



**BERRYVILLE AREA DEVELOPMENT AUTHORITY  
MEETING AGENDA**

**Wednesday, August 27, 2025, 1:00pm**

**Berryville – Clarke County Government Center Main Meeting Room  
101 Chalmers Court – Berryville, Virginia**

- 1. Call to Order – Allen Kitselman, Chair**
- 2. Approval of Agenda**
- 3. Approval of Minutes**
  - A. June 25, 2025 Afternoon Session
  - B. June 25, 2025 Evening Session
- 4. Old Business**
  - A. Berryville Area Plan Update
    - (1) Revised timeline for project completion
    - (2) Discussion, Potential Future Growth Areas
- 5. New Business – None scheduled**
- 6. Other Business**
- 7. Adjourn**

**NEXT MEETING – Wednesday, September 24 (1:00PM)**



**Berryville Area Development Authority (BADA)**  
**DRAFT MINUTES – Regular Meeting (Afternoon Session)**  
**Wednesday, June 25, 2025 at 1:00PM**  
**Berryville-Clarke County Government Center**  
**A/B Meeting Room**

<b>ATTENDANCE:</b>			
Allen Kitselman (Chair)	✓	John Hudson	✓
George L. Ohrstrom, II (Vice-Chair)	✓	Kathy Smart	✓
Diane Harrison	✓	David Weiss	✓

A meeting of the Berryville Area Development Authority (BADA) was held on Wednesday, June 25, 2025.

**STAFF PRESENT:** Terry Russell (Community Development Director – Berryville), Brandon Stidham (Director of Planning – County), Jeremy Camp (Senior Planner/Zoning Administrator – County), Keith Dalton (Town Manager)

**OTHERS PRESENT:** Jay Arnold (Mayor)

- 1. Call to Order** – By Chair Kitselman at 1:01PM
- 2. Approval of Agenda**

The Authority voted unanimously to approve the agenda as presented by Staff.

<b>Motion to approve the agenda as presented by Staff</b>			
Allen Kitselman	<b>AYE</b>	John Hudson	<b>AYE</b>
George L. Ohrstrom, II	<b>AYE (seconded)</b>	Kathy Smart	<b>AYE</b>
Diane Harrison	<b>AYE (moved)</b>	David Weiss	<b>AYE</b>

- 3. Approval of Minutes – May 28, 2025 Meeting**

The Authority voted unanimously to approve the May 28, 2025 minutes as amended.

<b>Motion to approve the May 28, 2025 minutes as amended</b>			
Allen Kitselman	<b>AYE</b>	John Hudson	<b>AYE</b>
George L. Ohrstrom, II	<b>AYE</b>	Kathy Smart	<b>AYE (moved)</b>
Diane Harrison	<b>AYE (seconded)</b>	David Weiss	<b>AYE</b>

- 4. Overview of Agenda Items for Evening Session**

Mr. Stidham noted the two public hearings scheduled – the funeral home site development plan amendment application and the Hillson Grove subdivision application. He said that at the end of the afternoon session the Authority will be discussing moving the date of the July meeting and the date will depend on what action is taken on the Hillson Grove application this evening. He also said that this will require an item to be added to the end of the evening session agenda to reschedule the July meeting.

Mr. Camp provided an update on the Shirley Properties, LLC site development plan application (SP-25-01). He said that Staff was recommending conditional approval in the Staff report but that the applicant has submitted final corrections prior to this meeting and Staff can now recommend full approval. Members had no questions.

Mr. Russell provided an update on the Hillson Grove preliminary plat application. He noted that if action on the plat is deferred to July, the 60-day statutory review period will have expired if the July meeting date is moved ahead one week so this will have to be considered when we discuss that item. He said that Staff has no concerns with this application but noted that there may be concerns raised at the public hearing that would warrant deferral of action to July. Mr. Weiss asked for confirmation that the review clock will continue to run if the Authority defers action versus the applicant, and Mr. Stidham replied yes. Mr. Stidham added that in this case, we would need to make sure the next meeting is held before the 60-day review period ends. Mr. Hudson asked for confirmation that there have been no exceptions or variances. Mr. Russell confirmed yes and replied that they have completed all of their technical reviews. Vice-Chair Ohrstrom said that we may not want to act on the application this evening if there is public comment in opposition. Mr. Weiss replied that this is a by-right application and Mr. Hudson added that we might be limited in what we can do. Vice-Chair Ohrstrom agreed and said he stands corrected. Chair Kitselman noted for the record that he is unavailable for meetings during the month of July.

## **5. Old Business**

### **A. Berryville Area Plan Update**

Mr. Stidham noted that for the Authority's reference, the minutes for every meeting to date at which the Berryville Area Plan update was discussed is provided in the packet. He said the minutes date back to the May 26, 2021 meeting at which the five-year review resolution to initiate the update project was adopted.

Mr. Stidham stated that on page 70 of 75 is a revised work plan for the Berryville Area Plan update. He noted that at the last meeting, Mr. Hudson had requested a timeline to show how all of the necessary steps could be completed to meet the deadlines set forth in Town Council's resolution. He said that he prepared the Berryville Area Plan update which proposes an aggressive schedule for the Authority to complete its work by March 2026. He added that Mr. Russell has provided a second timeline for action items after the Authority has sent the draft Area Plan to the governing bodies.

Mr. Stidham reviewed the revised work plan and timeline for project completion. Vice-Chair Ohrstrom asked if there is any opportunity for public comment when the draft is completed and before the public hearing is scheduled. Mr. Stidham replied that the Authority has the option of either holding an informal public comment workshop to present the final draft and make adjustments based on feedback received, or hold the required public hearing and not schedule any informal public comment workshops. He noted that an informal public comment workshop was held when the Area Plan was last updated in 2016. He also noted that if the Authority wants to add an informal public comment meeting to the work plan, it will extend the timeline for completion past March 2026. He said he would recommend adding an informal public comment workshop and noted that we had a good turnout the last time we did it. He also noted that the County has held four of these workshops recently for the Rural Lands Plan project and had 60-70 people at each session with good input provided. Vice-Chair Ohrstrom recommended adding a public comment workshop to the schedule.

Mr. Stidham noted that the timeline was drafted to be as aggressive as possible and asked if the members had any questions. Mr. Hudson said that he appreciates the work and believes it is a targeted way to approach this. He also noted the possibility for delays that can be addressed as we proceed. Mr. Stidham noted that the Authority's work on Task 1A was stretched out over two years and when they see the recommendations in the draft plan, they may want to take a different approach and add time to the project. He said if we need additional time on this project, it is always a good idea to take the additional time. Vice-Chair Ohrstrom asked if we should add the public input workshop to the timeline now. Mr. Stidham replied that the workshop could be scheduled in February 2026 instead of the public hearing, noting that it should be far enough away from the holidays so people can attend but also cautioned that winter weather could be an issue. He said the Authority would debrief and decide on any changes at the March meeting, schedule public hearing at the April meeting for May, and act on the plan in June. Vice-Chair Ohrstrom said he is okay with this change. Mr. Hudson said he agrees that public input is important and likes the proposed changes to the schedule. Vice-Chair Ohrstrom asked if everyone agrees with the changes and no one stated any objections. He also asked about scheduling for inclement weather and Mr. Stidham said that you can advertise an alternate date the week following the scheduled date if the meeting has to be postponed.

Ms. Harrison asked whether the informal public workshops would allow for conversations versus just giving participants three minutes to speak. Mr. Stidham described two models for public input workshops. He said the 2015 workshop for the Berryville Area Plan update was a "VDOT rolling-style" workshop where the meeting started with a formal presentation and then Authority members and staff were on hand in the room afterwards for participants to look at maps, ask questions, and have one-on-one conversations. He said the other model which he is using for the Rural Lands Plan workshops is a formal presentation followed by a series of prepared questions to which he opens the floor for anyone present to respond. He added that the prepared questions address key issues to which we want to receive feedback. Vice-Chair Ohrstrom said that he has been to three of the four workshops and this format has worked well to solicit input. Mr. Stidham noted that an interactive session is often better than a formal public hearing setting where a participant has to make a speech at a podium. Mr. Hudson asked if the comments were recorded. Mr. Stidham replied that he ran an audio recorder at each workshop to take minutes and noted the comments but he did not require participants to be named.

Mr. Stidham said that he will update the timeline and forward to the members via email and that it can be updated as we proceed. Members had no concerns with this approach.

