



**Planning Commission Agenda
Town of Orange Community Meeting Room – 235 Warren Street
Monday, September 23, 2024**

6:00 p.m.

1. Call to order.

Roll Call:

Chairman Benjamin Sherman
Vice-Chair Page Sullenberger
Commissioner Rita Carroll

Commissioner Donald Schafer
Commissioner LJ Taylor
Mayor Martha Roby, *Ex-Officio*

- 2. Public Comment** – *The public is invited to make brief comments that would not necessarily require scheduling a separate Agenda item. It is asked that everyone speaking please state their name and address or group affiliation, if any.*
- 3. Consideration of the Planning Commission Meeting Minutes of August 26, 2024.**
- 4. Report from Director of Community Development on Dominion Energy Site Plan.**
- 5. Review and Discussion of Comprehensive Plan.**
- 6. Public Input – Discussion Regarding Updating of the Comprehensive Plan.**
- 7. Next Meeting – TUESDAY, October 15, 2024, at 6p.m. – Work Session.**
- 8. Adjournment.**

Planning Commission Meeting Minutes

August 26, 2024

Page One

The Town of Orange Planning Commission held a meeting at 6:00 p.m., in the Town of Orange Community Meeting Room. Planning Commission members present were: Chairman Benjamin Sherman, Vice-Chair Page Sullenberger, Commissioners Rita Carroll, and LJ Taylor. Staff members present were Director of Community Development John Cooley, AICP, CZA, and Deputy Town Clerk Kimberly Strawser, CZA, CMC. Mayor Roby was also present. Commissioner Donald Schafer was absent.

CALL TO ORDER

Chairman Sherman called the meeting to order. The Deputy Town Clerk called roll and noted that there was a quorum present.

PUBLIC COMMENT

There was no public comment.

PLANNING COMMISSION MEETING MINUTES OF JUNE 24TH AND JULY 8TH, 2024

A motion was made by Commissioner Taylor, seconded by Commissioner Carroll, to approve the meeting minutes of June 24th and July 8th, 2024, as presented. On vote, Chairman Sherman – aye, Vice-Chair Sullenberger – aye, Commissioner Carroll – aye, Commissioner Schafer – absent, and Commissioner Taylor – aye. Motion carried.

DISCUSSION OF A POTENTIAL REZONING REQUEST FROM STEVE SEDWICK – BERRY STREET PROPERTY

The Director of Community Development stated that staff had spoken with Steve Sedwick regarding the property he owns off Miller Road. The Director of Community Development stated further that the property was 11.807 acres in size and was zoned Rural Residential. The Director of Community Development provided the Commission with a preliminary staff report, a map showing the location of the proposed project and a map showing the location of the proposed project and the existing zoning of surrounding parcels.

The Director of Community Development stated that Steve Sedwick was interested in rezoning the parcel to Traditional Residential High Density and building town homes. The Director of Community Development reported that the number of town house lots that could be created was 204 and would not take into account the necessary roads, parking areas, geography and any other limitations of the property.

The Director of Community Development reviewed the preliminary staff report with the Commission.

After discussion the Commission requested more information from Mr. Sedwick specifying more of what he intended to do.

Planning Commission Meeting Minutes

August 26, 2024

Page Two

REVIEW AND DISCUSSION OF THE COMPREHENSIVE PLAN – DRAFT AND PUBLIC INPUT MEETING

The Director of Community Development stated that staff prepared two documents for the September 23rd public meeting regarding the review and update of the Town's Comprehensive Plan. The Director of Community Development stated that their package included an updated version of the Comprehensive Plan and a DRAFT of the agenda for the September 23rd meeting.

A discussion was held on how the public input meeting would be organized. The Commission requested that staff put the DRAFT Comprehensive Plan on the website. It was consensus of the Commission to put the public meeting information on the water bills, Facebook, the Town's website and Code Red be sent out as well. The Deputy Town Clerk stated that she would need to confirm with the Town Manager before sending out a Code Red notification.

