

**BERRYVILLE TOWN COUNCIL &  
CLARK COUNTY BOARD OF SUPERVISORS  
MEETING AGENDA  
JOINT Meeting  
Berryville-Clarke County Government Center  
101 Chalmers Court, Second Floor  
Main Meeting Room  
Tuesday, December 11, 2018  
6:30 p.m.**

**Item**

**Attachment**

**1. Call the Town Council to Order – Patricia Dickinson, Mayor**

**Call the Board of Supervisors to Order – David Weiss, Chairman**

**2. Discussion**

Southeast Collector Road

The Berryville Town Council and the Clarke County Board of Supervisors will discuss whether to jointly commission a transportation study to evaluate the best means by which to complete the Southeast Collector road.

1↑

**3. Adjourn – Board of Supervisors**

**4. Pledge of Allegiance**

**5. Approval of Town Council Agenda**

**6. Public Hearings – No public hearings scheduled**

**7. Citizens' Forum**

**8. Consent Agenda      Motion**

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- Minutes of Regular Meeting – 11/13/18
- Minutes of Personnel, Appointments, and Policy Committee 11/14/18
- Minutes of Public Safety Committee 11/28/18

**9. Report of Patricia Dickinson, Mayor**

**10. Report of Harry Lee Arnold, Jr., Recorder**

<u>Item</u>	<u>Attachment</u>
<b>11. Report of Christy Dunkle, Asst. Town Manager for Community Development</b>	
Monthly report	4↓
<b>12. Report of Keith Dalton, Town Manager</b>	
<b>13. Report of Erecka Gibson – Chair, Budget and Finance Committee</b>	
Report of Desiree Moreland, Treasurer	5
<b>14. Report of Kara Rodriguez – Chair, Community Development Committee</b>	
<b>15. Report of Donna McDonald – Chair, Public Safety Committee</b>	
Report of Neal White, Chief of Police	6
<b>16. Report of Diane Harrison – Chair, Streets and Utilities Committee</b>	
Report of David Tyrrell, Public Utilities Director	7
Report of Rick Boor, Public Works Director	8
<b>17. Report of Harry Lee Arnold, Jr. – Chair, Personnel, Appointments and Policy Committee</b>	
Appointment – Berryville Area Development Authority	9↓
<b>18. Other –</b>	
<b>19. Closed Session –</b> No closed session scheduled.	
<b>20. Adjourn -</b>	

# Attachment 1

*History*

In the mid-1980's, the Town of Berryville and the County of Clarke began discussions regarding the Town's desire to expand its corporate boundaries. The Town and County discussed an approach that would integrate Town and County Planning and manage growth in a manner that would build community, was sustainable, and supported the County's sliding-scale zoning.

In 1988 the Town of Berryville and the County of Clarke entered into an Annexation Agreement that was to serve as the first step in developing an urban growth area around the Town of Berryville. The Agreement created two separate annexation areas. Annexation Area A consisted of properties around the Town that, for the most part, had already developed. Annexation Area B consisted of properties around the Town that were undeveloped.

The Town and County saw fit to amend the Agreement in 1989 to provide for a joint Town/County Administrative Body (the Berryville Area Development Authority) that would perform the duties of a planning commission for Annexation Area B. The Berryville Area Development Authority, or BADA as it came to be known, is comprised of three members appointed by the Berryville Town Council and three members appointed by the Clarke County Board of Supervisors.

Annexation Area A was annexed into the Town in 1989. Portions of Annexation Area B would be brought into the Town as they developed or by mutual agreement of the Town and County.

In 1992 the Town and County adopted the Berryville Area Plan. The Plan serves as the comprehensive plan for Annexation Area B. This plan has been amended several times in the last twenty-six years, with the last update becoming effective on May 17, 2016.

Also in 1992, the County applied zoning in Annexation Area B that was consistent with the land use designations identified in the Berryville Area Plan.

The Town annexed from Annexation Area B a total of 8 times between 1993 and present. The last annexation, Annexation B-8, became effective on January 1, 2007.