Mr. Russell reviewed the timeline for completion of the Berryville Area Plan update and revision of the Town-County annexation agreement, noting that it will be impacted by the changes that the Authority has made to the other timeline. He noted that the current annexation agreement requires annexations to be completed at the end of each calendar year and changes to the Plan update timeline will affect meeting this date. He also noted that annexations are required to be reviewed and approved by the State through the Commission on Local Government which has some 60-day milestones to complete. He said the timeline would begin with the Town and County creating an annexation agreement amendment review committee in July/August 2025. He added that this committee would work through the fall of 2025 to create an annexation agreement for a new "Area C" to be annexed with their findings to be presented to Town Council and the Board of Supervisors in December 2025. He noted that Area C would be comprised of portions of the three future potential growth areas identified in the 2015 Plan. He said following adoption of the revised Area Plan in September, a fully executed annexation agreement would be sent at the same time to the Commission on Local Government for approval. He concluded by stating that annexations of

lands in the new Area C would occur effective July 1, 2027 or January 1, 2028. He said that with the adjustments to the Plan Update schedule, work on the annexation agreement would still need to be completed by the end of 2026 for annexations to take place in 2027.

Mr. Stidham said that under the adjusted schedule, the revised Area Plan would go to Town Council and the Board of Supervisors in July 2026. He added that both governing bodies would set public hearings at their August meeting, hold public hearings in September, and plan adoption would occur in October 2026 at the earliest. He also said that this does not take into consideration if the governing bodies also want to schedule informal public comment workshops.

Mr. Weiss said he did not know why we would form an annexation committee prior to plan adoption and noted that the work of such a committee would not take long to complete. Vice-Chair Ohrstrom said that he thinks there is a public perception problem if we are discussing annexation areas before we complete the Area Plan revision. He added that he recently gave a public presentation on the County's Comprehensive Plan and the comments he received were that people are not happy with the development that has recently occurred. He also said that if Hillson Grove is approved and developed, the public will be upset when construction begins. He said he thinks we should finish the Area Plan update before we discuss annexation. He said that this is the orderly way that it was set out in the past and we should stick to it. Chair Kitselman said that we have designated the potential future growth areas for ten years and we have had a lot of time to think about this. He added that for a town to be vital, it has to grow and we should move ahead. Mr. Hudson said he hears development comments all the time too but there is a need expand and increase revenue. He added that he would be surprised if a majority of people were against development. Ms. Harrison said that some people are concerned that we are going to turn into Loudoun County but we have good planning practices in place. She said that it has been 10 years and it is time to bring the growth areas forward. She added that as long as people understand what we are doing, it helps to alleviate those fears. Mr. Weiss said that he would be happy to take this to the Board of Supervisors but noted that this has not been discussed in any detail at all. He also said that he is not in support of moving ahead and going out of order.

Mr. Stidham said he wanted to clarify a point about the potential future growth areas and directed the members to the descriptions of each area in the current Area Plan. He said that the growth area concept was added to the Area Plan for the first time in 2015. He noted that the Southern Potential Future Growth Area containing the Smallwood property was designated as a short-term priority but the other two areas were designated as long-term priorities to be examined when all of the other residential sub-areas reach build-out. He said you can make an argument as to whether we are at build-out now or whether we need to see what happens with the Friant property. He said the Authority needs to decide whether to keep the 10-20 year time frame on the two residential areas and a 10 year time frame on the Southern Potential Future Growth Area.

Mr. Russell said that only a couple of properties have developed since 2015 but as planners we need to be able to advise potential developers of whether land use policies are going to change. Regarding the annexation committee, he noted that those members will be educating themselves about the annexation process and agreements as part of their work. He added that it is important to complete the annexation process by the end of 2026 because the requirement that annexations can only become official on January 1 of each year will only result in more delays.

Chair Kitselman recognized Town Manager Keith Dalton and allowed him to comment on the discussion. Mr. Dalton said that he supports creating a committee to study the annexation agreements and he does not think that it would be putting the cart before the horse. He added that the Authority is not going to be looking at the annexation agreement process in detail but will be focusing on the planning, land use, and transportation aspects. He said the concept is to have the governing bodies begin having conversations about the annexation agreements themselves. He noted that the first annexation agreement was adopted in 1988 or 1989 to create regulations for the annexation area and was later amended to create the Authority. He said he has had several discussions in the past with Mr. Stidham regarding whether the annexation regulations are unwieldy and need to change. He also said that Town Council is supportive of having the governing bodies start discussing the annexation agreement and its regulations including how do we do this and when do we do this. He added that at some point legal counsel will be needed. He reiterated that the concept is to allow the Authority to finish work on the planning aspects while the governing bodies start discussion of the annexation process. He said hopefully the two processes will merge and move forward as a full package. He added that it is counterintuitive to wait until the Authority has completed its work and then begin discussing how we will do this. He said that it sounds like the timeline is going to be extended by at least three months so the governing bodies should begin these discussions and bring attorneys on board to work through the process. He added that Town and County staffs can be consulted regarding their thoughts on the annexation regulatory processes to date. He concluded by stating that Town Council believes the combined process will result in a better end product.

Mr. Hudson said that he agrees with getting this framework established and moving forward. Vice-Chair Ohrstrom asked Mr. Stidham if he had any thoughts. Mr. Stidham replied that he is still trying to understand what the reason is for the particular deadlines requested by Town Council. He said that when Christy Dunkle worked for the Town he was brought into several meetings with developers looking at the Friant property but, aside from a few informal discussions, was not aware of developers considering any other annexation area properties. He added that he has not heard it clearly articulated by the Town as to why these specific deadlines are necessary and why we need to overlap steps in order to meet the deadlines. He also said if you create an annexation committee before your land use plan is completed, you are basically telling the public that a new annexation area is going to be created regardless of the outcome of the land use plan. He said it takes away the possibility that the revised plan may not recommend an annexation at this time and people will come to the public hearing with this in the backs of their minds. He noted that an annexation committee can be formed and begin work within a matter of weeks of the plan being adopted. He also stated that it would not preclude Town and County staffs working on annexation issues behind the scenes and have recommendations ready to go after the plan's adoption. He said if there are specific things that are driving these deadlines, it would be good for the County to know what those specific things are.

Mr. Hudson said that he thought the Town Council resolution was pretty clear as to what the Town needs right now. Mr. Stidham replied that the resolution clearly stated what Town Council wants to happen but it does not explain what is driving the deadlines. Vice-Chair Ohrstrom suggested that there could be a developer that is ready to come in that we might need to know about and Mr. Hudson replied not that he is aware of. Mr. Stidham said that the timeline shows that we are moving forward and putting in milestones and Mr. Hudson agreed. Mr. Hudson added that if we need additional clarification from the Town, he is sure that they would provide it. Ms. Harrison noted that the Smallwood property is in contingency.

Mr. Weiss said that the Authority has been a very effective and unique body in its planning organization and it has been that way because it has not been pressured politically by Town Council or the Board of

Supervisors. He said he thinks that the resolution and the conversations that we have had are applying that pressure and he is very uncomfortable with that. Vice-Chair Ohrstrom reiterated that he is concerned with the public perception and not following the process steps one at a time. Ms. Harrison said that we have gone through this plan that has been in place since 2015 and have adjusted a few things so far and that is all we have done. She said we have had the annexation areas in the plan for 10 years and have done nothing with them so our plan really is not changing except for getting rid of areas that have been developed. She said the annexation areas should be part of our plan and should be incorporated. Mr. Weiss replied that no one is saying we are not going to do this but we need to follow our processes. Ms. Harrison said that this should be part of the process and Mr. Weiss replied not the dual-lane approach.

Mr. Stidham reiterated that the Area Plan outlines the steps needed to make a potential future growth area into an annexation area and it includes multiple levels of study. He said that at the last meeting that we addressed the potential future growth areas, two members were going to contact the property owners for the two residential areas to determine their interest and timeline for development. He added if we find out that a property owner is not interested in development at this time, we can focus on a different potential future growth area. He said if we are going to take a different approach to how the potential future growth areas become annexation areas, then we need to look at the current language and process and discuss whether it needs to be changed. He added that the Area Plan says to conduct different studies to determine whether we have the capability both as a Town and County for these areas to be developed the way we have planned, as opposed to placing the properties on deck now for development. He also said that many of our neighbors have made that mistake. Mr. Hudson asked if this process is reflected in the schedule. Mr. Stidham replied no and Mr. Hudson said that it should be. Mr. Weiss said that there is an inherent weakness in the Town Council resolution in that it proposes preemptively rezoning properties. He added that this is a huge mistake and Vice-Chair Ohrstrom said he agrees. Mr. Weiss said if you do this, you lose any ability to get the little amount of proffers that you can still receive. He added that in his opinion, this is the major flaw in the Town's perspective.

