2015 Berryville Area Plan

Version 3
BADA Final Draft for Public Hearing
January 20, 2016

ACKNOWLEDGEMENTS

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Chapter I

Introduction

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A. Overview

The Berryville Area Plan (the "Plan") was adopted in 1992 by Clarke County and the Town of Berryville to serve as a joint land use plan for the Berryville Annexation Area – undeveloped County lands adjacent to the Town limits that were designated for addition to the Town in accordance with the 1988 Town-County Annexation Agreement. The 1988 Annexation Agreement created two separate annexation areas – A and B. The Berryville Area Plan applies only to properties located in Annexation Area B. For the purposes of this document, the "Annexation Area" references only Annexation Area B.

The Plan is jointly administered by the Town and County via the Berryville Area Development Authority (BADA) with technical support provided by the Town and County planning staffs. The BADA was formed in 1990 and serves as a joint planning commission with review authority over development proposals within the Annexation Area. A more detailed description of the annexation area agreement, the formation of the BADA, and development of the Plan is included in Subsection F below.

This Plan should be used as the primary guidance document for land use decision-making within the Berryville Annexation Area as it was developed in coordination with the Town and County comprehensive plans. The Plan identifies five Goals that summarize the Plan's intent, and also includes land use Objectives and Policies for implementing the Goals across eight subject areas -- Environment, Transportation, Housing, Land Use, Public Facilities, Economic Development, Urban Design, and Implementation (Chapter III). These Objectives and Policies should be used to evaluate new development proposals, make decisions on public infrastructure siting and improvements, and assist in long-range planning and growth management projects.

The Plan also divides the Annexation Area into a series of Sub-Areas, or groups of parcels or portions of parcels that have similar development characteristics. These Sub-Areas are described in detail in Chapter II and were created following an extensive evaluation of historical, environmental, and geological characteristics of each Sub-Area. Based upon these characteristics, recommended use types were assigned to the Sub-Areas with residential or commercial densities based upon the net developable portion of the parcels in the Sub-Areas. These densities are captured in a future land use table depicting the maximum number of dwelling units recommended for each Sub-Area recommended for residential use, and the maximum floor area per gross leasable area for each Sub-Area recommended for business use. Chapter II also contains a map depicting the location of each Sub-Area.

Similar to comprehensive plans, the Berryville Area Plan serves as a guidance document for land use decision-making – the actual rules and regulations for development are found in the zoning and subdivision ordinances for the Town and County. The Plan has been amended several times since its adoption in 1992 and this current update represents the first "cover-to-cover" evaluation and re-write of the Plan. Chapter IV discusses implementation of the Plan's recommendations and also includes a detailed section on reviewing and updating the Plan. Generally speaking, the Plan should be evaluated for potential amendment on a regular basis following the review and update of the Town and County comprehensive plans. Any update of this Plan should be through a careful and deliberate process and any "piecemeal" Plan

amendments offered in response to a specific development request or land use decision are discouraged.

B. Land Use Philosophy of Clarke County and the Town of Berryville

Clarke County and the Town of Berryville share a symbiotic relationship regarding land use and growth management. For decades, the County has strived to implement its vision of protecting its natural and historic resources, agricultural properties, and scenic beauty by limiting urban and suburban-style development to designated growth areas including the Town of Berryville. The Town has also sought to maintain vibrancy as the primary growth area for residential, commercial, and industrial uses through thoughtful planning and timely development of public infrastructure. This relationship is captured in the goals and policies of the Town and County comprehensive plans and in the Berryville Area Plan.

The County implemented its "sliding-scale zoning" land use system in 1980 in an effort to focus development in designated growth areas while preserving agricultural and open space lands in large tracts to mitigate "parcelization" in rural areas that can lead to suburban sprawl. Sliding-scale zoning limits the total number of parcels that may be created, limits the size of new parcels, and keeps residual parcels as large as possible. Under this system, a fixed number of dwelling unit rights (DURs) was allocated in 1980 for parcels of land in the County zoned Agricultural-Open Space-Conservation (AOC) and Forestal-Open Space-Conservation (FOC). The number of DURs were allocated on a "sliding-scale" that provided for fewer DURs per acre for larger parcels. The number of DURs cannot be increased unless parcels are rezoned (which is strongly discouraged), but the total number of available DURs decrease as landowners build houses or place their property under permanent open-space easement and retire DURs.

Hand in hand with this tool is designating growth areas – including the Town of Berryville – as the only areas of the County appropriate for more suburban scale residential development due to the proximity of water and sewer infrastructure. These are the only areas where rezoning to a higher residential density may be considered. To ensure successful implementation of the Town and County's shared land use philosophy, the Berryville Town Council and Clarke County Board of Supervisors adopted the Berryville Area Plan (BAP) in April 1992 to guide land use decision-making in the areas designated to be annexed.

C. Demographic Summary

For the past several decades, the County and Town have faced growth and development pressures primarily from Northern Virginia but also from the City of Winchester and Frederick County. Loudoun County to the east increased in population from 37,150 in 1970 to 312,311 in 2010 with a growth rate well in excess of 50% each decade during the period. Similarly, Frederick County and the City of Winchester to the west have grown from 48,322 in 1970 to 104,508 in 2010 with growth rates in excess of 20% for all except one decade during the period. Growth in these jurisdictions, along with Warren County to the south and Jefferson County, WV to the north, is mostly attributable to the explosive growth experienced in Northern Virginia. Potential residents continue to look for more affordable homes away from the density and traffic of the urban core and to seek a high quality rural lifestyle. Clarke

County lies directly in the path of this growth due to its proximity to major commuter routes (US 50/17 and VA Route 7) that convey traffic to and from the major employment centers to the east.

Selected demographic information on population, business, and employment is provided in the subsections below. More detailed demographic information may be found in the 2013 Clarke County Comprehensive Plan.

1. Current and Projected Population

By adhering to its land use and growth management philosophy during this period, the County has been able to avoid unplanned impacts from these growth pressures. According to the 2010 Census, Clarke County's population increased from 12,652 in the 2000 Census to 14,034 – an increase of 10.9%. This increase is greater than the 4.5% increase from 1990-2000 and can be attributed to the housing "boom" experienced from 2001-2005. Despite this increased growth rate, Clarke still grew at a slower rate than any surrounding jurisdictions (ranging from Warren County's 19% rate to Loudoun County's 84.1% rate), and below the Commonwealth of Virginia's growth rate of 13%. The County also grew at a slower rate than the 14,205 projection made in 2005 by the Weldon-Cooper Center.

TABLE 1 – Population and Growth Rates, 1970-2010

Jurisdiction	1970	1980	1990	2000	2010
Clarke Co.	8,102 *(2.0%)*	9,965 *(23.0%)*	12,101 *(21.4%)*	12,652 *(4.5%)*	14,034 *(10.9%)*
Loudoun Co.	37,150 *(51.3%)*	57,427 *(54.6%)*	86,129 *(50.0%)*	169,599 *(96.9%)*	312,311 *(84.1%)*
Frederick Co./ Winchester	48,322 *(30.4%)*	54,367 *(12.5%)*	67,686 *(24.5%)*	82,794 *(22.3%)*	104,508 *(26.2%)*
Warren Co.	15,301 *(4.4%)*	21,200 *(38.6%)*	26,142 *(23.3%)*	31,584 *(20.8%)*	37,575 *(19.0%)*
Fauquier Co.	26,375 *(10.0%)*	35,889 *(36.1%)*	48,860 *(36.1%)*	55,139 *(12.9%)*	65,203 *(18.3%)*
Fairfax Co.	454,275 *(65.2%)*	598,901 *(31.8%)*	818,584 *(36.7%)*	969,749 *(18.4%)*	1,081,726 *(11.5%)*
Berkeley Co., WV	36,356 *(7.6%)*	46,775 *(28.7%)*	59,253 *(26.7%)*	75,905 *(28.1%)*	104,169 *(37.2%)*
Jefferson Co., WV	21,280 *(14.0%)*	30,302 *(42.4%)*	35,926 *(18.6%)*	42,190 *(17.4%)*	53,498 *(26.8%)*

Source – US Census 2010.

Note: The U.S. Census does not make projections. The University of Virginia's Weldon-Cooper Center, through a contractual arrangement with the Virginia Employment Commission (VEC), establishes the official population projections for the state. The VEC projected population for Clarke in 2020 is 15,025, a 7.1 percent increase from

2010. It should be noted that population projections are based on local and regional growth trends. A locality's growth control measures and approach to land use is not included as a factor in making the projections.

Clarke County's neighboring counties continued to experience significant growth. As a point of reference, the Code of Virginia establishes a decadal growth rate of 10% or more as "high growth." Loudoun's growth of almost 100% in the 1990s was nearly repeated with an 84.1% rate from 2000-2010, but is projected to slow to 27.2% through 2020. Fauquier's growth rate increased from 13% in the 1990s to 18% in the 2000s and is expected to increase by 13.7% in the current decade. The combined population of Frederick and Winchester grew by 22% in the 1990s, and increased by 26.2% in the past decade. The 21% Warren County growth rate in the 1990s slowed slightly to 19%. The 17% rate of growth in Jefferson County in the 1990s increased to 26.8%. Similarly, the 28% Berkeley County growth rate also increased to 37.2%. Jefferson and Berkeley Counties are projected to continue growing at rates of 17.2% and 23.4% respectively over the current decade.

TABLE 2 – Population Projections

Jurisdiction	2010*	2020**	2030**	2040**	Growth % 2030-2040
Clarke	14,034	15,025	15,871	16,631	15.6%
Loudoun	312,311	397,272	482,234	567,195	44.9%
Frederick	78,305	97,192	119,419	145,938	46.3%
City of Winchester	26,203	27,967	29,449	30,781	14.9%
Warren	37,575	41,856	45,818	49,709	24.4%
Fauquier	65,203	74,118	83,312	93,028	29.9%
Fairfax	1,081,726	1,182,609	1,271,995	1,350,245	19.9%
Berkeley Co., WV	104,169	128,550***	155,566***	n/a	n/a
Jefferson Co., WV	53,498	62,691***	71,208***	n/a	n/a

Sources:
* US Census (2010 population)
** University of Virginia's Weldon-Cooper Center (VA projections)
*** West Virginia University's Bureau of Business and Economic Research (WV projections)

Below is a table listing the decennial population numbers for the Town of Berryville since 1970. The Town experienced a growth rate of 26% from 1990-2010 with a significant portion of this growth occurring during the housing "boom" from 2001-2005. Population projections for the Town are not provided by the Weldon-Cooper Center or other demographic resources.

TABLE 3 – Berryville Population and Growth Rates

	1970	1980	1990	2000	2010
Population	1,569	1,752	3,097	2,963	4,185
Growth Rate	-4.6%	11.7%	76.8%	-4.33%	29.2%

Source:
* US Census (2010 population)

2. Business and Employment Information

In addition to serving as the primary location for urban-scale residential development, the Town of Berryville also serves as the primary location for business, retail, and industry. The Town is home to half of the top 20 employers and nine of the top 10 private sector employers in the County:

- Berryville Graphics
- GGNSC Berryville, LLC
- Bank of Clarke County
- Food Lion
- Dutch Haven Adult Home
- Greenfield Assisted Living
- American Woodmark Corporation
- Caldwell & Santmyer
- Cochrans Lumber & Millwork

Source: Virginia Employment Commission Community Profile, June 2014

Properties in the Annexation Area designated for future business development are designed to complement rather than compete with the Town's Main Street retail uses. To date, the majority of business growth in the Annexation Area has occurred in the Clarke County Business Park located on Jack Enders Boulevard on the southern end of Town. The approximately 70-acre Business Park was annexed by the Town and is served by public water and sewer. The Park contains several light industrial/manufacturing businesses and as of 2014 was approaching maximum build-out. Adjacent properties to the east and west of the Park in private ownership are also designated for light industrial uses and could develop in similar fashion in the future. As provided on the Berryville Area Plan Proposed Road Network, Jack Enders Boulevard constitutes the Southeast Collector. Accordingly, Jack Enders Boulevard will extend from its current terminus to South Buckmarsh Street thereby completing the connection between Main and Buckmarsh Streets (U.S. Route 340). Jack Enders Boulevard will cross the Norfolk and Southern rail line by means of an at-grade crossing. It is expected that the intersection of Buckmarsh Street (U.S. Route 340) and Jack Enders Boulevard will be located in close proximity to the existing intersection of Buckmarsh Street (U.S. Route 340) and South Church Street, thereby requiring the construction of a cul-de-sac at the terminus of South Church Street.

Business growth has also occurred on the southwestern quadrant of the U.S. 340/Virginia Route 7 intersection on the northern end of Town. This area, bordered by Mosby Boulevard to the south, includes a Food Lion grocery store and Bank of Clarke County office. There is available land at this location for future development of retail and office uses and is currently under consideration as a potential location for a new hotel.

Additional employment data for the Town and County may be found in the 2013 Clarke County Comprehensive Plan and in the Virginia Employment Commission (VEC) Community Profile for Clarke County.

D. Current Inventory of Public Facilities

The Town of Berryville is ideally suited to provide urban levels of service as the County's primary designated growth area for residential and business uses. Public water and sewer is currently provided by the Town to parcels within its limits, and the Annexation Area agreement ensures provision of water and sewer for new developments brought into the Town limits. The Town is home to all but one of the public schools and is adjacent to the County Parks & Recreation facility. Berryville is also centrally located from a transportation perspective, bisected by Virginia Route 7 and U.S. 340 and within 15 minutes of I-81 in Frederick County. Rail access is available via the Norfolk Southern rail line that passes through the center of Town.

1. Water and Sewer

The Town of Berryville provides public water and sewer services for Town residents and businesses. Water is obtained via the Shenandoah River and is treated at the Town's facility in the County outside of Town limits. The Town also maintains three storage facilities. Sewage is treated by the Town at a treatment facility that is also located in the County outside of Town limits.

Future extension of public water and sewer service is governed by a Water and Sewer Extension Agreement that was adopted by the Town and County on March 29, 2000. The Agreement states that the Town has the right to extend water and sewer lines into the Annexation Area but not beyond the Town limits without the County's consent. This Agreement helps to ensure that future growth and available water and sewer capacity is contained within the Annexation Area and that unplanned growth and development does not occur in the County.

As of July 2014, the Town produces an approximate average of 400,000 gallons per day of water to serve all current customers. The Town's water system is capable of producing a maximum of 730,000 gallons per day, and could produce up to 864,000 gallons per day with the addition of a booster pump.

The Town's projected sewer flow capacity is depicted in Table 3 below. Projected flow for the Annexation Area is based on the Berryville Area Plan's future land use projections assuming

maximum build-out of the most intensive uses. Projected flow for the in-town areas (areas of Town not located within the Annexation Area) is based upon current zoning. Projections also presume an annual 2.12% school growth rate.

TABLE 4 – Sewer flow capacity projections in gallons per day (gpd)

Area	**Subtotal Projected Flow**	**20% Flow Contingency**	**Total Projected Flow**	
Annexation Area	606,607 gpd	121,321 gpd	727,928 gpd	
In-Town	201,988 gpd	40,398 gpd	242,385 gpd	
			Total:	970,314 gpd
			Current Avg Flow:	300,000 gpd
			Total Future & Existing:	1,270,314 gpd

Source: Town of Berryville Study, March 2011

2. Transportation Network

a. Public Road System

The Town of Berryville is served by two primary highways. Harry Byrd Highway (Route 7), a state primary highway, is the main east-west corridor conveying traffic between the Winchester area and Loudoun County. Lord Fairfax Highway/Buckmarsh Street (U.S. 340), a Federal primary highway, is the main north-south corridor conveying traffic between Warren County and the West Virginia state line. A third primary highway – West Main Street/East Main Street (Business Route 7) – serves as an alternate business route to Route 7.

In 2012, the Town of Berryville assumed the responsibility of maintaining the secondary street network within the Town limits. There are a total of 10.32 miles of secondary roads and an additional 0.8 miles of public streets that maintained by the Town.

(1) Proposed Street Network

The Town of Berryville Comprehensive Plan and the original Berryville Area Plan proposed a series of collector streets to more efficiently convey traffic through the Town and annexation areas.

In the northwestern portion of Town, Mosby Boulevard was planned to convey traffic as an alternative route from the north end of Buckmarsh Street (U.S. 340) to West Main Street (Business Route 7) on the west end of Town. The development of Battlefield Estates and related uses along with the construction of the new Clarke County High School helped to

facilitate completion of this collector road, which now connects Mosby Boulevard and West Main Street via the County's first traffic circle constructed in 2012.

A southwest collector road was also identified in the original Berryville Area Plan that would connect West Main Street with the south end of Buckmarsh Street. This collector road was ultimately constructed as Hermitage Boulevard with the development of The Hermitage residential subdivision.

The following collector and connector streets remain undeveloped and are reliant upon future development in the pertinent annexation areas to ensure their completion. Project numbers listed for the following projects, as well as the Priority Transportation Improvement Projects in Subsection 2 below, are referenced in Map #6 located in the Appendix on Page A-6.

- **Southeast collector (Project #4).** A collector road is proposed to connect the east end of East Main Street (Business Route 7) with the south end of Buckmarsh Street at the Town limits. A substantial portion of this collector road has been constructed with the extension of Jack Enders Boulevard into the County Business Park.

- **Fairfax Street extension (Project #5).** An extension of West Fairfax Street to connect with East Fairfax Street is proposed that would establish direct access from Buckmarsh Street to First Street. While this extension is located outside of the Annexation Area, the improved connectivity would benefit the nearby Sub-Areas.

(2) Priority Transportation Improvement Projects

The following future improvement projects are identified within or directly impacting Sub-Areas in the Annexation Area. These projects are also included in the County's 2013 Transportation Component Plan and are included in the County's list of priority improvement projects as of 2014. The County provides this list of priority projects to the Commonwealth Transportation Board (CTB) on an annual basis in order to obtain funding.

- **Project #1 -- Route 7 Business (West Main Street) from Route 7 (Harry Byrd Highway) to Hermitage Boulevard in the Town of Berryville (approximately 1.2 miles of primary highway).**

  Planning Cost Estimate: $3,800,000

  Assessed Need/Description:
  This section of Route 7 Business serves five public school buildings, the County's Parks and Recreation Facility, and the Ruritan Fairgrounds in addition to serving as the main western route into the Town of Berryville. The original project concept was to upgrade the current two-lane section to three lanes with turn lanes, drainage, and safety improvements at major intersections, and sidewalks and bike lanes/trails should be added to facilitate pedestrian and bicycle traffic. With the recent construction of the new Clarke County High School and extension of Mosby Boulevard to West Main Street, a roundabout has been added at this new intersection and new sidewalks added

along the north side of West Main Street in addition to other improvements. Additionally, the Mosby Boulevard extension now provides a new route for traffic between the west end of town and the north end of town at U.S. 340.

Recommendation:
Project – Safety/capacity improvements, drainage improvements, and addition of bicycle/pedestrian facilities including school crosswalks to state primary route. Reconstruct the segment of West Main Street from Route 7 to the roundabout at Mosby Boulevard to a three-lane section with sidewalk on the north side, along with safety and drainage improvements on the remaining section from the roundabout to Hermitage Boulevard.

- **Project #2 -- Route 7 Business (East Main Street) from Route 7 (Harry Byrd Highway) to Norfolk Southern Railroad crossing (approximately 0.94 miles of primary highway).**

  Cost Estimate: $7,700,000

  Assessed Need/Description:
  The roadway serves as a major route for truck traffic to several industrial businesses on the east side of Town including the County's industrial park and a major (800 employees) publishing company. The current two-lane section should be upgraded to three lanes with turn lanes, sidewalks, drainage, and safety improvements at major intersections. The project area is located predominantly within the Town of Berryville.

  Recommendation:
  Project – Safety/capacity improvements, drainage improvements, and addition of bicycle/pedestriam facilities to state primary route. Reconstruct East Main Street with a three-lane section where feasible along with utility relocations, drainage improvements, and new sidewalk construction.

- **Project #3 -- Park and Ride Lot, Route 7 (Harry Byrd Highway) near intersection of Route 7 Business one mile west of Berryville.**

  Cost Estimate: $2,500,000 for 250 space facility.

  Assessed Need/Description:
  Route 7 is a major east-west commuter route between the Winchester area and employment centers in the Washington metropolitan area. Commuter traffic has increased more than 50% along this route since 2001 and will continue to increase with new residential growth in Winchester, Frederick County, and surrounding jurisdictions. Alternatives to single-occupancy vehicle commuters must be developed to avoid increasing the capacity of Route 7 and a park and ride lot at this location would help with this effort.

Recommendation:
Project – Addition of a new commuter facility. The facility should be designed similar to the park and ride facility at Waterloo on U.S. 50 with a higher capacity to support the greater traffic demand along with accommodations for commuter buses and vans. The location on the west side of Berryville would help maximize convenience for Town and County residents who choose to commute.

b. Bicycle and Pedestrian System

Provision of alternatives to vehicular transportation is important to the growth and vitality of urbanized areas. Communities that are walkable and that provide bicycling facilities provide benefits to their citizens by having a healthier and more active population, reduced transportation costs to citizens, improved air quality, and increased traffic to local businesses. Recent housing trends also point towards increased demand for urban-style communities where residents can live, work, and shop without reliance on motor vehicles – in particular among emerging young professionals who add energy and vibrancy to communities.

One of the stated Goals of the 2013 County Comprehensive Plan supports the provision of bicycle and pedestrian facilities in growth areas such as the Town of Berryville:

"2. Enhance town, village, and commercial areas through context-sensitive design and walkability elements to improve the quality of life for all residents."

Objective 9 (Designated Growth Areas for Development) of the County Comprehensive Plan also contains a policy that supports this goal:

"2(a). Provide a mixture of complementary land uses and consider innovative techniques such as form-based codes that create walkable, pedestrian-friendly street networks and greater flexibility of uses."

"2(c). Create walkable neighborhoods."

The 2005 Town of Berryville Comprehensive Plan provides significant support for pedestrian and bicycle accommodations. The Plan notes the following:

"The walkability of a community directly effects the health of its residents. Although many streets do not have sidewalks, efforts have been made through zoning and subdivision regulations to construct sidewalks with all new residential development. Commercial development and redevelopment are also required to either build sidewalks or, if future plans dictate, bond the improvements for later discussion." (p. 7-10)

The Town further supports development of pedestrian and bike facilities through Walk/Bike to School programs and attempts to obtain State and Federal funding for improvements via Virginia Department of Transportation (VDOT) revenue sharing and transportation enhancement grants.

The Berryville Area Plan also echoes the Town and County Comprehensive Plans by recommending provision of a "uniform integrated approach for pedestrian movement, addressing walkways and bikeways." The Plan also includes a policy recommending provision of bike lanes and sidewalks.

The Town of Berryville has an extensive sidewalk network both in the Town core and in the annexation Sub-Areas. The Town has also codified these planning recommendations by including a requirement in the Subdivision Ordinance for new developments to provide sidewalks as part of their overall development plan. The County and Town also worked in cooperation with the Northern Shenandoah Valley Regional Commission to develop the first Town-County Bicycle and Pedestrian Plan. This document will assist with future planning of bike and pedestrian strategies and resources.

c. Commuter Facilities

There are no formal commuter facilities in the Town of Berryville, however both the Town and County have identified a need to establish a park-and-ride commuter lot along the Route 7 corridor (see project detail above). Modeled after the Waterloo commuter lot, this facility would provide a centralized location for ridesharing and commuter van usage and would help to reduce the number of single-occupant vehicles contributing to traffic on Route 7.

3. Schools

Clarke County Public Schools operates all but one of its schools within the Town of Berryville or in close proximity to the town limits. These include D.G. Cooley Elementary School Upper and Lower Campus, Johnson-Williams Middle School, and Clarke County High School. The former Primary School building will be retained for future use, yet to be determined.

4. Recreation

The Clarke County Parks and Recreation Department manages the 102 acre Chet Hobert Park, which houses an outdoor swimming pool, lighted outdoor tennis courts, ball fields, soccer fields, a Recreation Center, picnic shelters, playgrounds and a fitness trail. Clarke County Public Schools also have a number of active recreation facilities including a football/soccer stadium, baseball/softball fields, track, playgrounds, and indoor/outdoor basketball (limited access).

The Town of Berryville owns and maintains the three-acre Rose Hill Park in the heart of downtown Berryville. Rose Hill Park provides a great place for families to relax and enjoy a peaceful outing. Park facilities include a playground designed for our younger citizens, basketball courts, and a gazebo. There are also several small private neighborhood playgrounds in Town.

E. Challenges and Limitations

1. Karst

The most significant geological feature in the County is karst. Karst, consisting primarily of limestone, is characterized by large underground drainage systems, sinking streams, sinkholes, and caves due to the solubility of the limestone. The resultant hollow underground geology makes groundwater supplies very susceptible to pollution from surface and subsurface point and nonpoint sources. Groundwater pollutants are able to travel significant distances and can impact multiple aquifers due to the drainage networks that typically exist in karst. Surface pollutants are able to penetrate through to these same aquifers via sinking streams and sinkholes, making stormwater runoff a critical feature to manage. Approximately 90% of the County's land area west of the Shenandoah River contains karst.

Groundwater aquifers in the eastern United States are continuously replenished or recharged by precipitation. Recharge rate affects groundwater quality and quantity. Only a fraction of all precipitation, however, reaches the deep aquifers used for drinking water, because most of it runs off and flows into streams, is absorbed by plants, or evaporates.

