



**Berryville Area Development Authority (BADA)  
MINUTES – Regular Meeting  
Wednesday, September 24, 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	✓
Harry Lee Arnold, Jr.	✓	David Weiss	✓

A meeting of the Berryville Area Development Authority (BADA) was held on Wednesday, September 24, 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.

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

- 3. Approval of Minutes – August 27, 2025 meeting**

The Authority voted 5-0-1 (Arnold abstained) to approve the minutes of the August 27, 2025 afternoon session as presented by Staff.

<b>Motion to approve the August 27, 2025 minutes as presented by Staff</b>			
Allen Kitselman	<b>AYE</b>	John Hudson	<b>AYE</b>
George L. Ohrstrom, II	<b>AYE (moved)</b>	Kathy Smart	<b>AYE (seconded)</b>
Harry Lee Arnold, Jr.	<b>ABSTAINED</b>	David Weiss	<b>AYE</b>

The Authority welcomed Mr. Arnold as the new Town of Berryville member taking over for Diane Harrison.

- 4. Resolution of Appreciation – Diane Harrison**

Vice-Chair Ohrstrom read the following Resolution of Appreciation for former Authority member Diane Harrison:

*WHEREAS, Diane Harrison began her service on the Berryville Area Development Authority on July 22, 2020; and*

*WHEREAS, Ms. Harrison has served honorably as a member of the Berryville Town Council for seven years; and*

*WHEREAS, Ms. Harrison faithfully served the citizens of the Town of Berryville, utilizing her expertise to guide and manage development in the annexation area and assisting this important board during a critical time in the Town's history; and*

*WHEREAS, Without fail, in all of her dealings with the public and other public officials, Ms. Harrison executed the duties of her office in a fair, thoughtful and just manner; and*

*WHEREAS, Through her work with the Berryville Area Development Authority, Ms. Harrison has served as a shining example of a citizen's concern for her community and has positively affected the lives of Berryville's residents;*

*NOW, THEREFORE, BE IT RESOLVED, by the Berryville Area Development Authority, that Diane Harrison's long and distinguished service to this community is recognized and that she is thanked for her hard work and devotion.*

*By Order of the Berryville Area Development Authority on this twenty-fourth day of September, 2025.*

The Authority voted unanimously to adopt the resolution as presented by Staff.

<b>Motion to adopt the resolution as presented by Staff</b>			
Allen Kitselman	<b>AYE</b>	John Hudson	<b>AYE (seconded)</b>
George L. Ohrstrom, II	<b>AYE</b>	Kathy Smart	<b>AYE (moved)</b>
Harry Lee Arnold, Jr.	<b>AYE</b>	David Weiss	<b>AYE</b>

Mr. Hudson asked if the resolution will be made part of the minutes. Mr. Stidham replied that he will make sure that it is included.

#### **4. Old Business**

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

Mr. Stidham stated that the Authority will be revisiting the topic of public water and sewer and he recognized Mr. Dalton as the speaker on this topic. He added that there will be a discussion of scheduling special meeting dates at the end of the meeting.

Mr. Dalton said that he sent a letter previously to the Authority and is present to provide any other information. Vice-Chair Ohrstrom asked if it was sent separately and Mr. Stidham noted that there were no advance materials provided for the meeting. Mr. Dalton said he was referring to the letter he provided the last time that he met with the Authority.

Mr. Hudson asked for confirmation that Mr. Dalton previously stated that we are at 50% capacity. Mr. Dalton said both the water and sewer plants are at about 55% capacity. He said the water treatment plant is at 0.864 million gallons per day (MGD), or 55%. He added that they have an approved site plan to upgrade the plant. Vice-Chair Ohrstrom asked if this would change the output and Mr. Dalton replied no. Mr.

Dalton said the plan is to move to a different type of treatment process, from a mixed media to a membrane system. He said the membrane works would be added in a new building and part of the existing building would be renovated for other purposes. He said the financing is through the Virginia Department of Health (VDH) and has "Build America, Buy America" requirements and they just recently received program certification for the membranes. He said that a vertical clarifier will be installed and VDH has not seen that application on the Shenandoah River. He added that they are doing a pilot study to get final approval.

Mr. Dalton said in regards to water plant capacity, there are a few restrictions. He said these include what we can withdraw from the river, what we can treat, and what we can pump to town through transmission lines. He said the transmission lines have significant additional capacity that can be utilized. He said the treatment system being installed will have capacity to treat more water than what the current system is treating. He said the system contains filters in canisters that can be added to create more capacity for treatment. He added that the big issue is how much VDH and the Army Corps of Engineers will allow you to draw from the river. He noted that this will require re-permitting and possibly changes to the intake.