The Berryville Area Plan, like any other comprehensive plan, addresses issues such as land use designations, population projections, provision of utilities and services, and provision of an efficient transportation network. A portion of that transportation network is the subject of the discussion this evening.

As a part of the Berryville Area Plan, the Berryville Town Council and the Clarke County Board of Supervisors planned for a collector road in each quadrant of Town (southwest, northwest, northeast, and southeast) that would connect Buckmarsh Street (U.S. Route

340) and Main Street (VA Business Route 7). This was done to facilitate the safe and efficient flow of traffic in the Town.

The Southeast Collector, Hermitage Boulevard, was constructed as a part of the Hermitage Subdivision. The Northwest Collector, Mosby Boulevard, was constructed as a part of the Battlefield Estates Subdivision. The Northeast Collector, a good portion of which had already been constructed when the Plan was adopted, is comprised of West Fairfax, East Fairfax, and First Streets. The final 750 feet of East Fairfax Street will be built when either the Shenandoah Crossing Subdivision or the Fellowship Square Subdivision is developed. As currently planned, the Southeast Collector, Jack Enders Boulevard, will be comprised of a portion of what was once Springsbury Road, the street built to serve the Clarke County Business Park, an at-grade crossing of the Norfolk and Southern railroad tracks, and a street to be constructed as a part of the development of Berryville Area Plan Sub-area 23. It is important to note that the Southeast Collector was originally planned to have a grade-separated crossing of the railroad tracks. The plan was changed to provide for an at-grade crossing because of cost. This determination, while a sound one, presents other challenges that will be discussed later.

Both the Town and County would like to determine the best way to move forward with the Southeast Collector. As such, the two governing bodies have agreed to meet and determine how best to proceed.

#### *Southeast Collector (Jack Enders Boulevard)*

When the Clarke County Business Park was developed, the existing portion of Springsbury Road between East Main Street and the new development was re-named Jack Enders Boulevard and the new street in the Business Park was also given that designation.

The Clarke County Business Park street was developed in two sections. The first section, approximately 2,600 feet in length, was developed by the County and accepted into the Virginia Secondary System. The second section, approximately 1,100 feet in length, was developed by the County but has yet to be accepted into the Virginia Secondary System. The property known as Sub-area 23 has not developed; therefore, that section of the Southeast Collector has not been constructed. The railroad crossing has not been constructed.

Issues that exist that must be resolved:

- The second street section was terminated in a manner that does not facilitate construction of an at-grade crossing. Final work to get the street section into the Secondary System should not be completed until plans for the continuation of the street are confirmed. In other words, if the street is to cross the railroad into Sub-area 23, then the western terminus in the Business Park must be completed in a manner to accommodate the extension. If on the other hand the street is to permanently terminate before the railroad, then the western terminus in the

Business Park must be constructed with a permanent cul-de-sac (to meet Town standards (cul-de-sac maximum length issue will have to be addressed as a part of this)).

- Norfolk and Southern has very strict requirements regarding permitting new at-grade crossings of their line. In short, it is staff's understanding that other at-grade crossings must be closed to secure permitting for a new crossing.
- The planning for the completion of the street should take into account broad planning concerns (future growth and transportation network), cost, and the desire to have the connection between U.S. Route 340 and VA Business Route 7 in place as soon as possible.

Town and County staff have been discussing the future of the Southeast Collector for several years. Further, when the updated Berryville Area Plan was adopted by the Town Council and Board of Supervisors in 2016, it provided for a "Southern Potential Future Growth Area", the development of which would factor very strongly in any decision regarding the route of the Southeast Collector.

Seemingly, if properties in the Southern Potential Future Growth Area (Area) develop, they would access onto the Southeast Collector. The next question raised is if the Area is to develop and the street system for the Area it to connect to the Southeast Collector, then would it be feasible to utilize (upgraded) the at-grade railroad crossing at Smallwood Lane as a means by which the collector will connect U.S. 340 and Virginia Business Route 7?

