



Clarke County Planning Commission

AGENDA – Comprehensive Plan Committee Meeting

Monday, May 15, 2023 – 10:00AM

Berryville/Clarke County Government Center – A/B Meeting Room

1. **Approval of Agenda**
2. **Approval of Minutes – June 16, 2022 Meeting**
3. **Old Business**
~None scheduled
4. **New Business**
 - A. 5-Year Review Resolutions
 1. Historic Resources Plan
 2. Water Resources Plan
 - B. Update on Waterloo Area Plan and Transportation Plan
 - C. Planning Discussion, Rural Lands Plan and Village Plan
5. **Adjourn**



Clarke County Planning Commission

DRAFT MINUTES – Comprehensive Plan Committee Meeting

Thursday, June 16, 2022 – 2:00PM

Berryville/Clarke County Government Center – Main Meeting Room

ATTENDANCE:			
Matthew Bass (Board of Supervisors)	✓	Bob Glover (Millwood)	✓
Anne Caldwell (Millwood)	✓	Randy Buckley (White Post)	✓
George L. Ohrstrom, II (Ex Officio)	X		

STAFF PRESENT: Brandon Stidham (Director of Planning), Jeremy Camp (Senior Planner/
Zoning Administrator)

CALL TO ORDER: By Mr. Stidham at 2:07PM.

1. Approval of Agenda

Members approved the agenda by consensus as presented by Staff.

2. Approval of Minutes – May 12, 2022 Meeting

Members voted unanimously to approve the May 12, 2022 meeting minutes as presented by Staff.

Motion to approve the May 12, 2022 meeting minutes as presented by Staff:			
Bass	AYE (seconded)	Glover	AYE
Caldwell	AYE (moved)	Buckley	AYE

3. Continued Discussion – Double Tollgate Area Plan Review (Initial Draft)

Commissioner Caldwell stated that she thought the Area Plan draft is really good and she did not have many comments. Committee members agreed. Mr. Stidham asked the members if they thought that updated pictures should be included in the draft and Commissioners Caldwell and Glover said yes.

Commissioner Caldwell said that the draft reads very well and that it was good to include the history of the Area Plan’s development. Mr. Stidham noted that it is rare that you go in a 180 degree direction with an Area Plan update but that is what we are doing with this update. He also noted that the original Area Plan did not contain a lot of substantive recommendations and mostly referenced the three consultant studies that were done to develop the basis of the Area Plan. He said the main takeaway with this draft is to explain clearly and in multiple ways why we are going from a deferred growth area approach to development with public water and public sewer. He then continued on with a section-by-section description of the Area Plan draft.

Mr. Stidham noted that one point of emphasis is the need for transportation network improvements at the Double Tollgate intersection. He said that VDOT has not raised the intersection as an issue in recent years but this is something that will need to be addressed as

development occurs. Commissioner Glover asked if traffic has increased in recent years at this intersection. Mr. Stidham said that it has increased in all four directions but is still well below the original 2001 projection made by the County’s transportation consultant. He added that every component of the intersection is substandard and it has a record of accidents with some fatalities. He said the Area Plan’s recommendations include pursuing funding for improvements such as SmartScale and to get the development community to pay for the traffic impact of their projects.

Regarding the Plan Area Map on redlined Page 28, Commissioner Glover asked to add the route numbers for Routes 522 and 277. Commissioner Bass asked if it is too limiting to say that we want full build-out of Sub-Areas A and B before allowing development of Sub-Area C. Mr. Stidham replied that the last policy for Sub-Area C recommends evaluating these recommendations every five years with the Area Plan update. Commissioner Bass asked if it could be evaluated annually and Mr. Stidham replied that annually would be too frequently for an Area Plan that is supposed to be evaluated on a five-year basis. Mr. Stidham also said that given how slow the State moves on projects, five years should be fine.