Regarding proffers, Mr. Stidham said that most people think of cash proffers which is only one kind of proffer. He said that conditional zoning allows you to negotiate for things that you would like to be able to get on by-right subdivisions like Hillson Grove. He said you can look at the developer's proposal, outline a list of concerns, and note that the Area Plan supports the developer addressing the concerns. He added that this could produce a better layout, more protections to surrounding properties, and relief on the Town's infrastructure with developer-funded improvements. He also said that it is not just about cash proffers, it is about putting a development project in a different realm for discussion and developers are used to this. He added that under by-right zoning, your ordinance is your only protection and if they check all of the items on the checklist then they must be approved. Mr. Stidham noted that he is not crazy about cash proffers since the General Assembly limited local authority and now they may be more trouble than they are worth. He said the possibility of getting your roads and utility infrastructure paid for is way more important.

Mr. Hudson said that coming from private industry, he cannot get his head around discussing something for ten years. He added that if it was important enough to discuss, then why has it not been important enough to come to a conclusion to benefit both the Town and County? He said that this needs to come to some sort of conclusion as ten years is a long time to talk about something. Mr. Stidham said that to clarify, the Southern Potential Future Growth Area was designated as a short-term priority that we would work on after the Area Plan was last adopted. He said the other two potential future growth areas were designated as long-term to be addressed in 10-20 years. He added that there was never an intent that at the end of ten years, all three of these areas would become annexation areas. He said at the current time, we should have

a pretty good idea of whether the Southern Potential Future Growth Area is to become an annexation area and we would begin studying whether to do the same with the other two areas in the future. He then read an excerpt from the current Area Plan (p. IV-12) regarding when a future growth area should be considered as a possible new annexation area. He said that the key issues identified in this excerpt are the ones that should be studied in determining whether to create a new annexation area.

Ms. Harrison said that the excerpt only refers to residential uses and there is nothing in there referring to industrial uses. Mr. Stidham replied that the Southern Potential Future Growth Area is designated for business park uses. Ms. Harrison noted that all of the issues in the excerpt pertain to residential uses and not industrial uses. Mr. Stidham disagreed and replied that industrial uses have impacts on public water, public sewer, and roads. He added that impacts to schools is the only issue in the excerpt that would be unique to residential development.

Chair Kitselman again recognized Mr. Dalton to address the discussion. Mr. Dalton stated that it stretches the imagination to believe that because this body and the Board of Supervisors developed a process that has two parallel tracks that it appears to be a fait accompli. He said that he does not understand this way of thinking. He said the statement has been made that we need to follow the process that was used before and we should not have preemptive rezonings. He added that the process we used before was preemptive rezoning. Mr. Weiss replied that there have not been benefits to that process and we have had discussions before that we would have been better off not to do preemptive rezoning. Mr. Dalton said that he sees 1.5% growth over 30 years so something must have gone well. Regarding encouraging developers to use conditional zoning, he said in 1992 residential areas with a land use designation of 4 units per acre were zoned at a density of 2 units per acre to encourage conditional zoning. He added that no residential rezonings occurred in the annexation area over the past 30 years. He said Berryville Glen has half acre lots and would assume Authority members do not think this is efficient use of land and application of utilities in a town. He said Southgate has houses with backs to US 340 because there was unwillingness to allow more houses to be able to front on US 340. He noted that lot sizes were mitigated in the Hermitage somewhat with Section 5 and compliance with current stormwater management requirements. He said the conditional zoning model has been tried but was not successful. He also noted that Silver Lake considered conditional zoning for Hermitage but was told that they would have to pay proffers on all of the lots.

Mr. Stidham said that in hindsight the flaw to the approach was that the properties were brought into the town with a zoning designation that was still attractive to developers. He added that a new approach could be to bring properties in with an Open Space Residential (OSR) zoning designation which only allows one unit per ten acres. He said we can draft the Area Plan to encourage a rezoning to whatever density we deem appropriate. Mr. Dalton said that this is the kind of issue that should be discussed by the governing bodies including the approach to take. He added that he assumes we want to avoid having one acre and half acre lots in town. He noted that having growth areas is essential to the defense of sliding-scale zoning and it is also essential to ensure that we are using the land efficiently and building utility infrastructure in an efficient manner. He added that this discussion shows that there needs to be a Board of Supervisors-Town Council level discussion about what this looks like and how it occurs.

Mr. Hudson noted that the draft calendar shows several meetings to be scheduled between Council and the Board. Mr. Stidham asked for clarity on the sense of urgency for having an overlapping process. Mr. Hudson said that from his perspective, the approach benefits the Town and let's move forward knowing that we may have resistance in the future and can deal with those blips as they occur. He said we need to move forward one way or the other and if there is something that we do not need, then we should take it off

the table. Ms. Harrison suggested having a joint meeting before we do the revised Area Plan. Mr. Weiss replied then why do we have a BADA? He asked why we are trying to scrap the accomplishments of the Authority by forcing things down the throat of everyone. He said you are not listening to your constituents and everyone he has talked to does not want more development. He noted that at a recent meeting on the mountain, participants said to stop annexing land. He said that he understand that there are needs that the town has. Ms. Harrison replied that the town needs money to do things and if you raise taxes, what will your constituents say. Mr. Weiss said that she is talking about creating houses and Ms. Harrison replied that she is mainly talking about industrial uses. Mr. Weiss replied that the area being considered for industrial uses is difficult to develop and we have all acknowledged that. He added that we have in the plan that the road will be paid for by developers. He said he is happy to take these messages back to the Board and see what they want to do.

Mr. Stidham moved on to a discussion of the southeastern collector road. He noted that at the last meeting there seemed to be a disagreement as to whether we have a consensus on this issue. He said per the October 25, 2023 minutes, it appeared that a consensus was reached to include the collector road in the plan to be constructed at developers' expense and beginning from the US 340 side. He added that this is to ensure that the connection to US 340 and the rail crossing are both resolved before the balance of the property is developed. He also said that allowing developers to begin from the Jack Enders Boulevard side, it is much more likely that they will develop the balance of the property and stop short of crossing the railroad and connecting to US 340. He said he is putting this issue back on the table to see if we want to do something different with it.

Vice-Chair Ohrstrom said he supports this approach. Mr. Hudson said it is the current plan on the table and that this is the logical way to access the property. He added that we have to look at potential and what is best. Mr. Stidham said if you have a developer willing to build the access and rail crossing, then they are obviously well-funded enough to develop the entire property with the collector road. Ms. Harrison asked how we can talk about the collector road if it is in a potential future growth area which we are not supposed to talk about. Mr. Stidham replied that the Authority has not reached any consensus on what to do with the Southern Potential Future Growth Area or the other areas. He added that the collector road has been such an important issue that we took it on as a separate topic. Ms. Harrison said we cannot talk about one without the other. Mr. Stidham said that at this point, he is just trying to get clarification on whether we are going to stick with the consensus reached at the October 25, 2023 meeting or do something different.

Mr. Weiss said that what he believed the consensus was is that the Southern Potential Future Growth Area has issues and is difficult to access which is why we decided to look at the other areas. Mr. Stidham said that we set the Southern area as a placeholder in the event that a developer was interested in the properties and willing to do the required improvements. He added that we also talked about looking at the other areas to see whether they are appropriate. Mr. Weiss said there was conversation about further study of the Southern area and he questioned whether it was necessary given that we agreed that it is difficult to develop. He said he thought resources would be better spent on looking at the areas that are more easily accessed.

Mr. Russell asked what is difficult about developing the Southern area aside from the difficulties in accessing it. Mr. Weiss said that it is hard to get to from anywhere. Mr. Russell said that it can be accessed via Jack Enders Boulevard. Mr. Weiss added that it is a hard piece of ground to develop and has a stream running through it. He also said you can develop it if you have the money to do it. Mr. Russell suggested allowing the property to be developed from the Jack Enders Boulevard end at the top of the hill. Mr. Weiss

replied that he does not have any objections to this and that the Town has been pushing the collector road. Chair Kitselman said that it would be good planning practice but to cut ourselves off at the knees to not further develop the Business Park that the Town and County spent years developing does not make sense to him. He added to insist that development start at US 340 lots of peoples' estimates at this table is impossible is not something he subscribes to. Mr. Weiss said we agreed to keep the Southern area and the collector road in the plan and members agreed with the statement. Chair Kitselman said the caveat is that we should not allow the area to be developed unless it starts with the US 340 crossing. Mr. Weiss replied that Mr. Stidham means that if you want to ensure that the collector road gets built, you make the developers start from that end. Mr. Stidham added that from a developer's perspective, he would not want to be on the hook to cross the railroad and connect to US 340 if you allow me to start from the other side. He added that if the Southern area is to be annexed with Business Park zoning in place, development would be by-right and you could not require a developer to build these improvements. He also noted that if the property had to be rezoned to Business Park, then you could use conditional zoning to negotiate improvements by saying that development requires the US 340 intersection and rail crossing to be built first. He added that you can then develop the property as much as allowed provided you finish constructing and connecting the collector road. He said this will give you the hook to get these improvements built.

