



**Planning Commission Agenda
Monday, July 28, 2025
Town of Orange Community Meeting Room**

6:00 p.m.

1. **Call to order by the Director of Community Development.**

Roll Call:

Commissioner Rita Carroll
Commissioner Jeffrey Crane
Commissioner Benjamin Sherman

Commissioner Page Sullenberger
Vacant
Mayor J. Harrison Cluff, *Ex-Officio*

2. **Election of Chair and Vice-Chair.**
3. **Public Comment** – *The Commission receives public input from residents and taxpayers of the Town. Citizens are encouraged to sign up prior to the beginning of the meeting and turn in a/their slip to the Deputy Town Clerk. Please note that Public Comment is limited to 3 minutes per individual.*
4. **Consideration of the Planning Commission Meeting Minutes of July 14, 2025.**
5. **Discussion regarding Zoning of a Portion of Tax Map #T43-47.**
6. **Discussion of Comprehensive Plan Community Meeting Locations.**
7. **Discussion regarding Kean Road Subdivision Site Plan (SP2024-1).**
8. **Next Meeting – August 11, 2025, at 6 p.m. – Work Session Meeting.**
9. **Adjournment.**



AGENDA SUMMARY

July 28, 2025

Agenda Item # 2

Election of Chair & Vice Chair

SUMMARY

As stated in the Planning Commission Bylaws, the election of Chair and Vice Chair are to be held annually at the first regular July meeting, with a term of one year.

- The Director of Community Development asks for nominations for Chairman. After one or more people are nominated the Director of Community Development will ask if there are any additional nominations. If not, the nominations will be closed.
- The Director of Community Development will call for a motion to elect Chair.

Recommended motion – I move to elect _____ as Chairman of the Town of Orange Planning Commission with a term to expire June 30, 2026.

- The Director of Community Development turns the meeting over to the Chairman.
- The Chairman asks for nominations for Vice-Chair. After one or more people are nominated, the Chairman will ask if there are any additional nominations. If not, the nominations will be closed.
- Chairman will call for motion to elect Vice-Chair.

Recommended motion – I move to elect _____ as Vice-Chair of the Town of Orange Planning Commission with a term to expire June 30, 2026.

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July 14, 2025

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The Town of Orange Planning Commission held a work session meeting at 6:00 p.m., in the Town of Orange Community Meeting Room. Planning Commission members present were: Chairman Benjamin Sherman, Vice-Chair Page Sullenberger, Commissioners Rita Carroll, and Jeffrey Crane. Staff members present were Director of Community Development Deborah Sturm, ICMA-CM, AICP and Deputy Town Clerk Kimberly Strawser, CZA, CMC. Mayor J. Harrison Cluff was also present.

CALL TO ORDER

Chairman Sherman called the meeting to order. The Deputy Town Clerk called roll and noted that there was a quorum present.

CONSIDERATION OF PLANNING COMMISSION MINUTES OF MAY 12, 2025

A motion was made by Vice-Chair Sullenberger, seconded by Commissioner Crane, to approve the meeting minutes of May 12, 2025, as presented. On vote, Chairman Sherman – aye, Vice-Chair Sullenberger – aye, Commissioner Carroll – aye, and Commissioner Crane – aye. Motion carried.

CONSIDERATION OF FY2026-FY2031 CAPITAL IMPROVEMENTS PLAN

The Director of Community Development reported that the Capital Improvements Plan must be updated annually. The Director of Community Development stated that the plan before the Commission included street reconstruction projects that were required to be in the localities Capital Improvement Plans by VDOT in order to be eligible for the revenue share funding. The Director of Community Development stated further that a more comprehensive review would take place later in the year.

Mr. Kent Higginbotham appeared before the Commission to express his concerns about stormwater that affects his property on Waugh Blvd. Mr. Higginbotham reported that the water comes from Route 20, then across Waugh Blvd., and dumps onto his property and causes flooding. Chairman Sherman stated that this is something that could be put into the Capital Improvements Plan when the more comprehensive review is done.