Chairman Sherman stated that the Commission would pick 2 -3 Themes of the Comprehensive Plan and that they would lead the discussion in the committees at the public meeting. After discussion the Commissioner's Themes from the Comprehensive Plan are as follows:

Chairman Sherman – Economy and Population, Vice-Chair Sullenberger – Architectural Assets and Environmental, Commissioner Carroll – Arts and Transportation, Commissioner Schafer – Public Facilities/Infrastructure/Community Facilities, Town/County Partnerships and Public Safety, Fire and Rescue, Community Health and Government and Commissioner Taylor – Education and Recreation.

Chairman Sherman asked staff to reach out to Commissioner Schafer to let him know the Themes of Comprehensive Plan that were picked for him.

NEXT MEETING

The next Planning Commission meeting will be on Monday, September 23, 2024, at 6:00 p.m.

With no further business to come before the Commission, the meeting adjourned at 7:11p.m.

Kimberly Strawser, CZA, CMC
Deputy Town Clerk

Chairman Benjamin Sherman



**Town of Orange
Department of Community Development**

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MEMORANDUM

TO: Chairman Sherman and Planning Commission Members

FROM: John G. Cooley, Director of Community Development

DATE: 9-20-2024

SUBJECT: SP2024-01 – Dominion Energy Orange Ring Road Site Plan

On August 13, 2024 a site plan application for tax parcel 44-29E was submitted to the Department of Community Development. Documents/information submitted with this application included:

1. Cover/Transmittal sheet
2. Site Plan Application w/ check
3. Town of Orange – Site Plan Review Check List
4. CSWCD Erosion and Sediment Control Plan Checklist
5. CSWCD Stormwater Checklist
6. Notification Letters
7. Plan Sets

Staff reviewed the information and determined the site plan application submitted contained all of the required information and a “Substantially Complete” letter was sent to the applicant.

Staff forward to Planning Commission members on January 6, 2020 the complete rezoning submission.

The engineers for Dominion Energy are reviewing and responding to the comments received from Culpeper Soil and Water Conservation Service and Orange County Erosion and Sedimentation Control. The site plan was not submitted to VDOT as existing commercial entrances will be used for ingress and egress and traffic counts will not increase.

Attached to this memo are the following:

- a. Graphic depicting Existing Conditions
- b. Graphic depicting Phase 1 E&S Plan
- c. Graphic depicting the final Site Plan

Creating not just a plan but a plan of action and implementation. That's a critical distinction. Lots of people, it seems, are good at creating plans, but it's a rare leader who knows how to move from plan to reality.

The Comprehensive Plan is supposed to be the guiding document to development within the Town. Our other documents (the zoning ordinance, the subdivision ordinance, Capital Improvement Program) are the statutory means for the Town to bring the Comprehensive Plan vision to fruition.

State code §15.2-2223 *Comprehensive Plan to be prepared and adopted; scope and purpose* states:

"The local planning commission shall prepare and recommend a comprehensive plan for the physical development of the territory within its jurisdiction and every governing body shall adopt a comprehensive plan for the territory under its jurisdiction.

In the preparation of a comprehensive plan, the commission shall make careful and comprehensive surveys and studies of the existing conditions and trends of growth, and of the probable future requirements of its territory and inhabitants. The comprehensive plan shall be made with the purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the territory which will, in accordance with present and probable future needs and resources, best promote the health, safety, morals, order, convenience, prosperity and general welfare of the inhabitants, including the elderly and persons with disabilities.

The comprehensive plan shall be general in nature, in that it shall designate the general or approximate location, character, and extent of each feature, including any road improvement and any transportation improvement, shown on the plan and shall indicate where existing lands or facilities are proposed to be extended, widened, removed, relocated, vacated, narrowed, abandoned, or changed in use as the case may be."

So, I am thinking that included with the top three action items (items which are measurable and able to be implemented) we look at the goals we wish to attain in each of the Themes within the Comprehensive Plan. These goals would be general in nature and be for the Immediate time frame, 1 to 3 years, the short term, 3 to 10 years, and the long term, 10 + years. The goals would be in line with "The comprehensive plan shall be general in nature".

At some point we will need to discuss what studies, if any, the Planning Commission would like to undertake in support of this plan update.

When is the right time to get started?
What obstacles will they face?

Who are the right people to lead this effort?
And how can we help them succeed?

