Planning Commission Retreat

Overview of Planning History in Albemarle

- Comprehensive Plans, Planning initiatives
- Major Milestones
- Key Policies

PC Retreat – Planning History

Planning began in Albemarle County in the late 1960s

- Adoption of the Zoning Ordinance and Zoning Map (1969) and Zoning Map approved by referendum (public vote)
- Adoption of first Comprehensive (1971)
- Comprehensive Plan should precede Zoning Ordinance and Map approval (but not here-not then.)
- First major rewrite of the Subdivision Ordinance (1974) (first adopted, 1949)

1971 Comprehensive Plan

- First Comprehensive Plan, adopted 1971.
- The County's Growth Management Policy in place today was first established in the 1971 Plan.
- One of the major planning focuses of the 1970s was water resource & water supply protection.

Albemarle County's Growth Management Goals

- Promote **the efficient utilization of County resources through a combination of Designated Development Areas and Rural Areas.**

- Direct **growth into Designated Development Areas.**

- **Protect Natural Scenic and Historic Resources.**

- **Discourage rural residential development other than dwellings related to a bona fide agricultural/forestal use.**

- Strongly support and **effectively implement the County's growth management priorities in the planning and provision of transportation, and public facilities and utilities.**

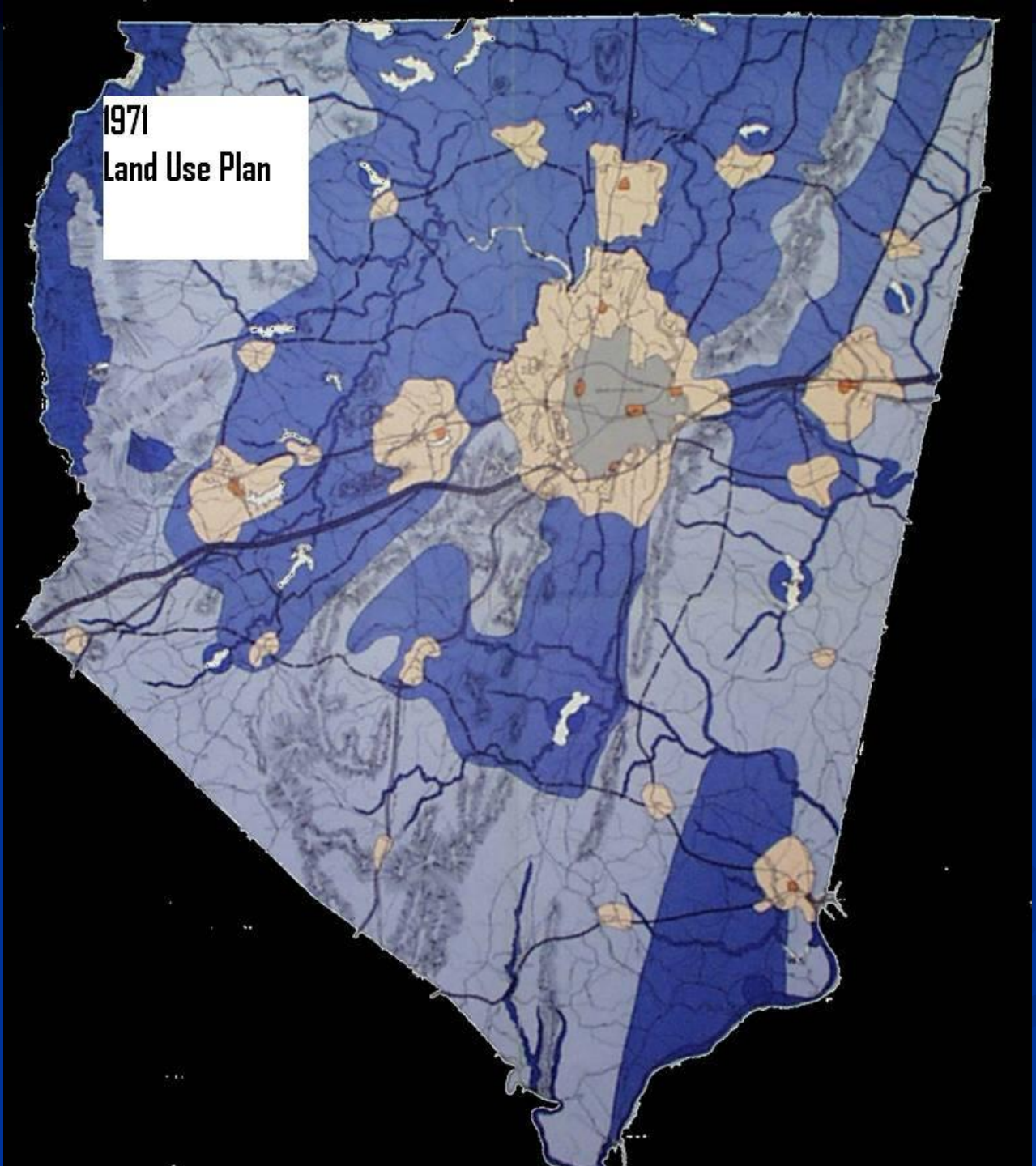
1971 Comprehensive Plan

Major implementation initiatives in the 1970s:

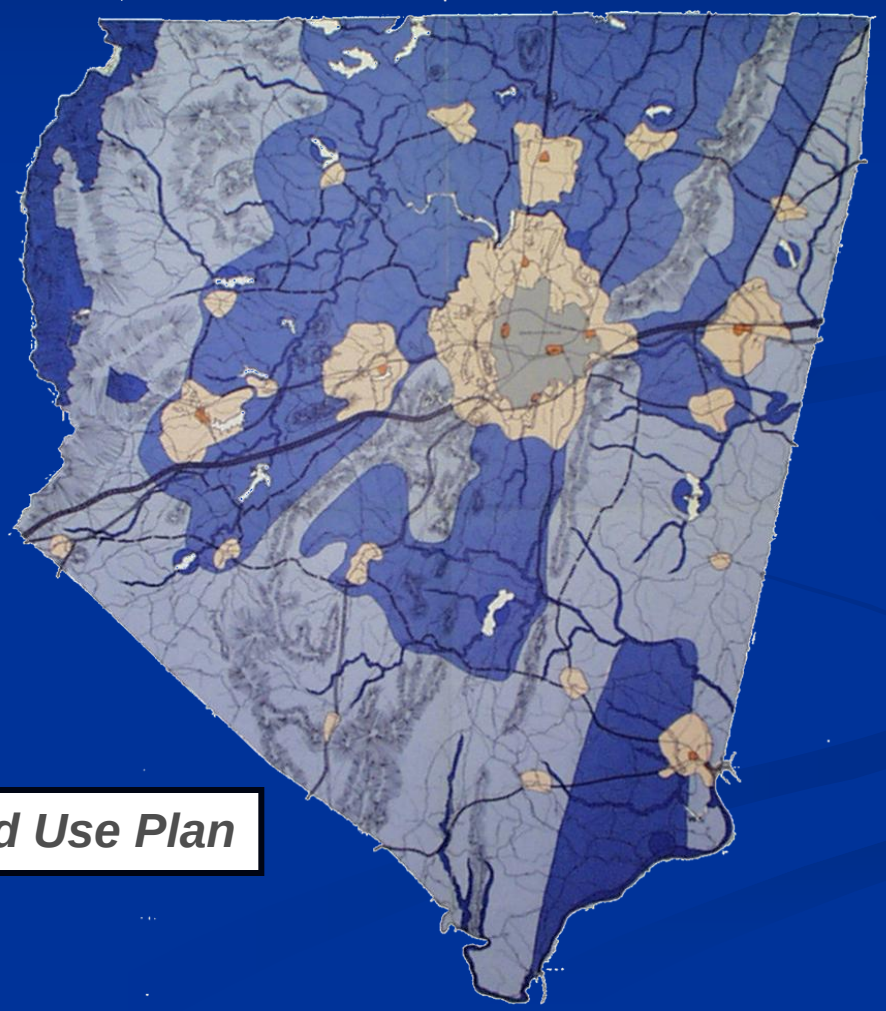
Water resource protection measures:

- Reservoir run-off control ordinance adopted (1977)
- Urban stormwater ordinance adopted (1979
- First Capital Improvements Program adopted (1979)

COMPREHENSIVE PLAN 1970/2000


1971
Land Use Plan

The First Comprehensive Plan in 1971 was really a growth <u>accommodation</u> plan based on a projected population of 185,000 by 1995.



