	Community Design Standards Administration
November 2025	Compiled ZO Review

Project Overview

PROJECT TIMELINE																				
Phase	#	Task Description	2025												2026					
			January	February	March	April	May	June	July	August	September	October	November	December	January	February	March	April	May	
Investigation	A1	Staff Project Kickoff (Virtual)	V																	
	A2	Project Management / Staff Input																		
	A3	County Tour		X																
	A4	Focus Group Listening Sessions (up to 2)		X																
	A5	Engagement Summary			*															
Development	B1	Joint Work Sessions (up to 5)			X		X		X		X		X							
	B2	Ordinance Table of Contents & Crosswalk			*															
	B3-B10	Drafting					*		*		*									
	B11	Formatting & Final Review											*							
	B12	Changes Matrix & Contents Crosswalk Update											*							
Adoption	C1	Open House (Public Draft Review) (up to 1)												X						
	C2	Pre-Adoption Joint Work Session (up to 1)														X				
	C3	Incorporate Final Revisions																		
	C4	PC & Board of Supervisors Public Hearings																X	X	
	C5	Post-Adoption Deliverables																		

X = Anticipated In-person Attendance; V = Virtual Attendance; * = Meeting Topic

Zoning Ordinance Table of Contents

Administration	Article 1: In General	Development Standards	Article 6: Use Matrix
	Article 2: Administration		Article 7: Use Performance Standards
	Article 3: Permits and Applications		Article 8: Community Design Standards
Development Standards	Article 4: Primary Zoning Districts	Administration	Article 9: Nonconforming Uses, Lots, and Structures
	Article 5: Overlay Zoning Districts		Article 10: Definitions

Article Review

Article 4 – Primary Zoning Districts

This Article states standards for all primary zoning districts.

- Zoning Map will not be updated.
- Any existing lots, uses, or structures that don't meet the new standards will become nonconformities.
- Five new zoning districts being proposed (*see right*).
- New application of standards and determination of measurements added.
- Moved standards specific to uses or design elements to be incorporated in future Articles

Agricultural Districts	
A	Agricultural District
A-1	Agricultural, Conservation District
A-2	Agricultural, General District
Residential Districts	
R-R	Rural Residential District
R-1	Limited Residential District
R-2	General Residential District
R-4	Multifamily Residential District
Commercial Districts	
C-1	Limited Commercial District
C-2	General Commercial District
R-S	Rural Service District
Industrial Districts	
I-1	Limited Industrial District
I-2	General Industrial District
T	Technology District
Planned Development Districts	
R-3	Planned Residential District
R-5	Planned Residential – Traditional Design District
PDB	Planned Development – Business District
PDM	Planned Development – Mixed Use District

Article 4 – Revisions of Note

General Revisions

- Change to how front setbacks are measured – now from property line.
- Special exceptions are now uniform as waivers.
- Waivers allowed for building over height limit.
- Restrict the creation of new pipe stem lots.
- Added regulations for building on steep slopes.
- Retained setbacks for lots on primary highways, and increased lot frontage, but some districts have no minimum lot frontage when not along a primary highway.



Article 4 – Revisions of Note

Residential Districts Revisions

- New rural residential district.
- Updated intent statements.
- R-4 changes:
 - Additional density for assisted living facilities.
 - Added open space requirements.
 - Uniform setbacks for all uses, side now 15 ft. from 50 ft.

Table IV-6. R-R, Rural Residential District Regulations.

R-R	
Minimum Lot Area	
All Lots	2 acres ³⁴
Minimum Lot Frontage	
Lots along Primary Highways Identified in Section 70-IV-2-3(A)	See Table IV-1
All Other Lots	200 ft. ³⁵
Minimum Required Setbacks	
Front	
Lots along Primary Highways Identified in Section 70-IV-2-3(A)	See Table IV-1
All Other Lots	35 ft. ³⁶
Side	
Main Structures	20 ft.
Accessory Structures	10 ft.
Corner Lots (Adjacent to Side Street)	25 ft.
Rear	
Main Structures	35 ft.

Article 4 – Revisions of Note

Commercial Districts Revisions

- Created new rural service district.
 - Modified intent statement.
- Updated intent statements.
- Required minimum lot frontage for primary highways only.

