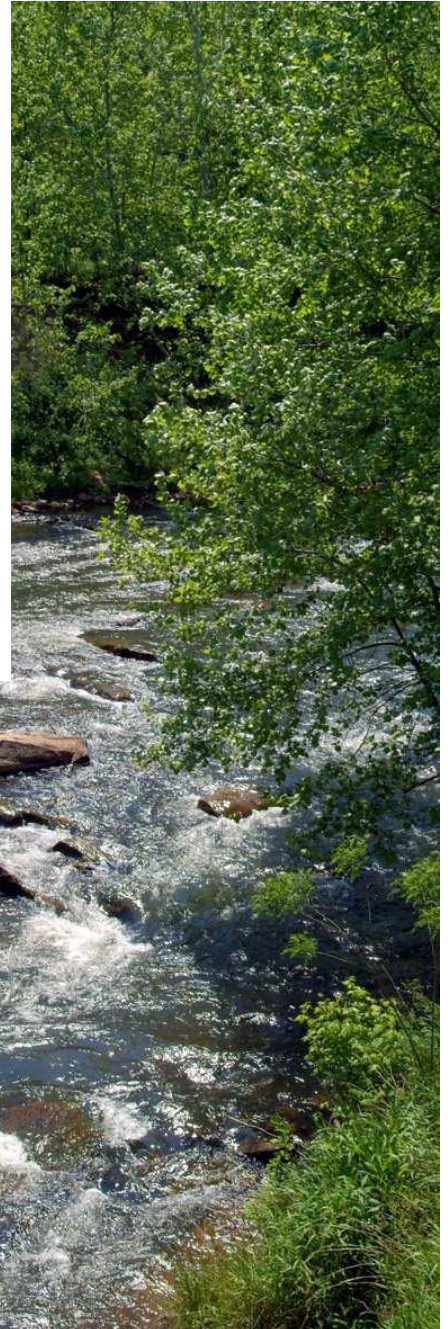


ALBEMARLE COUNTY

COMPREHENSIVE PLAN

Adopted June 10, 2015



Albemarle County Comprehensive Plan

Adopted June 10, 2015

Prepared by:

Albemarle County Planning Commission
Albemarle County Board of Supervisors
Citizens of Albemarle County
Albemarle County Staff

Acknowledgements

Albemarle County officials and staff would like to thank all of the individual citizens, groups, landowners, and partners who participated in the process of updating the County's Comprehensive Plan. The County's partners in the planning process include the University of Virginia Office of the Architect, the City of Charlottesville, the Thomas Jefferson Planning District Commission who provided staff for the Livability Project, the Virginia Department of Transportation, the Jefferson-Madison Regional Library, the Rivanna Water and Sewer Authority, and the Albemarle County Service Authority.

Albemarle County Board of Supervisors

Jane Dittmar, Chair	Diantha McKeel, Vice Chair
Kenneth Boyd	Brad Sheffield
Ann Mallek	Elizabeth Palmer

Albemarle County Executive

County Executive, Tom Foley
Assistant County Executive, Doug Walker
Assistant County Executive, Lee Catlin
Assistant County Executive, Bill Letteri
(former) Assistant County Executive, Bryan Elliott

Albemarle County Planning Commissioners

Calvin Morris, Chair	Russell "Mac" Lafferty
Karen Firehock	Timothy Keller
Bruce Dotson	Thomas Loach
Richard Randolph	Julia Monteith, ex-officio
Andres "Don" Franco	Edward Smith

Albemarle County Staff

Justin Altice	Derek Bedarf	Susan Stimart	Sharon Taylor
David Benish	Glenn Brooks	Matt Weaver	Judith Wiegand
Roderick Burton	Lisa Busch	Wayne Cilimberg, Director of Planning	
Amanda Burbage	Scott Clark	Bob Crickenberger, Director of Parks and Recreation	
Elaine Echols	Rachel Falkenstein	Dan Eggleston, Chief of Fire/Rescue	
Summer Frederick	Bill Fritz	Mark Graham, Director of Community Development	
Elise Hackett	Greg Harper	Amelia McCulley, Director of Zoning	
Greg Kamptner	Joseph Letteri	Steve Sellers, Chief of Police	
Andrew Lowe	Dan Mahon	George Shadman, Director of General Services	
Margaret Maliszewski			
Stephanie Mallory	Jennifer Reid		
Elizabeth Russell	Andy Sorrell		

ALBEMARLE COUNTY COMPREHENSIVE PLAN ADOPTED JUNE 10, 2015

Cover, Title Page and Acknowledgements

PLAN SUMMARY

Summary S.0

THE PLAN

<u>Background</u>	1.1
<u>Values + Vision</u>	2.1
<u>Growth Management</u>	3.1
<u>Natural Resources</u>	4.1
<u>Historic, Cultural, and Scenic Resources</u>	5.1
<u>Economic Development</u>	6.1
<u>The Rural Area</u>	7.1
<u>The Development Areas</u>	8.1
<u>Housing</u>	9.1
<u>Transportation</u>	10.1
<u>Parks and Recreation, Greenways, Blueways, and Green Systems</u>	11.1
<u>Community Facilities</u>	12.1
<u>Implementation</u>	13.1

APPENDIX

Appendix Table of Contents A.0

REFERENCE DOCUMENTS

Reference Documents Table of Contents R.0

ALBEMARLE COUNTY PLANS

<u>Historic Preservation Plan</u>	A.5.3
<u>Crozet Master Plan</u>	A.8CRZ.1
<u>Places 29 Master Plan</u>	A.8PL29.1
<u>Pantops Master Plan</u>	A. 8.P.1
<u>Southern and Western Neighborhoods</u>	A.8.S+W.1
<u>Village of Rivanna Master Plan</u>	A.8.VOR.1

TABLE OF CONTENTS

Albemarle County Comprehensive Plan 2015

PLAN SUMMARY

Page intentionally left blank.

VISION:

Albemarle County envisions a community with abundant natural, rural, historic, and scenic resources • healthy ecosystems • active and vibrant development areas • a physical environment that supports healthy lifestyles • a thriving economy • and exceptional educational opportunity for present and future generations.

Introduction

Albemarle County has a long history of planning for its future. With adoption of its first Comprehensive Plan in 1971, the County proactively charted its course for the future. A large part of planning for the future has been the County's commitment to its Growth Management Policy. The Growth Management Policy directs development into specific, identified areas for vibrant growth while conserving the remainder of the County for rural uses, such as agriculture, forestry, and resource protection.

The County's Comprehensive Plan contains two parts and Reference Documents. The first part is the **Summary**, which is an abridged version of the County's Comprehensive Plan. The Comprehensive Plan, referred to as, **the Plan**, contains the full text and Appendices.

The **Summary** has extracted the most important parts of the Plan, but it is not intended to be used in place of the Plan. Each chapter in this Summary corresponds with a chapter in the Plan: Growth Management, Natural Resources, Historic/Cultural/Scenic Resources, Economic Development, the Rural Area Plan, the Development Areas Plan, Housing, Transportation, Parks and Recreation, Greenways, Blueways, and Green Systems, and Community Facilities.

The Plan provides flesh to the skeletal Summary. It explains what is important to the County and why it is important. It provides guidance on how the strategies work to achieve the objectives and goals. The ordering of the chapters is intentional. The County's growth management goal sets the stage for all of the other goals. Natural resource protection, scenic, historic, and cultural resources represent the highest set of priorities. The Chapter on Economic Development follows resource protection because a thriving economy is both affected by and affects all of the other aspects of planning. After the Economic Development Chapter come the remaining areas. The Rural Area Chapter is first because the Rural Areas contain most of the natural, historic, scenic, and cultural resources of the County. It is followed by the Development Areas Chapter, which where emphasis is placed on land use, housing, transportation, and other community facilities and

ALBEMARLE COUNTY GROWTH MANAGEMENT POLICY

Promote the efficient use of County resources through a combination of:

A. *Protecting the elements that define the Rural Area:*

- *Agricultural resources*
- *Forestry resources*
- *Land preservation*
- *Land conservation*
- *Water supply resources*
- *Natural resources*
- *Scenic resources*
- *Historical, archaeological, and cultural resources*

and

- B. *Promoting the Development Areas as the place where a variety of land uses, facilities, and services exist and are planned to support the County's future growth, with emphasis placed on density and high quality design in new and infill development.*

services including parks and greenways which are essential parts of the areas designated for growth. Figure 1 is the County's Land Use Plan which shows the County's Development Areas and the Rural Area.

The Plan also includes a chapter on Implementation which shows how the Plan comes to life. The Implementation Chapter talks about voluntary and regulatory actions. It also speaks to sources of funding and mechanisms for implementing the Plan. Priority strategies and indicators of progress or performance measurement are also found in the Implementation Chapter.

The **Appendix** follows the body of the Plan. It contains detailed recommendations on specific parts of the Plan. The Cash Proffer Policy, the Affordable Housing Policy, Master Plans, and Neighborhood Model Design Guidance are a few examples. Each of the items in the Appendix is considered to be part of the Comprehensive Plan.

In addition to the Summary and the Plan are **Reference Documents** which help to support the Plan but are not part of the Comprehensive Plan. They provide information that pertains to the Plan and other policies, supporting information, and data that relates to the Plan. The Reference Documents are included as background and help to enlighten the recommendations of the Plan.

The **Summary** of the Plan which is provided on the following pages begins with the County's vision, a description of trends of the past, expectations for the future, and the goals, objectives, and strategies for how to achieve the vision. The Summary ends with recommendations on how to measure success towards achieving the County's goals.

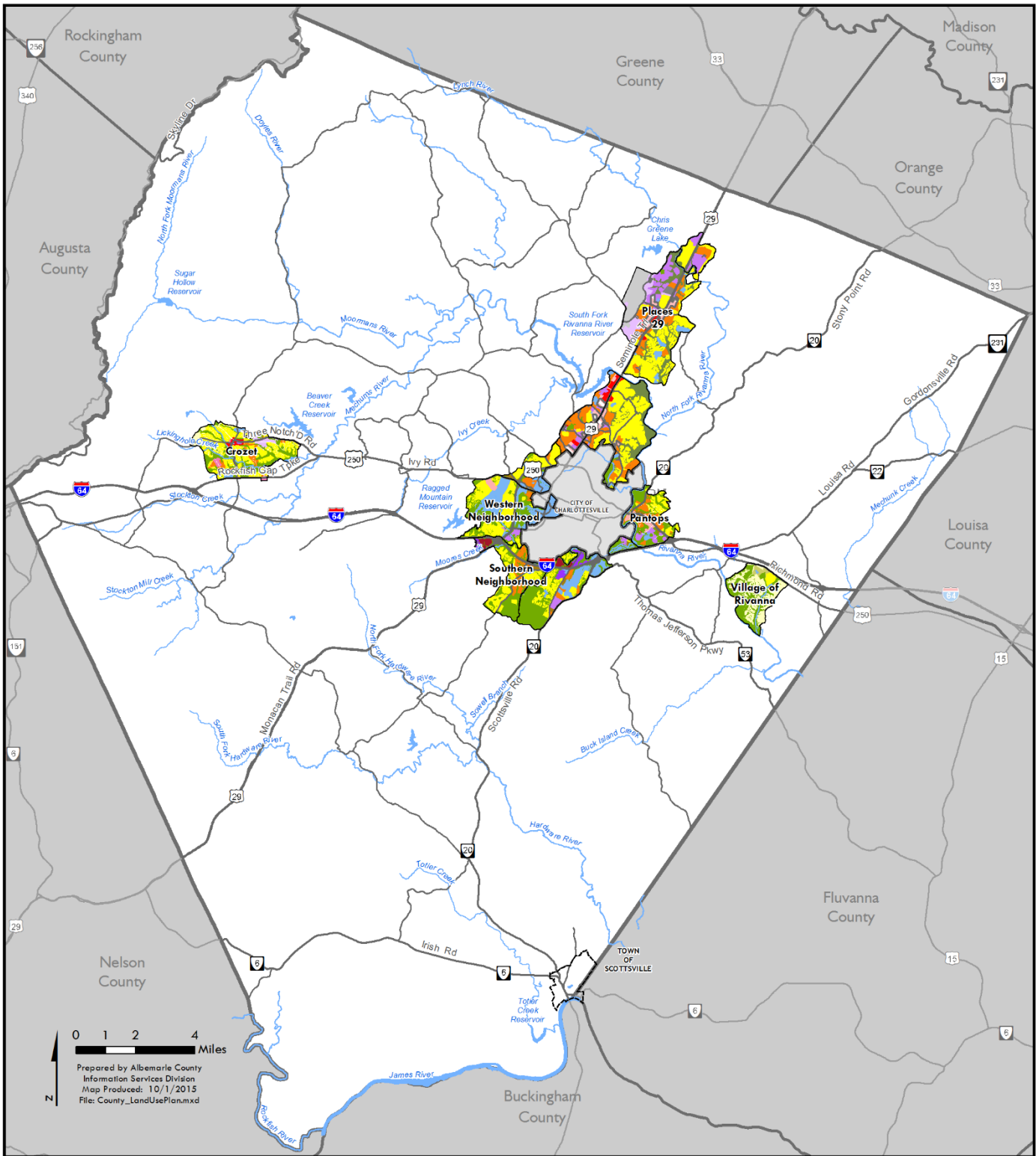








Figure 1: Generalized Land Use Plan

 Development Areas *	 Primary Roads	* See Individual Master Plans for Detail and Actual LandUse Designations and Descriptions
 Rural Areas	 Secondary Roads	
 Major Water Bodies	 Major Streams	

Page intentionally left blank.

VISION:

Albemarle County envisions a community with abundant natural, rural, historic, and scenic resources • healthy ecosystems • active and vibrant development areas • a physical environment that supports healthy lifestyles • a thriving economy • and exceptional educational opportunity for present and future generations.

Recent Trends and Expectations for the Future

Albemarle County has many attributes that have defined its unique character and continue to make it a desirable place to live, work and play. Its nationally and world-recognized heritage, university, scenic beauty, natural resources and local enterprises have made the County one of the nation's most attractive places to live and popular places to visit. This attractiveness and popularity has been both a catalyst for and result of a strong tradition of protecting and enhancing Albemarle's attributes while planning for anticipated population and business growth.

The purpose of this Comprehensive Plan is to set forth County government policy that helps guide public and private activities as they relate to land use and resource use. As the means to carry out this purpose, the Plan is the County's most important policy document. It establishes the blueprint for future decisions regarding resource protection, land use and development, transportation systems, public facilities and utilities, economic development, housing, and public services.

Over time, the County's Comprehensive overarching policy—growth management. The County's Growth Management Policy emphasizes the importance of channeling growth to and creating livable, enjoyable places in the Development Areas and protecting the resources and character of the designated Rural Area. Albemarle County recognizes the importance of balancing the rights of individual property owners and the needs of the larger community. Maintaining a balance between the diverse individual and collective interests of the County's citizenry in a growing, changing community can be challenging. With the guidance of an ultimate vision along with goals, objectives and strategies supporting that vision, the Comprehensive Plan can better prepare the County to meet these challenges.

Recent Trends

The current and future residents of Albemarle are the people for whom we plan. From analysis of population and building information over the last decade or more, we see that:

- The population is growing. In 2012, there were approximately 104,000 people living in the County, representing about 19,000 more than in 2000. This increase represents an average annual growth rate from 2000 of 1.5%. Approximately 11,000 residents in the County are students at the University of Virginia (UVA) who live both on and off campus.
- The population is aging. In 1970, the largest age group was aged 5 – 19. In 2010, the largest group was aged 40-64. In 1970, seniors aged 65 and older comprised less than 5,000 persons. Now, they are almost 15,000 persons. The number of adults in the 40 – 64 and 65+ age groups has consistently grown since 1970 while the groups that were less than 40 years in age showed no clear trend.

- The racial composition in the County is also changing. In 2010, Albemarle County’s population was approximately 78% Caucasian, 10% Black, 6% Hispanic, and 5% Asian or other nationality. In 1980, 85% of the population was Caucasian and about 3% was Hispanic. The percentage of Blacks has not changed.
- Albemarle County residents, overall, continue to have higher incomes than most residents in the State and the United States. In 2013, the estimated per capita income was over \$37,000, while the U.S. per capita income was approximately \$28,000. The median household income was \$68,000 while the U.S. median household income was just over \$53,000.
- Households with the highest incomes are increasing with the highest growth occurring in the households making over \$150,000 per year. There were almost eight times as many households in this category than in 1990. Income in Albemarle County generally comes from earnings, although, this is not universally the case as anecdotal evidence indicates many residents have unearned income. Households in the lowest income category also increased; however this category also contains many of the students at the University who have little or no income of their own.
- Unemployment continues to be low in Albemarle County, typically, at one-half the national rate. The stability of Albemarle County’s employment base has kept unemployment at lower levels than the State and nation. It appears that the economic downturn that began in 2007 has reversed course, and economic growth is occurring again in Albemarle County.
- The County’s economic base continues to be fairly diverse. Although government related jobs comprised the largest employment sector in Albemarle County in 2011, due primarily to the large presence of UVA, Albemarle County, and the Department of Defense, other sectors also provided jobs. Retail trade was the second highest employment sector. The third highest sector was in healthcare. Other industries that provided more than 1,500 jobs in Albemarle County in 2011 include accommodation and food services, professional and technical services, construction, manufacturing, and other services. These larger industries are comprised of higher skill occupations or support occupations for higher skilled employees.

Expectations for the Future

The County’s population is expected to increase in the future. Population growth is dependent on in-migration, out-migration, births, and deaths. The 2012 projections are provided in Figure 1.

Figure: 1 Population Projections 2020-2040

Area	2,020	2,030	2,040
Albemarle County	115,642	134,196	154,814
Charlottesville	46,636	47,252	48,545
Virginia	8,811,512	9,645,281	10,530,228

Source: U.S. Census and Weldon Cooper Center for Public Service 2013

With this future population, the following changes will also likely take place:

- For the near future, growth will probably occur at a rate of about 1.5% per year. When this rate might change is unknown. The further into the future one attempts to project, the more

difficult projecting becomes. Growth at UVA and with federal defense agencies will likely have the most influence.

- As with the rest of the United States, the age sector containing seniors will continue to grow. It is expected that the 40 – 64 age group will begin to diminish some as the 65+ age group grows. The 18 – 24 year age group will likely grow in conjunction with UVA.
- The racial composition will continue to change and racial diversity will likely increase. More Hispanic residents will live in the County in the future, based on nationwide trends.
- Albemarle County residents will continue to have higher incomes than most residents in the State and the United States. This prediction is based on past trends and there are no indicators of change here.
- Households with the highest incomes will also likely increase, at least for the near term. This prediction is also based on past trends.
- Unemployment will continue to be low, following its historic trend in the County.
- The County's employment makeup will likely increase in diversity, as a result of efforts to target specific industries for assistance and support. Jobs in healthcare and social assistance industry are expected to increase with expansion projects at UVA Health Systems the relatively recent relocation of the Martha Jefferson Hospital to Albemarle County. . Research and development will continue to occur and grow as a result of proximity to UVA. Defense jobs will increase as long as the federal government operates Rivanna Station in Albemarle County. Manufacturing may also increase as a result of the County's economic development activities. In addition, more boutique farms are expected as the local food movement continues to grow.

Vision and Values Goals, Objectives, and Strategies

Vision

The County's Values and Vision guide every part of this plan. Each chapter and section provides text, goals for the future, and strategies to achieve those goals. The Plan also includes tools for measuring progress toward achieving the goals. The vision is repeated at the top of every section and chapter, and the first page of that chapter contains a blue sidebar of how the relevant **Goal** relates to the overall **Vision**.

The County's growth management strategy, explained in the next part of this chapter, has been and continues to be the primary tool by which the County retains its values and achieves its vision.



The County's vision, which is stated at the beginning of each Chapter is this Plan, is an expression of its values. The features which contribute to these values have been identified through surveys over the past twenty years. They are the County's:

- Natural features, including the mountains, valleys, rivers, streams, forests, farms, and meadows;
- Excellent educational opportunities as found in the County's public and private schools, college, and university;
- Economic drivers, which are business, industry, the University of Virginia, and other governmental agencies;
- Neighborhoods, places to shop, and places to worship;
- Parks, greenway trails, and recreational areas;
- Historic and cultural resources; and
- Relationship to the City of Charlottesville and the University of Virginia as partners in the community.

Preservation and enhancement of these features, along with preserving the individual rights of citizens, is key to future prosperity in the County. Citizens working together will help the County achieve its vision.

There are twelve chapters in the Comprehensive Plan which constitute major topics for achieving the County's vision. The following pages provide the goals, objectives, and strategies for each chapter in the Albemarle County Comprehensive Plan.



GOAL: Albemarle County's Development Areas will be attractive, vibrant, areas for residents and businesses, supported by services, facilities, and infrastructure. Growth will be directed to the Development Areas and the County's Rural Area with its agricultural, forestal, historic, cultural, scenic, and natural resources will be preserved for future generations.

Growth Management

Objective 1: Continue to consistently use the Growth Management Policy as the basis on which to guide decisions on land use, capital expenditures, and service provision.

Strategy 1a: Continue to encourage approval of new development proposals in the Development Areas as the designated location for new residential, commercial, industrial, and mixed-use development. Only approve new development proposals in the Rural Area that are supported by Rural Area goals, objectives, and strategies.

Strategy 1b: To help promote the Development Areas as the most desirable place for growth, continue to fund capital improvements and infrastructure and provide a higher level of service to the Development Areas.

Strategy 1c: Continue to recognize the shared responsibility between the County and new development to pay for infrastructure and improvements to the Development Areas to address the impacts of new development

Page intentionally left blank.



GOAL: Albemarle's ecosystems and natural resources will be thoughtfully protected and managed in both the Rural and Development Areas to safeguard the quality of life of present and future generations.

Natural Resources

Objective 1: Ensure clean and abundant water resources for public health, business, healthy ecosystems, and personal enjoyment by preventing shortages and contamination.

Strategy 1a: Continue to apply the Watershed Protection Ordinance throughout the County to help protect and preserve water resources.

Strategy 1b: Prepare, submit, and implement a Watershed Implementation Plan to control stormwater pollution, as required by the State.

Strategy 1c: Develop and implement a comprehensive water resources plan that sets expectations for quantity of public water supply, surface water protection and improvement, and groundwater protection.

Strategy 1d: Educate the public on how they can help with water resource protection.

Strategy 1e: Secure funding for water resource management programs.

