



**BERRYVILLE AREA DEVELOPMENT AUTHORITY
MEETING AGENDA**

**Wednesday, February 25, 2026, 1:00pm
Berryville – Clarke County Government Center A/B Meeting Room
101 Chalmers Court – Berryville, Virginia**

- 1. Call to Order – Brandon Stidham (Director of Planning)**
- 2. Approval of Agenda**
- 3. Election of Officers for 2026**
 - A. Chair
 - B. Vice-Chair
- 4. Adoption of 2026 Meeting Dates**
- 5. Approval of Minutes – December 17, 2025 Meeting**
- 6. Resolution of Appreciation – Kathy Smart**
- 7. Old Business**
 - A. Berryville Area Plan Update
- 8. New Business ~ None Scheduled**
- 9. Other Business**
- 10. Adjourn**

NEXT MEETING – Wednesday, March 25, 2026 (1:00PM)

DRAFT
BERRYVILLE AREA DEVELOPMENT AUTHORITY (BADA)
2026 MEETING SCHEDULE

Meetings are generally held monthly on the fourth Wednesday at 1:00PM in the Berryville-Clarke County Government Center main meeting room or A/B meeting room, 101 Chalmers Court, 2nd Floor. Deviations in the meeting schedule may be made to account for conflicts with holidays, government meetings, or other events of significance. Special meetings may be scheduled from time to time and all meeting dates are posted to the Town of Berryville website (www.berryvilleva.gov) and the Clarke County website (www.clarkecounty.gov). All meetings are open to the public.

2026 Meeting Dates
<ul style="list-style-type: none">• Wednesday, February 25• Wednesday, March 25• Wednesday, April 22• Wednesday, May 27• Wednesday, June 24• Wednesday, July 22• Wednesday, August 26• Wednesday, September 23• Wednesday, October 28• Wednesday, November 18*• Wednesday, December 16*• Wednesday, January 27, 2027

* -- November and December meetings scheduled on third Wednesday to avoid conflict with holidays.

In the event that a meeting is impacted by inclement weather, efforts will be made to reschedule the meeting within one week of the original meeting date. If this cannot be accomplished, the agenda items will be forwarded to the next scheduled meeting date.



Berryville Area Development Authority (BADA)
DRAFT MINUTES – Regular Meeting
 Wednesday, December 17, 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)	X	Kathy Smart	✓
Harry Lee Arnold, Jr.	✓	David Weiss	✓

A meeting of the Berryville Area Development Authority (BADA) was held on Wednesday, December 17, 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 1:00PM
- 2. Approval of Agenda**

The Authority voted 5-0-1 (Ohrstrom absent) to approve the agenda as presented by Staff.

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

- 3. Approval of Minutes – November 19, 2025 meeting**

The Authority voted 5-0-1 (Ohrstrom absent) to approve the minutes of the November 19, 2025 meeting as presented by Staff.

Motion to approve the November 19, 2025 minutes as presented by Staff			
Allen Kitselman	AYE	John Hudson	AYE
George L. Ohrstrom, II	ABSENT	Kathy Smart	AYE (seconded)
Harry Lee Arnold, Jr.	AYE (moved)	David Weiss	AYE

- 4. Old Business**

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

Mr. Stidham noted two new documents in the packet for the continued public water and sewer discussion. He said the first document provided by Keith Dalton contains water and sewer flow projections updated with new information from last month’s draft. He said the second document is a draft outline of how to use the water and sewer information to evaluate the potential future growth areas. He added that we can go

through this second document after the Authority discusses the revised projections and decide whether the draft approach makes sense.

Regarding the updated projections document, Mr. Russell noted in the conclusions on the last page that there is capacity through 2040. He said Mr. Dalton provides a chart starting on page 2 of 5 that projects increases in residential and commercial uses to come up with the listed numbers. He added that there is a current excess treatment capacity of 329,000 gallons per day (GPD) and a projected excess water capacity of 348,500 GPD at the 2040 mark. He also said that Mr. Dalton used the Northern Shenandoah Valley Regional Water Supply Plan's projection that the town's population will reach 6,928 by 2040, adding that he thinks that might be ambitious.

Mr. Stidham noted the reopener number which is when water and sewer usage reaches the point that State regulatory agencies will request the Town to provide their plan for expanding water and sewer capacity. He said that there is an 80% number for water listed at the bottom of page 4 of 5 and a 95% number for sewer listed at the top of page 5 of 5. He asked whether these are the accurate reopener numbers we should be working with. Mr. Russell replied that he would guess that these are correct but he did not write the report. Mr. Stidham said then we should be using the 80% if we are assigning value to the reopener number.

Mr. Hudson noted that Berryville is in a lot better shape than other municipalities. Ms. Smart added that we have not had the insane growth that a lot of the surrounding counties have experienced.