Mr. Hudson noted that we had also talked about how collector road traffic might impact traffic on East Main Street. Mr. Weiss said that no one is saying no and that we are just trying to point out the issues and address it in a deliberate process that everyone can understand. Mr. Stidham asked whether we want to say in the plan that, as described with the connection to US 340 and rail crossing built first, the Southern area should be developed as a new annexation area with Business Park zoning. Mr. Weiss said that the only caveat he has is that we need to have a plan to address traffic on East Main Street. He said there is no plan right now to fix the intersection and roadway to Route 7 and if you do not address it, there will be a bottleneck that will be horrible for everyone who lives here. Mr. Stidham said that his concern dating back to the PrimeAE study is the potential for cut-through traffic – northbound traffic on US 340 using the collector road to reach Route 7 east. He added that he does not think we have a clear understanding of what that impact would be. Chair Kitselman said that is what collector roads do and Mr. Weiss replied that you should not connect a collector road into a bottleneck. He added that it is very difficult to get off of Route 7 onto East Main Street between 3:30 and 5:00 now and also said that he is not aware of a plan to fix this. Ms. Harrison said the only project planned for now on East Main Street is the sidewalk project.

Mr. Hudson asked if you had to connect the collector road or could it be delayed until you solved the issues with East Main Street. Mr. Stidham replied that this could be an approach to consider. He added that it could delay the collector road connection but that might be for the better. Vice-Chair Ohrstrom added that the connection is a problem and until it is fixed it is not really much good. Mr. Stidham said that this collector road would likely operate differently from Hermitage Boulevard and Mosby Boulevard which are local residential collectors. He added that this will be an industrial-commercial collector that would also function as a short-cut. Mr. Russell said there would be a benefit to getting the truck traffic out of town and the collector road would do this. He also added that ending South Church Street in a cul-de-sac would limit traffic using it as a short-cut but some would say that traffic would just go down to Hermitage Boulevard to get on South Church Street.

Mr. Stidham suggested a vision for discussion to leave the collector road in the plan as discussed, designate the Southern area as an annexation area for business park uses, add that Business Park zoning is expected to be proposed through conditional zoning to include construction of the US 340 intersection and rail crossing, and that no connection shall be made to Jack Enders Boulevard until such time as issues related to

through traffic to Route 7 is addressed to the satisfaction of the Town and County. He added that the important part is requiring conditional zoning and bringing the properties into the Town using Open Space Residential (OSR) zoning as the closest corresponding district to the Agricultural-Open Space-Conservation (AOC) district. Mr. Hudson said that hypothetically that is pretty smooth although there are all kinds of things that could happen. Vice-Chair Ohrstrom said that he does not have a problem with the idea but does not know if it would ever happen.

Chair Kitselman recognized Mayor Jay Arnold to comment on the discussion. Mayor Arnold said that he saw comments recently that Mr. Weiss is in favor of increasing the tax base and said we are interested in increasing the tax base for the residents of Berryville as well. He said we should be able to do two things at one time. He also said that he agrees with the traffic concerns and asked if Mr. Weiss would be willing to support moving a project up on our six-year plan priority list to get something done at the Route 7 intersection through VDOT. Mr. Weiss added that we have never not had a project on the six-year plan for this area and they have always supported the improvements requested by the Town. He said he does not know what the actual language is but he is happy to do this.

Mr. Stidham asked for clarification about what improvements Mayor Arnold is referring to. Mayor Arnold replied that he is also looking for clarification but he would like to see the sidewalk project tied into a future project to improve the intersection at Route 7. Mr. Stidham said that the County's Transportation Plan has had an East Main Street project included but it has not been re-scoped in many years. He added that it references sidewalk improvements and a centerline widening from the railroad track to the bypass. He said this is in the Transportation Plan now if the Town wants to reference it in a Smart Scale application that they may file for East Main Street. Mayor Arnold said that he is not sure of the process to get the project approved by VDOT and Mr. Stidham replied that it is the Smart Scale program. Mayor Arnold asked about the County's six year plan and Mr. Stidham clarified that this is only funded a very minimal amount by VDOT now. Mr. Weiss said the short answer is that since the project is in the County's Transportation Plan, the County would support the Town's efforts to pursue funding. Mayor Arnold said it would make sense to do the work at the same time the sidewalk project is under construction since VDOT will be working on the corridor anyway. He reiterated that they are interested in expanding the tax base and the Southern area is the only place he knows where we can do this. Mr. Weiss said that this is the conversation that the Authority has been having and is why we are exploring the other potential future growth areas for housing and business uses. He added that he encourages us to finish these conversations so we can have good information to give to the Town and the County as to what to do next. He also said that these conversations need to be completed without influence from Town Council or the Board of Supervisors. Mayor Arnold said that it sounds like they want to finish the Area Plan without any of this, then have discussions and go back and re-do the Area Plan. Mr. Stidham replied no and said we want to agree on an Area Plan that meets the Town's and County's needs. Mr. Weiss said the process is the Authority completes their work, has public input meetings and public hearings, and then recommends a final plan to Town Council and the Board of Supervisors who then have to approve it individually to adopt it. He added that we would then work on the annexation agreement within a 4-6 month time frame that could result in the agreement staying the same or having some minor changes. Mr. Stidham noted that both governing bodies have to be happy with what is in the plan and then they move forward with the technical documents in the form of the annexation agreement. He also suggested that the Town revisit the East Main Street project as it is described in the County Transportation Plan to see if it meets their needs to apply for Smart Scale funding.

Mr. Stidham asked if we have a consensus on the Southern area as he described to be included in the draft for further discussion and all members agreed.

Mr. Stidham said that he wanted to touch on the other potential future growth areas and two members agreed to reach out to the major property owners in these areas to gauge their interest in development. He asked if that is something we still want to do. Mr. Hudson said that he volunteered to help with that but has not done so, and he has no opinion one way or another aside from it being useful to get an idea of what the property owner is thinking. Mr. Stidham said that he thinks it is a good idea if the members still want to do this. Mr. Weiss said that he will speak to Mr. Byrd about his property. Mr. Stidham noted that we also talked about the possibility of both residential and commercial uses in the Hermitage South growth area given its size. He also said you have fewer issues with access there.

Mr. Stidham asked if the Authority wanted to discuss anything else regarding the Area Plan update and no other issues were raised.

**B. Continued Discussion, SB 974 Impacts to Approval Authority for Subdivision Plats and Site Development Plans**

Mr. Stidham briefly reviewed the Board of Supervisors Resolution Adopting Interim Regulatory Measures to Comply with Senate Bill 974. He noted that the Authority will no longer be reviewing subdivision plat and site development plan applications on County annexation area properties.

Mr. Weiss left the meeting at 2:28PM.

Vice-Chair Ohrstrom asked if this would impact the Southern Potential Future Growth Area and Mr. Stidham replied that it would not. Vice-Chair Ohrstrom also asked about whether it would impact conditional zoning. Mr. Stidham replied that it would not except that we would no longer be able to review subdivision plats and site development plans at the same time as a conditional zoning application with approval by the governing body. He said these applications would have to be filed after the conditional zoning application is approved.

**6. New Business**

**A. Rescheduling of July meeting date**

Mr. Stidham reviewed the request to move the July meeting date as he will not be available that week. He noted that if Hillson Grove is deferred this evening, the next meeting would have to be on July 16. He said if Hillson Grove is acted on, then the meeting can be on July 16 or July 30. Vice-Chair Ohrstrom said he will not be available on July 16 and Chair Kitselman reiterated that he will be out the entire month of July. Mr. Hudson said he is not available on July 30. Mr. Stidham said if we do not have an application to deal with, we could schedule two meetings in August with the current August meeting scheduled for August 27. Vice-Chair Ohrstrom said that he will be out August 4-24. Chair Kitselman said he is available August 1. Mr. Hudson said he is not available from July 26-August 2. Mr. Stidham said if they need to meet on Hillson Grove in July, the meeting can still be held on July 23 without Mr. Stidham. He then said that they can look for another date for a special meeting when everyone can attend. He added that the update project discussion needs to have everyone present. He also said we will discuss what to do at the end of the evening session.

