



**Planning Commission Agenda
Monday, August 25, 2025
Town of Orange Community Meeting Room**

6:00 p.m.

1. Call to order.

Roll Call:

Chairman Benjamin Sherman
Vice-Chairman Jeffrey Crane
Commissioner Rita Carroll

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

- 2. 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.*
- 3. Public Hearing** – *The Planning Commission will hold a public hearing on the Zoning for TM #T43-47 to the Town's Traditional Residential – High (TR-H) zoning classification.*
- 4. Consideration of the Planning Commission Meeting Minutes of July 28, 2025.**
- 5. Continued Discussion regarding the Kean Road Subdivision Site Plan (SP2024-1).**
- 6. Comprehensive Plan Update/Progress.**
- 7. Discussion of rescheduling FOIA/COIA training.**
- 8. Next Meeting – September 8, 2025, at 6 p.m. – Work Session Meeting.**
- 9. Adjournment.**

The Town of Orange Planning Commission Agenda Package is available on the Town's website for review at www.townoforangeva.org



**AGENDA SUMMARY
PUBLIC HEARING OUTLINE
August 25, 2025
*Agenda Item #3***

Public Hearing - Zoning of portion of TM# T43-47

PUBLIC HEARING OUTLINE:

1. Chairman calls for presentation.
 - a. *See the enclosed summary from Director of Community Development.*
2. Chairman declares the Public Hearing open and calls for public comment.
3. Chairman declares the Public Hearing closed.
4. Chairman calls for questions/comments (if any) from the Planning Commission.
5. Chairman calls for vote (if any) from the Planning Commission.

STAFF RECOMMENDATION:

None.

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 recommend to the Orange Town Council that the 6.207-acre portion of Orange County TM#43-47, known as TM #T43-47, be assigned the Town of Orange Traditional Residential – High (TR-H) zoning classification."



AGENDA SUMMARY

August 25, 2025

Agenda Item #3

Public Hearing - Zoning of portion of TM# T43-47

SUMMARY

In 2002, a 6.207-acre portion of Orange County TM#43-47 was annexed into the Town of Orange. When the annexation process was completed, the 6.207-acre portion should have been assigned a zoning classification by the Town per Section 4-20.30 of the Zoning Ordinance as follows:

All territory, which may be hereafter annexed into the Town or brought into Town by Boundary Adjustment, shall be temporarily classified in a Town zoning district which, in the opinion of the Town Council and upon recommendation of the Planning Commission, most closely approximates the County zoning district in which the property was designated at the time of annexation. Within six (6) months after the effective date of the final court order of annexation or legislative incorporation of the boundary adjustment in the Town's charter, such district shall become permanent unless a new one is established by amendment in accordance with Section 3-40.

It has come to light that this did not occur, and the property has remained without a Town zoning classification, and thus untaxed by the Town, since it was annexed. It is the Town's desire to now assign a zoning classification to the property.

The Director sent a letter to the property owners to offer them an opportunity to provide input on the zoning of the property. The property owner desires the property to be zoned Traditional Residential - High (TR-H).

The Town Planning Commission discussed how the property might be zoned and considered input provided by staff and the property owner at their July 14th work session. The various zoning classifications 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 (Agricultural) when it was boundary adjusted from Orange County into the Town.

On the future land use map for the Town, the subject property is 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. Dailey 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 (TM #43-47) 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).

After tabling discussion at the July 14th work session, the Commission further discussed the zoning of the property at their regular meeting on July 28, 2025 and voted to set the zoning classification of the 6.207-acre property to Traditional Residential – High, and schedule a public hearing on August 25, 2025, to receive public comment.

The Traditional Residential – High zoning classification permits the following uses by-right: Accessory Dwelling Units, Agriculture, Bed and Breakfast, Duplex Dwellings, Family Day Home, Ground floor residential, Group Homes, Multi-family Dwellings, Single-Family Dwellings, and Townhouses, and provides for the following dwelling unit densities:

- Single family dwellings – 8 dwelling units per acre (49 units)
- Duplex dwellings – 16 dwelling units per acre (96 units)
- Townhouse dwellings – 10 dwelling units per acre (60 units)
- Multi-family dwellings – 30 dwelling units per acre (180 units)
- Affordable dwelling unit density bonus – 2 dwelling units per acre (12 units)

The property owner has no current plans for the development of the property.