Regarding the 80% reopener number for water, Mr. Stidham asked for confirmation that this would be 80% of the 348,500 GPD projected excess capacity at buildout number. Mr. Russell suggested it would be 80% of the 864,000 GPD permitted capacity of the water plant and Chair Kitselman and Mr. Hudson agreed. Mr. Stidham said that 80% of 864,000 GPD would be 691,200 GPD. He asked that since we are working with the 348,500 projected excess capacity number, should we not be using 80% of this number instead as opposed to 80% of the whole. Mr. Weiss said the permitted amount of 864,000 GPD is the total amount that the Town is permitted to withdraw but the other number is the usage. He said if you are trying to determine usage, you need to use the projected excess capacity number and not the total permitted amount number. Mr. Stidham said that the State agencies will be concerned with the 80% of the total number, which is 691,200 GPD. He added that we are looking for a number that we can use to calculate dwelling units which is why he thinks we should be using the 80% of the 348,500 GPD. He noted that 80% of the projected excess capacity number is 278,800 GPD.

Chair Kitselman said that the capacity after 2040 would be the 348,500 GPD number and asked whether the 80% is based on this number. Mr. Stidham said that the 348,500 GPD projected excess capacity at buildout is the magic number for water that we should be using based on his understanding. He added that there is the question of whether we need to do something different with our land use planning when we reach 80% of this number. He noted that this question is posed in the second document included in the packet along with whether we want to set aside capacities for residential and commercial uses. Mr. Hudson asked if it would be more prudent to go with the 80%. Mr. Weiss replied we should contact Mr. Dalton to address these questions. Mr. Russell said that he is certain that the 80% pertains to the total permitted capacity number of 864,000 GPD. Mr. Stidham added that he agrees that this is correct for the reopener number but for planning the future growth areas, we should be using the projected excess capacity at buildout number of 348,500 GPD – the amount that we have to work with for future growth. Mr. Russell said the plants will need to be updated on a regular basis, perhaps every 20 years. Mr. Stidham said that the

80% threshold is an important number because the Town may want developers to contribute to plant upgrades after this threshold is reached. He added that it is not a hard stop but more of a milestone for planning purposes. Mr. Russell wondered whether 80% of the 864,000 GPD and 80% of the 348,500 are the same thing. Mr. Stidham replied that we need to get confirmation of this. Mr. Russell said that to end this discussion and move on, there is not much difference. Mr. Stidham said that we have the 80% number nailed down, we just need to determine 80% of what number in order to calculate the growth yields.

Mr. Stidham moved to a discussion of the Evaluation of Potential Future Growth Areas document. He said that this document is how he views taking the water and sewer data and translating it into yields for the future growth areas. He then reviewed each of the listed steps of the evaluation process. He also reviewed the discussion question regarding excess capacity and the reopener number.

Mr. Hudson provided an update on his meeting with Lucy Dorick and her brother Bill Byrd regarding future plans for their land in the Hermitage South Potential Future Growth Area. He said they will be meeting after the first of the year to look at the land and there have been no discussions to date regarding any possible plans. He added that the Berryville Area Plan has encouraged them to begin their own planning conversations. He also said that they will rely on him to be their conduit to the Authority and will convey any questions they or the Authority may have for each other. Mr. Stidham said that this news does not raise any red flags that would affect considering this property as part of the potential future growth area.

Mr. Dalton entered the meeting. Mr. Stidham said the Authority is trying to understand which numbers to use from his report to project capacity for the future growth areas. He asked for confirmation that 80% is the water reopener number. Mr. Dalton replied correct and added that “reopener” is the term used by the Virginia Department of Environmental Quality (DEQ) and not the Virginia Department of Health (VDH). He said on the water side there is not a “reopener” number. He added that when you exceed 80% capacity for three months in a row, VDH begins a discussion with the locality. Chair Kitselman asked if it is 80% of the total capacity of the plant. Mr. Dalton replied the total permitted capacity of the plant. Mr. Dalton added that the discussion that VDH begins is not a requirement to do anything and they begin to examine how the locality’s usage is increasing, what you have in the queue, and whether you have had leak issues. He said you can have the same kinds of discussions on the sewer side and whether you have infiltration and inflow (INI) issues that need to be fixed. He emphasized that the 80% on the water side is not a reopener and it is more like 95% capacity when the locality will be required to do something.

Mr. Stidham said he thought we would use the 80% as a planning milestone to project what we want to do with growth in the future areas, adding that we might want to deal with development differently that comes in after the 80% is reached. He asked Mr. Dalton if using 80% of the total permitted capacity is the same as using 80% of the projected excess capacity at buildout number of 348,500 GPD. Mr. Dalton said if you are trying to create a milestone, trying to use a number would be added vigilance. He said that when the discussions begin with State agencies, this would be reported to the Authority.

