

July 14, 2020

Clarke County Board of Supervisors  
Berryville Town Council  
Joint Meeting  
Main Meeting Room

6:30 pm

At a joint meeting of the Berryville Town Council and the Board of Supervisors of Clarke County, Virginia, held in the Berryville Clarke County Government Center, 101 Chalmers Court, 2nd Floor, Berryville, Virginia conducted on Tuesday, July 14, 2020.

Board Members

Joint Session: Doug Lawrence – Russell District; Matthew E. Bass – Berryville District; David S. Weiss – Buckmarsh / Blue Ridge District; Terri T. Catlett - Millwood / Pine Grove District; Bev B. McKay – White Post District

Absent: None

Council Members

Joint Session: (Jay) Harry Lee Arnold, Jr., Mayor; Erecka L. Gibson, Recorder; Donna Marie McDonald, Ward One Council Member; Diane Harrison, Ward Two Council Member; Kara C. Rodriguez, Ward Four Council Member

Absent: None

County Staff Present

Chris Boies, Felicia Hart, Cathy Kuehner, Brian Lichty, Brandon Stidham, Brianna Taylor

Town Staff Present

Keith Dalton, Christie Dunkle, Paul Culp

Constitutional / State Offices / Other Agencies

Barbara Bosserman, Sheriff Anthony "Tony" Roper

Press

Mickey Powell

Others Present

David D. Metcalf, Nancy Schumm, Jim Singhas, Gwen Malone, Barbara Byrd, and other citizens

1) Call to Order

At 6:30 pm, Mayor Arnold called to order the July 14, 2020, Berryville Town Council Meeting to order. Immediately after, Chairman Weiss called the Board of Supervisors Meeting to order.

2) Approval of Agenda

Councilor McDonald moved to adopt the agenda as presented. The motion carried by the following vote:

Harry Jay Arnold	-	Aye
Erecka Gibson	-	Aye
Diane Harrison	-	Aye
Donna McDonald	-	Aye
Kara Rodriguez	-	Aye

Supervisor Catlett moved to adopt the agenda as presented. The motion carried by the following vote:

Matthew E. Bass	-	Aye
Terri T. Catlett	-	Aye
Doug M. Lawrence	-	Aye
Beverly B. McKay	-	Absent
David S. Weiss	-	Aye

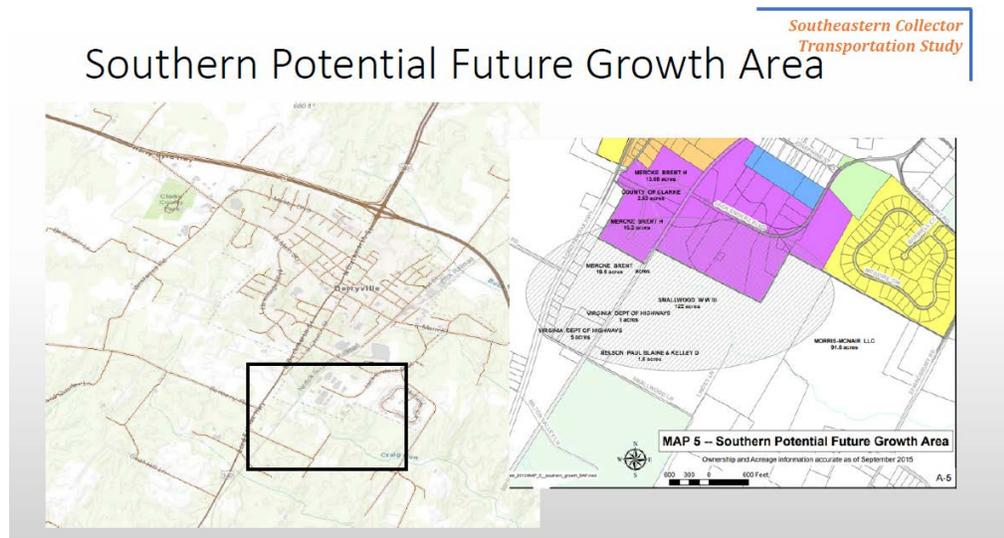
3) Discussion: Southeast Collector Study

Christy Dunkle, Town Planner, explained that the Town and County went into a Memorandum of Understanding in January of 2019 to conduct a study on a collector road in the southeastern quadrant of the Town of Berryville and into the County. Prime AE completed the consulting on this project, and the presentation tonight is the final draft. She then introduced David Metcalf from Prime AE to present.