Strategy 1f: Continue to allow and manage recreational uses of drinking water reservoirs and adjacent public land only as incidental uses to the primary function of water supply and in such a manner as to prevent cumulative impacts that may impair the primary function.

Objective 2: Protect air quality.

Strategy 2a: Help protect local and regional air quality by reducing the County's carbon footprint and by promoting alternatives to single-occupancy vehicles, such as walking, bicycle use, ride-sharing, and public transit services.

Objective 3: Recognize the economic value of the County's mineral resources while giving due consideration to the potential harm mineral extraction activities and byproducts can have on human health and property values.

Strategy 3a: Provide educational materials to owners of properties in the Natural Resource Extraction Overlay District about geological assets and limitations on extraction in the Rural Area.

Objective 4: Protect the biological diversity and ecological integrity of the County in both the Rural Area and Development Areas.

Strategy 4a: Develop an Action Plan for Biodiversity to protect significant areas of biological importance in the County.

Strategy 4b: Regularly repeat the land use/land-cover data-gathering process (as begun in 2009) for the purpose of monitoring landscape changes.

Strategy 4c: Collaborate with federal, State, and regional partners, who have geographic information on biological resources, to help build a biodiversity inventory.

Strategy 4d: Assess the need for hiring a County staff member with expertise in conservation biology, and/or training existing County staff in principles of conservation biology to assist in development of the Action Plan and coordination with other County actions.

Strategy 4e: Encourage the use of native plants in landscaping to protect and provide habitat for native biodiversity, to save water, and to connect landowners to the local ecosystem.

Strategy 4f: Increase the community's awareness of the importance of biodiversity to encourage protection of biological resources.

Strategy 4g: Provide information to potential land subdividers on the importance of protecting habitat when creating lots for development.

Strategy 4h: Preserve existing vegetation in areas shown as Parks and Green Systems on Development Area Master Plans.

Objective 5: Retain mountain resources.

Strategy 5a: Continue to protect mountain resources identified for protection on the Mountain Contour List.

Strategy 5b: Continue to protect critical slopes in the Rural Area.

Strategy 5c: Protect slopes of 25% or greater in the Development Areas that are shown for preservation on Development Area Master Plan maps.

Strategy 5d: Encourage voluntary measures, such as conservation easements, agricultural and forestal districts, and use value taxation to protect mountain resources.

Objective 6: Retain and improve land cover near rivers and streams and protect wetlands.

Strategy 6a: Continue to use the Water Protection Ordinance, critical slopes regulations, and other measures to preserve designated river and stream valleys in their natural state, to protect significant resources associated with river and stream valleys, and to provide buffer areas.

Strategy 6b: Protect wetlands from inappropriate uses and protect or restore them, where possible, to maintain surface water quality and other benefits.

Strategy 6c: Use Development Area Master Plans to identify important streams and wetlands that should be protected.

Objective 7: Protect residents and properties from damage that can be prevented when natural hazards are present.

Strategy 7a: Through continued application of the Flood Hazard Overlay District, protect floodplains from uses that impair the function of the floodplain.

Strategy 7b: Continue to maintain County-owned dams.

Strategy 7c: Increase awareness of areas which are prone to debris flow in the County.

Strategy 7d: Continue to participate in hazard mitigation planning as part of the Regional Natural Hazard Mitigation Plan.

Objective 8: Recognize changes occurring to the earth's climate to anticipate and mitigate impacts to the County.

Strategy 8a: Study the expected effects of climate change on Albemarle County and develop a Community Resilience Plan to prevent harm to human and biologic health.

Page intentionally left blank.



GOAL: Albemarle's historic, cultural, and scenic resources will be preserved. Attractive entrance corridors will welcome visitors and residents to and within the County.

Historic, Cultural, and Scenic Resources

Objective 1: Continue to identify and recognize the value of buildings, structures, landscapes, sites and districts that have historical, architectural, archaeological, or cultural significance.

Strategy 1a: Maintain a permanent Historic Preservation Committee and re-establish the full-time Historic Preservation Planner position to assist in implementation of the Preservation Plan.

Strategy 1b: Compile and maintain a current and comprehensive information base on Albemarle County's prehistoric, historic, and cultural resources for use by all County departments and the public.

Strategy 1c: Document as fully as possible all historic resources prior to demolition and retain historic records. Complete documentation with the assistance of County staff, the Historic Preservation Committee, local preservation groups, applicants and property owners.

Objective 2: Pursue additional protection measures and incentives to preserve Albemarle's historic and archaeological resources in order to foster pride in the County and maintain the County's character.

Strategy 2a: Encourage landowners to pursue voluntary methods of preservation and conservation, including requesting landmark and district designations, offering conservation easements, and providing tax and other financial incentive programs, as outlined in the adopted 2000 Historic Preservation Plan and its updates. Pursue historic district designations in cooperation with the surrounding neighborhoods and in partnership with the City of Charlottesville, where applicable.

Strategy 2b: Continue to find ways for preservation of historic structures and sites to be financially viable for property owners.

Strategy 2c: Consider adopting regulatory measures for preservation and conservation such as those outlined in the adopted 2000 Historic Preservation Plan and its updates.

Strategy 2d: Practice good stewardship of the historic resources under County control by using recognized practices for the preservation of historic resources.

Objective 3: Provide educational programs in the community about historic resources and preservation.

Strategy 3a: Develop and engage in heritage education programs that foster community pride, good citizenship, a strong school curriculum, and stewardship of the County's historic resources.

Strategy 3b: Use a variety of tools (brochures, video, workshops, lectures, the internet, oral histories, and a comprehensive database) to educate and provide guidance to County residents, property owners, County boards and committees, and County staff about the County's historic resources and its preservation policies.

Strategy 3c: Partner with the City of Charlottesville to prepare and maintain coordinated information on requirements, responsibilities and support programs for historic resources that are designated, eligible to be designated, or otherwise historically significant to the community.

Objective 4: Promote regional cooperation in preservation and conservation efforts, including the promotion of heritage tourism.

Strategy 4a: Create and strengthen partnerships among all interest groups, including but not limited to, the City of Charlottesville, UVA, County and State officials, nearby counties, local businesses, historic sites (like Ash Lawn-Highland and Monticello) and community organizations to collaborate on and forward the cause of historic preservation and to promote heritage tourism throughout the County and the region.

Strategy 4b: Prepare and maintain a single map of formally designated City and County historic resources and make it available as a layer on both City and County data systems.

Objective 5: Help protect Monticello's Viewshed.

Strategy 5a: Make available to the public the Monticello Viewshed Map that represents all properties potentially visible from the Monticello mountaintop.

Strategy 5b: Help land developers with properties potentially visible from the Monticello mountaintop connect with the Thomas Jefferson Foundation (TJF) to help prevent negative visual impacts on the Monticello viewshed.

Strategy 5c: When reviewing discretionary land proposals, consider impacts on Monticello's viewshed and encourage mitigation measures that are consistent with the County's Comprehensive Plan.

Strategy 5d: When revising zoning and subdivision regulations, consider the impacts of new regulations on Monticello's viewshed.

Objective 6: Continue to protect and enhance scenic resources for residents and tourists.

Strategy 6a: Continue to promote voluntary measures to protect for scenic resources.

Strategy 6b: Support enabling legislation for Albemarle County to provide for a scenic protection and tourist enhancement overlay zoning district.

Strategy 6c: Work with the City of Charlottesville, the University of Virginia, and other regional bodies to more consistently enhance the visual quality and multi-modal experiences along scenic corridors. Focus on Entrance Corridors, shared boundaries, the creation of distinctive destinations, urban area walkability, and consistent signage.

Objective 7: Maintain or improve the visual quality of all of Albemarle’s roadways.

Strategy 7a: Pursue additional scenic road designations to promote tourism and to maintain the visual quality of the County’s scenic roads.

Strategy 7b: Take an active role in the design of Virginia Department of Transportation road improvements and bridges on scenic roads.

Strategy 7c: Consider whether additional setback is needed along scenic highways in the Rural Area.

Objective 8: Maintain the visual integrity of Albemarle’s Entrance Corridors.

Strategy 8a: Taking into consideration the former Scenic Highway regulations, review the EC guidelines for effectiveness in protecting the integrity of exceptionally scenic EC road corridors, such as Route 250 East, Route 250 West, and Route 22/231.

Strategy 8b: Continue to use the Entrance Corridor design guidelines to help maintain the integrity of Entrance Corridors in Albemarle County.

Strategy 8c: Update EC Design Guidelines to better reflect expectations of the Neighborhood Model for the Development Areas, including, but not limited to, recommendations on ways to provide for relegated parking without buildings turning their backs to the Entrance Corridor and on coordinating landscaping requirements with utility corridors.

Strategy 8d: Develop corridor-specific guidelines for all Entrance Corridors to reflect the unique character of each corridor.

Strategy 8e: Use recommendations from Development Area Master Plans for frontage treatments of ECs to guide decision-making.

Strategy 8f: Consider additional EC designations as appropriate, or as road classifications change, for roads such as the John Warner Parkway, Route 614 (Sugar Hollow Road), Route 692/712 (Plank Road), and Route 810 (Brown’s Gap Turnpike).

Objective 9: Protect the scenic quality of Albemarle’s streams.

Strategy 9a: Pursue Virginia Scenic River designations for rivers meeting State criteria.

Strategy 9b: Review the effectiveness of County Scenic Streams zoning regulations and update them for consistency with the Water Protection Ordinance.

Objective 10: Preserve important views as they relate to tourism and recreational assets.

Strategy 10a: Study ways to protect scenic views of and from the Blue Ridge Mountains (Appalachian Trail and Skyline Drive), US Route 250, and Shenandoah National Park.

Objective 11: Protect the dark sky of Albemarle County as one of the many natural, scenic, scientific, and cultural resources, for the benefit of residents, visitors, and the larger scientific community.

Strategy 11a: Continue to pursue measures to reduce light pollution in the County caused by uplighting, excessive lighting, glare, light trespass, and inconsistent light, including, but not limited to, the development of guidelines to address these issues for street lights in the Development Areas. Such guidelines should focus on providing a safe and secure pedestrian environment.

Strategy 11b: Protect the McCormick and Fan Mountain Observatories through Dark Sky initiatives in the interest of scientific research, public education, and future economic development opportunities.

Strategy 11c: In cooperation with UVA and other interested parties, develop a community based educational program on the value of the Dark Sky and on technical lighting topics. Target individuals in the building materials, electrical contracting, design, construction, and associated industries, as well as individual homeowners.

Strategy 11d: Take a leadership role in protecting the Dark Skies by designing lighting in public building projects, including playing fields and parking lots, to serve as models of appropriate and efficient lighting; by adopting a resolution asking power companies to cease promotion of unshielded and inefficient outdoor lighting; and by exploring the feasibility of participating in the Environmental Protection Agency's Green Lights Program to promote energy efficiency in building design and maintenance.



GOAL: Albemarle's economy will be diverse, strong and sustainable, and retain and benefit County citizens, existing businesses, and new local ventures.

Economic Development

Objective 1: Promote economic development activities that help build on the County's assets while recognizing distinctions between expectations for the Development Areas and the Rural Area.

Strategy 1a: Promote new employment activities in the Development Areas and encourage developers of commercial and industrial projects to incorporate the Neighborhood Model principles.

Strategy 1b: Promote agriculture, forestry, and agribusiness enterprises in the Rural Area that help support the Rural Area goals for a strong agricultural and forestal economy.

Strategy 1c: Promote tourism helps preserve scenic, historic, and natural resources.

Strategy 1d: Promote a balance of jobs to housing.

Strategy 1e: Encourage all businesses to adopt environmentally sustainable business practices.

Objective 2: Create a broader economic development program to assist the County in its endeavors to stimulate job creation, capital investments, and tax revenues.

Strategy 2a: Support efforts of the recently hired Economic Development Director to help expand the County's existing economic development program.

Strategy 2b: Continue to provide support to the business community and assistance for business retention and expansion.

Strategy 2c: Monitor results of implementation of the County's Strategic Plan and the Comprehensive Plan in relation to education, housing, day care, transportation and other areas to determine if barriers experienced by the local work force, particularly those with the greatest needs are being addressed.

Objective 3: Provide diversified economic opportunities that benefit County citizens and existing businesses by basing policy decisions on efforts that support and enhance the strengths of the County.

Strategy 3a: Continue to use the 2012 Target Industry Study to guide decisions for economic development.

Strategy 3b: Continue to provide assistance to target industries and businesses that provide jobs in bioscience and medical devices.

Strategy 3c: Continue to provide assistance to target industries in business and financial services, especially with information on location opportunities.

Strategy 3d: Continue to provide assistance to target industries providing jobs in the arts, design, sports, and media.

Strategy 3e: Continue to provide assistance to target industries and businesses that provide jobs in information technology.

Strategy 3f: Work directly with federal officials to encourage military base location and expansion that is consistent with County policies.

Strategy 3g: Continue to provide support and assistance to local businesses where agriculture is a main component.

Strategy 3h: Establish a proactive rural support program that provides assistance to the local agricultural community and includes an ongoing dialogue with farm industry stakeholders.

Strategy 3i: Acknowledge and support the work of companies that help achieve sustainability goals for the County.

Objective 4: Ensure that there is sufficient land to accommodate future business and industrial growth, and plan for infrastructure to serve employment areas where these businesses are located.

Strategy 4a: Provide a strategic assessment of properties available for existing business expansion, start-up industries, and desirable locations for target industries. Continue to assess the quality of the areas designated for business and industry to ensure that there is land for business and industrial growth with parcels of suitable size, topography, location, and infrastructure.

Strategy 4b: Encourage development of business and industrial uses in the Development Areas on appropriately zoned land and consider proactively rezoning land to allow for light industrial uses that have been identified on master plans.

Strategy 4c: Explore opportunities to assist with redevelopment of underutilized commercial and industrial zoned properties.

Objective 5: Continue to work with regional economic development partners to improve the County's economy.

Strategy 5a: Retain membership in the Central Virginia Partnership for Economic Development and maintain cooperation with the City of Charlottesville, the TJPDC, and other jurisdictions in the region, UVA, and PVCC, along with State partners such as the Virginia Economic Development Partnership.

Strategy 5b: Continue to work with UVA and the City to promote entrepreneurial talent and research and development, encourage redevelopment of properties that can provide employment opportunities in the community, and promote context sensitive design.

Objective 6: Increase local business development opportunities, including support for entrepreneurial and startup businesses.

Strategy 6a: Continue to make data on County plans, zoning, sites, and policies available on request.

Strategy 6b: Continue to evaluate the fiscal impacts of new business and industrial development as one indicator of positive economic development, along with other considerations, such as environmental impacts, traffic impacts, and standard of living impacts.

Strategy 6c: Continue to improve the County's application and approval processes to improve efficiency without sacrificing standards of quality.

Strategy 6d: Continue to support and coordinate with other organizations that assist new small, locally owned, local agricultural businesses, minority businesses and micro-enterprises in their start-up and early operation efforts.

Strategy 6e: Explore opportunities to create appropriate incentives that address the needs of the County's target industries as well as emerging entrepreneurial enterprises.

Objective 7: Increase workforce development to further career-ladder opportunities and higher wages.

Strategy 7a: Increase support for initiatives that foster career planning, decision making, and workplace readiness skills for the K-12 population, as well as continuing education and training programs to prepare the local workforce for demands of current and future employers.

Strategy 7b: Continue to use information gathering strategies to help identify employer needs and workforce training needs.

Page intentionally left blank.



GOAL: Albemarle's Rural Area will have thriving farms and forests, traditional crossroads communities, protected scenic areas, historic sites, and preserved natural resources.

Rural Area

Objective 1: Support a strong agricultural and forestal economy.

Strategy 1a: Continue to promote use of Rural Preservation Developments (RPDs), conservation easements, and Transfer of Development Rights (TDRs) programs, if developed, to help preserve agricultural and forestal soils and to increase the acreage of productive soils for agriculture and forestry.

Strategy 1b: Continue to promote farming and forestry activities in the County by retaining Rural Area zoning on Rural Area designated land.

Strategy 1c: Establish active support of agricultural land uses through the creation of a Rural Support Program position that provides agricultural assistance, community education, marketing strategies, information on agricultural support businesses, and information about alternative agricultural uses.

Strategy 1d: Continue to assist Rural Area property owners to diversify agricultural activities, including helping to connect local farms with local consumers.

Strategy 1e: Continue to provide support to wineries, cideries, and farm breweries as part of the County's agricultural support activities.

Strategy 1f: Study ways in which the County can better support the local horse industry.

Strategy 1g: Continue to promote retention of forest soils in conjunction with preservation developments and provide contacts with the Department of Forestry, who oversees timbering operations.

Strategy 1h: Change zoning regulations to permit appropriately-scaled collection and distribution facilities for local agricultural products in the Rural Area. Consider allowing these uses by-right.

Strategy 1i: Clarify the difference between home occupations and other uses that are listed in the Zoning Ordinance.

Strategy 1j: Consider amending the Zoning Ordinance to allow landscape services and storage of landscape materials in the Rural Area.

Objective 2: Protect and preserve natural resources, which include mountains, hills, valleys, rivers, streams, groundwater, and continuous and unfragmented land for agriculture, forestry, biodiversity and natural resource protection.

Strategy 2a: Direct residential development to and continue to make the Development Areas more livable, attractive places.

Strategy 2b: Provide information to property owners in the Rural Area on alternatives to subdividing their land, including donating conservation easements and use value taxation.

Strategy 2c: Continue rural conservation programs such as Agricultural/Forestal (Ag/For) Districts and use value taxation as incentives for owners to avoid subdividing for residential uses.

Strategy 2d: Continue to promote conservation easements to provide a financially attractive way for landowners to protect family farms in Albemarle County and their unique open space resources, to provide an opportunity for landowners to voluntarily sell a conservation easement to a public agency to be held in trust for perpetuity, and to preserve important features of the Rural Area for all.

Strategy 2e: Strengthen the Acquisition of Conservation Easements (ACE) Program by providing a stable dedicated funding source and staff resources for administering the program.

Strategy 2f: Continue to provide staff support to the Public Recreational Facility Authority (PRFA).

Strategy 2g: Assess how a program for the transfer of development rights might be designed to redirect development potential from sections of the Rural Area with high-value natural and cultural resources to locations outside of the Rural Area.

Strategy 2h: Work with property owners who are proposing subdivision of rural land in both conventional and Rural Preservation Developments (RPD) to make “development right” lots as small as possible and large lots (21+ acres) as large as possible to reduce impacts of forest and habitat fragmentation in the Rural Area.

Strategy 2i: Encourage connectivity of conservation land wherever feasible.

Strategy 2j: Consider modifying the zoning regulations for residential development to help achieve Rural Area objectives without reducing residential development rights.

Objective 3: Protect the County’s historic, archeological, and cultural resources.

Strategy 3a: Promote reuse of historic structures that support agricultural and forestal uses in the Rural Area.

Strategy 3b: Consider amending the Zoning Ordinance to allow for restaurants in historic buildings, as defined in the Historic Resources Chapter of the Plan, in crossroads communities.

Strategy 3c: Consider amending the Zoning Ordinance to allow for artist residencies in historic buildings, as defined in the Historic Resources Chapter of the Plan.

Objective 4: Promote rural and historic landscapes that enhance visitors' experience and give historic sites as authentic a setting as possible.

Strategy 4a: Continue to require special use permits for events at farm wineries, farm breweries, and bona fide agricultural operations for over 200 persons and for other events in the Rural Area for over 150 persons. These special events should promote or support agricultural production or a uniquely rural activity, such as a County fair, and be limited to once or twice per year.

Strategy 4b: Review the zoning regulations related to recreational uses to see whether updates are needed to better reflect rural recreational activities that should be available by special use permit in the Rural Area.

Strategy 4c: Study the nature of and extent to which transient lodging is currently taking place and consider whether policy and regulatory changes should occur to better accommodate this use. If such changes are determined not to be needed or appropriate, develop and implement a plan to bring errant operators of transient lodging into conformity with the County's regulations in a timely fashion.

Objective 5: Recognize and support crossroads communities, which serve as rural-scale community meeting places and provide opportunities for residents to take part in community life.

Strategy 5a: Identify the geographic limits of a crossroads community by meeting with Rural Area residents.

Strategy 5b: Consider amending the Zoning Ordinance to allow for small-scale, supportive uses in designated crossroads communities. Examples of such uses are country stores, offices, day care facilities, doctor/dentist offices, and public institutional uses, such as post offices.

Strategy 5c: Consider amending the Zoning Ordinance to allow community centers and religious institutions at an appropriate scale in designated crossroads communities without legislative review in existing structures.

Objective 6: Provide distinct boundaries between the Rural Area and Development Areas.

Strategy 6a: Promote use of Rural Area land up to the boundary with the Development Area. Do not require transitional areas between the Rural Area and the Development Areas.

Strategy 6b: Develop rural design standards to be used in conjunction with site plans in the Rural Area, especially for parking lots, signage, entrance requirements, and landscaping.

Strategy 6c: Permit uses at rural interstate interchanges that support agriculture and forestry.

Strategy 6d: Study the infrastructure challenges at the Shadwell interchange to determine the potential level and concentration of operations which are appropriate.

Objective 7: Provide information to citizens so they are well-informed and understand the cultural, economic, and ecological aspects of the Rural Area.

Strategy 7a: Inform existing property owners, realtors, and prospective property owners in the Rural Area that the Rural Area is not intended for residential development. Instead, emphasis is placed on stewardship of the land, retaining agricultural and forestal activities, protecting natural resources and maintaining unfragmented land to protect biodiversity.

Objective 8: Retain the character of Rural Area land located in Area B.

Strategy 8a: Use the Milton Airport property for UVA research activities and for an indoor firing range for regional emergency personnel training.

Strategy 8b: Continue to use the UVA Farm (former vivarium and incinerator site) on Route 20 South for UVA storage activities.

Strategy 8c: Continue to use the Northridge Medical Park properties for medical purposes associated with the UVA.

Strategy 8d: Continue to use recommendations for Rural Area uses for those properties in Area B shown as Rural Area.



GOAL: Albemarle's Development Areas will be vibrant active places with attractive neighborhoods, high quality, mixed-use areas, thriving business and industry, all supported by services, infrastructure, and multimodal transportation networks.

Development Areas

Objective 1: Use Master Plans to guide development and investment in each Development Area.

Strategy 1a: Update Master Plans every five years to keep them current.

