



**Berryville Area Development Authority (BADA)
 MINUTES – Regular Meeting
 Wednesday, November 19, 2025 at 1:00PM
 Berryville-Clarke County Government Center
 A/B Meeting Room**

| ATTENDANCE: | | | |
|-------------------------------------|---|-------------|---|
| Allen Kitselman (Chair) | ✓ | John Hudson | ✓ |
| George L. Ohrstrom, II (Vice-Chair) | ✓ | Kathy Smart | ✓ |
| Harry Lee Arnold, Jr. | ✓ | David Weiss | ✓ |

A meeting of the Berryville Area Development Authority (BADA) was held on Wednesday, November 19, 2025.

STAFF PRESENT: Terry Russell (Community Development Director – Berryville), Brandon Stidham (Director of Planning – County), Keith Dalton (Berryville Town Manager)

- 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.

| Motion to approve the agenda as presented by Staff | | | |
|---|--------------------|-------------|-----------------------|
| Allen Kitselman | AYE | John Hudson | AYE (seconded) |
| George L. Ohrstrom, II | AYE (moved) | Kathy Smart | AYE |
| Harry Lee Arnold, Jr. | AYE | David Weiss | AYE |

- 3. Approval of Minutes – September 24, 2025 meeting**

The Authority voted unanimously to approve the minutes of the September 24, 2025 afternoon session as presented by Staff.

| Motion to approve the September 24, 2025 minutes as presented by Staff | | | |
|---|--------------------|-------------|-----------------------|
| Allen Kitselman | AYE | John Hudson | AYE (seconded) |
| George L. Ohrstrom, II | AYE (moved) | Kathy Smart | AYE |
| Harry Lee Arnold, Jr. | AYE | David Weiss | AYE |

- 4. Old Business**

- A. Berryville Area Plan Update** – Continued Discussion, Public water and sewer capacity for future growth

Mr. Stidham said that the Committee will be discussing the Berryville Area Water Consumption and Wastewater Flow Projections report provided by Mr. Dalton. He invited Mr. Dalton to provide an overview of the report.

Mr. Dalton said that the report is a draft that outlines water and sewer consumption in gallons per day. He said he examined usage by current users in order to develop the projections. He added that it is consistent with the Pennoni utility rate study that was done in 2019 and also a study in 2011 by the planning district commission that examined usage throughout the region. He said that at our current annual growth rate of 1.5%, the report shows that the system can handle demands past the year 2040. He added that there can always be surprises, such as a use requiring more or less water, and there is also the peaking issue. He said the bottom line is that the Town will need to look at expansion of the plant around 2040. Mr. Weiss asked if he means both plants and Mr. Dalton replied yes. Mr. Hudson asked if the assumption is based on the current growth rate and Mr. Dalton replied yes. Mr. Dalton added that the current growth rate cannot be supported without additions to the Berryville annexation area. Vice-Chair Ohrstrom asked if this includes the 80% threshold that Mr. Dalton discussed at the last meeting. Mr. Dalton said that the Virginia Department of Environmental Quality (DEQ) and the Virginia Department of Health (VDH) call them different things but he calls it a “reopener” or time in which you need to re-evaluate your capacities. He added that it is an 85% - 90% threshold at which time you need to look at your growth as it relates to water capacity and issues like influent infiltration on the sewer side. He also said that this is when the State agency wants the locality to show what their future plans are for their utilities.

Vice-Chair Ohrstrom asked if there is space on the plant properties to increase capacity and Mr. Dalton replied yes for both the water and sewer treatment plants. He then briefly explained how the current water plant upgrade project will enable the plant capacity to be expanded in the future. In regards to the sewer plant, he said there is significant space available for expansion because the Town went from the land-intensive lagoon system from the 1950s to a less land-intensive system which created additional space for future expansion. He also noted that there may be piping infrastructure upgrades needed due to age and capacity. He said the pace of how development occurs is important and it is not known how access to additional water capacity from the Shenandoah River will be handled by the State. Mr. Dalton noted that how VDH will handle peaking is another issue of concern. He said that having a lot of storage is both a blessing and a curse but does help the town to shave down the peaks.

Mr. Hudson asked if there is any advantage to discuss these issues with the appropriate State agency sooner rather than later. Mr. Dalton said that he could do that but did not think it would be a good idea to do so while they are in the process of getting the current water plant expansion project permitted. He added that he did not know if any localities have increased their draw amounts from the Shenandoah River in recent years. He said water withdrawals are calculated after considering the amount of water needed to sustain aquatic life and the amount needed for recreation. He also said that when the Town is on the list for drought impacts, they have plenty of water available with two river intakes. He concluded by agreeing with Mr. Hudson’s point and saying that they will need to have discussions with VDH staff in the future.

Mr. Dalton noted that when growth occurs there is payment of availability fees and added that Town Council has been very disciplined about the use of availability fees. He said that Hermitage 5 was completed faster than expected and fees were prepaid but Town Council saved those fees for the water plant expansion and work at the sewer plant. He added that availability fees do not cover the full cost of these projects but does help with it.