Regarding sewer capacity, Mr. Dalton said that the wastewater treatment plant has a capacity of 0.7 MGD and is roughly at 55% capacity as well. He said the plant also has a membrane treatment system that discharges treated water into the river. He said there is a place designated on the property for future expansion to either 1.2 or 1.4 MGD. He added that the wastewater plant has had the same capacity since the 1960s. Vice-Chair Ohrstrom said he thought the wastewater plant was upgraded in the 1990s. Mr. Dalton replied not to his knowledge but Vice-Chair Ohrstrom might be correct, adding that it may have gone from 0.4 to 0.7 MGD. Regarding expansion, he said that the outfall to the river has sufficient capacity to pump a good bit more through it. He said the treatment portion of the system would need to be expanded and the transmission line from town is 18 inches and has significant capacity. He added that expansion would involve permitting and finding the funding to do the work.

Vice-Chair Ohrstrom asked how many houses are in the town of Berryville. Mr. Dalton replied that there are about 1,900 connections. Vice-Chair Ohrstrom asked if this means there is room for about 1,000 additional homes based on roughly 50% available capacity. Mr. Dalton replied yes but noted that once you reach about 85-90% capacity, the State looks to the locality to plan for expansion. He added that the "sweet spot" is probably 80% and said at some point the growth is going to require expansion of the plant. He also said the trunk line from about Rose Hill Park to the plant is quite sufficiently sized and added that the outfall lines also have sufficient capacity at 15 inches. He noted that you are always going to have localized concerns when you start to send additional flow. He said the industrial area at the end of Boom Road could require upgrades if the area were redeveloped. Vice-Chair Ohrstrom asked how all of this relates to commercial activity, adding that you could have one big commercial water user that comes in and changes all the calculations. Mr. Dalton concurred and said the calculations include room for surprises as well as for additional infiltration as the system ages. He said they recently completed a study of infiltration areas and have begun chipping away at them. He added that cold, clear water entering through infiltration is not good for the treatment system.

Mr. Dalton said that most of the estimates he has seen for the Berryville Area are very generous. He said they are looking at areas like Rosemont which had a good bit of reserve capacity before the property was placed in conservation easement. He said another example is the Fairgrounds which has ITL zoning and can allow for low to moderate income housing at 12 units per acre or 500 units. Mr. Weiss said that he did not think these units were programmed into the Berryville Area Plan. Mr. Dalton said that they were and that this is a big number of dwelling units that were left there. Mr. Stidham clarified that they were not

accounted for as residential units in the Area Plan. Mr. Dalton said he is not talking about the Area Plan, he is talking about their sewer calculations and said that a significant reservation was made there. He added that they are looking to update the calculation for that property based on what would be allowed under the easement. He said it will take a couple of months to update this information and then he can share what they have with the Authority. Mr. Stidham asked Mr. Dalton if he knew off the top of his head who the biggest nonresidential water and sewer user is. Mr. Dalton replied that the biggest user was a local elder care facility. He added that there is another large industry in town that uses quite a bit and the next largest user would probably be the school system. Mr. Stidham asked if there is a user that is sitting on unused, reserved capacity. Mr. Dalton replied that there is no right to reservation of capacity and the way to reserve capacity is to build the facility that will use it. He added that if a developer proposes a project, he will write them a letter about available capacity with the disclaimer that it is on a first come, first served basis and there is no guarantee of capacity being provided. He also said that internally they have accounted for capacity in the different sub-areas but they have not reserved capacity for specific uses. Mr. Stidham asked for confirmation that the Town does not have policies to reserve capacity for residential or commercial uses and Mr. Dalton responded no. Mr. Stidham asked if they received capacity estimates from the previous developer of the Friant property. Mr. Dalton replied yes and said that he can provide his capacity letter to D.R. Horton. Mr. Stidham asked if they would have been the largest user of utilities in recent years. Mr. Dalton replied yes in one location but we have had a decent amount of growth in recent years in Hermitage Section 5, Fellowship Square, and Shenandoah Crossing. He added that the numbers for these three developments and for the previous Friant property project would be comparable.

Mr. Dalton noted that even with the recent development, the water treatment plant is running effectively. He said since they are not at full capacity, the plant only runs about 18 hours a day on weekdays. Vice-Chair Ohrstrom asked if they store water and then treat it later. Mr. Dalton replied that they have a ground storage tank and the elevated tanks that provide pressure to various areas of town. He said water is stored when the plant is not operating and explained the challenges of storing water. He also explained the recent water quality issues and gave an overview of the lead services survey.