Strategy 1b: Continue to use Community Advisory Committees to help develop Master Plan updates, provide guidance on conformity of proposed projects with the Master Plan, assist in implementation of the Master Plan, and to act as a clearinghouse for information that is important to the Development Area.

Strategy 1c: To the extent possible, create uniformity in format and land use categories in Master Plans.

Objective 2: Create a physical environment that supports healthy lifestyles through application of the Neighborhood Model Principles.

Strategy 2a: Continue to require and provide sidewalks and pedestrian paths in the Development Areas.

Strategy 2b: Promote block development rather than long cul-de-sacs and provide guidance to developers on ways to create blocks and streetscape with Albemarle County's topography.

Strategy 2c: Continue to promote pedestrian safety through construction of crosswalks for sidewalks.

Strategy 2d: Conduct a study on ways in which streetlights can enhance pedestrian safety in the Development Areas.

Strategy 2e: Continue to approve mixed-use developments that are in keeping with the Neighborhood Model and Master Plans.

Strategy 2f: Continue to promote centers as focal points for neighborhoods and places for civic engagement.

Strategy 2g: Through Master Plans and rezoning approvals, ensure that all Development Areas provide for variety of housing types and levels of affordability.

Strategy 2h: Encourage builders to make affordable housing units indistinguishable on the exterior from other units.

Strategy 2i: Through rezoning and special use permit decisions, ensure that affordable housing units are dispersed throughout the Development Areas rather than built in enclaves.

Strategy 2j: Continue to require that streets are interconnected in the Development Areas; ensure that exceptions occur rarely and not routinely.

Strategy 2k: Provide for multi-modal transportation opportunities in new development and encourage the building of complete streets.

Strategy 2l: Acquire, develop and maintain public parkland shown on Master Plans. Continue to require recreational amenities in residential developments.

Strategy 2m: Continue to promote appropriate scale, massing, and enclosure with new development proposals.

Strategy 2n: Continue to work with developers to design and build projects that relegate parking to the side or rear of sites and which result in the fronts of buildings facing the street.

Strategy 2o: Promote redevelopment as a way to improve and take advantage of existing investment in the Development Areas.

Strategy 2p: Encourage developers to design buildings that fit into the terrain rather than flattening the land for trademark buildings.

Strategy 2q: Require that re-graded slopes result in smooth rather than abrupt or steep grades that are difficult to vegetate and maintain.

Strategy 2r: Promote use of Development Area land up to the boundary with the Rural Area. Do not require transitional areas between the Rural Area and Development Areas.

Objective 3: Promote Livability in Existing Residential Neighborhoods.

Strategy 3a: Work with neighborhood groups and/or Community Advisory Committees to identify specific areas in neighborhoods with needs, the nature of those needs, and ways to help the neighborhoods become safer and more attractive.

Strategy 3b: Invest in public services and improvements for sidewalks, drainage, public parks, and other features that improve older neighborhoods.

Strategy 3c: Identify property maintenance concerns and establish expectations. Initiate County programs to address maintenance issues and ensure that resources will enable the programs to be effective.

Strategy 3d: Identify and build pedestrian, bikeway, roadway, and transit connections that facilitate movement between neighborhoods and services, especially near wide, busy roads, such as Route 29 and Route 250.

Objective 4: Use Development Area land efficiently to prevent premature expansion of the Development Areas.

Strategy 4a: Continue to monitor building activity in both the Development Areas and the Rural Area to gain information on the rate of residential and non-residential development in the County.

Strategy 4b: Update the capacity analysis every two years to ensure adequate residential land exists to meet new housing needs.

Objective 5: Promote density within the Development Areas to help create new compact urban places.

Strategy 5a: Provide ongoing education to the public on the relationship of density in the Development Areas and efforts to prevent sprawl.

Strategy 5b: Encourage developers to build at the higher end of the density range, on greenfield sites, provided that development will be in keeping with design recommendations in the Neighborhood Model.

Strategy 5c: Encourage developers to build within the density range recommended in the Master Plans on infill sites.

Strategy 5d: Review the cash proffer policy to assess its effects on density.

Strategy 5e: Study the nature and extent to which transient lodging is currently taking place and consider whether policy and regulatory changes should occur to accommodate this use. If such changes are determined to not be needed or appropriate, develop and implement a plan to bring errant operators of transient lodging into conformity with the County's regulations in a timely fashion.

Objective 6: Promote infill and redevelopment that is compatible with surrounding neighborhoods and uses.

Strategy 6a: Encourage developers to meet with neighborhoods to find ways to minimize any negative impacts of infill and redevelopment. Use neighborhood meetings to help find solutions to potential compatibility issues.

Strategy 6b: Use design and architectural techniques to help infill and redevelopment blend into existing neighborhoods, and, if needed, create guidelines for residents and developers.

Strategy 6c: Continue to require screening, buffering, and, physical separation, where necessary, to promote compatibility of residential and non-residential uses.

Objective 7: Create thriving, active employment and commercial areas.

Strategy 7a: Continue to ensure that sufficient developable land is available for future commercial and industrial development needs.

Strategy 7b: Identify tools needed to help create and maintain vibrant employment centers.

Objective 8: Preserve natural systems which are shown for preservation on Master Plan Land Use Plans.

Strategy 8a: Continue to provide detailed information on elevation, steep slopes, streams, stream buffers, floodplain, and wooded areas through the County's Geographic Information System (GIS) on-line database and share this information with property owners and developers.

Strategy 8b: Review new State and federal water resource protection requirements for consistency with County stream buffer regulations in the Development Area. If necessary, update County stream buffer regulations for intermittent streams and modify Master Plans accordingly.

Strategy 8c: Review zoning standards for calculating density, and, if necessary, amend the Zoning Ordinance to better align density allowances with the Comprehensive Plan.

Objective 9: Match infrastructure availability and capacity with new development, especially in Priority Areas.

Strategy 9a: Continue to establish Priority Areas in all Master Plans.

Strategy 9b: Make decisions to approve new development with an understanding of where public investments are being focused. Give priority to approving rezoning and special use permits that are consistent with priority areas established in the Development Area Master Plans.

Strategy 9c: Do not approve proposed rezoning and special use permits outside of Priority Areas when planned facilities are not in place to support the project and existing neighborhoods, unless the proposed project will provide significant improvements to ensure adequate infrastructure and services are available to the area.

Objective 10: Continue to work with the City of Charlottesville, the University of Virginia, and the Town of Scottsville on issues of joint interest to the community.

Strategy 10a: Continue participation in the Planning and Coordination Council and the Three-Party Agreement.

Strategy 10b: Building on the successful collaboration between the City and the County on the Livability Project, continue to work together on areas of joint interest to achieve mutual goals of the City and the County.

Strategy 10c: Continue collaboration between the County and the Town of Scottsville on projects of mutual interest.

Objective 11: Consider allowing for urban agriculture practices to increase access to healthy, local, and affordable foods and encourage the productive use of vacant land.

Strategy 11a: Study ways to allow chickens, goats, bees, and other forms of agriculture in the Development Areas without harming the safety, welfare, and enjoyment of adjoining property owners.

Strategy 11b: Amend the Zoning Ordinance to allow gardening as a standalone use in zoning districts in the Development Areas.

Page intentionally left blank.



GOAL: Albemarle County's housing will be safe, decent, and sanitary; available to all income and age levels; located primarily in the Development Areas; and available equally to all current and future County residents.

Housing

Objective 1: Support the provision of decent, safe, and sanitary housing in good repair for all residents.

Strategy 1a: Continue to assist nonprofit partners in securing funding for housing rehabilitation, including applying for grant funding for housing rehabilitation and community improvement programs.

Objective 2: Ensure that housing is equally available to all populations.

Strategy 2a: Continue to make information on equal housing opportunities available in public places.

Strategy 2b: Continue to monitor the use of County money in support of housing to ensure non-discrimination.

Objective 3: Ensure sufficient land area exists in the Development Area to accommodate future residential housing needs.

Strategy 3a: Continue to monitor the supply of land designated and zoned for residential use in the Development Areas to ensure adequate capacity for future populations.

Objective 4: Provide for a variety of housing types for all income levels and help provide for increased density in the Development Areas.

Strategy 4a: Through rezonings and special use permits, continue to ensure a mixture of housing types are provided that also support all income levels of County residents.

Strategy 4b: Amend the Zoning Ordinance to provide for more opportunities to construct accessory units that will help diversify the housing supply as well as meet a portion of the County's affordable housing needs.

Objective 5: Support provision of housing which meets the needs of various ages and levels of mobility.

Strategy 5a: Encourage developers to include housing for seniors and individuals with disabilities in new residential and mixed-use developments. Approve these proposals when they are in keeping with the Neighborhood Model.

Strategy 5b: Continue to require and provide sidewalks and pedestrian paths in the Development Areas and support expanded transit services.

Strategy 5c: Support local agencies that provide residential living facilities for persons with disabilities and senior citizens.

Objective 6: Provide affordable housing options for low-to-moderate income residents of Albemarle County and those persons who work within Albemarle County who wish to reside in Albemarle County.

Strategy 6a: Provide guidance, resources, and incentives to non-profit and for-profit development and financing entities to increase the supply of affordable housing (both rental and owned) for households with incomes between 0% and 80% of area median income.

Strategy 6b: Continue to ensure that at a minimum, 15% of all units developed under rezoning and special use permits are affordable, as defined by the County's Office of Housing, or a comparable contribution be made to achieve the affordable housing goals of the County.

Strategy 6c: Encourage developers and builders, through by-right zoning, to provide for affordable housing using density bonuses available in the Zoning Ordinance.

Strategy 6d: Provide sufficient staffing to implement affordable housing policies and assist low-to-moderate income individuals in obtaining affordable housing.

Strategy 6e: Gather information on the location of affordable and proffered units in the County. Develop mechanisms to help promote long-term affordability and protect public investments.

Strategy 6f: Where necessary, amend the Zoning Ordinance with relation to density and minimum lot size in residential districts to provide greater flexibility in the provision of affordable housing.

Strategy 6g: Continue to direct affordable housing activities to the designated Development Areas.

Objective 7: Promote the inclusion of affordable units throughout neighborhoods and strive for similarity in exterior appearance to market-rate units.

Strategy 7a: Approve developments which mix affordable units with market rate units throughout neighborhoods and work with developers to ensure visual compatibility.

Objective 8: Work with the City of Charlottesville to provide a range of housing types that support various incomes, ages, and levels of mobility.

Strategy 8a: Develop a plan for regional cooperation in the provision of affordable housing in the community and affordable housing that is connected to community amenities, parks, trails and services in the City and in the County's Development Areas.

Page intentionally left blank.



GOAL: Albemarle's transportation network will be increasingly multimodal, environmentally sound, well maintained, safe and reliable.

Transportation

Objective 1: Continue to participate fully in State, regional, and local transportation planning efforts.

Strategy 1a: Continue to maintain compliance and ensure coordination of local transportation objectives and strategies with Statewide transportation plans, such as Virginia's Long-Range Multimodal Transportation Plan (VTrans2035) and the 2035 Virginia Surface Transportation Plan (2035 VSTP).

Strategy 1b: Continue to recognize the Charlottesville-Albemarle Metropolitan Planning Organization (CA-MPO) as the transportation planning body for the region's MPO Area.

Strategy 1c: Continue to participate in development and adoption of the LRTP for the CA-MPO area.

Strategy 1d: Continue to support construction of projects adopted into the LRTP and the Transportation Improvement Program (TIP)

Strategy 1e: Continue to recognize the TJPDC's rural planning function by taking formal action on rural transportation planning recommendations and reviewing the TJPDC's adopted studies and, where appropriate, consider adopting such studies into this Plan.

Objective 2: Continue to plan transportation improvements in accordance with the County's Growth Management Policy.

Strategy 2a: Continue to implement the transportation planning recommendations in the County's adopted Master Plans.

Strategy 2b: Continue to work closely with State, regional and local partners to ensure that transportation improvements meet Albemarle County Comprehensive Plan goals and priorities as annually reflected in VDOT's Six Year Improvement Program (SYIP) and Secondary Six Year Construction Program (SSYP).

Strategy 2c: Continue to work closely with State, regional and local partners to ensure that roadway structures (bridges and culverts) with low sufficiency ratings are annually prioritized in the SSYP for funding, repair and/or replacement.

Objective 3: Continue to improve, promote, and provide regional multimodal and accessible transportation options.

Strategy 3a: Continue to coordinate multimodal transportation planning among the City of Charlottesville, Albemarle County, and UVA.

Strategy 3b: Increase and expand transit network efficiency and use throughout the region.

Strategy 3c: Create dedicated bicycle-pedestrian connections across physical barriers within the community.

Strategy 3d: Continue to provide community education about multimodal transportation options.

Strategy 3e: Collaborate to strengthen intrastate and interstate rail and air transportation opportunities.

Strategy 3f: Coordinate with developers and the City to provide and enhance multimodal connections between employment centers and areas of high residential density.

Objective 4: Strengthen efforts to complete a local transportation system that includes access to pedestrian and bicycle facilities.

Strategy 4a: Continue to include bicycle lanes, bikeways, sidewalk facilities, and crosswalks within new developments in the Development Areas. Provide amenities such as bike racks in employment and shopping areas.

Strategy 4b: Improve funding for an ongoing walkway, bicycle, and greenway construction fund in the Capital Improvements Program (CIP). Use all possible funding sources for the construction of walkways and bicycle facilities.

Strategy 4c: Continue to implement recommendations for future bicycle and pedestrian projects as identified in local and regional transportation plans and studies and Development Areas Master Plans.

Strategy 4d: Study and evaluate methods to ensure long-term maintenance of street trees within the tree lawn areas of road right-of-ways.

Strategy 4e: Continue to use VDOT and railroad excess and /or abandoned right-of-way for multi-use trails.

Objective 5: Continue to preserve the functionality of the roadway systems in Albemarle County and plan for and implement access management strategies.

Strategy 5a: As Development Areas Master Plans are updated, address access management strategies. When transportation studies or projects are planned in the Rural Area, ensure access management strategies are addressed.

Objective 6: Continue to provide safe, effective, and improved urban roads in the Development Areas while recognizing that multimodal opportunities help to improve road functions.

Strategy 6a: Use and continue to implement Development Areas transportation planning recommendations as found in adopted local transportation planning documents and studies.

Strategy 6b: Standardize a process and method to complete the major road network in the Development Areas.

Objective 7: Continue to provide safe and effective transportation options while preserving the character of the Rural Area.

Strategy 7a: In the Rural Area, continue to focus on safety improvements rather than on paving and widening rural roads. Consider rural traffic calming techniques to reduce speeding. Adhere to and implement the recommendations as found in the Rural Road Design Standards.

Strategy 7b: Except for agricultural and forestal purposes, continue to limit construction of new roads in the Rural Area, especially where road building would impact on or fragment natural habitats.

Strategy 7c: Continue to pursue the Rural Rustic Roads Program as an alternative to the Pave-In-Place program for qualified roads that have been designated to be paved by the County.

Strategy 7d: Continue to provide and enhance rural transit opportunities for elderly and disabled residents. Enhance ridesharing opportunities.

Objective 8: Continue to improve public transit service.

Strategy 8a: Continue to use the recommended improvements for public transit in local Development Areas Master Plans and regional transportation plans such as the Long Range Transportation Plan, the Transit Development Plan, and other studies to determine the location and timing for the provision of transit services.

Strategy 8b: Continue to provide public transit service hours at night and on weekends on appropriate routes to improve ridership and service. Continue to provide service to the Rio Road area, including service to CATEC and residential neighborhoods along Rio Road.

Strategy 8c: Expand transit service to the Hollymead Development Area, Cedar Hill Mobile Home Park, south of I-64 on Avon Street Extended, and Route 250 West.

Strategy 8d: Continue to recognize JAUNT as the primary public transportation provider for rural Albemarle County and the County's transportation disadvantaged.

Strategy 8e: Participate in the formation of a Regional Transit Authority (RTA) that is sufficiently funded to significantly expand transit service in the region with fast, frequent transit service along priority transit corridors.

Objective 9: Continue to implement travel demand management strategies.

Strategy 9a: Continue to work with the MPO and JAUNT to develop a regional system of Park and Ride lots.

Strategy 9b: Continue to contribute to and participate in ride sharing services.

Strategy 9c: Continue to work with area employers through the MPO to encourage developing ridesharing and vanpooling programs and transportation demand reduction programs. Encourage development of ridesharing and transportation demand reduction programs as part of rezonings and parking lot requests for major industrial, office, and commercial development projects.

Objective 10: Continue to support air transportation planning and participation in the Charlottesville-Albemarle Airport Authority.

Strategy 10a: Continue to participate in the Charlottesville-Albemarle Airport Authority.

Strategy 10b: Continue to participate in updates and revisions to the Charlottesville- Albemarle Airport Master Plan in order to ensure land use coordination.

Objective 11: Continue to support rail service for passengers and freight.

Strategy 11a: Provide support for the Charlottesville passenger train station in order to accommodate future demand by Albemarle County residents.

Strategy 11b: Participate in studying the benefits of increased passenger train frequencies that can assist with ridership growth in the Albemarle-Charlottesville region, as well as extended service to the Roanoke area.

Strategy 11c: Participate in a study for a new east-west passenger train route through the Albemarle-Charlottesville region.

Strategy 11d: Support extending rail service from Charlottesville to Roanoke.

Strategy 11e: Continue to implement railroad improvements at intersections with roadways and by adding trails with adequate safety devices for passage across the tracks using grade-separated intersections where possible.

Page intentionally left blank.



GOAL: Albemarle will have a system of high quality parks and recreational facilities throughout the County that is interconnected by greenways and paths.

Parks and Recreation, Greenways, Blueways, and Green Systems

Objective 1: Preserve and maintain important natural areas, rivers, and lakes in County-owned parks in the Development Areas and the Rural Area, in parks jointly owned with the City of Charlottesville, and in City-owned land surrounding drinking water reservoirs in the County.

Strategy 1a: Continue to preserve and maintain the County's Rural Area parks: William S.D. Woods Heritage Preserve, Beaver Creek Lake Park, Chris Greene Lake Park, Heyward Park, Mint Springs Valley Park, Patricia Ann Byrom Forest Preserve, Preddy Creek Trail Park, Totier Park, and Walnut Creek Park.

Strategy 1b: Continue to maintain and enhance existing smaller parks and recreational facilities in the County.

Strategy 1c: Continue to allow and manage recreational uses of drinking water reservoirs and adjacent public land only as incidental uses to the primary function of water supply and in such a manner as to prevent cumulative impacts that may impair that primary function.

Strategy 1d: Work with the City and the RWSA on ways to make City and RWSA owned land around reservoirs in the County's Rural Area available for greater public enjoyment of these natural areas and resolve misuse of resources.

Strategy 1e: Preserve important natural areas shown on the Development Area Master Plans.

Strategy 1f: Develop criteria for reviewing offers of park land and accept donations that help achieve the goals of the Comprehensive Plan.

Strategy 1g: Consider whether the County should adopt a new policy for acceptance of Rural Area land for rural park preserves.

Objective 2: Develop parks for active recreation.

Strategy 2a: Update the County's parks and recreation needs assessment. As part of this assessment, determine whether the needs of all age groups are being met with existing outdoor parks as well as recreational facilities.

Strategy 2b: Provide a full range of recreational opportunities within specific service areas.

Strategy 2c: Study the parks and recreational needs of residents of existing neighborhoods in the Development Areas to determine whether parkland for public neighborhood parks should be acquired and developed.

Strategy 2d: Acquire the sites for and develop public parks shown for active recreation on Development Area Master Plans.

Strategy 2e: Obtain and develop additional multi-purpose athletic field facilities and/or parkland, where needed and appropriate in the Rural Area to ensure a proper balance of athletic fields throughout the County.

Strategy 2f: Ensure that all improvements and upgrades to park and recreational facilities improvements meet the standards provided in the Americans with Disabilities Act (ADA) Permit individuals with mobility disabilities to use other power-driven mobility devices (OPDMDs).

Strategy 2g: Continue to use County school facilities as an integral part of providing recreational opportunities for County residents.

Strategy 2h: Work to make school park facilities more user-friendly.

Objective 3: Complete the greenway trail system and provide access to blueways.

Strategy 3a: Enhance, protect, and maintain stream and river corridor vegetation, water quality, and wildlife habitats by acquiring greenways and blueways and, in some instances, improving designated greenways by adding trails.

Strategy 3b: Continue to develop the County's greenway system as shown in the Development Area Master Plans and on the Greenway Plan.

Strategy 3c: Continue to upgrade and maintain parks and greenway trails using the resources of public and private entities.

Strategy 3d: Secure funding for greenways, greenway trails, blueways, and blueway improvements.

Strategy 3e: Set up a Greenway Trail Advisory Committee to assist the County in designing, implementing, promoting, and maintaining a greenway system.

Strategy 3f: Work with volunteers and greenway partners from the State to the local level to complete the greenway system.

Strategy 3g: Continue to encourage developers to contribute to the greenway system by dedicating land, donating easements or funds, and/or constructing portions of trails identified on the Greenway Plan.

Strategy 3h: Continue to demonstrate the benefits and values of greenways to individual landowners whose land, or parts thereof, could be made a part of the greenway system through donation of the land or an easement.

Strategy 3i: Increase public awareness of greenways and provide for educational opportunities, such as nature hikes, species and plant identification, and interpretation of historic, architectural, and natural resources.

Strategy 3j: Coordinate adjacent land development with the greenway, so that existing and future development can be integrated into and harmonious with the greenway system.

Strategy 3k: Improve the functionality of Greenway Plan maps so that they are more accessible to the public and can be more easily understood.

Objective 4: Provide access points for greenways and blueways.

Strategy 4a: Provide access to public greenways at locations shown in Development Area Master Plans and in places listed in the Greenway Plan.

Strategy 4b: Provide boat access at appropriate locations along the Rivanna River, Rivanna Reservoir and the James River. Target access or improvements to access points at the locations listed in the Greenway Plan. Details are provided in the Appendix to this Plan.

Objective 5: Provide bicycle and pedestrian connections from the City to County parks and schools in the Development Areas to neighborhoods, employment centers, shopping areas, public parks and public schools.

Strategy 5a: With the City of Charlottesville, continue to coordinate connections to City and County parks, using sidewalks, multipurpose paths along roads, and greenway trails.

Strategy 5b: Coordinate with the Albemarle County School Board to connect multipurpose paths and greenway trails to public school sites throughout the County. In the Development Areas, sidewalks should provide access to school sites.