PLANNING COMMISSION VOTE/ MOTION FOR CONSIDERATION:

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

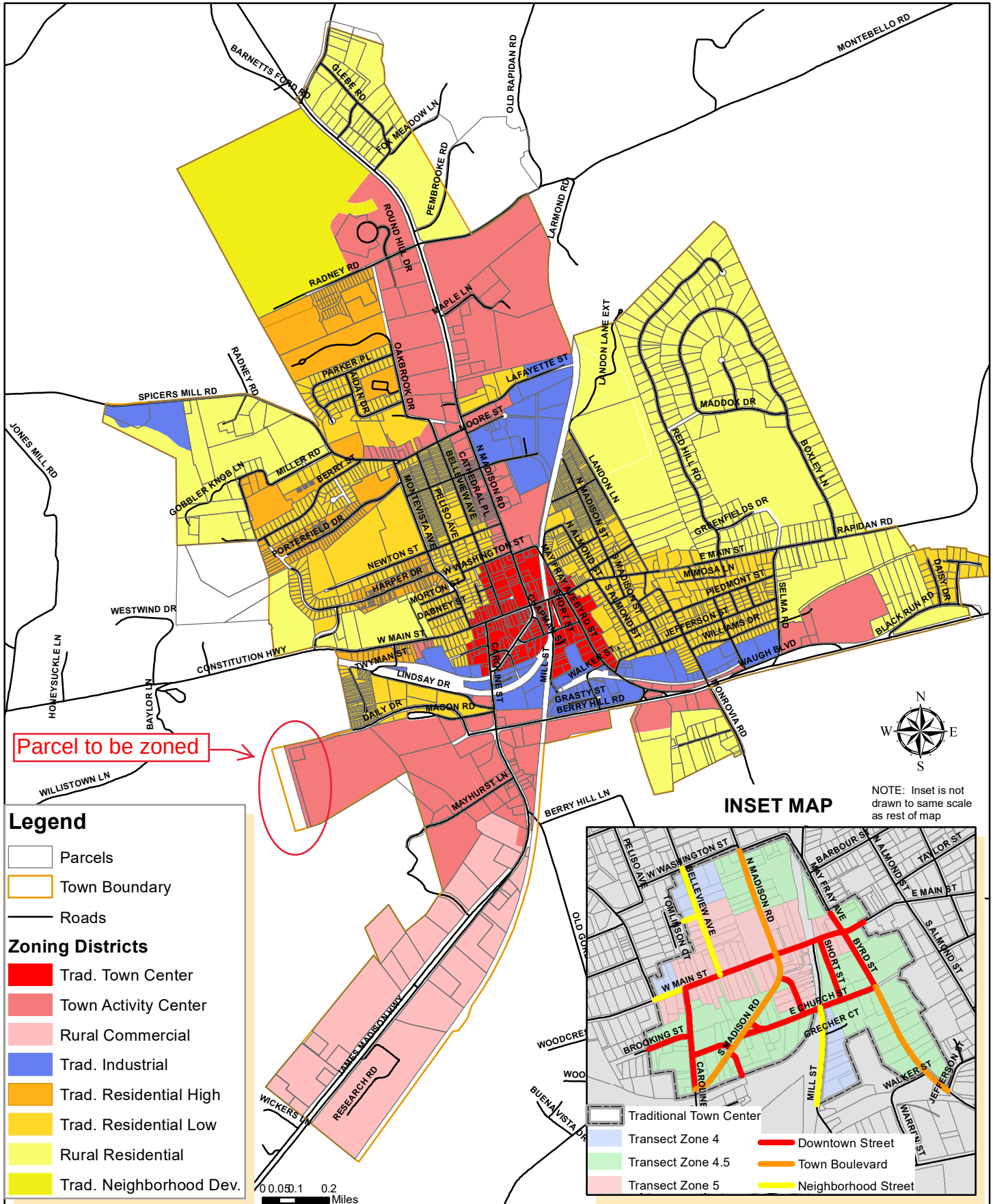
“I move that the Town of Orange Planning Commission recommend to the Orange Town Council that the 6.207-acre portion of Orange County TM#43-47, known as TM #T43-47, be assigned the Town of Orange Traditional Residential – High (TR-H) zoning classification.”