Mr. Dalton reiterated that the biggest challenge to expanding water capacity beyond 0.864 MGD is how much water the regulatory agencies will allow the Town to withdraw from the river. Mr. Stidham asked what the likelihood of getting a capacity increase would be and whether any other jurisdictions have recently gotten approved for increases in river withdrawals. Mr. Dalton said he did not know but thinks the Town has a decent chance of getting an approval. He said that it would depend on the outcome of the regional water supply plan update and he also noted that standards have changed regarding river intakes. He added that they could probably get approved for a relatively modest increase that would require changes in how the intake is configured. Mr. Stidham asked what a relatively modest increase would be and Mr. Dalton replied under 50%.

Mr. Stidham said that we are working on the two potential future growth areas that have residential components. He said the current Area Plan contains unused dwelling units and our presumption is that this is the total amount of units we have moving forward which will not be enough to fill the two potential future growth areas. He asked how we can get numbers to determine how much capacity to allocate to these two areas if we were to add more residential. He also said we need to plan for any new commercial or non-residential uses. Mr. Dalton asked if the premise is that the number of available unused dwelling units represents the total amount of utility capacity to work with in planning future residential growth. Mr. Stidham replied yes and said that the dwelling unit chart in the Area Plan represents the maximum number of units that the Town can serve with water and sewer. He noted that the chart does not contemplate non-

residential uses which is a big hole. Mr. Dalton said that he can provide the Town's internal projections for undeveloped sub-areas and added that this includes commercial and industrial areas. He said there isn't much remaining for the Business Park as it is built out. He said there are reservations for 25 acres of availability on the Berryville Graphics property. Mr. Stidham said this is another piece of information that we need – the Area Plan does not include capacity for non-annexation are properties within Town. Mr. Dalton said he can provide a baseline for in-town and for Annexation Area B. He added that when we plan for Annexation Area C, there will have to be a nod to capacity. He said we cannot say that capacity has been reserved for an area and we won't grow until that capacity is used. He said if we serve one area and it uses up the current capacity, we won't serve other areas until the plants are expanded. He added that we do not want to avoid allowing growth in one area because we have reserved capacity for another area. Mr. Stidham said we can set expansion aside and determine what the current 35% of available capacity equates out to in development terms. Mr. Dalton says he thinks he can put something together to address this.

Mr. Hudson asked once the water plant work is done, how will this affect the 55% capacity. Mr. Dalton replied that it will not affect the capacity. He also reiterated that this is not a water plant expansion, it is a water plant upgrade. He then briefly explained how the current treatment system was originally selected and how it functions. He noted that the upgraded plant will have room for future capacity expansion. He also explained the need to address per- and polyfluoroalkyl substances (PFAS) in the future and how this may affect expanded capacity.

Mr. Stidham said that the next BADA meeting is scheduled for October 22 and he asked Mr. Dalton if he would be able to provide information in time for that meeting. He said the next meeting after that is November 19 and we are considering scheduling a special meeting earlier in November. Mr. Dalton said that he would prefer to get information in time for the November 19 meeting and noted that the information would be estimates. Mr. Stidham said that if there is current capacity over what was projected in the Area Plan, we would want to know how much is available for the current sub-areas, the potential future growth areas, and non-annexation areas in town before discussing plant expansions. Mr. Dalton said he would caution against saying that we must develop everything with our current capacity before we do anything else because the plants will need to be expanded in the future. Mr. Weiss replied that we do not want to go through an annexation process if we cannot serve the annexed properties with water and sewer. Mr. Dalton replied that we should not say that everything in town and in the current annexation areas must be developed before doing the other areas. He said he does not think it is logical to say this and Chair Kitselman agreed.

Mr. Stidham said that the revised Area Plan would currently allow the Southern Potential Future Growth Area to be developed as a new annexation area if a developer will construct the collector road beginning with the US 340 intersection and railroad crossing. He added that if this occurred after the revised Area Plan is adopted, we could move forward with the annexation process and designated a chunk of utility capacity there. Mr. Dalton said that Town Council's number one priority is expansion of the Business Park. He said he thinks Council recognizes the need to examine future residential growth but this is not the highest priority on their list. He added that there is a need to diversify the tax base for the Town and County. He also said the collector road is an important issue. He said to fully develop a new Annexation Area C and the in-town lots, the plants are going to have to be expanded. He said during this process, they are collecting availability fees which will enable the Town to expand the plants. He noted as an example that the water availability fees that would have been paid by the previous developer of the Friant property would have paid for a quarter of the cost to expand the water treatment plant. He said there should not be a concern that we will allow development that the Town will not have the funding to serve with water and

sewer. Mr. Weiss noted that utilities are not the only costs that come with development and Mr. Dalton agreed. Mr. Stidham added that public utilities are probably the most important factor in planning phasing of development. Mr. Dalton agreed and said water and sewer and transportation are probably the most important. Mr. Stidham noted that the Hermitage South Potential Future Growth Area also contains commercial uses. Mr. Dalton said he cannot speak much to this issue as Council has not discussed it. He added that he does not think their position has changed in that the downtown is the central business area. He then explained past concerns with adding a grocery store in Town. Mr. Stidham noted that we should also be concerned with what the future of brick-and-mortar commercial developments will be. Mr. Dalton added that the test will be whether future commercial development could gut the downtown.