At 6:32 pm, Vice-Chair Bev McKay entered the meeting room.

David D. Metcalf PE PTOE presented the following:

- This was a joint study by the Town and the County.
- This is a multidiscipline study; many team members worked on this project.
- Nancy Schumm, Environmental Scientists, who led the implementation effort on the study, was introduced.



- The key to the study is a Southern Potential Future Growth Area; the Southeastern Collector is to serve and make that possible.
- The purpose of the study is to identify the optimal new roadway that would create development in the Southern Potential Future Growth Area.
- The study had to answer several key questions:
  - Is a new at grade crossing of Norfolk Southern Railroad feasible?
  - Is a connection with US 340 necessary?
  - What changes to traffic patterns are expected?
    - How much will external traffic use the Collector?
    - How will downtown be affected?
    - What other roadway improvements will be necessary?
  - Which Collector Alternatives will support the desired land uses?
  - What are the impacts and costs of Collector Alternatives?
  - How can the Collector be funded and implemented?

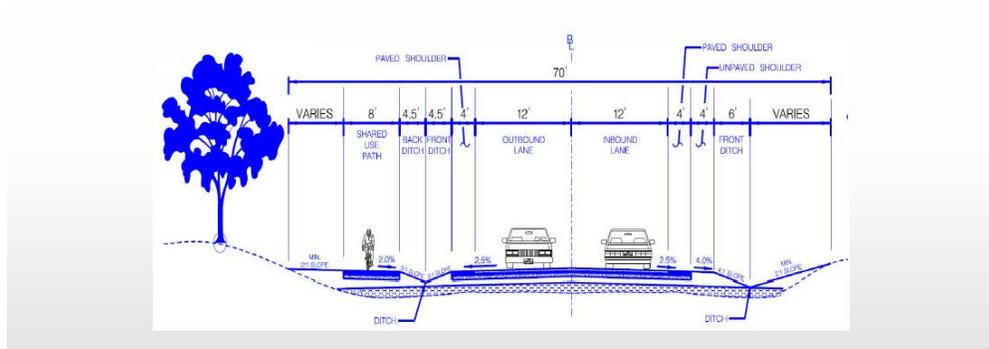
## Norfolk Southern Railroad At Grade Crossing

- Railroad and Virginia working to eliminate at grade crossings.
- At grade crossing to support railroad terminal?
- Eliminate 2, 3 or 4 other crossings?
- Process to receive formal decision.
- Stacking
- Site distance



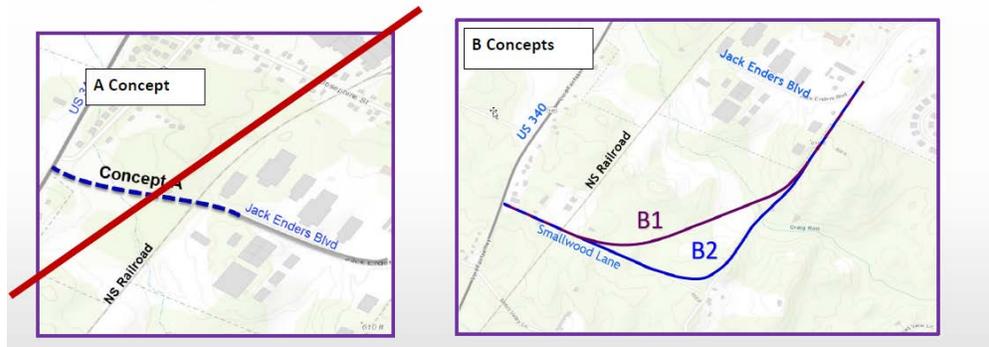
- There were many conversations with the Virginia Department of Transportation, and they are not in favor of any kind of new crossing their statute discourages new crossings.
- After discussion with Norfolk Southern, hypothetical scenarios were discussed, to have a rail terminal in the Town and what would it take to have a new crossing in this location. Even with the hypothetical scenarios, they were as close to saying no. The reason they did not say no was because they have to go through process to develop a concept plan, then their consultant evaluates that plan, end up spending more money for them to come back and say no.
- Two issues with the new terminal is that there would be stacking of the trains through the Town; and, for this location, it is on a curve and would have site distance problems.
- In addition, this particular parcel, on the other side of Norfolk Southern, is not the best site because there are wetlands; and, it has a problematic connection with US 340.
- As a result, we recommended to Town and County staff that this was just a non-starter for the project and to develop alternatives.