After discussion, a motion was made by Vice-Chair Sullenberger, seconded by Commissioner Crane, to approve the DRAFT revised FY2026-FY2031 Capital Improvements Plan as presented. On vote, Chairman Sherman – aye, Vice-Chair Sullenberger – aye, Commissioner Carroll – aye, and Commissioner Crane – aye. Motion carried.

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DISCUSSION REGARDING ZONING OF PORTION OF TAX MAP #T43-47

The Director of Community Development reported that the 6.207-acre portion of Orange County tax map number T43-47 was annexed into the Town of Orange in 2002. The Director of Community Development stated that when the annexation process was completed, the 6.207-acre portion was not assigned a zoning classification that was required by the Town's Zoning Ordinance section 4-20.30. The Director of Community Development stated that since the property was annexed it has remained unzoned and untaxed. The Director of Community Development stated further it was the Town's desire to assign a zoning classification to the property.

The Director of Community Development reported that a letter had been sent to the property owners to offer them an opportunity to provide input on the zoning of the property. The Director of Community Development stated that the property owner wanted the property to be zoned Traditional Residential – High. The Director of Community Development stated that staff had provided maps showing the location of the property and the zoning classification of the adjoining properties within the town limits. The Director of Community Development stated further that the adjoining property in the Town limits was zoned Town Activity Center and that zoning of the portion of the property that in Orange County was zoned agricultural. The Director of Community Development reported that the Future Land Use map shows the zoning as Civic.

The Director of Community Development stated that Mr. Higginbotham pointed out to her prior to the meeting that the Comprehensive Plan, Planning Sector for this property was Prospect which would allow for residential use.

The Director of Community Development stated that staff was seeking input from the Commission as to how the property should be zoned and requested that the Commission schedule a public hearing to receive public comment on the property zoning once the zoning classification was set.

Mr. Kent Higginbotham appeared before the Commission and stated when they went to pay the taxes for this parcel there was no record of the parcel and it was not zoned. Mr. Higginbotham stated that there was no urgency to have the property zoned and they were only using the property for a hayfield at this time. Mr. Higginbotham stated that in the planning sector – Prospect characteristics references residential, apartments and commercial uses. Mr. Higginbotham stated further that there is a right-of-way that is 60 feet on the school property and that these 6 acres was adjacent to that. Mr. Higginbotham stated that he thinks there should be a discussion within the Town as to what the highest and best use should be. Mr. Higginbotham invited the members of the Commission and staff to come take a look at the property.

The Director of Community Development stated that she agreed with Mr. Higginbotham that there could be more potential use for the property, however the 6.207 acre parcel that is in the Town needs to be zoned in order for it to be taxed. The Director of Community Development

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stated after the zoning of the 6.207 parcel was done then the Town and Mr. Higginbotham could discuss the “bigger picture” for whole property. The Director of Community Development stated further that the zoning classification needed to be assigned before the next tax bills go out in December. The Director of Community Development stated that when a property was boundary adjusted it was assigned a classification that was similar to what the zoning was in the county. The Director of Community Development stated further that the zoning of the parcel in the county was Agricultural and the similar zoning in the Town would be Rural Residential. The Director of Community stated her recommendation would be for the Commission to consider the Rural Residential zoning classification until the property owners come back with a rezoning application and a development proposal.

After discussion, it was the consensus of the Commission to table further discussion and consideration to their next meeting, July 28, 2025.

DISCUSSION OF COMPREHENSIVE PLAN SURVEY AND COMMUNITY MEETING NOTICE

The Director of Community Development stated that enclosed in their package was a draft Community Survey and Community Meeting notice for the Comprehensive Plan update for their consideration and discussion. The Director of Community Development stated further that staff was seeking input from the Commission on the questions noted in the survey, as well as the meeting dates and the theme combination suggested for the community meetings.

After discussion, it was the consensus of the Commission to send out the Community Survey to town citizens for their input. The Commission requested that staff work on locations and times for the Community Meeting series and further discussion will be held at their next meeting.