1971 Land Use Plan

Development Area Comparison

- 1971 Land Use Plan:
  - **20 designated Development Areas** (Urban Area, 5 Communities, 14 Villages).
  - A total of **37,000 acres** designated in Urban Area and Communities, *not* including area designated for 14 Villages.
  - **1971 Comp Plan capacities were established, in part, to address threats of annexation from the City.**

- Current Land Use Plan:
  - **5 designated Development Areas** (Urban Area, 3 Communities, 1 Village).
  - A total of **22,300 acres** designated in Urban Area, Communities and Village.

comprehensive plan

1977 1995

albemarle county, virginia

board of supervisors

Gerald E. Fisher, Chairman Samuel Miller District

J. T. Henley, Jr. White Hall District
Opal B. David Jack Jouett District
William S. Roudabush Rivanna District
F. Anthony Fachetta Charlottesville District
Lindsey G. Dorrier, Jr. Scottsville District

Guy B. Agnor, Jr. County Executive

kda staff

(Kamstra Dickerson & Assoc., Inc.
Reston, Virginia)

Beckham W. Dickerson, A.I.A., A.I.P.
Bruce A. Dronning, Jr., A.I.P.
Rosalyn Doggett, A.I.P.
Frances Siegel
Judy L. Smith
Wayne Good
Anne Beaupre

steering committee

David W. Carr, Chairman
Opal B. David
William S. Roudabush
Ellen B. Craddock
Peter Easter
Clarence S. McClure
Guy B. Agnor, Jr.

county staff & other agencies

Robert W. Tucker, Jr.
Ronald E. Keeler
Mary Joy Scala
Carlos M. Montenegro
Jan Purcell
Kathy Randolph
Jane Sloeckner
Julie Anderson
Barbara Deverle
J. Harvey Bailey
Peter Daley
George Williams
George R. St. John
Fred Ferguson
D. S. Roosevelt

planning commission

David W. Carr, Chairman

Peter Easter
Kurt M. Sloeckner
William R. Washington
Paul M. Peatross, Jr.
William Roy Barksdale, Jr.
Joan Graves
James W. Moore
Leslie H. Jones

Robert W. Tucker, Jr. Director of Planning

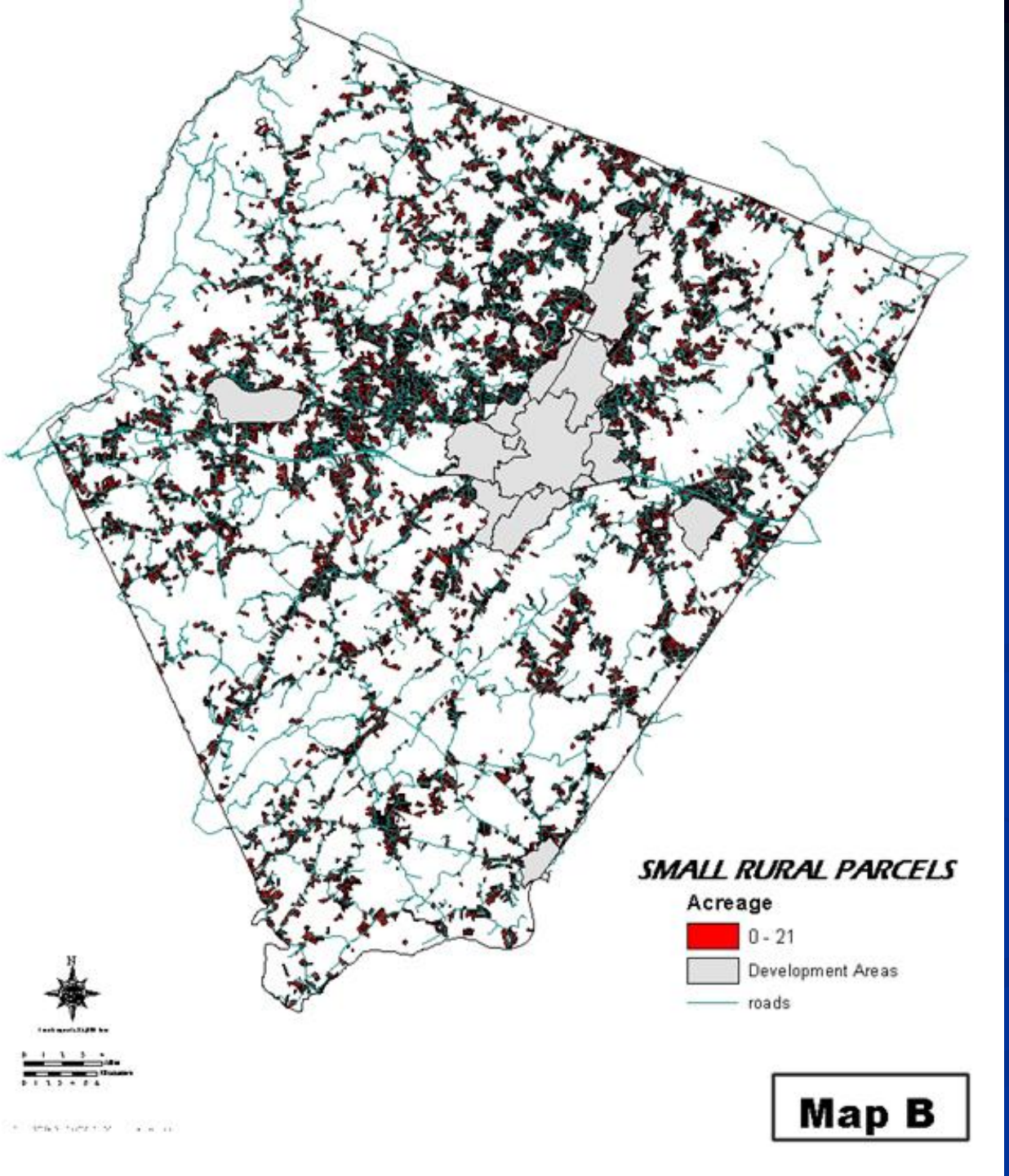
citizen's advisory panel

Thomas E. Bruce
Avery Catlin
Eugene Clements
Roberts Coles
Edgar N. Garnett
F. Alton Garnett
William C. Gentry
Rose Hudson
A. Patton Janssen
Dan Maupin
Leigh B. Middleditch, Jr.
M. Jack Rinehart, Jr.
Alexander L. Scott
W. Fred Scott, Jr.
Dorothy Spaldel
Dominick Stillfried
Sally Thomas
Katherine Tompkins
Randolph D. Wade

1977 Comprehensive Plan Update

Issues in the 1970s that were the focus of Planning efforts:

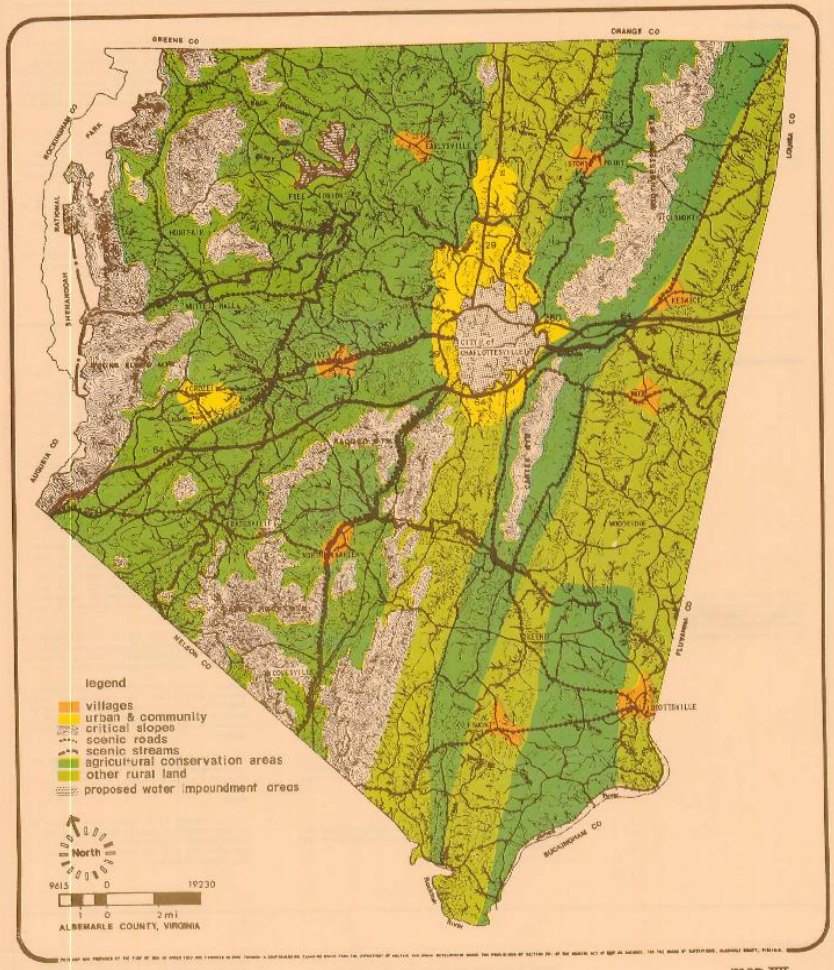
- Continued rapid growth/subdivision activity in the County's Rural Areas.
- Much of the subdivision activity in the South Fork Rivanna River Reservoir watershed (western Albemarle—Ivy, Earlysville, Free Union)
- Rapid siltation of the South Fork Rivanna Reservoir.
- Note: Growth Area boundaries not yet based on water supply watersheds.