Strategy 5c: Coordinate the transportation improvements identified in the Transportation Plan with greenway trails to further develop a pedestrian and bicycle network in the Development Areas.

Objective 6: Connect Rural Area parks to each other and to other nearby parks.

Strategy 6a: Develop a detailed plan and strategies for interconnecting public parks in the Rural Area.

Objective 7: Work with the City of Charlottesville on joint projects to improve parks and recreation services, greenways, blueways, and green systems.

Strategy 7a: Create a plan that incorporates a unified vision for land adjacent to the Rivanna River.

Strategy 7b: With the City of Charlottesville, continue to develop ways in which residents may more easily use the parks, recreational facilities, and programs of the other locality.

Strategy 7c: Pursue joint partnerships for ownership and maintenance of regional resources.

Strategy 7d: Work with the City to prepare and apply for grants to fund the greenway system.

Strategy 7e: Encourage the maintenance and enhancement of existing public access points to the Shenandoah National Park and the Appalachian Trail. Provide for public trail connections to Biscuit Run State Park.



GOAL: Albemarle County's facilities and services will be of high-quality and delivered in a responsible and cost-effective manner.

Community Facilities

Objective 1: Continue to provide public facilities and services in a fiscally responsible and equitable manner.

Strategy 1a: Give priority to facilities and services that address emergency needs, health and safety concerns, and which provide the greatest cost-benefit ratio to the population served.

Strategy 1b: Give priority to the maintenance and expansion of existing facilities to meet service needs.

Strategy 1c: Continue to design all buildings, structures and other facilities to permit expansion as necessary. Sites should be able to accommodate existing and future service needs.

Strategy 1d: Continue to locate related or complementary services and facilities together when possible and when other goals of the Comprehensive Plan can be met.

Strategy 1e: Schedule funding of government facilities through the Capital Improvements Program, based on the needs identified in the Development Area Master Plans, other chapters of this Plan, and other adopted County Plans.

Strategy 1f: Look for opportunities to join in public-private partnerships and use volunteers to help provide cost effective facilities and services.

Strategy 1g: Ensure that all government facilities conform to County regulations, site development standards, and policies.

Strategy 1h: Prior to the disposal of any existing but obsolete facilities and sites, determine the value of maintaining them for potential reuse for other services and facilities.

Strategy 1i: Continue to design and construct public facilities that are energy efficient and environmentally responsible.

Strategy 1j: Continue to design and construct buildings with a commitment to occupant health and government benefits.

Strategy 1k: Ensure that public buildings and spaces provided in the Development Areas conform to the principles of the Neighborhood Model.

Objective 2: Provide high quality police services in the County.

Strategy 2a: Use the Police Service Model for Geographic Policing to provide service to the County.

Strategy 2b: Locate Police District Stations within all designated police service areas of the County and ensure facilities are available for use.

Strategy 2c: Evaluate the need for a County-owned public safety training facility. If deemed appropriate, locate the training facility in a central location to provide convenient access for all regional members (see strategy 4c).

Objective 3: Provide physical facilities that enable the School Division to provide a high quality educational system for students in Albemarle County.

Strategy 3a: Locate new schools in the Development Area. Only locate new schools in the Rural Area by exception when physical constraints, land area needs or availability, or service considerations may necessitate it.

Strategy 3b: Maintain and upgrade existing schools in the designated Rural Areas, as necessary, in order to continue to serve rural residents.

Strategy 3c: Provide facilities in locations that are appropriate for projected enrollment in order to ensure educational parity for all students. Ensure school location and facility design are based on the recommendations of the Long-Range Plan for Albemarle County Schools and Development Area Master Plans, to the greatest extent possible.

Strategy 3d: Ensure capital funding is programmed to achieve parity in the provision of all levels of school facilities.

Strategy 3e: Provide adequate recreational and athletic facilities on a school site to serve the students of the school and to provide park facilities as identified in the Parks and Recreation Chapter of this Plan.

Strategy 3f: Give preference to locating schools on individual sites rather than having multiple schools on one site.

Strategy 3g: Use modular facilities only during periods of enrollment fluctuations or prior to expansion or development.

Strategy 3h: Encourage innovative alternatives to address new school facility needs, including potential cooperation with the City of Charlottesville.

Strategy 3i: Promote walking and bicycling to school where schools are accessible from pedestrian and bicycle facilities.

Strategy 3j: Program necessary funding in the Capital Improvements Program (CIP) to provide for bikeway and walkway linkages to schools.

Objective 4: Provide firefighting and rescue facilities and equipment as needed to meet the characteristics of particular service areas.

Strategy 4a: Locate new fire and rescue facilities in places where the largest number of properties can be served and where ingress and egress is not hindered by traffic or obstructions.

Strategy 4b: Continue to assist volunteer fire and rescue stations that do not have the financial means to fund building repairs and minor building renovation projects.

Strategy 4c: Evaluate the need for a County-owned public safety training facility. If deemed appropriate, locate the training facility in a central location to provide convenient access for all regional members (see Strategy 2c).

Objective 5: Continue to provide facilities for both local government and schools administrative services in a central location that is convenient for County residents.

Strategy 5a: Continue to provide for local government and schools administration centers at the COB-McIntire and the COB – Fifth.

Strategy 5b: Continue to provide a separate location for County court services that can accommodate County court facility and service needs.

Objective 6: Continue to operate an emergency communications center that coordinates emergency communications within the region in an expedient and professional manner.

Strategy 6a: Continue to be a member of a regional Emergency Communications and Emergency Operations Center in conjunction with the City of Charlottesville and the University of Virginia to direct emergency calls to service providers and coordinate a unified regional response to emergencies.

Strategy 6b: Update the regional Emergency Operations Plan (EOP) to address historical and emerging threats and hazards including natural, accidental and intentional incidents and provide training for public safety and emergency management staff.

Objective 7: Enable efficient and cost-effective solid waste disposal and sustainable materials management to reduce waste, conserve resources, protect human and environmental health, and decrease greenhouse emissions.

Strategy 7a: Use the waste hierarchy (reduce, reuse, recycle, dispose) to guide waste management policy.

Strategy 7b: Ensure that solid waste generated in the County is collected, processed, and disposed of in a manner consistent with the waste management hierarchy, the TJPDC Solid Waste Plan and the County's Environmental Management Policy.

Strategy 7c: Increase educational outreach to the community in order to communicate the benefits of reducing waste, reusing and recycling materials, and diverting useful and valuable resources from the landfill.

Strategy 7d: Continue to identify best practices for the management of solid waste in order to provide guidance for the County.

Strategy 7e: Develop local and/or regional cooperation to advance sustainable materials management.

Strategy 7f: Continue to provide and consider expansion of comprehensive hazardous waste disposal services for the County's citizens and businesses.

Strategy 7g: Study whether the Ivy MUC can continue or potentially expand services and programs for the County.

Strategy 7h: Develop programs to recycle electronic waste and safely dispose of pharmaceuticals.

Strategy 7i: Establish benchmarks and goals for measuring waste reduction, diversion of useful materials, and the safe disposal of municipal solid waste.

Strategy 7j: Update strategies for solid waste management, if needed, after the Long Range Solid Waste Solutions Advisory Committee completes its work.

Objective 8: Provide high quality library services for County residents.

Strategy 8a: Retain existing library locations in conjunction with the Jefferson-Madison Regional Library System.

Strategy 8b: Operate the recently opened Northside Library to provide better services to residents of the northern part of the Development Areas.

Strategy 8c: Evaluate the feasibility of constructing a new library facility to serve the southern part of the Development Areas.

Strategy 8d: Continue to monitor need for new library services.

Strategy 8e: Maintain existing Bookmobile service to the outlying areas, especially those areas that JMRL has determined require outreach services.

Strategy 8f: Continue to recognize evolving technology, such as online transactions, downloadable books, and self-checkout kiosks.

Objective 9: Provide public water and sewer in the Development Areas.

Strategy 9a: Continue to provide public water and sewer in jurisdictional areas.

Strategy 9b: Continue coordination of water and sewer services among the ACSA, the RWSA, the City of Charlottesville, UVA, and the County.

Strategy 9c: Complete planned public water and sewer system upgrades for the Development Areas adjacent to the City.

Strategy 9d: For the Development Areas of Crozet and Village of Rivanna and the Town of Scottsville water and sewer systems (the nonurban system), monitor demand and plan for systems and facilities upgrades concurrent with community growth.

Strategy 9e: Continue to support and implement water demand management strategies as outlined in the 2011 Water Supply Plan by maintaining efficient water use through ordinance, by reducing water use through conservation initiatives, and by reducing water loss through system operation and maintenance.

Strategy 9f: Continue to ensure that private central water and sewer systems are only used to solve potable water and/or public health or safety problems of existing Rural Area residents.

Strategy 9g: Continue to manage County-owned stormwater facilities.

Strategy 9h: Continue to assess ways in which the costs of stormwater maintenance can be funded.

Objective 10: Support provision of private electric, telephone, natural gas, wireless, and fiber optic service when its provision is in keeping with other aspects of the Comprehensive Plan.

Strategy 10a: Continue to ensure the adequate provision of electricity, telephone, fiber optics, and natural gas services to support existing and anticipated development in the County through coordination with utility companies.

Strategy 10 b: Continue to coordinate reviews of development proposals with service providers through the site development review process.

Strategy 10c: Continue to require reviews for compliance with the Comprehensive Plan for requests for gas line extensions to and through the Rural Area. Require compliance reviews with the Comprehensive Plan for requests for fiber optic extension to and through the Rural Area.

Strategy 10d: Locate utilities to minimize impacts on the visual and natural environment.

Strategy 10e: Continue to ensure that personal wireless facilities are provided in accordance with the County's personal wireless service policy.

Strategy 10f: Develop a broadband policy to reflect the County's desire to have internet service speeds appropriate for educational, business, and residential purposes in all parts of the County.

Page intentionally left blank.

Achieving the Vision

The Comprehensive Plan is implemented in a variety of ways; including, voluntary measures, regulatory measures, consistent application of County policies, and budgetary support. The strategies in each chapter of the Plan are recommendations which utilize different tools available to Virginia counties. Each tool is described generally below.

Voluntary Measures

Residents and property owners have the largest role in Plan implementation through their conscious decisions related to where they live, what programs they financially support, which businesses they frequent, and what changes they make to land they own, or on which they reside. Habits such as recycling, water conservation, carpooling, and lower energy consumption ultimately have an effect on landfill costs and the environment. Supporting area businesses of all types helps keep local dollars in Albemarle's economy. Putting rural land into conservation easements helps to preserve that land for future generations. All of these measures are important ways residents help achieve the County's vision and goals.

In addition to residents and property owners, area developers play a large part in the implementation of Albemarle County's Comprehensive Plan. By adhering to established policies, participation in current review practices, and voluntary submission of proffers, developers can help ensure future development – both residential and commercial – reflects the goals stated in the Comprehensive Plan.

In partnering with the County on several levels, various area organizations also help to implement the Comprehensive Plan. Through these partnerships, both parties complete work that helps to further individual goals. For instance, the County can partner with a local housing non-profit on a new multi-family development by providing a portion of necessary funding, or assisting with grant applications, or placement of qualified residents. By working together, a considerable amount of work is lessened by shared responsibility and participation.

The County provides financial incentives to help with Rural Area preservation and conservation such as Use Value Taxation and Agricultural/Forestral Districts which are described in detail in the Rural Area Chapter of this Plan.

Regulatory Measures

Some Comprehensive Plan implementation methods require more than voluntary activities. In some cases, regulatory measures must be taken. Many of these regulatory measures have been in place for decades, such as State and local building codes and floodplain protection. There are other available regulatory methods not currently used that may be utilized if viewed appropriate by the community and the Board of Supervisors.

Zoning Ordinance

Zoning regulations are effective tools for implementing recommendations of the Comprehensive Plan. In Albemarle County, the first zoning ordinance was adopted in 1969. Zoning ensures land uses in a community are properly located in relation to each other. Zoning also attempts to locate residential density where property can be adequately served by roads, schools, and utilities. The Zoning Ordinance places other controls on development to protect the health, safety, and general welfare of County residents. These controls, intended to insure light, air, and compatibility of uses, provide regulations for land use, building use, building heights, and setbacks. They insure safety and

uniformity of site development and provision of features that are essential to both urban and rural living.

Use of Overlay Districts is also part of zoning. Some of the County's overlay districts are the Airport Overlay District, the Entrance Corridor Overlay District, and the Flood Hazard Overlay District. Other districts which have been considered in the past are a Historic Overlay District and a Mountain Protection Overlay District.

Amendments to the Zoning Ordinance occur as the priorities of the County change and different needs are established. All zoning amendments should be based on the Comprehensive Plan and are essential to implementing the Plan's goals.

Subdivision Ordinance

The Subdivision Ordinance sets the physical parameters for future development in a locality and is an effective implementation tool for creating parcels ready for development. The first Subdivision Ordinance in Albemarle County was adopted in 1949. Subdividing is the process of splitting a parcel of land into two or more parcels. This process is regulated to make sure the pattern of development recommended in the Comprehensive Plan actually occurs. During the subdivision process in the Development Areas, streets and blocks are surveyed and designed to adequately support expected uses and forms of development. Lot size is largely determined by zoning regulations, but the shape, location, ability to be served by utilities, drainage improvements such as storm sewers, and sidewalks occurs through application of subdivision regulations. In the Rural Area, subdivision regulations ensure lot access is available, sewage disposal is available, wells can provide sufficient water, and stormwater management measures are in place.

Water Protection Ordinance and Erosion and Sediment Control Regulations

Albemarle County abides by State regulations related to stormwater runoff and preventing erosion. Runoff control and stormwater management are intended to protect the health, safety, and welfare of the community and its water resources. More information on water protection is provided in the Natural Resources Chapter of this Plan.

Consistent Application of County Policies

Consistent application of County policies is very important to the integrity of the Comprehensive Plan. The Comprehensive Plan is like a muscle in the body - the more it is exercised, the stronger it becomes. Regular use of the Comprehensive Plan in decision-making provides the Board of Supervisors with strong legal backing. It also sends a message to residents and future developers that the vision for the County is not a lofty thought, but an expected reality. Key ways in which consistent application of County policy has helped the County achieve its Vision thus far are described below.

Commitment to Providing Infrastructure and Public Service Delivery in the Development Areas

The County's Growth Management Policy include a commitment to fund and provide infrastructure, such as water, sewer, and streets in the Development Areas. This commitment also extends to service delivery. The provision of fire, rescue, and police protection, school bus service, and other governmental services and functions to a large, dispersed rural population is viewed as inefficient and contrary to the overall public interest. The County's commitment to public service delivery is stated on the following page:

*Emphasis is placed on providing a level of public service delivery that will support development in, and direct development to, designated Development Areas. To accomplish this, service and facilities will be provided at a much higher level in the Development Areas than in the Rural Areas. **Those persons living in the Rural Areas should not anticipate levels of public service delivery equal to services provided in the Development Areas.***

Reliance on this policy for consistent decision-making helps the County achieve its Vision.

Albemarle County Service Authority Jurisdictional Area

The single largest growth management tool for Albemarle County is to provide utilities. The County has a longstanding commitment to provide water and sewer service in the Development Areas while not expanding service outside of those areas. The areas covered by water and sewer service are known as the “jurisdictional area”. Delineation and application of jurisdictional area boundaries is significant in the encouragement, discouragement, and direction of growth to Development Areas. Strict adherence to the County’s utility extension policy is a very strong Comprehensive Plan implementation measure.

Legislative Decisions

Legislative decisions, such as when and how to rezone land, approval of a special use permit, or adoption of regulations such as the Water Protection Ordinance are extremely effective tools for implementing the Comprehensive Plan. The Comprehensive Plan recommends rezoning land for development only take place in the Development Areas. Consistently adhering to this policy in legislative actions sends a strong message to potential applicants that requests which are not in keeping with policy will not be approved.

Funding

Many programs of the County require funding – for staff, for construction, for maintenance. Revenues for County programs come from property taxes, permits, fees and licenses, and the State or federal government. The County’s annual budget provides information on expenditures for providing and maintaining services needed to run County programs. With diminishing financial support from the State and federal governments, more revenues will be needed to retain the high level of service provided to residents in the County.

Capital Improvements Program

The Capital Improvements Program (CIP) is the way in which the County determines, schedules, and prioritizes major public facilities and services needed to implement the Comprehensive Plan. The first CIP was adopted in 1978. The CIP ties directly back to the Comprehensive Plan: the Comprehensive Plan provides the basis for CIP requests and review criteria for capital expenditures. This program is critical to the success of implementing the Plan.

A capital project typically requires a minimum expenditure of \$20,000, and has a minimum useful life of ten years. County departments and affiliated agencies initiate their capital project requests, which span the five-year period of the CIP. A CIP Technical Committee reviews all requests. Recommendations are then made by this Committee to the Planning Commission, who subsequently makes recommendations to the Board of Supervisors for adoption as part of the County’s budget.

Cash Proffers

In 2007, per Virginia Code § 15.2-2303 which enables the County to accept proffers as reasonable conditions to address the impacts resulting from a rezoning, Albemarle County adopted the existing

Cash Proffer Policy A. copy of the current policy may be found in [Appendix](#) of this Plan. The authority granted by the State includes the authority to accept cash contributions to address impacts to public facilities generated by new residential development. It is the policy of the County to require that the owner of property that is rezoned for residential uses to provide cash proffers equivalent to the proportional value of the public facilities deemed necessary to serve the proposed development on the property. It is intended that this policy help offset expenses incurred by the County as a result of new development. By volunteering proffers and therefore assisting in the construction of needed public facilities such as schools, transportation, parks, libraries, and public safety facilities, developers contribute greatly to helping the County achieve the Comprehensive Plan goals.

State and Federal Funds

While both State and federal government financial support for localities has diminished over the past years, both still provide opportunities for funding of programs. Through a wide variety of grant making programs, many governmental agencies assist the County in work related to achieving the Comprehensive Plan goals. For instance, the Department of Housing and Urban Development extends grant and loan opportunities to assist with low-income housing. The Virginia Department of Conservation and Recreation provides grants for stream restoration and urban parks. The Department of Homeland Security provides grants for projects which enhance policing opportunities. Continued use of these funds will be important; however, they are expected to continue diminishing over time.

Bonds

Historically the County has been averse to taking on long-term debt to fund infrastructure improvements, even though it has an excellent bond rating. This is consistent with the County's fiscally conservative philosophy and practices. Unfortunately, infrastructure improvements, especially in transportation, have not kept up with community needs. The County cannot continue to rely on the State to fund transportation improvements. For that reason, consideration should be given to addressing needs through longer term debt. Issuance of bonds would provide additional funding that could be added to revenue from property taxes and funding commitments from developers for new development.

Maps and Mapping Tools

Maps are tools that can be used to help implement the Comprehensive Plan. Two important maps are described below:

The Official Map

The term, "Official Map" is particular to Virginia and relates specifically to transportation and areas intended for public improvements. It is one of the oldest planning and implementation methods in existence. In § 15.2-2233 of the Code of Virginia, the State sets out requirements for having and using an Official Map. These requirements, stated below, necessitate significant investment in surveying future or proposed public streets, alleys, walkways, waterways, and public areas:

No future or proposed street or street line, waterway, nor public area, shall be shown on an official map unless and until the centerline of the street, the course of the waterway, or the metes and bounds of the public area, have been fixed or determined in relation to known, fixed and permanent monuments by a physical survey or aerial photographic survey thereof. In addition to the centerline of each street, the map shall indicate the width of the right-of-way thereof. Local planning commissions are hereby empowered to make or cause to be made the surveys required herein.

After adoption by the governing body of an official map, the local governing body may acquire in any way permitted by law property which is or may be needed for the construction of any street, alley, walkway, waterway or public area shown on the map. When an application for a building permit is made to a locality for an area shown on the official map as a future or proposed right-of-way, the locality shall have sixty days to either grant or deny the building permit. If the permit is denied for the sole purpose of acquiring the property, the locality has 120 days from the date of denial to acquire the property, either through negotiation or by filing condemnation proceedings. If the locality has not acted within the 120 day period, the building permit shall be issued to the applicant provided all other requirements of law have been met.

To date, Albemarle County has not chosen to adopt an Official Map to cover a large area, such as the entirety of the Development Areas, because of the cost for preliminary engineering design and surveying. The County, has, however, adopted Official Maps for small areas for transportation improvements where preliminary design has been completed. The option of adopting an Official Map for larger areas, continues to exist should the County wish to pursue it.

Federal Emergency Management Floodplain Maps

Other maps used to implement the Comprehensive Plan include the Federal Emergency Management Systems (FEMA) Floodplain maps. These maps show the extent of the floodplain to which the federal floodplain requirements apply. They are essential to helping property owners know when flood insurance is required. They also help the County identify where development should and should not take place.

Geographic Information System (GIS) Mapping

The County also has digital mapping which it provides for free on-line. This mapping, the GIS Web, helps property owners, developers, and staff interpret different types of geographic data to reveal relationships, patterns, and trends. This information can be used to identify zoning districts, comprehensive plan designations, topography, critical environmental resources, locations of leaking underground storage tanks, and other features. This particular tool is not an implementation measure, but, its existence and use enables implementation of the Comprehensive Plan goals by the development community and the public.

Work Program for the County

The County's Work Program is its systematic way of accomplishing the Comprehensive Plan goals. Strategies from the Comprehensive Plan are translated into activities to be addressed by staff and others. The Work Program is developed by staff but endorsed by the Board of Supervisors because of its strong relationship to the budget. Maintaining a strong tie between the Comprehensive Plan strategies and the Work Program ensures a logical and efficient approach to implementation.

20 Years in the Future

The County has prepared the Comprehensive Plan update with expectations for a bright future. The goals, objectives, and strategies contained in the Plan provide the roadmap for achieving the County's vision. Programs of the County, activities of its residents and businesses all contribute to the Plan's success. If successful, residents in 20 years will continue to experience and enjoy the County's rural heritage, scenic beauty, and natural and historic resources and have attractive and vibrant communities resulting from a strong economy and excellent educational system.

Page intentionally left blank.

Albemarle County Comprehensive Plan 2015

BACKGROUND

Page intentionally left blank.

BACKGROUND

Introduction + Context

Albemarle County has many attributes that have defined its unique character and continue to make it a desirable place to live, work and play. Its nationally and world recognized historic landmarks, university, scenic beauty, natural resources and local enterprises have made the County one of the nation's most attractive places to reside and popular places to visit. This attractiveness and popularity has been both a catalyst for and the result of a strong tradition of protecting and enhancing Albemarle's features while planning for anticipated population and business growth.