NEXT MEETING

Monday, July 28, 2025, regular meeting at 6 p.m.

With no further business to come before the Commission, the meeting adjourned at 6:57 p.m.

Kimberly Strawser, CZA, CMC
Deputy Town Clerk

Chairman Benjamin Sherman



AGENDA SUMMARY

July 28, 2025

Agenda Item #5

Discussion regarding zoning of portion of TM# T43-47

SUMMARY

The Commission will continue their discussion regarding the zoning of 6.207 acres, known as TM# T43-47, that was boundary adjusted into the corporate limits of the Town in 2002 but was not assigned a zoning classification at the time in accordance with Section 4-20.30 of the Town's Zoning Ordinance.

At the July 14th work session, the Commission discussed how the property might be zoned and considered input provided by the property owner during the meeting. The various options discussed were:

- Traditional Residential – High: the Town zoning classification desired by the property owner.
- Town Activity Center: the Town zoning classification of the adjacent property in the town.
- Rural Residential: the Town zoning classification that is most like the zoning of the property when it was boundary adjusted from Orange County into the Town (Agricultural).

The future land use map for the Town shows the subject property adjacent to the area of the Town shown as "Civic" (see attached map). The Civic land use classification is described as "Schools, places of worship, government offices or use, clubs, institutional uses, hospitals, public nursing homes."

Additionally, the subject property is adjacent to the Town's Comprehensive Plan "Prospect" planning sector (see attached map). This planning sector is described as follows:

Master Plan Screening Survey

- *Characteristics – residential (including apartments) and commercial properties*
- *Pedestrian Access – Needs improvement: sidewalks do exist, but crosswalks are needed at major intersections (Rt. 15 and 20).*

- *Amenities - Prospect Heights may provide some after-school hour recreational opportunities. Many shops in the area, and residents are within easy walking distance to shops in the Downtown district.*
- *Concerns – Some of the properties need attention. Railroad divides the area and traffic concerns at the Route 20/15 intersection could be a deterrent to pedestrian access.*

Current Land Use

The Prospect Sector contains low, medium, and high density residential, commercial, civic, and civic land uses. A significant portion of the land area of the sector along Brooking Street (adjacent to railroad) is zoned as industrial although there are no current industrial uses of land presently taking place. Commercial uses are found along Rt. 15 south of Main Street.

Future Land Use

This sector now extends to the Town growth boundary/greenbelt. Daley Drive now connects Rt. 15 South and Spicer's Mill Road. The area west of the connector has become a new Planning Sector, similar in concept to the Kempe Planning Sector, using the Planning Sector model form of development, but with lower residential densities appropriate as a buffer between the growth boundary and Town. An irregular block road design system has been planned not only for new development in the Prospect Sector, but also for new development in the Porterfield, Gobbler Knob, and Round Hill sectors, providing multiple pathways for vehicular movement from Rt. 15 south north of town. The Rt. 20 corridor is maintained as a primarily residential corridor sympathetic to a new Orange-Montpelier bike/hike trail, extending along the railroad and Rt. 20 to Montpelier. Land along the railroad and at the end of Brooking Street has been developed as residential high density, in a manner sensitive to the needs of the trail system. Adaptive reuse of the historic structures along and interior to Caroline Street for professional office and commercial uses has reconciled the interests of heritage and office/commercial economic development. Canopy trees are planted along Rt. 20 and Caroline Street to beautify these entrance corridors into Town.

TM #T43-47 is part of a larger tract of land situated in Orange County that has a zoning classification of Agricultural. The Orange County 2023 Comprehensive Plan Future Land Use Map shows the area adjacent to the subject property to be in the Agricultural A2 Future Land Use category (see attached map). The purpose of this category is to *"Protect the characteristics of those areas of the County that feature a mix of agricultural activities, residential neighborhoods, and small-scale commercial uses."* (page 26, Orange County 2023 Comprehensive Plan). The definition of this category is *"Pockets of residential development interspersed between large areas of farmland and along primary and secondary highways; Scattered community commercial uses such as auto repair shops and established rural convenience stores; Public uses include airports, solid waste collection sites (including landfills), and fire and rescue stations."* (Page 26, Orange County 2023 Comprehensive Plan).

