

**BOARD OF SUPERVISORS  
BUSINESS MEETING  
ACTION ITEM**

**SUBJECT:** Initiation of CPAM-2022-0001, St. Louis Village Plan

**ELECTION DISTRICTS:** Blue Ridge

**CRITICAL ACTION DATE:** At the pleasure of the Board

**STAFF CONTACTS:** Randall Farren, AICP, Planning and Zoning  
James David, Acting Director, Planning and Zoning

**PURPOSE:** To seek Board of Supervisors (Board) direction and potential initiation of CPAM-2022-0001, a Comprehensive Plan Amendment (CPAM) to the *Loudoun County 2019 General Plan* (2019 GP) that includes a Village Plan for the Rural Historic Village of St. Louis, and any necessary zoning amendments to implement the Village Plan.

**RECOMMENDATION:** Staff recommends that the Board initiate CPAM-2022-0001, St. Louis Village Plan, and approve the project work plan provided as Attachment 1.

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**BACKGROUND:** The village of St. Louis is among twelve Rural Historic Villages designated and mapped in the 2019 GP. Acknowledging the unique history and character of each Rural Historic Village, the 2019 GP recognizes that settlement patterns, residential density, building setbacks, building styles, and streetscapes vary and reflect the historic growth and character of the individual villages. 2019 GP policies call for working with the Rural Historic Villages to develop community plans to address issues related to land use and zoning; economic development; natural, environmental, and historic resources; community facilities and services; water and wastewater; and transportation to maintain the character of the villages.

At the [April 20, 2021, Board Business Meeting](#), the Board directed (9-0) staff to initiate a public input process with residents of the Rural Historic Village of St. Louis to gauge community interest in a possible CPAM and/or zoning ordinance amendment (ZOAM) to revise the planned or permitted use and density in St. Louis. The Board further directed staff to return to the Board with recommendations based on the public input received, including, if appropriate, a proposed work plan for the CPAM and ZOAM based on community feedback.

On [June 9, 2021, the Board held a Special Business Meeting](#) to receive public input regarding land use planning in St. Louis. Speakers expressed support for preserving St. Louis's African American history and the character of St. Louis's historic development. Speakers also expressed concerns

regarding potential adverse impacts associated with active residential development application in St. Louis, such as decreased well water yield and increased property values, resulting in higher property taxes that could price out existing residents. Additionally, the community submitted a petition to the Board with 350 names calling for protecting St. Louis's drinking water supply and limiting residential development within St. Louis.

At the [September 8, 2021, Board Business Meeting](#), the Board considered an Action Item regarding options to address resident concerns related to drinking water and land use in the village of St. Louis.<sup>1</sup> The item discussed two significant issues facing the St. Louis community: 1) land use planning/zoning issues that pose challenges to St. Louis's history, character, and historic settlement patterns, and 2) existing and projected water supply challenges facing village residents. In response to the land use concerns, the Board directed (8-0-1: Kershner absent) staff to develop a comprehensive project plan and Resolution of Intent to Amend the Zoning Ordinance (ROIA) for the Board's consideration that includes, at a minimum, the following elements:

1. A CPAM to develop a Village Area Plan for Saint Louis and, if necessary, other necessary policy changes to help realize the Village Area Plan; and
2. A ZOAM to implement the vision of the Village Area Plan.

The Board further directed (8-0-1: Kershner absent) staff to accept a village of St. Louis application to the County's Water and Wastewater Program for review outside of the regular application cycle and prioritize the St. Louis application such that the project would move straight to a feasibility study. Recognizing the potential for public water to spur unintended development pressure in St. Louis, the Board's action also delays implementation of the feasibility study until and unless the St. Louis Village Plan CPAM and zoning changes are adopted.