Article 4 – Revisions of Note

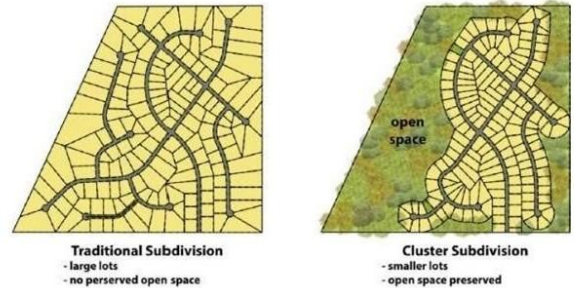
Industrial Districts Revisions

- Created new Technology district with standards from peer benchmarking.
 - Minimum development size of 100 acres.
 - Maximum lot coverage.
 - Increased front setbacks.
- Updated intent statements.
- Added setbacks for adjacency to residential/commercial districts.
- Required minimum lot frontage for primary highways only.

Article 4 – Revisions of Note

Planned Districts & Cluster Revisions

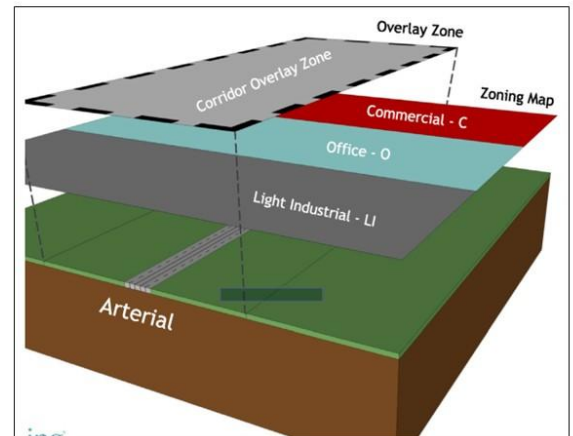
- Moved common development standards to apply to all planned districts.
- Proposing change to intent statement to no longer allow for rezoning to R-3 – Planned Residential District.
- Cluster development now allowed in A, A-1, A-2, and R-R.
- Allowing cluster development on parcels with improvements.



Article 5 – Overlay Zoning Districts

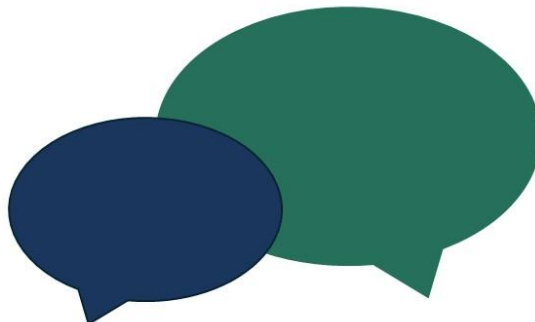
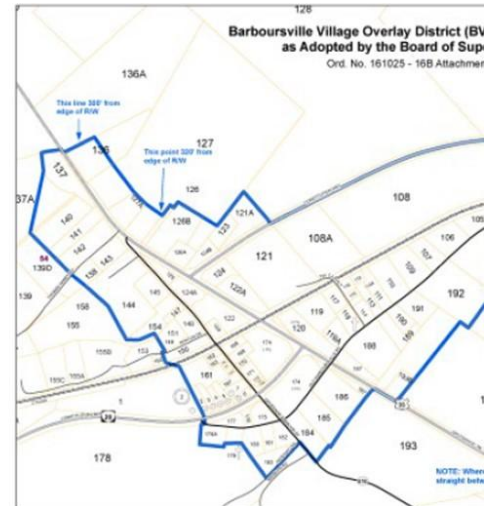
This Article contains all standards for overlay zoning districts. Overlay districts differ from primary districts because they “overlay” the primary district and any requirements or benefits are in addition to any regulation in the underlying zone.

BVOD	Barboursville Village Overlay District
FOD	Floodplain Overlay District
AZOD	Airport Zoning Overlay District



Article 5 – Revisions of Note

- No substantial changes to Barboursville Village Overlay District.
- Minor changes to Floodplain Overlay District to update and better match state and federal provisions.
- Included purpose & authority provisions for the Airport Zoning Overlay District.
- Overlay districts definitions are removed to be included in standalone Article dedicated to all Ordinance definitions.



Questions?

Next Steps



Joint Worksession: July 22, 2025
Uses
Use Performance Standards

- ☒ Staff Kickoff Meeting
- ☒ Focus Groups
- ☒ County Tour
- ☐ Drafting Worksessions – May through November 2025
(May, July, September & November)
- ☐ Public Draft Open House – January 2026
- ☐ Final Review Joint Work Session – February 2026
- ☐ Final Revisions
- ☐ Public Hearings & Adoption – Spring 2026

Agricultural Districts Information

Sliding-Scale versus Large-Lot

Key Considerations:

Agricultural Goals: If the aim is to retain working farms and not just rural open space, sliding-scale zoning may be more effective.

Community Buy-in: Consider which approach local landowners and officials are more likely to support and understand.