**7. Other Business ~ None scheduled**

**8. Recess to 7:00PM Public Hearing session**

The Authority voted 4-0-1 (Weiss absent) to recess the meeting to the 7:00PM Public Hearing Session at 2:34PM.

<b>Motion to recess to the 7:00PM Public Hearing session</b>			
Allen Kitselman	<b>AYE</b>	John Hudson	<b>AYE</b>
George L. Ohrstrom, II	<b>AYE (seconded)</b>	Kathy Smart	<b>AYE (moved)</b>
Diane Harrison	<b>AYE</b>	David Weiss	<b>ABSENT</b>

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Allen Kitselman, Chair

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Brandon Stidham, Clerk



**Clarke County Department of Planning**  
**Berryville-Clarke County Government Center**  
**101 Chalmers Court, Suite B**  
**Berryville, VA 22611**

**TO: Berryville Area Development Authority members**

**FROM: Brandon Stidham, Planning Director**  
**Terry Russell, Community Development Director**

**RE: August 27, 2025 meeting**

**DATE: August 20, 2025**

Below is an overview of the Berryville Area Plan update project discussion items for the next BADA meeting to be held at 1:00PM on Wednesday, August 27 in the A/B meeting room:

Revised timeline for project completion

Based on discussions at the June 25 meeting, Staff has revised the work plan for the update project to add one informal public input workshop to be held prior to scheduling the Authority’s formal public hearing on the Area Plan. According to the revised timeline, this workshop would be held in February 2026 following the Authority’s acceptance of the final draft plan in January. The BADA would discuss comments from the workshop and decide on any potential changes to the draft plan at the March meeting. The Authority would accept the final revised draft at the April meeting and schedule public hearing for the May meeting. Assuming the Authority would want to discuss comments received at the public hearing before acting on the plan, the June meeting would be targeted for recommendation on the final adoption of the revised draft. These adjustments would result in a projected final adoption of the revised draft by both governing bodies in October. Staff is looking for comments and direction on any further changes to the work plan and timeline.

Discussion, Potential Future Growth Areas

The primary topic for the meeting is an in-depth discussion of the Potential Future Growth Areas. Staff has included a working draft containing initial edits to current Subsection C of Chapter IV which contains the description of the three areas.

- For the Southern Potential Future Growth Area, the edits shown attempt to capture the consensus reached at the June 25 meeting including a completely rewritten recommendations section.
- For the Hermitage South area, the primary discussion question is whether this area should be expanded to include the balance of the Dorick property all the way to Senseny Road. Currently, the Potential Future Growth Area is limited to the portion of the Dorick property immediately to the south of Hermitage. New language is added to provide a possible vision of the issues to be addressed if this area is expanded to Senseny Road.

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- For the Western Potential Future Growth Area, edits are included to address transportation and walkability improvements should this area be developed for residential uses in the future.

For both the Hermitage South and Western areas, language is included to note that residential development is limited to the unassigned residential units that are identified in the current Area Plan (see Future Land Use Table and Projected Development Yields) unless additional public water and sewer capacity is developed in partnership between the Town and private sector development. The Authority should discuss the need to identify how much additional capacity can be developed and through what processes in order to determine how to address these two potential future growth areas in the revised plan.

Also included for review and discussion is an excerpt from the County's 2024 Transportation Plan describing the southeastern collector road project. Staff proposes to include this excerpt in the revised plan along with key points identified last month in the Authority's discussion about the collector road and the Southern Potential Future Growth Area.

If you have questions in advance of the meetings, please do not hesitate to contact us.

**WORK PLAN FOR BERRYVILLE AREA PLAN UPDATE  
(REVISED JULY 28, 2025)**

**TASK 1A (BADA/Staff) – Evaluate policy issues and provide direction to Staff**

Work Sessions

1. Review and update goals and objectives – **COMPLETE**
2. Policy discussion – Southeastern collector road and transportation network – **COMPLETE**
3. Policy discussion – residential density and housing types
  - Current densities and available dwelling units – **COMPLETE**
  - Water and sewer capacity (Keith Dalton) – **REVISIT AT SEPTEMBER MEETING**
  - Affordable housing -- **COMPLETE**
4. Policy discussion – commercial and industrial development -- **COMPLETE**
5. Evaluate sub-area descriptions and designations -- **COMPLETE**
  - Removal of developed sub-areas from BAP
6. Evaluate Potential Future Growth Areas – **CONTINUE DISCUSSION AT AUGUST MEETING**
  - Status of current areas
  - Whether to modify current or create new areas

**TASK 1B (Staff) – Update demographics, statistical data, and outdated text**

Work Sessions – None (staff work only)

**TASK 2 (BADA/Staff) – Develop initial draft of revised Berryville Area Plan**

Work Sessions

1. Review/discuss initial draft prepared by Staff; provide direction on additions, deletions, or other changes

**TASK 3 (BADA/Staff) – Finalize draft and gain adoption by governing bodies**

Meetings

1. Review/discuss final draft prepared by Staff; provide direction on additions, deletions, or other changes; schedule public hearing
2. Public hearing and formal action to recommend revised BAP to Town Council and Board of Supervisors

## **DRAFT TIMELINE FOR BADA COMPLETION OF UPDATE WORK**

- **August 27, 2025 meeting** – Last possible meeting to resolve issues and direct Staff to begin developing the initial draft
    - Resolve remaining issues (potential future growth areas, etc.)
  - **September 24, 2025 meeting** – Staff drafting in progress, no discussion items
  - **October 22, 2025 meeting** – Targeted date to present initial draft of the revised Plan
  - **Early November** – Possible special workshop to discuss initial draft
  - **November 19, 2025 meeting** – Provide direction to Staff on changes to initial draft
  - **Early December** – Possible special workshop to discuss final draft
  - **December 17, 2025 meeting** – Provide direction to Staff on changes to final draft
  - **January 28, 2026 meeting** – Review directed changes to revised final draft and schedule informal public input workshop for February 2026 meeting
  - **February 2026** – Hold informal public input workshop
  - **March 2026 meeting** – Discuss comments received at public input workshop, direct Staff on any changes to final draft
  - **April 2026 meeting** – Accept final draft and schedule Public Hearing for May 2026 meeting
  - **May 2026 meeting** – Hold Public Hearing (evening session)
  - **June 2026 meeting** – Take formal action to recommend adoption of revised Berryville Area Plan to Town Council and Board of Supervisors
- 
- **July 2026** – Presentation of BADA recommended draft to Town Council and Board of Supervisors
  - **September 2026** – Possible Town Council and Board of Supervisors Public Hearings (unless informal public input workshops are scheduled)
  - **October 2026** -- Possible plan adoption by Town Council and Board of Supervisors

### C. Potential Future Growth Areas

While portions of Annexation Area B remain available for new development or infill/re-development projects, it is advisable to identify new areas adjacent to the Town of Berryville that could be considered for designation as future annexation areas. Subsection A above outlines the processes for evaluating and formally establishing new annexation areas, however the first step in this long-range planning exercise is to determine the most logical locations for future development. Three areas located outside of the boundaries of Annexation Area B are ~~designated proposed for designation~~ as “potential future growth areas” to be evaluated jointly by the Town and County to accommodate future growth as Annexation Area B reaches build-out for residential and commercial/industrial capacity. *Potential future growth areas were added to the Area Plan for the first time with the 2015 edition of the Area Plan.*