Mr. Weiss said do you not want to inform the development community that there will be expectations of contributions to deal with these issues. Mr. Dalton replied with an explanation of how he begins discussions with subdivision developers, noting that he sends them a letter to confirm present utility capacity without guaranteeing its availability in the future. He said that in addition to discussing excess capacity, he also discusses infrastructure needed to connect to the local system and requires the developer to provide engineering analysis on the system. In regards to the question of whether a developer may need to provide more improvements, the availability fees are structured to account for utility capital

improvement projects. He said the rates will be analyzed again as the usage approaches the reopener number to include plant expansion costs. He said that in short, the availability fees that are collected will cover the cost of expansion. He added that it is similar to proffers in that you can charge availability fees based on the impacts of the development on the water and sewer system.

Mr. Weiss asked for confirmation that these needs would be addressed through availability fees provided that Town Council continues with this approach. He added that none of us will probably be here when the future development occurs so this method should be captured in the planning document. Mr. Dalton replied that it could be addressed with a simple sentence that says the Town collects availability fees to address future capital costs. Mr. Stidham said if we take this position, then there would be no expectation that a conditional zoning applicant would proffer anything related to utilities. He asked Mr. Dalton if this is correct. Mr. Dalton replied no and gave an example of a development that requires a sewer pump station that is not in the Town's plans, noting that this could require a proffer or would be something that the developer would build. He said that a developer could potentially create the need for something off-site that could be addressed by proffers but for the most part the developer would be covered by the construction requirements. Mr. Stidham asked for confirmation that the Town has the authority to require a developer to provide any infrastructure needed to connect to the Town's systems, and Mr. Dalton replied yes. Mr. Dalton added that this would be the same with streets. He also said that these ultimately become maintenance costs which is what people pay their water and sewer bills for. Chair Kitselman asked if VDOT provides the Town with maintenance funding. Mr. Dalton replied yes and noted that the Town reached a population threshold with the 2010 Census that requires local maintenance of secondary streets.

Mr. Stidham said that the Town has the ability to require a developer to construct all required improvements to connect their development to the Town's utilities. He asked if the Town has the authority to require additional improvements if the infrastructure in an area has a deficiency which would be to bring that infrastructure up to a minimum standard in addition to improvements to connect the new development. Mr. Dalton replied that if it is a matter of condition, they would rely on the developer's engineer's analysis of the existing infrastructure. He said if the analysis does not warrant additional improvements but the Town would like to have the infrastructure upgraded, he will usually try to negotiate this with the developer. He added that he does not have the authority to require more improvements than are warranted. Mr. Stidham asked if this would be where conditional zoning could be used, adding that a nexus for the improvement is necessary to accept a proffer. Mr. Dalton replied that the nexus would be whether the need is substantially generated by the development.

Mr. Stidham stated that in recent years limitations have been placed on accepting proffers, adding that you have to show that the development would give rise to a need for a proffer. He also noted that you cannot request or accept a proffer that lacks this element. Chair Kitselman asked if this only applies to off-site proffers. Mr. Stidham replied that off-site impacts are one example, adding that road impacts may provide the best example. He said that a developer would be responsible for improvements where the new development accesses the public road network. He also said that if the development's traffic would negatively impact the level of service at a nearby signalized intersection as shown by a traffic study, a proffer to improve that intersection could be warranted. He added that as you go further away from the development site, you may still have negative impacts on the road network but you lose the nexus to warrant proffered improvements. Mr. Russell added that a conditional zoning request can be turned down on the grounds that the locality cannot afford the off-site improvements that cannot be covered by proffered improvements.

Mr. Weiss asked how you can place the burden of infrastructure improvements on the developer as opposed to spreading it over existing customers. He also asked Mr. Dalton if upgrading availability fees on a continuous basis addresses this problem. Mr. Dalton replied yes and said that if the Town does not have the available capacity, the developer will have to do something about it. Mr. Dalton asked Mr. Stidham if he envisions these determinations being made when the subdivision plat is under administrative review. Mr. Stidham replied that he envisions all cases involving residential development to be conditional zoning situations. Mr. Dalton asked if a residential land use designation would be placed on these future sub-areas. Mr. Stidham replied that a Berryville Area Plan land use designation would be used but not the corresponding zoning district. He added that one possibility would be to establish the base zoning district as Open Space Residential (OSR) at a density of one unit per ten acres instead of Detached Residential-1 (DR-1). He also said that this would essentially require all proposed development to go through conditional zoning. Mr. Dalton asked about the criteria for judging these applications. Mr. Stidham replied that we would start with the criteria that is currently in the Plan and build on that. Mr. Dalton asked if this would be a process approved by both governing bodies. Mr. Stidham replied yes because they would be going through the BADA unless we established that the land has to be annexed by the Town first so that the Town would handle the rezoning.