Rural Areas Land-use Patterns: Small Lots

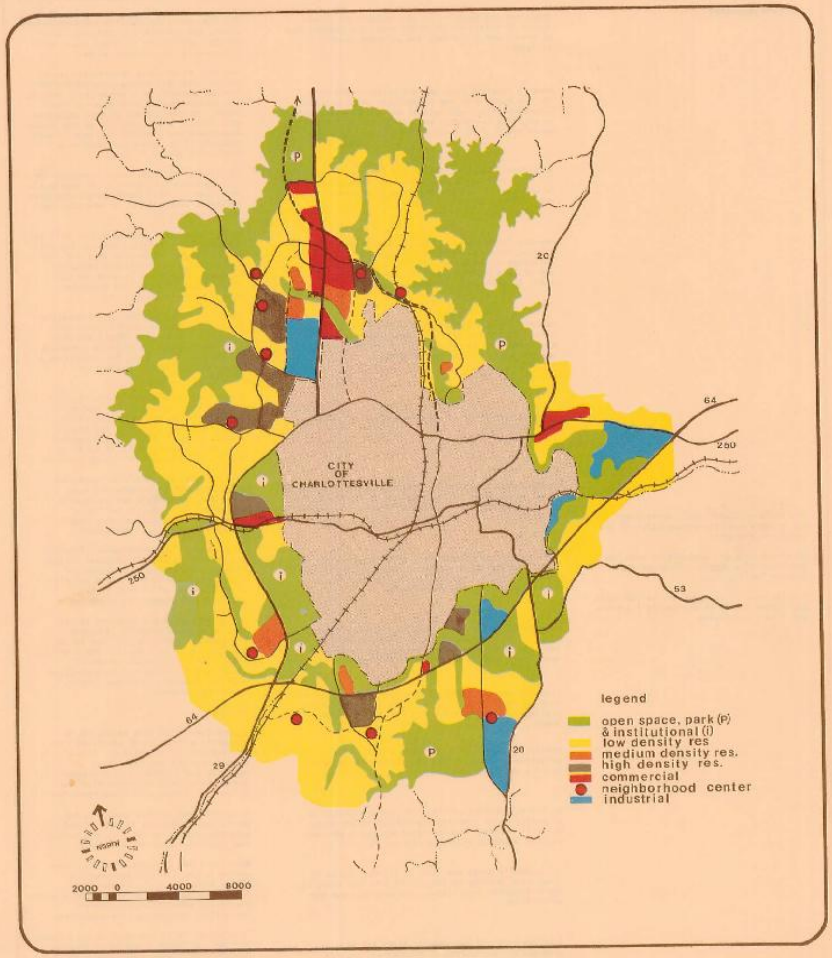
1977 Comprehensive Plan Update

- This Plan began to place even greater emphasis on protection of the County's Rural Areas, particularly the water supply watersheds due to rapid siltation of the South Fork Rivanna River Reservoir.
- The number and size of the Growth Areas (now Development Areas) were reduced to reflected projected growth needs and resource protection issues
- The amount of Growth Areas designated within the water supply watersheds was reduced.



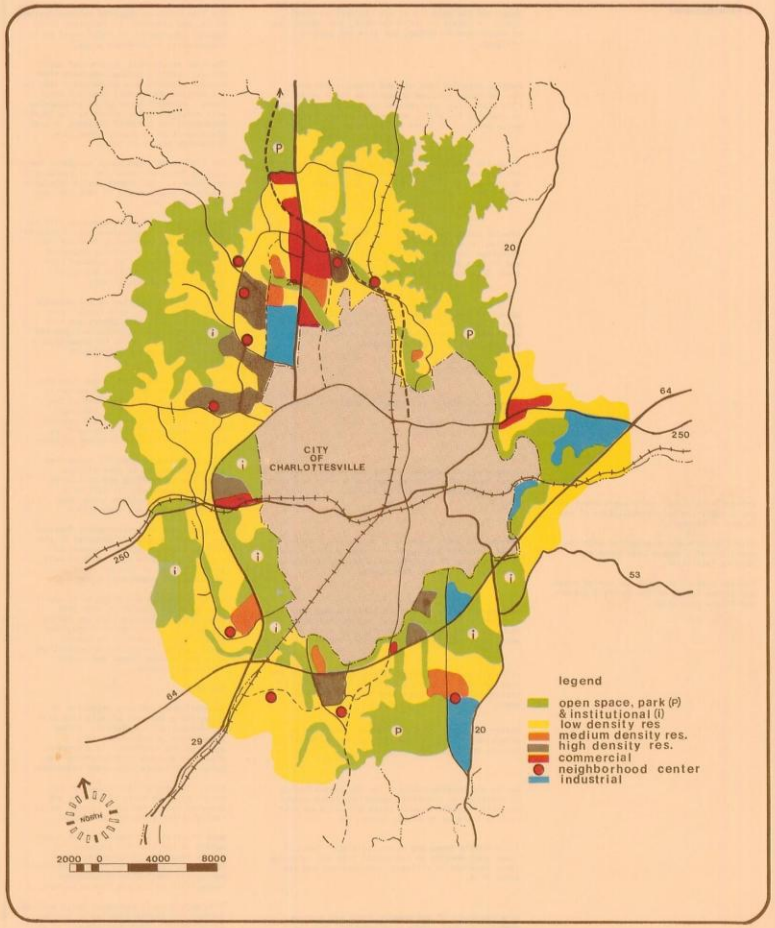
map XII

general land use plan



map XIII

urban area land use plan



map XIII

urban area land use plan

1977

1980 Comprehensive Rezoning

To implement the recommendations of the 1977 Comp Plan to protect the Rural Area and resources:

- New zoning ordinance adopted with new urban zoning districts an a new Rural Areas District (Development Rights created)
- New Zoning Map

  -Down-zoning of many properties in the designated Rural Areas (particularly in water supply watershed areas) to be consistent with Comprehensive Plan.

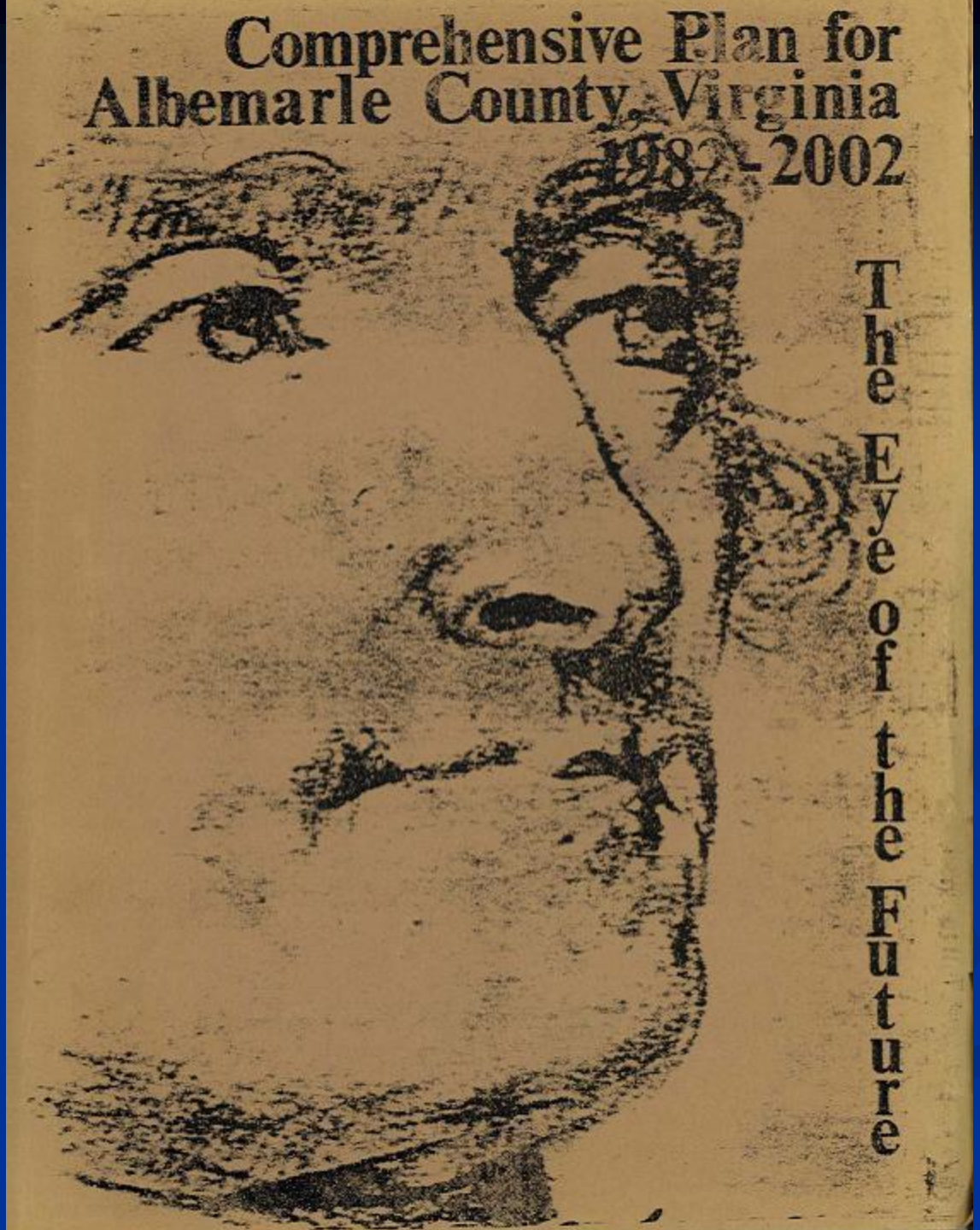
  -Only properties with existing uses or approved developments maintained an urban zoning designation in the Rural Areas.

