



**Planning Commission Agenda
Work Session
Monday, April 14, 2025
Town of Orange Community Meeting Room**

6:00 p.m.

1. Call to order.

Roll Call:

Chairman Benjamin Sherman
Vice-Chair Page Sullenberger
Commissioner Rita Carroll

Commissioner Jeffrey Crane
Vacant
Mayor J. Harrison Cluff, *Ex-Officio*

- 2. Consideration of the Planning Commission Meeting Minutes of October 28, 2024 & November 12, 2024.**
- 3. Updates from the Commission regarding Comprehensive Plan Committees.**
- 4. Discussion on Main Street Concept Plan.**
- 5. Updates from the Director of Community Development.**
- 6. Next Meeting – Monday, April 28, 2025, at 6p.m. – Regular Meeting.**
- 7. Adjournment.**

Planning Commission Meeting Minutes

October 28, 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, Donald Schafer and LJ Taylor. Staff members present were Director of Community Development John Cooley, AICP, CZA, Deputy Town Clerk Kimberly Strawser, CZA, CMC and Town Attorney Catherine Lea. Mayor Roby was also present.

CALL TO ORDER

Chairman Sherman called the meeting to order. The Deputy Town Clerk called roll and noted that there was a quorum present. The Director of Community Development requested agenda items 4 and 5 be switched.

PUBLIC COMMENT

Ann Mullins of 185 Taylor Street appeared before the Commission and stated she was in favor of a dog park in the Town.

PLANNING COMMISSION MEETING MINUTES OF SEPTEMBER 23RD, 2024

A motion was made by Vice-Chair Sullenberger, seconded by Commissioner Carroll, to approve the meeting minutes of September 23, 2024, as presented. On vote, Chairman Sherman – aye, Vice-Chair Sullenberger – aye, Commissioner Carroll – aye, Commissioner Schafer – aye, and Commissioner Taylor – aye. Motion carried.

UPDATES FROM COMMISSION REGARDING COMPREHENSIVE PLAN

Commissioner Carroll reported that the Transportation Committee was scheduled to have their first meeting on October 29th, virtually. Commissioner Carroll stated that the Arts Committee did not have a quorum, and she was working to recruit more members. Commissioner Carroll stated further that the Arts Committee was scheduled to meet November 5th, virtually.

Vice-Chair Sullenberger reported that the Architectural and Environmental Committees would work together, and they plan to meet on a regular basis.

Commissioner Taylor stated that he had not been able to contact the members of his committees due to the fact he was locked out of his town email. Commissioner Taylor reported that this was reported to staff who would contact IT to have this issue resolved.

Commissioner Schafer reported that he had spoken to all members of his committees, but they had not met yet.

Chairman Sherman reported that he emailed all members of his committees, and they plan to meet in the next 2 weeks.

Planning Commission Meeting Minutes
October 28, 2024
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The Director of Community Development stated that the work session meetings would focus on the updates to the Comprehensive Plan.

Commissioner Carroll stated that she met with three school-age kids that would like to be involved with the Comprehensive Plan. Commissioner Carroll reported that she planned to meet with the SCA to explain the Comprehensive Plan in hopes of getting more young people involved.

DISCUSSION ON UPDATES TO THE CAPITAL IMPROVEMENTS PLAN (CIP)

The Director of Community Development stated that the current CIP was last approved by the Commission on August 28, 2023. The Director of Community Development requested that the Commission review the CIP and discuss with their Comprehensive Plan Committees for input as well. A discussion was held.

After discussion, the Director of Community Development stated that staff would reach out to department heads for their input and the Commission would review the CIP at their meeting in February.

NEXT MEETING

Tuesday, November 12, 2024, at 6 p.m. The Deputy Town Clerk stated that this would be our last meeting for the year.

With no further business to come before the Commission, the meeting adjourned at 6:41 p.m.

Kimberly Strawser, CZA, CMC
Deputy Town Clerk

Chairman Benjamin Sherman

Planning Commission Work Session Minutes
November 12, 2024
Page One

The Town of Orange Planning Commission held a work session at 6:00 p.m., in the Town of Orange Community Meeting Room. Planning Commission members present were: Vice-Chair Page Sullenberger, Commissioners Rita Carroll, Donald Schafer 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. Chairman Benjamin Sherman was absent.