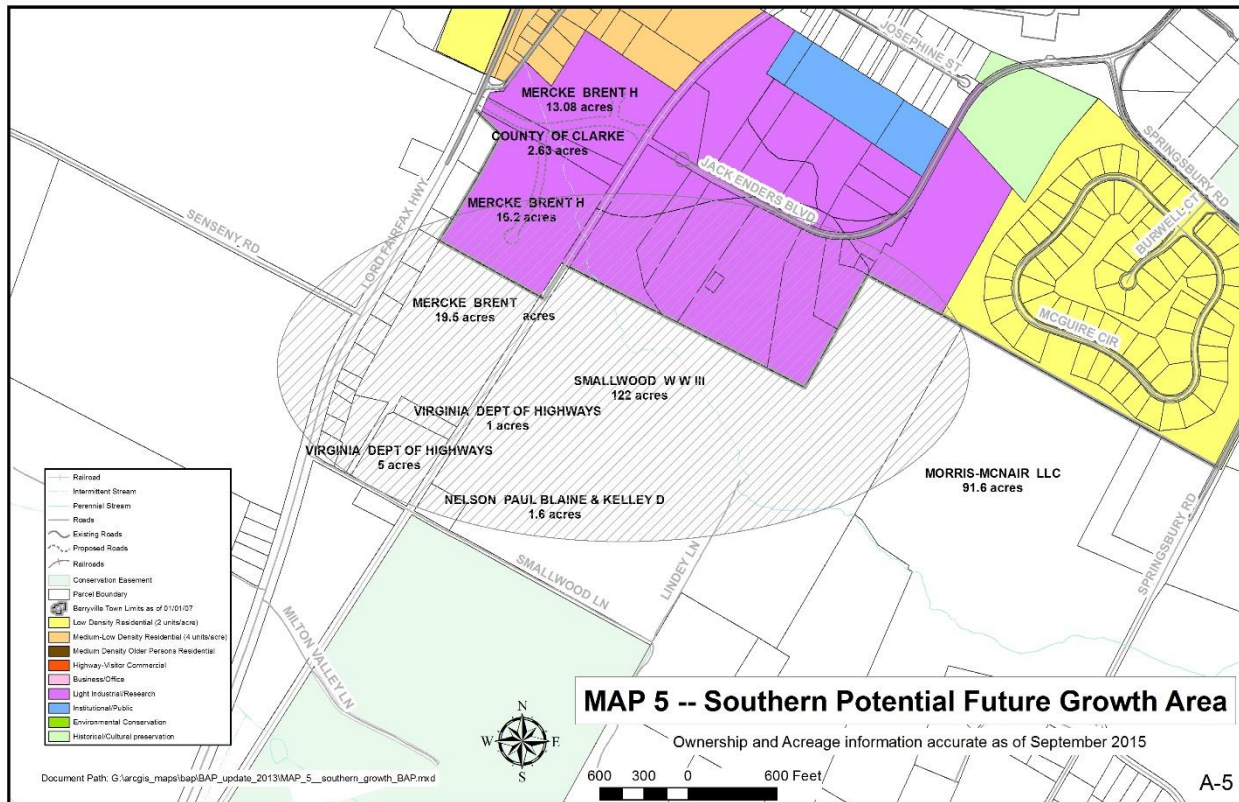
As depicted in the attached maps, the potential future growth areas are shown as general planning areas without specified boundaries. This is to enable the areas to be expanded or contracted in size depending on the influencing factors that would be evaluated through the annexation area review process. For the purposes of this section, potential future growth areas should be viewed as a point of departure for the discussion of allowing urban-scale growth and expansion of the Town boundaries in key locations.

Determining when to begin a detailed review of a *potential* future growth area for consideration as a possible new annexation area shall be based on the following factors:

- Degree of build-out in existing Sub-Areas.
- Available capacity of public water and public sewer to serve the new development area or alternatively, the ability to obtain additional required capacity through developer-funded improvements.
- Impact on the current levels of service of public roads and emergency services and whether adverse impacts can be mitigated by developer-funded improvements.
- Impact on the capacity of the public school system including but not limited to enrollment capacity and classroom size.

The majority of these factors address impact of new development on public infrastructure. It is critically important that these future impacts are effectively planned for in both the Town’s and County’s capital improvement programs to ensure that the desired scale of development can be accommodated.

1. **Southern Potential Future Growth Area:**



**NOTE TO BADA – New language is added based on discussions at the BADA’s June 25 afternoon meeting.**

Location:

This **Potential** Future Growth Area includes properties located immediately to the south of the Clarke County Business Park (Sub-Area 21) and the properties recommended for Light Industrial/Research uses located on the west side of the Norfolk Southern Railroad in the Craig’s Run Light Industrial Area (Sub-Area 23). **It is primarily composed of the Smallwood property (Tax Map #14-A-20)** The Area also extends westward to U.S. 340 and southward to the vicinity of Smallwood Lane (Rt. 680).

Approximate Area: +/- 150 acres

Development Constraints:

- Smallwood Lane (Rt. 680) – Smallwood Lane is the only public road providing access to U.S. 340 and is classified as a local road with limited pavement width and no turn lane/acceleration lane at the U.S. 340 entrance. Smallwood Lane is hard surfaced only to an area immediately east of the rail crossing with the balance of the road being gravel

## WORKING DRAFT FOR BADA DISCUSSION 8/27/2025

surfaced.

- Norfolk Southern Railroad – Existing at-grade rail crossing on Smallwood Lane would require significant improvements to accommodate additional vehicular traffic.
- Virginia Department of Transportation (VDOT) office – VDOT maintains a local maintenance office on six acres located on Smallwood Lane immediately west of the rail crossing.
- Existing uses on U.S. 340 – The western edge of the **Potential** Future Growth Area includes several homes and an existing auto **sales and RV** repair business on small lots that front the east side of U.S. 340.
- Milton Valley Farm – The **Potential** Future Growth Area is bordered to the south by Milton Valley Farm which is in permanent conservation easement. Any future development shall include measures such as buffer areas and screening to mitigate potential impact on the conservation easement.

### Potential Land Use(s) **and Transportation Improvements:**

- Business/Office and Light Industrial/Research. The logical development pattern **as a for this** future Sub-Area would be the continuation of business and light industrial uses similar in scale to the adjacent Business Park. The Business/Office designation should be used to provide transition uses between more intensive Light Industrial uses and adjoining residential and agricultural properties.
- ***As previously described in this plan, the primary route for the Southeastern Collector Road would connect Lord Fairfax Highway (U.S. 340) to Jack Enders Boulevard. This road would serve as the primary means of public access for the balance of future development that may occur in this potential future growth area, in addition to providing a more direct route for commercial truck traffic to access the Business Park and other nearby businesses.***

### Other Considerations:

- ~~Potential alternative route for future Southeast Collector road. As noted previously in this Plan, Jack Enders Boulevard is planned to be extended from its current terminus to South Buckmarsh Street to complete a connection between Main and Buckmarsh Streets (U.S. 340). Jack Enders Boulevard would cross the Norfolk and Southern rail line by means of a new at-grade crossing. If this Future Growth Area is ultimately developed into a new annexation area, an alternative route for the Southeast Collector road could be considered that would extend in a southwesterly direction from existing Jack Enders Boulevard near the Town of Berryville water tower, and would improve the existing at-grade rail crossing on Smallwood Lane to reach U.S. 340. A detailed traffic impact analysis and engineering study must be conducted in order to fully evaluate this option.~~

## WORKING DRAFT FOR BADA DISCUSSION 8/27/2025

### Recommendations:

*This Potential Future Growth Area was assigned a short-term priority for evaluation in the 2015 Plan. Since then, the Town and County conducted a joint transportation study of the Southeastern Collector Road which resulted in a recommended route that would bisect this future growth area and provide crucial connectivity for development in this area to U.S. 340 and the Town's street network. No additional studies have been undertaken to determine the development capacity of the properties, environmental considerations, or the cost of extending public water and public sewer to this area.*

*Further consideration and possible action to designate properties in this Potential Future Growth Area as a new annexation area could be warranted subject to the following assumptions:*

- *Development in this area should be driven by the private sector and the cost of public infrastructure improvements should be incurred by developers.*
- *Annexation should not occur until further studies are completed and improvement projects are identified to address any increased traffic, safety issues, and/or drops in level of service on the Town's eastern road network that may be caused by the Southeastern Collector Road's connection. Furthermore, these issues should be resolved before connecting the road to the Town's secondary street system and allowing through traffic to U.S. 340.*
- *To help ensure that the Southeastern Collector Road will be constructed as planned, developers will be expected to complete connection and construction of the road beginning with the U.S. 340 intersection and including construction of a new at-grade rail crossing at the Norfolk Southern railroad. No development will be permitted beyond the rail crossing until that portion of the collector road is built for acceptance into the Town's secondary street system for maintenance.*