Aquifer recharge is much more rapid in areas with karst topography. The limestone and dolomite rock is highly fractured, allowing water to move quickly through to the aquifer. Moreover, carbonate rocks are usually water soluble, and fractures are eroded to form larger channels. Sinkholes and sinking streams indicate the rapid recharge ability of this area. In areas characterized by karst, pollution of groundwater is more likely because the open channels allow ground-level pollutants quick and easy access to the aquifer.

The County experienced a major example of groundwater contamination first-hand in 1981 when the Town of Berryville was forced to abandon its public well system due to contamination that could not be traced to a single source. The Town's water supply is now provided by a direct intake from the Shenandoah River and a water treatment facility. Instances of groundwater contamination have occurred in other parts of the County ranging from petrochemical contamination in the Pine Grove, White Post, and Shepherd's Mill Road areas to fecal coliform, nitrate, and pesticide contamination in various locations across the County.

Groundwater contamination poses a greater risk to properties outside of the Town limits and annexation areas due to the Town's provision of public water and prohibition on use of private wells for drinking water. However, it is important to ensure that new development within the annexation area does not adversely impact the County's groundwater resources. This Plan designates areas with particular environmental sensitivity as Environmental Conservation, and does not support any development in these areas. Both the Town and County land use ordinances also contain specific provisions to further protect groundwater including buffers, setbacks, and stormwater quality requirements. The Town and County will also pursue voluntary provision of site-specific mitigation measures by developers proposing new uses that could adversely impact the County's groundwater sources.

A greater challenge posed to developers by the County's geology is the presence of rock outcroppings, rock seams, and shallow bedrock areas in various locations throughout the

Annexation Area. Developers are encouraged to limit development or designate building envelopes away from such features.

2. Utility Capacity Limitations

As previously noted, the Town of Berryville provides public water and public sewer to properties within Town limits and to a handful of properties and public uses on adjacent parcels in the County. As of 2014, the Town has sufficient water and sewer capacity to serve all current customers as well as a significant amount of excess capacity to accommodate future uses (see Item D1 above).

Water and sewer capacity is currently provided on a first-come, first-serve basis and the Town does not reserve capacity on an administrative basis for specific use types (e.g., business, industrial) that may require services in the future. This is a common practice of localities in Virginia that operate smaller utility systems with limited access to expansion alternatives and limited funding to pursue such alternatives on their own. As new development occurs and water and sewer capacity is consumed, localities such as the Town of Berryville will look to partner with the development community to cover the cost of adding capacity to the water and sewer plants, building new plants, or acquiring new capacity.

An alternative approach that could be evaluated is to set aside a fixed amount of capacity specifically for business uses that may be high users of public water and/or sewer but that would provide significant positive economic impact to the Town and County. Such set asides would give the Town and County the flexibility to market a streamlined siting process to potential businesses without the concern of available capacity. Any evaluation of this approach should also include a re-examination of the build-out analysis of the current future land use designations and how capacity set-asides could impact development of other future uses.

F. Annexation Area Agreement

The foundation of the Berryville Area Plan and the joint approach to land use decision-making is the 1988 Town-County Annexation Area Agreement. This section provides background information on this Agreement including an overview of annexation law in the Commonwealth and a history of the Annexation Area Agreement and subsequent agreements that established this system.

1. Annexation Law in Virginia

Counties and towns are separate municipal entities under Virginia law and each has distinct powers and responsibilities. The Code of Virginia authorizes towns to annex adjacent county lands into the town's borders upon petition to the Circuit Court. To minimize the potential negative aspects of annexation, the Code of Virginia allows for a town and county to enter into an annexation agreement which defines the town's future annexation rights in exchange for the town renouncing its right to become a city. Annexation agreements are required to "provide for the regular and orderly growth of the town in conjunction with the county and for an equitable sharing of resources and liabilities."[1]

[1] Code of Virginia §15.2-3232.

2. History of the Agreement and Establishment of Annexation Areas

Given the Town of Berryville's and Clarke County's mutual interest in managing future growth and protecting the unique environmental, geological, and historic resources, both governing bodies signed an Agreement Defining Annexation Rights on December 29, 1988. This Agreement included the following points:

- Established County lands to be annexed as Annexation Areas A and B.
- Defined the circumstances by which land in Area B would be annexed.
- Agreed to develop a jointly-managed Town-County future land use plan by March 31, 1989.
- Agreed that the Town Subdivision Ordinance would govern land use changes and new development in Area B.
- Agreed that the County Zoning Ordinance would govern land use changes and new development in Area B until the land in question is annexed by the Town.
- The Town agreed to jointly authorize any land uses that were approved by the County.
- Agreed to joint review of land use applications between the Town and County Planning Commissions.
- The County agreed to Town review of all stormwater plans prior to County approval and provision of funding for stormwater drainage improvements in the Town.

3. Creation of the Berryville Area Plan; Plan adoption, historical updates, and review process

The Berryville Area Plan was originally adopted on April 12, 1992 by the Berryville Town Council and Clarke County Board of Supervisors. The Plan has been amended seven (7) times since its 1992 adoption, and the changes that were adopted with those amendments are summarized below:

- December 4, 1995 – Amend Sub-Areas 6 and 7 to allow "housing for older persons" in the areas designated for Business/Office and Highway & Visitor Commercial Uses. Amend County zoning district map to reflect re-zoning of Battlefield Estates Subdivision.
- February 18, 1997 – Amend the transportation policies for the southwest and southeast collector roads, and amend the land use policies for Sub-Areas 22, 23A, and 23B. Amend County zoning district map to reflect re-zoning of Tax Map Parcel #14-A-38.

- April 15, 1997 – Amend County zoning district map to reflect re-zoning of Tax Map Parcels #14-A-44, 43, 42 (part), and 42B.

- May 13, 1997 – Amend County zoning district map to reflect re-zoning of Tax Map Parcel #14-5-251B.

- May 15, 2001 – Amend Sub-Area 18 to change access policies, amend Sub-Area 19C to change land use designation from Low Density Residential to Light Industrial/Research, and amend Sub-Area 23 to change land use designation from Business/Office to Light Industrial/Research. Amend County zoning district map to reflect re-zoning of Tax Map Parcel #14-A-56 and Tax Map Parcels #14-A-38, 38A, and 38B.

- September 15, 2009 (BOS)/November 10, 2009 (TC) – Amend Chapter V to delete paragraphs in each Sub-Area section with the following first sentence: "Housing for the elderly is a land-use designation to be applied to the Sub-Areas 6 and 7."

- April 20, 2010 (BOS)/June 8, 2010 (TC) – Amend Chapter V to add 15 acres to Sub-Area 6A by taking 14 acres from Sub-Area 6 and 1 acre from Sub-Area 5, in order to expand the area in the Plan that is devoted to Older Person Residential uses.

The 2014 project to update the Berryville Area Plan is the first comprehensive revision of the Plan since its 1992 adoption. It is recommended that future reviews of the Town and County Comprehensive Plans include parallel reviews of the Berryville Area Plan in order to ensure consistency among the Plans. Any amendments to the Town or County Comprehensive Plans should be evaluated for impacts to the Berryville Area Plan. It is also recommended that, at a minimum, the Berryville Area Development Authority (BADA) should conduct an assessment of the Plan once every five years and provide a recommendation to the governing bodies regarding the Plan's status and any need to revise/update the Plan.

Review and amendment of the Berryville Area Plan is the responsibility of the BADA with technical support provided by Town and County planning staffs. Requests for review or Plan amendment may also be made by the Town and County planning commissions and governing bodies. Requests for review or Plan amendment may also be made by citizens or other private stakeholders however the BADA reserves the right to decline to advance such requests to the governing bodies for consideration.

As previously noted, any review of the Plan should be careful and deliberate. Impacts such as new developments approved since the previous Plan update, changes in public water/sewer capacity, or changes in capital needs of the Town and County should be included in any Plan evaluation. "Piecemeal" changes in response to specific land use applications are strongly discouraged.

4. Creation of Berryville Area Development Authority (BADA); responsibilities and review process

On March 27, 1990, a Resolution and Agreement was signed that created the Berryville Area Development Authority (BADA). The BADA was charged with administering the Town's Subdivision Ordinance and the County's site plan development standards for all land use proposals that occurred in Area B. The Agreement also established the membership composition of the BADA including initial terms of office. This Resolution and Agreement was amended in December 1992 to add new items to the BADA's administration responsibilities – management of the Town's site plan development standards, the Town's Historic District regulations, and the County's Historic Access Corridor Overlay District regulations for land use applications within Area B.

The reference charts below summarize the BADA review processes for specific types of land use applications and the location of the subject properties in the Town or County:

TABLE 5 -- Land Use Applications – County Land

Application	Review/Action By	Applicable Ordinance	Reference
Subdivision	BADA	Town Subdivision Ord.	Annex. Agreement ¶6(a); BADA Agreement ¶5
Site Plan	BADA[1]	County Zoning Ord.	BADA Agreement ¶5 and ¶6
Rezoning	BADA and Town PC recommend; BOS acts	County Zoning Ord.	Annex. Agreement ¶6(b) and County Zoning Ord §8-D-3
Special Use Permit	BADA and Town PC recommend; BOS acts	County Zoning Ord.	Annex. Agreement ¶6(b) and County Zoning Ord §5-B-2-d
Historic District	BADA (appeals to County BOS)	County Zoning Ord. (Historic Access Corridor Overlay District)	BADA Agreement ¶6 and County Zoning Ord §3-E-4-b

[1] The Town and County Zoning Ordinances each require site plans to be submitted with a special use permit (SUP) application, and each requires a site plan to be submitted with a SUP application to be acted upon by the governing body, as a separate approval. Therefore, under the existing BADA Agreement provisions, as to a site plan submitted with a SUP application, the BADA makes a recommendation on the site plan, the applicable Planning Commission makes a recommendation on the SUP, and the governing body acting on the SUP takes action on the site plan as a separate approval.

TABLE 6 -- Land Use Applications – Town Land

Application	Review/Action By	Applicable Ordinance	Reference
Subdivision	BADA	Town Subdivision Ord.	BADA Agreement ¶5
Site Plan	BADA[1]	Town Zoning Ord.	BADA Agreement ¶5
Rezoning	Town PC recommends; Town Council acts	Town Zoning Ord.	n/a
Special Use Permit	Town PC recommends; Town Council acts	Town Zoning Ord.	n/a
Historic District	BADA[2] (appeals to Town Council)	Town Zoning Ord. (Historic District)	BADA Agreement ¶5 and Town Zoning Ord §704.1

[1] The Town and County Zoning Ordinances each require site plans to be submitted with a special use permit (SUP) application, and each requires a site plan to be submitted with a SUP application to be acted upon by the governing body, as a separate approval. Therefore, under the existing BADA Agreement provisions, as to a site plan submitted with a SUP application, the BADA makes a recommendation on the site plan, the applicable Planning Commission makes a recommendation on the SUP, and the governing body acting on the SUP takes action on the site plan as a separate approval.

[2] Action by the BADA is limited to those properties for which no final certificate of occupancy has been granted. Otherwise, the matter goes to the Town Architectural Review Board.

The process for reviewing and amending the Berryville Area Plan involves review and recommendation of an amended plan by the BADA to both the Town Council and Board of Supervisors. Both governing bodies must take formal action on the amended plan for final approval. This process is referenced in ¶6(a) of the Annexation Agreement.

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Chapter II

Berryville Area Plan Sub-Areas

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A. CURRENT LAND USE CHARACTERISTICS AND DEVELOPING LAND USE PATTERNS

The Berryville Area's existing land use reflects a small town scale land development pattern, linear in fashion, coinciding with the crossroads of two major historic throughways, one connecting Winchester and Alexandria - Route 7, and the other providing a connection between Baltimore and Waynesboro - Route 340. The existing railroad, completed in 1880, has also had a significant influence in shaping the existing land use pattern of the Berryville Area. Minor commercial strips exist today along Route 7 Business in addition to the small downtown business district. Industrial uses are located along the railroad, which runs north/south through the Berryville Area.

The major attractiveness of the Berryville Area lies within the Town's central core. Its small town character, emphasized by its tightly knit urban village pattern, is enhanced by numerous historic buildings and sites, a picturesque ensemble of county court buildings, and a rich and varied turn-of-the-century Main Street. Scattered throughout the area are numerous commercial and residential uses.

Since the Berryville Area Plan's inception, the Town has served as the primary hub for the County's residential development. Most of the pre-1990s neighborhoods are located in close proximity to the Downtown Business District and consist of moderate-density single family residential homes along with a limited number of townhomes and apartments. Development patterns following the 1990s consisted of new traditional subdivisions along the Town's boundaries and in the Annexation Area. The Town's land use regulations helped to ensure that these new subdivisions provided efficient connectivity to the Town's existing public road and sidewalk networks. Demand for residential units in the Town can be attributed to the availability of public water and sewer, the County's philosophy of strongly discouraging residential development outside of the towns, and the high quality and convenience of small town living offered by the Town.

Berryville also has historically served as the County's commerce hub, situated at the intersection of two major highways (U.S. 340 and VA Route 7) and bisected by the Norfolk Southern rail line. With public water and sewer service and centrally-located Town and County government facilities, the Town is ideally suited to accommodate new, existing, and expanding commercial and light industrial uses. The Downtown Business District is the center of commerce with a variety of retail, dining, and service establishments that help make the Downtown a desired destination for County residents and visitors. The Town also supports light industrial and business uses along its East Main Street and First Street corridors. The Berryville Area Plan's Sub-Areas designated for business and light industrial uses are designed to complement rather than compete with the Downtown Business District and existing industrial areas.

Both enlightened self-interest and a growing body of law support the importance of encouraging a mix of housing opportunities and prices to serve all levels of household incomes. For this to become a reality in the future, the Town must continue a policy of providing reasonably priced urban services to the local housing industry.

Land Use Inventory

For purposes of analysis when the BAP was first developed, the Berryville area was separated into four smaller study areas:

- The Town of Berryville
- Annexation Area "A" (annexed by the Town of Berryville on 1 January 1989)
- Annexation Area "B" (located within the County of Clarke and the subject of this Plan)
- A residue area situated contiguous to, but outside these areas. Since this residue area was not incorporated into the original Berryville Area Plan, it is excluded from the 2015 Plan update.

Table 7 lists the gross acreages composing the original defined study areas. Table 8 presents a summary of the existing land uses in each Sub-Area by land use category. Table 9 represents an inventory of vacant land in the study area by zoning classification, employing the current County and Town zoning categories.

TABLE 7 -- EXISTING LAND USE STUDY AREAS

Study Area	Gross Acres
Town of Berryville (pre 1989)	493.2
Annexation Area "A"	350.0
Annexation Area "B"	836.7
Total	**1679.9**

TABLE 8 -- EXISTING LAND USE PLANNING AREA INVENTORY

Land Use Classification	Sub-Area(s)	Total Area (acres)
Business/Office	6	13.1
Environmental Conservation	12A & 13	51.1
Historical/Cultural Preservation	11, 16, & 19B	34
Highway-Visitor Commercial	7	23.1
Institutional/Public	1, 2, & 20	85.8
Low-Density Residential	3, 4, 9, 10, 15, 17, 18, 27A, & 27B	383.4
Light Industrial/Research	12B, 19A, 21, & 23	126.6
Medium Density Older Persons Residential	6A	19.2
Medium-Low Density Residential	5, 14, 22, 25, & 26	100.4

TABLE 9 – VACANT LAND BY ZONING CLASSIFICATION[1]

Areas Annexed by the Town

Zoning District	Sub-Area(s)	Total Area (acres)
Business (B)	6	8.35
Business Commercial (BC)	7	7.84
Business Park (BP)	14, 19A, & 23	44.48
Detached Residential-1 (DR-1)	22 & 27A	48.5
Detached Residential-2 (DR-2)	9	41.26
Institutional (ITL)	20	1.0
Older Persons Residential (OPR)	6A	10.97
	TOTAL:	**162.40**

Areas Remaining in the County

Zoning District	Sub-Area(s)	Total Area (acres)
Ag-Open-Space-Conservation (AOC)	15 & 17	64.0
Business (B)	6	4.6
Business Commercial (BC)	7	6.74
Business Park (BP)	12B & 14	14.05
Detached Residential-1 (DR-1)	15 & 27B	20.21
Open Space Residential (OSR)	13 & 15	33.99
	TOTAL:	**143.59**

[1] **Source -- Clarke County Geographic Information System (acreages are approximate).**

B. METHODOLOGY USED IN DEVELOPING THE FUTURE LAND USE DESIGNATIONS AND SUB-AREAS

For the purposes of the Area Plan and subsequent revisions to the implementing land use ordinances, a range of land use districts has been identified. Within each district, a base density has been established for the particular principal use. Densities for residential areas are expressed in terms of "dwelling units per net acre" while intensities for commercial and industrial uses are conveyed in terms of "floor area ratios" applied to net developable acres within the Sub-Areas.

Net Developable Acre Concept

In simplest terms, “net developable acre” refers to the balance of a parcel of land that is actually developable once roads, utility infrastructure (water, sewer, stormwater management), and critical environmental areas are removed. Critical environmental areas include features such as steep slopes, sinkholes, and floodplains. Utilizing the “net developable acre” provides a quantifiable approach to estimating the land carrying capacity of the Sub-Areas for the allocated uses.

The zoning districts for the Berryville Area employ the net developable area technique in establishing the minimum criteria for development, and thereby the land use yield for any given property use subject to a development proposal. The net developable area concept enables the planner and landowner to establish a truer estimate of a given property's development capacity. Specifically, the Berryville zoning districts do not allow the inclusion of the land area covered by 100 year floodplains, sinkholes, slopes greater than 25%, and half of the area of slopes between 15% and 25% into the land area calculations of individual lots or required open space/landscaping areas.

For example, in a zoning district with a minimum lot size of 20,000 square feet, if a portion of that lot falls within the 100 year flood plain that portion is not included in determining whether the lot meets the minimum lot size requirement. An area, such as a flood plain, with inherent usability limitations should not be included in determining whether a lot is large enough to provide what is determined to be the minimally sufficient amount of usable space. Similarly, areas with slopes greater than 25% that fall within required open space or landscape areas are not counted when determining whether that required area is large enough to meet zoning requirements.

Required open or landscaped areas shall be usable; including areas with inherent use limits does not provide truly usable areas. These critical environmental areas (floodplains, sinkholes, and steep slopes) may be included in any lot or required open space/landscaped area, but their land area cannot be counted toward the minimum area requirements for such lots or open space/landscaped areas. The exclusion of such critical environmental areas from the developable area of a property shall be determined prior to its development.

Land Use Designations

The Berryville Area Plan provides for eight separate land use designations within three major land use categories. The land use plan accommodates each of these within the context of the Berryville Area Plan's adopted goals and objectives, marketplace observations, demographic trends and growth management strategies.

Residential Districts

The Berryville Area accommodates a wide range of residential housing types and densities. Recognizing that future demands will likely continue for a similar range of diverse housing opportunities, the Area Plan's housing goals and objectives seek to encourage sensitively phased and appropriately scaled neighborhood locations for mixed housing types.

Three separate residential land use designations have been selected for the land use plan: **Low Density Residential, Medium-Low Density Residential, and Medium Density Residential for Older Persons**. Each residential land use designation is selected and defined based on its appropriateness for the future housing needs and desires of the Berryville Area. Densities for each of these land use designations were originally created to match the size and scale of development that is desired in the Town of Berryville. These densities are generally expressed in this Plan as dwelling units per net developable acre.

The residential densities recommended herein are presented in a range to provide maximum flexibility for the Board of Supervisors and Town Council to determine the most appropriate

density for any given development proposal. The higher density zoning districts are to be applied where land use proposals will be optimally accommodated by existing public infrastructure, or where developers may propose site design features to mitigate any possible level of service degradation to infrastructure (e.g., roads, stormwater management, or public water/sewer) that may be caused by the development at build-out. It should be incumbent upon developers to present zoning proposals, master planning, phasing concepts and public facilities programs which fully complement the adopted Area Plan and mitigate impacts on Town and County infrastructure.

The following table summarizes the three residential land use designations:

TABLE 10 – RESIDENTIAL LAND USE DESIGNATIONS AND DENSITIES

Residential	Net Density
Low Density Residential (single family detached)	1-2 Units per Net Developable Acre
Medium-low Density Residential (single family detached)	2-4 Units per Net Developable Acre
Medium Density Residential for Older Persons(single family detached, single family attached, and multi-family units)	(Exact density determined by site specific characteristics, with the total number of units in Annexation Area B not to exceed 300, not more than 120 shall be multi-family units)

The **Low Density Residential** designation is intended to provide a transition between the existing small town oriented development patterns within the Berryville Area and the surrounding area. Housing in this land use designation will be developed at a maximum density of two units per net developable acre. The Low Density Residential planning designation is implemented by zoning districts which incorporate a range of environmental design and land use performance standards, including opportunities for clustered development. Cluster development provisions allow for neighborhoods with smaller lot layouts when coupled with additional developed recreation features, special setback conditions, and expanded open spaces.

The Detached Residential-1 (DR-1) zoning district (1 dwelling unit per net acre) is to be applied to those locations within the Berryville Area that are planned for Low Density Residential uses. The Detached Residential-2 (DR-2) zoning district (2 dwelling units per net acre) is also an appropriate density applied to Low Density Sub-Areas, subject to the ability of the applicant to address the goals and objectives of the Berryville Area Plan.

The **Medium-Low Density Residential** designation was established to provide for single-family detached homes at higher densities in selected locations within the Berryville Area. The application of this residential designation is targeted for (1) planning Sub-Areas with excellent accessibility and proximity to public and private community facilities, and (2) undeveloped planning Sub-Areas which are contiguous to similarly sized, existing residential areas. The maximum residential density for the Medium-low Density Residential land use designation is four units per net developable acre.

The Detached Residential-2 (DR-2) zoning district is to be applied to those locations within the Berryville Area which are planned for Medium-low Density Residential uses. This residential zoning district permits conventional and clustered development. The clustering of residential lots is strongly encouraged in the Berryville Area Plan residential Sub-Areas. The Detached Residential-4 (DR-4) zoning designation (4 dwelling units per net acre) would be applied to subject sites based on development proposals that address the specific issues and needs raised in the Berryville Area Plan, that best mitigate negative impacts on surrounding properties and public infrastructure, and that provide open space with appropriate landscape design and viewshed protection.

The **Medium Density Residential** land use designation is designed for housing for Older Persons as single family detached, single family attached, and multi-family dwelling units. It is especially appropriate to provide for housing for older persons. With the aging of the Baby-boom generation, greater numbers of people will be seeking housing compatible with a retirement lifestyle and that meets the needs of seniors. Providing for such uses not only meets a need for the most rapidly growing segment of the population but also provides for households with the greatest amount of discretionary income. This high level of spendable income provides a greater opportunity for business and service activity. Older Person housing carries the additional benefit of not resulting in an increase in public school services, the single most costly local government service.

This planning designation is to be applied to select planning Sub-Areas with locational attributes conducive to older person residential development uses. This planning designation may replace the adopted land use designation of other Sub-Areas that also have the locational attributes conducive to Older Person Residential uses and if public service needs are not increased by establishment of such older person uses. Specifically, the burden is on the applicant to show that the number of Peak Hour Trips, the amount of sewage, the demand on water resources, and the demand on emergency services generated by the proposed older person residential uses will be no greater than that generated by the uses allowed by a property's adopted land use designation. To insure for a balance of housing types, a maximum of 300 dwellings for Older Persons are allowed in Annexation Area B, with not more than 120 of these dwellings being multi-family units.

An older person residential zoning district that incorporates design principles and performance standards, oriented to retirement age residents, will provide the implementation mechanism for this housing designation. The Older Person Residential (OPR) zoning district is to be applied to those locations within the Berryville Area planned, or subsequently designated, for Medium Density Residential for Older Person uses. Properties should be zoned OPR only if the applicant presents zoning proposals, master planning, phasing concepts, and public facilities programs which fully complement the adopted Area Plan.

The specific density for each site shall be determined by a plan showing the location of, and the relationship between, uses based on land use planning standards and urban design criteria. These standards and criteria shall provide for quality neighborhoods that are complementary to the existing community and that do not generate undue public service needs.

New Approaches to Facilitate Flexible Housing Options

In conjunction with the 2015 update of the Berryville Area Plan, policies were established to encourage and facilitate the development of a mix of housing types to serve the Town's future housing demands (see Chapter III, Housing). In particular, the future development of flexible housing types that would appeal to broad demographic of residents is desired that include elements such as:

- Single-story structures with accessible design elements desirable to residents of all ages and that enable residents to "age in place."
- Compact lots, shared walls, and zero-lot line designs to create low-maintenance property footprints.
- Amenities such as shared common areas, courtyards, sidewalks, trails, and open space to help create a sense of place for residents.
- Innovative street, parking, and stormwater management designs to cluster units together and maximize use of space.

Also undertaken as part of the 2015 Plan update was a study to determine the number of projected dwelling units throughout Annexation Area B that have gone unused as a result of residential development at lower densities or other projects. Town and County Planning Staffs identified a total of 195 unused dwelling unit rights in six residential Sub-Areas:

- Sub-Area 3 (Clarke County High School/Battlefield Estates South) – Total of 71 dwelling units not used as a result of constructing the new High School, recreation/open space, and stormwater management facilities.
- Sub-Area 4 (Battlefield Estates North) – Total of 18 dwelling units not used, partially due to the need for stormwater management areas.
- Sub-Area 18 (Berryville Glen) – Total of 45 dwelling units not used as a result of lower density development.
- Sub-Areas 24 and 25 (Southgate/Northern Portion and Southgate Residential Area) – Total of 6 dwelling units not used as a result of lower density development.
- Sub-Area 27A (Hermitage Residential Growth Area) – Total of 55 dwelling units not used as a result of lower density development and areas needed for stormwater management.