CALL TO ORDER

Vice-Chair Sullenberger called the work session to order. The Deputy Town Clerk called roll and noted that there was a quorum present. The Director of Community Development requested to add agenda item 5A – to review the concept plan for Main Street.

DISCUSSION ON THE DOMINION ORANGE RING ROAD SITE PLAN

The Director of Community Development stated that this was the second submission of the site plan. A discussion was held.

DISCUSSION ON THE KEAN ROAD SUBDIVISION SITE PLAN

The Director of Community Development stated that there were no new updates, except that the engineer submitted a comment letter. The Director of Community Development stated further that staff was waiting on the revised plans in order to review the comments from the engineer.

DISCUSSION ON ANY POTENTIAL PROJECTS FOR THE CAPITAL IMPROVEMENTS PLAN

The Director of Community Development asked the Commission for any projects they would like to see included in the CIP.

Vice-Chair Sullenberger inquired if sidewalks on East Main Street were included in the CIP. A discussion was held regarding sidewalks.

Commissioner Schafer inquired about removing Town-owned property. The Director of Community Development stated that should be included in the Comprehensive Plan and not the CIP.

Commissioner Taylor inquired where the skate park would be included in all this. The Director of Community Development stated that the environmental report was received this evening and would be included in the next Town Council package. A brief discussion was held.

Planning Commission Meeting Minutes
November 12, 2024
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CONTINUED DISCUSSION ON THE COMPREHENSIVE PLAN UPDATE

The Director of Community Development asked for committee updates from the Commission. The Director of Community Development stated he received a report from Commissioner Carroll regarding the Transportation Committee.

Commissioner Carroll stated that the Arts Committee has had two meetings so far, but she needed to do more outreach on how to tie the arts into the big picture. A discussion was held.

Commissioner Taylor stated he reached out to his committees and meetings would be held in the next few weeks.

Vice-Chair Sullenberger stated she had nothing to report.

Commissioner Schafer requested that Town-owned property be removed from the Comprehensive Plan. The Director of Community Development stated that it would have to be decided and determined by the Town Manager. Commissioner Carroll stated that she didn't agree with getting rid of Town-owned property.

MAIN STREET CONCEPT PLAN

The Director of Community Development presented the Main Street Concept Plan to the Commission. The Director of Community Development reported that this was the first draft by the same architect that did phase one. A discussion was held.

NEXT MEETING

Monday, January 13, 2025, at 6 p.m., the Commission was given a schedule of their meetings for 2025.

With no further business to come before the Commission, the meeting adjourned at 6:40 p.m.

Kimberly Strawser, CZA, CMC
Deputy Town Clerk

Chairman Benjamin Sherman

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Town of Orange, Virginia
Planning Commission
Work Session

AGENDA SUMMARY
April 14, 2025
Agenda Item #3

Updates from Commission regarding Comprehensive Plan Committees

SUMMARY

The Commission will provide updates on the Comprehensive Plan committee review progress of theme goals and objectives and will discuss the next steps in the plan review process.

Attached for the Commission's information are two handouts prepared by The Berkley Group regarding the makeup and purpose of a comprehensive plan, as well as the plan development and review process.

STAFF RECOMMENDATION:

None.

PLANNING COMMISSION VOTE/MOTION FOR CONSIDERATION:

None needed.



GUIDE TO COMPREHENSIVE PLANNING



What is a Comprehensive Plan?

A Comprehensive Plan is a **long-range, high-level planning document** that addresses topics such as land use, development, natural environment, transportation, and resource utilization within a community. The plan is the community's vision for where it wants to be in 20+ years and includes strategies to achieve that vision. Under **Virginia State Code §15.2-2223**, local governments in Virginia are required to adopt a Comprehensive Plan and to review that plan every 5 years for necessary updates. Though having a plan is required, the content of the plan is not regulatory. Rather, a Comprehensive Plan is a **decision-making guide** for changes to the natural and built environment in a community. A Comprehensive Plan is the basis for regulatory tools such as zoning and subdivision ordinances.