Staff seeks input from the Commission as to how the property should be zoned, and requests the Commission schedule a hearing to receive public comment on the property zoning once a preferred zoning classification is chosen.

PLANNING COMMISSION VOTE/ MOTION FOR CONSIDERATION:

Should the Commission wish to act in this regard, the following motion is offered for consideration:

“I move that the Town of Orange Planning Commission schedule a public hearing for Monday, August 25, 2025, to receive public comment on the proposed zoning of the 6.207-acre portion of Orange County TM#43-47, known as TM #T43-47, to the Town of Orange _____ (proposed classification) zoning classification.”



Higginbotham-Hemp Property

- Address
- Subdivision Boundary
- Tax Parcel
- Town Boundary
- World Imagery
- Low Resolution 15m Imagery

THIS MAP IS PROVIDED WITHOUT WARRANTY OF ANY KIND, either expressed or implied, including, but not limited to, the implied warranties of merchantability and fitness for a particular purpose. Site-specific information is best obtained after an onsite visit by a competent professional.

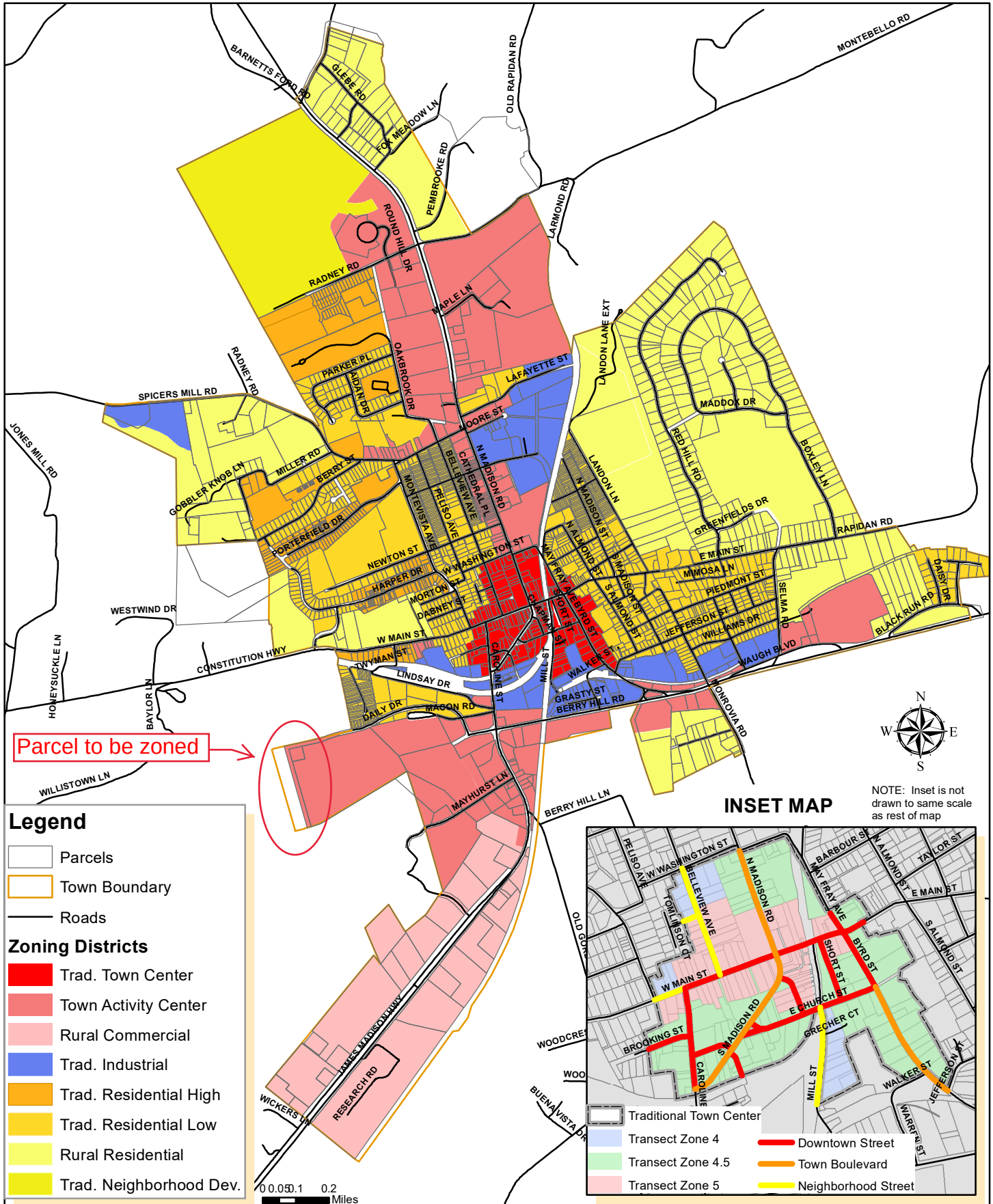
- High Resolution 60cm Imagery
- High Resolution 30cm Imagery
- Citations
- 2.4m Resolution Metadata