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My plan with the goals is to take them all and create a narrative instead of a bulleted list but I need the list to work from.

You will see from the rest of the document that I have gotten up to Theme 7. Some themes have more goals/action items listed than others. I need your help to not only fill in the holes in the information but to make sure that what I have put in the document you agree with.

What I would like to do at our next meeting, May 22, 2023, is begin with Theme #1 and work through the goals, action items. Once we have the theme goals written down with the action items, we can move on to Theme 2. I would like to get everyone to agree to the goals and action items for each theme before we move on. This may not be possible in all cases, but that is how I would like to proceed.

The quotes in the header and footer are just quotes that I liked and help me to focus on what I believe the plan should be. Not only a plan but also a plan of action and implementation (when used in conjunction with the zoning ordinance, subdivision ordinance, capital improvement plan, and any economic development strategies that are developed for the Town such as the ODA Downtown Development Planning Service 2016 report prepared by Barman Development Strategies or the 2021 Downtown Strategic Vision by Retail Strategies. These reports will be included as an appendix.

Some comments and questions from past discussions are listed below:

1. How do we connect our themes?
2. Create a sustainable workforce that entices business to come to Orange
3. How do we synthesize all of this information into actionable items/goals? Employment Match, work force analyzation, Job matching recruiter
4. How do we connect workers to businesses where their abilities match the businesses need
5. What existing industries are close to Orange which other businesses could "tag" off of?
6. How can we use the ESRI data to the benefit of the Town?
7. Ideas, Momentum, Championship

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Vision:

Town of Orange

Comprehensive Plan Updated Vision Statement

Approved by Planning Commission June 24, 2013 (Tweaked by Planning Commission Nov, 2018)

"The Town of Orange is a rural, historic Virginia town that cares responsibly for its citizens and its heritage. Orange wishes to promote development and investment in the town which fosters long term sustainable growth that expands the economic, educational, cultural, housing, recreational, and transportation opportunities for all residents. The town further seeks to preserve its architectural and environmental assets as its legacy to future generations of town citizens."

Page Sullenberger submitted a draft mission statement on 3-28-2023:

Our mission is to support a vision for the Town of Orange that describes a rural, small-town community that values its natural, built and cultural resources and promotes quality, diversity and participation in all areas of community life.

Housing, Recreation, Transportation, Education

Training/Internships/ How do we keep our kids in Town

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Theme 1 – ECONOMY

We envision an economy where our existing assets (small size, low cost of living, architectural history, clean air and water, diversity of plants and animals, fields and forests, civic organizations and our friendly people) are seen as the foundation of our economic development. We look for businesses that work with localities as partners as we strive to ensure all of our citizens have the opportunity to succeed.

Planning Commission Goals:

- a. Determine what types of businesses to target and go after them.
- b. Review all commercial/industrial areas in Town to determine if there are impediments to existing businesses expanding or new businesses opening.
- c. Determine what types of jobs are needed in the Town – Nurses/IT
- d. Entice business to locate in Towns. How can we position the Town to be attractive to manufacturers, dot.coms, big box, small box so that there are sustainable employment opportunities for Town residents.
- e. Create an economy where people who grew up in Orange have the ability to either stay in the area and work or to go away to school and then come back to work.
- f. Business Center/Co-work Center
- g. Help create a sustainable workforce that will help businesses grow
- h. Work with local businesses to see what they need in terms of materials, labor, etc. and how can we help them meet these demands/needs/etc.

Other Goals discussed:

- a. Make it easier to get to where you want to go using your preferred transportation method. (Driving, walking, bike, scooter, etc.)
- b. Improve the overall look and walkability of Downtown
- c. Ensure that existing businesses know how much we appreciate them being here
- d. Create Program to Celebrate Dates:
 - a. One for them – Date Business Opened
 - b. One for us – Date Town Incorporated
 - c. One for both – When Downtown/Main Street formed
 - d. Other dates?
- e. Determine businesses that the citizens want – Survey of citizens
- f. Identify local successful companies and talk with them about what they are looking for – Klockner, Aero Jet, Lohmann – Job Match recruiter (4-22-2019)

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- g. Look into Hub Zones? Are they available to Town? What are the benefits to businesses?
- h. How do we plan for change? Example Doubleday Books and American Press (books and magazines) both now gone. How can we set up the Town to weather changes?
- i. Creating a diverse economy where businesses are clamoring to be located on Main Street which in turn forces professional offices to decide whether to pay the higher rents or move.