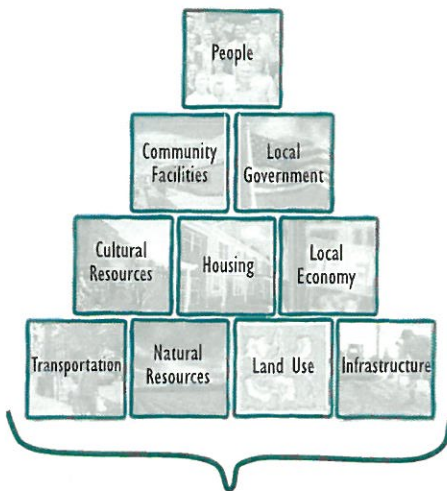
Who is Involved?

A Comprehensive Plan is a community-driven process that is meant to develop a shared vision for the community's future. Through public dialogue, citizens discuss the future of their community. Public input creates strong community support for the plan as well as subsequent decisions that are consistent with the plan's policies. The Berkley Group listens, facilitates, and synthesizes community input from a wide variety of stakeholders. We work closely with staff and the Planning Commission to draft the plan.



What Does it Include?

As the name implies, a Comprehensive Plan studies, assesses, and makes recommendations about the many elements that make up a community. Virginia State Code §15.2-2223 mandates the study of subjects such as transportation, development areas, land use, population projections, and coastal resource management to name a few. However, every community is unique and additional elements that are included in a plan are determined by the locality. Determining what a plan will address is an important part of the planning process, and The Berkley Group works closely with the community to ensure the right elements are addressed in the plan. Typical elements include: cultural resources, local economy, housing, natural resources, land use, transportation, and community services. Once determined, the Comprehensive Plan outlines existing conditions for each element and establishes a vision, goals, and specific strategies to improve each of these elements.



Existing Conditions

Vision > Goals > Objectives

Implementation Strategies

A Note About the Future Land Use Map

A key component of the Comprehensive Plan is the Future Land Use Map. The map describes general, ideal future land use patterns in the community. It does not directly regulate private property, rather it is a guide for officials when evaluating growth and development projects. The Future Land Use Map is different from the Official Zoning Map.



What is the Process?

The Comprehensive Planning process is divided roughly into four phases: Data Gathering & Analysis; Public Input; Plan Development; and Review, Adoption, & Implementation. Once the plan is accepted by officials it is then a legal statement of community policy in regards to future development. The work doesn't stop when the plan is adopted. The plan must be implemented and part of implementation is continual review, monitoring, and updating.



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GUIDE TO COMPREHENSIVE PLANNING



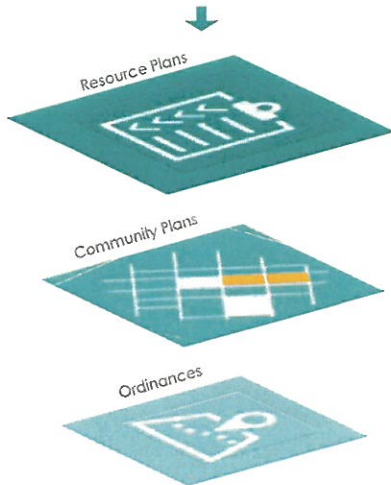
What a Comprehensive Plan is NOT

- ✗ Regulation that controls how an individual can use their property.
- ✗ A rigid, unchangeable document.
- ✗ The only guiding document for the community.
- ✗ A plan that sits on a shelf and is never implemented.



How is it Implemented?

Comprehensive Plan



Implementation is the most important step in developing a Comprehensive Plan. Continuous review and progress monitoring holds everyone accountable to the plan's vision. The Code of Virginia §15.2-2230 requires that Comprehensive Plans be reviewed every five years. Annual reviews and revisions of ordinances and plans is considered a best practice. In addition to monitoring and updating the plan, there are a variety of implementation tools that enable the long-range vision to become a reality. The following tools are the most vital to ensuring the successful implementation of a Comprehensive Plan: (1) resource plans such as the Capital Improvement Plan and annual budget which allocate public expenditure on projects; (2) community plans and programs that deal with specific subjects; and (3) ordinances and development regulations that control the location, form, and character of private projects.

