



**Planning Commission Agenda
Tuesday, October 14, 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. Continued Discussion of DRAFT FY2027-2032 Capital Improvements Plan.

3. Discussion of the Caroline Street – Streetscape Concept Plan.

4. Discussion of Revisions to the Subdivision Ordinance.

5. Next Meeting – October 27, 2025, at 6p.m. – Regular Meeting.

6. Adjournment.

***COIA/FOIA Training will be held immediately after the Planning Commission adjournment.**



AGENDA SUMMARY

October 14, 2025

Agenda Item #2

Continued Discussion of DRAFT FY2027-2032 Capital Improvements Plan

SUMMARY

This matter is on the Planning Commission's agenda for the Commission to discuss the draft FY2027-2032 Capital Improvements Plan and rank projects as previously discussed.

For reference, the Town's FY2026 Budget may be viewed at [this link](#).

STAFF RECOMMENDATION:

None.

PLANNING COMMISSION VOTE/MOTION FOR CONSIDERATION:

None needed.

TOWN OF ORANGE, VIRGINIA



FY 2027 - FY 2032
CAPITAL IMPROVEMENTS PROGRAM

PRESENTED TO THE TOWN OF ORANGE PLANNING COMMISSION
Date: September 22, 2025

Introduction: Town of Orange CIP: FY 2027 – FY 2032

Communities develop a comprehensive plan that outlines the future they desire for themselves through goals, objectives and implementation strategies contained in the plan. Capital improvement planning is one of several tools communities use to implement that plan. ***The purpose of the Capital Improvement Program (CIP) is to allow a locality to examine its current resources and to determine what future resources it needs. This is helpful for determining not only how much funding is needed to satisfy public facility needs but also when such funding is needed.***

Typically, the CIP covers a five-year period, with the first year adopted as the capital budget. Funding shown in subsequent years is not immediately committed but instead reflects an estimate of funding levels needed in the future for various projects, facilities, equipment, etc.

Planning Commission CIP Preparation

State statute designates the Planning Commission as the body generally responsible for the preparation and annual update of a locality's CIP. Section 15.2-2239 of the Code of Virginia, 1950, as amended, states the following:

A local planning commission may, and at the direction of the governing body shall, prepare and revise annually a capital improvement program based on the comprehensive plan of the locality for a period not to exceed the ensuing five years. The commission shall submit the program annually to the governing body, or to the chief administrative officer or other official charged with preparation of the budget for the locality, at such time as it or he shall direct. The capital improvement program shall include the commission's recommendation and estimates of cost of the facilities and the means of financing them, to be undertaken in the ensuing fiscal year and in a period not to exceed the next four years, as the basis of the capital budget for the locality. In the preparation of its capital budget recommendations, the commission shall consult with the chief administrative officer or other executive head of the government of the locality, the heads of departments and interested citizens and organizations and shall hold such public hearings as it deems necessary.

The Town of Orange Planning Commission has prepared this Capital Improvement Program with assistance from Town of Orange staff. The Commission members for the preparation of this CIP were:

Benjamin Sherman	Chairman
Jeff Crane	Vice Chairman
Rita Carroll	Commissioner
Page Sullenberger	Commissioner
Martha Roby	Commissioner
Harrison Cluff, Mayor	Ex-Officio

Staff Support was provided by:

Greg Woods
Wendy J. Chewning
Larry Bond
Kimberly A. Strawser
Deborah C. Sturm
Dwight Baker
Kiline Madison
Dianna Gomez
Michelle Steinberger

Town Manager
Town Clerk
Director of Public Works
Deputy Town Clerk
Director of Community Development
Chief Water Plant Operator
Chief of Police
Director of Finance
Chief Wastewater Plant Operator

Definition of a Capital Project

A **Capital Improvement Project** is defined as “a major, non-recurring annual expenditure of at least \$25,000 for the payment of a capital improvement asset which has a useful life of at least five (5) years including any such planning, feasibility, engineering, or design study related to such project. These projects are included in the CIP and do not necessarily include all capital assets of the Town”.