The purpose of this Comprehensive Plan is to set forth County government policy that helps guide public and private activities as they relate to land use and resource use. As the means to carry out this purpose, the Plan is the County's most important policy document. It establishes the blueprint for future decisions regarding resource protection, land use and development, transportation systems, public facilities and utilities, economic development, housing, and public services.

Over time, the County's Comprehensive Plan has established one overarching policy--growth management. The County's Growth Management Policy emphasizes the importance of channeling growth and creating livable, enjoyable places in the Development Areas and protecting the resources and character of the designated Rural Area. The County recognizes the importance of the rights of individual property owners and works to incorporate these rights into County initiatives on behalf of the larger community. Balancing individual rights with those of the larger community are important parts of growth management. Periodic reviews and amendments to the Plan have not changed this emphasis. Early in the development of this Plan update, the Planning Commission reaffirmed this policy and focused on strategies that can be both effective and measurable in carrying out the goals and objectives set forth in the Plan.

The Comprehensive Plan is a 20-year plan and is the result of a dynamic planning process. Because the Plan is for the citizens of the County, by necessity, the process reflects many diverse interests. In developing the 2015 Plan, the County's Planning Commission conducted over 50 public input meetings, and the Board of Supervisors held 18 meetings, which have been archived in the [Reference Documents](#). While the Plan cannot totally satisfy the particular interest of every citizen, active participation from individuals and groups is essential to create a Plan that addresses the health, safety, and welfare of the County citizenry in a fair and equitable manner.

Maintaining a balance between the diverse individual and collective interests of the County's citizenry in a growing, changing community can be challenging. With the guidance of an ultimate vision along with goals, objectives and strategies supporting that vision, the Comprehensive Plan can better prepare the County to meet these challenges.

Comprehensive planning does not end with this document. A number of actions, such as ordinance amendments, working with volunteers, and capital expenditures will need to take place in order to implement the Plan. These actions are identified throughout the Plan. In addition, the Plan's priorities will be subject to ongoing monitoring, and may be amended by future action.

The Comprehensive Plan

State law governing the development of a Comprehensive Plan (Virginia Code § 15.2-2223) requires every county, city, and town to adopt a comprehensive plan for the physical development of its territory.

Figure 1: Land Use and Planning Milestones in Albemarle County, Virginia 1944 – 2015

1944	First Planning Commission created	1998	Water Protection Ordinance adopted;
1949	First Subdivision Regulations adopted		Subdivision Ordinance revised
1963	Last successful annexation by City of Charlottesville	1999	Natural Resources and Cultural Assets Chapter of the Comprehensive Plan revised and adopted
C.1965	Beaver Creek Reservoir built by Albemarle County Service Authority to provide water to Crozet	2001	The Neighborhood Model adopted into Comprehensive Plan
1967	Department of Planning and Community Development established	2001	Parking requirements reduced; alley regulations adopted; cell tower regulations adopted all in Zoning Ordinance
1969	First Zoning Ordinance adopted	2003	Neighborhood Model Zoning District adopted
1971	First Comprehensive Plan adopted, first Growth Areas established	2004	Crozet Master Plan adopted into Comprehensive Plan
1973	Use value [land use] taxation enacted	2005	Subdivision Ordinance updated to require sidewalks, curb & gutter, and interconnections in the Development Areas
1974	New Subdivision Ordinance adopted	2005	Monticello Historic District adopted
1975	Soil Erosion and Sedimentation Ordinance enacted	2007	Rural Area Chapter of the Comprehensive Plan adopted
1976	Reservoir "runoff control " ordinance adopted; major comprehensive plan revision adopted; First Comprehensive Plan update, Growth Areas slightly reduced in area	2008	Pantops Master Plan (Neighborhood 3) adopted into Comprehensive Plan
1977	First capital improvements program (CIP) adopted; Urban stormwater ordinance adopted; Position of Watershed Management Official created; Decision by Board of Supervisors to build Crozet sewer interceptor	2008	Downtown Crozet zoning district adopted
1978	Growth area Land Use Plan amendments adopted [removed most land areas draining to any water supply from the growth areas]	2008	Driveway standards established in Zoning Ordinance
1980	Current Zoning Ordinance and zoning maps adopted [first major revision to the Zoning Ordinance, based on the Comprehensive Plan]	2009	Water Protection Ordinance revised to expand stream buffers to all streams in the Rural Area
1982	Annexation agreement with City of Charlottesville (including revenue sharing) ratified Comprehensive Plan updated, Downzoning of all lands located outside of growth areas [zoning now matched Comprehensive Plan, except in jurisdictional area]	2010	Village of Rivanna Master Plan adopted into Comprehensive Plan
1985	CATS (Charlottesville Area Transportation Study) adopted by Metropolitan Planning Organization (MPO); Land Use Regulation Committee (LURC) Report completed, addressing improvements to County development review procedures	2010	Crozet Master Plan Update adopted into Comprehensive Plan
1986	Three Party Agreement signed (formalized cooperative planning procedures among the City, County and University)	2011	Places 29 Master Plan adopted (Neighborhoods 1&2, Hollymead and Piney Mountain) adopted into Comprehensive Plan
1988	Crozet sewer interceptor goes on line	2012	Virginia Stormwater Management Regulations require counties to adopt state programs and new criteria for stormwater management
1989	Comprehensive Plan Updated	2013	Site plan regulations revised to remove Planning Commission review
1990	Rural Preservation Development added to Rural Areas zoning district	2014	Water Protection Ordinance revised to reflect state criteria for stormwater management, Virginia Pollutant Discharge Elimination System (VPDES), and mandates for local authorities to review and enforce general construction permits
1991	Architectural Review Board (ARB) and Entrance Corridor overlay district established	2014	Flood Hazard Overlay District updated to reflect FEMA requirements and adopted
1993	Lickinghole Basin completed [for sedimentation control]	2014	Critical Slopes Overlay District for the Development Areas adopted
1994	Town of Scottsville boundary adjustment	2015	Comprehensive Plan Update adopted
1996	Land Use Plan for Comprehensive Plan adopted		
1997	Development Area Initiatives Steering Committee (DISC) established		

It also requires that the Comprehensive Plan be reviewed every five years. Regardless of State Code requirements, it is important to periodically revisit and update the Plan to ensure that it is consistent with community views and addresses current issues.

Brief History of Planning in Albemarle County

Albemarle County has been planning for many years, beginning about 70 years ago with establishment of the first Planning Commission. Key planning activities have included adoption of the first subdivision regulations in 1949, hiring the first professional planning staff in 1967, adopting the first zoning ordinance in 1969, and adopting the first Comprehensive Plan in 1971. Successive Comprehensive Plan updates occurred in 1977, 1982, and 1989. After 1989 came a series of “updates” which included the Land Use Plan for the Development Areas in 1996, Natural and Cultural Resources in 1999, and the Neighborhood Model adoption in 2001. The first Master Plan was adopted in 2004 for Crozet and the Master Plan for Pantops was adopted in 2007. The Rural Area Plan was also adopted in 2007, along with some updates to Natural and Cultural Resources. Other Master Plans were adopted in 2011. Each amendment to the Comprehensive Plan was followed with changes to development regulations to help achieve Comprehensive Plan goals. Figure 1 provides information on planning milestones and reflects the County’s longstanding commitment of planning for the future.

Regional Planning and Albemarle County

Albemarle County planning is influenced by the larger region within which the County is located. The County participates in a number of regional planning and service delivery organizations, including, but not limited to, the Thomas Jefferson Planning District (TJPDC), the Metropolitan Planning Organization (MPO), the Central Virginia Partnership for Economic Development, and the Housing Directors Consortium. Cooperative. Working together, these organizations enable the exchange of information, coordinated planning for the future, avoiding duplication of services, and greater efficiency in the provision of infrastructure.

Figure 2: Geographic Area of Thomas Jefferson Planning District



Source: TJPDC, 2013

Planning and Coordination Council

One of the most important regional cooperative activities involves the County, the City of Charlottesville, and the University of Virginia (UVA). Established in 1986, the Planning and Coordination Council (PACC) exists to promote cooperation in planning and community development among the City the County, and UVA. PACC began with a [“Memorandum of Understanding,”](#) which is provided in the Reference Documents. The three-party agreement established areas where collaborative planning would take place – Areas A, B, and C. The areas are defined as follows:

Area A – All properties now owned by UVA and its related foundations that are used for educational purposes, as designated on the Map, which was last updated in 2012.

Area B – Land that lies at the boundaries of the University in either the City or the County, or has otherwise been designated as part of Area B, and on which the activities of any or all three of the parties might have a significant effect, as designated on the Map. Development in these areas continues to be guided by the current City and County Comprehensive Plans and the current University of Virginia Grounds Plan.

Area C – All land on the Map not included in Areas A and B.

A map of Areas A and B is provided in Figures 4 and 5. Joint planning by the City, the County, and UVA takes place for Area B. In the County, plans for Area B are reflected in the Development Area Master Plans and also in the Rural Area Chapter of this Plan. These recommendations have been approved by the City of Charlottesville City Council and the Albemarle County Board of Supervisors. This successful regional planning effort, and continued participation in PACC, remains a priority for the County.

Regional Sustainability and Livability

Sustainability is a term that reflects the ability to meet the needs of the present without compromising the ability of future generations to meet their own needs. Sustainability has been an ongoing theme in the County, as well as in the region. For over 40 years, the Thomas Jefferson Planning District Commission (TJPD) has provided Albemarle County with many opportunities to cooperate with regional partners to work out solutions to matters of shared importance to the future of the County and the region. One such effort, the Thomas Jefferson Sustainability Council, created in 1994, grew out of the 1990-1992 Thomas Jefferson Study to Preserve and Assess the Regional Environment. The Sustainability

Figure 3: Sustainability Accords

The Sustainability Council developed the 1998 Sustainability Accords that were adopted into the County’s Comprehensive Plan in 1998 and reaffirmed in 2007. These fifteen Accords continue to be important aspirational principles of the County.

1. Encourage and maintain strong ties between the Region’s urban and rural areas, fostering healthy economic, environmental, social, and political interactions.
2. Strive for a size and distribution of human population that will preserve the vital resources of the Region for future generations.
3. Retain the natural habitat required to support viable plant and animal communities that make up the Region’s biological diversity.
4. Ensure that water quality and quantity in the Region are sufficient to support the human population and ecosystems.
5. Optimize the use and reuse of developed land. Promote clustering in residential areas and the integration of business, industry, recreation, residential, and open space.
6. Promote the consideration of appropriate scale in all development and land use decisions.
7. Retain farmland and forest land for the future.
8. Broaden the use of sustainable forestry practices among loggers and landowners.
9. Promote the sale of locally produced farm and forest products in local, national, and international markets.
10. Develop attractive and economical transportation alternatives to single occupancy vehicle use.
11. Promote the conservation and efficient use of energy resources.
12. Provide, at all levels, educational opportunities open to every member of the community.
13. Ensure that every member of the community is able to obtain employment that provides just compensation, mobility, and fulfillment.
14. Increase individual participation in neighborhood and community organizations.
15. Encourage greater understanding of sustainability issues as they affect individuals and the Region, using formal and informal education and local media coverage.

Council included 34 members who represented Albemarle, Fluvanna, Greene, Louisa, and Nelson Counties, and the City of Charlottesville. This diverse group of farmers, business people, foresters, environmentalists, developers, and elected officials was given the charge to “describe a future where our economic, human, social, and environmental health are assured.”

The Council addressed the areas of human population, basic human needs, economic development, transportation, land development, waste, values, ethics, community awareness, interdependence/balance, government, natural environment, and agriculture/forestry. . These items have been woven into the County’s Comprehensive Plan through specific objectives and strategies that relate to sustainability and environmental stewardship.

As a next step in moving toward more implementable sustainability initiatives the County, the City of Charlottesville, and the University of Virginia began work on a U.S. Housing and Urban Development funded Livability Implementation Plan in 2011. The project, known as the Livability Project, has provided cross-cutting strategies for land use, parks and recreation, and transportation. A full copy of the report, which includes the Livability Project Goals, a Performance Measurement System, A Recommended Toolkit of Code and Ordinance Changes, and Actions for Community Health and Livability is found in the Reference documents.

The report also identifies the two areas both the City and the County wish to work on jointly over the next five-year period. These two areas are the Rivanna River corridor on the City’s eastern border and overcoming physical barriers to walkability. Expectations for planning in the Rivanna River Corridor are described in the Parks and Recreation, Greenways, Blueways, and Green Systems Chapter. Developing ways to overcome physical barriers to walkability can be found in the Transportation Chapter.

The list of recommended Livability Project Goals is provided in Figure 6. The goals have been integrated into each Chapter of the County’s Comprehensive Plan. They are intended to guide future actions of each community by providing direction on future planning activities of both communities. Working together, the City and the County can continue to make the larger community more livable and sustainable.

Page intentionally left blank.

**Figure 4:
Map of Areas A and B**

AREA A and AREA B

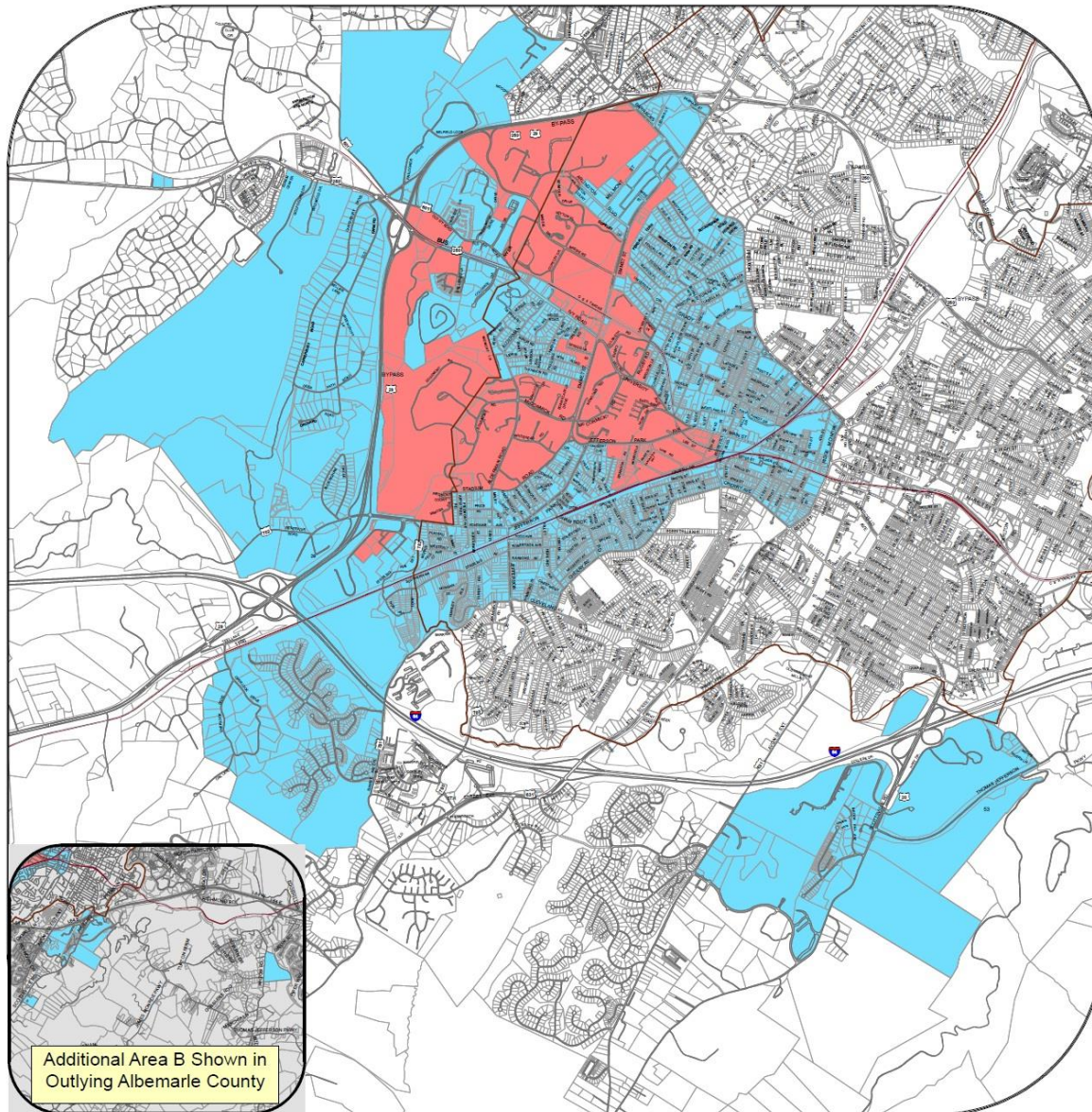
Albemarle County, City of Charlottesville
and
University of Virginia



Approved by PACC April 30, 2012

**Prepared by
City of Charlottesville**

Neighborhood Development Services
January 2012



Source: Planning and Advisory Council 2012

Page intentionally left blank.

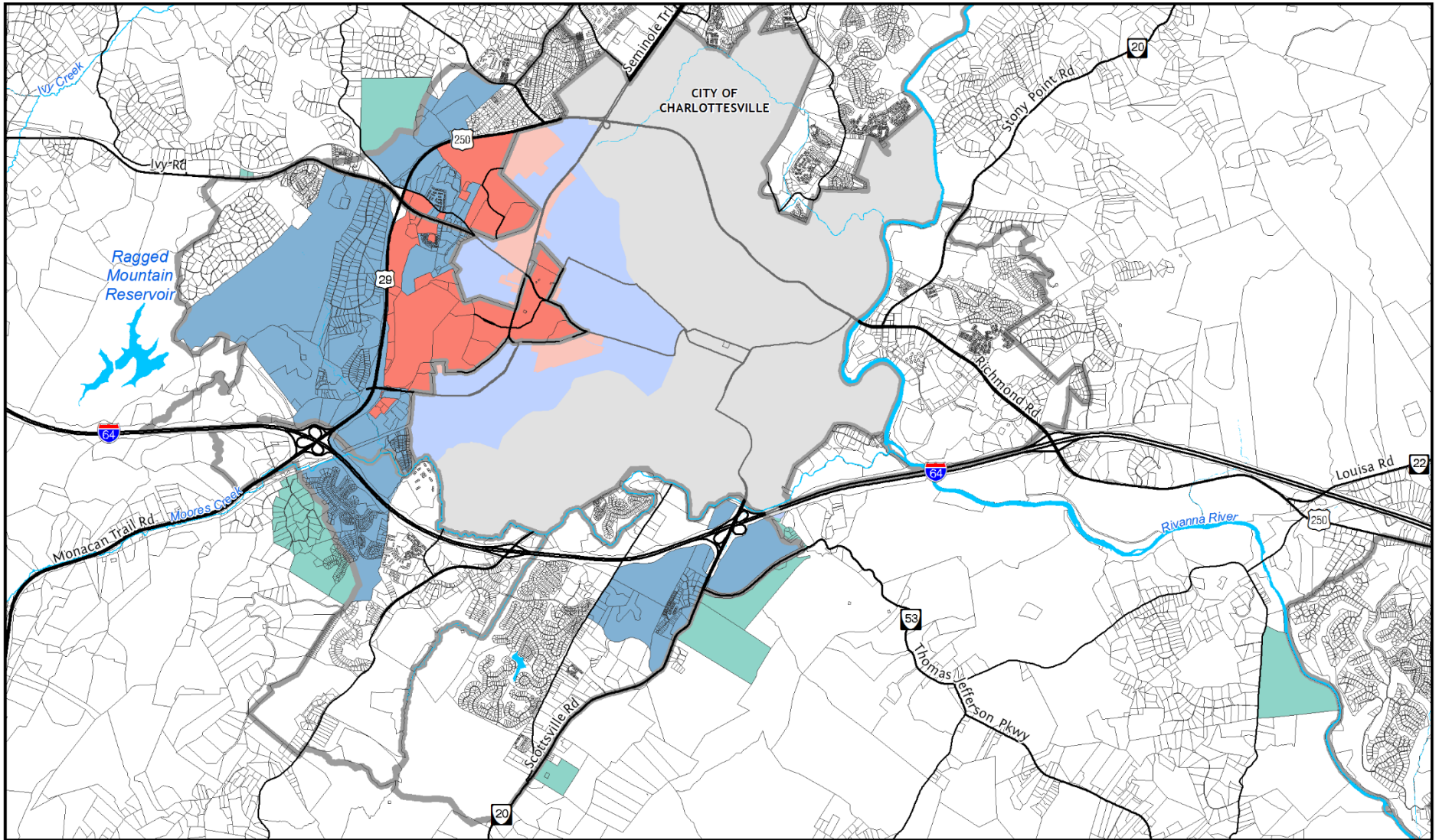
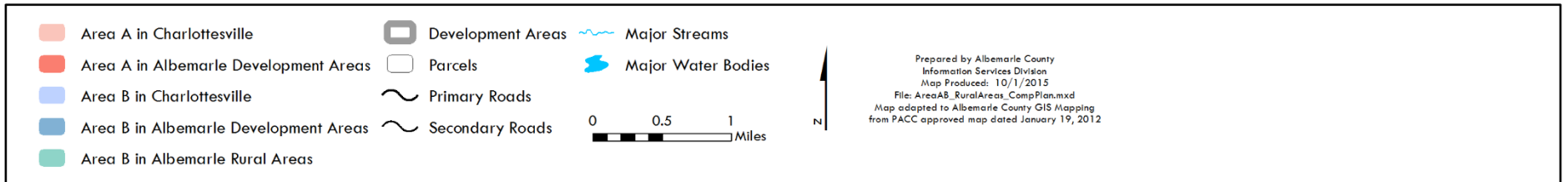


Figure 5: Adapted Map of Areas A and B



Page intentionally left blank

Figure 6: Livability Project Goals

The Planning Commissions of the City of Charlottesville and Albemarle County recommended the following goals:

Economic Development

Recognize the necessity of vibrant regional economic relationships and will work together toward a strong, diversified economy creating stability and opportunities for advancement in our communities by:

- Continuing to coordinate staff efforts to support regional economic development, including collaboration with the University of Virginia.
- Improving opportunities for employment centers that are connected to community amenities, housing, and services in the City and in the County's Development Areas.
- Coordinating with education partners – elementary, middle, high schools, as well as Piedmont Virginia Community College and the Charlottesville Albemarle Technical Education Center, to provide training for locally based jobs.
- Supporting a range of businesses in identified target industry areas (bioscience and medical, business and financial, information technology & defense, and agribusiness).
- Encouraging land use practices and policies that promote vibrancy in the local economy through cultural industries including heritage tourism, entertainment, agritourism, local food, and art, and entertainment.
- Improving opportunities for entrance and re-entry into, and advancement within the workforce by encouraging a diversity of training and placement programs designed to help all citizens, regardless of education or income, secure and retain jobs in our community.
- Identifying opportunities for small businesses and entrepreneurship and develop policies that encourage innovation.