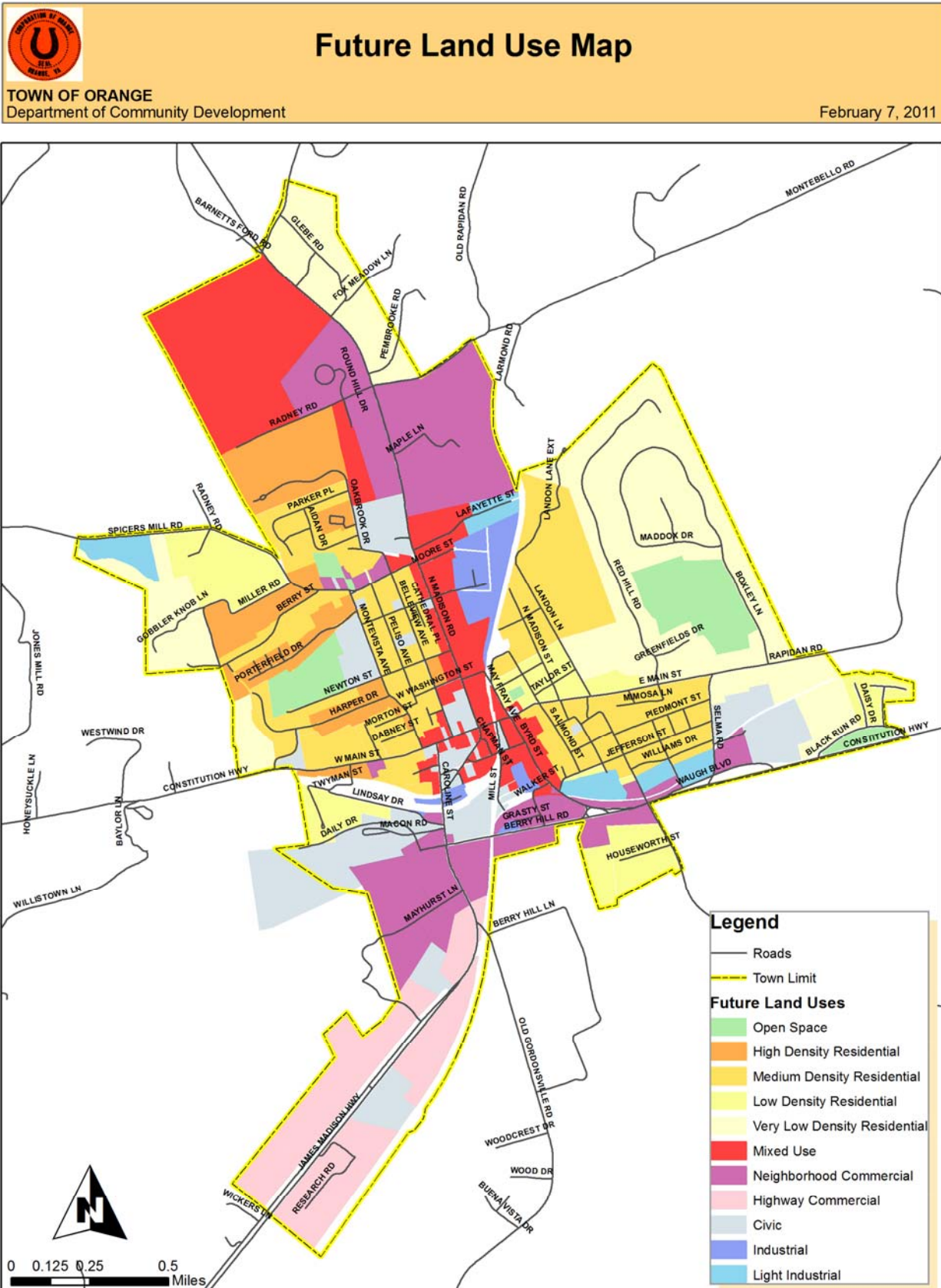
Zoning Map

TOWN OF ORANGE
Department of Community Development

ADOPTED: March 7, 2011



Future Land Use Map



Orange County, Virginia

1" = 1,123'