Mr. Weiss noted the reference to “Projected Excess Capacity at Buildout” on the last page of the report and asked Mr. Dalton what this means. Mr. Dalton replied that this includes infill development in town and development in Annexation Area B are completed. He added that it is the buildout of the Berryville area in other words. Vice-Chair Ohrstrom said that there are not that many more dwelling units remaining and Mr.

Dalton and Chair Kitselman replied not anymore. Mr. Dalton noted on the first page of the report that he based the projections for Sub-Areas 13-16 on the current proposed development project for the Friant property. He also noted that there are 20 units being developed on South Church Street with a potential for 10 more and that everything else is odds and ends. Mr. Stidham asked what the usage metric per house is and Mr. Dalton replied 200 gallons per day (gpd) per dwelling or roughly 6000 gallons for water billing. Mr. Stidham referenced the projected excess capacity numbers on the last page of the report and the 80% threshold for planning the future facility expansion. He said one approach to development phasing would be to expect any developments proposed after the 80% threshold is reached to contribute to the cost of facility expansion. He asked what portion of the 295,300 gpd of projected excess water capacity is the 80% threshold. Mr. Dalton replied that he does not think we are in a position to require availability fees through a proffer system. He added that there should be an examination of the system's ability to meet needs once the 80% threshold is reached. Mr. Stidham said that you would not require a proffer but instead would say that if a developer wants access to these dwelling units after the 80% threshold is reached, then they would be expected to use conditional zoning to demonstrate how they would address the upcoming utility shortfall. Mr. Dalton said that in a proffer situation, you would have to be able to demonstrate that the need for the improvement is being generated by the proposed development. He added that you would also have to show that this need is above and beyond what the availability fees would cover. He reiterated that conducting a needs examination when the 80% threshold is reached is important and added that he will need to think more about how a proffer system would work. Mr. Stidham said that assuming there will be no land administratively rezoned for residential uses, we would be saying that any development proposed between the time the 80% threshold is reached and the expanded plant opens will have to account for their share of the cost of the expansion. He said the only other option would be to run it all the way to the end but this may potentially make us miss out on opportunities. Mr. Dalton replied that he did not think it is a bad approach but we need to work out the details. Mr. Stidham said that when the 80% threshold is reached is important and may or may not occur during our current tenures.

Mr. Dalton said that he will have conversations with DEQ and VDH about the reopener so we are not talking about this in the abstract any more. Mr. Stidham asked if there will need to be more research done on the 80% threshold. Mr. Dalton replied that the threshold is based on the current permitted capacity. Mr. Weiss asked when the use of the excess capacity triggers the threshold. Mr. Dalton replied that it is averaged daily. Mr. Weiss asked if you can calculate the number of new dwellings by dividing the 295,300 gpd projected excess capacity number by the 200 gpd usage per dwelling number. Mr. Dalton replied that you would have to account for non-residential uses by coming up with a certain percentage to set aside for those uses. He added that this calculation would give you a feel for the number of houses you could accommodate. Mr. Stidham asked if you have to use 80% of 295,300. Mr. Dalton replied no and he said he is going to get a more accurate number than 80%. He added that once we have an accurate threshold percentage, then we can apply it to the projected excess capacity number. He reiterated that the report is a draft and he is continuing to work on it. Mr. Hudson and Mr. Weiss both said that it is very helpful. Vice-Chair Ohrstrom said we are close to being full. Mr. Dalton replied yes and no, noting that the plants are at about 55% capacity. Vice-Chair Ohrstrom asked if we are full if the Friant and Hillson Grove properties are ultimately developed as projected at about 200 units. Mr. Dalton referenced the water treatment capacity chart on the last page of the report and noted the projected future usage and contingencies that are subtracted from the current excess capacity. He added that after these are subtracted, the excess water capacity is 295,300 gpd. Mr. Weiss added that once you have reached projected buildout in the listed areas, you still have available water capacity.

Mr. Dalton noted that the Pennoni rate study and the planning district commission study both presumed that growth would continue at the projected rate with sufficient excess capacity to last until at least 2040, adding that this is still pretty conservative. He said the same analysis was done on the sewer side and the projections match up with the water capacity projections. He reiterated that we still need to discuss peaking and the reopener along with phasing.