Mr. Weiss said he thinks the flaw in the current system was due to the base density established which did not incentivize alternate development approaches. He added that he thinks we are trying to create an atmosphere where different ideas can be considered without allowing a developer to fall back on the base zoning classification. He noted the past development on South Church Street as an example. Mr. Dalton noted that the South Church Street development proposed an innovative design but the County did not support the project because of the density and number of children it would have added to the school system. Mr. Weiss said that this is his point, that the developer in that case had a plan to fall back on by developing at a lesser density without the innovative design elements. He added that he wants to eliminate this fall back possibility. Mr. Stidham noted that some of the older residential area in the Annexation Area had old County residential zoning districts such as RS-1 and RS-2. He added that if the OSR District were applied to those areas, it would have been a downzoning. Mr. Dalton said that going from the Agricultural-Open Space-Conservation (AOC) District to OSR would be a downzoning. He said that Berryville Glen was approved for 71 DR-1 zoned lots and could have had double the density and been a better use of the land and public infrastructure. He also said that the County Board of Supervisors made it clear at that time that they would not support any rezoning. He said that in the case of The Hermitage in 1998, the County Board was going to require cash proffers to be paid on all lots and not just the lots in the rezoning so the developer changed their plans. He concluded by saying that he understands the proposed process but questioned the point of it if conditional zoning applications will not be supported. Mr. Stidham said to Mr. Dalton's point, we should not put anything in the plan with which we are not comfortable. He also suggested adding language to the Plan to require Town annexation before development so that the Town would make all decisions on conditional zoning applications. Mr. Dalton said that this makes more sense to him but it comes down to whether everyone is comfortable with this approach.

Mr. Russell suggested creating new zoning districts for the future growth areas that contain all of the elements that we want to have and these would be the districts that future developers would have to apply for through conditional zoning. Mr. Dalton added that it is important to document the details in the Plan's land use designations. He also noted that it is important for everyone to be comfortable with the numbers and the process. He also emphasized using straightforward language and brevity in drafting.

Mr. Stidham resumed his review of the Evaluation of Potential Future Growth Areas document. Regarding the Western Growth Area, Mr. Weiss suggested adding language to note that we might be interested in housing types other than single-family homes. Mr. Dalton said that he would tie this to having a greater density for housing in the Town core. Mr. Stidham said if we added single-family attached or multifamily residential as an option, there would be a whole other menu of things we would want to see in a development proposal, in particular a schools contribution. Mr. Weiss said there has been an issue with young residents being able to get housing and other types of residential uses might help with this issue. Mr. Dalton added that this area is in close proximity to the schools and the park. Chair Kitselman asked about institutional as a use type in the Western area in case the schools needed land in the future. Mr. Dalton replied to be careful with the institutional designation due to its residential densities. He also said he did not think schools can only go in the institutional areas. Mr. Stidham added that you can include institutional uses but limited to schools, fire stations, etc. Mr. Russell also said that you can create a new zoning district to include these uses. Mr. Dalton suggested an evaluation of the Institutional (ITL) District in the future.

Mr. Stidham stated that we will need to determine a new maximum number of additional dwelling units that we can assign to all areas where residential uses would be allowed. He added that if we wanted to encourage higher density residential in the Western area, we could allow dwelling units to be transferred from other areas but not exceed the total maximum number. Mr. Dalton said that Town Council's priority is to expand the Business Park to improve the Town's and County's tax base. He said he wants to talk about the former Heflin property on South Church Street and possibly changing that from Business Park to residential use. He said that this could address short-term residential demand. He said that residential uses in the Western and other areas are a threshold situation in serving with water and sewer. He added that whether these areas can be developed now would be based on some definable metrics. Mr. Stidham said that if we use the metrics in the current plan, you would conduct a full development analysis on a future growth area to determine whether it is ready to be developed as part of an annexation area. He added that this includes determining what it would take to serve with roads, water, sewer, and stormwater management. He said for commercial uses it might be important to do an economic study to determine what types of brick-and-mortar commercial businesses will be viable in the future. Mr. Dalton said we have the capacity to support construction of uses like doctors offices and he wondered when we would reach the population threshold to warrant a second grocery store. He added that dealing with the Business Park is the most important thing followed by returning the Heflin property to residential units intended under the original Plan. He also said the next step would be prioritizing the other residential areas.

Mr. Stidham noted the possibility of expanding the Western growth area and creating a phasing plan to develop over a longer period of time since it involves a large property under one owner. Mr. Weiss noted for Mr. Dalton that he spoke with the property owner (Bev Byrd) who suggested a phasing plan. Mr. Stidham said he did not know how much of this property should be included in a growth area however it does connect with the Hermitage South growth area. He reiterated creating flexibility to allow projected residential units to be shifted between residential areas and said the key is to determine a new maximum number for development until the Town reaches the point that plant capacity is increased. Mr. Russell said that the Dorick property is 210 acres and the Byrd property is 303 acres but he noted that the Plan says to only use a third of the land which could relate to phasing. Mr. Stidham noted that there is probably less than a third of the Byrd property in the Western growth area bubble.