Higginbotham-Hemp Property

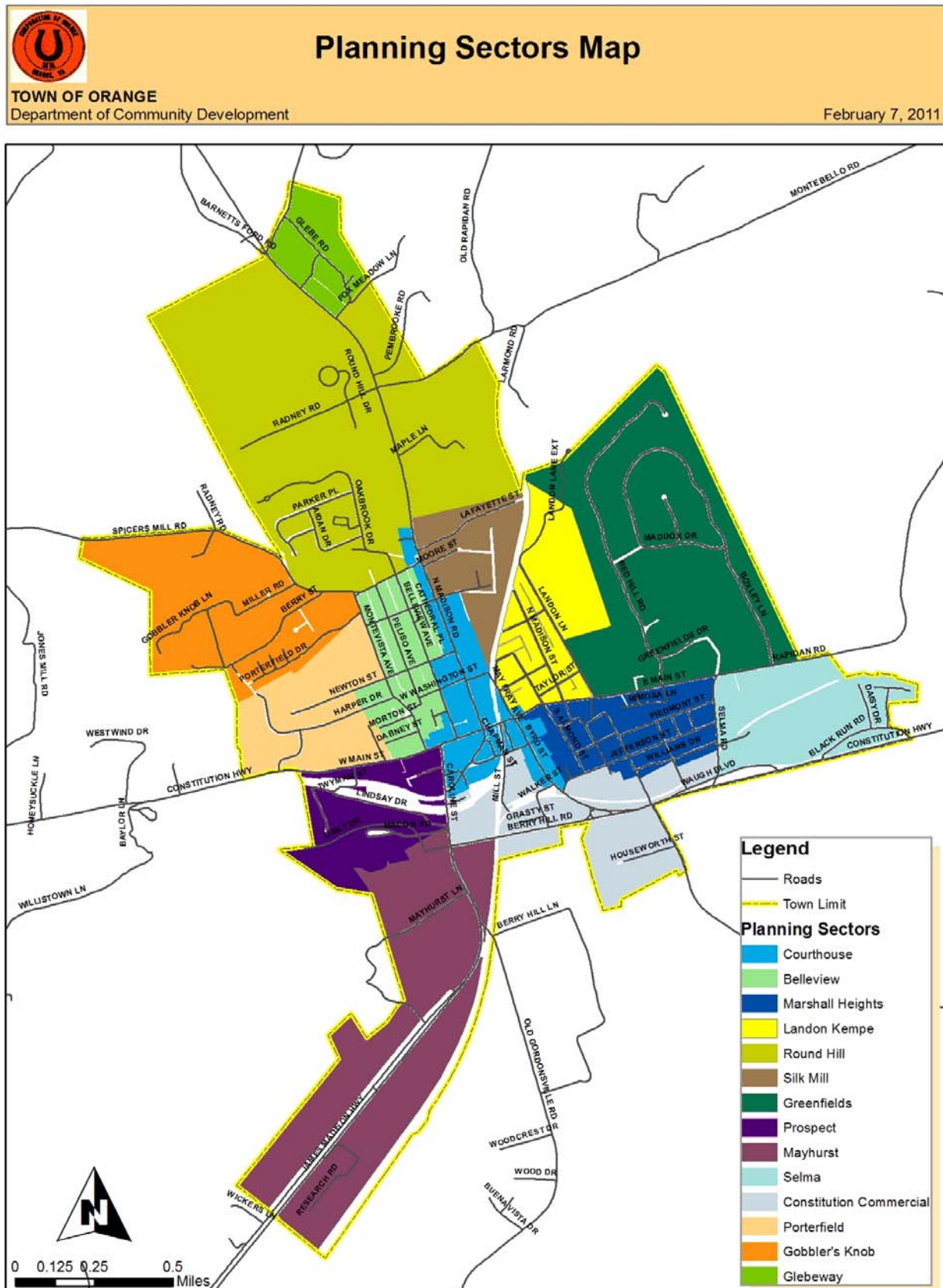
- Address
- Subdivision Boundary
- Tax Parcel
- Town Boundary
- World Imagery
- Low Resolution 15m Imagery

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.