Commissioner Caldwell noted at the bottom of redlined Page 22, the word “Project” should be reworded even though this is quoting the Transportation Plan as it can be confusing to the reader. Mr. Stidham said that he would delete the word “Project” to solve the problem. Commissioner Caldwell noted in the second bullet on redlined Page 30 that she did not like the word “depicts.” Mr. Stidham said that he could replace it with “containing” to address her concern. Commissioner Caldwell also noted on redlined Page 31, second bullet, “C” should be added at the end of the line after “Sub-Area.” Commissioner Bass also noted that he is in favor of adding updated pictures and Commissioner Glover said to make sure to get good pictures of Dinosaur Land.

Commissioner Bass noted on redlined Page 32, item A2, that the word “the” should be deleted before “projected” because it makes it sound like the development patterns are already in place.

Mr. Stidham asked if the members were comfortable with moving the draft forward to the full Commission and members said yes. Regarding the traffic counts, Commissioner Glover asked if VDOT is consistent in their methods for counting traffic. Mr. Stidham replied that he was unfamiliar with their methods but that they try to do once per year and capture the AM and PM peak periods.

ADJOURN: Meeting was adjourned by consensus at 2:34PM.

Brandon Stidham, Clerk



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TO: Planning Commission Comprehensive Plan Committee members

FROM: Brandon Stidham, Planning Director

RE: May 15, 2023 New Business Items for Discussion

DATE: May 8, 2023

The following three New Business items will be presented for discussion at the May 15 Comprehensive Plan Committee meeting:

Five-Year Review Resolutions – Historic Resources Plan and Water Resources Plan

As you may remember from the Commission’s project priority list, the five-year reviews of the Historic Resources Plan and Water Resources Plan are due this year – June 19 for the Historic Resources Plan and September 18 for the Water Resources Plan. Code of Virginia §15.2-2230 requires planning commissions to review their comprehensive plans at least once every five years in order to determine whether it is advisable to make changes to the plan. This requirement also applies to each of the component plans as they are also considered to be part of the Comprehensive Plan. The Commission has worked extensively for the past several years to update the Comprehensive Plan and component plans as well as to begin reviewing each plan consistently on a five-year schedule.

Unlike recent five-year reviews, Staff does not recommend initiating a review and update of the Historic Resources Plan or the Water Resources Plan. Both component plans underwent significant updates in 2018 and each plan’s guidance and recommendations remain current, applicable, and consistent with the recently-adopted 2022 Comprehensive Plan. The Historic Preservation Commission (HPC) was consulted about the status of the Historic Resources Plan and concurred with Staff that it does not need to be updated.

Instead of recommending adoption of resolutions to initiate the review of each component plan, Staff recommends adopting resolutions for the continuation of each plan for an additional five years. Copies of draft resolutions are enclosed for your consideration. Both resolutions state that the Commission will conduct a future review no later than June 10, 2028 to determine whether it is advisable to review and update each plan. If the Committee is comfortable with this approach, Staff recommends formal action to forward the resolutions to the full Commission for action at the June 2 Business Meeting.

Update on Status of Transportation Plan and Waterloo Area Plan

The priority project list also includes the review and update of the Transportation Plan and the Waterloo Area Plan. The Commission adopted a five-year review resolution for the Transportation Plan (enclosed) on January 4, 2019. Review of this component plan was delayed by COVID, completion of the Zoning and Subdivision Ordinance update project, 2022 Comprehensive Plan update, and the prioritization of the Double Tollgate Area Plan update. The update project was assigned to the Policy & Transportation Committee who began their initial review in February.

A five-year review resolution for the Waterloo Area Plan (also enclosed) was adopted on November 5, 2021. Staff has delayed the start of this review in anticipation of a Utility Master Plan being completed by the Clarke County Sanitary Authority's (CCSA) consultant, Imboden Environmental Services. The Utility Master Plan is crucial to the Area Plan update primarily because it will help determine available water and sewer capacity for the Plan Area. A draft was recently sent to CCSA staff and it is expected that the Comprehensive Plan Committee will be able to begin work on the Area Plan update later this summer.

Planning Discussion, Rural Lands Plan and Village Plan

Development of a new Rural Lands Plan, which would be a combination of the Agricultural and Mountain Lands Plan and potentially the to-be-developed Village Plan, is on the priority project list for the Committee to begin work on this summer. In light of recent interest in the Village Plan project from Millwood residents, Staff has included this as a topic of discussion for the Committee before actual work begins on the Rural Lands Plan.