Mr. Dalton asked how the maximum number of dwelling units would be developed. Mr. Stidham said that we would use the 348,500 GPD projected excess capacity number and divide that up across all of the use

types. He said the number we come up with for residential uses would be used to back into the maximum number of residential units based on the densities that we want to have, especially if we want to consider densities greater than DR-4. Mr. Weiss said from the County’s perspective, higher densities have to be accompanied by a methodology for determining how to pay for the development including schools and public safety.

5. New Business

A. Planning for January 2026 Organizational Meeting

Mr. Stidham reminded members of the elections for chair and vice chair at the Organizational Meeting. He also noted the draft meeting schedule in the packet.

6. Other Business

Mr. Stidham noted that this is Ms. Smart’s last meeting. Ms. Smart said that it has been a pleasure to work with the BADA and Planning Commission and told the members to keep up the good work. Chair Kitselman thanked her for her years of service and Mr. Weiss said she is appreciative of her service on both bodies.

7. Adjourn

The Authority voted 5-0-1 (Ohrstrom absent) to adjourn the meeting at 2:06PM.

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

Allen Kitselman, Chair

Brandon Stidham, Clerk

DRAFT

RESOLUTION OF APPRECIATION – KATHY SMART

WHEREAS, Kathy Smart was first appointed to the Berryville Area Development Authority on March 20, 2012; and

WHEREAS, she retired from service on the Authority effective December 17, 2025; and

WHEREAS, she previously served on the Clarke County Planning Commission representing the White Post District from 2002 to 2010; and

WHEREAS, she will be remembered for her thoughtfulness, preparation, and contributions to this unique body's cooperative planning efforts; and

WHEREAS, in 2015 she provided valuable experience and knowledge of Clarke County planning towards the Authority's successful effort to conduct a cover-to-cover update of the Berryville Area Plan;

AND WHEREAS, Ms. Smart will forever be considered an inspiration to her colleagues and staff for her commitment to her responsibilities as an Authority member.

NOW THEREFORE BE IT RESOLVED, that the Berryville Area Development Authority does publicly acknowledge a job well done, and express appreciation to Kathy Smart for her dedication and untiring efforts to the citizens of Clarke County; and

BE IT FURTHER RESOLVED, that this resolution of gratitude and appreciation shall be entered into the official record of the action of the Berryville Area Development Authority, and that a suitable copy of this action shall be provided to Ms. Smart as a token of the high regard and esteem in which she is held by the Authority.

Approved and ordered to be entered upon the public record of the Berryville Area Development Authority this 25th day of February, 2026.

[TBD] Chair



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: Berryville Area Plan update

DATE: February 18, 2026

Item #7 under Old Business is continued work on the Berryville Area Plan update. We will begin our discussion with a review of the project work plan with an updated timeline from the previous draft (August 2025). Given our recent discussions on water/sewer capacity and meeting cancellations in October and January, our timeline is shifted ahead about six months. Meetings in February through April will be for the Authority to complete the plan development phase and provide direction to Staff to begin assembling the initial plan draft. Depending upon Staff workloads, the complete initial draft could be presented at the June 24 meeting with the Authority working to refine the draft into a final version for the public input meeting by August. The input meeting would be scheduled for late September or early/mid-October. The Authority would determine whether comments from this meeting should be incorporated into the final draft prior to a projected formal public hearing date in November. The final recommended draft to Town Council and the Board of Supervisors could be considered for Authority vote as early as the December 16 meeting.

The bulk of the discussion will be to determine how the public water and sewer capacity information should impact the draft, specifically with the potential future growth areas. An updated "Evaluation of Potential Future Growth Areas" document is included to help with this discussion along with a revised working draft of the Potential Future Growth Areas section. The latter document was last reviewed at the August meeting and reflects the Authority's position as of that meeting and prior to the utilities discussion. As you will note, the Southern Area includes a recommendation to consider establishing properties as a new annexation area depending upon whether three listed assumptions are met. Evaluation of the Hermitage South and Western Areas would be accelerated to short-term priorities however language is included limiting residential development to the unassigned residential units in the current Area Plan. Members should discuss any potential changes to the recommendations for these two areas in light of the water/sewer discussions and information presented by Town Staff.