This Action Item and associated work plan are intended to respond to the first two elements of the Board's action at the September 8, 2021, Business Meeting. The Water and Wastewater Program feasibility study, if initiated, and any follow-on actions will be handled as part of a separate initiative by the Department of General Services (DGS).<sup>2</sup> However, considering the interrelatedness of the land use and water concerns in St. Louis, Department of Planning and Zoning (DPZ) staff will coordinate with DGS throughout the Village Plan process to identify and resolve potential conflicts and take advantage of efficiencies between the two efforts.

**ISSUES:** During the [June 9, 2021, public input session for the Village of Saint Louis](#), speakers expressed concerns that active residential development applications could adversely impact St. Louis's African American history and the character of St. Louis's historic settlement patterns. Speakers further cautioned that such development could increase property values in St. Louis, resulting in higher property taxes, which could price out current residents.

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<sup>1</sup>The September 8, 2021, Action Item is available [at this link](#).

<sup>2</sup>To date, DGS staff has not received a request for a Water and Wastewater Program feasibility study from the Village.

Although the September 8, 2021, Action Item noted the statutory limitations of restricting or influencing by-right development applications currently in process, the item further noted that St. Louis's existing zoning generally allows for development at significantly greater densities than the area's historic settlement patterns.<sup>3</sup> As noted above, the provision of a public water utility could trigger additional by-right development in St. Louis. This is especially true in the Countryside Residential (CR-1 and CR-3) zoning districts, wherein development under the compact cluster option would become available at minimum lots sizes between 10,000 and 15,000 square feet. Public water would also facilitate development of the areas zoned RC (Rural Commercial) at densities of up to four dwelling units per acre. By delaying implementation of any public water infrastructure until the St. Louis Village Plan project is complete, this project presents an opportunity to amend the 2019 GP and the Zoning Ordinance to ensure that future development in St. Louis is consistent with the village's unique character.

Consistent with the Board's direction at the September 8, 2021, Business Meeting, staff's recommended work plan (Attachment 1) proposes to develop a St. Louis Village Plan and any other appropriate policy amendments to the 2019 GP in coordination with zoning changes to implement the Village Plan. The Village Plan element is proposed to establish the community's vision, goals, and objectives; identify existing conditions; inventory comprehensive planning issues; and devise policies and implementation strategies. Following the initial draft of the Village Plan, the project strategy focus will shift to the zoning changes necessary to implement the plan. This is likely to include a ZOAM to develop a Village Conservation Overlay District (VCOD) that is tailored specifically to the village of St. Louis and specifies development options, minimum lot sizes, densities, setbacks, and other requirements. A Zoning Map Amendment (ZMAP) may be necessary if, for example, the Village Plan calls for any changes to the existing VCOD boundaries or more site-specific zoning changes.

This is envisioned as a community-driven effort, and staff proposes establishing a Village Plan Task Force comprising a mix of citizens and interest-specific members to assist staff with development of the Village Plan:

- 5 Board-appointed citizens (residents or property owners within the St. Louis Village Conservation Overlay District boundaries per the Zoning Ordinance)
- 4 interest- or institution-specific members from:
  - Mt. Zion Baptist Church of St. Louis
  - Banneker Elementary School
  - Black History Committee (Friends of Thomas Balch Library)
  - Loudoun Historic Village Alliance.

More information on the proposed Community Engagement element of this project is provided in Attachment 1.

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<sup>3</sup>The September 8, 2021, Action Item is available [at this link](#).

As noted in the September 8, 2021, Business Meeting item this project is anticipated to take approximately 24 months from Board initiation.<sup>4</sup> The Village Plan development and CPAM process is estimated to take approximately 18 months while the ZOAM and/or ZMAP process requires six to nine months. Staff's draft work plan projects a 24-month schedule to process the CPAM and necessary zoning updates concurrently. This schedule assumes that:

1. The ongoing Zoning Ordinance Rewrite (ZOR) effort will be completed by the end of 2022. Significant work on the zoning-related elements of the St. Louis Village Plan is anticipated to start in early 2023. Any ZOR timeline extensions could affect staffing and resource availability for the St. Louis Village Plan project and delay its completion.
2. The Community Planning Division's current staff planner vacancy will be filled prior to project kickoff. Community Planning currently lacks a senior-level planner with capacity to manage this effort.
3. Staffing levels will be maintained throughout the program's development and resources will not be diverted to other initiatives.