The idea of developing a unified plan for the rural, unincorporated areas of the county first came up during the 2022 Comprehensive Plan update. This is reflected in the recommendations found in Chapter III of the Plan to evaluate combining the current Agricultural and Mountain Land Plans into a new component plan. Staff later suggested that inclusion of the new Village Plan since all three component plans would share similar issues.

Given the pending work on the Transportation and Waterloo Area Plans, as well as Staff's work with the Town of Berryville on the update of the Berryville Area Plan, Staff is looking for the Committee's thoughts on prioritizing work on the Rural Lands and Village Plans. Options to discuss include:

- Whether to develop the Rural Lands Plan to include the Agricultural, Mountain, and Village Plan.
- Whether to develop the Rural Lands Plan and Village Plan separately – under this option, which Plan should be prioritized first?
- Whether to delay work on the Waterloo Area Plan until completion of the Rural Lands Plan and/or Village Plan.

A revised draft of the Rural Lands Plan concept outline with the Village Plan included is enclosed for your reference. An earlier version of this outline was reviewed without the Village Plan included during the Committee's review of the Comprehensive Plan last year.

Input from the Committee will be used to plan out work on the component plans for the remainder of the year. Staff potentially has capacity to manage two component plan updates simultaneously. Since the Transportation Plan update is underway and is four years removed from the five-year review resolution adoption, Staff does not recommend delaying work on this component plan. Early discussions on the Berryville Area Plan update have taken place but continued work will be dependent upon the availability and workload of Town of Berryville staff. An updated Comprehensive Plan and Component Plan review schedule is included for your reference.

Please let me know if you have questions or will not be able to attend the meeting.

INITIAL DRAFT

RESOLUTION FOR THE CONTINUATION OF THE 2018 HISTORIC RESOURCES PLAN FOR FIVE YEARS

WHEREAS, the 2018 Historic Resources Plan was adopted by the Board of Supervisors on June 19, 2018, and

WHEREAS, Code of Virginia §15.2-2230 requires that at least once every five years, a locality’s planning commission shall review the comprehensive plan “to determine whether it is advisable to amend the plan,” and

WHEREAS, the Historic Resources Plan is an implementing component plan of the 2022 Clarke County Comprehensive Plan,

WHEREAS, June 19, 2023 marks the five-year anniversary of the Plan’s adoption, and

AND WHEREAS, the Clarke County Historic Preservation Commission with the assistance of Department of Planning Staff recently reviewed the current Plan and determined that a comprehensive review and update of the Plan is not necessary as its guidance and recommendations remain current, applicable, and consistent with the 2022 Comprehensive Plan.

NOW THEREFORE, BE IT RESOLVED that the Planning Commission has determined that it is not currently necessary to conduct a review of the 2018 Historic Resources Plan as the guidance and recommendations remain current, applicable, and consistent with the 2022 Comprehensive Plan.

BE IT FURTHER RESOLVED that the Planning Commission shall conduct a future review and determine whether it is advisable to amend the 2018 Historic Resources Plan no later than **June 10, 2028**.

Adopted this **2nd day of June, 2023**.

George L. Ohrstrom, II. (Chair)

INITIAL DRAFT

RESOLUTION FOR THE CONTINUATION OF THE 2018 WATER RESOURCES PLAN FOR FIVE YEARS

WHEREAS, the 2018 Water Resources Plan was adopted by the Board of Supervisors on September 18, 2018, and

WHEREAS, Code of Virginia §15.2-2230 requires that at least once every five years, a locality’s planning commission shall review the comprehensive plan “to determine whether it is advisable to amend the plan,” and

WHEREAS, the Water Resources Plan is an implementing component plan of the 2022 Clarke County Comprehensive Plan,

WHEREAS, September 18, 2023 marks the five-year anniversary of the Plan’s adoption, and

AND WHEREAS, Department of Planning Staff recently reviewed the current Plan and determined that a comprehensive review and update of the Plan is not necessary as its guidance and recommendations remain current, applicable, and consistent with the 2022 Comprehensive Plan.