  -this did leave "old/stale zoning" on parcels.

1980 Comprehensive Rezoning

- Numerous lawsuits filed over the comprehensive rezoning.
- Courts upheld the new Zoning Ordinance and Zoning Map

Comprehensive Plan for Albemarle County, Virginia 1982-2002



The Eye of the Future

1982 Comprehensive Plan Update

- Further adjusted the Growth Area boundaries to be consistent with the water supply watershed boundaries (except for Crozet, Ivy and part of Earlysville)
- Villages reduced to four (Earlysville, Stony Point, North Garden, and Ivy)
- Plan recommendations emphasize protection of the Rural Areas; relatively limited in recommendations supporting development of Growth Areas.
- Interstate Interchange policy first appears in the Comp Plan.

Interstate Interchange Policy

The purpose of the Interstate Interchange Policy:

- Identify those interchanges where some level of more intensive development would be appropriate.
- Established the type of land uses appropriate for the interchange area.
- Established transportation/road access and other design recommendations/guidelines

Interstate Interchange Policy

- 1982 Plan stated:

"Land in the vicinity of interstate interchanges should be developed in a manner consistent with the area in which it is located. It is recommended that the following interchanges be developed in accordance with the standards forth…:

-Route 250 East (Shadwell)

-Route 20 South

-Route 631 (Fifth Street)

-Route 29 South

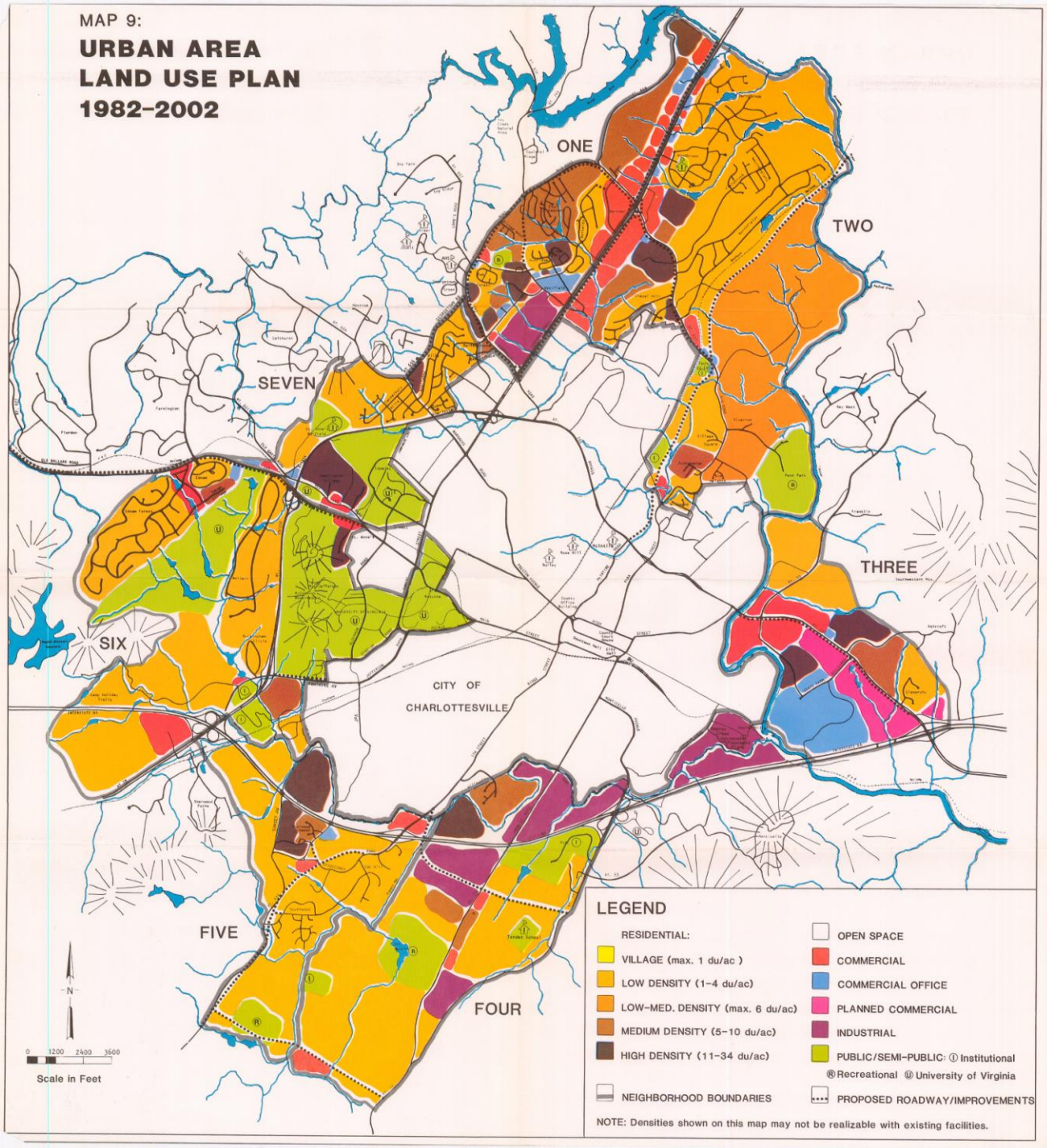
Other interchanges: Rt. 250 West (Yancey Mill); Rt. 637 (Ivy) and Rt. 616 (Black Cat Road) - are not recommended for development except as provided generally in the Plan."

Interstate Interchange Policy 1982 Plan

- Within the designated interchanges, "permitted uses should be related to and supportive of the interstate highway function" and "two (2) categories of land use were recommended:"

  -Regional uses which rely on a regional or larger scale make (sales, labor, service) and would depend on the interstate as a non-local mover of people and goods (regional shopping centers, major offices, business and employment centers; convention centers, light industrial, warehousing, and high density development.

  -Highway service businesses which primarily rely on the interstate traveler as a market: hotels/motels, restaurants, service stations, truck stops, convenience stores, gift/craft/antiques shops."


MAP 9:
URBAN AREA
LAND USE PLAN
1982-2002
ONE
TWO
THREE
FOUR
FIVE
SIX
SEVEN
CITY OF
CHARLOTTESVILLE
LEGEND
RESIDENTIAL:
VILLAGE (max. 1 du/ac)
LOW DENSITY (1-4 du/ac)
LOW-MED. DENSITY (max. 6 du/ac)
MEDIUM DENSITY (5-10 du/ac)
HIGH DENSITY (11-34 du/ac)
NEIGHBORHOOD BOUNDARIES
OPEN SPACE
COMMERCIAL
COMMERCIAL OFFICE
PLANNED COMMERCIAL
INDUSTRIAL
PUBLIC/SEMI-PUBLIC: Ⓘ Institutional
Ⓡ Recreational Ⓤ University of Virginia
PROPOSED ROADWAY/IMPROVEMENTS
NOTE: Densities shown on this map may not be realizable with existing facilities.
N
0 1200 2400 3600
Scale in Feet

1982 Comprehensive Plan

Issues in the 1980s that were the focus of Planning efforts:

- Continued rapid growth/subdivision activity in the County's Rural Areas.
- At times, 50 percent of total new residential development in the Rural Areas, with associated impacts to rural resources.
- The primary tool applied in the '80s was the Comprehensive Rezoning and new Z.O. (Rural Areas District regulations).