Any divergence from these assumptions could delay the St. Louis Village Plan effort and require future adjustments to the project plan and schedule.

**FISCAL IMPACT:** Staff has identified the following potential fiscal impacts associated with this item:

1. Land use changes. The work plan anticipates zoning changes, including zoning ordinance amendments (ZOAM) and potentially zoning map amendments (ZMAP) to implement the land use policies of the St. Louis Village Plan. Staff recommends that the fiscal impacts of these changes in land use be analyzed as part of the staff recommended work plan.
2. Funding for Project Work Plan: Staff assumes a \$10,000 cost over the course of the project for Village Plan Task Force meetings, public outreach and noticing efforts. These fiscal impacts can be absorbed into the DPZ operating budget.

#### **ALTERNATIVES:**

The Board may:

1. Direct staff to initiate the St. Louis Village Plan and recommended regulatory changes according to staff's proposed work plan (Attachment 1) and amend the 2019 GP and the Zoning Ordinance concurrently.

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<sup>4</sup>The September 8, 2021, Action Item is available [at this link](#).

2. Direct staff to sequence policy and regulatory amendments such that the Zoning Ordinance changes are not initiated until the St. Louis Village Plan is finalized and adopted. (Decoupling the community planning and zoning elements of this project would extend the overall project timeline by an estimated 3 to 6 months.)
3. Approve staff's recommended work plan with modifications.
4. Defer action on this item pending further discussion.
5. Take no action.

**DRAFT MOTIONS:**

1. I move that the Board of Supervisors initiate CPAM-2022-0001, St. Louis Village Plan, and approve the staff recommended work plan, provided as Attachment 1 to the January 18, 2022, Board of Supervisors Business Meeting Action Item.

OR

2. I move an alternate motion.

**ATTACHMENT:**

1. Staff Recommended Work Plan

# Work Plan: CPAM-2022-0001

**Project Title:** St. Louis Village Plan

## **PURPOSE**

The purpose of this item is to seek Board of Supervisors' initiation of CPAM-2022-0001, St. Louis Village Plan, and approval of an accompanying work plan to develop 1) a Village Plan for the Rural Historic Village of Saint Louis and, if necessary, other appropriate policy changes to help realize the Village Area Plan, and 2) accompanying regulatory changes (e.g., Zoning Ordinance Amendments and/or Zoning Map Amendments) to implement the vision of the Village Plan.

## **BACKGROUND**

On September 8, 2021, Planning and Zoning (DPZ) and General Services (DGS) staff presented an item to the Board of Supervisors (Board) to identify and discuss potential options to address resident concerns related to drinking water and land use in the Village of St. Louis. The *Loudoun County 2019 General Plan* (2019 GP) includes policy direction to “work with Rural Historic Villages to develop community plans that will support their community goals and address issues related to land use and zoning; economic development; natural, environmental, and historic resources; community facilities and services; water and wastewater; and transportation to maintain the character of the villages” (2019 GP, Chapter 2, Rural Historic Villages, Action 1.1.B). At the September 8, 2021, Business Meeting, the Board directed (8-0-1: Kershner absent) staff to develop a comprehensive project plan and Resolution of Intent to Amend the Zoning Ordinance (ROIA) for the Board's consideration that includes a CPAM to develop a Village Plan for St. Louis and a ZOAM to implement the vision of the Village Plan. DPZ staff proposes this work plan to implement this policy direction and in accordance with Board direction.

## **PROJECT STRATEGY AND SCOPE**

### ***Project Strategy***

The St. Louis Village Plan will provide unified updates to the land use policies of the 2019 GP and the land use regulations of the Zoning Ordinance. The Village Plan will be a community-driven effort with a Village Plan Task Force assisting County staff with development of the Village Plan.