Reallocation of these unused dwelling units to other residential Sub-Areas may be used as an approach to encourage development of flexible housing types with the aforementioned attributes without exceeding the total residential capacity identified in the original Berryville Area Plan. As noted later in this Chapter, undeveloped residential Sub-Areas 9 (Northern Residential Growth Area) and 15 (Northeastern Residential Growth Area) are identified as potential candidates to receive reallocated dwelling units from other Sub-Areas.

The Town and County should also consider adoption of new or modification of existing land use regulations for Annexation Area B that will further help to facilitate innovative design of flexible housing types and communities, especially regulations that maximize the use of land while protecting areas of environmental, scenic, or historic significance.

Commercial/Economic Development

The Plan has been designed to accommodate three distinct commercial/economic development use classifications - Highway and Visitor Commercial, Business/Office, and Light Industrial/Research.

The Berryville Area's center of commerce is the downtown Berryville business district. The Area Plan's retail and business goals emphasize the community's desire and commitment for the existing downtown to serve as the principal location for new retail shopping and service opportunities. In keeping with this, it is an objective of this Plan to discourage any shopping center and/or strip-styled retail land uses outside of downtown Berryville.

For commercial and light industrial uses, the Plan utilizes "floor area ratio" (FAR) to articulate the desired density and scale in each planning area. Similar to residential uses, FAR utilizes the net developable acre concept but uses total floor area of commercial/light industrial structures in the ratio instead of number of dwelling units. This Plan recommends an FAR of 0.30 per net acre for each land use designation.

The **Highway and Visitor Commercial** designation addresses peripheral business-related land uses lying adjacent to the intersection of arterial highways. The limitations included in this designation were set for the specific purpose of discouraging any future conversion of this land for intensive highway strip commercial or less desirable industrial/ warehousing uses. The Highway and Visitor Commercial designation provides an opportunity for retail/service development in carefully chosen locations within the Berryville Area to complement the retail uses in the Downtown Business Commercial area. This commercial land use designation does not encourage or provide for conventional shopping centers or large-scale, freestanding retailing establishments. To the extent achievable, via zoning district controls, development is to be compatible in physical scale and architectural themes with existing retail in the downtown area. The specific retail and service uses permitted in this district must be sensitive to the goal of maintaining the marketplace balance and critical mass essential to the continued health of the downtown retail sector.

Peripheral commercial activities oriented to uses requiring a high degree of auto accessibility and serving the visitor commercial needs are accommodated in the Highway and Visitor Commercial designation. Lodging and eating establishments related to tourism are accommodated in this designation. Such establishments are to be creatively grouped in an efficient manner meeting the comprehensive planning objectives. Adequate transportation and site planning of tourism related land uses shall minimize traffic conflicts with other commercial activities within the Berryville area. The Business-Commercial (BC) zoning district is to be applied to the Sub-Areas with the Highway and Visitor Commercial designation.

The **Business/Office** designation is established to encourage innovative design of office and employment related development that will provide opportunities for small scale business activities, as well as serve as a transitional land use between commercial and residential land uses. The application of the land use designation is intended for newly developing locations with good accessibility in the Berryville Area where offices and businesses of a scale compatible with surrounding residential areas are the principal use. Development intensities can span a wide range in floor area ratios (up to .30 FAR) depending on the particular project's intended land uses,

physical characteristics, access, parking requirements and other infrastructure demands. Quality site design principles, with significant buffers when adjacent to any residential land uses, are to be incorporated into Business/Office development projects. The Business (B) zoning district is to be applied to those locations with the Business/Office designation.

The **Light Industrial/Research** designation is organized to guide industrial-related land use activities within the Berryville Area. Given the economic development goals of the community, this district does not encourage heavy industry, but, rather, promotes the development of research, development, training centers, light warehousing, light manufacturing, and incidental offices to such uses. The intent of the Light Industrial/ Research planning designation is to accommodate such relatively low intensity industrial uses with site planning emphasizing landscaping and stringent performance standards for air and noise quality. New economic development uses should be highly buffered from residential areas by significant landscaped setbacks and transitional uses, business office or public uses, where possible.

This land use designation will apply to areas in the Berryville Area. Development densities should not exceed 0.30 FAR, with implementation tied to detailed, site plan proposals. Given the close proximity of those Sub-Areas planned for Light Industrial/Research uses to existing, low density residential and non-residential land uses, industrial applications shall be subject to stringent review for mitigation features. This review shall use rigorous standards for external site uses (such as storage), sensitive lighting, signage, buffering (fencing and landscape materials), and other matters that could adversely impact the environment. The Light Industrial (L-1) zoning district will be applied to those locations within the Berryville Area that are planned for Light Industrial/Research uses.

Conservation/Preservation/Institutional Districts

The fourth general planning category includes conservation, preservation, and institutional land uses. These land uses are each uniquely susceptible to potential negative impacts from urban development activities, and require special regulatory oversight to ensure their continued protection. Any and all land uses occurring within the Conservation/Preservation/Institutional areas shall be implemented by zoning districts and/or special use permit standards.

The three planning designations include: (1) Environmental Conservation Areas, (2) Historic/Cultural Preservation Areas, and (3) Institutional/Public Areas. In the areas which are directly related to conservation and sensitive physiographic areas (including Karst areas, flood plains, and stream valleys), planning policies and implementation guidelines shall protect the environment and surrounding land uses against ecological destruction and harmful encroachment.

The **Environmental Conservation** designation for specific Sub-Areas within the Berryville Area is consistent with the goals and objectives of the Plan to maintain the natural and scenic qualities of the Berryville Area. Within the Berryville Area, Environmental Conservation is applied to those Sub-Areas having unique geological and physiographic features which warrant their continued maintenance in limited residential use or passive open space and/or park uses. Such features include those areas that may be situated within either 100-year floodplains or established environmentally sensitive areas critical to the management of storm drainage. The intent of this land use orientation is to protect significant natural features which are subject to periodic

inundation from flood waters including water courses, stream valleys, marshes, forest cover in watershed lowlands, manmade drainage channels, and overland drainage areas which are impacted by the 100-year floodplain. Land use controls for these areas are to ensure that future development provide for adequate drainage facilities as well as appropriate stormwater management improvements.

The **Historical/Cultural Preservation** designation includes planning policies and implementation guidelines to encourage uses that will lead to their continuance, preservation and improvement in a manner appropriate to the Berryville Area's special heritage and scale. Cultural, social, political, architectural and archeological influences must be carefully weighed to ensure that development within such districts will be in keeping with the character to be preserved and enhanced. Both this and the previous land use designation would be compatible for certain properties for which the owners desire conservation easement status.

The Open Space Residential (OSR) zoning district is designed to accommodate residences with the environmentally sensitive areas outlined above as well as properties with historic/cultural resource value located within the Berryville area. Specifically, it is to be applied to Sub-Areas where (1) existing environmental conditions present geophysical constraints which may limit any development, and (2) an existing historic residence may be subject to future encroachment by more intense land uses. The maximum allowable development density in this zoning district is one single-family detached residential unit per ten net developable acres. The OSR district may be applied to those locations within the Berryville Area that are planned for Environmental Conservation and Historic/Cultural Preservation uses.

Uses in the **Institutional and Public Uses** designation shall be focused on activities that directly or indirectly benefit the general public, including public facilities and uses that meet public goals including housing for the handicapped or senior citizens, or low to moderate income households. The concept of the Institutional and Public Use designation is incorporated to identify locations for municipal government properties and land uses (Town, County, and joint facilities) within the Berryville Area. While lands incorporated into this designation are primarily intended for governmental agency use or quasi-public use, some mixed-use (private/public) orientations may be appropriate under special permit regulations. The Institution (ITL) zoning district is to be established to implement the objectives of this land use designation.

Summarized in the following table, are the three land use categories with a general overview of intended land uses and density guidelines:

TABLE 11 – CONSERVATION/PRESERVATION/INSTITUTIONAL LAND USES AND DENSITIES

Conservation/Preservation/Public		Density
1.	Environmental Conservation	No urban uses permitted, other uses as per overlay zoning district requirements
2.	Historic/Cultural Preservation	Performance-based densities
3.	Institutional/Public	Use and densities as per zoning district requirements

In addition, to these conventional land use controls, a Historic Access Corridor Overlay Zoning District has been established by the County to ensure high quality site design and architectural compatibility as permitted by State law. The purpose of the district is to achieve architectural control of the buildings, structures, places, and areas of new development along the arterial streets or highways which are significant routes of tourist access to the County and surrounding areas. In the Berryville area, the Historic Access Corridor Overlay Zoning District has been applied to the following County properties along the Route 7 corridor:

- Within 300 feet of the rights of way of:
    - U.S 340 south of the Town corporate limits
    - Route 7 Business
    - Route 7 Bypass starting from a point 3,000 feet east of the western intersection of Route 7 Bypass and Route 7 Business to the intersection of Route 7 Bypass and U.S. 340

- Within 1,000 feet of the rights of way of:
    - U.S. 340 north of the Town corporate limits
    - Route 7 Bypass from its western intersection with Route 7 Business to a point 3,000 feet east of this intersection
    - Route 7 Bypass from its intersection with U.S. 340 to its eastern intersection with Route 7 Business.

The Historic Access Corridor Overlay District provisions can be found in §3-E-4 of the Clarke County Zoning Ordinance.

PLANNING AREA ANALYSIS

The 880 acre growth ring around the Town of Berryville known as Annexation Area B, which is the focus of the Berryville Area Plan, was divided into twenty-seven separate and distinct geographical planning units when the Plan was developed and adopted in 1992. Each planning unit, referred to as a planning Sub-Area, included an area of land that circumscribed a unique set of interrelated physiographic, topographic, and cultural characteristics that gave the Sub-Area its special identity. In establishing the boundaries and location of the various planning Sub-Areas, the Plan's research, inventories and analysis carefully weighed the physical, social, economic and political resources and constraints of the entire Berryville Area. Thus, in essence, the planning Sub-Area represents both a unit of analysis and a result of analysis.

In the process of designing a preferred land use plan for the Berryville Area, each Sub-Area became a unit around which (a) concepts were evaluated, (b) alternative land uses were modeled and (c) compatibility with community planning goals ~~is~~ was tested. The following updated narratives recognize the original evaluations while including current Sub-Area data and analysis. These narratives identify the key Sub-Area characteristics, including (a) Sub-Area boundary delineations and land area, (b) existing land use and zoning, (c) hydrology and geology, (d) topography and natural features, and (e) cultural and political aspects. As related to the planning process, these factors and their interrelationships combine to have a direct bearing upon the process of structuring the optimal future land use(s) for any given Sub-Area. For example, key topographic features, such as major ridges or drainage swales, will suggest some land-use patterns

and discourage others. Similarly, existing highways and railroads constitute established man-made systems that must be incorporated into this planning process.

The original descriptions and designations of each Sub-Area section reflect town boundaries subsequent to the annexation effective January 1, 1989. The updated information reflects conditions in 2015.

The original document has been helpful in addressing planning-related issues in the Berryville Area. These include the development of the transportation network, the number of projected housing units**,** the requisite upgrades to utility systems, and the direction in which economic development efforts should occur. For example, in 2011 engineers and staff determined maximum daily flows for a new wastewater treatment plant, completed in 2013, that used development yield figures from the original Berryville Area Plan and the zoning applied to each parcel. Best practices identified the daily flows for single-family residential at 350 gallons per day.

C. SUB-AREA DESCRIPTIONS

This section contains detailed descriptions of each Sub-Area in Annexation Area B including future land use designations and development considerations. Future Land Use Plan Maps (Maps 1 and 2) and a table depicting Projected Development Yields (Table 12) are located in the Appendix.

SUB-AREA 1

Name: **WESTERN GATEWAY**
Acreage: **16.6 acres**
Land Use Designation: **Institutional**
Annexed: **No**

Planning Sub-Area 1, containing approximately 17 acres, is located west of the Town limits and immediately east of the Route 7 Bypass/Route 7 Business intersection. The Sub-Area is bounded by Route 7 Bypass on the north and Route 7 Business to the south. The eastern boundary is the property line with the County Fairgrounds. The land is currently zoned Institutional and Historic Access Corridor Overlay, and is regulated under the County's zoning regulations.

Enders and Shirley Funeral Home and St. Bridget's Catholic Church are located in this Sub-Area. Town utilities have not been extended to this Sub-Area and it has not been annexed by the Town. The area is served by a private water line that is maintained by the property owners or by private agreement with the Town, and the two users use septic drainfields. It was determined that while these businesses may expand, significant additional development of this Sub-Area is unlikely. A parish hall was added to the church parcel in 2013. The extension of Town-maintained utilities is recommended if any additional development occurs.

Businesses in this Sub-Area are accessed via Route 7 Business as their Route 7 frontages are designated as limited access. Given the Sub-Area's location to the Route 7/Route 7 Business intersection, it is a potential location for a future park-and-ride commuter lot.
Given that this Sub-Area has excellent highway visibility and limited vegetative cover, planning

for any development must address issues of buffering, open space and landscaping. The overall appearance of this property, as seen from both highways, must be a significant factor in selecting its most appropriate uses. In this context, any development proposals for the land must be carefully weighed against the planning goals and objectives related to the entry corridors of the Berryville Area. Due to the Sub-Area's location, historic access corridor ordinance and design guidelines should be adhered to and addressed in any development applications.

SUB-AREA 2

Name: **FAIRGROUNDS**
Acreage: **58.9 acres**
Land Use Designation: **Institutional**
Annexed: **No**

Sub-Area 2, containing approximately 58.9 acres, is comprised of the Ruritan fairgrounds, two single-family homes, a commercial recreation business, two of the Town's municipal water storage facilities and Town public works shop and storage area. The zoning applied to this Sub-Area is Institutional and Historic Access Corridor Overlay. Its northerly and southerly boundaries are Route 7/Bypass and Route 7 Business, respectively. The westerly boundary is delineated by the common property line with Sub-Area 1, while the easterly limits of the Sub-Area generally correspond to the north/south ridge whereon the existing water tanks are sited. The Town's Public Works Department has access to sanitary sewer since the development of the Clarke County High School in Sub-Area 3. Utilities have not been extended past this point and the Sub-Area has not been annexed by the Town.

While the majority of this Sub-Area consists of the fairgrounds, there is the potential for future re-development. The Institutional zoning district allows for low- to moderate-income housing to be constructed allowing 12 units per net developable acre with an approved Special Use Permit. The maximum potential density is 540 units. The installation of Town utilities would be required of any developer who chose to build in this Sub-Area.

The Institutional/Public Use planning designation supports and characterizes the dominant existing site uses. The historic access corridor district regulations impact this Sub-Area and provide for design review treatment of any subsequent development proposals. The Sub-Area has generally stable land uses given its major use as the County fairgrounds and Town water facilities. As such, no additional urban uses should be prescribed for the Sub-Area.

Transportation improvements to the Sub-Area shall include provision for pedestrian movements, via sidewalks and paths, along Route 7 Business given the public nature uses in the Sub-Area. Due to its location to the Route 7 Bypass, a park and ride facility would be appropriate for this Sub-Area and should be considered in the future.

SUB-AREA 3

Name: **HIGH SCHOOL/BATTLEFIELD ESTATES SOUTH**
Acreage: **84.4 acres**
Land Use Designation: **Low Density Residential**
Annexed: **Yes**

Sub-Area 3-contains approximately 84 acres and is located entirely within Town limits. It is bordered on the south by Route 7 Business and the Berryville Corporate Limits. The north and west boundaries of the Sub-Area is Mosby Boulevard. Sub-Area 3 is the location of the Clarke County High School which was completed in the fall of 2012. 71 single-family homes were removed from the original yield of 290 homes in order to build the high school. A total of 143 single-family homes are constructed within this Sub-Area in the Battlefield Estates Subdivision with two undeveloped lots remaining. The zoning in Sub-Area 3 is DR-4 Detached Residential.

The residential density should not exceed two dwelling units per net developable acre. Density calculations should be based on the developable or net acreage of a parcel so as to better reflect its actual development potential.

Significant transportation improvements have occurred in Sub-Area 3 since the Area Plan's development. The Mosby Boulevard extension which was part of the Berryville Area Plan Proposed Road Network was completed in 2012. A roundabout was added to the intersection of West Main Street (Business 7), Mosby Boulevard and Westwood Road and has been an effective tool for traffic management. A multi-use trail was constructed by the Town in the mid-2000s that runs along the Clarke County High School site. The path was paved as a part of the high school development and is now extended to Chet Hobert Park. The path also follows the new portion of Mosby Boulevard from the intersection to existing sidewalks.

As of 2015, this Sub-Area is close to maximum build-out assuming the Clarke County High School property cannot be further developed. This Sub-Area may be a candidate for removal from the Plan in the near future.

SUB-AREA 4

Name: **BATTLEFIELD ESTATES NORTH**
Acreage: **50.1 acres**
Land Use Designation: **Low Density Residential**
Annexed: **Yes**

Sub-Area 4, containing approximately 50.1 acres, is located between Mosby Boulevard to the south, Route 7 Bypass to the north, Hancock Court to the east, and the Ruritan Fairgrounds to the west. The parcels within this Sub-Area are zoned Detached Residential-4 (DR-4) and have been annexed by the Town. There are 54 single-family units within this Sub-Area with 8 single-family lots remaining.

The Clarke County School Board purchased a 13.6-acre parcel on the northwest portion of this Sub-Area concurrently with the parcel on which the Clarke County High School is built. Much of the northern parcel is encumbered by a storm water management facility that was constructed as a

part of the extension of Mosby Boulevard to capture storm water from the road surface. A total of 18 dwelling units were removed from the Battlefield Estates development plan due to the purchase of this property by the School Board.

As of 2015, this Sub-Area is close to maximum build-out assuming the Clarke County School Board property cannot be further developed. It is recommended that the Sub-Area be retained as future development is dependent on the stormwater detention facility. Future stormwater requirements may also be modified which could allow additional development.

SUB-AREA 5

Name: **BATTLEFIELD ESTATES EAST**
Acreage: **30.8 acres**
Land Use Designation: **Medium Density Residential**
Annexed: **Yes**

Sub-Area 5 contains approximately 30.8 acres and is generally situated south of Mosby Boulevard from Jackson Drive to US 340. The entire Sub-Area is located within Town limits.

There are 58 single-family homes built in this Sub-Area with four lots remaining which is the total number originally proposed yield for this Sub-Area. Residential streets included in this Sub-Area are Stuart, Ashby, Archer, Breckinridge and Pickett Courts. Several houses front on Mosby Boulevard. All of the parcels in this Sub-Area are zoned Detached Residential-4 (DR-4).

As of 2015, this Sub-Area is close to maximum build-out with only two undeveloped DR-4 zoned parcels on the north side of Mosby Boulevard. This Sub-Area may be a candidate for removal from the Plan in the near future.

SUB-AREA 6

Name: **MOSBY BUSINESS AREA**
Acreage: **15.95 acres**
Land Use Designation: **Business/Office**
Annexed: **Western portion has been annexed**

Sub-Area 6 contains approximately 16 acres in two non-contiguous areas and is situated between Sub-Area 4 on the west, Sub-Area 7 to the east, Mosby Boulevard to the south and the 7 Bypass to the north.

Sub-Area 6 was modified in 2009 when a rezoning occurred in order to expand the Older Person Residential zoning district to allow for the development of the Robert Regan House in Sub-Area 6A. The project was not completed at that time. A similar application for a Special Use Permit was resubmitted and approved in 2013. This portion of Sub-Area 6 is located within Town limits. The eastern portion of Sub-Area 6, located adjacent to Sub-Area 7, remains in the County.

Sub-Area 6 also includes a portion of the parcel owned by the North Buckmarsh LLC located at the southwestern corner of the intersection of 7 Bypass and 340. This portion of Sub-Area 6 has not been annexed by the Town. The zoning applied to all portions of Sub-Area 6 is B Business.

This district allows for a broad range of business activities and encourages employment related development. The portion of Sub-Area 6 that has not been annexed by the Town also includes the Historic Access Corridor Overlay District which extends 300 feet south of the right of way for Route 7.

The Business/Office land use designation is applied to Sub-Area 6 to establish the framework for a low intensity business park that will be planned in conjunction with Sub-Area 7.

The proposed Business-B zoning district for this Sub-Area states that Development intensity should not exceed a 0.3 floor area ratio (FAR), based on the net developable area within the Sub-Area. Sub-Area 6 has an approximate development capacity of approximately 95,000 square feet of leasable area.

SUB-AREA 6A

Name:	**MOSBY FLEXIBLE RESIDENTIAL AREA**
Acreage:	**19.2 acres**
Land Use Designation:	**Medium Density Residential for Older Persons; Medium-Low Density Residential (alternative)**
Annexed:	**Yes**

Sub-Area 6A contains approximately 18 acres and is situated between Sub-Area 6 on the west and north, Sub-Area 7 to the east, and Sub-Area 5 to the south. The entire Sub-Area is located within the Town.

This Sub-Area was originally established to facilitate development of medium-density senior housing developments, and the Older Person Residential (OPR) zoning district was applied to all properties within the Sub-Area. The OPR District allows for the broadest range of housing types available in the Berryville Area including single-family detached homes, duplexes, triplexes/quadplexes, townhouses, and multi-family structures. Mary Hardesty House, a multifamily senior housing complex, and the Greenfield Assisted Living Facility were developed in this Sub-Area over the past twenty years along with several single-family detached residences. An additional multi-family residential complex was approved in 2013 for a maximum of 60 units.

The OPR District was originally adopted by the Town of Berryville and Clarke County in accordance with the Berryville Area Plan's original recommended densities – a maximum of 300 residential units for all properties zoned OPR including a maximum of 120 multi-family residential units. With the approval of the two multi-family residential complexes, the total number of multi-family units set forth in the Town Ordinance and Berryville Area Plan was exhausted.

Alternative Design Option

In conjunction with the 2015 update of the Berryville Area Plan, policies were established to encourage and facilitate the development of a mix of housing types to serve the Town's future housing demands. In particular, the future development of flexible housing types that would appeal to broad demographic of residents is desired that include elements such as:

- Single-story structures with accessible design elements desirable to residents of all ages and enabling residents to "age in place."
- Compact lots, shared walls, and zero-lot line designs to create low-maintenance property footprints.
- Amenities such as shared common areas, courtyards, sidewalks, trails, and open space to help create a sense of place for residents.
- Innovative street, parking, and stormwater management designs to cluster units together and maximize use of space.

In an effort to encourage development of a mix of housing types with these characteristics in this Sub-Area, an alternative development option is recommended. Developers may be able to re-zone to the Attached Residential (AR) District provided that their proposal includes the aforementioned design elements, mitigates impacts on public infrastructure and surrounding properties, and meets all requirements of the Town's AR District. A maximum of fifty (50) AR District units are set aside for this alternative development option. These units would not be subject to age-restriction requirements of the OPR District but they would be deducted from the total number of units programmed for this Sub-Area.

Other Sub-Area Considerations

Transportation is a critical component of this Sub-Area. Its development pattern has dictated a road network which accesses Greenfield and future development to the north of Mosby Boulevard. Vehicular and pedestrian connectivity of this area shall be considered with future development. The public street system in this Sub-Area (Chamberlain and McClellan) must be completed and brought into the Town's road system prior to additional development. Emergency access and appropriate lighting is important to the health, safety and welfare of those who live and work in this Sub-Area as well as to emergency responders.

Other relevant planning issues for Sub-Area 6A, include provision of quality landscaping, screening and buffering to alleviate potential concerns from residential uses to the south and west. The design and scale of the proposed uses should have a residential character that extends the small town design features and respects the architectural themes in the Berryville Area. A consistent design program should be established for all proposed buildings within the development. Site design requirements shall include the siting and massing of buildings to enhance the views of the site from Mosby Boulevard and adjacent residential areas. Site planning shall also include extensive landscaping to screen the views of the buildings from these same vantages.

Site Plan and other future land use decisions in Sub-Area 6A should only approve development proposals that present a workable transportation solution, with public streets, which is in compliance with provisions for safe and adequate ingress/egress measures into the Sub-Area, as well as, adequate public street linkages within the overall planning precinct. The private sector should design and construct public roads in the planning precinct necessary to carry the ultimate traffic loadings for the projected development. In addition, transportation plans shall provide for bikeways as well as internal pedestrian movements via sidewalks and paths.

SUB-AREA 7

Name: **NORTHERN GATEWAY/MOSBY HIGHWAY COMMERCIAL**
Acreage: **23.1 acres**
Land Use Designation: **Low Density Residential**
Annexed: **Yes**

Sub-Area 7, containing approximately 23 acres, is situated in the southwest quadrant of the Route 7 Bypass/Route 340 highway interchange, being bordered on the north and east by these roads. The southern boundary abuts Mosby Boulevard. The Sub-Area is zoned Business Commercial BC which provides locations for highway commercial uses including restaurants and motels. The Highway Access Corridor Overlay District also covers a portion of this Sub-Area – 300 feet south of the Route 7 right of way. Approximately 13 acres of Sub-Area 7, including the Food Lion and Bank of Clarke County, have been annexed by the Town.

The land use designation for Sub-Area 7 is Highway and Visitor Commercial. The Highway and Visitor Commercial land uses are established to provide locations within the Berryville Area for highway oriented business and commercial activities such as retail uses dependent on automobile access, restaurants, lodging, and offices. The locational characteristics of the Highway and Visitor Commercial uses solidify the goals of both the Town and County to expand the tax base while preventing the spread of urban-scale commercial development into rural portions of the County and providing for such development in the area of the County where urban services are available.