Long-Term Vision: Consider combining these tools with conservation easements, PDR/TDR programs, or clustering to provide flexibility and protect farmland more permanently

Sliding-Scale

Division rights are granted based on parent parcel size. Larger parcels allow fewer divisions in relation to total area.

Montgomery County, VA			
Size of Parent Parcel (acres)	Number of Permitted Lots	Other Agricultural District standards	
Less than 1	0	Minimum lot area:	1 acre
Less than 2	1	Maximum lot area:	None
Less than 3	Up to 2	Maximum coverage:	30%
3 to 10	Up to 3	Minimum width:	120 feet
10 to 30	Up to 4		
30.01 to 50	Up to 5		
50.01 to 70	Up to 6		
70.01 to 90	Up to 7		
90.01 to 110	Up to 8		
110.01 to 130	Up to 9		
More than 130	9, plus 1 per additional 20 acres		

Sliding-Scale

Advantages

- Preserves larger ag parcels
- Reduces farm fragmentation
- Limits scattered development
- Encourages thoughtful planning

Disadvantages

- Complex and difficult to admin
- Public equity concerns
- Difficult inheritance planning

Large-Lot

District lot size requirements include a large minimum lot size (5 to 50+ acres)

Standard (for agricultural districts)	Locality (Virginia-based)			
	Prince George County	Nelson County	Greene County	Hanover County
Minimum Lot Size:	5 acres	20 acres; family exemption	8 acres	10 acres; family and use exemptions
Minimum lot width:	150 ft.	125 ft.	300 ft.	250-450 ft.
Notes:		Currently administers sliding-scale allowances but are moving away from this method. Also increasing lot width to 200 ft.	Administers sliding scale allowances. Parent tracts with less than 16 acres have no division rights.	

Large-Lot

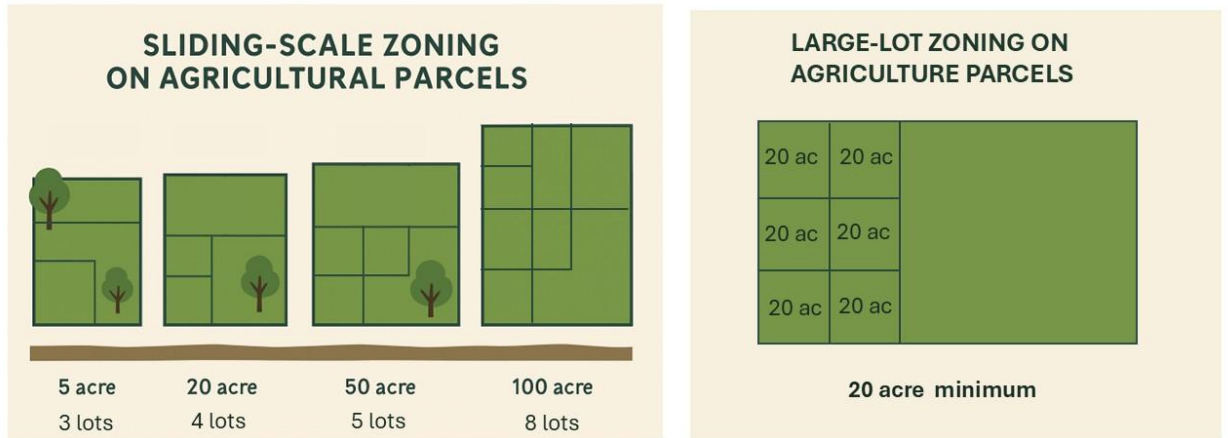
Advantages

- Easy to administer
- Reduces farm fragmentation
- Maintains rural character
- Environmental preservation

Disadvantages

- Inefficient land use
- Reduced housing affordability
- Unintended fragmentation

Sliding-Scale & Large-Lot Visual



Note: This is illustrative for purposes only. Scale, road frontage, and lot requirements are not considered.

Thank You!



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Rebecca Cobb, Deputy Director of Planning
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Board members expressed concerns regarding perceived variations between the intended scope of work set forth by the Board of Supervisors regarding this project and what was translated to staff and to Berkley Group.

Discussion ensued as to how best to move forward with this process.

The County Administrator suggested it might be helpful for staff to take the comments from this discussion, get together to talk about how to revamp some of the process, and then come back to the Board with recommendations.

Chairman Johnson suggested continuing this discussion as part of the Board's regular meeting agenda.

RE: ADJOURN

Chairman Johnson adjourned the worksession at 4:43 p.m.

R. Mark Johnson, Chairman

Glenda B. Paul, County Administrator