Action Items:

1. Create an Economic Development Strategy
2. Create an Economic Development Plan of action and implementation for the Town
3. Create a Master Marketing Plan for the Town
4. Create business center/Co-work center
5. Survey of needs
6. How do we promote what is here?

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Theme 2 – PUBLIC FACILITIES/INFRASTRUCTURE/Community Facilities

The Town of Orange provides various services to the citizens, businesses and visitors in our Town. Services provided to Town residents encompass more than just water, sewer and trash disposal services. Public Facilities including parks, green spaces, Police Station, Town Hall, Public Works Facility, Water Plant, Sewer Plant, broadband, telecommunications, street lights, storm water conveyance,

Planning Commission Goals:

- a. Operate our water and sewer facilities to continue to provide valuable services to our users at a competitive rate based on industry standards
- b. Water availability – Manage, protect, conserve, maintain and improve the quality and quantity of water available to the Town of Orange citizens, businesses and water customers.
- c. Continue to improve the existing water and wastewater conveyance systems
- d. Work with developers and property owners to implement low maintenance Low Impact Development (LID) practices in all new developments. Opportunities to implement LID within existing development should also be investigated.
- e. Replace aging infrastructure
- f. Secure adequate water sources serving the Town of Orange water customers.

Other Goals discussed:

- a. Recycling

Action Items:

1. Extend water and sewer service to unserved and underserved areas within the Town
2. Refurbish the concrete water storage reservoir
3. Identify and create alternative sources of water for use by Town residents other than the Rapidan River. As part of this, work with State and Federal politicians.

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Theme 3 – EDUCATION

We envision an educational environment where all our citizens can further their learning experiences allowing them to grow intellectually, spiritually and artistically. Whether their path is along the traditional education tract leading to college, technical training to support trades, continuing education for those looking to enhance or perhaps change careers, providing learning opportunities for those seeking knowledge/new experiences or if you are seeking to share your knowledge with others, we want to help foster an environment where these, as well as other, opportunities exist for all of our citizens. Need support from the community. All these programs need to start now, every day we wait is another day we won't have the education system we need.

Planning Commission Goals:

- a. Provide all citizens opportunities within the Town to enhance their learning/education
 - a. GEDs
 - b. Trades Education
 - c. Distance Learning
 - d. Continuing Education – Professionals, Stay at Home Parents, Retirees
 - e. Opportunity to obtain certificates/credentials (Professional and Trades)
- b. Work to create a comprehensive list of all entities with educational programs within the Town
 - a. Orange County Schools – The Orange County High School, Prospect Heights Middle School, Orange Elementary and the Taylor Education Administrative Complex (TEAC) are all located within the Town
 - b. Grymes Memorial School
 - c. The Arts Center of Orange
 - d. Orange School of Performing Arts
 - e. The Music Room
 - f. The Boys and Girls Club
 - g. Headstart
 - h. Orange County Parks and Recreation
 - i. Orange County Library
 - j. VA. Extension Service
 - k. High School Nursing Program
 - l. High School Technical School
 - m. Others
- c. Identify skills needed by local companies now/today. Work with VEDP.

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- d. Use VDOT's Safe Route To Schools program to install sidewalks along streets leading to all three schools in Town
- e. Build a labor force to meet the needs of business today and in the future.

Other goals discussed:

- a. Focus on identifying student's strengths and then build on their strengths
- b. Create a learning environment where all residents of the Town can achieve their educational passions.

Action Items:

- a. ???

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Theme 4 – TRANSPORTATION

We envision a transportation system where people, goods and services can travel safely and efficiently from one place to another. We also envision our transportation system to be affordable and constructed in a timely manner, provide access to all citizens, and minimize impacts to both our citizens and private properties.