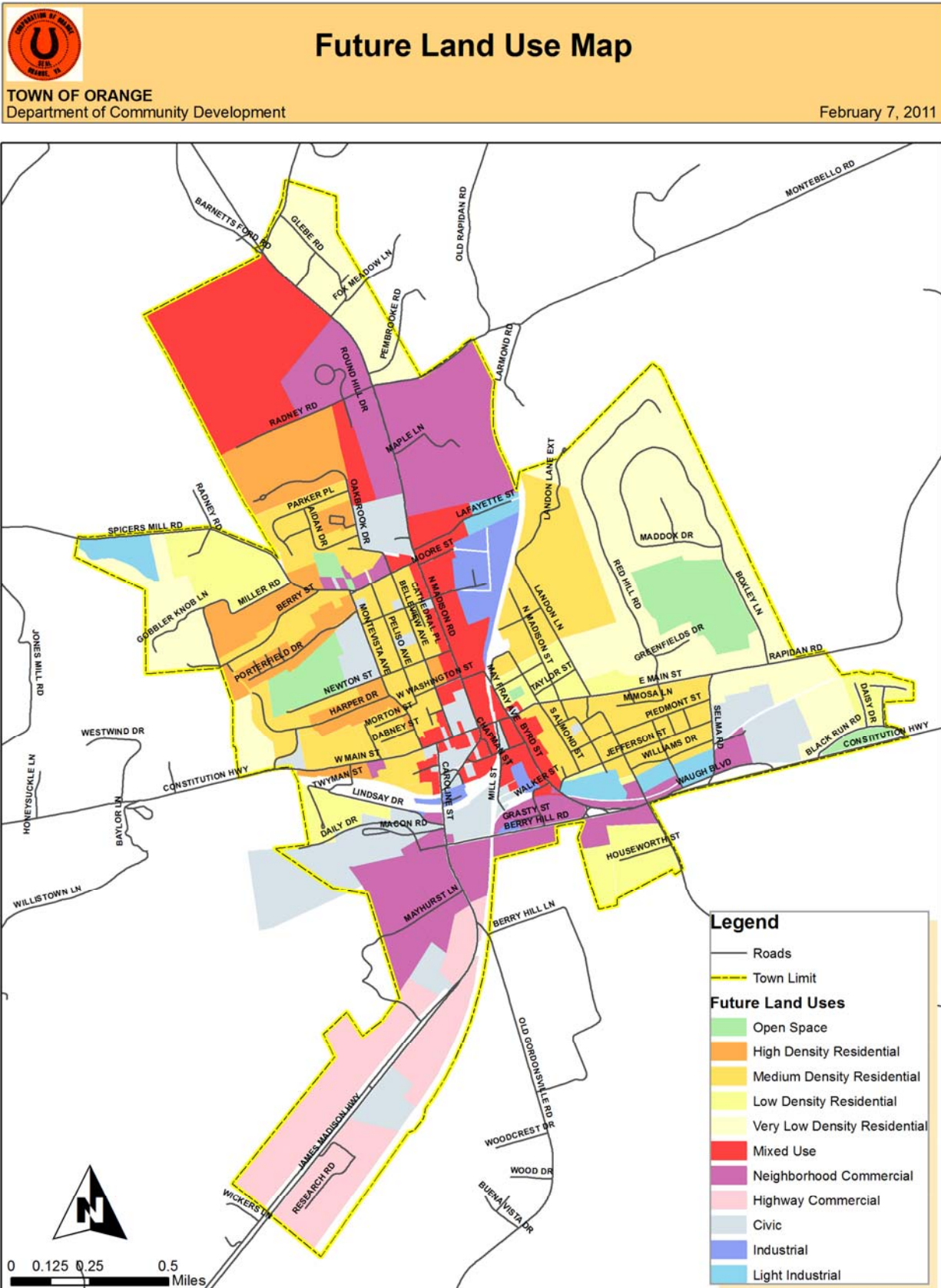
Zoning Map

TOWN OF ORANGE
Department of Community Development

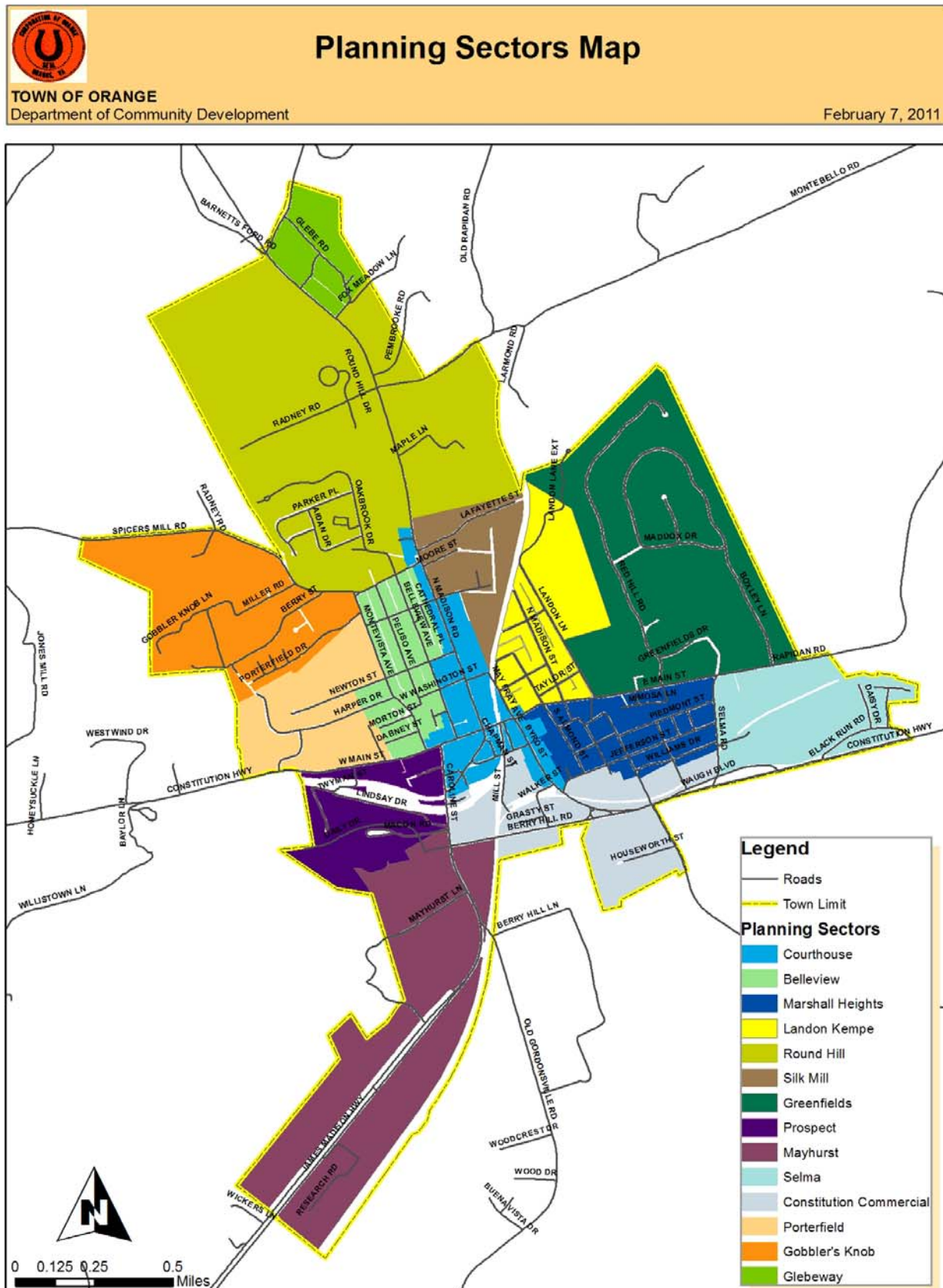
ADOPTED: March 7, 2011



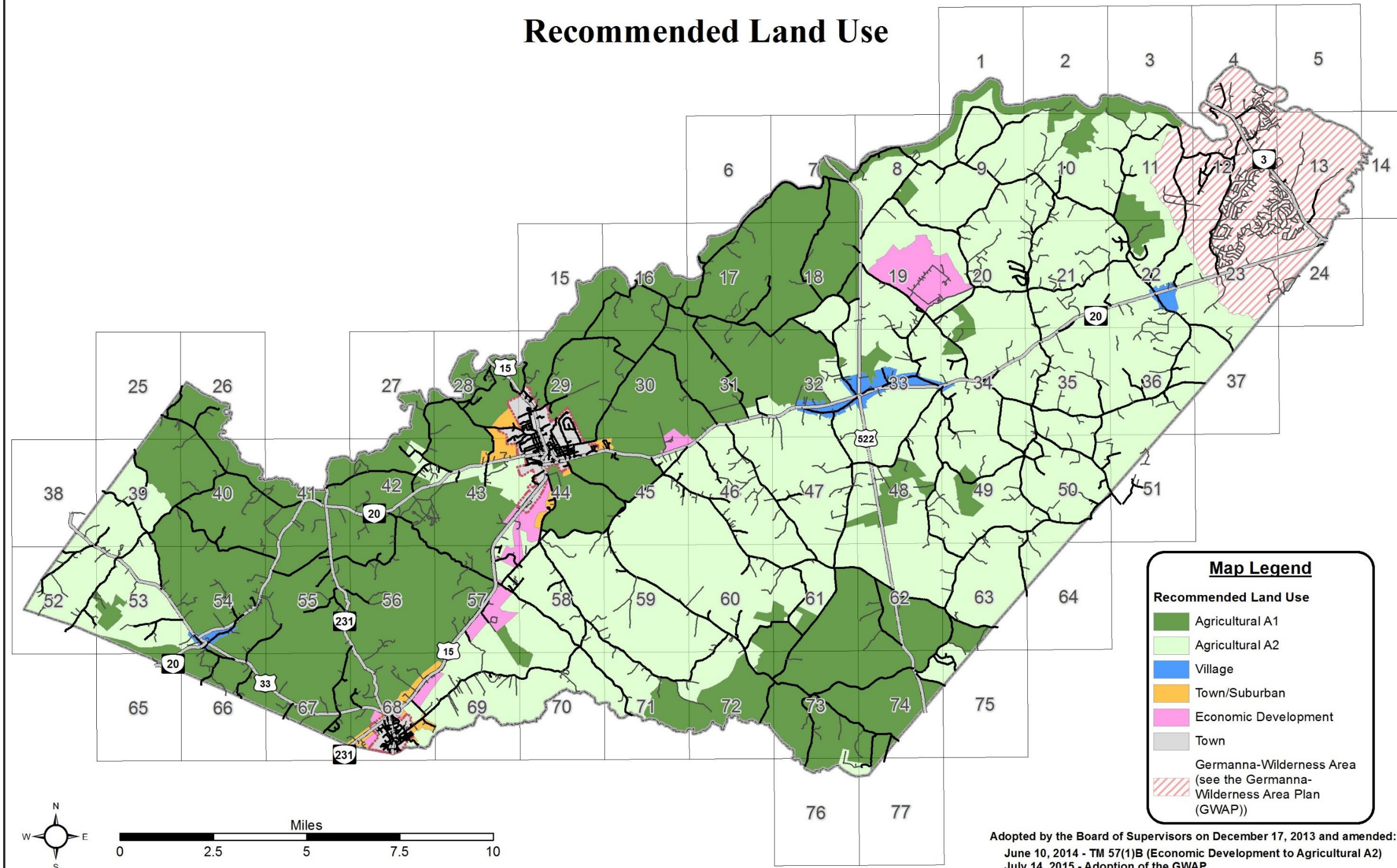
Future Land Use Map



Planning Sectors Map



Recommended Land Use





AGENDA SUMMARY

July 28, 2025

Agenda Item #6

Discussion of Comprehensive Plan Community Meeting Locations

SUMMARY

As a follow-up to the July 14th work session, the Commission will discuss possible locations for the comprehensive plan community meetings to be held in late September through late October. As a reminder, the suggested meeting dates and plan themes are as follows:

Date	Location	Plan Theme
September 25, 2025	TBD	Population and Housing, Economy
October 2, 2025	TBD	Architectural Assets & Aesthetics, Environmental Assets