### ***Project Scope***

Total project duration is estimated at 24 months. The process is scheduled to begin in the first quarter of 2022 following Board approval of the draft Work Plan and conclude with Board adoption of the Comprehensive Plan Amendment (CPAM) and any Zoning Ordinance Amendments (ZOAM) and/or Zoning Map Amendments (ZMAP) necessary to implement new plan policies.

Key phases of the project include:

1. Initiation (Board adoption of the Work Plan)
2. Community meeting #1

3. Appointment of Village Plan Task Force
4. Study period and evaluation of findings (data inventory, establishment of baseline conditions, identification of major issues)
5. Formulation and refinement of draft policies and implementation strategies
6. Community meeting #2
7. Drafting and refinement of ZOAM language and other zoning changes
8. Community meeting #3
9. Public Hearings (Planning Commission and Board of Supervisors)
10. Board Adoption
11. Community meeting #4

## **DELIVERABLES**

1. Village Plan for St. Louis
2. Revised village maps and associated text within the 2019 GP
3. Revised text and/or associated maps within the Zoning Ordinance
4. Revised Geographic Information System (GIS) layers

## **PROJECT ASSUMPTIONS**

1. County staff has the required technological tools (e.g., GIS software, knowledge, and data) to carry out necessary analyses in accordance with the Board's policy priorities and direction.
2. The Community Planning Division's staff planner vacancy will be filled prior to project initiation. Staffing levels will be maintained throughout the program's development and staffing resources will not be diverted to other initiatives.
3. Although the Village Plan and CPAM components will initially track ahead of any regulatory amendments, the 2019 GP and the Zoning Ordinance will be updated through a concurrent process that includes joint review, outreach, and public hearings.

## **PROJECT CONSTRAINTS**

As a community- and staff-driven effort, availability of staff resources and competing priorities pose the greatest constraints to the projected schedule. Required technical analysis would be handled by County staff. Though less costly than a process involving hired consultants, a staff-driven effort is more vulnerable to impacts from competing priorities, both current and future. DPZ staff is currently processing two CPAMs—both of which are expected to conclude in the first half of 2022—and anticipates starting work on an additional Board-initiated CPAM in the coming months. Assuming full staffing of the Community Planning Division, these projects are not anticipated to affect progress on the St. Louis Village Plan. DPZ is also currently undertaking a Zoning Ordinance Rewrite (ZOR) that is scheduled for completion in late 2022. The adopted work plan for the ZOR stipulated that “individual ZOAMs should cease while the larger overhaul project is taking place, unless a particular ZOAM is time-sensitive or legally required.” Significant work on the zoning-related elements of this project is not anticipated to start until early 2023, likely after formal adoption of the ZOR. Therefore, it is not anticipated that the ZOR project will affect progress on this project.

## **PROJECT ORGANIZATION AND TEAM**

### **County Staff**

The project will be managed by a senior-level planner from DPZ's Community Planning Division. The Project Manager will coordinate efforts between the Department of Transportation and Capital Infrastructure (DTCI), the County Attorney's Office, DGS, and other relevant county agencies. The

Project Manager will also facilitate public outreach and all legal notice requirements.

Project Supervisor: Randall Farren, AICP, Program Manager, Community Planning  
Project Manager: Community Planning staff planner  
County Staff: Various agency/department liaisons  
Task Force: Composition discussed below

### **Village Plan Task Force**

Staff recommends the creation of a Village Plan Task Force comprising no more than 9 members:

- 5 Board-appointed citizens (residents or property owners within the St. Louis Village Conservation Overlay District boundaries per the Zoning Ordinance)
- 4 interest- or institution-specific members from:
  - Mt. Zion Baptist Church of St. Louis
  - Banneker Elementary School
  - Black History Committee (Friends of Thomas Balch Library)
  - Loudoun Historic Village Alliance