### Potential Road Profile

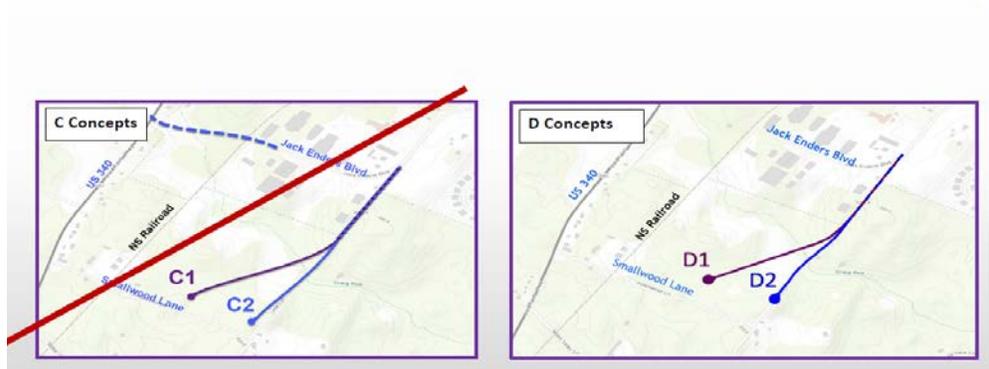


- Each of these alternatives used this as the cross section.
  - o Two 12' lanes.
  - o Two 4' paved shoulders.
  - o A shared use path, 13' from the edge of pavement.
  - o For planning purposes, a 70' right of way.

### Alternatives



### Alternatives



- Alternatives:
  - Concept A: extension of Jack Enders Blvd. across to US 340. Recommend not proceeding.
  - B concepts: go from Jack Enders Blvd, across the Smallwood property, connect with Smallwood Lane, and then connect with US 340.
    - B concepts when they connect with Jack Enders Blvd. will go up Route 7 to Jack Enders Blvd. over to US 340, creating a bypass around the Town.
  - Concept B1 is a more direct route, has a perpendicular crossing of Craig’s Run; the perpendicular crossing is better for impact.
  - Concept B2 goes on the outskirts, not very different in B1 and B2.
  - Concept D does not need to connect to Smallwood Lane and over to US 340. Gets to the property to develop.
  - Concept C similar to Concept D but keep the crossing of Norfolk Southern, since it had the crossing Concept C was eliminated.

*Southeastern Collector  
Transportation Study*

## Results: Land Use

- B1 and D1 – through Smallwood property.
- B2 and D2 – on eastern edge.
- 500K SF assumed.
- 500K SF = 450 new PM (rush hour) vehicles per hour.