(Definition approved by the Town of Orange Planning Commission on October 27, 2014)

The CIP Process

The CIP development process takes approximately 4-6 months beginning in the mid- to late-summer. It includes consultation with the Town Manager, department heads and interested citizens, and may include a public hearing before adoption and submission to the Town Manager for budget consideration in December.

FY 2027-FY 2032 Requests

This CIP includes projects that will be funded with Town resources, grant sources and VDOT funding. This revision adds street reconstruction projects that will be included in the FY29-FY30 funding cycle for VDOT revenue sharing funding as required by VDOT, and also includes projects submitted by staff in the summer of 2025.

Funding Recommendations

It is recommended that the FY2027-2032 CIP as prepared be approved as submitted, noting that projects assigned higher ranking should be included in the FY2027 capital budget.

Priority Recommendations

The priority order for the projects submitted during the CIP process will be determined by the Planning Commission with recommendations provided by staff.

Projects Deleted from past CIP's

There are several projects from past capital improvement plans that have been completed or will not be pursued in the near future. These are as follows:

- Marshall Heights Standpipe Replacement/Repair – this project is complete.
- Sewer Line designs for Brizzolara, Boxley-Redhill and Houseworth Street subdivisions – these designs will be completed in FY26.
- Water Line under NS tracks from Twyman Street to Lindsay Drive – to be pursued at a later time.
- Marshall Heights Water Facility Reservoir repairs and Rehabilitation – this project is complete.
- Marshall Heights Water Facility New Electrical Building – this project is complete.
- Dark Fiber Ring – to be pursued at a later time.
- Taylor Park Brick Paver Rehabilitation – this project is being funded with private funds.

Project Ranking

To help prioritize projects for funding, projects should be ranked by the Commission using a scoring system that uses project category, weight, and rating to create a score, as follows.

Categories: the categories into which each project should be placed are:

- Health and Safety: degree of impact on citizens and employees' health and safety
- Non-health and Safety Regulatory Compliance: degree that the item facilitates complying with non-health and safety laws
- Percent of population served: degree to which items serve all the residents of the town
- Cost/benefit or avoided costs: degree that expenditure pays for itself

Project weights:

- Health and Safety: 10
- Regulatory Compliance: 5
- Percent of population served: 6
- Cost-benefit/avoided cost: 7

Rating: all project ratings are 1-10

Project score is calculated using the formula "weight x rating = score". The higher the score, the greater the priority.

Revenue Sharing

Description:

The Town of Orange Public Works Department, in its role of maintaining the public roads within the Town, has plans to re-construct the following roads (listed in order of priority):

Revenue Sharing Projects FY27 through FY30			
FY	Road	Total Funding	Town Portion
27	Porterfield Drive (from Montevista Ave to end)	\$523,194.28	\$261,597.14
28	Rapidan Road (from Selma Rd to Town limits)	\$252,926.06	\$126,463.03
29	E. Main Street (from Selma Rd to May Fray Ave/Byrd Street	\$353,601.00	\$176,800.50
30	Byrd Street (from E. Main St to E. Church Street	\$80,832.00	\$40,416.00
30	Monrovia Road (from Route 20 to Town limits)	\$122,978.00	\$61,489.00
		\$1,333,531.34	\$666,765.67

Relationship to Comprehensive Plan:

Goal PS16: Ensure that public facilities are constructed and maintained to meet Levels of Service standards for different Planning Sectors in Town as articulated through specific Planning Sector plans.

Action PS16.5: Adequately fund Water Plant, Wastewater Plant, Public Works, Police, and Administrative Capital Needs to maintain Levels of Service Standards

Total Cost: \$1,333,531.34 (Town portion \$666,765.67)

Funding Source: 50% Local funds/50% Revenue Sharing Funds

Department Requesting: Public Works

Ranking:

Sidewalk Construction

Description

This project encompasses new infill construction of sidewalks and repair of existing sidewalks to provide pedestrians with safe access to developed areas within the Town.

Relationship to Comprehensive Plan

Goal T2: Improve existing roads and transportation systems in a manner consistent with the Transportation Vision.