Capital Improvement Plan

The Capital Improvement Plan (CIP) is intended to link public capital investments with the Comprehensive Plan. The CIP includes a schedule, cost estimate, funding source(s), and justification.

Community Plans

The Comprehensive Plan sets the stage for more detailed community plans and planning initiatives. Example plans might include: Housing Studies, Green Infrastructure Plans, Parks & Recreation Master Plans, and Small Area Plans.

Ordinances & Zoning Map

The Zoning and Subdivision Ordinances should be guided by the Comprehensive Plan. These ordinances are the primary tool through which the land use goals and policies of the plan are implemented.

The Value of Comprehensive Plans

- ✓ Provide continuity across time, and give successive public bodies a common framework for addressing land-use issues.
- ✓ Guide and protect public investments.
- ✓ Allow communities to plan development in a way that protects valued resources.
- ✓ Provide guidance for shaping the appearance of the community.
- ✓ Promote economic development.
- ✓ Provide justification for decisions by providing a factual and objective basis to support zoning decisions.

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AGENDA SUMMARY
April 14, 2025
Agenda Item #4

Main Street Concept Plan Review

SUMMARY

Staff requests that the Commission revisit the Main Street Concept Plan initially provided in November 2024; to provide comment/feedback for consideration by the Town Council, given that several months have passed since this was first reviewed, and there is a new member on the Commission and a new Community Development Director.

Please see the attached.

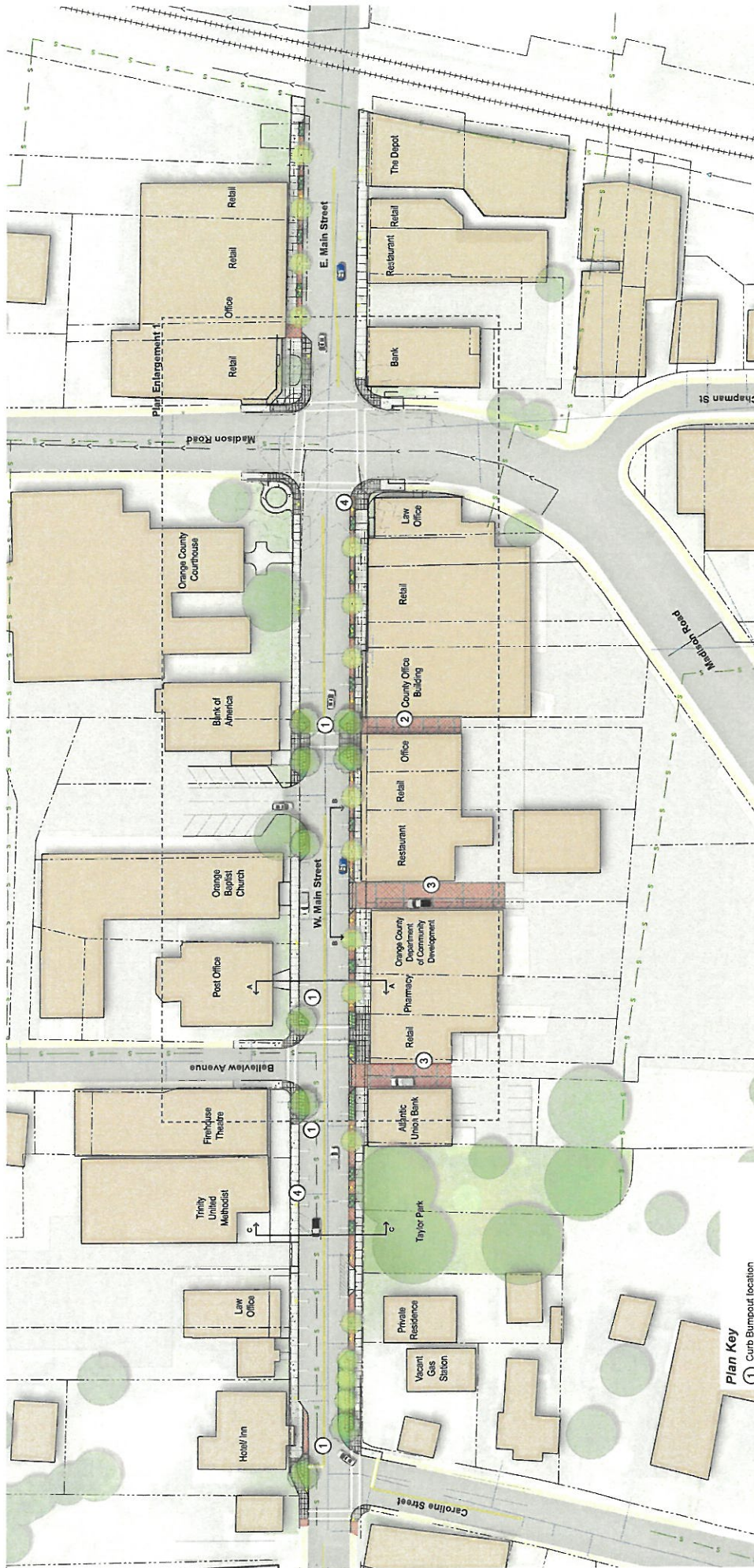
STAFF RECOMMENDATION:

Staff requests that the Commission provide constructive feedback on the concept plan as presented.

PLANNING COMMISSION VOTE/MOTION FOR CONSIDERATION:

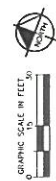
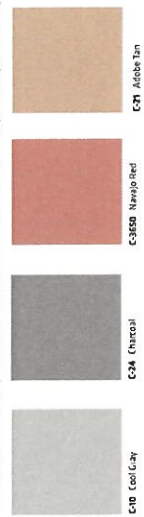
Should the Commission wish to act on the concept plan as presented, the following motion is provided for consideration:

"I move that the Director of Community Development to forward to the Town Manager a summary of Planning Commission comments regarding the Main Street Concept Plan, as presented."

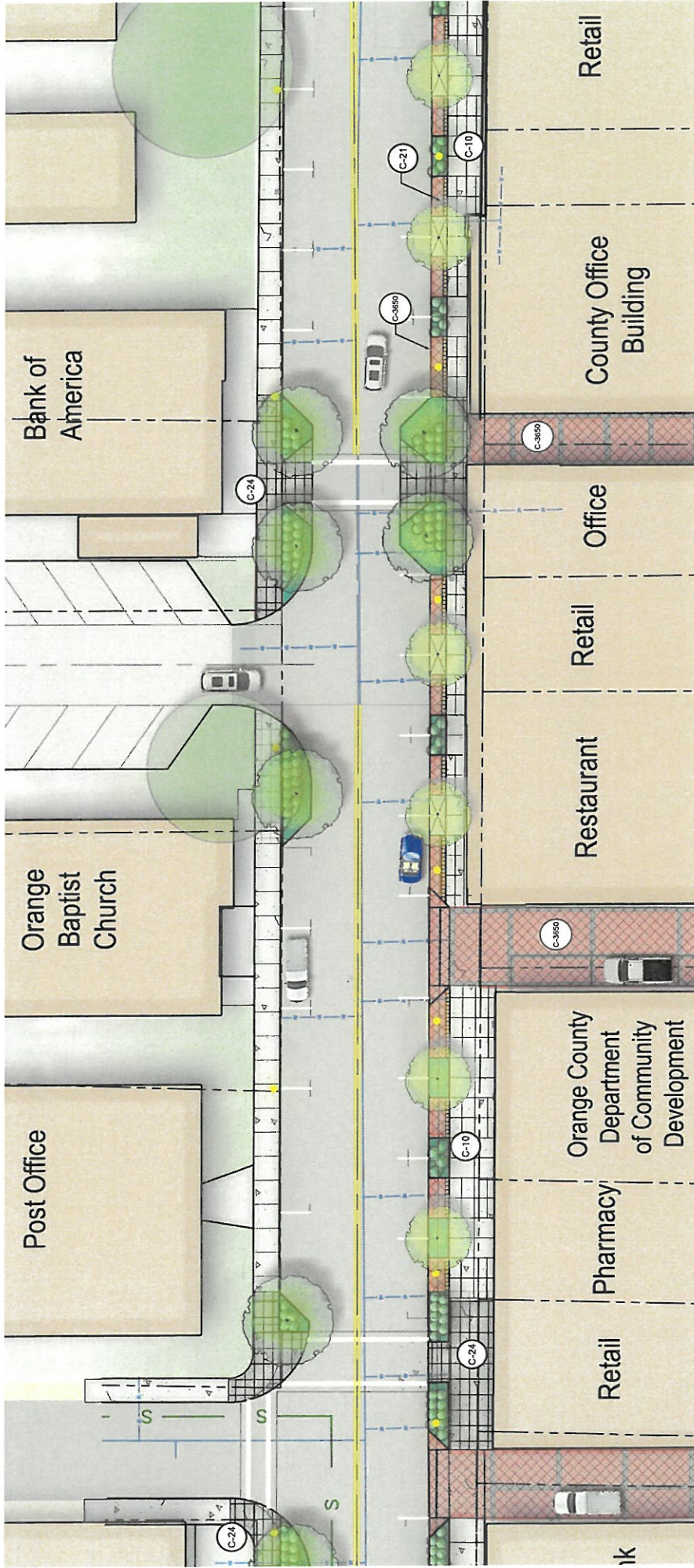


Town of Orange
Orange County, VA

Concept Plan Main Street Master Plan

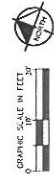


Concept Plan Enlargement I Main Street Master Plan



Scaffold Colors (utilized on Downtown Streetscape Project Ph1):

	C10 Cool Gray		C24 Charcoal		C3550 Newaja Red		C21 Adobe Tan
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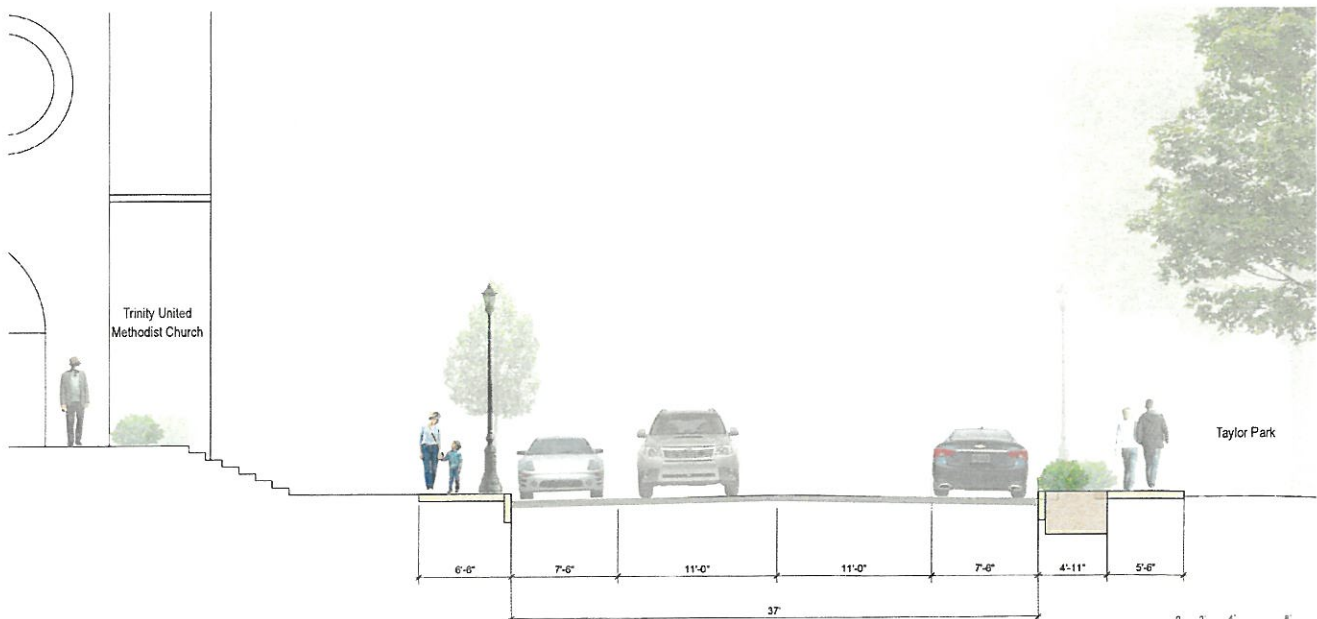