Planning Commission Goals:

- a. Create a transportation system where people have multiple means of transportation (car, train, bicycle, scooter, foot, other) to get from their point of origin to the point of destination in the safest, most efficient manner possible.
- b. Continue to coordinate transportation projects with the appropriate external Federal, State and local organizations (FHWA, VDOT, RRRC) to ensure projects appropriate receive funding.
- c. Identify and pursue funding opportunities other than VDOT (public/private grants, low cost/interest free loans, other funding options) to aid in the completion of identified local transportation projects.
- d. Upgrade, repair, and install sidewalks throughout Town to foster pedestrian activities.
- e. Reconstruct North Madison Road from its intersection with Spicers Mill Road to its intersection with Main Street. This work will include the replacement of utilities as well as streetscape improvements. Part of this project will include reviewing access management requirements for the corridor. Being within the Town's Urban Development Area (UDA) Overlay district may open up additional funding through VDOT.

Other goals discussed:

- a. ???

Action Items:

- a. ???

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Theme 5 – Architectural Assets and Aesthetics

We envision an architecturally appealing and walkable Town which respects our rural, historic heritage by encouraging preservation and renovation of existing structures while encouraging new development designs derived from our historic architecture. Respect historic values and preserve historic sites and buildings that represent period architecture or history in the Town of Orange. We will protect the existing street tree canopy while expanding the street tree canopy using a diversity of canopy trees. We will use design to improve the quality of life for those working, visiting, and living in the Town.

Planning Commission Goals:

- a. Encourage the continuation of the ongoing revitalization activities along the Main Street corridor as well as the rest of the Town.
- b. Focus on economic development and re-use through Historic/Existing structure Renovation – How is the question.
- c. Identify locations for new street trees to be planted. New tree plantings should use a diversity of canopy trees.
- d. Encourage new development to incorporate/utilize commercial and residential architectural features from adjacent neighborhoods/areas in Town. Build upon existing architectural features to develop quality design principles to enhance the community's quality of life.
- e. Protect existing historic resources throughout Town (ie Downtown Historic District buildings)
- f. Create an education program to educate and encourage property owners regarding protection of historic structures and architectural features.
- g. Establish historic districts in areas that can benefit from the special recognition and protection offered by quality design principles.
- h. Create policies and regulations protecting identified historic sites.
- i. Work to create a culture of protection and reuse of community assets

Other Goals Discussed:

- a. ???

Action Items:

- a. List of historical resources
- b. Library of architectural resources

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Theme 6 - Environmental

Immediate Goals (1 to 3 years):

- j. Ensure water quality, promote water conservation, replace water distribution pipes owned by the Town
- k. Encourage protection of natural resources and environmentally sensitive areas
- l. Work toward being recognized as a Tree City
- m. Encourage environmentally friendly development practices that reduce the impact on the environment through "Green" and/or LEED building practices and neighborhood and site design/development and construction techniques.
- n. Encourage residents to create rain gardens, using native species, on their property to reduce storm water runoff which could overwhelm the Town's storm water conveyance systems Residents should also be encouraged to plant native trees and other native plants on their property.
- o. Enact a recycling program which includes curb side recycling.
- p. Encourage and recognize environmental stewardship in all aspects of Town life including Work with the school system to get students/teachers/parents involved in environmental projects. Recycling, Earth Day, etc.

Other goals discussed by Planning Commission:

- q. ???

Action Items:

- a. ???

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Theme 7 - Town and County Partnerships

The Town of Orange chooses to work with Orange County on projects beneficial to all residents of the County. The Town will work to ensure its citizens receive benefits from these partnerships. The Town is not subservient to the County but rather an equal partner.

Planning Commission Goals:

- a. Create a more formalized agreement between Town offices and County offices for projects within the Town.
- b. Fire/Rescue/Police
- c. Parks Planning, construction and management – Chatter Island walking path and dog park
- d. Active Fiber Optic Network
- e. Economic Development and Management
- f. Recreation Center/Indoor Pool – Warrenton's "The Wharf" concept
- g. Encourage local government support for Arts and Cultural activities

Dreams/Fantasy/Utopian Goals:

- a. In a perfect world we would all work together for the betterment of everyone. This seems to be an idea that remains just out of reach. Both the Town of Orange and Orange County could do a much better job communicating with each other and trying to work together instead of, as it appears, to always be working at cross purposes.

Action Items:

- a. ???