NOW THEREFORE, BE IT RESOLVED that the Planning Commission has determined that it is not currently necessary to conduct a review of the 2018 Water Resources Plan as the guidance and recommendations remain current, applicable, and consistent with the 2022 Comprehensive Plan.

BE IT FURTHER RESOLVED that the Planning Commission shall conduct a future review and determine whether it is advisable to amend the 2018 Water Resources Plan no later than **June 10, 2028**.

Adopted this **2nd day of June, 2023**.

George L. Ohrstrom, II. (Chair)

**RESOLUTION TO INITIATE REVIEW
OF THE 2013 CLARKE COUNTY TRANSPORTATION PLAN**

WHEREAS, the 2013 Clarke County Transportation Plan was adopted on March 18, 2014, and

WHEREAS, Code of Virginia §15.2-2230 requires that at least once every five years, a locality’s planning commission shall review the comprehensive plan “to determine whether it is advisable to amend the plan,” and

WHEREAS, the Transportation Plan is an implementing component plan of the 2013 Clarke County Comprehensive Plan,

AND WHEREAS, March 18, 2019 will mark the five-year anniversary of the Transportation Plan’s adoption date.

NOW THEREFORE, BE IT RESOLVED that the Clarke County Planning Commission has determined that it is necessary to conduct a review of the 2013 Transportation Plan, including but not limited to the following issues:

1. Integrate new transportation funding programs adopted or modified since 2014, including the Commonwealth of Virginia’s “Smart Scale” program, into the Transportation Plan.
2. Evaluate each priority improvement project to determine whether the project remains relevant and would address current County needs, along with the likelihood of being funded through State and/or Federal programs such as “Smart Scale.”
3. Evaluate whether to include new priority projects including the Town of Berryville’s proposed southeastern collector road that may involve the extension of Jack Enders Boulevard to U.S. 340.
4. Determine whether to integrate recommendations from the 2014 Town of Berryville-Clarke County Bicycle and Pedestrian Plan into the Transportation Plan.
5. Determine whether to request the Virginia Department of Transportation to conduct new transportation studies, such as a crossover study of the County’s four-lane divided primary highways, to aid in developing future project and funding priorities.
6. Coordinate any proposed changes to Comprehensive Plan Objective 12 (Transportation) with any revised recommendations in the Transportation Plan.

BE IT FURTHER RESOLVED that the Commission intends to commence this review in 2019 as permitted by its work program and delegates the responsibility for the review to the Policy & Transportation Committee and Planning Department Staff.

Adopted this 4th day of January, 2019.

George L. Ohrstrom, II, Chair

**RESOLUTION TO INITIATE REVIEW
OF THE 2016 WATERLOO AREA PLAN**

WHEREAS, the 2016 Waterloo Area Plan was adopted by the Board of Supervisors on December 20, 2016, and

WHEREAS, Code of Virginia §15.2-2230 requires that at least once every five years, a locality’s planning commission shall review the comprehensive plan “to determine whether it is advisable to amend the plan,” and

WHEREAS, the Waterloo Area Plan is an implementing component plan of the 2013 Clarke County Comprehensive Plan,

AND WHEREAS, December 20, 2021 marks the five-year anniversary of the Plan’s adoption.

NOW THEREFORE, BE IT RESOLVED that the Planning Commission has determined that it is necessary to conduct a review of the 2016 Waterloo Area Plan, that this review shall commence following completion of the review and update of the 2013 Comprehensive Plan, and that the revised policies of the following Comprehensive Plan objectives shall be used to inform the Waterloo Area Plan review process:

- Objective 9 – Designated Growth Areas for Development
- Objective 10 – Economic Development
- Objective 11 – Public Infrastructure, Capital Improvement Planning, and Fiscal Responsibility
- Objective 12 – Transportation
- Objective 13 – Broadband Internet Access

Adopted this 5th day of November, 2021.