Comprehensive Plan
for
Albemarle County, Virginia
1989 - 2010

Adopted July 12, 1989

1989 Comprehensive Plan

- Earlier Comp Plan policies, recommendations and implementation measures had focused efforts on restricting development in the Rural Area.
- The 1989 established more proactive recommendations and implementation strategies to encourage future growth in the Development Areas:

  -**First recommendation to undertake development of neighborhood plans for each development area**. (Neighborhood Plans for Crozet and Pantops adopted)

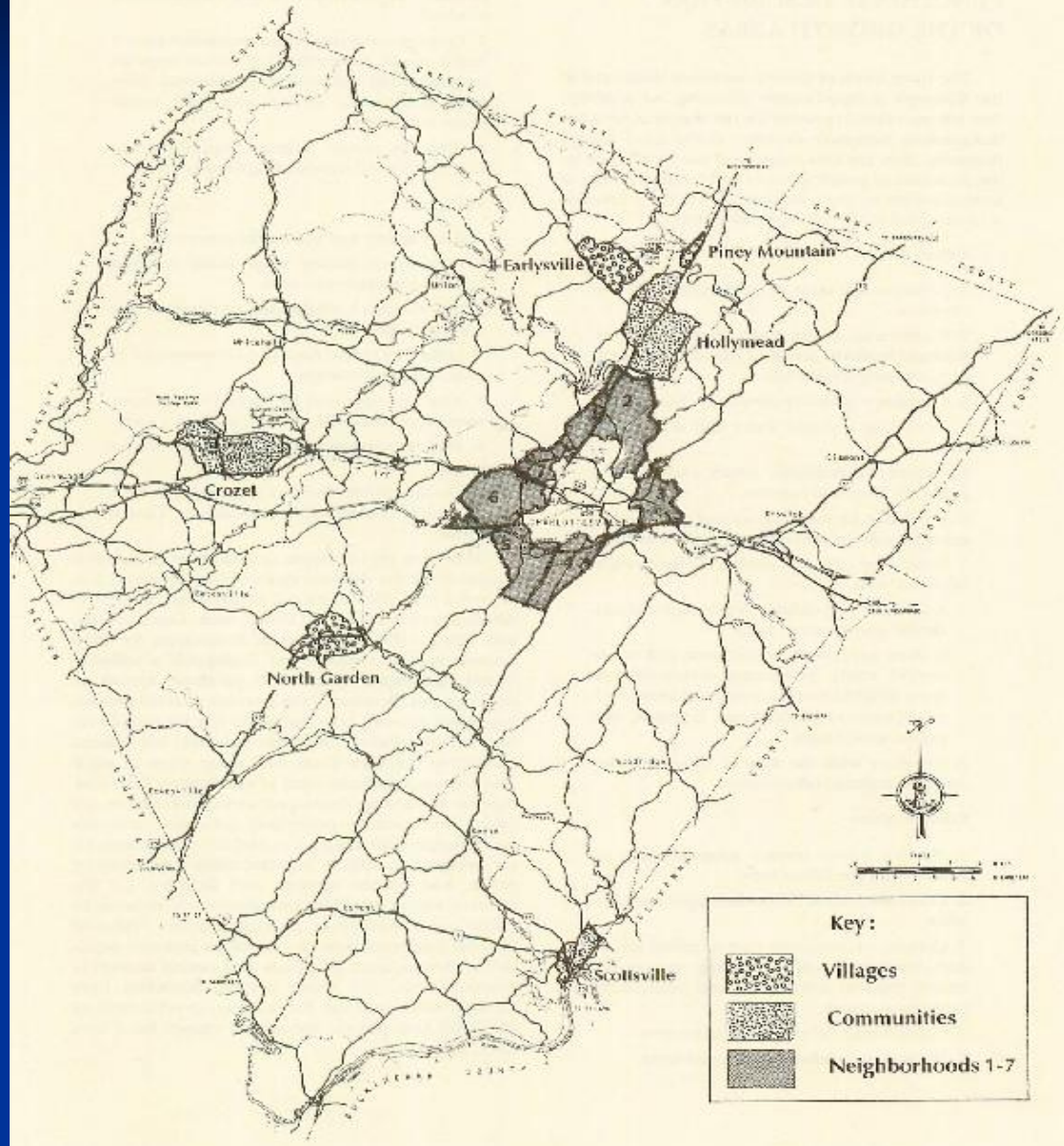
  -**A Public Facilities Goal established**: which focused provision of services to a higher level in the DA; proactively provide those facilities to the DA provide quality/ attractive communities in the DA

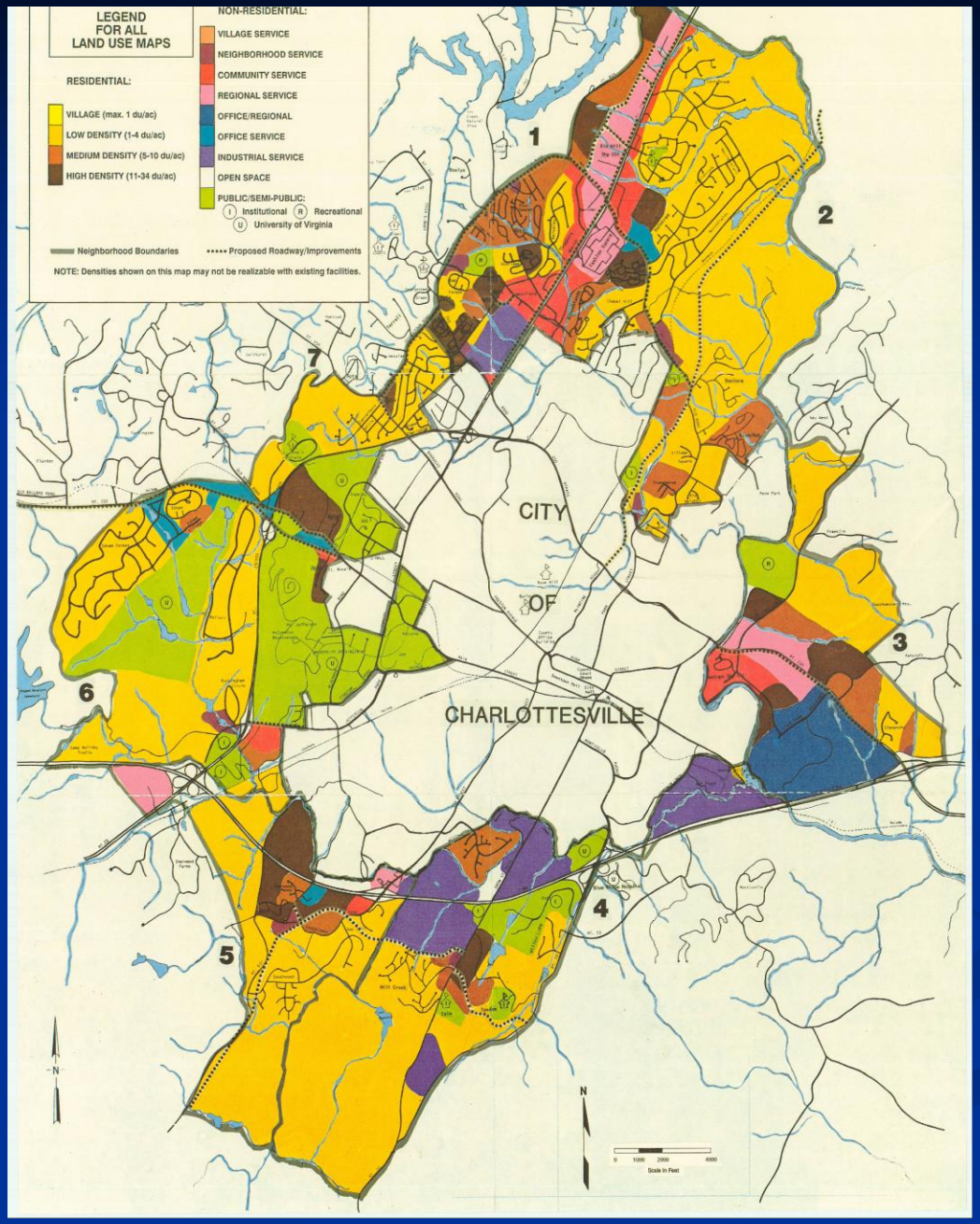
  -Recommended establishing **level of service standards for community facilities** (through a **Community Facilities Plan adopted** in 1991).
- **Rural Preservation Development** (RA clustering) recommendation recommended in Plan, **conservation easement programs encouraged**

1989 Comprehensive Plan

- **Ivy Village removed as a designated Development Area** (located in water supply watershed, mostly built out).
- **Stony Point Village removed as a designated Development Area** (public water and sewer not feasible, and some evidence of water quantity and soil quality issues, so not conducive to supporting more intensive development).