The transportation network in Sub-Area 7 must allow for access to the northern-most parcel. The roads within this Sub-Area must also be brought into the Town's secondary street system to allow for public access to both developed and undeveloped parcels. As this location is the northern entrance to the Town, aesthetics reflected in architectural design and landscaping shall be considered as a part of the development in this area. Direct access to North Buckmarsh Street should be limited, prohibiting full entrances with the possibility of right in/right out ingress/egress. Consideration shall also be given to completing connectivity between McNeill Drive and Chamberlain Street to facilitate traffic to use McClellan Street in order to exit the Sub-Area via Mosby Boulevard. This will help to minimize stacking and other access management concerns with traffic attempting to exit the Sub-Area via McNeill Drive to use the signalized intersection at Mosby Boulevard and North Buckmarsh Street.

The Highway and Visitor Commercial Land use policy is designed to encourage business and commercial employment uses in a master planned setting, with an emphasis on low density, well landscaped development. This strategy is in keeping with the Town and County's firm commitment to the preservation of its existing residential neighborhoods and the semirural lifestyle of the outlying community, while ensuring the economic vitality and stability of the County and the Town.

Private developers shall coordinate their work to establish a master site plan for the surrounding Sub-Areas (Sub-Area 4, 5, 6 and 7) as a condition of any specific land use approval. A consistent design theme shall be established for all proposed buildings within the Sub-Area. Given the locational and topographic characteristics of this Sub-Area, development shall emphasize low intensity building coverage, quality landscaping and buffering as well as the preservation of the

extensive natural drainageways which impact the site. Site planning and design shall address stormwater management and preserve the existing natural swales and ridges.

Development intensity in the Business Commercial Zoning District proposed for this Sub-Area should not exceed a 0.3 floor area ratio (FAR), based on the net developable area within the Sub-Area. The Sub-Area has an estimated development capacity of 210,000 square feet of leasable area.

The type and scale of commercial uses should relate to the architectural styling, massing, and materials described in the guidelines for the Historic Access Corridor while serving the prevailing marketplace needs. The planning of public streets, and water and sanitary sewer service shall address both on-site and off-site improvements as a condition of approval.

SUB-AREA 8

Name: **CEMETERY**
Acreage: **N/A**
Land Use Designation: **N/A**
Annexed: **Yes**

Sub-Area 8, containing approximately 22.2 acres, is located immediately north of the Town of Berryville, on the east side of Route 340. The Sub-Area is developed entirely as Green Hill Cemetery, with the entire Sub-Area under the ownership of the cemetery corporation. The parcels within this Sub-Area are zoned Institutional ITL. Since this original Sub-Area does not have development potential, it is removed from the revised Plan.

SUB-AREA 9

Name: **NORTHERN RESIDENTIAL GROWTH AREA**
Acreage: **41.7 acres**
Land Use Designation: **Low Density Residential**
Annexed: **Yes**

Sub-Area 9, a portion of the farm referred to as Soldier's Rest, contains approximately 41.7 acres and is located in the southeast quadrant of the Route 7 Bypass/Route 340 interchange. A major ridge formation constitutes the largest part of the Sub-Area's eastern boundary, with the balance following the Sub-Area 11 boundary, a minor swaled drainage way that runs in a northerly direction towards Route 7 Bypass. The southerly boundary corresponds to an east-west ridge that approximately delineates the line between Annexation Area B and the previous Town corporate limits. Route 7 Bypass provides the northerly limits of the Sub-Area, with Green Hill Cemetery serving as the western limits of this undeveloped property. Sub-Area 9 is currently zoned Detached Residential – 2 (DR-2). The entire Sub-Area is located within town limits.

The Sub-Area is highly visible from the Route 7 Bypass because of the road's elevation. But, it is well buffered from any views from Route 340 by the cemetery and adjacent ridge formation. The well contained basin orientation has its most direct visibility from Sub-Area 11 (the historic Soldier's Rest residence).

The Low Density Residential land use designation, in combination with the Historic Access Corridor design requirements, provides for an appropriately scaled residential neighborhood compatible with the ecological and locational characteristics of the property as well as the character of the adjoining Green Hill Cemetery and the historic house, Soldier's Rest. Due to its position in the watershed, stormwater management and drainage should be addressed relative to potential downstream runoff problems.

In 2005, an application was submitted for the Shenandoah Crossing subdivision which includes this Sub-Area and a small portion of Sub-Area 10 and created 79 lots permitted under cluster subdivision design regulations. At the same time, a development plan was submitted for the Fellowship Square property immediately to the south of Sub-Area 9 which is not located in Annexation Area B. An integrated road plan was submitted that addressed the extension of Fairfax Street; access to Sub-Areas 9, 10 and 11; and off-site improvements on the western portion of Fairfax Street to 340. Due to the economic downturn, the developers of both parcels discontinued their efforts to develop the respective parcels, however these approved plans control future development of the property.

A portion of this Sub-Area was developed in conjunction with Darbybrook Subdivision (described in Sub-Area 10). The boundaries of this Sub-Area have been adjusted with the 2015 Plan update to reflect the parcel boundaries of the Darbybrook and Shenandoah Crossing developments.

A cluster design for all residential units is encouraged and would provide opportunities to reserve significant slopes, sensitive environmental areas, and natural drainage ways. Unit siting, setbacks, and related landscape buffering should protect the Soldier’s Rest house and adhere to the Historic Access Corridor design principles. Cluster development incentives shall be considered in the future, allowing for increased density within this subdivision and the Fellowship Square parcel to the south. Continued discussions with both property owners should be encouraged in order to maximize development potential and allow for higher density residential development closer to downtown which allows for a more walkable/bicycle friendly community.

As of 2015, the entire projected yield of 54 dwelling units is obligated to the Shenandoah Crossing project but none of the units have been developed. The original Berryville Area Plan identified Future Land Uses in Table V-1 and included planned yields for respective commercial and residential development. Of the residential development that has occurred in Annexation Area B through 2015, 195 dwelling units of the planned yield have not been constructed. Given that the Shenandoah Crossing lots have not yet been developed, this Sub-Area could be considered for additional dwelling units from those units not used in other Sub-Areas. Projects that utilize cluster design with provision of open space, incorporate age-in-place design elements in the proposed homes, and propose a mix of housing types and sizes should be considered for additional density.

SUB-AREA 10

Name: **FIRST STREET RESIDENTIAL AREA**
Acreage: **9.5 acres**
Land Use Designation: **Low Density Residential**
Annexed: **No**

Sub-Area 10, originally containing approximately 9.5 acres, is bounded on the south by the previous Town corporate limits with the Battletown townhouses beyond. The previously described ridge formation establishing its western boundary is common with Sub-Areas 9 and 11. The northerly boundary follows the centerline of the stream, Buckmarsh Run that drains the majority of this Sub-Area. To the east, a number of residences line the First Street frontage across from the industrial property on the east side of First Street.

The property within this Sub-Area, known as Apple Glen, was previously subdivided into 67 quarter-acre lots using property in both Sub-Areas 9 and 10. The parcels within the development are zoned Detached Residential-4 (DR-4). The subdivision was fully built out as the Darbybrook Subdivision in 2005 and 2006 using the general layout from the original subdivision. This portion of the Sub-Area has been annexed into the Town and has been removed from the Plan with the 2015 update. Also in conjunction with the 2015 update, the stormwater detention facility that serves Darbybrook Subdivision and is located at the end of Page Street is removed from the plan. This change results in a maximum development yield for Sub-Area 10 of six (6) units.

This Sub-Area also includes two parcels that front on First Street and are not part of Darbybrook Subdivision. These parcels are zoned Detached Residential-2 (DR-2) and have not been annexed by the Town.

SUB-AREA 11

Name: **SOLDIER'S REST PRESERVATION AREA**
Acreage: **13.8 acres**
Land Use Designation: **Historical/Cultural Preservation**
Annexed: **No**

The configuration of Sub-Area 11, comprising 13.8 acres, establishes a desirable boundary around the historic house, Soldier's Rest. The Sub-Area encompasses the main grounds and physical improvements of Soldier's Rest, with its west, south and east boundaries common with those of Sub-Areas 9, 10, and 12, respectively. The northerly Sub-Area boundary is Route 7 Bypass. The Sub-Area is zoned Open Space Residential (OSR). A small portion of the original Sub-Area the storm water detention facility for the Darbybrook Subdivision at the terminus of Page Street zoned Detached Residential-4 (DR-4), was removed in conjunction with the 2015 Plan update.

The OSR zoning designation allows for one (1) residential structure for every ten (10) acres. The district was created to preserve and protect properties with significant cultural and/or historical value; those areas with sensitive environmental features; and promote open space within Annexation Area B. The County's historic resources survey (survey #21-73) states that what is now rear wing of the Soldier's Rest house dates from circa 1769 with a major addition in the 1820's of what is now the front of the house. The several farm related outbuildings date from the

late 19th or early 20th century. There are several 20th century modifications to the structure. It is believed that Daniel Morgan constructed the house or at least owned it briefly. It is one of the first houses in the County constructed of milled wood which may have come from the Burwell-Morgan Mill in Millwood. A small log building, which stood about 200 yards east of the house adjacent to the nearby spring, was used by George Washington as an office when he surveyed in the area. It is also thought that the house was used as a hospital during the Civil War, hence its name. Given the historic character of the residence, Sub-Area 11 should be designated for preservation and conservation uses. The programming and design of land uses in adjacent planning units shall respect historic preservation goals.

The Sub-Area has a northeasterly sloping orientation with moderate relief. Buckmarsh Run serves as the eastern boundary of this Sub-Area. This environmentally sensitive floodplain is shared with Sub-Areas 10, 12, and 13.

The historic residence is currently accessed via a farm road along the boundary between Sub-Areas 9 and 10. The Shenandoah Crossing subdivision development plans showed much of this access easement being vacated and access to Soldier's Rest (known as Price's Lane) will be from Petal Drive, a stub street that was developed as part of the Darbybrook Subdivision.

SUB-AREA 12

Name:	**FIRST STREET CONSERVATION AREA (12A)** **FIRST STREET LIGHT INDUSTRIAL AREA (12B)**
Acreage:	**26.3 acres (12A – 18.7 acres; 12B – 7.6 acres)**
Land Use Designation:	**Environmental Conservation (12A)/Light Industrial/Research (12B)**
Annexed:	**No**

Sub-Area 12, containing approximately 26 acres, is bounded by the railroad right-of-way on the east and Route 7 Bypass on the north. The balance of the Sub-Area boundary follows Buckmarsh Run, the stream channel which serves as the northern boundaries of Sub-Areas 10 and 11. The Sub-Area is bisected by First Street and has a mix of Open Space Residential (OSR) and Industrial (L-1) zoning.

The land in Sub-Area 12 is characterized as environmentally sensitive and is predominantly low, marshy, flood-prone property with poor internal drainage attributes. The property has good visibility from the Route 7 Bypass and from the Soldier's Rest residence to the west.

Four existing single-family residences are sited on the only properties in this Sub-Area not subject to regular flooding. The balance of the land is a critical environmental area with any future development subject to the most restrictive development and floodplain regulations.

Access into this area is from First Street. The Transportation Plan addresses the need to reserve additional right-of-way along First Street to accommodate any future widening. Also, the existing culverts under First Street and the railroad embankment for Buckmarsh Run should be expanded as their limited hydraulic capacity increase the flooding potential of First Street and the entire Sub-Area. Both 12A and 12B are subject to the Historic Access Corridor design guidelines.

The critical environmental areas in the Sub-Area are extensive and should be preserved in conjunction with the maintenance of the existing residences located on First Street. No significant alteration of the existing stream or wetlands is recommended. Provision of stormwater management facilities in this Sub-Area, serving other Sub-Areas is discouraged. Preservation of the critical environmental areas would also provide a visual and physical buffer between the two incompatible uses of industrial (Sub-Area 12B) and residential (Sub-Areas 10 and 11). Under the given planning designations, the Sub-Area should be considered as having the lowest planning priority for any form of urban development.

Sub-Area 12A

Sub-Area 12A has not been annexed by the Town and constitutes all the Sub-Area west of First Street and the northern half of the area between First Street and the Norfolk Southern Railroad.

This Sub-Area was originally assigned a yield of two dwelling units. However, it was noted during the 2015 update of this Plan that each of the parcels of record in Sub-Area 12A contain an existing dwelling. Given the Sub-Area's significant environmental constraints, no development above and beyond the original dwelling unit rights assigned by the County should be allowed.

Sub-Area 12B

Sub-Area 12B is located outside of the Town corporate limits. 12B is the remaining portion of the Sub-Area between First Street and the Railroad, which is currently zoned for industrial uses and has been partially filled. The Light Industrial/Research land use designation for Sub-Area 12B recognizes the existing underlying zoning district designation for the subject area as well as the filling activities that occurred in the past. Given the Sub-Area's environmental constraints, development should be subject to regulations that govern in critical environmental areas.

Without the substantial mitigation of the existing floodplain and critical environmental areas, this site is not conducive to any intensive land uses. This assessment of the existing environmental conditions is based on an in-depth analysis of the geophysical constraints that may preclude any development.

The Business Park (BP) zoning district is applied to Sub-Area 12B. This recognizes the existing, fully developed character of the parcel immediately south of this Sub-Area. Development within Sub-Area 12B should be subject to the more restrictive and rigorous regulations imposed under the proposed Business Industrial, BI, zoning district regulations and performance criteria.

Site development in Sub-Area 12B should be coordinated with the industrial development along First Street. Future land use decisions in Sub-Area 12B should be subject to the stipulation that development proposals present a workable transportation solution which is in compliance with provisions for safe and adequate ingress/egress measures into the Sub-Area. Attention should be paid to the amount of traffic that would be generated from development in this Sub-Area that would travel through the intersection of East Main Street and First Street. Developer-funded improvements shall be pursued in accordance with any accepted traffic impact studies for new development in this Sub-Area.

Sub-Area 12B has a development capacity of approximately 75,000 square feet of leasable area.

SUB-AREA 13

Name: **BUCKMARSH RUN CONSERVATION AREA**
Acreage: **32.4 acres**
Land Use Designation: **Environmental Conservation**
Annexed: **No**

Sub-Area 13, containing approximately 32 acres, is bounded on the northwest by the railroad and on the northeast by Route 7 Bypass. Most of the southern boundary follows the floodplain of Buckmarsh Run, common with Sub-Areas 10, 11, and 12. The entire Sub-Area is located outside of Town limits and is currently undeveloped.

Given the marshy, flood-prone characteristics of the area, it is classified as an environmentally sensitive area and is currently zoned Open Space Residential (OSR). The Open Space Residential

District allows for by-right development of single-family dwellings on lots no smaller than ten (10) acres in size.

Similar to Sub-Area 12A and Sub-Area 12B, this Sub-Area is seasonally wet and has poorly drained bottom land character. The environmental make-up of the sub-area renders it unsuitable for urban land uses, and as such, the land should be viewed as having the lowest comparative development potentials in the Berryville Area. No urban land uses should be permitted for this land unit. Coordination of stormwater management plans with those of other Sub-Areas is critical to preserving the natural integrity of this Sub-Area; every step should be taken so that each Sub-Area detains its run-off on site. Alteration of the Buckmarsh Run stream channel is discouraged.

The southern boundary of this Sub-Area was developed using topographic maps and may include limited areas that are not considered critical environmental areas (e.g., floodplain or flood-prone). In the event that developable land is located along the southern boundary of this Sub-Area through site engineering and analysis, these areas may be considered developable as part of the adjacent Sub-Area.

SUB-AREA 14

Name: **NORTHEAST RESIDENTIAL TRANSITION AREA**
Acreage: **7.2 acres**
Land Use Designation: **Medium-Low Density Residential**
Annexed: **No**

Sub-Area 14, containing approximately 7.2 acres, is located just to the southeast of the railroad right-of-way that also corresponds to the current boundary of the Town of Berryville. The Sub-Area is bordered on the south and east by existing development that includes an established neighborhood of single-family detached homes. The Sub-Area is bounded on the east by a well-defined natural swale, which drains into the lowlands of Sub-Area 13. The entire Sub-Area is currently located outside of Town limits.

The Sub-Area is undeveloped and the physiography of the site with limited transportation access is not conducive to intensive land uses, particularly industrial uses. Mixed hardwood vegetation is

scattered throughout the planning unit, affording opportunities for visual buffers for the residential area to the south. Future land uses should be clustered so as to preserve the site's natural drainage way.

Transportation planning for Sub-Area 14 shall provide for connections through the existing Battletown Subdivision as well as potential linkages into Sub-Area 15. Transportation planning should also consider the potential for any developer-funded local collector road options that could be identified to provide direct connectivity from this Sub-Area to East Main Street.

The Sub-Area is currently zoned Business Park (BP) and is adjacent to the Norfolk Southern Railroad. Modifying this land use and its zoning should be considered due to its lack of vehicular access. Access is currently from Cattleman's Lane which is owned by Norfolk Southern Railroad. This road is substandard in width and is not publicly maintained making it unsuitable for business access absent substantial investment in a new industrial collector road.

This Sub-Area, previously designated as Sub-Area 14A, was originally recommended for light industrial uses due to its proximity to the Norfolk-Southern Railroad. In conjunction with the 2015 Plan update, this Sub-Area is now recommended for development of medium-low density residential as a transition area between the railroad and the adjoining low-density residential uses recommended for Sub-Area 15. Given the challenges of developing safe and effective ingress/egress for industrial traffic, this Sub-Area would be better served by lower-capacity residential streets constructed as part of a phased development plan that could occur in the future in Sub-Area 15.

Zoning requirements should encourage that residential development be planned in clusters. Cluster design for the residential neighborhood would provide the opportunity to reserve sensitive environmental areas and natural drainage ways, which would in turn, provide for more efficient use of the land. Clustering would also be an important tool by which land disturbance and grading activities could be confined.

It should be noted that the majority of the land contained in the Sub-Areas 13, 14, and 15 are in common ownership as of the 2015 Berryville Area Plan update. This presents the potential opportunity of facilitating a master plan development for these Sub-Areas including, but not limited to, the following elements:

- Transportation connectivity and improvements (see discussion under Sub-Areas 15 and 17).
- Cluster design to reduce infrastructure costs and adverse environmental impacts.
- Walkability elements including sidewalks and walking trails.
- View shed protection.
- Master planning for public water, public sewer, and stormwater infrastructure.
- Cash proffers or other developer-funded improvements to mitigate the impact of new development on Town and County capital needs.

If supported by a master plan of development that effectively addresses these and other elements, Sub-Area 14 support medium-low density residential development at a density of 4 units per acre.

The maximum potential yield for this Sub-Area is 28 units. The original Berryville Area Plan identified Future Land Uses in Table V-1 and included planned yields for respective commercial and residential development. Of the residential development that has occurred in Annexation Area B through 2015, 195 dwelling units of the planned yield had not been constructed. Additional density that would allow for a portion of these units to be included in this Sub-Area would come from these unused dwelling units.

SUB-AREA 15

Name: **NORTHEASTERN RESIDENTIAL GROWTH AREA**
Acreage: **63.1 acres**
Land Use Designation: **Low Density Residential**
Annexed: **No**

Sub-Area 15, containing approximately 63 acres, surrounds the large historic house, Bel Voi, and is bounded on its outer limits by the Route 7 Bypass and the lowlands of Sub-Area 13 to the north, a well-defined drainage way to the west and the Battletown Subdivision to the south. The land is currently zoned Detached Residential-1 (DR-1). The entire Sub-Area is located outside of Town limits. The boundaries of this Sub-Area were revised with the 2015 Plan update to incorporate previous Sub-Area 14B, which was recommended for medium-low density residential uses. The revised Sub-Area 15 is now recommended for low-density residential uses consistent with the DR-1 zoning.

Approximately one-third of the area has slopes greater than fifteen percent, with a portion of the slopes exceeding twenty-five percent. The Sub-Area has minor, scattered tree cover and several defined drainage swales which must be addressed from both a site planning and stormwater management standpoint.

The land is highly visible from the Route 7 Bypass. In this regard, future development must be carefully sited. Further, land use proposals should respect the location and scale of the existing historic residence on adjoining Sub-Area 16.

Transportation planning for the Sub-Area should emphasize sensitively located linkages to and through Battletown Subdivision and the other Sub-Areas that make up this quadrant. However, given the low capacity nature of Battletown's residential streets, additional access options to Sub-Area 15 should be explored. A primary access to serve the entire Sub-Area shall be developed through Sub-Area 17 providing an uninterrupted, direct connection to Route 7 Business. Access to Route 7 Bypass is restricted. The internal street system within Sub-Area 15 should be aligned to provide secondary connections to Sub-Areas 14 and 17 and Battletown Subdivision in the town to the south but only after the aforementioned primary access is accepted for public use.

This Sub-Area, with substantial contiguous frontage to Route 7 Bypass, is designated for Low Density Residential uses. Based on preliminary planning analysis, the Sub-Area has an estimated land holding capacity for approximately 81 dwelling units. The clustering of housing should be a design objective for this Sub-Area.

As previously noted, the majority of Sub-Areas 13, 14, and 15 are in common ownership as of the 2015 Berryville Area Plan update. This presents the potential opportunity of facilitating a master plan development for these Sub-Areas including, but not limited to, the following elements:

- Transportation connectivity and improvements (see discussion under Sub-Area 15 and 17).
- Cluster design to reduce infrastructure costs and adverse environmental impacts.
- Walkability elements including sidewalks and walking trails.
- Viewshed protection.
- Master planning for public water, public sewer, and stormwater infrastructure.
- Cash proffers or other developer-funded improvements to mitigate the impact of new development on Town and County capital needs.

If supported by a master plan of development that effectively addresses these and other elements, Sub-Area 15 could support medium-low density residential development at a density of 4 units per acre. The original Berryville Area Plan identified Future Land Uses in Table V-1 and included planned yields for respective commercial and residential development. Of the residential development that has occurred in Annexation Area B through 2015, 195 dwelling units of the planned yield have not been constructed. Additional density that would allow for a portion of these units to be included in this Sub-Area should be considered.

Transportation access to Sub-Area 15 is a challenging element due to the fact that the historic Bel Voi house is located on an 11.47 acre parcel that overlaps Sub-Areas 15 and 16 and extends northward to Buckmarsh Run and the planning boundary with Sub-Area 13. Connectivity between the west and east sides of Sub-Area 15 can only be achieved with future cooperation with the owner of the Bel Voi parcel. Absent this participation, the challenge will be to develop separate access plans that do not adversely impact existing transportation networks.

SUB-AREA 16

Name: **BEL VOI PRESERVATION AREA**
Acreage: **8.9 acres**
Land Use Designation: **Historical/Cultural Preservation**
Annexed: **No**

Sub-Area 16, containing approximately 9 acres, partially encompasses the property immediately surrounding the existing historic residence, Bel Voi, contiguous to Battletown Subdivision. The land is zoned Open Space Residential (OSR). The planning unit is surrounded on the west, north and east by Sub-Area 15 and on the south by the existing residential subdivision. The Sub-Area has not been annexed by the Town.

The Sub-Area is designated for planning purposes as historical and cultural preservation, recognizing the existing home and grounds, known as Bel Voi, for both its cultural and historical significance within the Berryville community (survey #21-142). The County's historic resources survey states that the north wing of the house was built circa 1825, with additions made in 1953 and 1971. In addition to the brick vernacular residence, a brick smoke house, and a 4-bay brick slave's quarters (renovated as a guest house) are also on the property. The geographical limits of the Sub-Area are so defined as to create sufficient setbacks and buffer opportunities from any

future development on the contiguous undeveloped property. Given its high visibility and unique architectural features, Bel Voi should be preserved and considered as a focal point around which any future land uses should be carefully sited.

It should be noted that the historic Bel Voi home lies on an 11.47 acre parcel that is mostly within Sub-Area 16 but also partially extends into Sub-Area 15 to Buckmarsh Run adjacent to the environmentally-sensitive Sub-Area 13. The boundaries of Sub-Area 15 were originally drawn not to capture the physical boundaries of this parcel, but to account for existing topography and viewsheds surrounding the historic home. As noted in the description for Sub-Area 15, the boundaries of the Bel Voi parcel present some challenges to the future master planning of development on adjacent Sub-Areas. Regardless of the participation of the owner of Bel Voi in a future development project, it is recommended that the boundaries and recommended development density of Sub Area 16 be retained and any adjoining development project shall provide appropriate mitigation measures (e.g., buffers, architectural features) to further protect the historic home.

SUB-AREA 17

Name: **EASTERN GATEWAY**
Acreage: **15.1 acres**
Land Use Designation: **Low Density Residential**
Annexed: **No**

A residual portion of Audley Farm when the Route 7 Bypass was constructed, Sub-Area 17, containing approximately 16.0 acres, is located immediately west of the Route 7 Bypass/Route 7 Business intersection, at the easterly entrance into the Berryville Area. This land has its northern border defined by the Route 7 Bypass, southern and eastern borders defined by Route 7 Business, and Sub-Area 15 and Battletown Subdivision in the Town establishing its western limits. This Sub-Area is zoned Detached Residential-1 (DR-1) and has not been annexed by the Town.

The land is highly visible from the Route 7 Bypass/Business intersection and is considered the eastern entrance to the Town of Berryville. Future development should be designed with frontage roads, significant landscape buffers, or other devices to present the most attractive face of a development toward this important entry corridor.