Mr. Dalton reiterated that expanding the Business Park is something that Council wants to move on as quickly as possible and that they are amenable to phasing development. Mr. Weiss said that there is a consensus that East Main Street is an issue and you do not want to connect another big road into the network. Mr. Dalton said that VDOT is currently doing survey work for the East Main Street improvement project. Vice-Chair Ohrstrom asked if this is a sidewalk project. Mr. Dalton replied that it is curb-and-gutter and sidewalks, better access control, and stormwater management. Mr. Weiss asked if there would be center lane improvements. Mr. Dalton replied that he does not remember the configuration. He said he did not know if a center lane is needed and added that the biggest issue in his opinion is turning movements at Jack Enders Boulevard and East Main Street. Members agreed and Mr. Arnold noted that there is not a center lane expansion in the project. Mr. Weiss said that you need to get more room to accommodate trucks at the intersection. Mr. Dalton said the biggest issue with turning movements is where traffic coming out of Jack Enders Boulevard needs to be, adding that the fix would be signalization. Mr. Weiss noted that expanding the intersection would result in eliminating a business.

Mr. Stidham said that the alternate approach would be to extend Jack Enders Boulevard into the Smallwood property now and abandon the collector road concept. He added that this avoids the through traffic issue with a collector road but adds more truck traffic to the Town street network. Mr. Dalton said that there are a number of ways that you could address completing construction of the collector road. Mr. Stidham said that unless you have a single developer of the entire property that you can require to bond construction of the entire collector road, you will never get the road built. Mr. Dalton said that one developer will likely purchase this property and propose the road improvements. Mr. Stidham replied that you may only get proposals that do not include a connection to US 340.

Ms. Smart said that she sees a number of trucks trying to make the turn from South Church Street onto East Main Street and it seems to be increasing. Mr. Dalton replied that it is happening too often and noted that a fire hydrant was recently hit. He said that this truck traffic is increasing on South Church Street and other areas in town caused by truckers not using the GPS service designed for truckers. He also said there is a training problem and a new driver problem. He added that the Town has been improving signage to address these issues and are also working with different GPS providers to alter their maps.

Mr. Dalton said he will work to get the information for the Authority by November 5. Mr. Hudson asked if there is any discussion about a future signal at Jack Enders Boulevard and East Main Street. Mr. Dalton replied that it is discussed in the collector road study but no plans are in place to construct it in the future. Mr. Stidham said that VDOT would make the determination on a signal there because East Main Street is a primary highway and Mr. Dalton added that it must meet VDOT warrants. Vice-Chair Ohrstrom asked if adding a light would create traffic problems during morning and evening peak traffic periods and Mr.

Dalton replied that he did not think traffic would be any worse than it currently is. Mr. Stidham said you could have stacking issues back to the railroad and Chair Kitselman noted issues with trains crossing.

Regarding future meeting dates, Mr. Stidham suggested cancelling the October 22 meeting since Mr. Dalton’s information will not be ready until the beginning of October. Members agreed with this change. Mr. Stidham asked about a special meeting at the beginning of November which would also potentially conflict with Mr. Dalton’s deadline to provide his information. Mr. Hudson said he did not think there is anything pressuring us as far as a timeline is concerned. Mr. Stidham said we are just trying to keep moving forward with the overall timeline but we cannot move forward on the potential future growth area discussion without Mr. Dalton’s information. Mr. Weiss said we should just plan to meet on November 19 and members agreed. Mr. Stidham asked about having a special meeting on December 10 prior to the December 17 meeting and members agreed. He also said that he will send out an email to the members as a reminder.

**5. New Business ~ None scheduled**

**6. Other Business ~ None scheduled**

**7. Adjourn**

The Authority voted unanimously to adjourn the meeting at 2:08PM.

<b>Motion to adjourn the meeting</b>			
Allen Kitselman	<b>AYE</b>	John Hudson	<b>AYE (seconded)</b>
George L. Ohrstrom, II	<b>AYE</b>	Kathy Smart	<b>AYE (moved)</b>
Diane Harrison	<b>AYE</b>	David Weiss	<b>AYE</b>

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Allen Kitselman, Chair

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Brandon Stidham, Clerk