George L. Ohrstrom, II. (Chair)

RURAL LANDS PLAN CONCEPT

The “Rural Lands Plan” is a new proposed implementing component plan that would replace both the Agricultural Land Plan and the Mountain Land Plan and serve as an overall plan for the unincorporated areas of the County. While the County’s valley and mountain areas have obvious differences including terrain and soil type, these rural areas share a number of challenges that may call for the same or similar recommendations and solutions.

The Rural Lands Plan would be organized as follows:

Chapter I – Introduction and Plan Goals

Chapter II – Agriculture, Forestry, Agribusiness, and Agritourism

A. Background information

B. Objectives and policies

- Support the practice of agriculture and preservation of agricultural land
 - Protect prime agricultural soils from development; preserve for agricultural usage
 - Avoid farmland conversion
- Support the practice of forestry and forest management
 - Protect forestry resources from development
- Identify compatible non-traditional agricultural businesses
 - Address hydroponic growing facilities
- Identify compatible agribusiness and agritourism activities
 - Agribusinesses – abattoirs, agricultural processing, agricultural support
 - Agritourism – farm wineries/breweries/distilleries, agricultural event venues, public assembly

Chapter III – Mountain Lands

A. Background information

B. Objectives and policies

- Protection of sensitive slopes and surface water features from development impacts
- Viewshed protection vs. demand for scenic views

Chapter IV – Unincorporated Villages

A. General background information

B. Millwood

1. Overview of village, current uses, and current zoning
2. Map depicting village plan area
3. Objectives and future development policies

C. Pine Grove

1. Overview of village, current uses, and current zoning
2. Map depicting village plan area
3. Objectives and future development policies

D. White Post

1. Overview of village, current uses, and current zoning
2. Map depicting village plan area
3. Objectives and future development policies

Chapter V – Shared Issues and Challenges

- Balance preservation of cultural/historic/scenic/natural resources with public’s desire to enjoy them and the rights of private property owners to use and enjoy their lands
- Secondary road safety and impacts
- Long-term viability of private wells and onsite sewage disposal systems
- Broadband

Updated May 8, 2023

COMPREHENSIVE PLAN/COMPONENT PLAN REVIEW SCHEDULE

Plan	Last Adoption Date	Next 5-Year Review Deadline	Estimated Revision Start and Completion
Transportation Plan	March 18, 2014	5-year review initiated January 4, 2019	<u>Start</u> – Underway <u>Complete</u> – Fall 2023
Waterloo Area Plan	December 20, 2016	5-year review initiated November 5, 2021	<u>Start</u> – Summer 2023 <u>Complete</u> – Winter 2023
Berryville Area Plan	May 10/17, 2016	5-year review initiated May 26, 2021	<u>Start</u> – TBD 2023 <u>Complete</u> – TBD 2024
Agricultural Land Plan*	February 21, 2017	5-year review initiated February 21, 2022	<u>Start</u> – Summer 2023 <u>Complete</u> – Summer 2024
Mountain Land Plan*	June 21, 2005	Overdue	<u>Start</u> – Summer 2023 <u>Complete</u> – Summer 2024
Village Plan*	Not started	Not applicable	<u>Start</u> – Summer 2023 <u>Complete</u> – Summer 2024
Historic Resources Plan	June 19, 2018	June 19, 2023	<u>Start</u> – Winter 2024 <u>Complete</u> – Winter 2025
Water Resources Plan	September 25, 2018	September 25, 2023	<u>Start</u> – Winter 2024 <u>Complete</u> – Winter 2025
Recreation Component Plan	December 15, 2020	December 15, 2025	<u>Start</u> – Spring 2026 <u>Complete</u> – Winter 2026
Comprehensive Plan	September 20, 2022	September 2027	<u>Start</u> – Fall 2027 <u>Complete</u> – Summer 2028
Double Tollgate Area Plan	January 17, 2023	January 17, 2028	<u>Start</u> – After adoption of revised Comprehensive Plan

Yellow – Scheduled for review (initiated by 5-year review resolution); Gray – 5-year review is overdue;

Green – 5-year review is due in future/Plan is currently in good standing; Orange – New Plan to be developed

* Possible joint development of “Rural Lands Plan” for unincorporated areas of the County