Transportation planning for Sub-Area 17 should be analyzed for appropriate access. The priority in planning for the transportation element in this area (including Sub-Areas 13, 14, 15, 16, and 17) should be to explore an access point to Route 7 Business for a future local collector road system, in addition to the public rights-of-way through Battletown subdivision. This local collector road would serve as the primary means of ingress/egress for future development in the aforementioned Sub-Areas. The priority should be to develop a new access to Route 7 Business before accessing existing stub streets in the Battletown subdivision.

As previously noted, the majority of Sub-Areas 13, 14, and 15, are in common ownership as of the 2015 Berryville Area Plan update. This presents the potential opportunity of facilitating a master plan development for these Sub-Areas with the owner of Sub-Area 17 including, but not limited to, the following elements:

- Transportation connectivity and improvements (see discussion under Sub-Areas 15 and 17).
- Cluster design to reduce infrastructure costs and adverse environmental impacts.
- Walkability elements including sidewalks and walking trails.
- Viewshed protection.
- Master planning for public water, public sewer, and stormwater infrastructure.
- Cash proffers or other developer-funded improvements to mitigate the impact of new development on Town and County capital needs.

If supported by a master plan of development that effectively addresses these and other elements, Sub-Area 17 could support medium-low density residential development at a density of 4 units per acre.

SUB-AREA 18

Name: **BERRYVILLE GLEN**
Acreage: **75.1 acres**
Land Use Designation: **Low Density Residential**
Annexed: **Yes**

Sub-Area 18, containing approximately 75 acres, is situated on the southern side of Town and comprises the southeast limits of Annexation Area B. This Sub-Area is bounded on the northeast and southeast by Springsbury Road and on the southwest by the boundary of Annexation Area B. The remaining border generally follows the ridge of a drainage divide that embraces the entire northwest edge of the Sub-Area. The Sub-Area is adjacent to a historic property zoned Open Space Residential and a 12.57-acre parcel zoned Business Park BP. The zoning is Detached Residential-1 (DR-1). At the time of this Plan update, the Sub-Area, known as Berryville Glen, had been subdivided into 71 single-family lots and new homes are currently under construction. This Sub-Area has been annexed by the Town.

The land is generally well drained overland and does not pose significant runoff problems. This Sub-Area is designated for Low Density Residential uses. This is most easily supported by the property's proximity to agricultural zoning and land uses on three sides. Development of this Sub-Area for comparatively denser residential uses is justified by its proximity to existing development in the town and to public services, especially water. Land use proposals should incorporate the development of appropriate neighborhood open spaces and a landscaped, passive park internal to the development. Landscaping, setbacks, and home siting should be sensitive to the historical/cultural preservation uses programmed for Sub-Area 19B.

This Sub-Area was originally programmed for 116 single-family dwelling units. The overall development plan for Berryville Glen utilizes the entire Sub-Area for the development of the approved 71 lots, leaving 45 unused dwelling units from the original planned yield. Absent a future redevelopment plan of Berryville Glen, it would be appropriate to consider moving these unused dwelling units to another Sub-Area in order to maximize development potential.

SUB-AREA 19

Name:	**JACK ENDERS BOULEVARD EAST LIGHT INDUSTRIAL AREA (19A)** **DANDRIDGE ACRES PRESERVATION AREA (19B)**
Acreage:	**22.57 acres (19A – 12.57 acres; 19B – 10 acres)**
Land Use Designation:	**Light Industrial/Research (19A)** **Historical/Cultural Preservation (19B)**
Annexed:	**Yes**

The original boundaries of Sub-Area 19 contained approximately 24 acres and was divided into four components:

- 19A (18 acres) – Light industrial area encompassing the County Business Park lots on the north side of Jack Enders Boulevard and adjoining the Johnson-Williams Apartments property (Sub-Area 20) to the south.
- 19B (12 acres) – Limited residential property including the historic residence, Dandridge Acres.
- 19C (12 acres) – Light industrial property located east of Jack Enders Boulevard and the Town of Berryville water tower. This property is not part of the County Business Park.
- 19D (2 acres) – Light industrial property located within the County Business Park adjacent to the Town water tower.

With the completion of the County Business Park, former Sub-Areas 19A and 19D are combined with former Sub-Areas 21A and 21B to form new Sub-Area 21 that encompasses all properties within the County Business Park. Former Sub-Areas 19B and 19C remain and are now listed as Sub-Areas 19A and 19B. These two Sub-Areas are described in greater detail below.

The construction of a collector road connecting US Route 340 and Jack Enders Boulevard provides access for industrial activities, and establishes an alternative route for through East-South traffic to avoid downtown. Location of this collector is proposed in the Transportation Plan, to be located generally between the County owned land on the west side of the Norfolk Southern Railroad in Sub-Area 23 and the end of Jack Enders Boulevard in the County Business Park. Use of the County owned land must be carefully considered in terms of this land's character as well as the character of adjoining Sub-Areas. The eastern 2/3 of the collector road was constructed by August 2000 using Virginia industrial access funds. The intersection with Route 613 reconfigured and the street name changed. This collector road starting at East Main Street is now called Jack Enders Boulevard and runs directly to a temporary cul-de-sac at the end of the County Business Park. Springsbury Road now begins with a “T” intersection with Jack Enders Boulevard about ¾ mile south of East Main Street.

Given its location, access to rail, and excellent visibility to surrounding properties, Sub-Area 19A should continue to be considered an appropriate location for light industrial development which has occurred in this area.

Transportation planning for the entire Sub-Area must place priority on safety and sound access management principles. Primary access into this area has not been provided via Josephine Street but through the development and future continuation of Jack Enders Boulevard to 340.

Early discussions have taken place since the development of the Clarke County Business Park about the feasibility of extending a public road south adjacent to Sub-Areas 19A and 19B in the event that a new annexation area is established (see Chapter IV, Potential Future Growth Areas). This approach could be developed as an alternative approach to conveying East-South traffic around the downtown area as opposed to constructing a connection between Church Street and Jack Enders Boulevard. Any further consideration of this alternative route would have to be carefully evaluated from a planning and engineering perspective as any potential future growth area is also studied.

Sub-Area 19A – Jack Enders Boulevard East Light Industrial Area

Sub-Area 19A is zoned Business Park (BP) and designated for Light Industrial/Research uses. The Sub-Area is bounded by Jack Enders Boulevard, the Allen Property (Sub-Area 19B) and the Berryville Glen subdivision. While Sub-Area 19A is under private ownership and was not developed as part of the Clarke County Business Park, this Sub-Area should be integrally designed as part of the park and compatible with the planned light industrial land uses.

Industrial plant siting should respect the non-industrial uses on adjacent property. Ample setbacks and landscaping should be provided on the north, east, and south to visually and physically buffer industrial development from the historic, residential, and agricultural uses planned for Sub-Areas 18, 19B, and to the south. Site planning and design should also address storm water management and the preservation of the existing natural ridgeline.

As identified with other Sub-Areas of the Clarke County Business Park, transportation planning should address adequate connections to Jack Enders Boulevard linking Routes 340 and 613. This collector has been identified to insure provision of sufficient right of way for this important road link. Provision of pedestrian paths and sidewalks are encouraged.

Sub-Area 19B – Dandridge Acres Preservation Area

Sub-Area 19B is the historic residence known as Dandridge Acres. The County's historic resource survey states that this brick vernacular house (survey #21-92) was built circa 1850, has significant Greek revival detailing, other architectural features uncommon for this area, and several original frame outbuildings. The rear 1970s addition to the house has not significantly diminished its historic value.

The Historic/Cultural Preservation land use designation is applied to Sub-Area 19B that encompasses the historic house, Dandridge Acres and its immediate grounds. Given the adopted goals for preserving the character of the community, this 12 acre tract should be preserved and maintained as a cultural/historic centerpiece to any future residential development within the area, with the Sub-Area's borders serving as the limits of any encroachment from residential and/or any development related land uses.

The zoning district to be applied to Sub-Area 19B is Open Space Residential, OSR, allowing one dwelling per 10 acres. In addition, if an easement protecting the historic character of the house is not placed on the property, the Historic Overlay district shall also be applied.

SUB-AREA 20

Name: **JOHNSON-WILLIAMS INSTITUTIONAL AREA**
Acreage: **10.3 acres**
Land Use Designation: **Institutional/Public**
Annexed: **Yes**

Sub-Area 20, comprising approximately 10 acres, includes three parcels: Milton Valley Cemetery (approximately 2 acres) which is adjacent to Jack Enders Boulevard; Johnson-Williams Apartments (owned by Clarke County and consisting of +/-6 acres), and a parcel owned by Clarke County (+/-1 acre). The Sub-Area is bounded on the north by residential lots on Josephine Street, on the west by AM Liner's property in the Clarke County Business Park, and on the south and east by Sub-Area 19 as previously described. The zoning is Institutional (ITL). Per the Town and County zoning ordinances, this zoning district was established to "identify locations for municipal government properties and land uses (Town, County, State, and/or Federal), semi-public uses, residential uses serving general public purpose, and natural open space resources deemed necessary in providing areas for 'passive' and 'active' recreational uses within the precincts of the Berryville Area Plan." Other areas zoned ITL include the Ruritan Fairgrounds, St. Bridget's Church, Enders and Shirley Funeral Home, and Green Hill Cemetery.

The school buildings, were renovated into 40 age- and income-restricted Johnson-Williams Apartments. There have been previous discussions about adding approximately 28 additional units to this site and the County's parcel to the west.

The County historic survey included the two older school buildings (survey #21-176 & 177), located west of Milton Valley Cemetery and east of the main Johnson-Williams school structure. These one and two room schools were built circa 1920 of wood frame, as the school for African-Americans in Clarke County from their construction until the integration of the County schools in the 1960s. The Josephine School Museum has been created in one of the structures. The second structure was used by Help With Housing until late 2013. These structures continue to be a source of community pride for residents living along Josephine Street as well as the rest of the County.

Any future land use within Sub-Area 20 shall respect the visibility and proximity of the Sub-Area to residents of Josephine Street and the visibility of the Sub-Area to the surrounding planning units.

The Light Industrial uses proposed for Sub-Area 21 on the south of this Sub-Area should buffered with landscaping and setbacks within Sub-Area 19A. Appropriately designed uses focused on meeting community needs such as open space, public services, and/or housing shall serve as a transition between Sub-Area 21 and the existing residences along Josephine Street. Such a transition in uses would respect the integrity of the existing neighborhood and long-established residences on Josephine Street and meet community needs. Any new structures should be sited and buffered to minimize impacts on the Josephine Street neighborhood. The maximum floor area

ratio (FAR) for nonresidential structures in this Sub-Area should not exceed 0.3; the maximum residential density should not exceed 6 dwelling units per net acre.

Transportation planning should address the limited capacity of Josephine Street. No connecting linkage between Josephine Street and Sub-Area 21 should be permitted through the Sub-Area. Sub-area 20's two access points onto Josephine Street, at the old Johnson-Williams school and adjacent to the Norfolk Southern railroad, should both be used for any development on this site to insure maximum integration into the community and safety for emergency access. Any use of this site must address pedestrian access as well as storm water detention.

SUB-AREA 21

Name: **CLARKE COUNTY BUSINESS PARK**
Acreage: **73.6 acres**
Land Use Designation: **Light Industrial/Research**
Annexed: **Yes**

Sub-Area 21, containing approximately 73 acres, is the Clarke County Business Park. The southern boundary of the Town is the Sub-Area's southern limits. The existing Norfolk Southern railroad establishes the northwest side of the Sub-Area, while a ridge, common with Sub-Area 19, delineates its easterly boundary. The existing zoning is Business Park (BP). The Sub-Area's revised boundaries include original Sub-Areas 19A, 19D, 21A, and 21B and incorporate all of the parcels in the Business Park.

The development of the Clarke County Business Park has respected the land's visibility to the north from the old Johnson-Williams Apartments property and from the Josephine Street neighborhood including landscape buffers and design requirements required through the covenants of the development. Consisting of 10 lots, the Clarke County Business Park includes approximately 20 structures and houses approximately 21 businesses.

The construction of Jack Enders Boulevard has allowed for a nearly completed build-out of the Clarke County Business Park. The completion and acceptance of the second phase is underway in 2014 with the street being of such a condition so as to complete an at-grade railroad track crossing across the Norfolk Southern tracks with a final completion to U. S. Route 340. Due to the location of the final intersection, it was determined that Church Street would become a cul-de-sac so as not to conflict with the new intersection. While currently not in place, pedestrian facilities should be provided along Jack Enders Boulevard to increase the attractiveness and compatibility of proposed development and in order to promote walkability.

SUB-AREA 22

Name: **SOUTH CHURCH STREET RESIDENTIAL AREA**
Acreage: **19.0 acres**
Land Use Designation: **Medium-Low Density Residential**
Annexed: **Yes**

Sub-Area 22 contains approximately 20 acres, and is located between the Norfolk Southern Railroad and South Church Street, immediately south of the residential lots fronting on Josephine

Street. A property line between the vacant land to the south and the houses within this Sub-Area establishes its southwestern boundary. The current zoning is DR-4 Detached Residential, accommodating quarter acre lots. There are currently seven existing dwellings in the Sub-Area.

The land is partially undeveloped with several scattered single-family residences. The northeast portion of the Sub-Area contains substantial tree cover with marginal tree cover on the balance. A minor drainage divide traverses the site in a north-south direction. The closest water and sewer is available in the South Church Street right-of-way.

The County historic resource survey indicates two wood frame, vernacular structures built circa 1900 at the north end of the Sub-Area on Church Street. One structure is a commercial building now used as a residence (survey #21-152). It is noteworthy as the only commercial structure on the street retaining in its original condition, including lamppost and signs. The other building is a residential structure (survey #21-153) with many additions and alterations.

Future development in Sub-Area 22 must be sensitive to the following existing conditions and environmental issues: 1) compatibility of use with adjoining residential areas, 2) adequate setbacks and buffering from the existing railroad, and 3) careful land use siting to avoid conflicts with steep slopes and other environmentally sensitive land.

Sub-Area 22 is designated for the Medium-low Density Residential land use which allows single family detached housing at a development density of two to four units per net developable acre. Based on environmental analysis and synthesis of site characteristics, approximately 35 single family detached dwelling units could be accommodated on the property. Site planning should incorporate cluster housing features in order to avoid steep slopes and respond to troublesome physiographic and geologic features. A storm water management facility should be developed in the southerly lowlands in the Sub-Area. Pedestrian linkages should be designed to tie residences to on-site active and passive recreational improvements and open spaces. Housing should have a minimum 100 foot setback from the existing railroad. The use of landscaped and fenced screening is also strongly recommended to create a visual and sound barrier.

Incremental, compact, and phased development is encouraged with higher residential densities on selected tracts within the Berryville Area where superior site design and phased developments are incorporated into site development schemes.

SUB-AREA 23

Name: **CRAIG'S RUN LIGHT INDUSTRIAL AREA**
Acreage: **32.2 acres**
Land Use Designation: **Light Industrial/Research**
Annexed: **Yes**

Sub-Area 23, containing approximately 32 acres is located at the southeasterly end of Annexation Area B. It is bounded on the east by the Norfolk Southern Railroad right-of-way. The planning unit is bounded on the west by the rear property lines of existing residences that front on Route 340 South. The south and west border is delineated by the Annexation Area B boundary which follows the Sub-Area's BP Business Park zoning.

The area is virtually devoid of tree cover and is relatively flat. The central portion of the site is taken up in seasonally wet lowlands that embrace the drainage channel through the property. The lowlands area should be graded to better accommodate drainage from the north.

Public water and sewer are available from South Church Street and should loop under the railroad tracks in order to prevent water quality issues and to assure efficient transport to the wastewater treatment plant, respectively.

The County historic resource survey indicates a wood frame, vernacular farm house (survey #21-178) at the south end of the Sub-Area. A portion of this structure built in the first half of the 19th century and the remainder around 1900. Significant remnants of several outbuildings remain. No outstanding historical significance has been identified with this property.

Future development in Sub-Area 23 must be sensitive to the following existing conditions and environmental issues: (1) compatibility of use with adjoining residential areas, (2) use of the flood-prone property for storm water management facilities, and (3) careful land use siting to avoid conflicts with steep slopes and other environmentally sensitive land.

Access to the planning area can be achieved via its South Church Street frontage. However its primary access should be via the proposed collector connecting Route 340 South with Jack Enders Boulevard (Route 700).

Provision of the collector road between Route 340 and Route 613 is important to providing access to Sub-Areas east of the railroad tracts as well as providing an opportunity for traffic to avoid downtown. Development of this Sub-Area should be predicated on provision of this facility. The collector road should be the primary means of access to this Sub-Area. The south end of Church Street should be terminated with a cul-de-sac. Provision of access to the collector road and Church Street should be allowed in accord with VDOT standards. An Official Map showing the location of this collector should be adopted to insure provision of this important right-of-way. The Light Industrial/Research land use designation is applied to Sub-Area 23. The property is uniquely suited for Light Industrial/Research uses as the only Sub-Area in the Berryville Area Plan having frontage on a railroad, a primary highway, and a planned collector road. Immediately east is Sub-Area 21 (Clarke County Business Park) that is designated for Light Industrial/ Research uses. The Light Industrial/Research designation for Sub-Area 23 would allow complementary uses and serve as the entry to Sub-Area 21 from the west. It also falls within the Historic Access Corridor that establishes design requirements for non-single family development.

The Light Industrial/Research land use designation is applied to Sub-area 23 to establish the framework for a low intensity business park that should be planned in conjunction with Sub-area 21. It is intended that such uses provide employment opportunities as well as serve the needs of County residents. Such activities shall be developed in a low intensity manner with ample setbacks and quality landscaping and screening, so that residential uses to the north and west have an effective buffer. Provision for these buffers affirm the Town and County's firm commitment to the preservation of its existing residential neighborhoods and the semi-rural lifestyle of the outlying community, while ensuring the economic vitality and stability of the County and the Town.

The design and scale of the structures for proposed uses should be consistent with the architectural themes in the Berryville Area. A comprehensive design program should be established for all proposed buildings within the development. Site design requirements should include the siting and massing of buildings to enhance the views of the site from the Route 340 and the planned collector road.

The proposed Business Park-BP zoning district for this Sub-Area states that Development intensity should not exceed a 0.35 floor area ratio (FAR), based on the net developable area within the Sub-Area. Finally, the Historic Access Corridor Overlay District is applied to portions of this Sub-Area within 300 feet of US Route 340 and the collector road between Routes 340 and the Norfolk Southern Railroad. This District establishes design guidelines for development within this corridor.

Site Plan approvals and other future land use decisions in Sub-Area 23 should take into consideration whether or not development proposals present a workable transportation solution which is in compliance with provisions for safe and adequate ingress/egress measures into the Sub-Area, as well as adequate public street linkages within the overall planning precinct. The private sector should design and construct roads in the planning precinct necessary to carry the ultimate traffic loadings for the projected labor-intensive complex. In addition, transportation plans should provide for internal pedestrian movements via sidewalks and paths.

Phasing of the site development in Sub-Area 23 shall be coordinated with the development of the balance of the planning precinct. Higher intensity development on selected tracts is encouraged where context-sensitive site design and public improvements are incorporated into site development schemes for incremental and compact growth. Therefore, site plans for development in the applicable Business Park-BP zoning district, should only be approved upon the submittal of superior development proposals which address phasing, transportation issues, storm water management, quality site design, and other applicable site design issues addressed above.

SUB-AREA 24

Name: **SOUTHGATE NORTH**
Acreage: **N/A**
Land Use Designation: **N/A**
Annexed: **Yes**

Sub-Area 24 approximately 8 acres and is located between Route 340 and South Church Street, which constitute its westerly and easterly boundaries, respectively. This Sub-Area contains the northern portion of the Southgate Subdivision and has reached build-out. Since this original Sub-Area does not have additional development potential, it is removed from the revised Plan.

SUB-AREA 25

Name: **SOUTHGATE RESIDENTIAL AREA**
Acreage: **4.7 acres**
Land Use Designation: **Medium - Low Density Residential**
Annexed: **Yes**

Sub-Area 25 contains approximately 4.7 acres and is located between Route 340 and South Church Street, which constitute its westerly and easterly boundaries, respectively. Sub-Area 24, the northern portion of the Southgate subdivision, is built out and has been removed from the revised Plan.

4 houses are built with three remaining lots on the southern end of the Sub-Area. The zoning applied to Sub-Area 25 is DR-4 Detached Residential.

Public water and sewer was installed with the development of the Southgate Subdivision and is located within the right-of-way of South Church Street. A pump station was also constructed with this development and is meant to act as a temporary station until the gravity sewer can be extended to Sub-Area 23 for development.

SUB-AREA 26

Name: **HERMITAGE BOULEVARD RESIDENTIAL AREA**
Acreage: **38.6 acres**
Land Use Designation: **Low Density Residential**
Annexed: **Yes**

This Sub-Area is approximately 39 acres in size. It is currently built out and includes a storm water management facility and houses built in the Hermitage Subdivision. This Sub-Area was increased in size with the 2015 Plan update in order to include all of the developed lots in the relevant portion of Hermitage Subdivision. It includes a portion of original Sub-Area 27. Sub-Area 26 contains 38 parcels, all of which are built out.

It is recommended that the Sub-Area be retained as future development is dependent on the storm water detention facility. Future storm water requirements may also be modified which could allow additional future development.

SUB-AREA 27

Name: **HERMITAGE RESIDENTIAL GROWTH AREA (27A)**
SOUTHERN GATEWAY RESIDENTIAL GROWTH AREA (27B)
Acreage: **44.4 acres (27A -- 37.4 acres, 27B – 7.0 acres)**
Land Use Designation: **Low Density Residential**
Annexed: **Yes (27A) No (27B)**

This Sub-Area 27 encompasses a 44 acre area in two non-contiguous areas in the southwest corner of the Berryville Area. Sub-Area 27A consists of a portion of Phase V of the Hermitage subdivision. The northern and eastern boundaries of the property is the Hermitage development. The preliminary plat for the Hermitage Subdivision identifies 36 parcels within Sub-Area 27A. The southern and western boundary borders County parcels not located in Annexation Area B.

Sub-Area 27B, approximately 7 acres in size, is located adjacent to US Route 340. The yield for 27B is 14 parcels. Both 27A and 27B are currently zoned DR-1 Detached Residential.

The clustering of moderate-to-low density residential housing would best accommodate the environmental attributes of the property. Transportation planning should include not more than one or two access points to Route 340 and minor street connections to Sub-Area 27 and development areas to the north in the Town. Internal street systems should be residential in character and should be aligned so as not to encourage non-local, non-residential traffic. Pedestrian movement should be accommodated with provision of the sidewalks and pedestrian paths.

The Low Density Residential land use designation, in combination with the historic access corridor design regulations and the parameters of the critical environmental areas, provides for a reasonably-scaled residential neighborhood which would be compatible with the ecological and locational characteristics of the property. Including a portion of Phase V of the Hermitage Subdivision, the preliminary plat identifies 36 parcels within Sub-Area 27A. The Sub-Area's proximity to US Route 340 also places a portion of the Sub-Area within the historic access corridor.

Due to the Sub-Area’s position in the watershed, storm water management and drainage should carefully address the potential downstream runoff problems. Stormwater management facilities should be coordinated with Sub-Area 26. Given good design proposals, the clustering of residential units (which is strongly encouraged) should enhance environmental sensitivity and best management practices. Southern exposures should be exploited, where possible, for optimal solar orientation for road and house siting. Transportation planning should address well organized interior neighborhood streets along with minor collector streets to properly serve Sub-Area 26 and the undeveloped areas in the southwest quadrant of the Town.

Long-range access opportunities to the commonly owned properties to the west of the Sub-Area should be investigated. Site development in Sub-Area 27 should be coordinated with the development of the adjacent Sub-Areas. Incremental and compact growth is encouraged with higher density residential development on selected tracts where superior site design and phased developments are incorporated into site development schemes. Therefore, the Detached Residential-2, DR-2, zoning district (with 2 dwelling units per net acre) should only be considered for the Sub-Area at which time as superior development proposals are submitted which address phasing, transportation issues, storm water management, quality site design, services, and other applicable site design issues. If such site development guidelines are not adhered to, the zoning district to be applied to Sub-Area 27 should be Detached Residential-1, DR-1, allowing one dwelling unit per acre. The portion of the sub-area within 300 feet of the US Route 340 is in the Historic Access Corridor Overlay District that establishes design guidelines for non-single family residential.

Chapter III

Goals, Objectives, and Policies

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A. OVERVIEW

The Berryville Area Plan is designed to be a guide for the physical growth of the Town of Berryville during the next several decades and beyond. The focus of the Plan is Annexation Area B, the 880 acres surrounding the 843 acres located in the Town after January 1, 1989. The overriding purpose of the Plan is to encourage development of a safe, healthy, and distinctive living environment while maintaining the unique historical ambience of the community. Preservation and conservation issues dominate the underlying themes to be presented in the comprehensive planning program. The timing of development is integral to the growth management process. Many factors will affect the Berryville Area, and this plan specifically focuses on those areas in which the County and Town can have a positive impact.

This Chapter provides the Plan's recommended Goals, Objectives, and Policies. Goals provide a broad statement of the Plan's intent. Objectives are more specific expressions of the Goals. They describe the Town and County's intended planning actions with respect to the Berryville Area. Policies, where provided below, are specific strategies or actions for implementing the planning objective.

The Objectives are grouped into eight general categories: **Environment, Transportation, Housing, Land Use, Public Facilities, Economic Development, Urban Design, and Implementation**. Within each of these topics, the following statements of adopted goals and objectives have been carefully designed in order to best orchestrate the quality, scale, theme, and timing of future development within the Berryville Area.