### **STAKEHOLDERS**

- 1) Board of Supervisors
- 2) St. Louis Community (local organizations, business/property owners, and citizen groups)
  - a) Village Plan Task Force
- 3) County and Regional Agencies:
  - a) County Administration
  - b) County Attorney
  - c) Department of Transportation and Capital Infrastructure
  - d) Department of General Services
  - e) Office of Mapping and Geographic Information
- 4) County Advisory Boards
  - a) Planning Commission
  - b) Zoning Ordinance Committee

### ***Community Engagement Plan***

Community engagement is central to the project strategy. As a community-driven effort, the St. Louis community – largely through the Board-appointed Village Plan Task Force – will work with staff to craft the vision, goals, objectives, policy approach, and regulatory implementation strategy of the St. Louis Village Plan. Staff proposes to coordinate closely with the Task Force throughout the development of the plan, setting up and facilitating meetings on a regular basis and providing any necessary technical assistance and subject matter expertise. Staff will manage and facilitate the project according to the Board's approved project plan.

This project plan includes four formal community meetings at critical stages of plan development: 1) Project kick-off, prior to the creation of the Village Plan Task Force; 2) Following the development of the draft policies and implementation strategy; 3) Following the development of the ZOAM language and the Board's action on the ROIA; and 4) Following Board adoption. Staff intends to inform the larger community of the project's progress, solicit feedback at key milestones, and provide regular opportunities for community input through a variety of media. Other community meetings may be held as needed at various points during development of the Village Plan. Staff will strive to hold community and Task Force meetings in the Village of St. Louis to the extent possible as to facilitate local participation. There will be opportunities for broader public comment through public hearings as required by state code and the Zoning Ordinance.



## PROJECT TASKS AND SCHEDULE

Phase	TASK	WHO	WHEN
Plan Preparation	1. Board Initiation of CPAM	Board of Supervisors	Jan 2022
	2. Convene project team/kickoff	Staff	Feb 2022
	3. Initial Community Meeting	Staff/Community	March 2022
	4. Create Village Plan Task Force	Staff/Community/Board	March – April 2022
	5. Establish vision, goals, and objectives	Staff/Task Force	April – May 2022
Plan development	6. Data inventory, mapping, and establishing baseline conditions	Staff	June – July 2022
	7. Inventory major issues (SWOT analysis)	Staff/Task Force	July – Aug 2022
	8. Draft policies and implementation strategies	Staff/Task Force	Aug – Oct 2022
	9. Draft Village Plan and CPAM policy text & Community Meeting 2	Staff/Task Force/Community	Oct 2022 – Jan 2022
	10. CPAM referral 1	Staff	Jan – Feb 2023
	11. Draft zoning changes/refine CPAM	Staff/Task Force	Feb – April 2023
	12. CPAM referral 2; ZOAM/ZMAP referral 1	Staff	April – May 2023
	13. Refine CPAM/ZOAM/ZMAP. Draft ROIA and bring to the Board for consideration.	Board/Staff	May – June 2023
	14. Community Meeting 3	Staff/Task Force/Community	June 2023
Recommendation & Adoption	15. PC public hearing, deliberation, and action	Planning Commission/Staff	July – Oct 2023
	16. Board public hearing and deliberation	Board/Staff	Nov – Dec 2023
	17. Board final action	Board/Staff	Jan 2024
	18. Final Community Meeting	Staff/Task Force/Community	Feb 2024

## PROJECT RESOURCES

This project is proposed to be completed with already programmed resources within DPZ. This project is a significant piece of the planned Community Planning Division workload, and any additional projects or priorities that materialize during the project would potentially impact the above schedule. Staff anticipates a cost of \$10,000 over the course of this project to provide for community and task force meetings, public outreach, and noticing efforts. These impacts can be absorbed into the DPZ operating budget.

<b>Task</b>	<b>Baseline Estimated Cost</b>
Outreach	\$10,000
<b>Total</b>	<b>\$10,000</b>