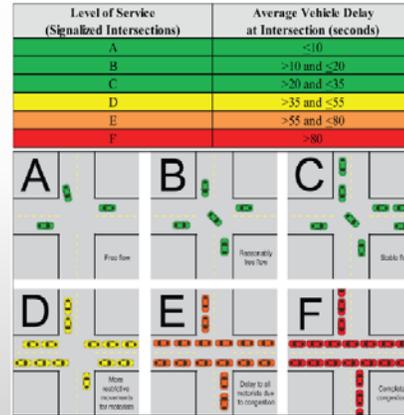


- Not sure about the specific development, but an assumption had to be made for the analysis. That assumption was that it would be a business park.
- On the property found out that there is room for 500K square feet of development.
- Concepts B1 and D1 go right through the middle of the assumed business park and form a nice spine to the development.
- Concepts B2 and D2 are off to the side of all of the assumed development.

*Southeastern Collector  
Transportation Study*

### Results Traffic – Primer

- Level of Service LOS – based on Peak Hour.
- LOS A through F.
- Intersection analysis for this study.
- Intersection LOS based on average delay.



- Evaluation for roadways is done by the intersections and how much to lay at those intersections.
- Level surface A-F, A-C comfortable do not have a lot of congestion, D not as comfortable more congestion, E much more congestion, and F is gridlocked.
- Signalized intersection and un-signalize intersections have different impacts.

### Results: Traffic

*Southeastern Collector  
Transportation Study*

Table 3.5 Changes in Level of Service.

	Existing	Projected Concept B	Projected Concept D
<b>US 340 – Main Street</b>	PM Delay Sec	PM Delay Sec	PM Delay Sec
Northbound	21.0/ C	16.2/B	24.8/C
Southbound	23.9/ C	25.0/C	27.6/C
Eastbound	28.5/ C	25.5/C	28.1/C
Westbound	27.8/ C	29.2/C	33.4/C
	<b>25.0/C</b>	<b>23.5/C</b>	<b>28.8/C</b>
<b>Main Street – Jack Enders Blvd</b>			
Northbound	<b>13.8/ B</b>	<b>12.9/B</b>	27.6/C
Southbound	<b>12.6/ B</b>	<b>14.8/B</b>	19.8/B
Eastbound	<b>0.5/ A</b>	<b>0.7/A</b>	32.0/C
Westbound	<b>1.0/ A</b>	<b>2.3/A</b>	26.5/C
			28.3/C
<b>US 340 – Church Street</b>			
Northbound	(0.0)	(0.0)	(0.0)
Southbound	(0.0)	(0.0)	(0.0)
Westbound	<b>29.6/ D</b>	<b>39.6/E</b>	<b>40.0 / E</b>
<b>US 340 – Smallwood Lane</b>			
Northbound	NA	4.1/A	NA
Southbound	NA	4.1/A	NA
Westbound	NA	9.5/A	NA
		5.3/A	

Notes: Bold indicates unsignalized analysis.

- At Main Street and Jack Enders Blvd., concept D will require a new signal.
- At Main Street and US 340, concept B is somewhat worse than the existing and concept D is slightly worse than Concept B. Projected that is would be much worse for concept D because of the extra traffic coming from the development. Found that some of the traffic when that intersection started getting loaded up, diverted into the local roadways.

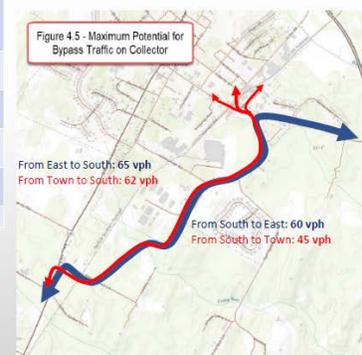
## Results: Traffic – Change in Intersection Volumes

Location	Existing vph	Change B	Change D
US 340 Main Street Intersection	1381	+32	+216
Main Street / Jack Enders Intersection	812	+72	+450
US 340 Church Street Intersection	1092	+111	+107
US 340 – Smallwood Lane	1040	+407	+62

- At Jack Enders Blvd. and Main Street, that intersection will have 450 more vehicles, that is why a signal will need to be added.
- At Main Street, there will be 216 additional vehicles; if traffic did not divert off of Main Street, the vehicle count would have been more.
- On Smallwood Lane with concept B, there would be more traffic, likely need a signalized intersection there as well.