Entrance Corridors

Work together to more consistently enhance the visual quality and multi-modal experiences along the corridors by

- Enhancing communication among the University of Virginia and City and County Boards and Commissions related to proposed changes within Entrance Corridors and other shared boundaries.
- Creating distinctive destinations and places through multiple means, such as landscaping and urban area walkability.
- Establishing a consistent approach to signage.
- Coordinating continuity of corridor guidelines between the City and County.
- Enhancing and improving the scenic and historic character of each corridor, while connecting historic resources, such as Monticello, Ash Lawn-Highland, the University of Virginia, and Court Square, within the community.

Environment

Continue to promote a community of green neighborhoods, healthy waterways, clean air, and sustainable natural resources by:

Air Quality

- Encouraging multi-modal transportation & focus development and redevelopment in urban areas that are supported by multi-modal transportation facilities that will help to reduce emissions of air pollutants and greenhouse gases.
- Encouraging industries to be clean and environmentally responsible.

Water Quality

- Protecting drinking water supplies and associated watershed protection areas.
- Improving water quality of all of our waterways.
- Recognizing the connection between land use practices and water quality in decision making.
- Coordinating actions intended to address and meet all appropriate water quality standards.

Stormwater

- Improving stormwater infrastructure and reducing stormwater runoff.
- Encouraging low-impact development techniques and practices through land development regulations, education, and incentives.

Agriculture

- Improving viability of local agriculture through concentrating development in the City areas identified for greater intensity of use and higher densities and County Development Areas, while strengthening measures that protect agriculture in the Rural Areas.
- Recognizing the shared interests between the City and County in promoting a strong local food economy.

Vegetation and Biodiversity

- Recognizing the benefits of biological diversity and encouraging the retention and use of native plants.
- Encouraging establishment, maintenance, and replenishment of urban tree canopy in the developed areas as a means of promoting urban green space, as well as supporting stormwater runoff reduction efforts

Energy Efficiency and Conservation

- Continuing to develop resource and energy conservation strategies and practices applicable to both public and private facilities.

Disposal Practices

- Promoting re-use and recycling.
- Encouraging programs to eliminate roadside litter.

Historic Preservation

Enhance the historic character of the region by fostering community awareness of our historic and cultural resources and promoting the preservation of designated structures and areas by:

- Preparing and maintaining coordinated information detailing requirements, responsibilities and support programs for eligible, significant, and designated resources.
- Collaborating on tourism outreach related to historic resources.
- Preparing, maintaining, and making publically available a single map of formally designated City and County historic resources - available as a layer on both City and County data systems.
- Encouraging designation of historic buildings, sites, districts, structures, and objects through state and federal programs.
- Encouraging local historic designations where appropriate in cooperation with neighborhoods.
- Collaborating with the University of Virginia, Ash Lawn-Highland, Monticello, and other community organizations on historic preservation matters.

Housing

Have a range of housing types that support various incomes, ages, and levels of mobility. These housing types should be connected to community amenities, parks, trails and services in the City and in the County's Development Areas by:

- Developing joint City-County housing goals, both for market-priced and affordable units.
- Exploring the idea of a Regional Housing Authority.
- Encouraging mixed income communities.
- Facilitating collaboration and coordination among various housing staff, committees, builders, and organizations to ensure an appropriate range of housing choices for all community members.
- Developing policies to encourage housing opportunities suitable for healthy aging and for people with disabilities located in close proximity to community services and amenities, recreational resources, and connected to multi-modal transportation corridors.
- Promoting housing located near employment centers in the City and County Development Areas and optimal multi-modal transportation links between those areas and major employment centers.
- Increasing the range of housing type choices, focusing especially on the creation of additional workforce (60%-120% AMI), affordable housing (25%-60% AMI), and deeply affordable (0%-25% AMI) units in the City and the County.

Land Use

Support neighborhoods and places that allow residents to live, work, and play near their homes and where attention to the character of new development and redevelopment enhances quality of life by:

- Encouraging development and redevelopment in areas of the City identified for increased density and greater intensity of use, and in County Development Areas where appropriate in order to preserve open space, rural areas, and agricultural areas.
- Promoting land use patterns that encourage multi-modal transportation opportunities.
- Coordinating City and County Development Areas land use and infrastructure policies.
- Maintaining the distinct character of the Rural Areas.
- Continuing to actively participate in the PACC, which brings City, County and University leaders together to discuss issues of common concern and interest, as a means of decision coordination.
- Establishing policies that provide for consideration of development effects on the neighboring locality and shared community resources.
- Creating a unified vision for land uses adjacent to the Rivanna River that supports the river corridor as a destination while ensuring the protection and improvement of the river's water quality.

Parks and Recreation

Provide a system of high quality public parks, recreation facilities and programming to meet the needs of all residents of the community by:

Share community visions

- Exploring shared-use facilities as a first option when contemplating new or replacement recreation facilities within either jurisdiction.
- Exploring the possibility of a Regional Park Authority to manage shared resources including, but not limited to Ivy Creek Natural Area and Darden Towe Park.
- Developing and implementing a shared vision for parks, trails, and recreation opportunities associated with the Rivanna River.
- Working with the Virginia Department of Conservation and Recreation (DCR) to develop a shared vision for recreation opportunities associated with Biscuit Run State Park.

Encourage healthy choices among all of our residents.

- Creating multi-modal connections to and between parks and recreation areas and employment centers.

Coordinate shared parks and recreation resources.

- Utilizing existing Needs Assessment documents to initiate a dialogue on meeting recreation needs.
- Evaluating existing user fees associated with all parks, facilities, and programs to explore reciprocity programs.
- Coordinating with UVA to identify both active and passive recreation opportunities that may be shared with the larger community.
- Creating a common City-County park, recreation and programming "amenity matrix," and an associated map of amenity locations.
- Creating a regional plan to address need for additional recreational fields.

Transportation

Promote regional multi-modal and accessible transportation options by coordinating transportation planning between Charlottesville, Albemarle County, and the University of Virginia through the Metropolitan Planning Organization by:

- Storing transportation data in the same format.
- Coordinating collection of transportation data to facilitate sharing information among Charlottesville, Albemarle County, the University of Virginia, and the Metropolitan Planning Organization.
- Increasing and expanding transit network efficiency and use.
- Coordinating building the sidewalk network across City-County boundaries and addressing barriers to pedestrian connectivity.
- Providing community education regarding transportation options.
- Collaborating to strengthen intrastate and interstate rail and air transportation opportunities.
- Coordinating to provide and enhance multi-modal connections between employment centers and areas of high residential density.
- Creating dedicated bike-pedestrian connections across physical barriers within the community for:
 - Rivanna River
 - Route 250 – East and West
 - Interstate 64
 - Railroad network
 - City and VDOT system connection
 - Route 29

Page intentionally left blank.

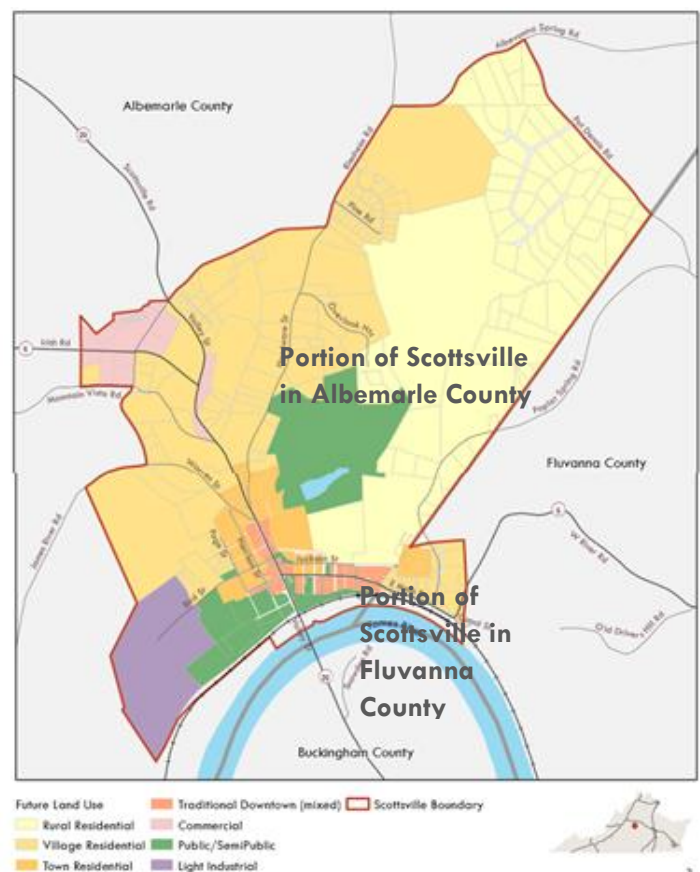
Town of Scottsville

Issues of regional interest and sustainability are not limited to PACC, the TJPDC, or the Livability Project. The Town of Scottsville, which is the only incorporated area in the County, is a designated area for development in the County. It is located in the southeastern corner of Albemarle County and the northwestern corner of Fluvanna County. The portion to the northwest of the Albemarle-Fluvanna County boundary line, wholly within Albemarle County, comprises approximately 961 acres and 536 residents; the portion to the southeast of the Albemarle/Fluvanna County line that lies within Fluvanna County includes approximately 18 acres and 19 residents. Scottsville property owners, residents, and business owners pay real estate and property taxes to the County in which their property lies.



For their part, the counties are obliged to provide to Scottsville residents and property owners the same level of service provided to other County residents and property owners. To this end, schools, police protection (supplemental to the Town's Police Department), fire and rescue protection, social services, library services, park and recreational services, and utilities are provided by Albemarle County to the Town. Unlike the designated Development Areas, however, Scottsville has its own governance. Land use and zoning are within the purview of the Town and not the County.

Figure 7: Land Use Plan for Scottsville



Although it is an incorporated area within the County, Scottsville serves a unique function for Albemarle County. By providing amenities, shopping areas, employment locations, and community services, it serves both Town and County residents. Strategies for cooperation and collaboration may be found in the [Development Areas Chapter](#). A link to the Town of Scottsville's Comprehensive Plan is provided in the [Reference Documents](#).

The County Today

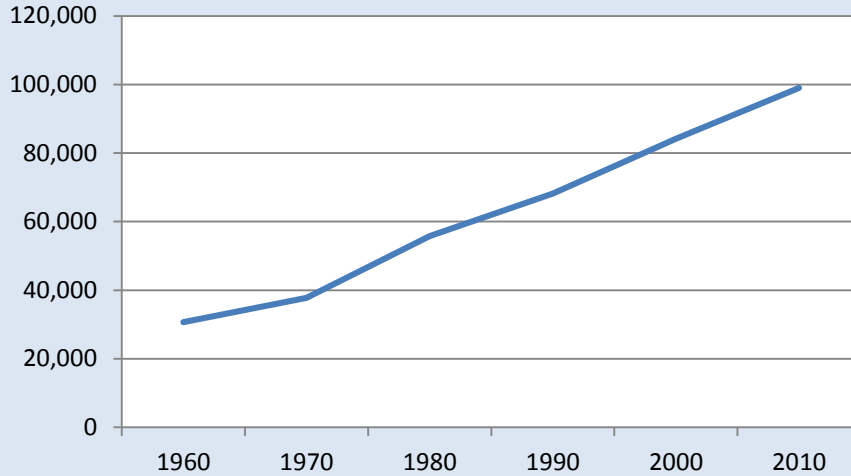
Planning for Current and Future Populations

The current and future residents of Albemarle are the people for whom planning is done. Figures 8 – 14 provide historic and current information on key characteristics of the population. These figures are regularly updated in key documents found on the County’s website. Current information reveals the following:

- The population is growing. In 2012, there were approximately 104,000 people living in the County, representing about 19,000 more than in 2000. This increase represents an average annual growth rate from 2000 of 1.5%. Approximately 11,000 residents of the County are students at the University of Virginia (UVA) who live both on and off campus.
- The population is aging. In 1970, the largest age group was aged 5 – 19. In 2010, the largest group was aged 40 - 64. In 1970, seniors aged 65 and older comprised less than 5,000 persons. Now they are almost 15,000 persons. The number of adults in the 40 – 64 and 65+ age groups has consistently grown since 1970 while the groups that were less than 40 years of age showed no clear trend.
- The racial composition of the County is also changing. In 2010, Albemarle County’s population was approximately 78% Caucasian, 10% Black, 6% Hispanic, and 5% Asian or other nationality. In 1980, 85% of the population was Caucasian and about 3% was Hispanic. The percentage of Blacks has not changed.
- Albemarle County residents, overall, continue to have higher incomes than most residents in Virginia and the United States. In 2013, the estimated per capita income was over \$37,000, while the U.S. per capita income was approximately \$28,000. Median household income was approximately \$68,000 while the U.S. median household income was just over \$53,000.
- Households with the highest incomes are increasing with the highest growth occurring in the households making over \$150,000 per year. There were almost eight times as many households in this category than there were in 1990. Income in Albemarle County generally comes from earnings, although this is not universally the case as anecdotal evidence indicates many residents have unearned income. Households in the lowest income category also increased; however this category also contains many of the students at UVA who have little or no income of their own.
- Unemployment continues to be low in Albemarle County, typically, about one-half the national rate. The stability of Albemarle County’s employment base has helped keep unemployment at lower levels than those of the State and nation. Figure 14 seems to indicate that the economic downturn that began in 2007 has reversed course, and economic growth is occurring again in Albemarle County.
- The County’s economic base continues to be fairly diverse. Although government-related jobs comprised the largest employment sector in Albemarle County in 2011, due primarily to the large presence of UVA, Albemarle County, and the Department of Defense, other sectors also provided jobs. Retail trade was the second highest employment sector. The third highest sector was in healthcare. Other industries that provided more than 1,500 jobs in Albemarle County in 2011 include accommodation and food services, professional and technical services, construction,

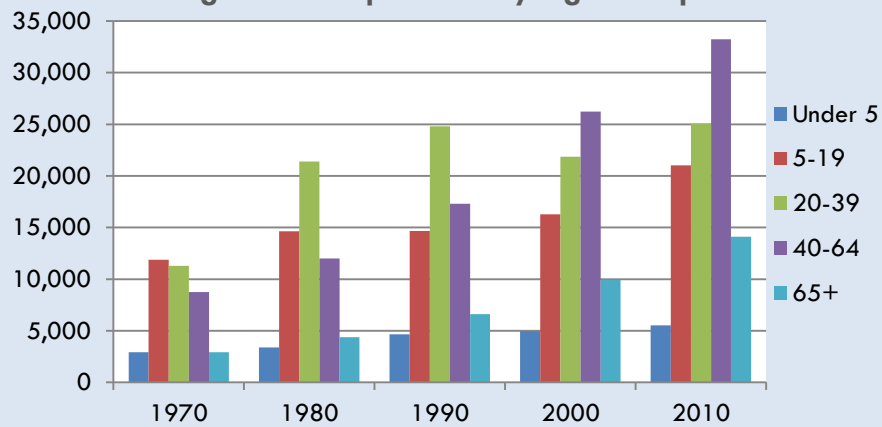
manufacturing, and other services. These larger industries are comprised of higher skill occupations or support occupations for highly skilled employees.

Figure 8: Population Growth in Albemarle County 1960 - 2010



Source: U.S. Census

Figure 9: Population by Age Group



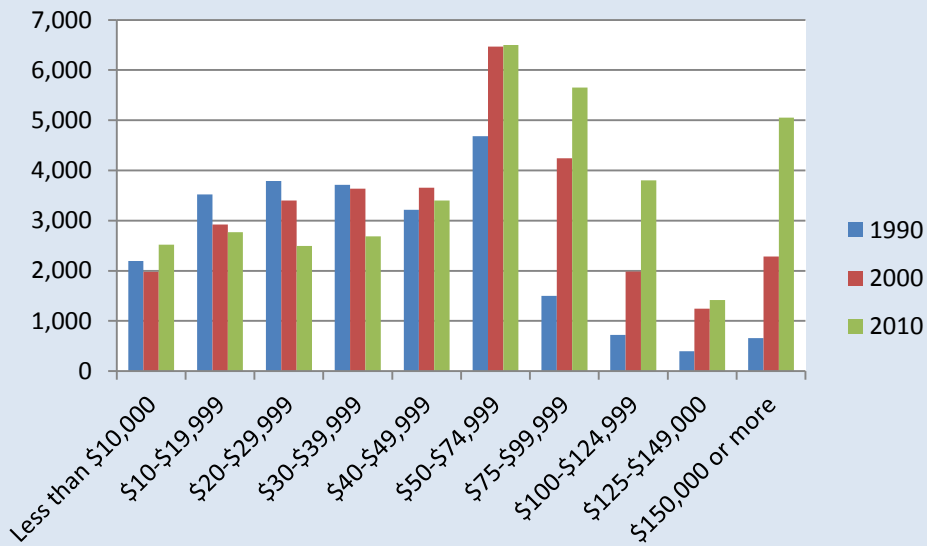
Source: U.S. Census

Figure 10: Change in Median Household Income in Albemarle County, Charlottesville, and Virginia 1990 - 2010

Median Household Income	Albemarle County	Virginia	United States
1990	\$36,886	\$33,328	\$30,056
2000	\$50,749	\$46,667	\$41,994
2010	\$63,474	\$59,330	\$50,221

Source: U.S. Census Bureau, American Community Survey 2010

Figure 11: Median Household Income in Albemarle County 1990 - 2010



Source: U.S. Census Bureau, American Community Survey 2010

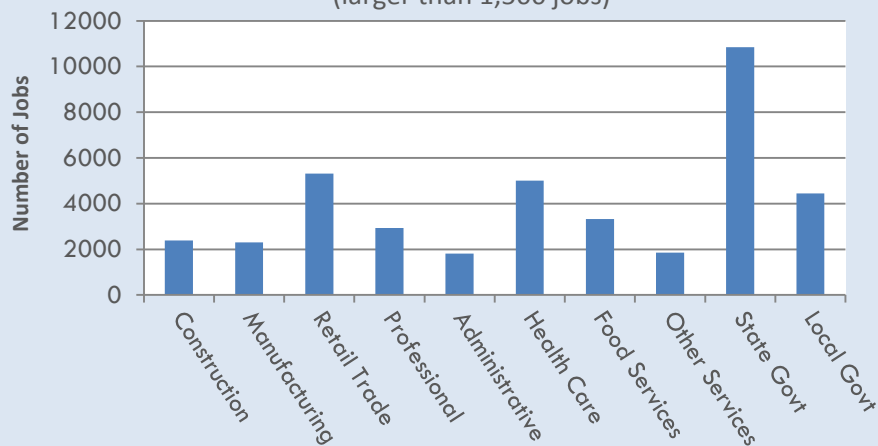
Figure 12: Average Annual Unemployment Rates 2000 - 2012

Year	Albemarle County	Charlottesville	Charlottesville MSA	Virginia	United States
2000	1.7%	2.9%	2.1%	2.3%	4.0%
2005	2.8%	3.8%	3.1%	3.5%	5.1%
2010	5.4%	6.9%	5.9%	6.9%	9.6%
2012	4.5%	6.7%	5.9%	5.5%	8.1%

Source: U.S. Census Bureau, American Community Survey 2010

Figure 13: Employment by Industry

(larger than 1,500 jobs)



Source: Virginia Employment Commission 2011

Figure 14: Change in Per Capita Income in Albemarle County, Charlottesville, and Virginia 1990 - 2010

Per Capita Income	Albemarle County	Virginia	United States
1990	\$17,448	\$15,713	\$14,420
2000	\$28,852	\$23,975	\$21,587
2010	\$33,421	\$31,180	\$26,409

Source: U.S. Census Bureau, American Community Survey 2010

Expectations for the Future

Population change is dependent on in-migration, out-migration, births, and deaths. Migration patterns typically relate to availability of jobs. With the County’s growing economy, the population is expected to increase in the future. To project future populations, the County has typically relied on the Virginia Economic Commission (VEC). In 2012, the VEC contracted with the Weldon Cooper Center for Public Service to produce projections for all localities in the State. The 2012 projections are provided in Figure 15.

Figure 15: Projected Population 2020-2040

Area	2,020	2,030	2,040
Albemarle County	115,642	134,196	154,814
Charlottesville	46,636	47,252	48,545
Virginia	8,811,512	9,645,281	10,530,228

Source: U.S. Census and Weldon Cooper Center for Public Service, 2013

With this future population, the following changes will also likely take place:

- For the near future, growth will probably occur at a rate of about 1.5% per year. When this rate might change is unknown. The further into the future one attempts to project, the more difficult projecting becomes. Growth at UVA and with the federal defense agencies will likely have the most influence.
- As with the rest of the United States, the percentage of seniors in the population will continue to grow. It is expected that the 40 – 64 age group will begin to diminish some as the 65+ age group grows. The 18 – 24 age group will likely grow in conjunction with UVA.
- The racial composition will continue to change and racial diversity will likely increase. More Hispanics will live in the County in the future, based on nationwide trends.
- Albemarle County residents will continue to have higher incomes than most residents in the State and the United States. This prediction is based on past trends and there are no indicators of change in this indicator.
- Households with the highest incomes will also likely increase, at least for the near term. This prediction is also based on past trends.

- Unemployment will continue to be low, following its historic trend in the County.
- The County's employment makeup will likely increase in diversity, as a result of efforts to target specific industries for assistance and support. Jobs in health care are expected to increase with expansion projects at the UVA Health System and the relatively recent relocation of the Martha Jefferson Hospital to Albemarle County. Research and development will continue to occur and grow as a result of proximity to UVA. Defense jobs will increase as long as the federal government operates Rivanna Station in Albemarle County. Manufacturing may also increase as a result of the County's economic development activities. Also, smaller boutique farms are expected as the local food movement continues to grow.

The County has prepared the Comprehensive Plan update for the next 20 years based on these expectations for the future.