B. GOALS

1. Provide a platform for the cooperative planning and development of lands annexed or designated for future annexation into the Town of Berryville.

2. Ensure that the Town and County's land use and environmental objectives for the annexation areas, as reflected in the respective comprehensive plans, are compatible and coordinated.

3. Verify that planned public infrastructure (water, sewer, transportation, high-speed internet) is sufficient to support the future development needs as reflected in the Plan.

4. Maintain the streamlined and readily understandable process for development of lands covered by the Plan from annexation status designation through the land use approval process.

5. Strongly encourage context-sensitive development plans that are designed to complement Downtown Berryville, that accommodate growth in a logical and efficient manner, and that provide for the maximum protection and preservation of natural resources, historic resources, and open space.

C. OBJECTIVES

1. ENVIRONMENT

A. Protect sensitive areas from urban development impacts within the Berryville Area, including:

1) Stream valleys and established drainage ways.

2) Sensitive slopes and soils.

3) Areas of Karst features such as major rock outcroppings and sinkholes as well as areas with poor drainage patterns.

B. Define and implement growth management procedures which incorporate both design sensitivity and environmental protection criteria on a site-specific scale that meet or exceed State and Federal requirements for stormwater management and water quality.

Policies

1) Identify significant Karst features and environmentally sensitive areas for both existing and undeveloped properties within the Berryville Area.

2) Implement contemporary urban design and environmental design criteria into the zoning and subdivision standards of the County and Town.

C. Coordinate environmental conservation and preservation objectives among the County, Town, state agencies, and organizations such as the Northern Shenandoah Valley Regional Commission (NSVRC).

Policies

1) Identify environmental concerns which require a regional, joint-jurisdictional approach.

2) Establish stormwater management area plans for the major Study Area watersheds affecting both the Town and County.

3) Implement complementary zoning and subdivision ordinances in the Berryville Area which recognize the joint effort to manage development in the annexation areas.

D. Develop environmental design standards for new urban land uses and development, incorporating contemporary techniques such as low impact development and current State and Federal policies and practices.

Policies

1) Meet or exceed State-mandated performance standards to improve stormwater management and water quality.

2) Set standards for and facilitate provision of open space reservations on private lands with new development projects.

3) Facilitate and promote the development of recreational greenways and trail systems with new development projects.

4) Set standards for corridor protection areas along existing and proposed streets and highways.

5) Encourage use of stormwater Best Management Practices that provide the most effective controls for water quality and quantity but also utilize design elements that produce the most cost-effective long-term maintenance.

2. TRANSPORTATION

A. A transportation plan for the location, character and capacity of transportation facilities shall be compatible with the planned arrangement of Berryville Area land uses. This plan shall be coordinated with the transportation plans and policies of the Town and County comprehensive plans and the Virginia Department of Transportation's (VDOT) planning efforts. The plan shall also consider the Town's responsibilities for maintaining its secondary street network that commenced in 2012.

B. The transportation plan shall ensure that road and street designs accommodate planned community development while promoting Berryville Area traffic patterns to be serviced in a safe and efficient manner. Road design standards shall be used which are of appropriate scale and capacity to serve long-range traffic demands, while respecting the environment and scale of the historic downtown area and surrounding neighborhoods. The location, timing and scheduling of these public improvements shall be coordinated with the land use plan for the Berryville Area.

C. Any new proposed roads or expanded capacity on existing roads shall be represented consistently across both the Town and County transportation plans and policies. Adopted through truck restrictions on existing roads shall be considered in developing transportation plan elements and establishing growth sub-areas.

D. The Berryville Area transportation plan shall establish and reserve the proper locations, alignments and rights-of-way for future roads, sidewalks and bike lanes to ensure that these improvements can be implemented with the least public cost.

Policies

1) Future road alignments and improvements to existing alignments shall be in accord with the transportation plan for the Berryville Area.

2) All public and private land development proposals shall incorporate the recommendations of the transportation plan, including the reservation of future rights-of-way and the construction of road improvements related thereto.

3) Street design standards shall be context-sensitive and tailored to the unique land use environment and character of the Berryville Area. These standards shall be implemented via the respective subdivision and zoning ordinances for the Berryville Area, the Town of Berryville & Clarke County Bicycle and Pedestrian Plan, and shall be in accord with Virginia Department of Transportation (VDOT) and Town of Berryville criteria.

4) All private development proposals shall include traffic impact statements which identify the nature of future traffic conditions and analyze the degree of traffic generated by any given proposal. Traffic impact analyses shall ensure compatibility with the transportation plan for the Berryville Area. Developers will be expected to construct all improvements recommended by their accepted traffic impact analyses.

5) In addition to direct impacts to the traffic network outlined in traffic impact analyses, developers are expected to mitigate the impact of their development projects on the Berryville Area road network in the form of construction improvements consistent with the plan's transportation policies.

E. Establish and reserve properly planned access points to undeveloped properties, in particular those situated within the proposed annexation areas and other undeveloped sections of the County and Town Study Areas. Implement access management elements to minimize conflict points and ensure street connectivity.

F. Improve the ability of tourists and visitors to find and identify local business, historic and cultural sites without adding to visual clutter in the Berryville Area street system.

Policies

1) Design an attractive and comprehensive street sign system to guide tourists and visitors.

2) Coordinate with Virginia Department of Transportation in creating desirable design standards and controls for tourism corridors, in particular tourist oriented directional signage on US 340 and Route 7.

G. Provide a uniform and integrated approach for pedestrian movement, addressing walkways and bikeways. Encourage the implementation of these improvements in conjunction with new development in the Berryville Urban Area and provide coordination with trails and greenways where feasible.

H. Develop and implement road and street design standards which are of appropriate scale and capacity to serve long-range traffic demands, while respecting the environment and scale of the historic downtown area and surrounding neighborhoods.

I. Discourage the development of private road systems in single-family detached residential developments.

J. Plan for park and ride options along the Route 7 corridor to help reduce the number of single-occupant vehicle commuters. Also help to establish regular local bus/transit routes and options for residents of senior housing facilities located within the Town, and to facilitate consumer access to the Town's businesses, employment centers, government facilities, and recreational resources.

3. HOUSING

A. Housing and related land uses shall be developed and phased in a fashion compatible with and precedent to the Berryville Area's small town scale, ambience, and historic growth patterns.

Policies

1) Future housing shall be planned with a neighborhood orientation compatible with the scale and character of existing neighborhoods in the Berryville Area.

2) Provide a variety of housing opportunities for all citizens. Emphasize quality site planning and well-conceived architectural design in future development areas for all levels and types of housing products.

3) Provide sufficient housing opportunities for all ages and income groups within the context of compatibility with other land use planning goals and objectives.

B. Ensure historically compatible design treatment through the implementation of historic district design standards in the Berryville Area.

4. LAND USE

A. The land use plan shall reflect the logical and compatible land uses for the Berryville Area at its long-range, full development scenario. Decisions regarding future land use shall conform to the land use plan. The land use plan shall represent the graphic expression of the adopted goals, objectives and growth management policies of the Berryville Area.

B. The land use plan shall provide opportunities to optimally coordinate, schedule and time future development, giving due respect to individual property rights, demographic and marketplace demands, and ability of the localities to program and provide for public infrastructure and facilities in a fashion compatible with the adopted Berryville Area Plan.

C. The land use plan shall include an integrated mix of residential, commercial, and employment uses in the Berryville Area which will provide a variety of housing options to accommodate a range of incomes, ages, and family needs and employment opportunities for present and future residents. Flexible, affordable housing types that allow for families to "age in place" shall be encouraged. A vision for mixed-use developments containing a range of housing options supported by small-scale business uses that complement Downtown Berryville shall also be established in appropriate zoning districts.

D. Transition/Infill.

Policies

1) Identify and target small sites where infill opportunities exist. Program infill uses which are compatible in scale and intensity.

2) Identify redevelopment opportunities and provide public/private initiatives for the proper development of these properties.

3) Place a higher priority on the development of infill properties for both residential and business related uses.

4) Provide active interjurisdictional cooperation, coordination and funding in programming future Berryville Area urban land uses and support infrastructure and municipal services.

5) Ensure that new development projects incorporate transition areas, including items such as buffers or use/density limitations, to mitigate adverse impact on existing uses and structures.

6) Promote adaptive reuse projects that are more compatible with surrounding properties, that reduce blight, or that provide public safety improvements. Consider adopting zoning regulations to facilitate creative adaptive reuse projects.

E. Land Development.

Policies

1) Evaluate the development potential for all Berryville Area properties on a periodic basis focusing on large undeveloped tracts in and contiguous to the Berryville Area. Market demand for particular use types, public water and sewer availability, transportation network sufficiency, and the state of the economy shall be considered among the elements to consider in performing this evaluation. The boundaries, recommended uses, and residential densities of planning sub-areas shall also be periodically reviewed and adjusted to meet the joint needs of the Town and County.

2) Encourage development activities compatible with projected land use demands within the urban marketplace. Priority should be placed on infill development activities. Development activities which artificially stimulate growth should be discouraged. Discourage the development of strip shopping centers and peripheral retail uses.

3) Identify and target environmentally sensitive land areas including areas with karst features which should be conserved and/or protected from future development.
   a) Implement procedures which will result in conservation of the critical areas during private development activities.
   b) Channel all active urban development away from critical environmental areas by requiring land use on particular tracts to be clustered on those areas with the highest development potentials. Sensitive areas which lie within tracts proposed for development should be maintained in their natural state for passive and/or open space activities.

4) All new development proposals shall be evaluated on elements including degree of conformance with the land use plan, County Comprehensive Plan, and Town Comprehensive Plan; compatibility with existing uses and structures; impact on public utilities and infrastructure; and protections provided to the existing environmental and historic resources. Private development applications shall include reports and other detailed information demonstrating degree of conformance with the aforementioned elements.

5. PUBLIC FACILITIES AND SERVICES

A. The planning and programming of all urban services, utilities and facilities shall be compatible with the future land use plan for the Berryville Area. The Town's and the County's capacities to provide public utilities (water and sewer) and public services (fire, rescue, law enforcement, roads, schools) should be coordinated with the Area Plan's development strategies. Capital improvement programs addressing these public utilities and services should be consulted in performing this evaluation.

B. Plan and provide for an adequate level of public services, utilities and facilities for all current and future residents within the Berryville Area. Consider developing levels of service criteria to determine adequacy levels for facilities and services.

C. The nature, scale, timing and implementation of all private development proposals shall be subject to the provision of adequate and coordinated public facilities. Private development proposals shall provide all on-site public facilities, utilities and infrastructure necessary to accommodate both (1) the requirements of the given development, and (2) the Berryville Area planning recommendations for adequate public facilities within the general planning area. Proposals will also be expected to include measures that mitigate impacts to off-site facilities that are a result of any new proposed development. An example would be proffered improvements to a

nearby road or intersection that, absent necessary improvements, would experience a drop in level of service as a result of a new development's projected traffic increase.

D. Water Supply.
Continue a leadership role in advancing regional planning and implementation programs for efficient water delivery to serve the long- range municipal water supply and fire protection requirements for the Berryville area, placing an emphasis on adequate fire protection standards for new development within the Berryville Area.

E. Utilities.

Policies

1. Coordinate future water and sewer demands and system requirements with a long-term capital improvements program to respond to the land use plan.
2. Prepare regional and/or Town/County supported plans, engineering studies, and implementation strategies for stormwater management to serve the needs of the Berryville Area.
3. Plan the most effective timing and routing of public utility systems compatible with the land use plan.
4. Continue to facilitate a range of high-speed internet and telecommunications options for residents and businesses.

F. Schools.
Encourage educational opportunities for current and future residents with the additions to the existing school system and facilities within or in close proximity to the Town of Berryville.

G. Parks and Recreation
Provide for adequately sized recreational amenities as new residential development occurs consistent with the Town's and County's recreational plans.

6. ECONOMIC DEVELOPMENT

A. Support the existing economic base in the Berryville Area while exploring other compatible economic opportunities for expanded employment and tax-revenues, consistent with the Town's and County's economic development efforts.

Policies

1) Identify additional sites suitable for light industrial employment uses and reserve them for well-controlled and staged economic expansion in the Berryville Area, including potential areas for expansion adjacent to the County Business Park.

2) Planning should continue for a moderately paced, planned economic development program which should include areas for future office and light

industrial/technology related land uses which are compatible with the surrounding residential and agricultural areas.

3) Continue to require quality site design standards for all economic development related land uses, including site buffers, landscaping, and open space requirements. Ensure consistency of these features with the Town's urban design philosophy.

4) Seek to attract new business types and retain existing businesses that complement the Downtown Berryville businesses.

7. URBAN DESIGN

A. Protect and enhance the visual quality, design excellence and the distinctive image of the County and Town to ensure that land development and accommodation of growth are in keeping with the character of the Berryville Area.

Policies

1) Protect the integrity of the architectural and historic character of the Berryville Area.

2) Continue to promote formal intergovernmental cooperation and action to protect and improve the County and Town's major entrance corridors into the Berryville Area, in particular with the Virginia Department of Transportation, since the visual quality of these entrances transcends both jurisdictional and Berryville Area boundaries.

3) Expand design review processes and standards to encourage compatible design in the areas of new construction, rehabilitation, signs, streetscapes and landscaping.

4) Provide context-sensitive design guidelines and architectural review guidelines for new development in order to ensure compatibility with the prevailing architectural scale and themes in the Berryville Area.

8. IMPLEMENTATION

A. The Berryville Area Plan shall be implemented via the growth management tools including the land use plan, zoning ordinance, site plan controls, subdivision ordinance and other environmental and urban design standards.

Policies

1) The foundation for the type, character and timing of future land use and development within the Berryville Area and its planning sub-areas is the adopted land use plan. This planning exhibit comprises the graphic representation of the Berryville Area Plan and physical expression of its adopted goals and objectives.

2) Decisions regarding the location, nature, type and intensity of future land development shall be based on the adopted land use plan.

3) The zoning regulations applied to property within the Berryville Area shall be consistent with the adopted land use plan. Significant deviations from the Berryville Area Plan shall require a revision to and update of the Area Plan prior to the consideration of any such significant zoning amendment by the Town or County. Piecemeal amendments to the Area Plan to accommodate a specific project should be strongly discouraged.

4) Where feasible, maintain consistent language in the Town and County Zoning and Subdivision Ordinances to ensure continuity and an efficient land use review process as development projects in the Berryville Area are annexed from the County into the Town.

B. Implement the objectives, plans, and strategies of the Berryville Area Plan process through creative growth management techniques.

Policies

1) Continue to update and strengthen the existing zoning, subdivision, and site plan controls applicable to the Berryville Area. Implicit in this is the joint cooperation between the Town and County in establishing compatible and uniform land use regulations for the Berryville Area. The Berryville Area regulations shall govern and take precedence over existing local zoning and subdivision controls.

2) Utilize conditional zoning and consider establishing form-based zoning regulations to provide new developments with flexibility without adversely impacting compatibility with adjoining properties or the governing bodies' ability to provide public utilities and services.

3) Continue to jointly develop design review and controls for the County's major tourism access corridors adjacent to Berryville.

4) Coordinate all Berryville Area planning and land use decision making within the broader context of the Clarke County Comprehensive Plan's goals and objectives and the adopted comprehensive plan for the Town of Berryville.

Chapter IV

Plan Implementation and Conclusion

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A. Plan Amendments Generally; Process for Adding or Changing Sub-Areas

As the joint Town-County land use plan for the future development of the annexation areas, the Berryville Area Plan (BAP) shall be evaluated at least once every five years by the Berryville Area Development Authority (BADA) to determine whether and to what degree it may need to be updated. Such an evaluation must be thorough and deliberate, and shall include a general review of the Plan, current demographics, and any recent changes that may have occurred in the community not contemplated or adequately addressed by the current Plan. Guidance can be drawn from the Code of Virginia provisions on the development of comprehensive plans:

> *Code of Virginia, §15.2-2223*
> *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.*

For similar reasons, it is strongly recommended that updates to the Plan should not be undertaken on a "piecemeal" basis to address a specific issue or to accommodate a new land use request or regulatory change. Unlike zoning ordinances or municipal codes that are often amended to address specific regulatory situations that arise, the amending of a land use plan should be conducted as a comprehensive review and evaluation with all relevant impacts and information available for consideration.

1. Amending the Berryville Area Plan

a. Regular review schedule

On a five-year schedule from the adoption date of the current Plan, the BADA shall adopt a resolution addressing the status of the Plan, whether it should be updated, and to what degree it should be updated. This resolution may come in one of the following forms:

- A finding that the current demographics, goals, objectives, and policy recommendations are sufficient and that no Plan amendment is necessary.

- A finding that changes in the community warrants a comprehensive review and update of the Plan. An example would be the release of decennial Census data and growth projections.

- A finding that the Plan does not address, or inadequately addresses, a specific topic area or areas warranting a focused update of the Plan. An example would include a desire by the Town and County to create a new annexation area and Sub-Areas. While the update

may have a specific purpose, the review should remain comprehensive to ensure that all impacts are carefully evaluated.

It is recommended that at the beginning of year four in the five-year schedule, the BADA should begin work evaluating the Plan status. This can be accomplished as a committee of the whole or by designating a workgroup. Plan status should be evaluated by considering factors including, but not limited to:

- Recent release of updated demographics.
- Recent updates to the County or Town Comprehensive Plans.
- Impact of new development projects since the previous Plan update.
- Impact of recently completed capital projects or transportation improvements.
- New cooperative projects between the Town and County, e.g., economic development initiatives.
- Any other subject not addressed or inadequately addressed by the current Plan.

In the event that the BADA decides to update the Plan, the process should begin immediately and copies of the resolution should be forwarded to Town Council, Board of Supervisors, and the Town and County Planning Commissions to inform them of the pending update. The resolution shall specify the scope of the update and the anticipated completion date of a draft Plan for public review, which should not exceed one year from the date of the resolution. The BADA, supported by the Town and County Planning Staffs, is solely responsible for developing plan updates and may include other elected or appointed officials and staff as they deem necessary.

Upon completion of the revised draft Plan, the BADA shall hold a public hearing on the Plan in accordance with Code of Virginia requirements. The BADA may hold other informal outreach sessions with the public and/or key stakeholders prior to finalizing the draft and conducting the required Public Hearing. BADA action shall consist of a recommendation for adoption of the draft Plan to the Town Council and the Board of Supervisors, who shall then conduct their own public hearings in accordance with State law and adopt the draft Plan individually. In the event that the BADA does not pass a recommendation to adopt the Plan, the draft Plan shall not be forwarded to the governing bodies for consideration.

b. Interim amendments

While not recommended, a proposal may be considered to amend the BAP outside of the scope of the Plan's five-year review cycle. Frequent, piecemeal changes to the Plan can result in the document becoming fragmented and inconsistent. It can also devalue the importance of the document as a long-range planning guideline. For these reasons, interim amendments are strongly discouraged.

A structured process is recommended for the consideration of interim amendments to the Plan:

- Plan amendments initiated by the governing bodies. Plan amendments initiated by Town Council or the Board of Supervisors shall be made by resolution to the BADA that includes the specific reason and detailed scope of the requested review. The resolution shall be adopted by both governing bodies before the BADA may begin work on the requested amendment. The resolution shall also contain justification as to why the amendment must take place in the interim rather than as part of the five-year Plan review. When applicable, the BADA shall solicit recommendations on the proposed plan amendments from the Berryville and County Planning Commissions.

- Plan amendments requested by citizens/stakeholders. For plan amendments requested by citizens or other stakeholders, an annual window of opportunity shall be designated for consideration of amendment petitions. Such petitions shall be evaluated as follows:

    - An annual review of amendment petitions shall be conducted in June by the Town Council and Board of Supervisors.
    - Petitioners shall submit their plan amendment requests in writing no later than April 1. Requests shall include, at a minimum, the specific reason for the amendment, a detailed scope of the requested review, and a justification as to why the amendment must be considered in the interim rather than as part of the five-year Plan review.
    - Petitioners shall provide written acknowledgement that they will reimburse the Town and County for all public hearing costs and pay any required fees.
    - Both Town Council and the Board of Supervisors must agree to direct the BADA to review and develop the Plan amendment, conduct the required Public Hearing, and forward a formal recommendation within a specified time period not to exceed one year. Failure of one or both of the governing bodies to support the Plan amendment shall result in the failure of the request to advance to the BADA. In such instances, the petitioner's application fees shall be refunded to them.
    - When applicable, the BADA shall solicit recommendations on the proposed plan amendments from the Berryville and County Planning Commissions.

Interim amendments to the Plan shall also meet one of the following criteria:

1. The goals, objectives, or policies of the BAP would be more effectively met or implemented, particularly by a concept of land development that was not foreseen by the Plan, if the Plan Amendment were approved.

2. The area surrounding the property in question has changed substantially since the review of the Plan.

3. The General Assembly has adopted legislation that necessitates an interim amendment to the Plan.

The importance of the three criteria noted above are critical to ensure that an interim amendment addresses a genuine change in conditions of the property, the County and Town, or outside influences affecting the County and Town; or to address a gap in the guidance or State regulatory compliance provided by the Plan. Interim amendments that solely address or facilitate a land use change or other request that is in conflict with the Plan's recommendations, without significantly addressing the aforementioned criteria, shall not be considered.

2. Amending the Annexation Area Agreement

Periodic revisions to the Berryville Area Plan, whether conducted during the five-year review cycle or as an interim amendment to the Plan, shall also include a detailed evaluation of whether the revision or amendment is consistent with the Town-County Annexation Area Agreement. This is particularly relevant if the revision or amendment would result in the creation of new or expansion of existing Sub-Area boundaries beyond the limits of Annexation Area B. Legal counsel for the Town and County should be consulted to evaluate any new or amended Plan language that may impact the Annexation Area Agreement.

If the Annexation Area Agreement must be amended in order to implement a new Plan recommendation, the Town and County shall form a joint committee consisting of elected officials, planning staffs, and legal counsel to ensure that the terms of the amended agreement are fair and equitable and that the review process meets all Code of Virginia requirements. The proposed amendment shall also be reviewed for conformance with both the Town and County comprehensive plans. No new Sub-Areas or expansion of existing Sub-Areas beyond the current annexation area boundaries shall be approved and incorporated into the Plan until the applicable amendment of the Annexation Area Agreement is approved by both Town Council and the Board of Supervisors.

3. Review Process for Adoption of New or Expanded Sub-Areas

The establishment of the Berryville Area Plan's original Sub-Areas involved a detailed examination of the subject properties to determine their capacity to carry new development at an urban scale. A similar process should be undertaken in the event that the Town and County wish to create new Sub-Areas or expansion of existing Sub-Areas, in order to accurately determine the subject property's capacity for development and limitations. This process should include a detailed analysis, performed by qualified engineering/land use professionals, to address the following impacts:

- Geology, hydrology, and soil type, including key Karst features that may impact capacity for development.

- Physical features such as existing intermittent/perennial streams, wetlands, sensitive slopes, and forestation that should be protected and preserved.

- Existing and surrounding land uses and their scale of construction/density to determine compatibility with proposed future land uses.

- Features of historic, cultural, or preservation significance (e.g., conservation easements, registered historic properties/structures, contributing properties/structures).

- Adjoining scenic impacts, visibility from major highways and gateways, and potential mitigation measures.

- Proximity to existing public water and sewer infrastructure and costs of connection to these systems.

- Public road network's current level of service and capacity for expansion/improvement.

- Value of the property as an economic development resource

It is strongly recommended that the Town and County complete this analysis jointly and reach a consensus on the parameters of any new or expanded Sub-Area as a precursor to finalizing any Annexation Area Agreement.

B. Impact of Plan Implementation

The original Berryville Area Plan Chapter VI addressed the impacts from projected development in Annexation Area B on public services and facilities including schools, libraries, public water and sewer, stormwater management, parks and recreation, fire and rescue, human support services, and police facilities. This chapter included recommendations on new infrastructure and facilities that would be needed to support the projected growth at maximum build-out and also included cost estimates for each facility. These recommendations were based upon industry standards in place in the early 1990s and were developed in conjunction with the planning consultant that assisted with the creation of the Plan. They were among the first capital improvements identified and planned for in a forward-thinking document for both the Town and the County.

The level of planning and staffing capacity in the Town and County has changed since the early 1990s. Capital needs are now identified and developed into projects by agencies and departments that did not exist when the Berryville Area Plan was first adopted. Capital projects are reviewed and prioritized in conjunction with both jurisdictions' annual budget processes and according to current demographics and growth patterns. Despite these changes, the need to coordinate future land use planning with long-range plans for infrastructure, service expansion, and maintenance is critical.

The following section begins with an overview of the need for developer-funded contributions to mitigate the impact of new development projects on public infrastructure. It concludes with a description of the different types of infrastructure that can be impacted by new development and the different agencies and departments that are responsible for managing public infrastructure and services in the Town and County. The purpose of this section is to ensure that the impacts of new residential, commercial, and light industrial development are identified and properly evaluated with each new land use application and with future expansions of the Berryville Annexation Area. Specific infrastructure projects that are planned or under development may be found in the capital projects section of the Town's and County's budget documents. It is expected that land use applicants, particularly those seeking to re-zone to a more intensive zoning classification, will use this section as a guide to develop a package of necessary capital improvements and contributions that mitigate their project's impact on the Town and County.