## Results: Traffic – “Bypass Analysis”

From	To	Total Volume	Predicted to use the Collector as Bypass Route
Points South via US 340	Points east via Main Street/ RT 7	60 vph	50 vph
Points South via US 340	NE quadrant of Town (1 <sup>st</sup> Street and Battlefield Dr)	45 vph	15 vph
Points east via Main Street/ RT 7	Points South via US 340	65 vph	50 vph
NE quadrant of Town (1 <sup>st</sup> Street and Battletown Dr)	Points South via US 340	62 vph	15 vph
<b>Totals</b>		<b>232 vph</b>	<b>130 vph</b>

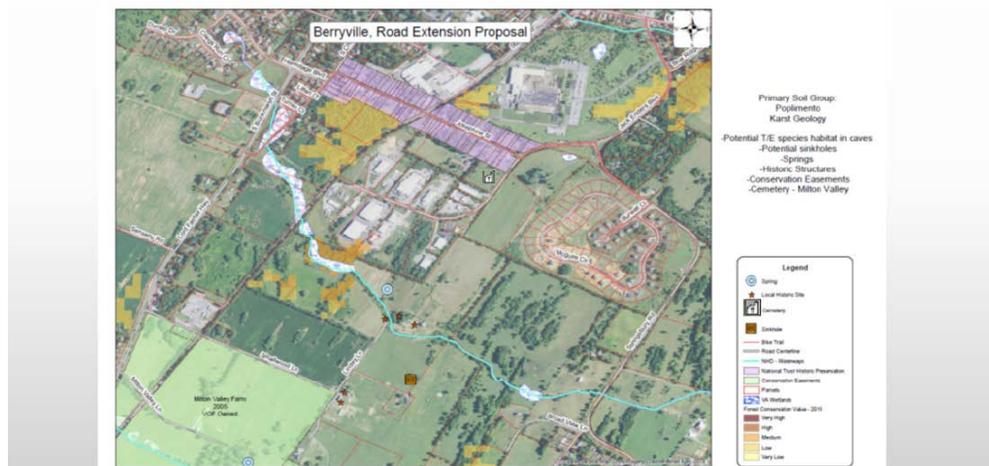


- Effect of a bypass, connection of Route 7 to US 340, how much of a bypass will this roadway serve.
- From the South to the East, there is a potential for 60 vehicles, the model projected 50 vehicles.
- If there is a load up of vehicles on the intersection, it will keep the traffic in Town.

- If the intersection is cleared, then most vehicles would take the bypass.
- On the northeast quadrant of Town, there are destinations, not as many vehicles will use the bypass.
- From the East to the South, there is a potential for 60 vehicles; and the model projected 50 vehicles.
- During p.m. peak hour, expect an additional 130 vehicles on the collector roadway.
- This analysis was done on the p.m. peak hour because traditionally that is the most heavily congested time.
- With the additional 130 vehicles using the collector roadway, this would lessen the traffic in downtown, as far as Jack Enders Boulevard. residents would see a surplus of traffic.
- Traffic Summary:
  - o Overall Level of Service (LOS) is better with Concept B.
  - o Concept D has more substantial increases in downtown traffic, and nearly 100 vehicles per hour will divert to local roadways.
  - o Concept B will attract bypass traffic on the Collector.
  - o New signal would be required at Jack Enders Boulevard with concept D at full buildout or sooner (75% buildout).
  - o New signal would be likely at US 340 and Smallwood Lane under concept B.

## Impacts

### Southeastern Collector Transportation Study



- Resource analysis: the white is wetlands, the darker brown is a higher quality of forested area, the lighter brown is less quality of forested area, Craig's Run goes through the entire area.
- There are a few properties that are County designated as historically significant.
- Nancy Schumm clarified that these properties are potentially historic significant, they are not designated to a National Trust.
- The purple parcels are protected because of historical significance.

Supervisor Catlett stated that the whole report identifies all resources, adding that it indicates that the County is doing an excellent job at Conservation Easement. She then asked about the property that is in a conservation easement on Smallwood Lane up to US 340.