This Document

When work began on the 2015 update, the Comprehensive Plan was divided into five different sections: Natural and Cultural Resources; Land Use Plan for the Development Areas; Rural Area Plan; Economic Development Policy; and Affordable Housing Policy. Each of the first three sections included multiple appendices. This update has brought the different chapters together under the single vision for the County and provided consistency within and among chapters.

This 2015 Comprehensive Plan Update contains two volumes - a Summary and the Plan. Information on these two volumes, as well as the Reference Documents, is provided below.

Summary of the Plan

The [Summary](#) is an abridged version, containing only the goals, objectives, and strategies of the Plan. It contains the Plan's expectations and those actions required to achieve the expectations. Because of its brevity, it can provide a general understanding of the Plan's flow. Unlike the full Plan, it does not provide explanations as to why the goals, objectives, and strategies exist or show details on how to implement the Plan. The Summary has extracted the most important parts of the Plan but is not intended to be used in place of the Plan.

The Plan

The Plan provides details to the Summary. It explains what is important to the County and why it is important. It provides guidance on how the strategies will be used to achieve the objectives and goals. This Chapter is an introduction to help set the context for the Plan. The succeeding chapters are: [Growth Management](#); [Natural Resources](#); [Historic/Cultural/Scenic Resources](#); [Economic Development](#); [the Rural Area](#); [the Development Areas](#); [Housing](#); [Transportation](#); [Parks and Recreation, Greenways, Blueways, and Green Systems](#); and [Community Facilities](#).

The order in which these chapters appear is intentional. The County's growth management goal sets the stage for all of the other goals. Natural resource protection, scenic, historic, and cultural resources represent the highest set of priorities from residents in citizen surveys conducted for many years. The chapter on economic development follows resource protection because a thriving economy is both affected by and affects all other aspects of planning. Land use expectations follow with the Rural Area Chapter and the Development Area Chapter. Because the Rural Area covers 95% of the County and contains most of the natural, historic, scenic, and cultural resources of the County, it is first. The Development Areas Plan follows,

which sets the context for chapters on housing, transportation, parks and recreation, and other community facilities and services.

Within each chapter, organization is consistent. The goal for each topic is found on the first page. An explanation of the relationship of the goal to the County's overall vision follows on the next page. The joint City-County goals highlight the commitment of the two communities working together to achieve those goals. Following the introductory paragraphs in each chapter are the objectives and strategies. The strategies are "action items," which include continuation of existing programs, enhancement of programs, and new initiatives. The text is supportive of the strategies and provides guidance and direction. The text carries the same weight as the strategies. The enhancements and new initiatives are activities that will make their way into the County's Work Program over time. Annual Planning Commission reports to the Board of Supervisors will report on progress towards completion of these activities and achievement of the goals.

The Plan also includes an [Implementation Chapter](#) that shows how to bring the Plan to life. It begins with the voluntary actions of citizens. An explanation of regulatory measures follows along with funding mechanisms. The County's priorities for actions are identified by chapter topic, as well as ways to measure success in coming years.

The [Appendix](#) is the final part of the Plan. It contains detailed recommendations on specific parts of the Plan. The Cash Proffer Policy, the Affordable Housing Policy, Master Plans, and the Neighborhood Model Design Guidance are a few examples in the Appendix. Each of the items in the Appendix is part of the Comprehensive Plan and carries the weight of the Plan.

[Reference Documents](#)

Reference Documents include several items. They are documents that can stand alone outside of the Plan, such as lists of soil categories or watersheds. Reference Documents also include copies of other plans and reports that have influenced the development of this Plan, such as the [Capacity Analysis](#) and the [Target Industry Study](#). Reference Documents also include sources of information that can be used to further direct future work of the County, such as the [2004 Survey of Historic Crossroads Communities in Albemarle County](#). These documents are not part of the Comprehensive Plan, nor do they carry the weight of the Plan. Instead, they provide information that pertains to the Plan and other policies. They are included to enlighten the recommendations of the Plan.

Acronyms

Acronyms are used throughout this Plan. The first time in each chapter that an acronym is used it is preceded by its full name, such as the Thomas Jefferson Planning District Commission (TJPDC). Because so many different acronyms are used, a full list is provided in Figure 16.

Final Note about the Plan

The strength of a Comprehensive Plan directly relates to a community's commitment to use it. Like a muscle, the more it is used, the stronger it becomes. Courts recognize the validity of land use decisions when they are guided by the Comprehensive Plan. Failure to consistently use the Comprehensive Plan erodes its substance. Albemarle County has a long history of carefully and thoughtfully planning for its future and then using its Plan as the basis on which to make important decisions. With the support of Albemarle's citizens and continued use, this Plan will help Albemarle County remain the wonderful place its residents enjoy while growing into the future.

Figure 16: List of Acronyms Used in this Document

Acronym	Acronym Description
2035 VSTP	2035 Virginia Surface Transportation Plan
AADT	Average Annual Daily Traffic
ACE	Acquisition of Conservation Easements
ACSA	Albemarle County Service Authority
ADA	Americans with Disabilities Act
Ag/For	Agricultural and Forestal
AHIP	Albemarle Housing Improvement Program
ARB	Architectural Review Board
AWWTP	Moore’s Creek Advanced Waste Water Treatment Plant
BMP	Best Management Practice
CAN	Capital Needs Assessment
CAN	Capital Needs Assessment
CAT	Charlottesville Area Transit
CATEC	Charlottesville-Albemarle Technical Center
CDD	Community Development Department
CDR	Department of Conservation and Recreation
CIP	Capital Improvements Program
CIT	Commuter Information Team
COB	County Office Building
COSS	Corridors of Statewide Significance
CUBE	Center for Understanding the Built Environment
DA	Development Area
DEQ	Department of Environmental Quality
DRPT	Department of Rail and Public Transportation
EC	Entrance Corridor
ECC	Emergency Communications Center
ESCC	Energy Star Courthouse Campaign
FAA	Federal Aviation Administration
FAR	Floor Area Ratio
FEMA	Federal Emergency Management Agency
FMR	Fair Market Rent
FOIA	Freedom of Information Act
FY	Fiscal Year
GIS	Geographic Information System
HUD	Department of Housing and Urban Development
Ivy MUC	Ivy Materials Utilization Center
JAUNT	Jefferson Area UNited Transportation
LEED	Leadership in Energy and Environmental Design
LOS	Level of Service
MAP-21	Moving Ahead for Progress in the 21st Century [Act]
MF	Multifamily
MPA	Monticello Protection Area

MPO	Metropolitan Planning Organization
MSA	Metropolitan Statistical Area
NRHP	National Register of Historic Places
OPDMD	Other Power-Driven Mobility Device
PACC	Planning and Coordination Council
PRFA	Public Recreational Facility Authority
PVCC	Piedmont Virginia Community College
RA	Rural Area
RPD	Rural Preservation Development
RRBC	Rivanna River Basin Commission
RTA	Regional Transit Authority
RWSA	Rivanna Water and Sewer Authority
SFA	Single Family Attached
SFD	Single Family Detached
STP	Surface Transportation Program
SYIP	Six Year Improvement Program
TDM	Transportation Demand Management
TDR	Transfer of Development Rights
TH	Townhouse
TIP	Transportation Improvement Program
TJF	Thomas Jefferson Foundation
TJPDC	Thomas Jefferson Planning District Commission
TMDL	Total Maximum Daily Load
UNESCO	United Nations Educational, Scientific, and Cultural Organization
UnJAM 2035	Charlottesville-Albemarle Metropolitan Planning Area Long-Range Transportation Plan
USA	Urban Service Area
USGS	United States Geological Survey
UTS	University Transit Service
UVA	University of Virginia
VDEP	Virginia Economic Development Partnership
VDHR	Virginia Department of Historic Resources
VDOT	Virginia Department of Transportation
VEC	Virginia Economic Commission
VHD	Vehicle Hours of Delay
VHDA	Virginia Housing Development Authority
VLR	Virginia Landmarks Register
VMT	Vehicle Miles Traveled
VOF	Virginia Outdoors Foundation
VSMPP	Virginia State Stormwater Management Permitting Program
VTRANS 2035	Virginia's Long-Range Multimodal Transportation Plan
WPO	Water Protection Ordinance
WTP	Water Treatment Plant

Page intentionally left blank.



Source: Albemarle County, 2013

VISION + VALUES

Albemarle County envisions a community with

- abundant natural, rural, historic, and scenic resources
- healthy ecosystems
- active and vibrant Development Areas
- a physical environment that supports healthy lifestyles
- a thriving economy, and
- exceptional educational opportunity

for present and future generations.

Page intentionally left blank.

Vision + Values

Vision

The County's Vision and values guide every part of this Plan. Each chapter and section provides text, goals for the future, and strategies to achieve those goals. The Plan also includes tools for measuring progress toward achieving the goals. The vision is repeated at the top of every section and chapter, and the first page of that chapter contains a blue sidebar of how the relevant **Goal** relates to the overall **Vision**.

The County's Growth Management Policy, explained in the next chapter, has been and continues to be the primary tool by which the County retains its values and achieves its vision.



Situated at the foot of the Blue Ridge Mountains, Albemarle County is rich in natural resources, culture, and history. Its rural countryside and agricultural heritage are treasures to be passed on to future generations. Designated Development Areas offer attractive and desirable neighborhoods, shopping, an excellent school system, and places for residents to live and work.

The County's vision, which is stated at the beginning of each Chapter in this Plan, is an expression of its values.

The features which contribute to these values have been identified through surveys over the past twenty years. They are the County's:

- Natural features, including the mountains, valleys, rivers, streams, forests, farms, and meadows;
- Excellent educational opportunities as found in the County's public and private schools, college, and university;
- Economic drivers, which are business, industry, the University of Virginia, and other governmental agencies;
- Neighborhoods, places to shop, and places to worship;
- Parks, greenway trails, and recreational areas;
- Historic and cultural resources; and
- Relationship to the City of Charlottesville and the University of Virginia as partners in the community.

Preservation and enhancement of these features, along with preserving the individual rights of citizens, are the keys to future prosperity in the County. Citizens working together will help the County achieve its vision.

Page intentionally left blank.



Source: Albemarle County Community Development 2010

GROWTH MANAGEMENT

GOAL:

Albemarle County's Development Areas will be attractive, vibrant areas for residents and businesses, supported by services, facilities, and infrastructure. Growth will be directed to the Development Areas and the County's Rural Area with its agricultural, forestal, historic, cultural, scenic, and natural resources will be preserved for future generations.

Page intentionally left blank.

VISION:

Albemarle County envisions a community with abundant natural, rural, historic, and scenic resources • healthy ecosystems • active and vibrant development areas • a physical environment that supports healthy lifestyles • a thriving economy • and exceptional educational opportunity for present and future generations.

Growth Management

Relationship to the Vision

Albemarle County's Growth Management Policy reflects the County's commitment to honor its rural heritage, scenic beauty, and natural resources. This Policy also has enabled the County to invest in infrastructure and services in its Development Areas to help create attractive and vibrant places. The Growth Management Policy has been in place for over 40 years and has been a key factor in maintaining the County's robust economy.

Introduction

Application of Albemarle's Growth Management Policy is the primary means to achieve the County's vision.

ALBEMARLE COUNTY GROWTH MANAGEMENT POLICY

Promote the efficient use of County resources through a combination of:

A. *Protecting the elements that define the Rural Area:*

- *Agricultural resources*
- *Forestry resources*
- *Land preservation*
- *Land conservation*
- *Water supply resources*
- *Natural resources*
- *Scenic resources*
- *Historical, archaeological, and cultural resources*

and

B. *Promoting the Development Areas as the place where a variety of land uses, facilities, and services exist and are planned to support the County's future growth, with emphasis placed on density and high quality design in new and infill development.*

This Growth Management Policy directs development into specific, identified areas while conserving the remainder of the County for rural uses, such as agriculture, forestry, resource protection, and others that rely on these uses. Resource protection is one of the basic purposes behind the County's Growth Management Policy; it is essential to preserve resources in order to pass on these Rural Area features to future generations.

The Growth Management Policy has been in place since 1971, when the County's first Comprehensive Plan was adopted. The 1971 Plan established both the growth areas and the policy that growth should occur in those areas, with the remainder of the County remaining rural. The 1977 Comprehensive Plan solidified the Growth Management Policy by reducing the area designated for development and establishing Development Areas boundaries based on the public water supply watersheds. The 1982, 1989, and 1996 Plans continued to build on the Policy. In 2001, as an outgrowth of the 1996 Plan, the County adopted the [Neighborhood Model](#). The Neighborhood Model is made up of 12 principles that, when applied, create high quality urban places. The Growth Management Policy has been strengthened over time by consistent application and has given Albemarle a distinctive character when compared to the surrounding counties and most other non-urban counties in Virginia.

The principle of watershed planning is a key part of growth management planning. Protection of the public water supply, which relies on impoundments fed by these watersheds, is essential to the County's growth. Except for the Community of Crozet and a very small area in the Places29 Development Area, the western edge of the Development Areas boundaries is based on the watershed for the public water supply. Figure 1 shows the relationship of the Development Areas to the public water supply watersheds.

The Growth Management Policy is the basis for most of the recommendations in this Plan and is the primary means to achieve the County's vision for the future. What follows in this Chapter are recommended objectives and strategies intended to achieve the Growth Management goal.

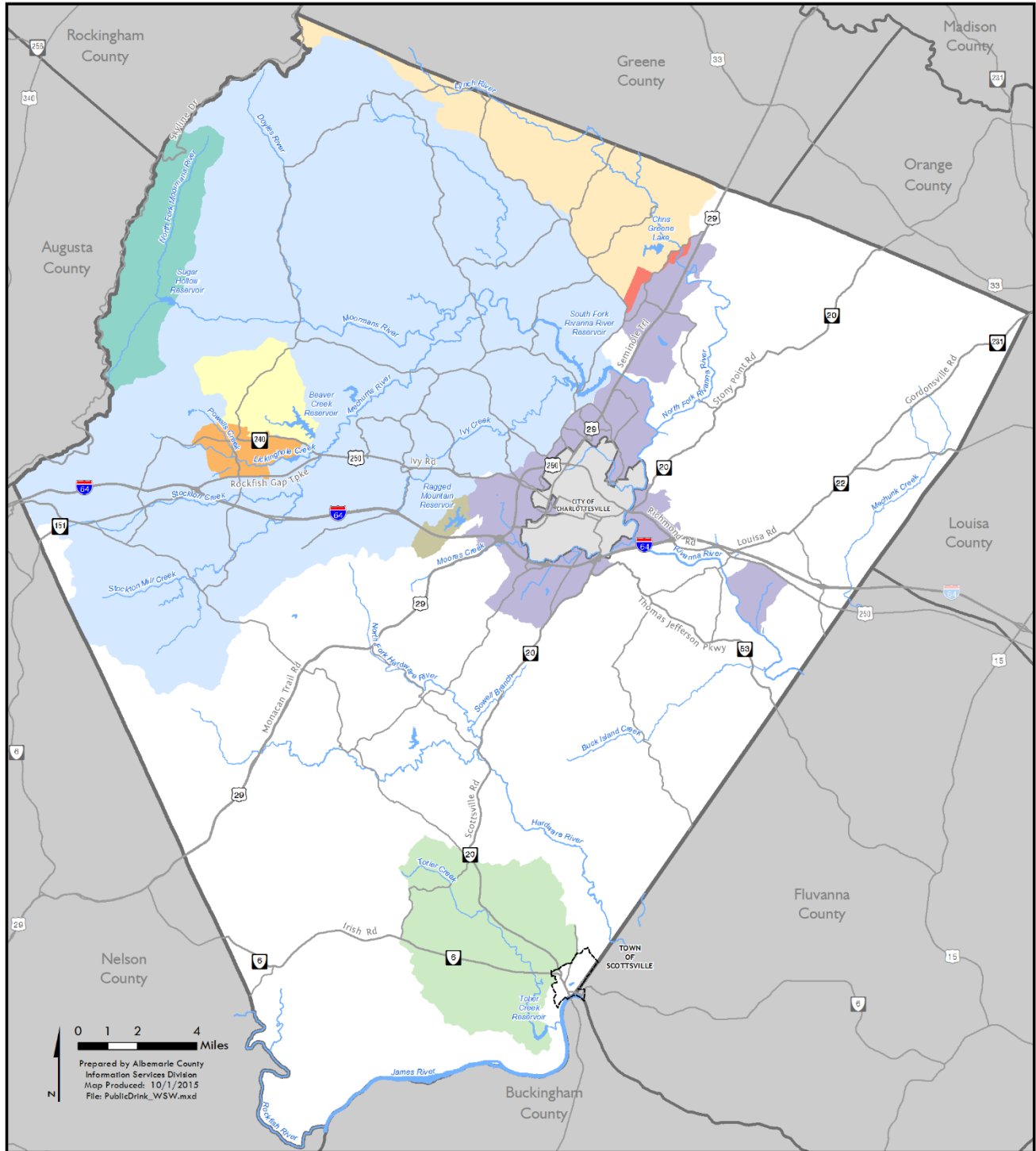
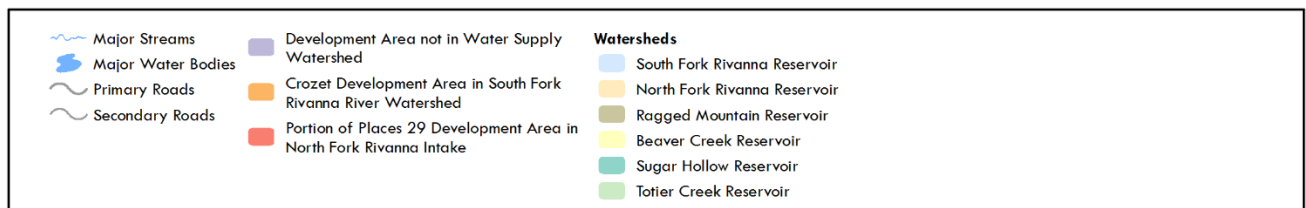


Figure 1: Public Drinking Water Supply Watersheds



Page intentionally left blank.

Objective 1: Continue to consistently use the Growth Management Policy as the basis on which to guide decisions on land use, capital expenditures, and service provision.

As stated earlier, resource protection is a key purpose behind the County’s Growth Management Policy, along with an emphasis on the intelligent use of Development Areas, public facilities, and resources. Planning efforts channel growth into designated Development Areas to facilitate economical service delivery in those areas, to promote a more compact form of development as the preferred design in those areas, and to conserve the Rural Area.

One of the main threats to preservation of the Rural Area is subdivision of property for residential development, so planning efforts also focus on ways to help Rural Area property owners avoid the need to subdivide their land. Education, incentives, and voluntary and regulatory measures are intended to help achieve the desired outcome for the Rural Area and to preserve the land for rural uses.

The County recognizes that provision of fire, rescue, and police protection, roads, utilities, school bus service, and other governmental functions are most efficiently and prudently made to smaller, more concentrated areas than to a large, dispersed rural population. To provide these services at the same level in the Rural Area as in the Development Areas is inefficient and contrary to the overall public interest in preserving the Rural Area for agricultural and forestal uses and to the wise use of limited budget resources. Limited service delivery, prevention of public water and sewer connections, and provision of public services at a rural rather than urban scale helps to reduce the potential for rural residential development.

Strategy 1a: Continue to encourage approval of new development proposals in the Development Areas as the designated location for new residential, commercial, industrial, and mixed-use development. Only approve new development proposals in the Rural Area that are supported by Rural Area goals, objectives, and strategies.

The County has a long history of making land use decisions that support growth in the Development Areas but not in the Rural Area. Existing zoning provides for by-right use of private property; however, occasionally requests are made to rezone Rural Area property for more intensive development. Such requests are rarely, if ever, approved because to do so would undermine the Growth Management Policy. This practice of approving development proposals in the Development Areas and not the Rural Area should continue in order to protect the County’s Rural Area. More information on uses encouraged in the Rural Area may be found in [Chapter 7](#).

Livability Project

Objective: Charlottesville and Albemarle County support neighborhoods and places that allow residents to live, work, and play near their homes, and where attention to the character of new development and redevelopment enhances quality of life:

Strategies:

1. Encourage development and re-development in areas of the City identified for increased density and greater intensity of use, and in County Development Areas where appropriate in order to preserve open space, rural areas, and agricultural areas.
2. Coordinate City and County Development Areas land use and infrastructure policies.
3. Maintain the distinct character of the Rural Areas.

Strategy 1b: To help promote the Development Areas as the most desirable place for growth, continue to fund capital improvements and infrastructure and provide a higher level of service to the Development Areas.

The County has a very important role in providing necessary support services and infrastructure for existing development and residents. First, the County has a responsibility to provide the necessary new and amended ordinances and regulations to promote the [Neighborhood Model](#) form of development. The County also has the responsibility to provide the necessary infrastructure to make the Development Areas attractive to new residents. The desired increase in livability and density in the Development Areas requires an increased commitment by the County for public infrastructure improvements. It must also be recognized that provision of infrastructure to successfully implement the Neighborhood Model and density is highly dependent on infrastructure that has been programmed in the County's Capital Improvements Program (CIP). Traditionally, capital improvements have been funded primarily through County property taxes on a pay-as-you-go basis. However, CIP funding through these mechanisms alone is proving to be inadequate for needed infrastructure and facilities. In addition, the provision of infrastructure that is more concurrent with needs may require the use of longer-term debt that relies on the County's excellent bond rating and can be repaid from both property taxes and funding commitments from new development.

Strategy 1c: Continue to recognize the shared responsibility between the County and new development to pay for infrastructure and improvements to the Development Areas to address the impacts of new development.

Since it first designated the Development Areas as the preferred location for new development, the County has known that infrastructure and facilities would be needed there. On May 2, 2007, the Board of Supervisors adopted the Cash Proffer Policy for Public Facilities. This Policy states that development should pay for the full cost of providing infrastructure and services to it. The Policy also provides a methodology to calculate the impacts of residential development. The County continues to believe that the cost of providing infrastructure and facilities to support the Development Areas must be a shared obligation of the County and new development. The [Cash Proffer Policy for Public Facilities](#), which has been updated for clarity for affordable housing, is found in the Appendix. The Cash Proffer Policy is currently under review for potential revision.

More information about how the County implements its Growth Management Policy is found throughout this Plan and also in the [Implementation Chapter](#). Through effective use of the Growth Management Policy, the County's Development Areas can continue to be active, vibrant places and important agricultural, natural, and scenic resources can be preserved for the benefit of future generations.