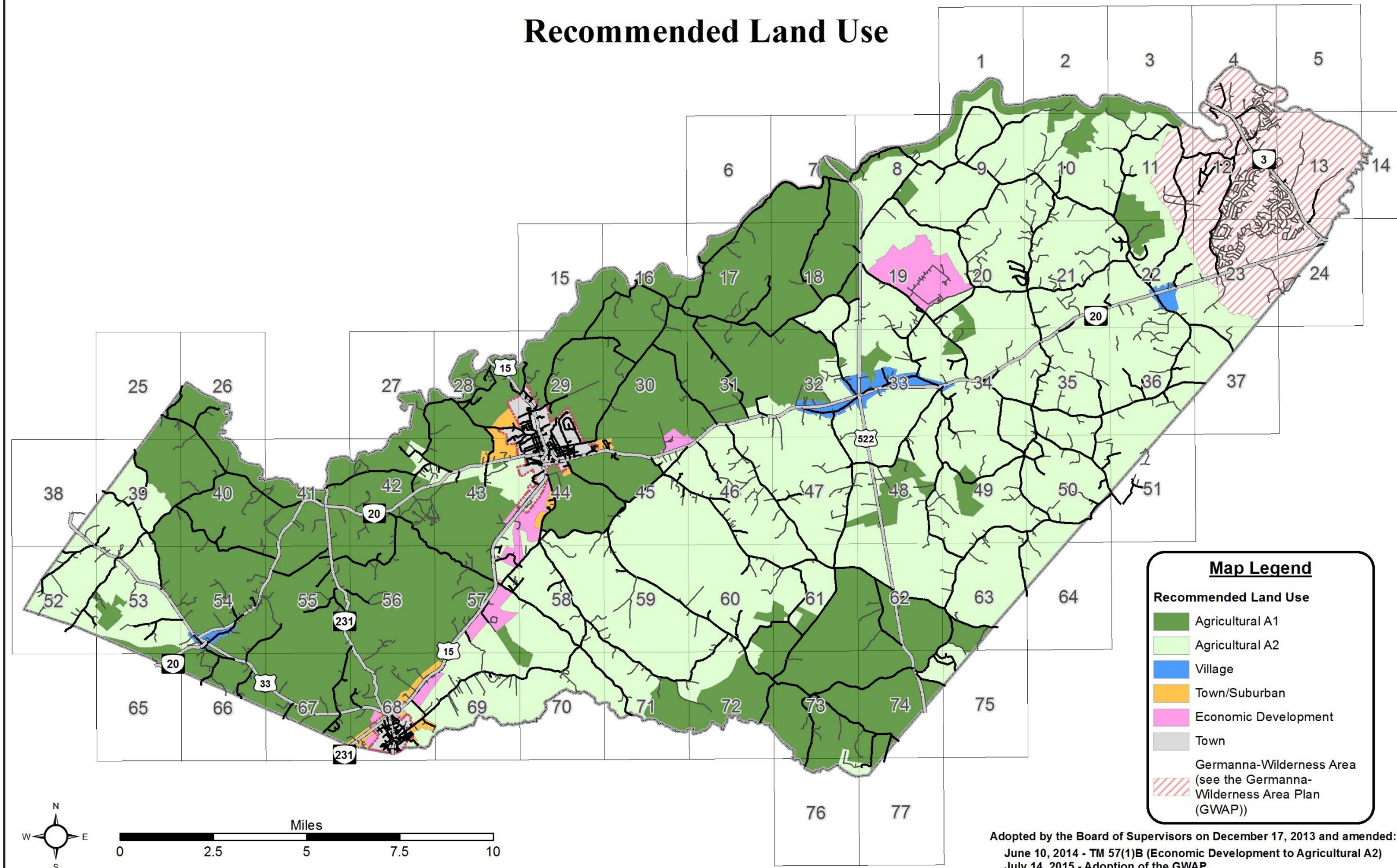
High Resolution 60cm Imagery
High Resolution 30cm Imagery
Citations

2.4m Resolution Metadata

Planning Sectors Map



Recommended Land Use



Planning Commission Meeting Minutes

July 28, 2025

Page One

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

CALL TO ORDER

The Director of Community Development called the meeting to order. The Deputy Town Clerk called roll and noted that there was a quorum present.