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

(540) 955-5132
www.clarkecounty.gov

**WORK PLAN FOR BERRYVILLE AREA PLAN UPDATE
(REVISED FEBRUARY 18, 2026)**

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) – **COMPLETE**
 - 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 FEBRUARY 25 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

- **February 25, 2026 meeting** – Revisit potential future growth areas in light of recent public water/sewer discussions.
 - **March 25, 2026 meeting** – Continued discussion of potential future growth areas. Begin final discussions/direction to Staff to develop initial draft.
 - **April 22, 2026 meeting** – Last possible meeting to resolve issues and direct Staff to begin developing the initial draft
 - **May 27, 2026 meeting** – Staff drafting in progress, no discussion items.
 - **June 24, 2026 meeting** – Targeted date to present initial draft of the revised Plan.
 - **July 22, 2026 meeting** – Provide direction to Staff on changes to initial draft.
 - **August 26, 2026 meeting** – Review final draft and discuss any potential changes. Discuss scheduling public input meeting for late September or early/mid-October.
 - **September 23, 2026 meeting** – No discussion items (waiting on completion of public input meeting).
 - **October 28, 2026 meeting** – Discuss comments from public input meeting, make final changes to final draft. Consider accepting final draft and scheduling public hearing for November meeting.
 - **November 18, 2026 meeting** – Hold Public Hearing (evening session).
 - **December 16, 2026 meeting** – Take formal action to recommend adoption of revised Berryville Area Plan to Town Council and Board of Supervisors
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- **January/February 2027** – Presentation of BADA recommended draft to Town Council and Board of Supervisors
 - **February/March 2027** – Possible Town Council and Board of Supervisors Public Hearings (unless informal public input workshops are scheduled)
 - **March/April 2027** -- Possible plan adoption by Town Council and Board of Supervisors

REVISED DRAFT (2/25/2026 BADA MEETING)

EVALUATION OF POTENTIAL FUTURE GROWTH AREAS

- 1. From the total amount of excess utility capacity, determine the amount of excess capacity to assign to the potential future growth areas. The amount would be minus the excess capacity reserved for Annexation Area B and in-town consumption.**

Per Water and Sewer Flow Projections for the Berryville Area report (12/17/2025):

- Total permitted capacities:
 - Water – 864,000 gallons per day (GPD)
 - Sewer – 700,000 GPD
 - Projected excess capacities at buildout:
 - Water – 348,500 GPD
 - Sewer – 247,370 GPD
 - State agency regulatory notice/reopener capacity levels:
 - Water, Virginia Department of Health (VDH) notice at 80% capacity exceeded for three months in a row – 691,200 GPD used/172,800 GPD remaining
 - Sewer, Virginia Department of Environmental Quality (DEQ) “permit reopener” at 95% capacity for three months in a row – 665,000 GPD used/35,000 remaining
- 2. Allocate this excess utility capacity in predetermined percentages to the following use types:**
 - Residential
 - Commercial
 - Business Park
 - 3. Determine the preferred use type(s) for each growth area. If more than one use type is projected in a growth area, assign a percentage of land area to set aside for each use type:**
 - Southern – Business Park 100%
 - Hermitage South – Commercial and Residential
 - Residential – ex. 75%
 - Commercial – ex. 25%
 - Western – Residential 100%

REVISED DRAFT (2/25/2026 BADA MEETING)

4. **Using the excess utility capacity amount set aside in Step #2 for residential, calculate the number of new dwelling units that can be served and allocate those dwelling units to the applicable growth areas as noted in Step #3.**
5. **Determine whether to apply planning elements to allow residential growth to be phased in over time (can be related to the VDH/DEQ planning thresholds).
Examples include:**
 - Designating that a potential future growth area with residential uses be included in a new annexation area and reach a certain level of build-out before consideration is given to adding another potential future growth area to the new annexation area.
 - Dividing a potential future growth area with residential uses into one or more separate areas with timing and development triggers to having each area added to as a new annexation area.
6. **Prior to determining that a potential future growth area is ready to be added as a new annexation area with one or more sub-areas to be added to the Berryville Area Plan, various studies should be conducted to determine the land's capacity to support the planned development. These studies include:**
 - Transportation study to evaluate volume, safety, and functionality impacts and potential improvements needed to the public road network. This would be similar in scope to the PrimeAE study done for the future collector road through the Southern Potential Future Growth Area.
 - Utility study conducted by the Town to determine what infrastructure improvements will be needed to serve the new area(s).
 - Economic development study to determine the most sustainable form, scale, and type of business and commercial uses to serve the Town and County.