October 9, 2025	TBD	Infrastructure, Transportation
October 16, 2025	TBD	Education, The Arts, Recreation
October 23, 2025	TBD	Town & County Partnerships; Public Safety, Community Health, & Government



AGENDA SUMMARY

July 28, 2025

Agenda Item #7

Discussion regarding Kean Road Subdivision Site Plan (#SP2024-01)

SUMMARY

On January 17, 2024, a site plan was submitted for a 21-lot subdivision and new street construction for property known as TM #44A3-1-12A in proximity to Orange Estates. Known as the Kean Road Subdivision, the project includes construction of Kean Road from Aidan Drive to North Street, as well as street trees and lighting along Kean Road and North Street, and sidewalk development along North Street. At the request of the Town, the property owner is interested in donating to the Town that area of the property that is in the flood plain. This is also the location of the Town's interceptor sewer line easement.

The plans have been through an extensive review process. After four revised plan submittals, the plans are in compliance with provisions in Article 5 "Traditional Character Zoning Districts", Article 8 "Off-Street Parking", Article 9 "Landscaping", and Article 12 "Site Development" of the Town's Zoning Ordinance. Erosion and sediment control requirements and street construction requirements have been met; the Culpeper Soil and Water Conservation District and VDOT have issued letters of approval.

The plans appear to meet water, sewer and storm sewer requirements; additionally, after consulting with the Public Works Director and pursuant to Section 9-40.20 of the Town's Zoning Ordinance, the Zoning Administrator is requiring that all street trees be moved out of the right-of-way as shown and located on each lot no further than 15 feet from the right-of-way line to avoid conflict with public utilities to be located along the new street.

The site plan has been deemed complete and is ready for Commission review in accordance with Section 12-30 (e) of the Town's Zoning Ordinance, which states the Commission shall consider the site development plan and make a non-binding recommendation to the Zoning Administrator as to whether the plan should be approved, approved with modifications, or disapproved.

PLANNING COMMISSION VOTE/ MOTION FOR CONSIDERATION:

"Motion to recommend to the Zoning Administrator that the plans for the Kean Road Subdivision be _____ (approved, approved with modifications, or disapproved)."