Both Town and County Planning staff agree that a transportation expert should evaluate this matter. Accordingly, Town and County staff have developed a draft scope for a transportation study to provide the Town Council and Board of Supervisors with the information they need to develop the best plan for the Southeast Collector. Town and County staff request that the Town Council and the Board of Supervisors consider approving a scope of work for a transportation study for the Southeast Collector. Further, Town and County staff request that the Town Council and Board of Supervisors authorize them to:

- secure the services of a firm to complete study (through the Northern Shenandoah Valley Planning District Commission)
- work with the chosen firm to complete the study and provide a report to the Town Council and the Board of Supervisors.

Staff proposes that:

- out of pocket costs be shared equally between the Town and County
- Town and County staff would share equally in work load
- the Town would agree to be the fiscal agent for the project
- the County would be responsible for provision of required mapping information
- the Town Planner would serve as project manager.

A draft scope for the transportation study is attached for review.

Please find attached:




- Berryville Area Plan Proposed Road Network Map
- MAP 5—Southern Potential Future Growth Area
- draft Scope – Transportation Study
- sample motion



Berryville Area Plan  
Proposed Road Network

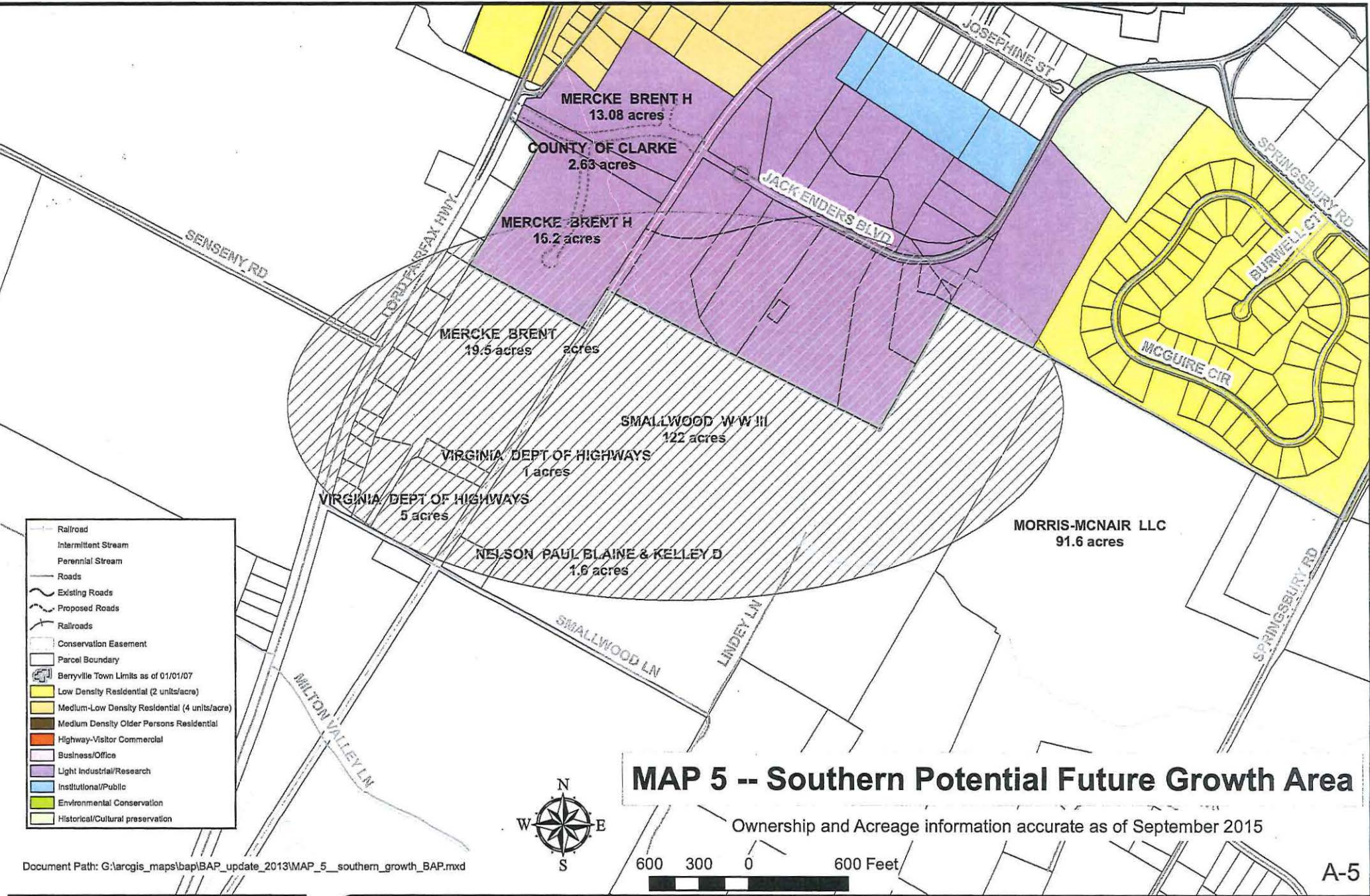


At:\pcc\data\hsh\premap\ra\_cmp

-  Berryville Corporate Area
-  Existing Network
-  Proposed Network Addition

- 7610 1990 Traffic Volume
- 16740 Projected Volume at Full Buildout, Without Proposed Additions
- 16650 Projected Volume at Full Buildout, With Proposed Additions





Document Path: G:\arcgis\_maps\bap\BAP\_update\_2013\MAP\_5\_southern\_growth\_BAP.mxd

# MAP 5 -- Southern Potential Future Growth Area

Ownership and Acreage information accurate as of September 2015

A-5



# REVISED DRAFT SCOPE – TRANSPORTATION STUDY

## Background

The Town of Berryville and Clarke County have long planned the development of a collector road on the southeastern quadrant of the Berryville Area to connect US 340 with East Main Street/VA Route 7. The Clarke County Business Park, which was developed by the County and its IDA in the 1990s and 2000s, was originally designed with plans to establish this connectivity as properties in the