1. Developer-Funded Improvements and Capital Project Contributions

The Town and County work cooperatively to ensure that new development, redevelopment, and infill development projects in the Berryville Area occur in accordance with the jurisdictions' joint philosophy of growth management and land use decision-making. A major component of this effort is ensuring that the impact of development on public infrastructure is properly mitigated. This is accomplished with the following tools that are made available to localities in accordance the Code of Virginia:

a. Required Improvements

Public water, public sewer, and public streets are types of infrastructure that require developers to construct improvements in order to access capacity to support their new projects. Regarding public water and public sewer, the Town evaluates each project at the time of site plan or subdivision plat review to determine necessary improvements to properly serve the project at maximum build-out. The developer is required to construct and gain acceptance of the new utility infrastructure by the Town prior to issuance of certificates of occupancy and release of required sureties.

For improvements to the public street network, the results of a traffic impact analysis (if required) will dictate the type and scale of improvements to be constructed by the developer in order to gain final approval of the project. Town design requirements also dictate the provision of bicycle and pedestrian accommodations where necessary.

b. Cash Proffers

§15.2-2303 of the Code of Virginia authorizes localities to use "conditional zoning," a method of authorizing the voluntary acceptance of proffers by a developer to provide cash contributions or land for public infrastructure improvements ("cash proffers"), promises to complete specific infrastructure improvements, or conditions on the scale or manner of development in exchange for the locality rezoning the property to allow the project. For new residential rezoning projects in the Berryville Area, the County encourages conditional zoning applicants to voluntarily provide a cash proffer – a payment made on a per-unit basis for each new dwelling to be constructed that would be paid prior to issuance of a certificate of occupancy. The amount of the cash proffer is based upon the identified capital projects that would be impacted by new residential

growth. The cash proffer amount is calculated on an as-needed basis from the most current list of capital projects.

c. Other Voluntary Proffers

Conditional zoning also enables localities to accept other types of proffers voluntarily provided by an applicant to help mitigate infrastructure impacts. These proffers are negotiated on a case-by-case basis and can come in different forms. For example, a project that may increase the need for fire and EMS response may include a voluntary cash contribution by the developer to help fund purchase of a new fire engine that is identified as a future capital need. Or a project that may generate significant new traffic that would reduce the level of service at an off-site intersection may include a proffer for the developer to construct necessary improvements at that intersection. Developers can use this flexible tool to offer improvements above and beyond ordinance requirements, such as voluntary provision of larger setbacks and additional screening to avoid adversely impacting a neighboring development or a condition not to develop certain by-right uses that would be permitted in the new requested zoning district.

2. County and Town Public Utilities and Facilities

a. Public Water and Sewer (Town of Berryville -- Utilities Department)

Public water and public sewer are provided by the Town of Berryville within Town limits. As noted in Chapter I, it is the intent of the Town-County Annexation Agreement to ensure that properties jointly developed under the Berryville Area Plan are to be served by public water and public sewer upon annexation by the Town. Information on available capacity, fees, and connection requirements can be obtained from the Town's business office.

Required improvements for new development projects are determined through the land-use application process (e.g., rezoning, special use permit, site plan, subdivision plat). Applicants are required to provide detailed engineering plans and technical information to determine sufficient water and sewer capacity for new development projects. Where necessary, applicants will be expected to provide infrastructure improvements to mitigate any potential adverse impact on the water or sewer system's level of service. Such improvements would be committed either through an applicant's rezoning proffer or through development agreement with the Town in other land use applications.

For areas being considered by the Town and County for designation as new annexation areas or for existing Sub-Areas under consideration for more intensive land uses, an impact study shall be undertaken to ensure that the proposed land use type or types and potential densities can be effectively served by Town water and sewer. If future deficiencies are noted, specific improvements to maintain effective levels of service shall be identified including planning-level cost estimates and timing for implementing the improvements. Development of new annexation areas shall not be undertaken without first conducting this evaluation and committing to undertake these future improvements.

b. Public School System (Clarke County Public Schools)

New residential development projects impact the County's public school system through a potential increase in the number of school-age children to be served. Additional students mean a greater need for teachers to maintain recommended classroom sizes and program offerings, and a significant increase in enrollment can trigger the need for facility improvements and expansions.

In conjunction with the annual budget process, Clarke County Public Schools identifies a list of capital projects to ensure compliance with state guidelines and to maintain or improve the quality of service provided to its students. These capital projects form the basis of the cash proffer calculation for new residential development projects (see discussion below). Applicants for new residential development projects that require rezoning to a higher density will be expected to mitigate potential impact on the school system through provision of cash proffer payments per new dwelling unit, proffer to directly address specific school system capital needs, voluntary use of age-restriction covenants for residents, or other comparable measures.

As with private residential development projects, any future expansion of annexation areas or increase in the residential density of existing Sub-Areas by the Town and County shall include consideration of impacts to the school system and consultation with Schools' staff. Development of new residential areas or increase in existing residential densities shall not be undertaken absent this evaluation and commitment to undertake any future capital improvements needed to support the future development.

c. Fire & Emergency Services (Clarke County – Department of Fire, Emergency Medical Services, and Emergency Management)

Clarke County's fire and emergency services functions are managed by a combination of volunteer organizations and County staffing. In 2014, the Board of Supervisors adopted an ordinance that organized the combination system under the County Department of Fire, Emergency Medical Services, and Emergency Management. The County's fire response service is entirely volunteer-based and operated from three stations located in Berryville (John H. Enders Fire Company and Rescue Squad), Boyce (Boyce Volunteer Fire Company), and Shenandoah Retreat (Blue Ridge Volunteer Fire & Rescue Company) with support from Mt. Weather and adjacent localities. Emergency medical services (EMS) are provided by a combination of volunteer staffing from the three stations and County EMS staffing. The Board also implemented a fee-for-service program to recoup the cost of transporting patients to medical facilities.

New development projects can have an impact on the provision of fire and emergency medical services – as such they are frequently a component of a locality's cash proffer calculation. Residential projects increase the number of potential patients to be served and commercial, industrial, and institutional projects often have design elements that must be evaluated to ensure that fire and EMS service delivery is not impeded. Development plans for new projects shall be evaluated for their impacts on fire and emergency service provision, and mitigation measures shall be included to ensure that the

same or better levels of service can be efficiently provided. Direct contributions to capital needs (e.g., vehicles, apparatus, equipment, facilities) shall also be encouraged.

d. Parks (Town of Berryville, Clarke County Parks & Recreation Department)

The Clarke County Parks & Recreation Department is responsible for management of County's recreational facilities located at Chet Hobert Park off of West Main Street. The Town is responsible for management of Rose Hill Park located in Downtown Berryville.

The County Parks & Recreation Department, in conjunction with the Parks & Recreation Advisory Board, maintains a Master Plan for Chet Hobert Park and recommends projects on an annual basis to enhance existing facilities and complete planned expansions of new facilities at the Park. In 2015, the County also adopted its first Recreation Plan as a component of the County Comprehensive Plan to support the update and implementation of the Park Master Plan. Together, these two documents help the County to identify demand for future recreational needs, establish levels of service, and plan for future improvements to programs and facilities.

New residential development poses the greatest impact on parks and recreation facilities, so inclusion of these capital improvements as a component of the cash proffer calculation is a common approach. Depending upon the scale of development (number of units), the targeted demographic (e.g,. workforce housing, senior housing), and the development form (e.g., single-family, larger urban parcels, smaller clustered parcels), developer-provided facilities such as walking trails, playgrounds, and passive parks maintained exclusively by a homeowners' association may be appropriate. Alternatively, proffer of a facility that meets an identified capital need for the Town or County may also be appropriate provided that the timing of development and locality's ability to pay for and maintain the facility is appropriate.

e. Library (Handley Regional Library)

County library facilities located in the Berryville-Clarke County Government Center are managed by the Handley Regional Library system with annual financial contributions by the County. The Regional Library is responsible for capital project planning and programming. Demand for library services is driven by population growth and capital projects are often included in the cash proffer calculation.

f. Law Enforcement (Town of Berryville Police Department, Clarke County Sheriff's Office)

The Clarke County Sheriff's Office and the Town of Berryville Police Department provide law enforcement services for their respective jurisdictions. Both the Town and the County participate in a regional jail system through the Northwestern Regional Adult Detention Center and do not maintain jail facilities locally. The County Sheriff's Office manages the County's Public Safety Communications center for the dispatch of fire, EMS, and law enforcement calls.

Law enforcement agencies, much like fire and EMS companies, have regularly occurring capital needs such as vehicle replacement and equipment needs. The County's Sheriff's

Office, as manager of the dispatch system, also incurs costs of maintaining the dispatch center and its equipment as well as radio systems, antennas, and off-site repeater equipment on communications towers. Facility expansions/enhancements occur less frequently but are identifiable needs that appear in capital improvement budgets. Law enforcement capital needs are a common component in a cash proffer calculation. Direct provision of developer-funded improvements are far less common due to the nature of law enforcement capital needs although opportunities to obtain such improvements should be evaluated in applicable land use requests.

g. Stormwater Management (Town of Berryville Public Works)

Stormwater management facilities in the Town of Berryville consist of Town-owned facilities, privately-owned and managed facilities, and facilities owned and managed by other governmental entities such as the Clarke County School Board. Regulation of stormwater management falls under the purview of the Virginia Department of Environmental Quality (DEQ). Over the past several years, the Commonwealth has continued to strengthen stormwater management regulations as a part of a larger effort to improve water quality statewide. It is expected that in the future, stormwater regulations will remain at their current levels or continue to be strengthened. This makes ongoing maintenance and enhancement of municipal stormwater systems more critical. Capital projects to improve municipal portions of a stormwater system are often included in a cash proffer calculation.

All development proposals regardless of use type are required to include approval of a stormwater management plan by both DEQ and the locality. Such plans shall also include a development agreement to ensure that any facilities and best management practices are maintained throughout the life of the facility. Stormwater management is mandated by law and not subject to negotiation. However, an opportunity may arise with specific development projects to accept proffered improvements that may enhance an underperforming part of an existing stormwater system. In these cases, a cost benefit analysis shall be conducted to determine whether the community would benefit from accepting such improvements.

As noted in the original Berryville Area Plan, conveyance of stormwater is a critical element in ensuring that new developments do not have adverse impacts in the form of erosion or flooding on surrounding properties. The presence and sensitivity of Karst features adds an additional dimension to the challenge of managing stormwater on a municipal level. Stormwater management and Karst impacts shall be included in any detailed analysis of potential properties to be included in future annexation areas or in expansion of existing Sub-Areas to support more intensive development.

3. Transportation Network

a. Impacts of new development

As previously noted, the Town of Berryville assumed the responsibility of maintaining the secondary street network within Town limits in 2012. Harry Byrd Highway (Route 7), Main Street (Business Route 7), and Buckmarsh Street (US 340) are primary

highways maintained by the Virginia Department of Transportation (VDOT). Design requirements for the secondary street network may be found in the Town's Subdivision Ordinance. Annexation area projects that are undertaken prior to annexation by the Town and that propose new public streets or that impact existing secondary streets will be required to observe the Town's design requirements.

Traffic impact on the public road network is one of the most commonly evaluated elements of any new development proposal. All new developments shall be designed to ensure that the resultant impacts on traffic volume and patterns do not result in a reduced level of service on the adjoining public roads and intersections. For most projects, this is determined through a traffic impact analysis (TIA) conducted by the developer's traffic engineer and reviewed for conformance with state regulations by VDOT for impacts to primary highways and by the Town's consulting engineer for impacts to secondary roads. The TIA will identify needed improvements to roads and intersections based upon the proposed development's most intensive potential usage. It is expected that developers will provide the TIA's recommended onsite improvements as part of the site development. It is also expected that developers will consider providing any needed off-site improvements that bear a direct relationship to the new development's traffic as determined in the approved TIA.

As presented in Chapter I and depicted in the original Berryville Area Plan, the Town has also identified future enhancements to the public road network that have yet to be constructed. These include the construction of a southeastern collector road that would connect Jack Enders Boulevard to U.S. 340 and an extension of West Fairfax Street to connect with East Fairfax Street that would enable access to the public street network between Buckmarsh Street and First Street. New development projects shall provide improvements to facilitate construction of these enhancements if the projects are located in the areas designated for future road improvements. Such developer-provided improvements shall include right-of-way dedication for roads and drainage, construction of actual improvements, cash contributions, or a combination of these elements.

The Town has also identified provision of bicycle and pedestrian facilities as a critical element of public infrastructure. Applicants will be expected to provide such facilities according to the Town's planning and design criteria.

b. Planning for future growth

Transportation infrastructure needs are among the most important to evaluate when determining whether to create a new annexation area or to increase the recommended density of development in an existing Sub-Area. Any of these types of changes considered by the Town and County shall include a traffic impact analysis performed by a traffic engineer with recommendations on future improvements necessary to accommodate the proposed growth.

Identifying key projects to improve the current public road network is equally important. Chapter I lists the three Berryville Area projects that have been identified by the Town and County as priorities to enhance the network's current level of service. These

projects, as well as any new potential improvement projects, should be reviewed and discussed jointly by the Town and County on a regular basis and concerted efforts should be undertaken to pursue State and Federal funding for the projects. Where applicable, partnerships may be formed with the development community to share the cost of completing these projects including but not limited to proffered improvements with new development proposals.

C. Potential Future Growth Areas

While portions of Annexation Area B remain available for new development or infill/re-development projects, it is advisable to identify new areas adjacent to the Town of Berryville that could be considered for designation as future annexation areas. Subsection A above outlines the processes for evaluating and formally establishing new annexation areas, however the first step in this long-range planning exercise is to determine the most logical locations for future development. Three areas located outside of the boundaries of Annexation Area B are proposed for designation as "potential future growth areas" to be evaluated jointly by the Town and County to accommodate future growth as Annexation Area B reaches build-out for residential and commercial/industrial capacity.

As depicted in the attached maps, the potential future growth areas are shown as general planning areas without specified boundaries. This is to enable the areas to be expanded or contracted in size depending on the influencing factors that would be evaluated through the annexation area review process. For the purposes of this section, potential future growth areas should be viewed as a point of departure for the discussion of allowing urban-scale growth and expansion of the Town boundaries in key locations.

Determining when to begin a detailed review of a future growth area for consideration as a possible new annexation area shall be based on the following factors:

- Degree of build-out in existing Sub-Areas.
- Available capacity of public water and public sewer to serve the new development area or alternatively, the ability to obtain additional required capacity through developer-funded improvements.
- Impact on the current levels of service of public roads and emergency services and whether adverse impacts can be mitigated by developer-funded improvements.
- Impact on the capacity of the public school system including but not limited to enrollment capacity and classroom size.

The majority of these factors address impact of new development on public infrastructure. It is critically important that these future impacts are effectively planned for in both the Town's and County's capital improvement programs to ensure that the desired scale of development can be accommodated.

1. Southern Potential Future Growth Area (Map 3):

Location:
This Future Growth Area includes properties located immediately to the south of the Clarke County Business Park (Sub-Area 21) and the properties recommended for Light Industrial/Research uses located on the west side of the Norfolk Southern Railroad in the Craig's Run Light Industrial Area (Sub-Area 23). The Area also extends westward to U.S. 340 and southward to the vicinity of Smallwood Lane (Rt. 680).

Approximate Area: +/- 150 acres

Development Constraints:

- Smallwood Lane (Rt. 680) – Smallwood Lane is the only public road providing access to U.S. 340 and is classified as a local road with limited pavement width and no turn lane/acceleration lane at the U.S. 340 entrance. Smallwood Lane is hard surfaced only to an area immediately east of the rail crossing with the balance of the road being gravel surfaced.

- Norfolk Southern Railroad – Existing at-grade rail crossing on Smallwood Lane would require significant improvements to accommodate additional vehicular traffic.

- Virginia Department of Transportation (VDOT) office – VDOT maintains a local maintenance office on six acres located on Smallwood Lane immediately west of the rail crossing.

- Existing uses on U.S. 340 – The western edge of the Future Growth Area includes several homes and an existing auto repair business on small lots that front the east side of U.S. 340.
- Milton Valley Farm – The Future Growth Area is bordered to the south by Milton Valley Farm which is in permanent conservation easement. Any future development shall include measures such as buffer areas and screening to mitigate potential impact on the conservation easement.

Potential Land Use(s):

- Business/Office and Light Industrial/Research. The logical development pattern for this Future Sub-Area would be the continuation of business and light industrial uses similar in scale to the adjacent Business Park. The Business/Office designation should be used to provide transition uses between more intensive Light Industrial uses and adjoining residential and agricultural properties.

Other Considerations:

- Potential alternative route for future Southeast Collector road. As noted previously in this Plan, Jack Enders Boulevard is planned to be extended from its current terminus to South Buckmarsh Street to complete a connection between Main and Buckmarsh Streets (U.S. 340). Jack Enders Boulevard would cross the Norfolk and Southern rail line by means of a new at-grade crossing. If this Future Growth Area is ultimately developed

into a new annexation area, an alternative route for the Southeast Collector road could be considered that would extend in a southwesterly direction from existing Jack Enders Boulevard near the Town of Berryville water tower, and would improve the existing at-grade rail crossing on Smallwood Lane to reach U.S. 340. A detailed traffic impact analysis and engineering study must be conducted in order to fully evaluate this option.

Recommendations:
Evaluation of this Future Growth Area should be a short-term priority given the near build-out of the existing Business Park and the continuing need to move forward with the planning of the Southeast Collector. Upon adoption of the revised Berryville Area Plan, Clarke County and Town of Berryville officials should cooperatively undertake a detailed land use planning and engineering study of this area for consideration as a potential new annexation area. The goal should be to complete this study and determine whether to move forward on creating a new annexation area no later than the next five-year review period for the Berryville Area Plan. Consideration of an interim amendment to the Plan would also be warranted for this purpose.

2. Hermitage South Potential Future Growth Area (Map 4):

Location:
This Future Growth Area adjoins Hermitage subdivision immediately to the south including the Hermitage Boulevard Residential Area (Sub-Area 26), and also adjoins the Hermitage Residential Growth Area (Sub-Area 27A) and the Southern Gateway Residential Growth Area (Sub-Area 27B) to the west and the Clarke County VFW property to the west and south. There is also an existing historic home, Aurora (453 South Buckmarsh Street), located immediately to the east on a three-acre parcel and an existing electric power station.

Approximate Area: +/-75 acres

Development Constraints:

- Consideration should be given to mitigating any potential adverse impact to the existing historic home at 453 South Buckmarsh Street including potential use of the Historic/Cultural Preservation land use designation.

- The balance of the Future Growth Area is currently open farmland with minimal tree coverage. Siting of new structures and landscaping shall be considered as this Area lies at the Town's south gateway.

Potential Land Use(s):

- Low-Density Residential (2 units/acre)
- Medium-Density Residential (4 units/acre) with cluster development.
- Commercial uses consistent with the scale and density allowed by Town ordinance.
- Historic/Cultural Preservation for the parcel containing the existing historic home and immediate vicinity.

Recommendations:
Evaluation of this Future Growth Area should be considered a long-term priority once the existing residential Sub-Areas approach maximum build-out.

3. Western Potential Future Growth Area (Map 5):

Location:
This Future Growth Area is located at the southeastern corner of the intersection of Westwood Road (Rt. 636) and West Main Street (Business Va. 7). It is bordered by the historic Rosemont property to the east, Clarke County High School to the north, and D.G. Cooley Elementary School to the west. The property is currently an active apple orchard.

Approximate Area: +/-60 acres

Development Constraints:

- Agricultural use. As the property is in current long-term use as an orchard, the opportunity for development of this property may not occur until the useful life of the orchard is exhausted.

- Potential impact to Rosemont. Consideration should be given to mitigating any potential adverse impact of development to the historic Rosemont home and grounds including potential use of the Historic/Cultural Preservation land use designation.

- The balance of the Future Growth Area would be open and visible from public roadways. Siting of new structures and landscaping shall be considered for this Area.

Potential Land Use(s):

- Low-Density Residential (2 units/acre)

- Medium-Density Residential (4 units/acre) with cluster development

- Historic/Cultural Preservation as development buffer from historic Rosemont.

Recommendations:
Evaluation of this Future Growth Area should be considered a long-term priority once the existing residential Sub-Areas approach maximum build-out.

D. Conclusion

Referenced throughout this Plan document in various forms, the future success of the Town of Berryville's and Clarke County's symbiotic planning relationship hinges on maintaining and growing the current culture of cooperation and open communication. The Town's and County's shared efforts began several decades ago with the creation of an innovative growth management philosophy and has expanded into other areas including shared facilities (Berryville-Clarke County Government Center) and shared economic development and tourism efforts. These efforts have not gone unnoticed as jurisdictions across the Commonwealth have looked to our successes as models to be replicated in their own communities.

By continuing to work jointly to identify and develop lands around the Town to accommodate future growth, by combining efforts to ensure that public infrastructure and services are planned and provided for future residents and businesses, and by striving to find creative approaches to solve future challenges, Berryville and Clarke County will continue to be a vibrant and prosperous community offering a high quality lifestyle.

Appendix

Maps
Future Land Use Table and Projected Development Yields

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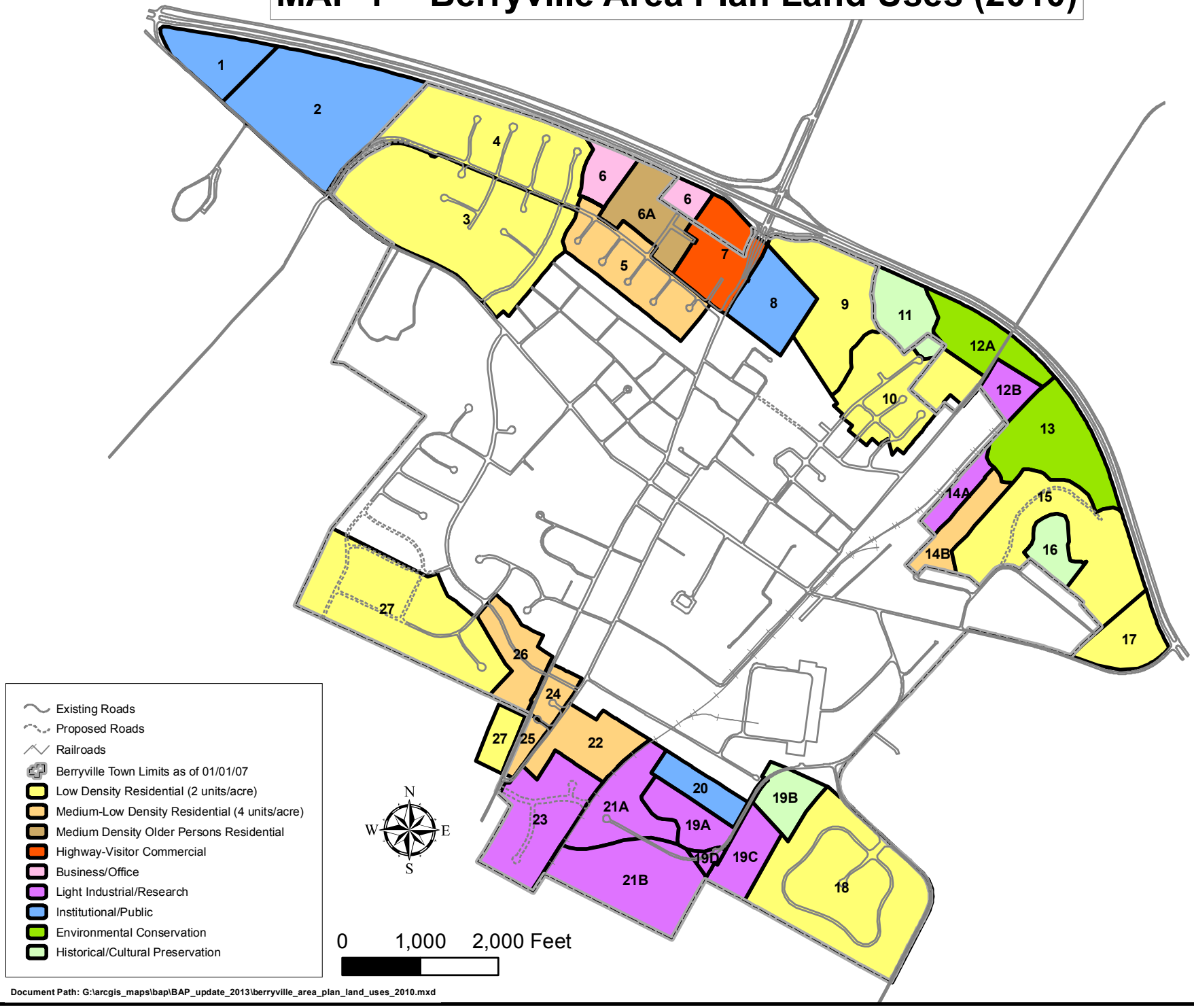
MAP 1 -- Berryville Area Plan Land Uses (2010)