Nancy Schumm stated that the Milton Conservancy was looked at, the legal documents were not pulled, it is a farm conservation through the State of Virginia. Generally, those conservation easements are protected with a buffer so should Smallwood Lane be continued by that property there would probably need to be a buffer between the property and the roadway.

Supervisor Catlett then asked and Nancy Schumm opined that a general buffer was included in the plan and the cost estimate. Acknowledging it is understood that it is a permanent easement, but at this time, the specific qualifications for the buffer are not known. She stated it could be a row of trees or it could be something that could be worked out with the landowner. Supervisor Catlett opined that conservation easement is a big part of our County.

- With the resources map, the impacts are minor, it is open up to the Milton farm easement and the residential property on Smallwood Lane.

## Impacts

	Concept B1	Concept B2	Concept D1	Concept D2
Impacts to wetlands	.50* acres	1.0 acres	0.50* acres	1.0 acres
Impacts to Forests	1.79 acres	1.64 acres	1.79 acres	1.64 acres

	Concept B1	Concept B2	Concept D1	Concept D2
Historic Structures within 100 feet	none	3 County Designated	none	3 County Designated

## Costs

	B1	B2	D1	D2
<b>Construction Cost</b>				
Mainline	\$8,130	\$7,950	\$5,280	\$4,820
Intersection Improvements	\$560	\$560	\$430	\$430
New Traffic Signals	\$600	\$600	\$540	\$540
At Grade Railroad Crossing	\$160	\$160	\$0	\$0
<b>Subtotal Construction Cost</b>	<b>\$9,460</b>	<b>\$9,280</b>	<b>\$6,250</b>	<b>\$5,790</b>
ROW Cost	\$100	\$100	\$60	\$70
<b>Total Cost</b>	<b>\$9,560</b>	<b>\$9,380</b>	<b>\$6,310</b>	<b>\$5,870</b>

- Cost is approximately \$10 million.
- Estimate does not include implementation, permits, and additional planning costs.
- D concepts are shorter so they are less expensive.

Chair Weiss asked and David Metcalf confirmed that the estimate for the traffic signal was \$600,000. Chair Weiss added that traffic signal estimates from VDOT are around \$1 million. David Metcalf believed that the traffic signal should be able to be done at the \$600,000 cost.

## Summary – Benefits, Impacts and Costs

*Southeastern Collector  
Transportation Study*

	B1	B2	D1	D2
<b>Land Use</b>	Bisects Smallwood Property	Eastern edge of Smallwood Property not optimal	Bisects Smallwood Property	Eastern edge of Smallwood Property not optimal
<b>Environmental</b>	Minimal impact to Craig's Run	Moderate impact to Craig's Run	Minimal impact to Craig's Run	Moderate impact to Craig's run
<b>Traffic Flow</b>	Improves traffic flow throughout	Improves traffic flow throughout	Large increase on Jack Enders Boulevard, traffic diversions onto Berryville streets	Large increase on Jack Enders Boulevard, traffic diversions onto Berryville streets
<b>Implementation</b>	More \$\$, includes new connection at US 340.	More \$\$, includes new connection at US 340.	Can be expanded after initial phase.	Can be expanded after initial phase
<b>Total Cost</b>	\$9,560	\$9,380	\$6,310	\$5,870

- With the D concept could phase the roadway as development occurs.
- First, do strategic planning and decide the development, then based on that start roadway plans and environmental permitting.
- As plans are completed, gain property access, then extend into the property; the D1 concept.
- Improve Jack Enders Boulevard. and Main Street intersection.
- Once at 50% buildout, complete the D concept into the B concept.

Chair Weiss stated that with the Jack Enders Boulevard intersection is it just a light, or is it all of the turn lanes. David Metcalf expressed that with concept B, it is a left and right turn lanes. Chair Weiss then confirmed with David Metcalf that no improvements on VA Route 7 are included.