SECTION A-A, Street Section at Post Office



SECTION B-B, Dept Community Development Alleyway Section



SECTION C-C, Trinity U.M.C. Taylor Park Section





AGENDA SUMMARY
April 14, 2025
Agenda Item #5

Director of Community Development Updates

SUMMARY

The Director of Community Development started her employment with the Town on March 31, 2025, and has spent the past two weeks getting up to speed on the various projects overseen by the department. Below is a summary, and the text in red is a current status. Please advise if there are any questions about these projects or anything else that is not listed here.

Request from Lee Garrison – Lee Garrison has purchased a piece of property adjacent to the Town boundary (to the southeast of the Houseworth subdivision) on Monrovia Road. Mr. Garrison is exploring the possibility of having the property annexed into the Town of Orange. These discussions are preliminary. At the request of staff, the Town attorney provided information on the property annexation process to document the correct process to move this request forward. There has not been any recent follow-up from Mr. Garrison.

Mid-Block Pedestrian Crosswalk Study – The final study has been submitted. The responses to VDOT comments were included in the final report. The engineer has been asked to provide information regarding VDOT review of the final study as well as how the installation of flashing lights along the edges of the crosswalk within the roadway might impact the project and its cost. VDOT has reviewed both the mid-block crosswalk as well as improvements to the Nelson St./Woodmark Dr./N. Madison Rd. intersection. The mid-block does not meet standards and VDOT cannot support that project. The accident data does not support an investment in intersection improvements.

Rappahannock Rapidan Community Services Board Madison Road Apartments Project – The project is for the construction of a new building where the current RRCS Board office building and the Sheltering Arms building are located. These buildings will be demolished as part of this project. The architect for the project has submitted the zoning permit for this project. The building construction plans have been submitted to the Orange County Building Office and are under review. The zoning permit was issued in October 2024, and the building permit was issued in December 2024 to enable grant applications; however, the county building department notes there are still outstanding requirements that must be fulfilled before any work can commence.

The Kean Road Subdivision: According to the engineer, updated plans should be submitted on 10-24-2024. The applicant submitted a response letter, but no plans. A request to submit the plans will be sent to the applicant – PW and CD staff are reviewing the plans and will follow-up with the engineer.

Dominion Energy Orange Ring Road Site Plan: This site plan is to expand parking and storage at the Dominion property located at 13012 James Madison Highway. The Planning Commission discussed this at their last meeting. A Response to Comments letter and updated plans have been submitted and are in the process of being reviewed. The engineers were notified that a right turn lane off Route 15 will be needed for the existing entrance to the property. At this point the applicant is doing a traffic study to determine what, if any, entrance/exit changes need to be installed. No entrance changes were required, and the site plan was approved in December 2024.

Round Hill Meadows Site Plan:

- Phase 1: Punch List work on the concrete curb and gutter as well as the road pavement has been completed.
- Phase 2: 55 zoning permits have been issued and 0 more have been submitted. There are 12 lots remaining to be permitted.

Hilltop Drive Road Connection: This project was cancelled due to cost. Staff followed up with the project engineer on this project and are in discussions with the Town Manager about the next steps.

Main Street Streetscape Design – The draft Main Street plans have been received. Staff will update the Town Council as soon as practical. An email containing the initial designs for the Main Street Project between the railroad tracks and the Caroline Street intersection was sent to Town Council members. The next step is to determine when a public meeting can be scheduled to begin the process of collecting public comment. To be discussed by the Commission for input on April 14, 2025.