ELECTION OF CHAIR AND VICE – CHAIR

The Director of Community Development stated the elections of Chair and Vice-Chair were to be held annually at the first regular July meeting with a term of one year.

The Director of Community Development called for nominations for Chairman.

Commissioner Carroll nominated Commissioner Sherman as Chairman for the coming year.

There being no other nominations for Chairman the Director of Community Development called for a motion.

Motion was made by Commissioner Carroll, seconded by Commissioner Crane, to elect Commissioner Sherman as Chairman of the Town of Orange Planning Commission with a term to expire June 30, 2026. On vote, Commissioner Carroll – aye, Commissioner Crane – aye, Commissioner Sherman – aye, and Commissioner Sullenberger – absent. Motion carried.

The Director of Community Development turned the meeting over to Chairman Sherman.

Chairman Sherman called for nominations for Vice-Chairman.

Commissioner Carroll nominated Commissioner Crane as Vice-Chairman for the coming year.

There being no other nominations for Vice-Chairman, Chairman Sherman called for a motion.

Motion was made by Commissioner Carroll, seconded by Commissioner Sherman, to elect Commissioner Crane as Vice- Chairman of the Town of Orange Planning Commission with a term to expire June 30, 2026. On vote, Commissioner Carroll – aye, Commissioner Crane – aye, Commissioner Sherman – aye, and Commissioner Sullenberger – absent. Motion carried.

Planning Commission Meeting Minutes
July 28, 2025
Page Two

PUBLIC COMMENT

Mr. Kent Higginbotham of 150 Blue Ridge Drive appeared before the Commission regarding flooding to property he owns at 381 Waugh Blvd. Mr. Higginbotham stated he had forwarded photos to members of the Commission before the meeting and will be forwarding them to Town Council, the Town Manager and the Director of Community Development as well.

Mr. Higginbotham also encouraged the Commission to look at the property he owns off of Macon Road, tax map #T43-47 before they decide on the zoning for the property.

CONSIDERATION OF PLANNING COMMISSION MINUTES OF JULY 14, 2025

Motion was made by Vice-Chairman Crane, seconded by Commissioner Carroll, to approve the meeting minutes of July 14, 2025, as presented. On vote, Chairman Sherman – aye, Vice-Chairman Crane – aye, Commissioner Carroll – aye, and Commissioner Sullenberger – absent. Motion carried.

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

The Director of Community Development reported that TM#T43-47 containing 6.207 acres was boundary adjusted in the corporate limits of Town in 2002 but was not assigned a zoning classification at the time. The Director of Community Development stated that at the last Commission meeting it was discussed how that property might be zoned. The Director of Community Development reported that Traditional Residential – High was the Town's zoning classification that was desired by the property owner, Town Activity Center was the zoning classification of the adjacent property in town and Rural Residential was the zoning classification that is most like the zoning of the property when it was boundary adjusted from Orange County into the Town.

The Director of Community Development reported that the future land use map for the town shows the subject property adjacent to the area of Town as "Civic". The Director of Community Development stated that Civic land use classification was described as – schools, places of worship, government offices of use, clubs, institutional uses, hospitals, or public nursing homes.

The Director of Community Development reported that the property was adjacent to the Town's Comprehensive Plan "Prospect" planning sector. The Director of Community Development stated that the Prospect planning sector contained low, medium and high density residential, commercial, civic and civic land uses. The Director of Community Development stated further that TM #T43-47 was a part of a larger tract of land situated in Orange County and was zoned Agricultural.

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

Planning Commission Meeting Minutes

July 28, 2025

Page Three

After discussion, motion was made by Vice-Chairman Crane, seconded by Commissioner Carroll, to 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 Traditional Residential High Density zoning classification. On vote, Chairman Sherman – aye, Vice-Chairman Crane – aye, Commissioner Carroll – aye, and Commissioner Sullenberger – absent. Motion carried.

DISCUSSION OF COMPREHENSIVE PLAN COMMUNITY MEETING LOCATIONS

The Director of Community Development stated that at the Commission's last work session dates were discussed for the community meeting locations. The Director of Community Development requested feedback from the Commission on where the meetings would be held. After discussion the following meeting dates and locations were decided, and the meetings would be held from 6:30 p.m. – 8:30 p.m.