Vice-Chair McKay asked if residential properties will be affected by the improved intersection. David Metcalf stated that more roadway width is required adding that there would be minor impacts on the residential properties along that intersection.

Vice-Chair McKay asked if impacts on Springsbury Road were analyzed. David Metcalf opined that those impacts might have been examined but he would need to look at a map to see if that was reviewed.

Nancy Schumm recommended to envision the end sight of the development with the community involved and then move forward from there.

## Funding Sources

- Smartscale
- Revenue Sharing
- Public Private Partnerships
- Other Grants

State Grant Funder Programs	Brief description
Community Development Block Grant	Based upon demographics and community need
FEMA flood protection policies and regional planning	Flood education, policy enforcement, construction standard updates, ordinance review
VDOT SRTS	Safe routes to schools, walking trails, bike trails
Go Virginia, Growth and Opportunity	Tech sector partnerships to develop economy in rural areas
<b>Federal Grant Programs</b>	
USDA/NRCS Watershed Protection grants	For water quality, water supply protection, habitat
US Forest Service Land and Water Conservation Fund	Way to purchase land for permanent protection
TIGER/Build grants	Public transportation program 20% for urban areas
Redismart, department of Energy	For smart grid design implementation
INFRA program	Transportation that promotes economic vitality, accountability along freight highway

- Primary funding source in Virginia is Smartscale.
- Smartscale evaluates projects, they are submitted through VDOT; safety, congestion, accessibility, and economic development are all evaluated.
- For the County roadways it is hard to get a good safety score because there are not many injury crashes or fatalities in the area.
- Do not have the congestion piece either.
- Economic Development makes up 35% of the score; therefore, this could help depending on the future development in the area.
- Suggest in FY2022 to attempt to get Smartscale funding.

Chair Weiss asked if it was fair to say that the County and the Town would need to invest a significant amount of taxpayer dollars upfront to get the project to a point where we could compete for Smartscale. David Metcalf expressed that other monies would be required, explaining that it is the cost divided by the points. For example, with the \$10 million estimate needed, the project would most likely not get enough points.

Chair Weiss asked if the properties would need to be rezoned and site development plans approved before competing in the Smartscale. David Metcalf stated that Smartscale guidelines were not clear on that, adding that he was not sure that each VDOT district did them the same way. Opining that zoning will likely have to be done but the site development plans may not have to be done in 2022.

- Revenue sharing option would work for concept B, VDOT would provide 50% of the money.

- Public Private Partnership there is enabling legislation that allows the acceptance of an offer from a private entity to build the roadway. Depending on the development a private entity that will be in the developed area may go in to help with the project.
- Many grants may be available; one example is safe routes to schools grant. These grants would complement the cost. These will be smaller but will help.
- Implementation – Multiyear process:
  - Step 1: Develop a vision for the southern growth area and update Comprehensive Plans and annexation agreement.
  - Step 2: Determine marketability of site development visions. Identify tenant types and progress site plans.
  - Step 3: Obtain Governing Bodies Resolution of support.
  - Step 4: Submit for FY2022 Smartscale funding.
  - Step 5: Determine infrastructure requirements in addition to the Southeastern Collector.
  - Step 6: Identify and apply for grants and other funding to support infrastructure requirements.
  - Step 7: Determine feasibility of P3 to take over infrastructure and development. Develop and execute P3 arrangement if feasible.
  - Step 8: Identify and market tenants and developers (if not P3).
  - Step 9: Design and gain permits for Southeastern Collector and other infrastructure.
  - Step 10: Construct initial phases of Southeastern Collector via grants and initial developer(s).
  - Step 11: Complete Southeastern Collector when the new business park is a legitimate growing enterprise.

Chair Weiss asked if there was an example from around the State that has received Smartscale funding primarily on Economic Development. David Metcalf stated that from his research the areas that did get funding, had a massive block of land. Nancy Schumm noted that it also depends on the year and what the legislator decides is the priority at that time.