quadrant developed. One of the biggest impediments (aside from funding) has been determining how to get Norfolk Southern to authorize a new at-grade rail crossing to complete the connectivity. Over the years, Norfolk Southern has required one or more existing crossings to be closed in order to authorize the creation of a new crossover to serve the southeastern collector road. It is critical to determine Norfolk Southern's requirements for approval of a new or improved at-grade crossover including required closures of or improvements to other existing crossovers.

The Town and County recently began looking at an alternative approach that would involve the creation of a new annexation area in this vicinity that could potentially allow an existing crossover to be used (likely with upgrades) in conjunction with new development. While it may provide a more feasible approach, there are concerns with how a true southeastern collector would function if constructed including potential capacity and safety issues with existing intersections and roads if traffic patterns result in the new collector road acting as a true bypass of downtown Berryville.

The Town and County's joint comprehensive plan for development of designated annexation areas – the Berryville Area Plan – provides guidance for the form and scale of future development in the Study Area. Land use and build-out assumptions for this project will be applied from the Berryville Area Plan.

## Summary of Key Issues to Be Evaluated

1. Determine Norfolk Southern's requirements to authorize a new or improved at-grade rail crossing for this project including required closures of existing public or private road crossings along with the scope and cost of building or improving the rail crossing for this project. The consultant should have demonstrated experience working with Norfolk Southern and be capable of providing strategies and recommendations to the governing bodies.
2. Determine the traffic impacts of the proposed project concepts on the existing road network as described below.
3. Determine the traffic impacts of the proposed project concepts on traffic patterns in Downtown Berryville.

## Study Area

The following is a list of concepts for connecting Jack Enders Boulevard to US 340 that will need to be evaluated in this study. The proposed road design of Jack Enders Boulevard including profile, right-of-way widths, and bike/pedestrian features will be provided by the Town.