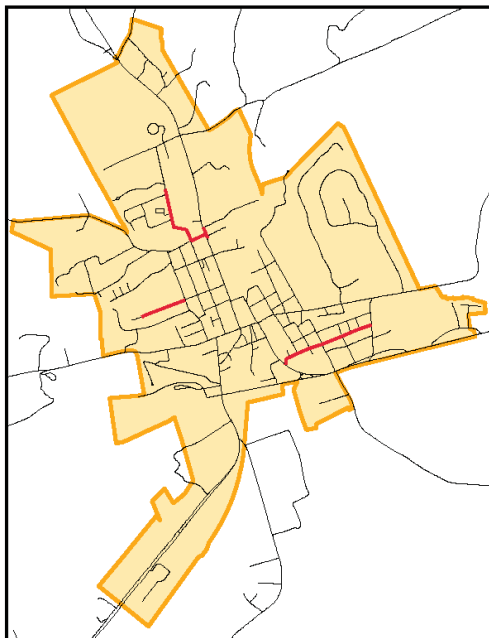
Action T4.2: Construct biking and pedestrian infrastructure in existing (already developed) parts of Town.

Total Cost: \$185,000.00 yearly (\$125,000 for new sidewalks and \$60,000 for repairs)

Funding Source: General Fund, VDOT grants, private funds

Department Requesting: Public Works

Ranking:



Potential Sidewalk Projects:

- North Street from Aidan Drive to the North Street Connector
- N. Madison Road from Dogwood Lane north to existing sidewalk, approximately 1600 feet
- Jefferson Street from Byrd Street to Selma Road

“Hilltop Drive” Sewer Line Connection

Description: To connect Harper Drive/Berry Street and Porterfield Drive sewer lines.

Relationship to Comprehensive Plan:

Goal PS16: Ensure that public facilities are constructed and maintained to meet Levels of Service standards for different Planning Sectors in Town as articulated through specific Planning Sector plans.

Total Cost To be determined during engineering phase

Funding Source: Sewer Fund

Department Requesting: Public Works

Ranking:



Hilltop Drive Connector

Description:

To connect Harper Drive to Berry Street and connect Porterfield Drive to Hilltop Drive, this would improve and give alternative routes to Route 20.

Relationship to Comprehensive Plan:

Goal PS16: Ensure that public facilities are constructed and maintained to meet Levels of Service standards for different Planning Sectors in Town as articulated through specific Planning Sector plans.

Goal T2: Improve existing roads and transportation systems in a manner consistent with the Transportation Vision.

Total Cost \$2,286,056.42

Funding Source: VDOT Urban Funds, Revenue Sharing, Town Matching Funds,

Department Requesting: Public Works

Ranking:



Orange Village Shopping Center Traffic Circle

Description:

As traffic counts increase on Route 15 through Town, and as the Orange Village Shopping Center continues to grow, traffic conflicts at the entrances are increasing. Working with the VDOT, a proposed traffic circle was designed to help mitigate the traffic conflicts at the northern entrance to the shopping center.

Relationship to Comprehensive Plan:

Goal PS16: Ensure that public facilities are constructed and maintained to meet Levels of Service standards for different Planning Sectors in Town as articulated through specific Planning Sector plans.

Goal T2: Improve existing roads and transportation systems in a manner consistent with the Transportation Vision.

Total Cost \$2,000,000.00

Funding Source: VDOT Urban Funds, Revenue Sharing, Highway Safety Improvement (HSIP) Funds, Town Matching Funds

Department Requesting: Community Development

Ranking:



Madison Road Stormwater Drainage and Utility Rehabilitation and Road Reconstruction

Description:

The underground utility infrastructure beneath Madison Road/Route 15, in many cases, is so old there is no documentation as to when it was constructed. Recently, storm sewer lines in front of 135 N. Madison Road (Domino's Pizza) collapsed, requiring emergency work by the Town's Public Works department. Due to excessive flooding on Madison Road between Nelson Street and Spicers Mill Road, Town staff worked with VDOT on a drainage improvement project in this area in 2021. The Town has experienced other utility failures along N. Madison Road, and this project would address the rehabilitation of the underground utilities while reconstructing N. Madison Road including updated streetscapes with wider sidewalks, street trees, benches, and streetlights.

Relationship to Comprehensive Plan:

Goal I11: Mitigate effects of increasing impervious surface in the Baylor Creek Drainage Basin (Spicer's Mill Road and Madison Road areas of Town) in town.