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Theme 8 - Public Safety, Fire and Rescue, Community Health and Government

Planning Commission Goals:

- a. Encourage local citizens to engage with their local governments
- b. Recruit more medical professionals to work in Orange and call Orange home
- c. Create/Update the concept of a Citizen's Police Academy to help educate the public on policing to create dialogue and support for the profession
- d. Work with citizens to create Neighborhood Watch programs
- e. Provide public transportation to governmental activities i.e. Public meetings, voting, recreational opportunities. Possibly the Toot bus.

Other Goals Discussed:

- a. Provide appropriate facilities for Town Employees
- b. Goal
- c. Goal

Action Items:

- a. Goal

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Theme 9 - The Arts

Planning Commission Goals:

- a. Work to define what the Town is concerning the Arts
- b. Work with property and building owners to create more murals in Town
- c. Encourage Public Art Installations
- d. Encourage "Movies in the Park" type activities

Other Goals Discussed:

- a. Goal
- b. Goal
- c. Goal

Action Items:

- a. Need to coordinate with the following;
 - i. Grelen
 - ii. Anna with the Arts Center
 - iii. Music Room Symphony
 - iv. Blue Ridge Art Studio (The Murrays)
 - v. Paint it Orange
 - vi. Schools/Teachers
 - vii. Grymes School
 - viii. Woodberry Forest
 - ix. Others?

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Theme 10 - Population/Demographics and Housing

Immediate Goals (1 to 3 years):

- a. Work with residential developers to create all levels (affordable, starter, mid and high range) of new housing stock in the Town
- b. Work to create enough affordable housing in the Town
- c. Research "Tiny House" Developments to determine if they might work in Town

Other Goals Discussed:

- a. Goal

Action Items:

- a. Continue to study how to use the demographics of the Town's citizens to encourage businesses to locate in Town
- b. Lodging needs
- c. Trade Schools – both adult and High School training
- d. Encourage home ownership throughout the Town
- e. Support Smart Growth development with current infrastructure
- f. Apprenticeships
- g. Department of Labor Apprenticeship grants
- h. How do we encourage apprenticeships?
- i. Tiny house development in Town – Need to study to see if this is something that would work in Town.

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Theme 11 - Recreation

Planning Commission Goals:

- d. Plan and construct a multi-use path and dog parks on the Chatter Island property.
- e. Development of walking trails/Connected sidewalks that tell a story – Parks Trail – Gardens Trail – Beer Trail, etc.
- b. Seek the establishment of a yearly budget item for the purchase of or maintenance of park equipment (Swings, Jungle Jims, benches, picnic tables, chess/checker tables, etc.)
- c. Recreation Center/The Wharf/Health Center (Powell Wellness Center)

Other Goals Discussed:

- d. Goal

Action Items:

- a. Encourage physical outdoor activity
- b. Encourage YMCA style facility in the Town
- c. Install a "hard" track around Town
- d. More basketball courts at Veterans Park
- e. Pool in Town – Belleview Ave Park
- f. Pickleball Courts

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Other Possible Themes:

- g. Implementation**
- h. Mobility**
- i. Revitalization Areas/Urban Development Areas**

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Goals and action items which cross over between Themes:

Sidewalks

Broadband

Fiber to cell towers

Advanced technologies/fiber broadband

Create appendices which are continually update

Smart Cities/Smart Towns

Encourage design/technological innovation

Maintain and improve all Town buildings – Admin/Police/Storage

Clean up enforcement – Make the Town look nice!

How can we utilize Community Service hours to help the Town? Students at the High School?

Keep the health system we currently have and build on it

ADA Accessibility

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Who are the right people to lead this effort?
And how can we help them succeed?

Creating not just a plan but a plan of action and implementation. That's a critical distinction. Lots of people, it seems, are good at creating plans, but it's a rare leader who knows how to move from plan to reality.

Possible Appendices:

1. Town of Orange Parks Plan
2. Downtown Strategic Vision, July 2021 – Created by Downtown Strategies
3. Downtown Development Planning Service 2016 – Created by Barman Development Strategies

When is the right time to get started?
What obstacles will they face?

Who are the right people to lead this effort?
And how can we help them succeed?