Map 19: Growth Areas, 1989 - 2010




LEGEND
FOR ALL
LAND USE MAPS
RESIDENTIAL:
VILLAGE (max. 1 du/ac)
LOW DENSITY (1-4 du/ac)
MEDIUM DENSITY (5-10 du/ac)
HIGH DENSITY (11-34 du/ac)
NON-RESIDENTIAL:
VILLAGE SERVICE
NEIGHBORHOOD SERVICE
COMMUNITY SERVICE
REGIONAL SERVICE
OFFICE/REGIONAL
OFFICE SERVICE
INDUSTRIAL SERVICE
OPEN SPACE
PUBLIC/SEMI-PUBLIC:
I Institutional
R Recreational
U University of Virginia
Neighborhood Boundaries
Proposed Roadway/Improvements
NOTE: Densities shown on this map may not be realizable with existing facilities.
1
2
3
4
5
6
7
CITY
OF
CHARLOTTESVILLE
N
Scale in Feet

Development Area Expansions/CPAs

- Four applicant requests to amend the Comprehensive Plan (CPAs) were approved between 1989 Comp Plan adoption and 1996 Comp Plan adoption.

  -Rivanna Village

  -North Fork Research Park Expansion

  -Towers Land Trust (North Pointe area)

  -Piney Mountain (east of Route 29, NGIC area)

- Over 2,400 acres added to the Development Areas in the 1990's (Rivanna Village 1,700 acres)

1989 Comprehensive Plan

Implementation initiatives:

- Adoption of Neighborhood Plans in Crozet and Pantops.
- City, County, University joint planning effort through Three Party Agreement ("Area B" Studies of Areas of mutual interest)
- Creation of the Rural Preservation Devlopment option in the RA.

1996 Comprehensive Plan

- Further emphasized encouraging new growth to locate in Development Areas, identified infill development (of the DA's) as an important goal/objective.
- Analysis of Land Use Plan land use inventory indicated a need for addition lands if development continued in the mostly low density suburban form.
- Commission evaluated expansion areas and amount of expansion—a divided Commission recommended a small expansion.

1996 Comprehensive Plan

- Board did not support expansion. Directed staff to undertake efforts to encourage more efficient and effective use of Development Areas through improved form, density and quality of development.
- The Board indicated that the should be no expansion of the Development Areas until more efficient use of the existing DAs could be realized.
- Development Area Initiatives Steering Committee subsequently created after adoption of 1996 Plan

1996 Comprehensive Plan

- **Initiatives called for in 1996 Plan:**

  -Create an Acquisition of Conservation Easement Program

  -Dark Sky protection (lighting ordinance)

  -Greenway Plan for a system of greenways/blueways in the Co.

  -DISC process/what became the Neighborhood Model Principles

- **All of the above implemented and/or underdevelopment**

- **Modifications to the Plan:**

  -North Garden Village removed as a designated Development Area (public water and sewer not feasible)

  -Earlysville Village removed as a designated Development Area (mostly built out, and located in Chris Green Lake back-up water supply watershed)

  -Interstate Interchange policy…

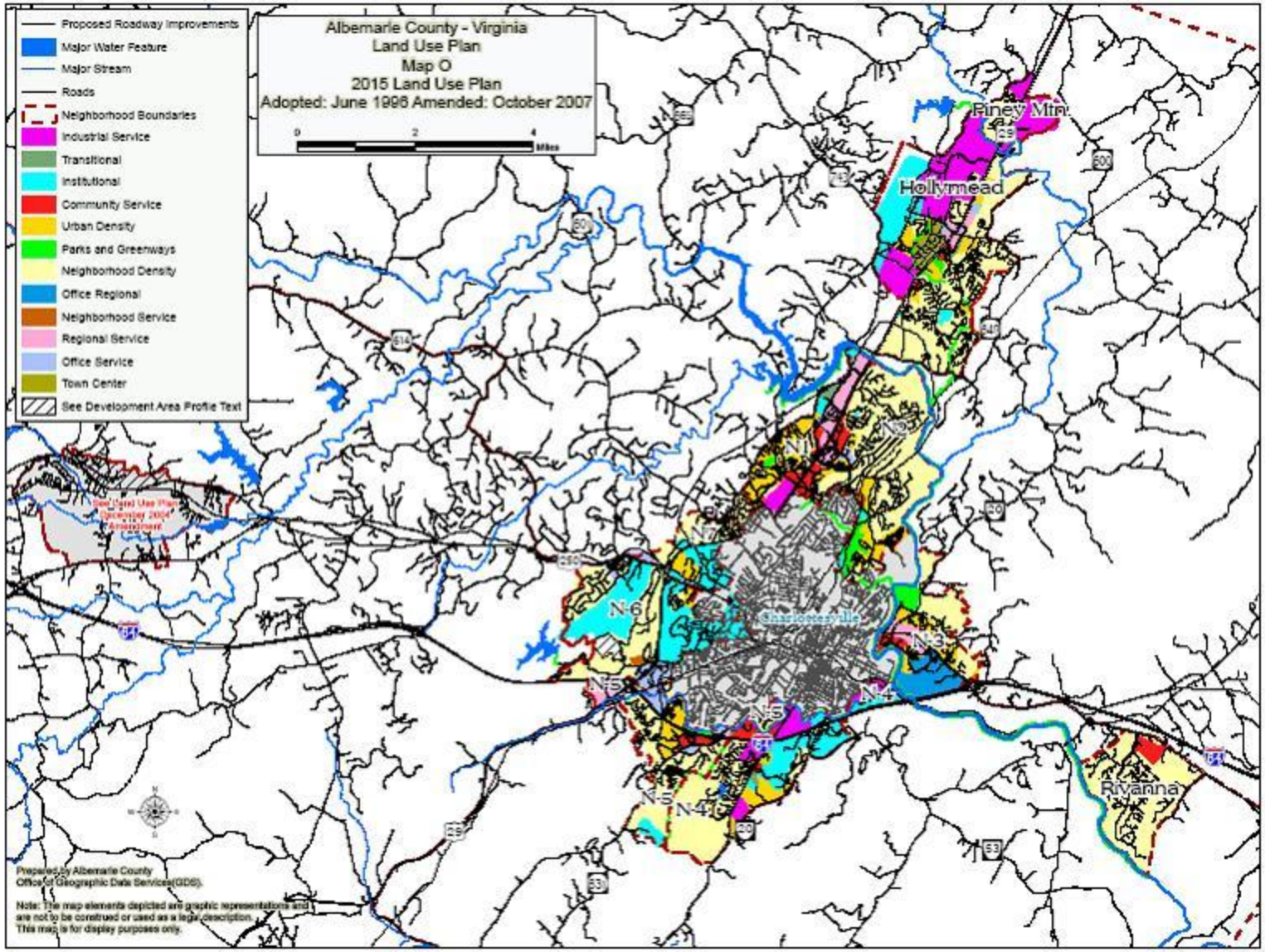
1996 Comprehensive Plan - Interstate Interchange Policy

- In the 1996 Plan, the policy was modified to apply only the west side of (Urban Area side) of the Shadwell interchange and the north side of the Route 631 (Fifth Street) interchange

  Reasons for the change in the Policy:

  -Concern with the character of Shadwell interchange/Route 250 as an entrance corridor (adjacent historic sites) if developed under interchange policy land uses. Traffic impacts from more intensive development near the interchange was also a concern.

  -Potential impact from the potential uses on existing residential areas near the south side of the Fifth Street interchange.


Albemarle County - Virginia
Land Use Plan
Map O
2015 Land Use Plan
Adopted: June 1996 Amended: October 2007
Proposed Roadway Improvements
Major Water Feature
Major Stream
Roads
Neighborhood Boundaries
Industrial Service
Transitional
Institutional
Community Service
Urban Density
Parks and Greenways
Neighborhood Density
Office Regional
Neighborhood Service
Regional Service
Office Service
Town Center
See Development Area Profile Text
Piney Mtn
Hollymead
Charlottesville
Rivanna
N-1
N-2
N-3
N-4
N-5
N-6
Prepared by Albemarle County
Office of Geographic Data Services(GDS).
Note: The map elements depicted are graphic representations and
are not to be construed or used as a legal description.
This map is for display purposes only.