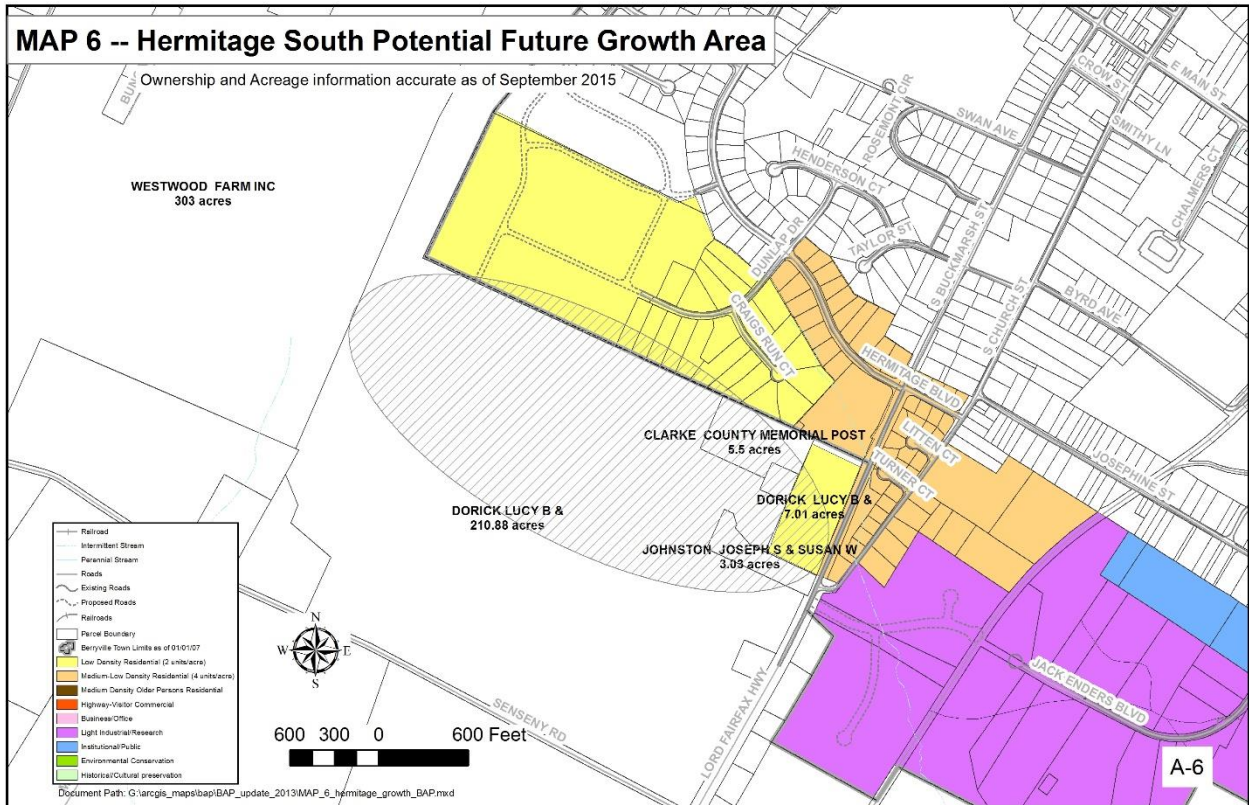
*If the Town and County agree to designate properties for annexation, such properties should be assigned the Open Space Residential (OSR) zoning district upon annexation by the Town. These properties are currently zoned to the County's Agricultural-Open Space-Conservation (AOC) District and the OSR District most closely corresponds to this district. Developers would be encouraged to use the conditional zoning process to provide proffered conditions to mitigate impacts of their developments on surrounding properties and to volunteer improvements to the Town's water and sewer infrastructure, construction of the collector road and necessary transportation improvements, and other public facilities.*

~~Evaluation of this Future Growth Area should be a short-term priority given the near build-out of the existing Business Park and the continuing need to move forward with the planning of the Southeast Collector. Upon adoption of the revised Berryville Area Plan, Clarke County and Town of Berryville officials should cooperatively undertake a detailed land use planning and engineering study of this area for consideration as a potential new annexation area. The goal should be to complete this study and determine whether to move forward on creating a new~~

# WORKING DRAFT FOR BADA DISCUSSION 8/27/2025

annexation area no later than the next five-year review period for the Berryville Area Plan. Consideration of an interim amendment to the Plan would also be warranted for this purpose.

## 2. Hermitage South Potential Future Growth Area:



**QUESTION FOR BADA – Should this area be expanded to include all of the Dorick property in order to include access to Senseny Road? Edits proposed below provide an example of what this change could look like.**

### Location:

This **Potential** Future Growth Area adjoins Hermitage subdivision immediately to the south including the Hermitage Boulevard Residential Area (Sub-Area 26), and also adjoins the Hermitage Residential Growth Area (Sub-Area 27A) and the Southern Gateway Residential Growth Area (Sub-Area 27B) to the west and the Clarke County VFW property to the west and south. There is also an existing historic home, Aurora (453 South Buckmarsh Street), located immediately to the east on a three-acre parcel and an existing electric power station. **The area has significant public road frontage on Lord Fairfax Highway (U.S. 340) and Senseny Road (Rt. 657). It is primarily composed of the Dorick property (Tax Map #14-A-11) which is currently being farmed.**

Approximate Area: +/- ~~200~~ 75 acres

## WORKING DRAFT FOR BADA DISCUSSION 8/27/2025

### Development Constraints:

- Consideration should be given to mitigating any potential adverse impact to the existing historic home at 453 South Buckmarsh Street including potential use of the Historic/Cultural Preservation land use designation.
- The balance of the **Potential** Future Growth Area is currently open farmland with minimal tree coverage. Siting of new structures and landscaping shall be considered as this Area lies at the Town's south gateway.
- **Agricultural use. This property is currently being farmed so the opportunity for development may not occur until the property owners discontinue farming it.**

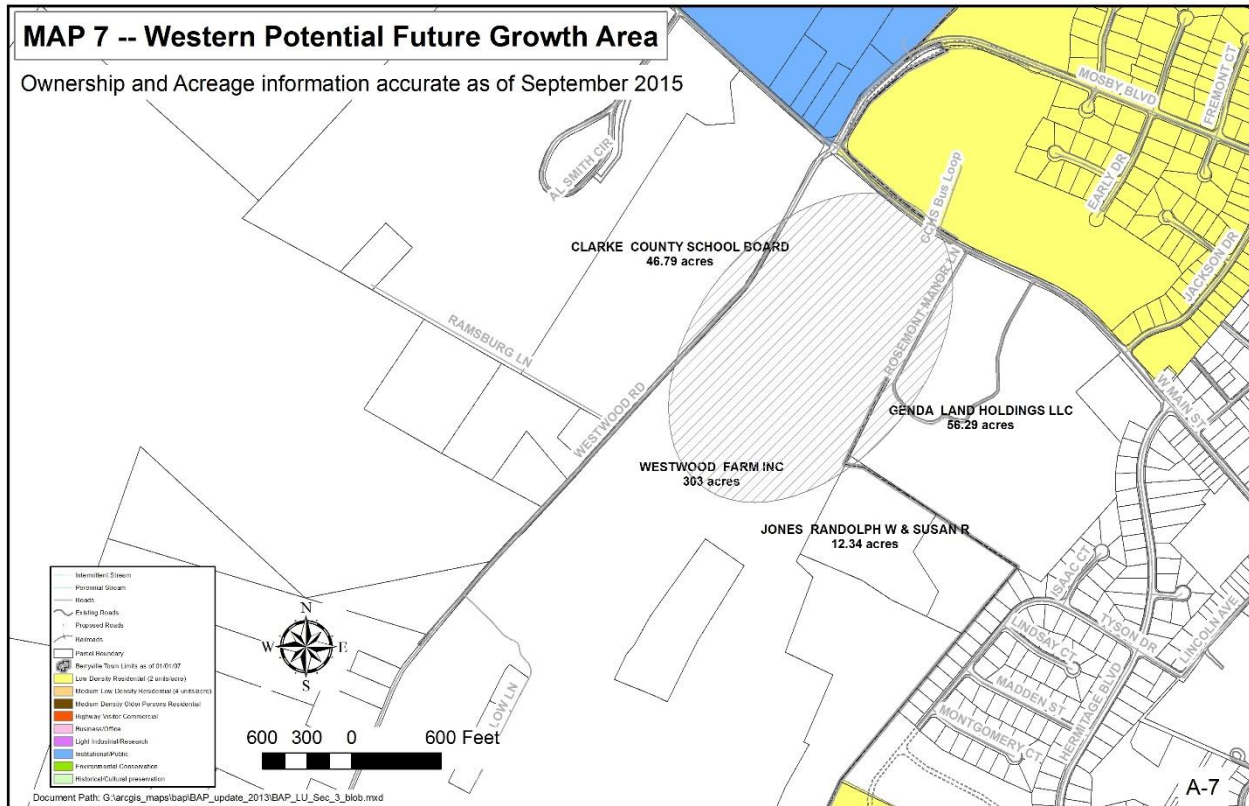
### Potential Land Use(s) **and Transportation Improvements:**