Goal I12: Mitigate effects of increasing impervious surface throughout Town.

Goal T2: Improve existing roads and transportation systems in a manner consistent with the Transportation Vision.

Goal T4: Encourage alternatives to vehicular use to increase pedestrian-friendliness of Orange

Goal PS16: Ensure that public facilities are constructed and maintained to meet Levels of Service standards for different Planning Sectors in Town as articulated through specific Planning Sector plans.

Proposed Phasing:

- Woodmark Drive to Newton Street
- Newton Street to Washington Street
- Washington Street to Main Street

Total Cost \$10,000,000.00 plus

Funding Source: VDOT: Revenue Sharing, Six Year Improvement or Smart Scale, Highway Safety Improvement Funding, Town Matching Funds

Department Requesting: Public Works and Community Development

Ranking:

Spicer's Mill Road Culvert and Bridge Replacement

Description

Replacement of the culvert crossing at a branch of Poplar Run (Baylor Creek). This project includes replacing the two existing culverts north of the box culvert and restoration work. This project is based on a structure inspection conducted in November 2024.

Relationship to Comprehensive Plan

Action I11.4: Reconstruct Spicer's Mill Culvert.

Total Cost: \$3,000,000.00

Funding Source: VDOT and Town funding

Department Requesting: Public Works and Community Development

Ranking:

Orange Downtown Streetscape Enhancement Projects

Description

This project covers sidewalks, lighting and utility improvements in the vicinity of the Orange Train Depot within the Orange Commercial Historic District, including Caroline Street from W. Main Street to W. Church Street.

Relationship to Comprehensive Plan

T4.2 – Construct biking and pedestrian infrastructure in developed parts of town.

T4.2.3 – Other pedestrian improvements, i.e., crosswalks

T5 – Create safe streets

Total Cost:

Section A: RR Tracks to Madison Road:			
Engineering:	\$150,000.00	Construction:	\$800,000.00
Section B: Madison Road to Bellevue Ave			
Engineering	\$225,000.00	Construction	\$1,400,000.00
Section C: Bellevue Ave to Caroline Street:			
Engineering:	\$100,000.00	Construction	\$500,000.00
Section D: Caroline Street from W. Main Street to W. Church Street			
Engineering:	\$325,000.00	Construction	\$1,900,000.00
Totals:	\$800,000.00		\$4,600,000.00

Funding Source: VDOT SmartScale or Transportation Alternatives Program, ToO General Fund

Department Requesting: Community Development

Ranking:



Water Plant Liquid Feed Building

Description

Construction of an addition to the water plant building to house the conversion from dry feed chemicals to liquid. Chlorine will be moved to the lowest level of the building. Dry feed chemicals are becoming unreliable to obtain. The lift currently used to bring materials to the upper levels of the water treatment plant for dry feed chemical storage is in need of \$500,000.00 in repairs.

There will be long term cost savings in less chemicals used and producing less sludge with a more reliable feed system saving in production water. No additional personnel required.

Relationship to Comprehensive Plan

Goal I1: Provide safe and clean drinking water for residents of the Town of Orange.

Action I1.1: Convert powder chemical feed to liquid feed.

Total Cost: \$1,000,000.00

Year: FY27-28

Funding Source: Grants, Water Fund

Department Requesting: Water Plant

Ranking:



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STAFF RECOMMENDATION:

None.

PLANNING COMMISSION VOTE/MOTION FOR CONSIDERATION:

None needed.



Existing Conditions



Proposed Improvements





AGENDA SUMMARY

October 14, 2025

Agenda Item #4

Discussion of Revisions to the Subdivision Ordinance

SUMMARY

The Director and the Town Attorney have prepared a draft revised subdivision ordinance that brings the document in line with statutory requirements pertaining to subdivision ordinances. The draft will be provided at the meeting.

The attached is for the Planning Commission's review. Staff requests this matter be placed on the regular October meeting agenda for further discussion and the scheduling of a public hearing to receive public comment.

STAFF RECOMMENDATION:

None.

PLANNING COMMISSION VOTE/MOTION FOR CONSIDERATION:

None needed.