Individual Volumes:
Volume 1 -- $8.00
Volume 2 -- $3.00
Volume 3 -- $9.00
Complete Set -- $20.00

County of Albemarle
Department of Planning and Community Development

THE NEIGHBORHOOD MODEL:
BUILDING BLOCK FOR THE DEVELOPMENT AREAS

Amendment to 1996 Comprehensive Plan

ADOPTED by Albemarle County Board of Supervisors

May 16, 2001

"DISC" and Neighborhood Model Highlights

- 23 member Board appt'd committee
- Represented by citizens, developers, Chamber of Commerce, advocacy groups
- "Form" as important as density
- "If the DA aren't attractive and functional areas, people won't want to live there."
- Unified recommendation

Neighborhood Model Recommendations

The Neighborhood Model: Building Blocks for the Development Areas was adopted, May 2001

Recommendations:

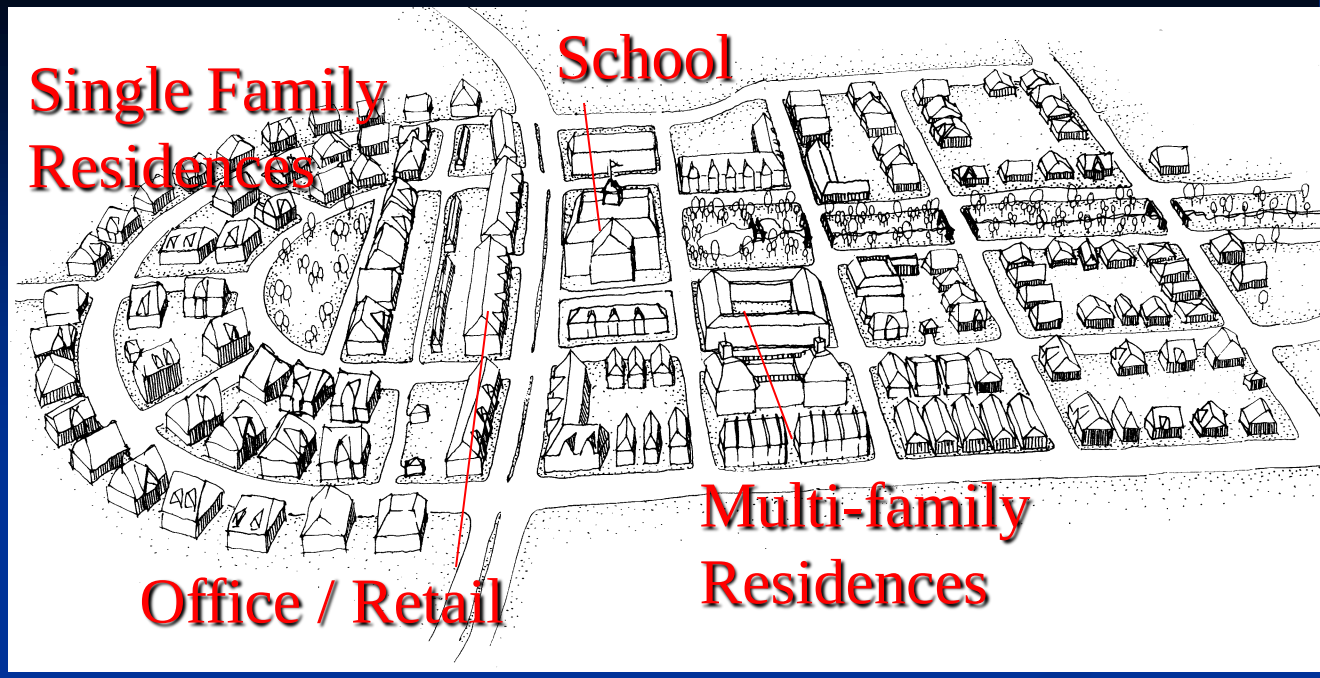
- Change from "suburban" to "urban" form
- Require urban form: curb &gutter, sidewalks, street trees, parks and open space
- Reduce setbacks and buffers
- Make mixed-use easier
- Find ways for affordable housing to be part of a mix of housing types

- Premature expansion of the DA will frustrate goals of the Neighborhood Model.
- Expansion of growth area boundaries should not be considered until after master plans are completed.
- Future expansion of DA should be done in coordination w/ and contingent on other efforts, not as a substitute for achieving these objectives.
- Hard DA/RA boundaries help to push density inside the DA; all efforts needed to attain LUP density.
- Infrastructure to support development should be constructed simultaneously with the development to ensure that increased density will not diminish the quality of services currently being provided.
- Adjustments may be considered if no substantial gain to DA results and NM is advanced.

Principles of the Neighborhood Model

1. Pedestrian Orientation
2. Neighborhood Friendly Streets and Paths
3. Interconnected Streets and Transportation Networks
4. Parks and Open Space
5. Neighborhood Centers
6. Buildings and Spaces of Human Scale
7. Relegated Parking
8. Mix of Uses
9. Mix of Housing Types and Affordability
10. Redevelopment rather than Abandonment
11. Site Planning that Respects Terrain
12. Clear Edges

The Neighborhood Model:



- Accommodates walkers, bikers and public transportation
- Open space integral to overall design
- Buildings and spaces are human scaled
- Incorporates varying densities
- Contains a mix of uses
- Streets are interconnected
- Large parking lots are out of site
- Emphasizes the re-use of sites
- Adapts to terrain
- Maintains a clear edge between Development Areas and Rural Areas
- Focuses greatest density in neighborhood centers

Design Matters more than Density

Photo courtesy of Daggett and Grigg Architects.

Principles of the Neighborhood Model

Pedestrian Orientation

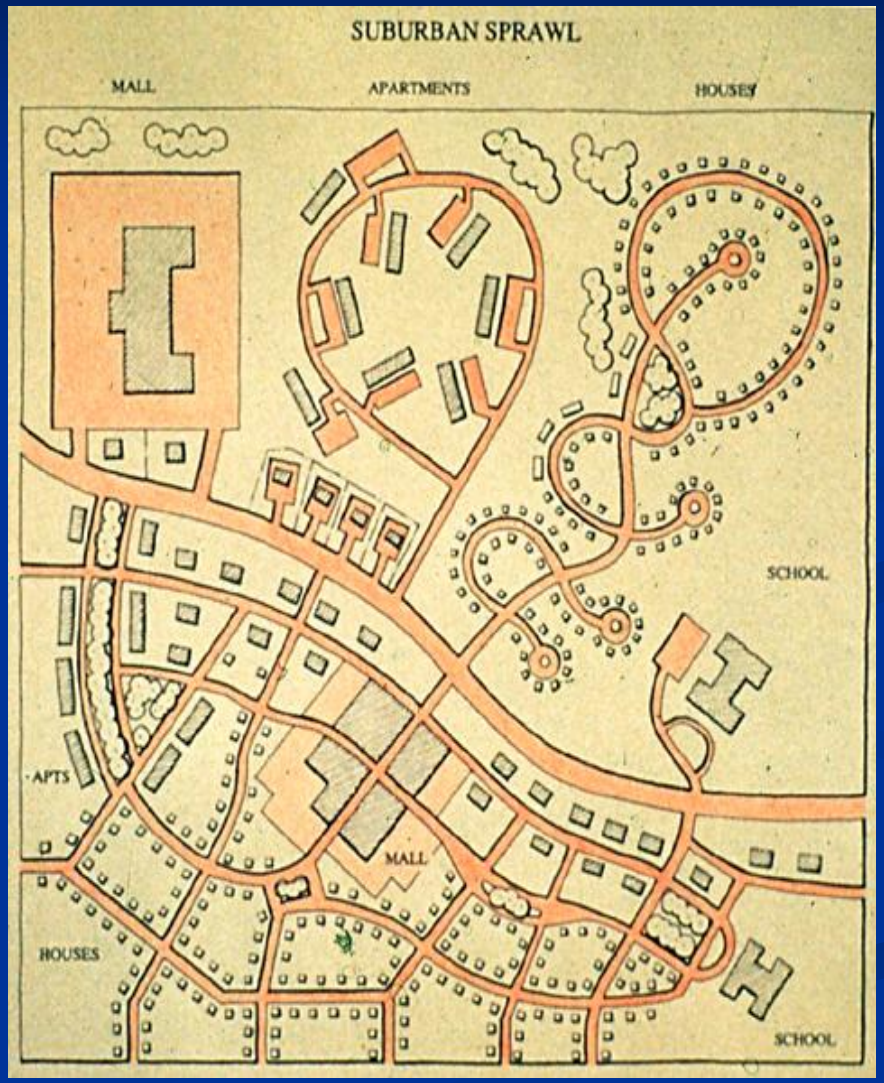
What Pedestrians Need:

- Convenience and Safety
- Destinations
- Comfort

Neighborhood Friendly Streets and Paths

Neighborhood Friendly Streets and Paths

Interconnected Streets and Transportation Networks



Neighborhood Parks and Open Space

Neighborhood Centers

Buildings and Spaces of Human Scale

Buildings and Spaces of Human Scale

Relegated Parking - Commercial

Conventional Development

Parking in front of buildings

Neighborhood Model

Most parking behind buildings*

*parallel parking on-street is encouraged

Relegated Parking - Residential

Conventional Development

Parking in front of houses

Neighborhood Model

Parking behind buildings*

*parallel parking on-street is encouraged

Mixture of Uses

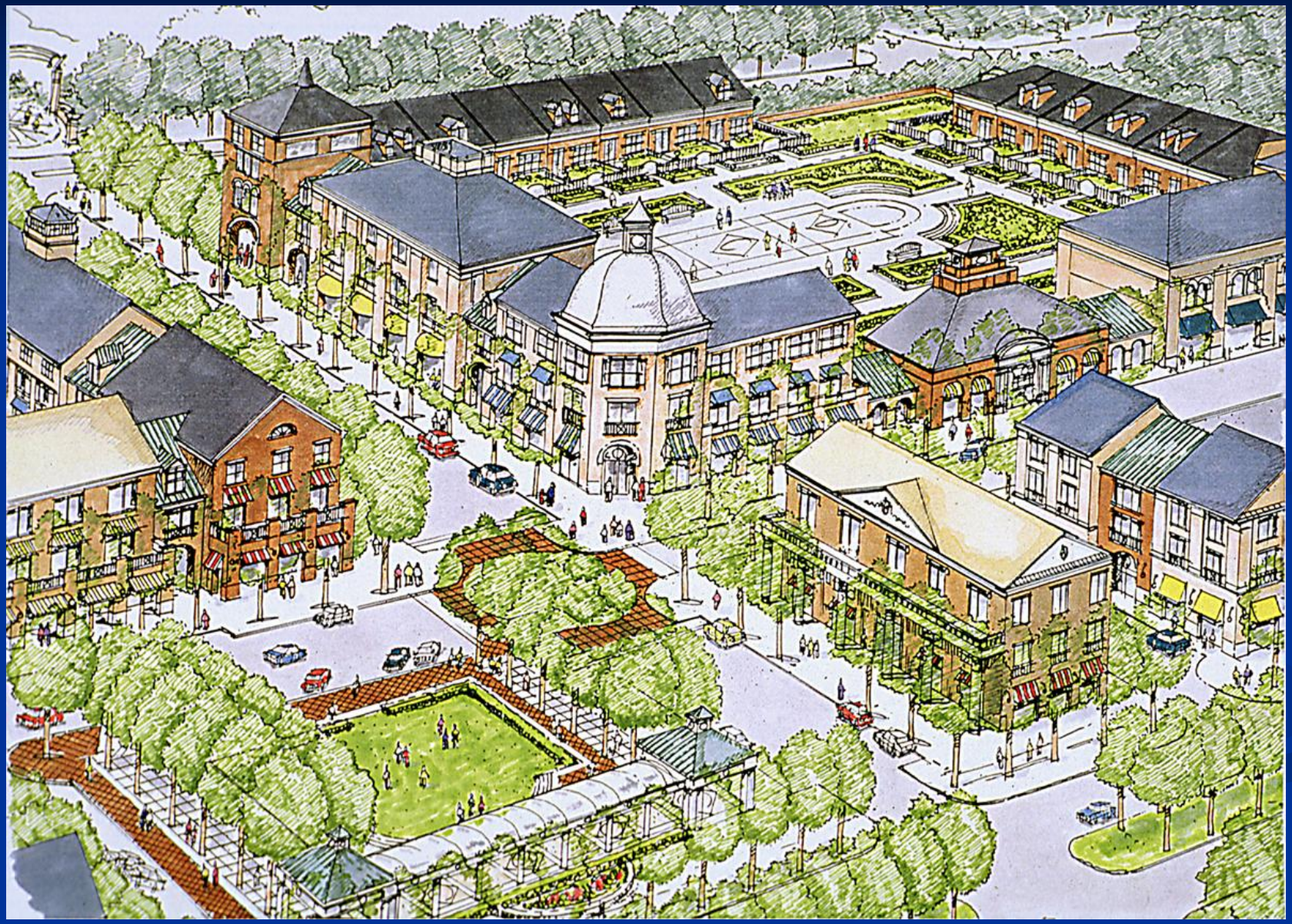
Conventional Development

Retail separate from residential

Neighborhood Model

Retail is integral with residential

Mixture of Uses



Mix of Housing Types and Affordability

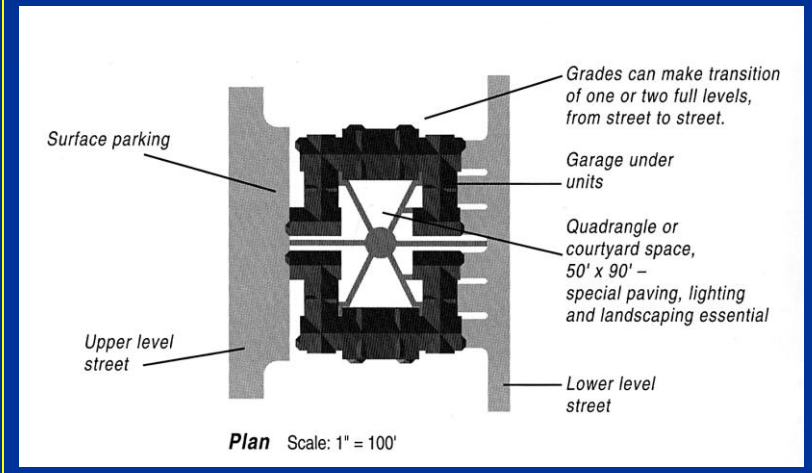
Mix of Housing Types and Affordability

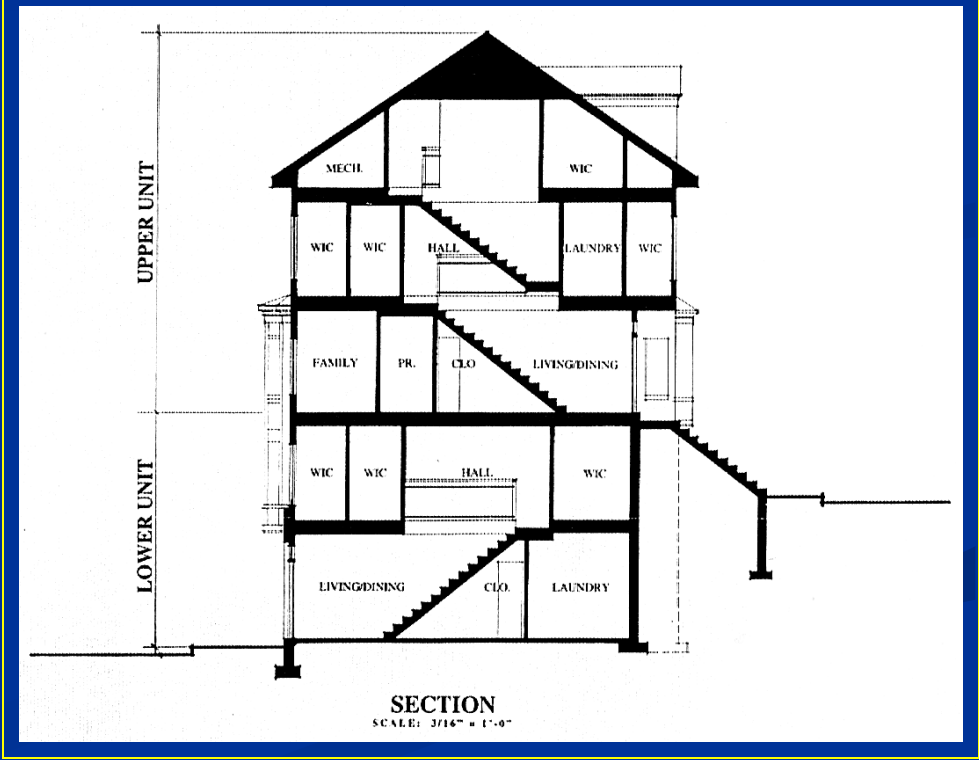
Redevelopment
(rather than Abandonment)

Site Planning that Respects Terrain

*Or regrading terrain for more gentle slopes

Site Planning that Respects Terrain





- Use building foundations as retaining walls
- Site building into existing grade
- Tuck-under parking absorbs grade

Clear Boundaries with the Rural Areas