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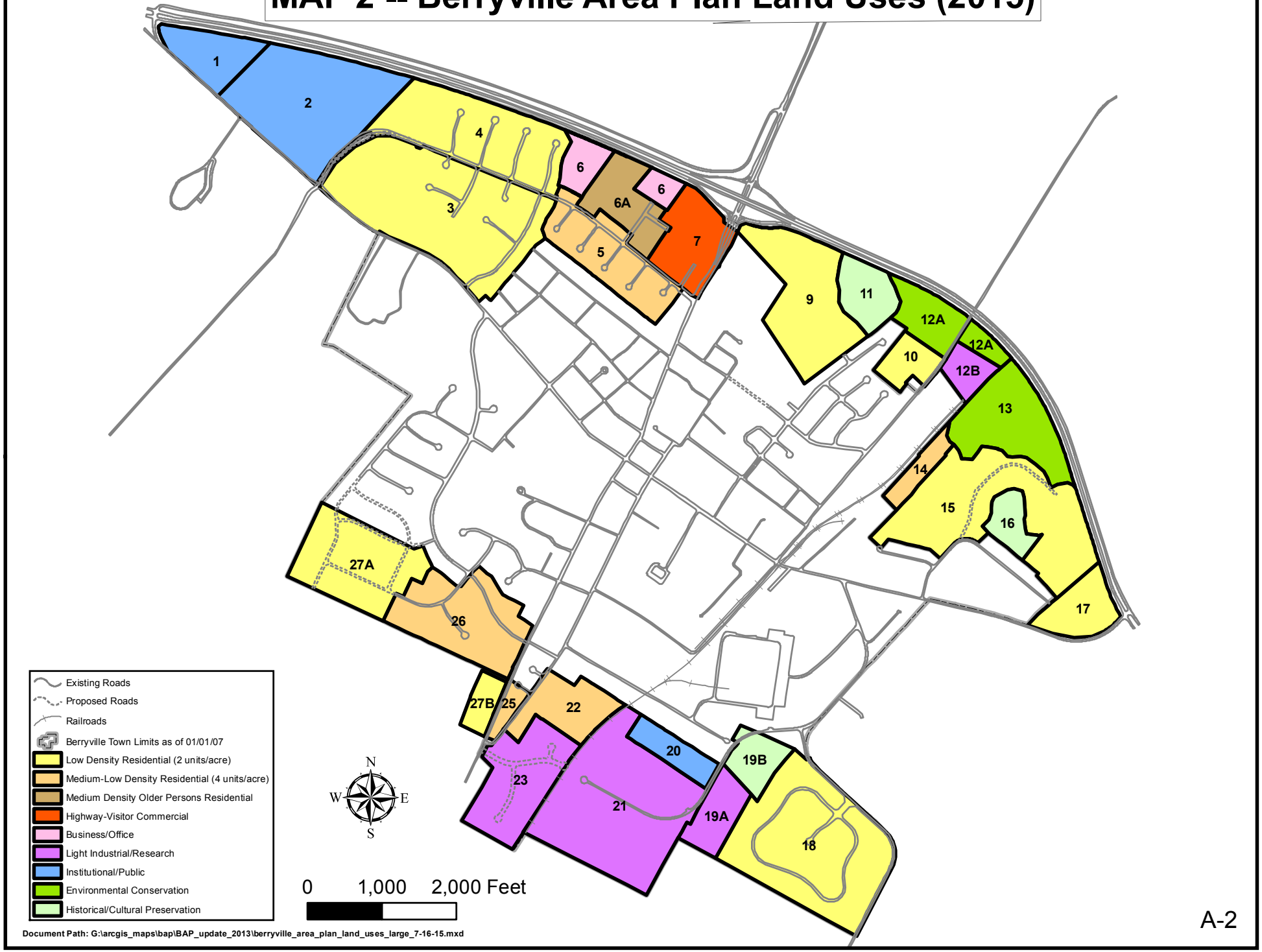
MAP 2 -- Berryville Area Plan Land Uses (2015)



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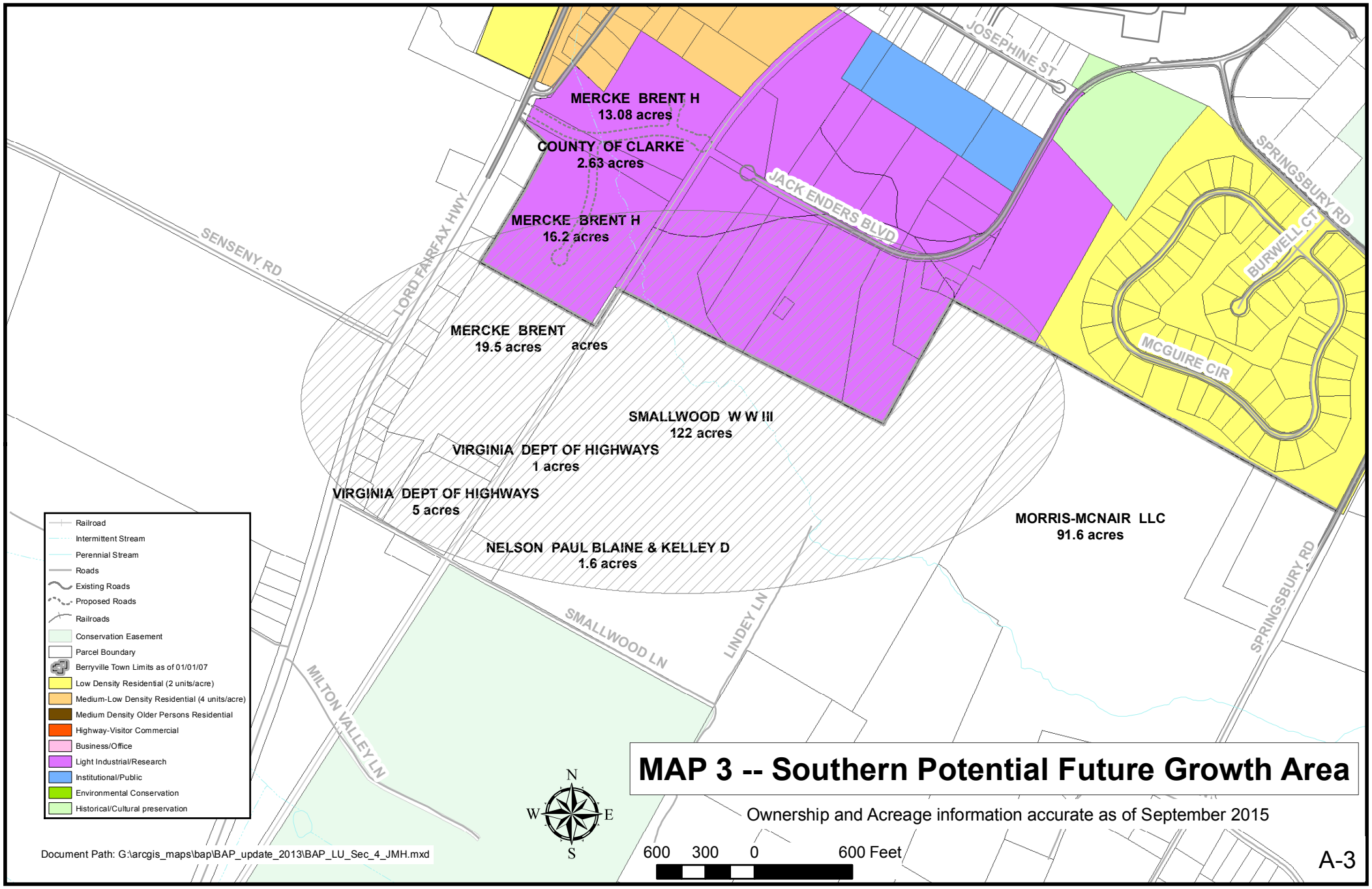

MAP 3 -- Southern Potential Future Growth Area

Ownership and Acreage information accurate as of September 2015

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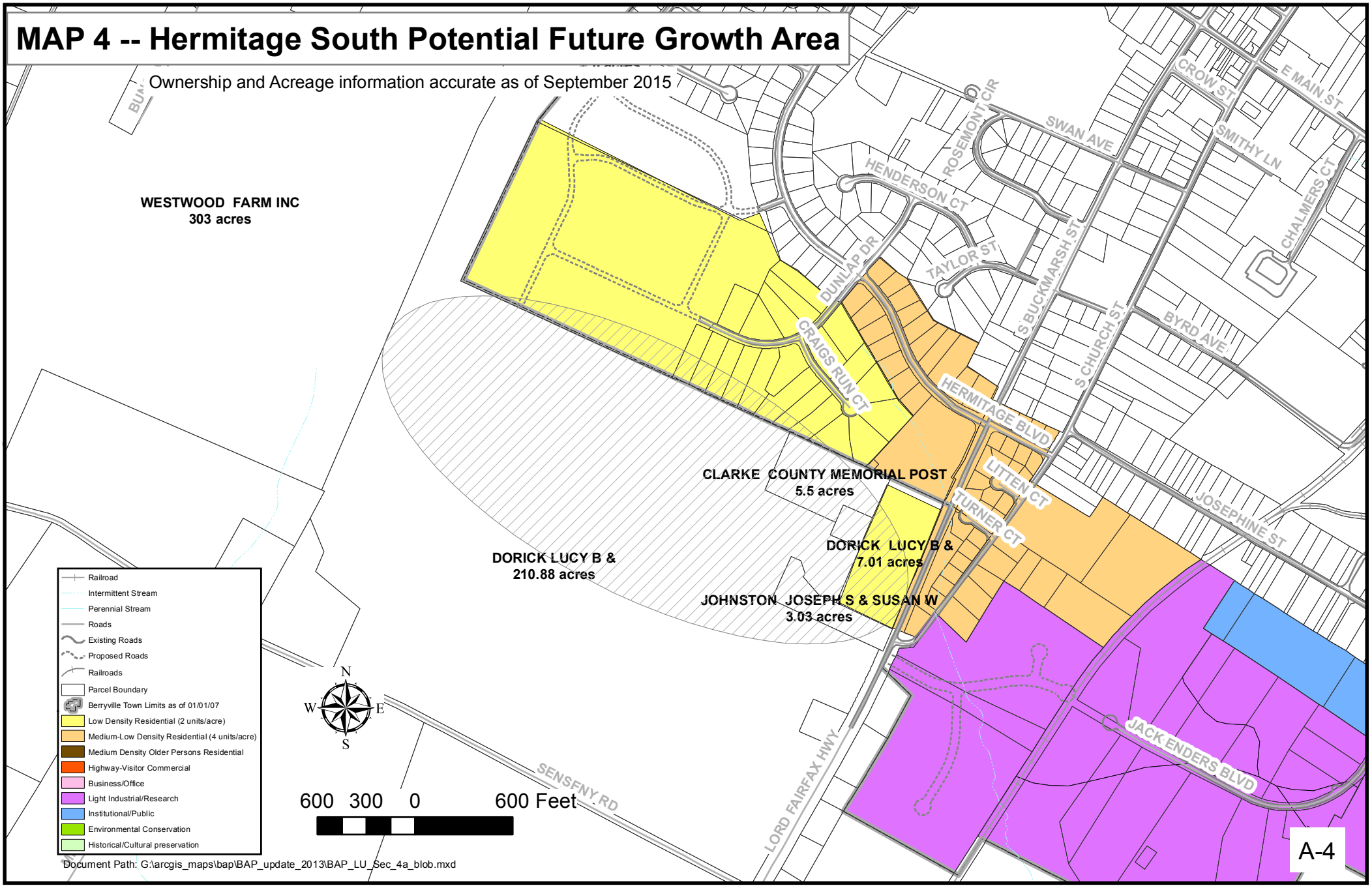
MAP 4 -- Hermitage South Potential Future Growth Area

Ownership and Acreage information accurate as of September 2015



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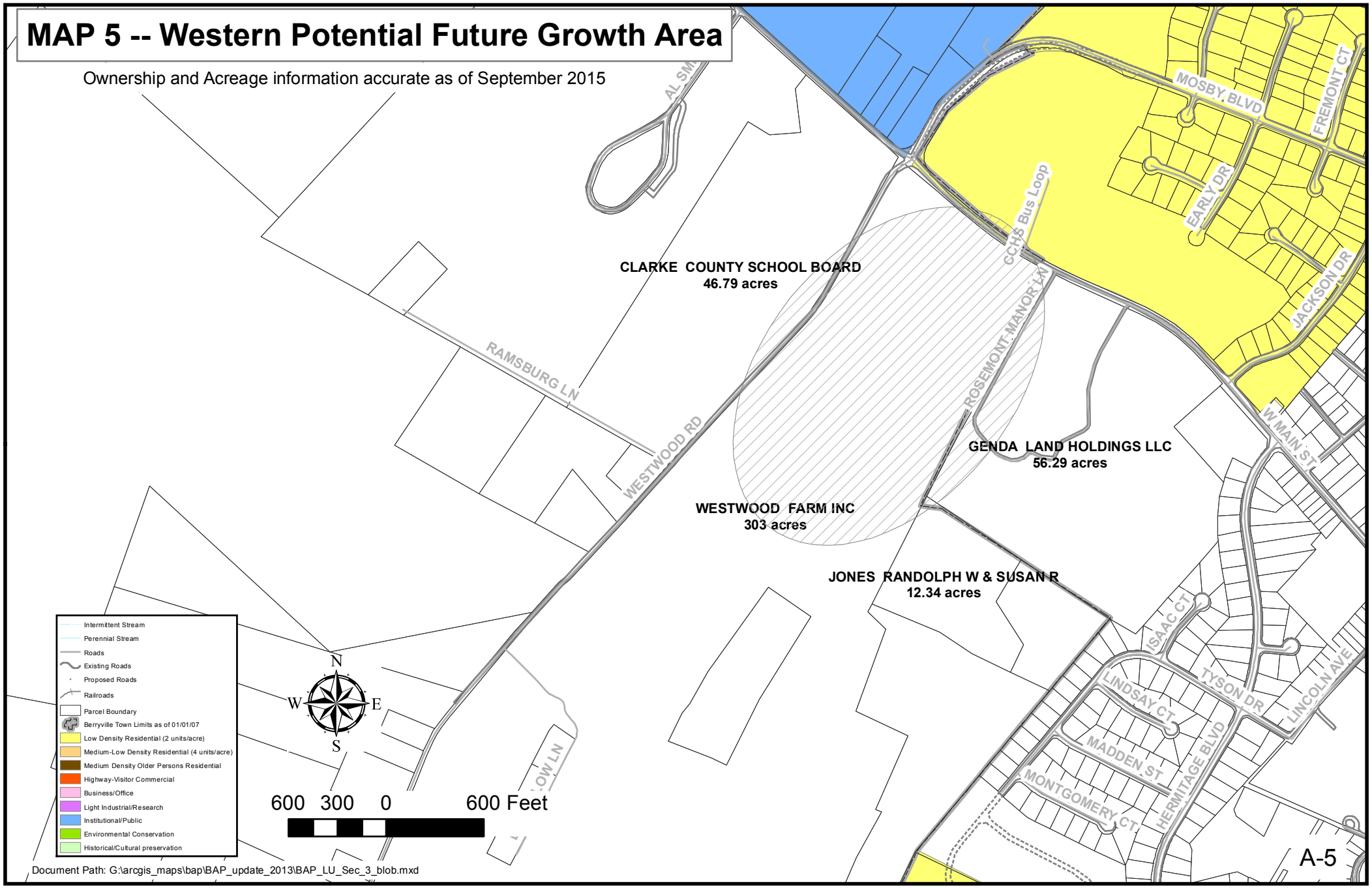
MAP 5 -- Western Potential Future Growth Area

Ownership and Acreage information accurate as of September 2015



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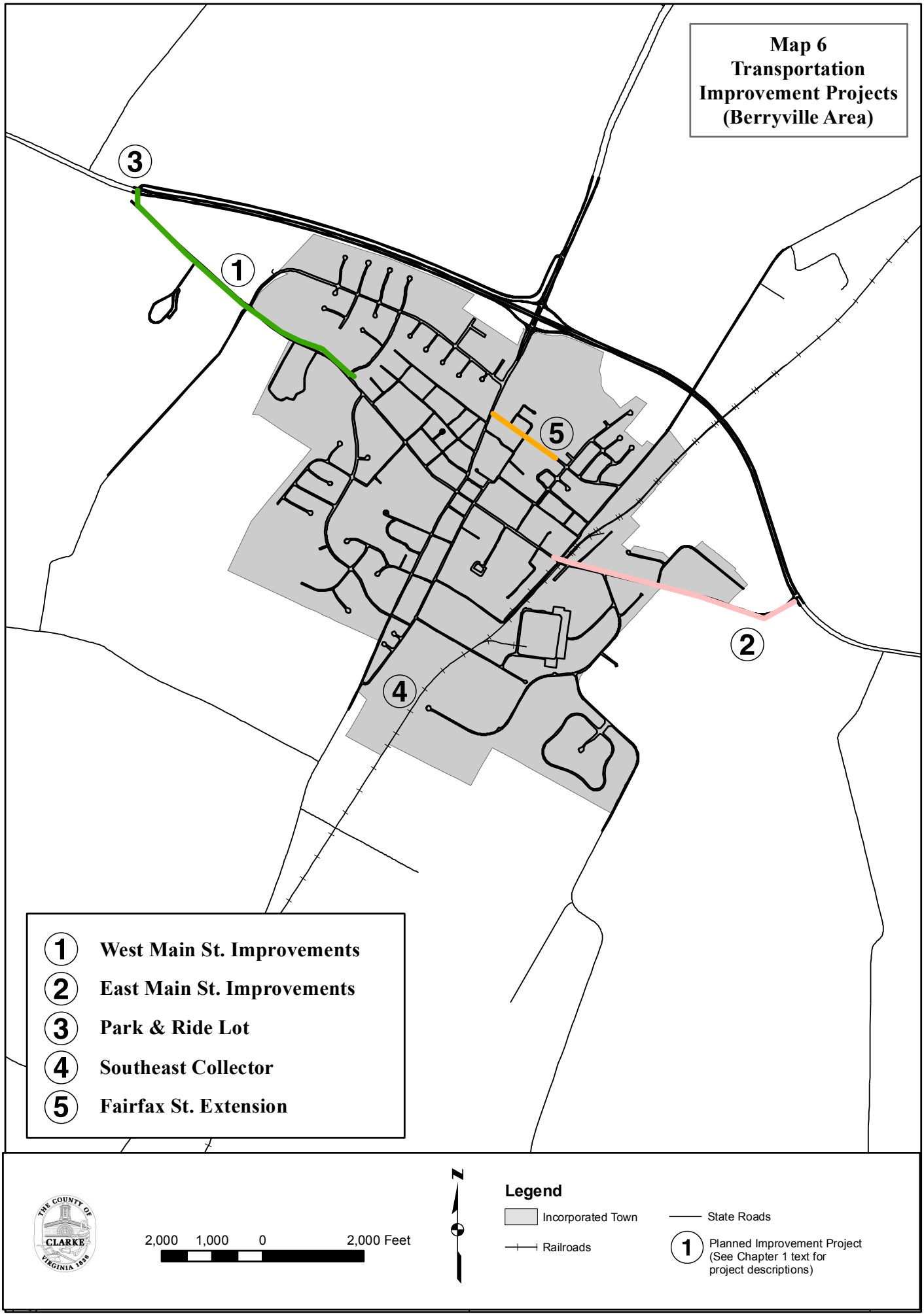
Map 6
Transportation
Improvement Projects
(Berryville Area)
1
2
3
4
5
1 West Main St. Improvements
2 East Main St. Improvements
3 Park & Ride Lot
4 Southeast Collector
5 Fairfax St. Extension
THE COUNTY OF CLARKE VIRGINIA 1836
2,000 1,000 0 2,000 Feet
N
Legend
Incorporated Town
Railroads
State Roads
1 Planned Improvement Project (See Chapter 1 text for project descriptions)

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TABLE 12 -- FUTURE LAND USE TABLE AND PROJECTED DEVELOPMENT YIELDS

Sub Area	Title	Planned Land Use	Residential Types	Planned Density	Original Area (acres)	Approx. Area (acres)	Original Yield	Revised Yield (2015)	Dwelling Units Used (2015)[6]	Remaining Dwelling Units[6]	Unbuilt Dwelling Units[6]
1	Western Gateway	Institutional[1]	SFD, SFA, MF/OPR	n/a[1]	23	16.6	n/a[1]	n/a[1]	0	n/a[1]	n/a[1]
2	Fairgrounds	Institutional[1]	SFD, SFA, MF/OPR	n/a[1]	55	58.9	n/a[1]	n/a[1]	0	n/a[1]	n/a[1]
3	CCHS/Battlefield Estates South	Low-Density Res.	SFD	2 DU/AC	87	84.4	143	same	72	71	2
4	Battlefield Estates North	Low-Density Res.	SFD	2 DU/AC	61	50.1	80	same	62	18	8
5	Battlefield Estates East	Med-Low Density Res.	SFD	4 DU/AC	22	30.8	62	same	58	0	4
6	Battlefield Estates Business	Business/Office	n/a	0.3 FAR	10	15.95	95,000 SF/GLA	same	n/a	n/a	n/a
6A	Mosby Flexible Residential Area	Med-Density OPR	SFD, SFA, MF/OPR	n/a[2]	18	19.2	300 (max 120 multi-family)	see note[8]	3	n/a[2]	n/a[2]
7	Northern Gateway/Mosby Highway Commercial	Highway-Visitor Comm.	n/a	0.3 FAR	22	23.1	200,000 SF/GLA	same	n/a	n/a	n/a
8	Green Hill Cemetery (REMOVED)	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
9	Northern Residential Growth Area	Low-Density Res.	SFD	2 DU/AC	33	41.7	54	54	54	0	54
10	First Street Residential Area	Low-Density Res.	SFD	2 DU/AC	36	9.5	51	6	0	6	6
11	Soldier's Rest Preservation Area	Limited Residential	SFD	1 DU/10 AC	14	13.8	1	same	1	0	0
12A	First Street Conservation Area	Limited Residential	SFD	1 DU/10 AC	22	26.3	2	0	0	0	0
12B	First Street Light Industrial Area	Light Industrial	n/a	0.3 FAR	8	6.5	75,000 SF/GLA	same	n/a	n/a	n/a
13	Buckmarsh Run Conservation Area	Limited Residential	SFD	1 DU/10 AC	29	32	2	3	0	3	3
14	Northeast Residential Transition Area	Med-Low Density Res.	SFD	4 DU/AC	8	7.2	n/a[4]	28	0	28	0
15	Northeastern Residential Growth Area	Low-Density Res.	SFD	2 DU/AC	52	63.1	81	same[7]	0	81	0
16	Bel Voi Preservation Area	Limited Residential	SFD	1 DU/10 AC	13	8.9	1	same	1	0	0
17	Eastern Gateway	Low-Density Res.	SFD	2 DU/AC	16	15.1	25	same	0	25	0
18	Berryville Glen	Low-Density Res.	SFD	2 DU/AC	73	75.1	116	same	29	45	26
19A	Jack Enders Blvd. East Light Industrial Area	Light Industrial	n/a	0.3 FAR	12	12.57	110,000 SF/GLA	same	n/a	n/a	n/a
19B	Dandridge Acres Preservation Area	Limited Residential	SFD	1 DU/10 AC	12	10	1	same	1	0	0
20	Johnson-Williams Institutional Area	Institutional[1]	SFD, SFA, MF/OPR	n/a[1]	10	10.3	n/a[1]	same	40[3]	n/a[1]	n/a[1]
21	Clarke County Business Park[5]	Light Ind./Research	n/a	0.3 FAR	73	73.6	668,000 SF/GLA	same	n/a	n/a	n/a

TABLE 12 -- FUTURE LAND USE TABLE AND PROJECTED DEVELOPMENT YIELDS

Sub Area	Title	Planned Land Use	Residential Types	Planned Density	Original Area (acres)	Approx. Area (acres)	Original Yield	Revised Yield (2015)	Dwelling Units Used (2015)[6]	Remaining Dwelling Units[6]	Unbuilt Dwelling Units[6]
22	South Church St. Residential Area	Med-Low Density Res.	SFD	4 DU/AC	20	19	35	same	4	31	0
23	Craig's Run Light Industrial Area	Light Industrial	n/a	0.3 FAR	32	32.2	290,000 SF/GLA	same	n/a	n/a	n/a
24	Southgate/Northern Portion (REMOVED)									3	
25	Southgate Residential Area	Med-Low Density Res.	SFD	4 DU/AC	3	4.7	8	7	4	3	3
26	Hermitage Blvd. Residential Area	Med-Low Density Res.	SFD	4 DU/AC	11	38.6	25	38	38	0	0
27A	Hermitage Residential Growth Area	Low-Density Res.	SFD	2 DU/AC	57	34.4	91	same	0	55	36
27B	Southern Gateway Residential Growth Area	Low-Density Res.	SFD	2 DU/AC	7	7	14	same	0	14	0

[1] The Institutional Planning Designation recommends housing for low to moderate income, elderly, and handicapped individuals. Density is driven by the zoning district classification assigned to the parcel.

[2] Density of Older Persons Residential is to be determined by site plan for specific projects.

[3] Existing Johnson-Williams Apartments contains 40 dwelling units

[4] Sub-Area 14 was originally listed as Sub-Area 14A and recommended for Light Industrial Uses

[5] Sub-Area 21 (Clarke County Business Park) is composed of original Sub-Areas 19A, 19D, 21A, and 21B.

[6] Dwelling units used refers to the number of dwellings constructed and to be subtracted from the total yield.
Remaining dwelling units refers to dwelling units remaining from the total yield that have not been assigned to a future development via plat or plan approval.
Unbuilt dwelling units refers to dwelling units that have been approved by the governing body via subdivision plat or site plan but have not been developed.

[7] Sub-Area 15 may be a candidate for additional density at 4 units/acre with additional units taken from the total number of unused units in the Annexation Area.

[8] Sub-Area 6A includes an alternate design option allowing a maximum of 50 units to be developed under the Attached Residential (AR) zoning district.

SFD: Single-family detached residential
SFA: Single-family attached residential (duplex, triplex, quadplex, townhouse)
MF/OPR: Multi-family older persons residential (apartments, condominiums)
DU: Dwelling unit
AC: Acre
Potential Sub-Areas with unused dwelling units that could be re-allocated to other Sub-Areas.

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