Mr. Stidham said that we have a metric for each dwelling unit's consumption and added that it would be good to have an idea of commercial and light industrial consumption rates. He said that we may want to take the 295,300 gpd excess capacity number and assign percentages of capacities for uses in the future development areas. He added that this is important to ensure that we do not fall short on capacity for certain uses. He also said if we presume the growth rate will remain the same and not increase, then we can set aside a fixed amount of residential uses and phase it in over five to ten year timeframes. He noted that this would allow us to ensure that we are not exceeding the projected growth rate. Mr. Dalton explained set asides in his projections for expansion of a building for VDH and Social Services along with future expansion of the high school. He also noted that the Government Center can also be expanded but the facility is not a large water user. Mr. Stidham asked how much is the Town's largest water user and Mr. Dalton replied about 5,500 gpd. Vice-Chair Ohrstrom noted that the General Mills noodle plant required 4 million gpd when it first opened and it has gone through some expansions. Mr. Dalton replied that we do not have large water users like data centers but noted that we could have a user that comes in with a large demand. Mr. Stidham noted that if you establish a set aside capacity then you can cater to users that can work within that capacity. Vice-Chair Ohrstrom said that availability of water could be used as a reason to approve or disapprove a project. Mr. Dalton noted that utilities are provided on a first come, first served basis and capacity is not reserved for specific users. Mr. Hudson said that this is a proactive approach and is extremely helpful and Chair Kitselman agreed.

Mr. Dalton said that he will continue to work on this report and add in phasing and information from the previous studies. He also said that he will have conversations with DEQ and VDH regarding the reopener information. Mr. Stidham noted that we have a special meeting scheduled for December 10 and the regular meeting on December 17. He asked Mr. Dalton about timing for getting new information for the meetings and added that there may no longer be a need to meet twice in December. Mr. Dalton said that he would prefer to have new information in time for the December 17 packet. Mr. Stidham asked the members if they had any scheduling restrictions for meeting on December 17 and members had none. The Authority agreed to cancel the December 10 special meeting and keep the December 17 meeting as scheduled.

Mr. Dalton asked if there are any other aspects of this issue that concern the members and that they want to have fleshed out more. Mr. Stidham said if we want to establish set asides for residential, commercial, and industrial uses, we can do this once we have reasonably accurate numbers for planning-level estimates. He said that this does not mean that we would also immediately authorize all of these uses to be developed, adding that the next step would be to figure out how these numbers fit into the potential future growth areas. He noted that the Southern area is industrial, the Hermitage South area is a possible mix of residential and commercial, and the Western area is probably just residential. Vice-Chair Ohrstrom said that institutional uses could also be developed in that area like an expansion of the park. Mr. Stidham said we have set aside a significant amount of land in three areas for future development and to assign these utility capacities. He added that we also need to figure out phasing and noted that one approach could be to divide the Western area into different phases that come online over time and as certain points of buildout. He said that this could be done with the Hermitage South as well. He also said that it is most important to know how much development can be served before the plants have to be expanded. Mr. Dalton asked if we

are trying to integrate the capacity of the plants into the phasing of development and Mr. Stidham replied yes. Mr. Hudson said this is basically an overlay for all of our discussions moving forward. Mr. Stidham noted that an upgraded water plant with a higher capacity will be a topic for discussion in a future Berryville Area Plan update.

Mr. Weiss said that it is important for citizens to be able to understand that this is a phased plan and phasing takes into consideration the utility numbers along with other costs that development brings in addition to revenue. He also said the psychological timing of planning the area is important so that citizens understand that growth is not intended to happen all at once. Mr. Stidham added that we can do more with the narrative including explaining the difference between a growth area and an annexation area. He said the utility projections will help us to feel more confident about our growth areas. He also said that there is a lot more to plan before a growth area becomes an annexation area including addressing transportation, form and scale of development, and other issues. Mr. Dalton added that stormwater management will be a challenge in the Western growth area. He added that residential is the logical use for that area as is coming up with a phasing plan for development. He also noted that Town Council is most interested in focusing on expansion of the Business Park. Mr. Stidham asked for confirmation on the growth rate and Mr. Dalton replied 1.5% per year. Vice-Chair Ohrstrom asked if this is a Weldon-Cooper Center number. Mr. Dalton replied that he was not sure but it should not be too far off from Weldon-Cooper’s projections. He added that this rate has been used since the start of the Area Plan and added that growth has fluctuated over time. He said that a 1.5% growth rate isn’t too bad and Vice-Chair Ohrstrom agreed.

Mr. Dalton briefly recapped items he will be working on for the next meeting and will have ready by December 10.

5. New Business ~ None scheduled

6. Other Business

Mr. Stidham noted that representatives from the Dorick property recently contacted Jeremy Camp about possibly subdividing the lot that contains the former migrant housing building. He noted that Mr. Camp made them aware of our current planning process and added that members expressed an interest in discussing their future plans with them. Mr. Hudson said that he has not reached out to them yet but he will do so. Chair Kitselman noted that Diane Harrison was recently presented with the resolution of appreciation adopted by the Authority last month and Town Council had a reception for her.

7. Adjourn

The Authority voted unanimously to adjourn the meeting at 1:44PM.

| Motion to adjourn the meeting | | | |
|--------------------------------------|------------|-------------|-----------------------|
| Allen Kitselman | AYE | John Hudson | AYE (seconded) |
| George L. Ohrstrom, II | AYE | Kathy Smart | AYE (moved) |
| Harry Lee Arnold, Jr. | AYE | David Weiss | AYE |

Allen Kitselman, Chair

Brandon Stidham, Clerk