## REVISED DRAFT SCOPE – TRANSPORTATION STUDY

- Concept A – Extend Jack Enders Boulevard from current terminus west across Norfolk Southern Railroad with new at-grade crossing to connection point near the intersection of South Church Street and US 340.
- Concept B – Extend Jack Enders Boulevard at a point approximately 800 feet northeast of End State Maintenance line south/southeast to a general intersecting point with Smallwood Lane then west to US 340 – through the area identified in the Berryville Area Plan as the “Southern Potential Future Growth Area.” This concept would require significant improvements to Smallwood Lane (public road, gravel surface) and to its existing at-grade crossing of the Norfolk Southern Railroad. Under this Concept B, development of the Southern Potential Future Growth Area should be presumed as described in the Berryville Area Plan.
- Concept C -- Extend Jack Enders Boulevard to US 340 as described in Concept A and extend a new road into the Southern Potential Future Growth Area with no new connection to Smallwood Lane or to US 340. Under this Concept C, development of the Southern Potential Future Growth Area should be presumed as described in the Berryville Area Plan.
- Concept D – Extend a new road into the Southern Potential Future Growth Area with no extension of this new road or Jack Enders Boulevard to US 340. Under this Concept D, development of the Southern Potential Future Growth Area should be presumed as described in the Berryville Area Plan.

The corridors to be examined are the same for both conceptual connections to US 340:

- US 340 from Smallwood Lane north to its intersection with Harry Byrd Hwy (VA Route 7). Key public road intersections to study include at a minimum:
  - Smallwood Lane
  - Senseny Road (Rt. 657)
  - South Church Street
  - Hermitage Boulevard
  - Main Street (VA Route 7)
- Intersection of East Main Street and Harry Byrd Hwy to terminus of Jack Enders Boulevard. Key public road intersections to study include at a minimum:
  - East Main Street and Jack Enders Boulevard, including need for signalization
  - East Main Street and Norfolk Southern Railroad Crossing
  - East Main Street and First Street (Rt. 615)
  - Jack Enders Boulevard and Springsbury Road (Rt. 613)
- South Church Street from its intersection with US 340 to its intersection with East Main Street.



# REVISED DRAFT SCOPE – TRANSPORTATION STUDY

## Goals

The goals of the transportation study are as follows:

- Identify the feasibility and cost of each Concept including total costs of developing a new at-grade rail crossing (Concepts A and C) or improving an existing at-grade rail crossing (Concept B).
- Determine any required improvements along the corridor to maintain acceptable levels of service including but not limited to the need for new signalized intersections, turn lanes, crosswalks, and drainage improvements.
- Project how implementation of each Concept will impact traffic patterns along all corridors to be examined. This would help to determine the amount and nature of current traffic that would use Jack Enders Boulevard as a bypass to avoid downtown Berryville.

## Scope of Work

The selected consultant shall be responsible for the following items:

- Model potential traffic patterns and impacts of a new southeastern collector with projected future land use information (including the Berryville Area Plan) and potential routes provided by the Town and County.
- Identify current and future levels of service along affected road segments with and without the presence of a southeastern collector. This analysis should also model and provide recommendations on required improvements, potential phasing of the project and development, and how to avoid interim functionality problems.
- Provide planning level cost estimates for multiple development scenarios and analyze the feasibility of obtaining funding for some or all of the project costs (Smart Scale, industrial access grants, etc.).
- Provide expertise in dealing with Norfolk Southern to gain approval of a rail crossing and negotiate improvements. This includes identifying potential closures of existing crossovers and evaluating traffic impacts of such closures.

## Town to Provide:

- 50% of the study cost
- Act as fiscal agent for project
- Staffing for joint project oversight with County, with the Town Planner serving as project manager
- Information on Town infrastructure along the study corridors

## County to Provide:

- 50% of the study cost
- Staffing for joint project oversight with the Town
- Mapping data from the County GIS

## **REVISED DRAFT SCOPE – TRANSPORTATION STUDY**

- Project map to show the study corridors, key intersections, and development concepts

**Motion**

I move that the \_\_\_\_\_ hereby authorize its staff to finalize a scope for a transportation study for the southeastern quadrant of the Berryville Area and engage the services of a transportation consultant to completed the study in conjunction with \_\_\_\_\_; provided that the consultant is chosen from firms previously procured by the Northern Shenandoah Valley Planning District Commission and out of pocket costs associated with the study not exceed \$50,000 with each jurisdiction being responsible for no more than 1/2 of project expense.

Motion:

Second:

Vote:

Aye

Nay

ATTEST: \_\_\_\_\_