- Low-Density Residential (2 units/acre) **and/or** Medium-Density Residential (4 units/acre) with cluster development **adjacent to existing residential uses.**
- **Highway and Visitor Commercial uses in close proximity to public road accesses with Business/Office uses as a transition to residential uses.**
- Commercial uses consistent with the scale and density allowed by Town ordinance.
- Historic/Cultural Preservation for the parcel containing the existing historic home and immediate vicinity.
- **The Dorick property has significant frontage on Lord Fairfax Highway (U.S. 340) and on Senseny Road (Rt. 657). Studies should be undertaken to determine the location of access points and necessary improvements to ensure that safety and level of service are not adversely affected by development. Necessary improvements include but are not limited to turn lanes, lane widening/addition of lanes, and possible signalization of the U.S. 340/Senseny Road intersection.**

### Recommendations:

Evaluation of this **Potential** Future Growth Area **by the Town and County** should **begin prior to the next five-year evaluation of the Area Plan.** ~~be considered a long-term priority once the existing residential Sub-Areas approach maximum build-out.~~ **Unless additional public water and sewer capacity is developed in partnership between the Town and private sector development, residential development shall be limited to the unassigned residential units identified in the Future Land Use Table and Projected Development Yields.**

3. Western Potential Future Growth Area:



Location:

This Future Growth Area is located at the southeastern corner of the intersection of Westwood Road (Rt. 636) and West Main Street (Business Va. 7). It is bordered by the historic Rosemont property to the east, Clarke County High School to the north, and D.G. Cooley Elementary School to the west. ***It is primarily composed of the Westwood Farm, Inc. property (Tax Map #13-A-70).*** The property is currently ***being farmed an active apple orchard.***

Approximate Area: +/-60 acres

Development Constraints:

- Agricultural use. ***The Westwood Farm, Inc. property is currently being farmed so the opportunity for development may not occur until the property owners discontinue farming it. As the property is in current long-term use as an orchard, the opportunity for development of this property may not occur until the useful life of the orchard is exhausted.***
- Potential impact to Rosemont. Consideration should be given to mitigating any potential adverse impact of development to the historic Rosemont home and grounds including

## WORKING DRAFT FOR BADA DISCUSSION 8/27/2025

potential use of the Historic/Cultural Preservation land use designation.

- The balance of the **Potential** Future Growth Area would be open and visible from public roadways. Siting of new structures and landscaping shall be considered for this Area.

### Potential Land Use(s) **and Transportation Improvements:**

- Low-Density Residential (2 units/acre)
- Medium-Density Residential (4 units/acre) with cluster development
- Historic/Cultural Preservation as development buffer from historic Rosemont.
- *The Westwood Farm, Inc. property has frontage on West Main Street (Business Va. 7) and Westwood Road (Rt. 636). Studies should be undertaken to determine the location of access points to these streets and any necessary improvements to ensure that safety and level of service are not adversely affected by development. Necessary improvements include but are not limited to road widening, limited access points, turn lanes, and modifications to the existing roundabout.*
- *The surrounding properties are well-served by the Town's sidewalk system and walking paths. Developers shall provide sidewalks and paths/trails which tie into the Town's sidewalk system.*

### Recommendations:

Evaluation of this **Potential** Future Growth Area *by the Town and County* should *begin within the next five years.* ~~be considered a long-term priority once the existing residential Sub-Areas approach maximum build-out.~~ *Unless additional public water and sewer capacity is developed in partnership between the Town and private sector development, residential development shall be limited to the unassigned residential units identified in the Future Land Use Table and Projected Development Yields.*

**SOUTHEASTERN COLLECTOR ROAD PROJECT DESCRIPTION  
2024 CLARKE COUNTY TRANSPORTATION PLAN**

**Town of Berryville Southeastern Collector Road – Lord Fairfax Highway (US 340) to Jack Enders Boulevard (Route 700)**

Project Scope:

Construct a new collector road from Jack Enders Boulevard to Lord Fairfax Highway (U.S. 340) including upgrading a segment of Smallwood Lane (Route 680), expanding an existing railroad crossing, and constructing a new signalized intersection.

Planning-Level Cost Estimate:           \$9,600,000 (estimate from 2020 PrimeAE study)

Assessed Need/Description:

This Town of Berryville project proposes to construct a new collector road that would provide more direct access for Clarke County Business Park traffic to U.S. 340 and would reduce truck traffic through East Main Street and downtown. This project could potentially address safety issues on Lord Fairfax Highway (US 340) between Smallwood Lane (Route 680) and Town of Berryville limits (see project description below). This corridor of concern is ranked 91<sup>st</sup> in VDOT’s 2018-2022 PSI list.

The Town and County jointly undertook a study in 2020 with consultant PrimeAE to determine the optimum route for the collector road including the most feasible means to cross the Norfolk Southern railroad. The Town and County for many years had planned to extend Jack Enders Boulevard from its current terminus to U.S. 340 near the southern end of South Church Street. Work by PrimeAE staff with Norfolk Southern determined that this would be infeasible and would not be approved by the railroad. PrimeAE ultimately recommended extending Jack Enders Boulevard from a point near the entrance to the Business Park southeast to Smallwood Lane. The collector road would then merge with Smallwood Lane and extend to a new signalized intersection at U.S. 340, making use of an existing rail crossing with required improvements.

This proposed collector road project requires additional study to determine whether it would have an adverse impact on the capacity and safety of existing Jack Enders Boulevard, East Main Street, and East Main Street’s intersection with Va. Route 7. If the collector road is constructed, it is possible that a significant amount of “pass-through” traffic attempting to go eastbound on Va. Route 7 from U.S. 340, and southbound on U.S. 340 from westbound Va. Route 7, would use the collector road as an alternative route. This would be especially true if GPS routing identifies the collector road as the shortest route for this traffic pattern. Additional study should be done to determine whether the capacity of Jack Enders Boulevard and East Main Street could support this “pass-through” traffic in addition to regular local traffic.

Construction of a new signalized intersection at U.S. 340 and upgrades to the existing railroad crossing on Smallwood Lane present additional challenges. The current intersection borders a large farm in permanent conservation easement to the south and an existing business to the north. A new and much larger signalized intersection with turn lanes and tapers at this location would

likely require private property to be acquired, potentially through eminent domain, on both sides of U.S. 340. Land cannot be obtained from the farm in conservation easement which could require the intersection to be relocated to the north. Similar challenges exist at the railroad crossing as the property at the northwestern quadrant of this crossing is VDOT's maintenance facility. Two small residential lots of 1.6 acres and 0.64 acres respectively occupy the southwestern and northeastern quadrants of the crossing. Significant land acquisition will be needed in order to accommodate a larger at-grade crossing to serve a much larger collector road.

Given these challenges it is likely that the ultimate project cost would be significantly higher than PrimeAE's estimate of \$9,600,000. Absent significant private sector funding, this project would have to be funded using State or Federal transportation funding. The most likely funding source is VDOT's Smart Scale program. This competitive process awards funding for new projects based on five criteria – safety, congestion mitigation, accessibility, environmental quality, and economic development. The collector road project would likely score highest as an economic development project compared to other new road construction projects. Those new road construction projects that are awarded funding, particularly for economic development purposes, must be "shovel-ready." This means that the project is included in the locality's comprehensive plan and transportation plan, the area impacted by the project has been rezoned for development, and site plans for construction of businesses to be served by the new road have been approved. Significant work by the Town and County, and potentially financial investment, would be needed in order to make this project competitive for Smart Scale funding.

Solutions to these challenges must be identified before this project can be included in the priority list of projects.

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### **Points to be added for inclusion in Berryville Area Plan**

- Emphasize that the private sector would most likely have to construct this road so advancement of the project would have to be in conjunction with Town and County approval of a new annexation area to include the affected properties.
- Reference use of conditional zoning to encourage developers to proffer the necessary right of way and improvements.
- Reference that construction should be required to begin with the U.S. 340 intersection and railroad crossing before further development is allowed to the east.
- Delay final connection to Jack Enders Boulevard until required improvements and funding sources are identified to address traffic impacts on the existing Town street network (specifically Jack Enders Boulevard and East Main Street).