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.*

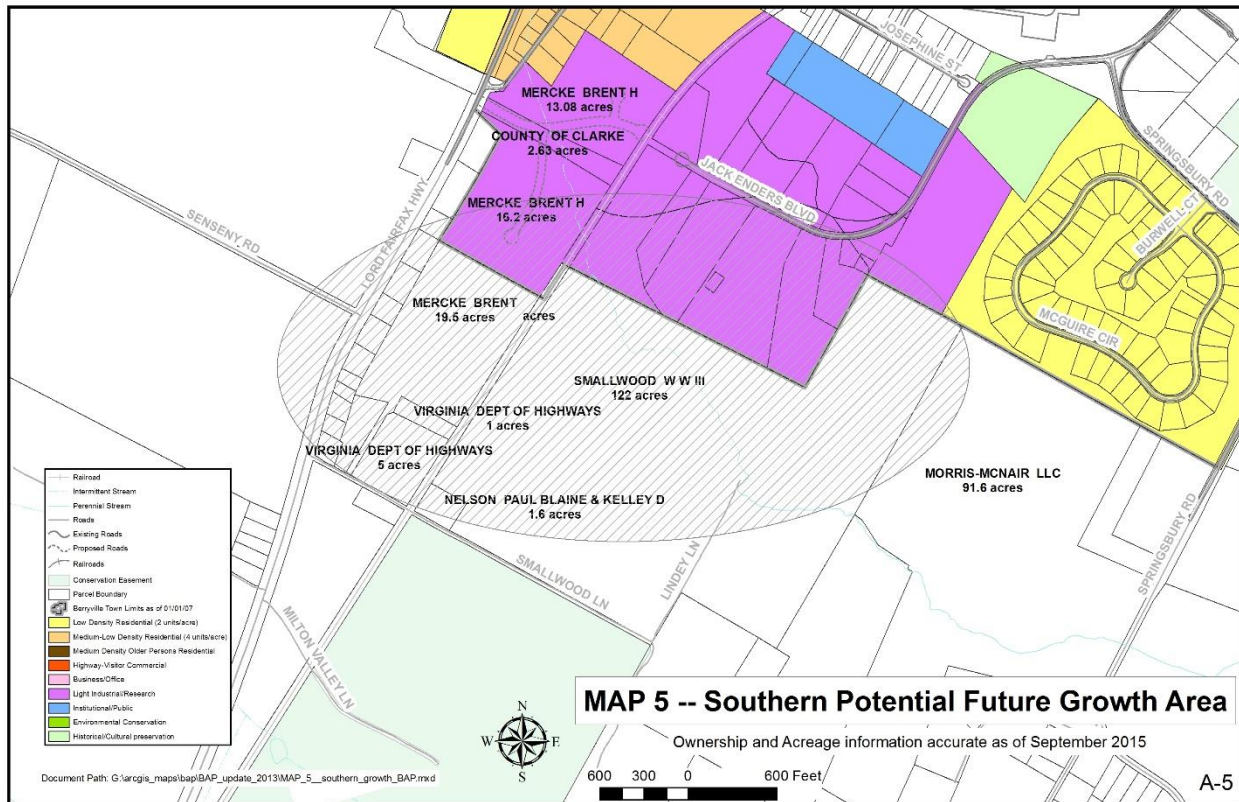
As depicted in the attached maps, the potential future growth areas are shown as general planning areas without specified boundaries. This is to enable the areas to be expanded or contracted in size depending on the influencing factors that would be evaluated through the annexation area review process. 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:



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 surfaced.

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- 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.~~

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.

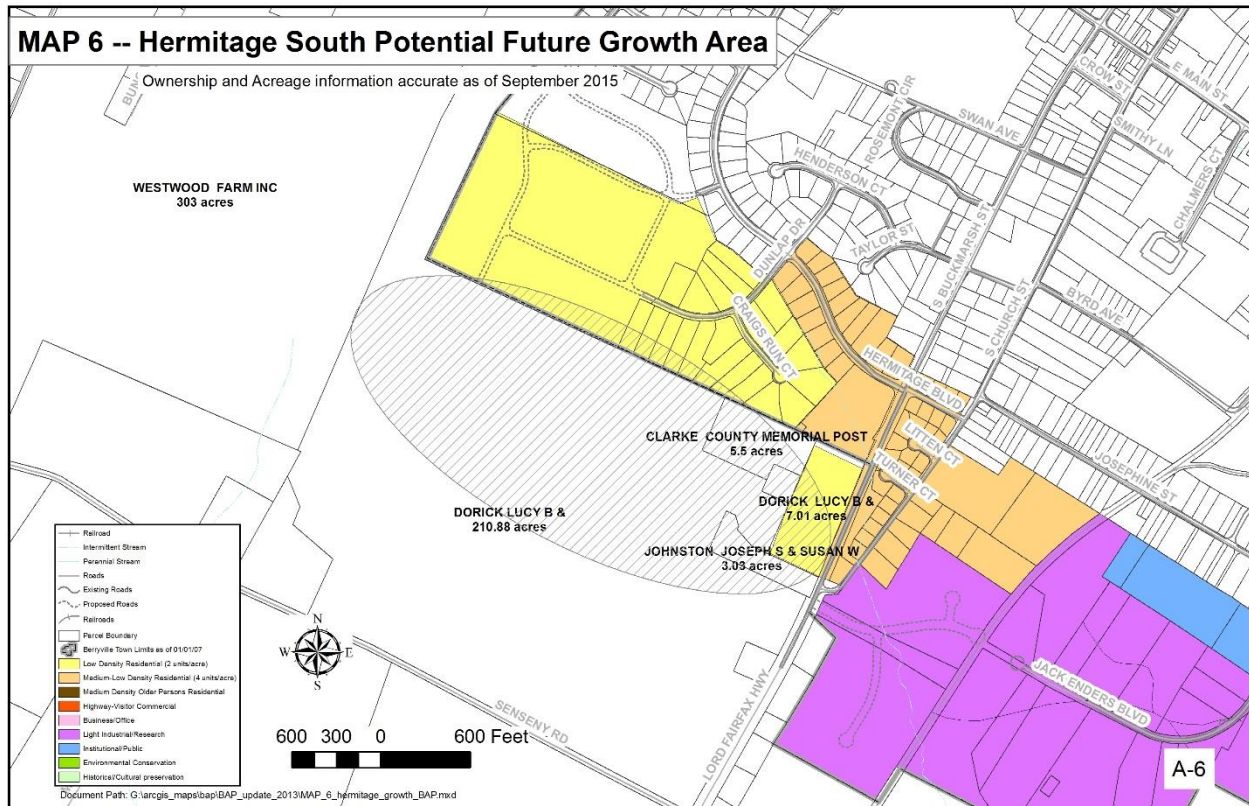
Further consideration and possible action to designate properties in this Potential Future Growth Area as a new annexation area could be warranted subject to the following assumptions:

- *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 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:



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

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.

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- 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.**

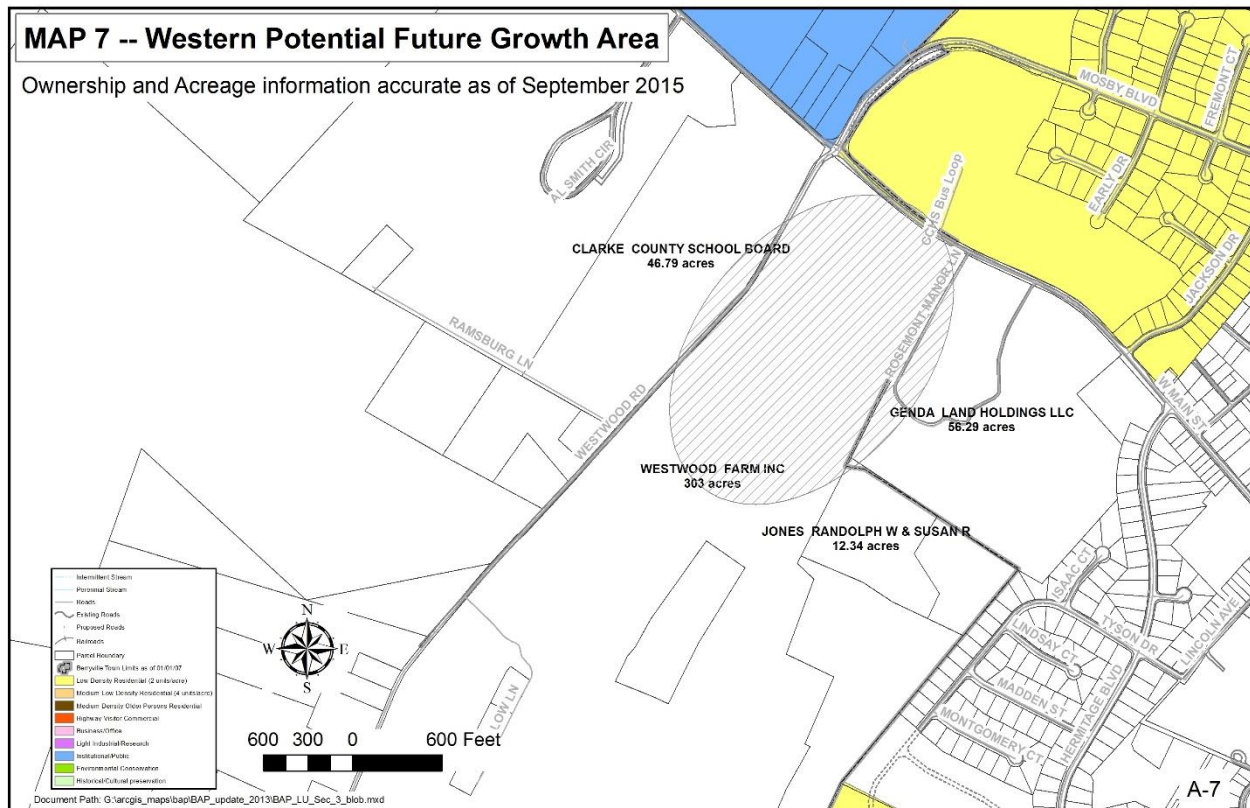
Potential Land Use(s) **and Transportation Improvements:**

- 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

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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.**