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

DISCUSSION REGARDING KEAN ROAD SUBDIVISION SITE PLAN (SP2024-1)

The Director of Community Development stated that the 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 Director of Community Development reported that the plans had been reviewed and after four revised plan submittals, the plans were found to be in compliance with provisions of the zoning ordinance. The Director of Community Development stated that the plans were reviewed by Culpeper Soil and Water Conservation District and VDOT and were issued letters of approval.

The Director of Community Development stated that the Director of Public Works did have some concerns about the trees in the right-of-way. The Director of Community Development stated further that that all street trees would be moved out of the right-of-way and located on each lot no further than 15 feet from the right-of-way to avoid conflict with public utilities that will be located along the new street. The Director of Community Development reported that the site plan had been deemed complete and ready for Commission review and feedback.

After discussion, it was the consensus of the Commission to receive clarification about the status of the sidewalks on both sides of North Street.

Planning Commission Meeting Minutes
July 28, 2025
Page Four

DISCUSSION OF SCHEDULING FOIA/COIA TRAINING

The Director of Community Development stated that annually the Town Attorney brings everyone up to speed on the Freedom of Information Act (FOIA) and Conflicts of Interest Act (COIA) so the Commission knows what the requirements are. The Director of Community Development stated that the Town Attorney would like to hold the training at the Commission's next work session on August 11th.

The Town Attorney reported that COIA training was required every two years. The Town Attorney reported further that since Mr. Crane's appointment training would be needed and offered the training to all the Commission to meet the requirements. The Town Attorney stated that she received feedback from the Director of Community Development and would be reissuing the Planning Commission's handbook.

It was the consensus of the Commission to schedule the training for the August 11th meeting.

Commissioner Carroll stated that before progressing with the Comprehensive Plan, she would like to receive an update on any information on grants. Commissioner Carroll stated further that the Economic Development Manager that was hired last year was looking into opportunities. Commissioner Carroll stated that there was an RCP grant program and a Downtown Development grant that was just announced the past few days. Commissioner Carroll stated further that it would be helpful to know the status of grants the town was involved in.

NEXT MEETING

Monday, August 11, 2025, work session meeting at 6 p.m. Chairman Sherman stated that he would not be able to attend the August 11th meeting as he would be out of town.

With no further business to come before the Commission, the meeting adjourned at 6:49 p.m.

Kimberly Strawser, CZA, CMC
Deputy Town Clerk

Chairman Benjamin Sherman



AGENDA SUMMARY

August 25, 2025

Agenda Item #5

Continued Discussion of 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 Town's suggestion, 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", and Article 9 "Landscaping" 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.

During the Planning Commission review at their July 28th meeting, the Commission asked about sidewalk requirements for the project. Staff have re-reviewed the zoning ordinance provisions and found that sidewalk construction is required on *both* sides of North Street adjacent to the Kean Road subdivision property pursuant to Section 12-40.50 (f) of the Zoning Ordinance, which states, "Wherever a public street is located adjacent to or within a proposed subdivision or development, the owner, applicant or developer shall be responsible for constructing the sidewalk along the entire length and on each side of the public street where the owner's property adjoins said street." This was not required of other developments in proximity along North Street.

PLANNING COMMISSION VOTE/ MOTION FOR CONSIDERATION:

"I move that the Town of Orange Planning Commission recommend to the Zoning Administrator that the plans for the Kean Road Subdivision be _____ (approved, approved with modifications, or disapproved)."



AGENDA SUMMARY

August 25, 2025

Agenda Item #6

Comprehensive Plan Update

SUMMARY

This matter is on the Planning Commission's agenda for staff to provide an update on the comprehensive plan review process.

STAFF RECOMMENDATION:

None.

PLANNING COMMISSION VOTE/MOTION FOR CONSIDERATION:

None needed.



AGENDA SUMMARY

August 25, 2025

Agenda Item #7

FOIA/COIA Training Update

SUMMARY

The FOIA/COIA training has been scheduled for Monday, September 8, 2025, directly following the Commission's work session.

STAFF RECOMMENDATION:

None.

PLANNING COMMISSION VOTE/MOTION FOR CONSIDERATION:

None needed.