Chair Weiss asked if a significant amount of land on US 340 has to be acquired to construct a signalized intersection, and if so, how is that land acquired. David Metcalf stated that there is already a wide right of way on US 340 so no land would need to be acquired.

Supervisor Catlett asked how the railroad would look at the shared use path and if they can prevent us from updating the railroad. David Metcalf explained that they could but it would be based on how the construction would proceed over their tracks. Adding that he believes that they would not have a reason to prevent it, but they would make sure the construction is up to their standards. Opining that the shared use path is pulled closer to the road to make a narrower crossing over the railroad.

Supervisor Bass asked at what point in the process should Norfolk Southern be approached about concerns of the crossing. David Metcalf expressed that communication with Norfolk Southern should be done every step of the way. Nancy Schumm added that communication with Norfolk Southern should be done as much as possible.

Vice-Chair McKay asked and David Metcalf confirmed that the estimated cost for the railroad crossing was included.

Vice-Chair McKay asked and David Metcalf confirmed that the signal at the intersection of Smallwood Lane and US 340 would be a traffic light signal.

Supervisor Lawrence asked if there had to be an overpass or underpass of the railroad, how much of the roadway would have to shrink. David Metcalf estimated that with a bridge you would need a barrier and other structures and it would be approximately 50', adding that at that location it may be challenging to put in an overpass or underpass because there is not enough area for the approach.

Supervisor Lawrence asked and David Metcalf confirmed that if an underpass were done the clearance would be approximately 21'.

Nancy Schumm opined that with the karst geology it might prohibit any over or underpasses.

Supervisor Bass asked if the traffic study identified any problems with traffic with respect to Jack Enders Boulevard. David Metcalf gave his personal opinion that the Town would do better with more pedestrian sidewalks. Christy Dunkle stated that the past Smartscale applications were for two sections of East Main Street, those estimates were \$6 million with all of the encumbrances, we did not qualify for the Smartscale funding.

Nancy Schumm expressed that the thoroughness of this study is thanks to Christy Dunkle and Brandon Stidham.

Christy Dunkle asked if we could discuss the Board of Supervisors and Town Councils next steps.

Chair Weiss thanked Prime AE for the study and for working with Town and County staff. This is a good product and gives many options to think about and discuss. From the Board of Supervisors perspective, we need to discuss it as a group. On a personal level, I am skeptical that this is the way we want to go, for a variety of reasons. Opining that there are properties that are economically feasible now that are not being utilized. Going into an area that is difficult to get into and out of with this high level of cost, that I again find skeptical about getting the Smartscale funding with our experiences, adding that he would be glad to be wrong. The next step would be discussing it as a Board and moving from there.

On behalf of the Town Council, Mayor Arnold thanked Prime AE for the study and giving Council much to think about. Council will need to discuss it also and hopefully ask staff additional questions and go from there.

David Metcalf thanked the Town Council and Board of Supervisors.

#### 4) Adjournment

Vice-Chair McKay moved to adjourn the Board of Supervisors meeting. The motion carried by the following vote:

Matthew E. Bass	-	Aye
Terri T. Catlett	-	Aye
Doug M. Lawrence	-	Aye
Beverly B. McKay	-	Aye
David S. Weiss	-	Aye

At 7:32 pm, Chairman Weiss adjourned the Board of Supervisors, concluding the joint meeting.

Mayor Arnold thanked the Board of Supervisors and recessed the Town Council meeting at 7:32 pm.

#### Next Regular Meeting Date

The next regular meeting of the Board of Supervisors is set for Tuesday, July 21, 2020, at 1:00 pm in the Berryville Clarke County Government Center, Main Meeting Room, 101 Chalmers Court, Berryville, Virginia.

*Approved August 18, 2020*

Book 24  
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ATTEST: July 14, 2020

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David S. Weiss, Chair

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Chris Boies, County Administrator

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Recorded by Paul Culp, Clerk of Berryville Town Council, & Brianna R. Taylor, Deputy Clerk to the Board of Supervisors  
Transcribed by Brianna R. Taylor, Deputy Clerk to the Board of Supervisors