Source: Albemarle County Community Development 2010

NATURAL RESOURCES

GOAL:

Albemarle's ecosystems and natural resources will be thoughtfully protected and managed in both the Rural and Development Areas to safeguard the quality of life of present and future generations.

Page intentionally left blank.

VISION:

Albemarle County envisions a community with abundant natural, rural, historic, and scenic resources • healthy ecosystems • active and vibrant development areas • a physical environment that supports healthy lifestyles • a thriving economy • and exceptional educational opportunity for present and future generations.

Natural Resources

Relationship to the Vision

Albemarle County's natural resources are essential parts of its rural heritage and scenic beauty. These finite features help to support the County's tourist economy and are enjoyed by residents and visitors alike. Preservation of these features is the highest priority for residents. Creating high quality development and building, and maintaining infrastructure in the Development Areas can help attract new residents to the Development Areas instead of to the Rural Area. Preserving the Rural Area from residential development, in turn, preserves natural resources.

Introduction

As reaffirmed with each citizen survey taken over the past 20 years, natural resources are the most valued feature of the County. They contribute strongly to the high quality of life experienced by both County and City residents. For that reason, natural resource protection is the County's highest priority.

Natural resources include surface water and groundwater, air, soil, and minerals. Together they create landforms such as mountains, hills, valleys, and floodplains. Within the landforms, the natural resources support woodlands and wetlands, and provide ecosystems for flora and fauna. Conservation and preservation of these resources is essential to the health, safety, and welfare of the community. Preventing harm to the natural environment takes precedence over many activities in the County and preservation of the County's natural features is preferred to modifying the landscape in the Development Areas and essential in the County's Rural Area.

The natural environment is composed of various ecosystems and ecological functions that includes:

- purification of air and water;
- mitigation of floods and droughts;
- detoxification, decomposition, and dilution of wastes;
- generation and renewal of soil fertility;
- pollination of crops;
- control of pests;
- maintenance of biodiversity;
- moderation of climate, including temperature extremes and wind;
- aesthetic beauty and intellectual stimulation; and
- recreation.

The natural environment also includes areas where natural hazards can harm people, plants, and animals. Places where these hazards can occur include floodplains (during a major flood event), and the base of slopes when a debris flow occurs. Reducing hazards through careful development and protection of natural land cover is also part of the County's policy.

Both ecosystems and natural resources provide benefits for the community and are inextricably linked. While there are sometimes conflicts between goals regarding use and conservation of materials and goals regarding living systems, this Plan puts particular focus on solutions that benefit both aspects of the County's natural character.

Natural resource protection is an important part of both the Rural Area, which makes up 95% of the County's land area, and the Development Areas, where growth and development are directed. Policies related to land uses in the [Rural Area](#) and [Development Areas](#) can be found in later chapters, while policies on specific resources are provided in this chapter.

Objective 1: Ensure clean and abundant water resources for public health, business, healthy ecosystems, and personal enjoyment by preventing shortages and contamination.

Albemarle County's hilly topography along with approximately 45 inches of rain per year, results in abundant water resources that are enjoyed by many. City and County residents, businesses, and industries are dependent on Albemarle's water resources for a public water supply. Landowners in the Rural Area are dependent on well water for homes, crops, livestock, and rural businesses. Swimmers, fishers, boaters, and tourists enjoy clean streams. Flora, fauna, and the natural environment benefit from plentiful clean water, which the County wants to pass on to future generations.

Water and watershed protection are important because healthy watersheds provide numerous ecosystem services to the community. Well vegetated watersheds provide for recharge of groundwater that supplies both wells and reservoirs. They also help with moderation of flood flows, which reduces water treatment needs and provides for and protects plant and animal habitat in and around streams.

The County has developed its Growth Management Policy around watershed protection as described in [Chapter 3](#). With the exception of the Community of Crozet and a small area in the northern part of Places29, the County's Development Areas are located east of the public water supply watershed. Investment in public utilities in the Development Areas occurs to help prevent sprawl and contamination of groundwater supplies. Retaining groundwater resources is one of the reasons why new residential development in the Rural Area is not encouraged.

History of Watershed Protection in Albemarle County

The County's water resources programs include stormwater management (including water quality treatment, and channel and flood protection), erosion and sediment control, stream buffer protection, collection of groundwater information, capital projects, public education, illicit discharge detection and elimination, and infrastructure maintenance. These activities are a result of comprehensive planning and regulations to protect water resources since the 1970s. In 1980,

Livability Project

Charlottesville and Albemarle County will continue to promote a community of green neighborhoods, healthy waterways, clean air, and sustainable natural resources.

To do this, the City and County will:

Air Quality

- Encourage multi-modal transportation and focus development and redevelopment in urban areas that are supported by multi-modal transportation facilities that will help to reduce emissions of air pollutants and greenhouse gases.
- Encourage industries to be clean and environmentally responsible.

Water Quality

- Protect drinking water supplies, and associated watershed protection areas.
- Improve water quality of all of our waterways.
- Recognize the connection between land use practices and water quality in decision making.
- Coordinate actions intended to address and meet all appropriate water quality standards.

Stormwater

- Improve stormwater infrastructure and reduce stormwater runoff.
- Encourage low-impact development techniques and practices through land development regulations, education, and incentives.

Vegetation and Biodiversity

- Recognize the benefits of biological diversity and encourage the retention and use of native plants.
- Encourage establishment, maintenance, and replenishment of urban tree canopy in the developed areas, as a means of promoting urban green space, as well as supporting stormwater runoff reduction.

most land in water-supply watersheds was designated rural in order to prevent and reduce pollution and development potential in the Rural Area was restricted. In 1982, the Crozet and Ivy development areas, both located in water-supply watersheds, were further reduced. In 1998, the County adopted a Water Protection Ordinance (WPO) that strengthened stream buffers, updated stormwater treatment criteria, and better connected water quality protection to land use issues. The WPO was amended in 2014 to implement new State stormwater and pollution prevention programs. The County's zoning ordinance has provided flood protection measures since 1980, which were strengthened by the WPO. In 2014, the zoning ordinance was amended to implement new FEMA requirements for protecting floodplains, which are on most major streams in the County.

Partners in Water Resource Protection

Several partner agencies work to help protect and enhance water quality in Albemarle County. Two of those groups are StreamWatch and the Rivanna River Basin Commission. These agencies are valuable assets to the community and help residents and local governments find ways to improve stream health. StreamWatch is a voluntary organization that monitors and assesses Rivanna basin streams and rivers to help the community maintain and restore healthy waterways. Data collected by StreamWatch is regularly sent to the Department of Environmental Quality to help determine the health of streams and change in water quality in Albemarle County and the region. The 2011 StreamWatch report, *Stream Health Follows Land Use*, provided information on water quality and land use correlations in the Rivanna River Basin. A summary of the report is provided in the [Reference](#) Documents of this Plan.

The Rivanna River Basin Commission (RRBC) was formed in 2007, as a result of enabling legislation passed by the General Assembly in 2004. The mission of the RRBC is to provide guidance for the stewardship and enhancement of the water and natural resources of the Rivanna River and its watershed. The four jurisdictions participating in the RRBC are Albemarle, Fluvanna and Greene Counties and the City of Charlottesville. The RRBC conducted a study entitled, *2012 Rivanna Watershed Snapshot*, with an accompanying technical report on methodology which may be found in the [Reference](#) Documents. In addition, the RRBC developed a concept for developing a River Corridor Plan which is also included in the [Reference](#) Documents. This concept and framework will provide useful guidance as the City and County begin developing the plan for the Rivanna River Corridor in the Pantops and Woolen Mills areas. It is further detailed in the [Parks and Recreation, Greenways, Blueways, and Green Systems Chapter](#) of this Plan.

State and federal agencies are also partners in water resource protection and conservation. These groups include the Thomas Jefferson Soil & Water Conservation District, the Virginia Department of Environmental Quality, Department of Conservation and Recreation, the U.S. Army Corps of Engineers and others. A full list of agencies and their responsibilities and activities can be found in the [Reference](#) Documents.

Finally, citizens have been and will continue to be active in stream monitoring, stream clean-ups, and promoting, supporting, and practicing environmental stewardship. Without the help of volunteers, the work to improve the quality of streams could not be done. Two very important citizen based organizations are the aforementioned StreamWatch and the Rivanna Conservation Society. The Rivanna Conservation Society is a volunteer organization whose goal is to safeguard the ecological, recreational, historical, cultural, and scenic resources of the Rivanna River and its tributaries. StreamWatch is the Rivanna Watershed's local stream monitoring organization.

Surface Water

Surface water includes streams, rivers, lakes, and reservoirs. In Albemarle County, surface water flows into three major tributaries of the Chesapeake Bay. Over ninety percent (90%) flows through the Rivanna and

Hardware Rivers into the Middle James River basin while small portions of northeast Albemarle drain into the York and Rappahannock basins.

Each major river basin contains several smaller river watersheds, and each river watershed contains smaller stream and creek watersheds. For example, the watersheds of the Moormans and Mechums Rivers lie within the South Fork Rivanna watershed. A map of County hydrology is shown in Figure 1. A map showing the major river basins, along with the local watersheds that form their building blocks, is shown as Figure 2. A list of local waterways and their corresponding watersheds can be found in the [Reference](#) Documents for this Plan.

In this area, the health of streams and other water bodies is largely affected by the impacts of land development, as well as by the impacts created by agriculture and forestry. Land development can lead to water resource impacts through soil erosion during the construction phase and permanent increases in stormwater runoff and pollutant discharges. Pollutants in suburban and urban stormwater include grease, oil, sediment, fertilizers, pesticides, heavy metals, and bacteriological contaminants. Stormwater runoff from agricultural sites may contain sediment, heavy metals, bacteriological contaminants, fertilizers, and pesticides. In addition to the impact of introduced pollutants, stream channels are scoured by increased runoff rates and volumes, and reservoirs are filled in with the resulting sediment.

Surface water quality is assessed by the Virginia Department of Environmental Quality (DEQ) using data collected by them and various other organizations, including StreamWatch. The DEQ compares monitoring results to water quality standards required to support the designated uses assigned to each water body. Designated uses include 1) aquatic life, 2) fish consumption, 3) shell-fishing, 4) recreation, 5) public water supply, and 6) wildlife. If the observed water quality values are poorer than the standards associated with the designated use, the water body is considered unable to support its designated use and is deemed *impaired*.

Information on stream impairments was made available recently in a document entitled Water Quality Assessment Integrated Report. The result of this work shows the extent of land development and agricultural runoff on County streams. The DEQ collected data for approximately 412 miles of streams within Albemarle County. (Another 457 miles were not assessed.) Of the streams that were assessed, 137 stream miles (31%) were determined to be healthy, and 274 miles (69%) were determined to be impaired.

The results of the DEQ Report are consistent with assessments throughout the Rivanna River basin conducted by StreamWatch. The 2011 Land Use Study from StreamWatch made use of correlations between stream health and watershed characteristics to predict that approximately 70% of streams within the Rivanna River basin would fail the Virginia standard if formally assessed.

Groundwater

Groundwater flows in pore spaces and subterranean metamorphic and igneous bedrock. It is the source of wells and springs used for drinking water. Wells and springs also provide water for livestock and, in some cases, irrigation of crops. Fractures in bedrock are the usual source of well water, since most wells are cased to the depth of bedrock to prevent surface contamination. Fractures decrease with depth, and most occur within one hundred feet of the top of the bedrock. Very small areas of the County have sedimentary bedrock, which provides a readier supply of groundwater, but which is also more susceptible to contamination than metamorphic and igneous rock fractures.

Groundwater is recharged through ground absorption. It changes over time as a result of precipitation amounts, evapotranspiration, extraction from wells, and discharges into streams or springs. When winter

precipitation is below normal or summer drought conditions occur, shortages may occur in the warmer months when increased inflow to streams causes the groundwater levels to fall. Protection of groundwater supply is best achieved through the protection of land covers, such as forest vegetation, that slows surface runoff and allows water to flow into the ground.

There are many groundwater users in the County, including Rural Area residents, golf courses, quarries, and sites under environmental remediation through the DEQ. Approximately 44% of all homes in the County (18,500 units) rely on well water or springs for household use. Some of these residents are on the 17 public community water systems using wells and springs in Albemarle County. There are also 31 non-community systems that generally support non-residential uses such as campgrounds, schools, and fraternal organizations. Farms and agricultural operations also rely on groundwater. For these reasons, it is critical to protect groundwater quality and quantity for the health and welfare of the population. In 2004, the County added a section to its Water Protection Ordinance to require preliminary studies to assess groundwater availability and related factors for new or enlarged development projects that use wells.

The last update of the Natural Resources Chapter of the Comprehensive Plan had extensive recommendations for groundwater protection. From those recommendations, the County developed a requirement for well reports in order to help build a database of groundwater information. The information continues to be required and wells are mapped and shown on the County's GIS web application.

Water Resources that Flow Through the County

Water resources flow from and through the County, and for that reason, Albemarle County practices stewardship for others. The County's surface and groundwater are connected hydrologically (through surface water and groundwater) to the City of Charlottesville, Greene County, Fluvanna County, Nelson County, Louisa County, Orange County, and the rest of the Chesapeake Bay watershed. As seen in Figure 1, the North Fork of the Rivanna River, the Rockfish River, and the James River all originate outside of the County but flow into and through Albemarle County. The Doyle's River, Moorman's River, South Fork of the Rivanna River, the Hardware River, and the Rivanna River all originate in the County and flow southeast. This fact puts a high level of responsibility on the County to keep those stream and rivers free from pollutants.

Strategy 1a: Continue to apply the Watershed Protection Ordinance throughout the County to help protect and preserve water resources.

The County's primary legal mechanism through which the County implements water resource protection programs is the Water Protection Ordinance (WPO). Adopted in 1998 and recently amended and recodified, the WPO is intended to:

- Implement the State mandated stormwater management program;
- Implement the State mandated erosion and sediment control program;

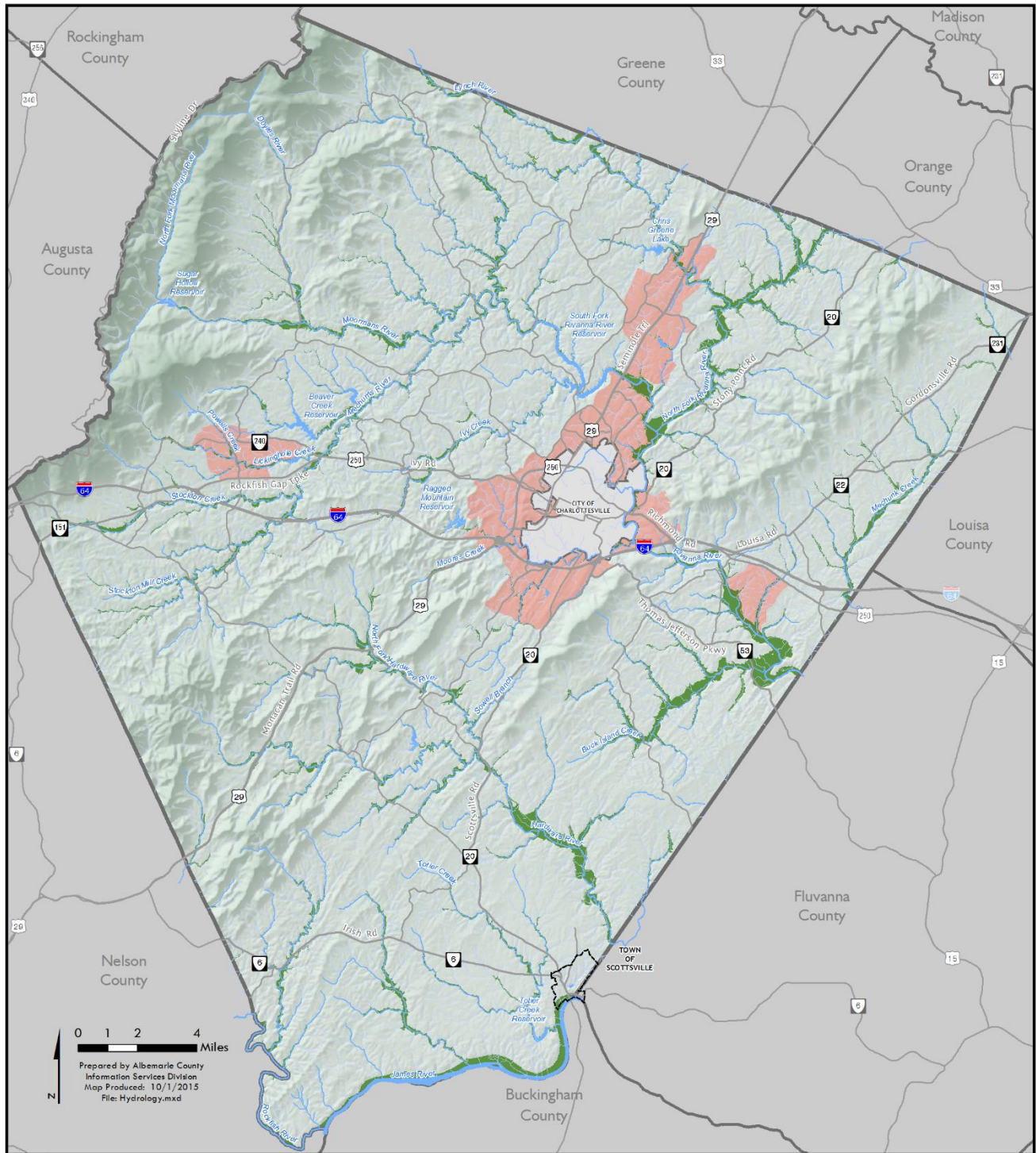
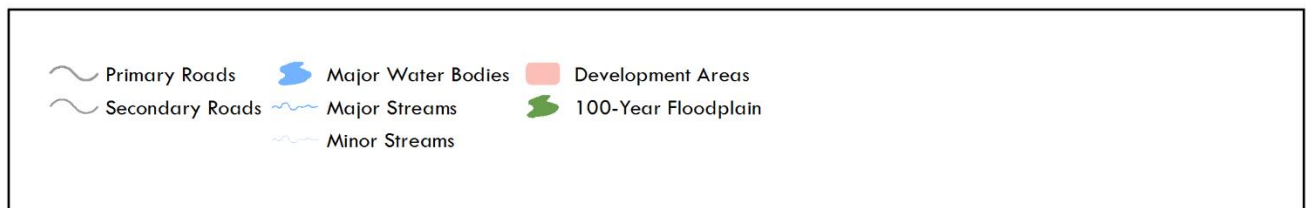


Figure 1: Albemarle County Hydrology



Page intentionally left blank.

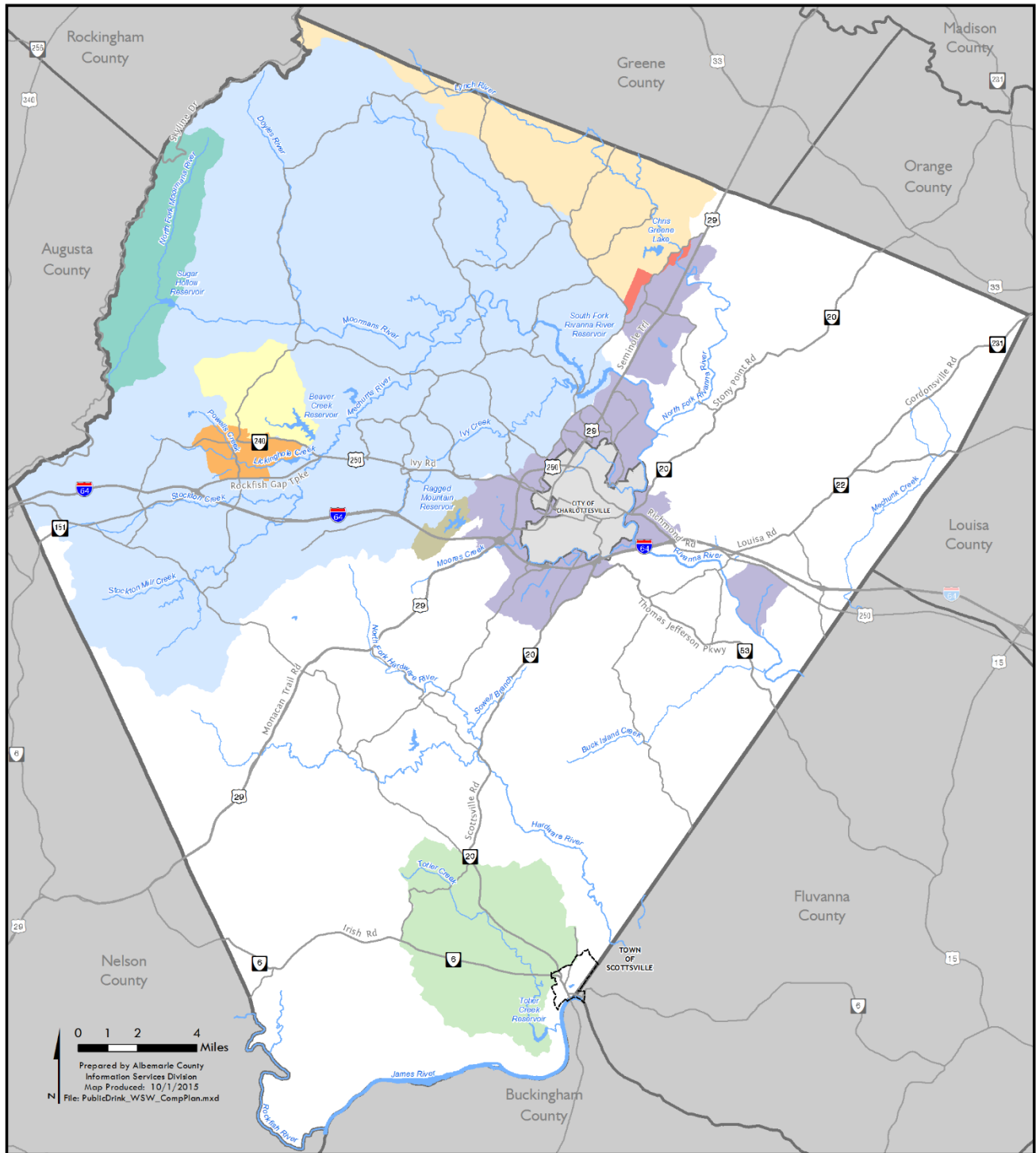
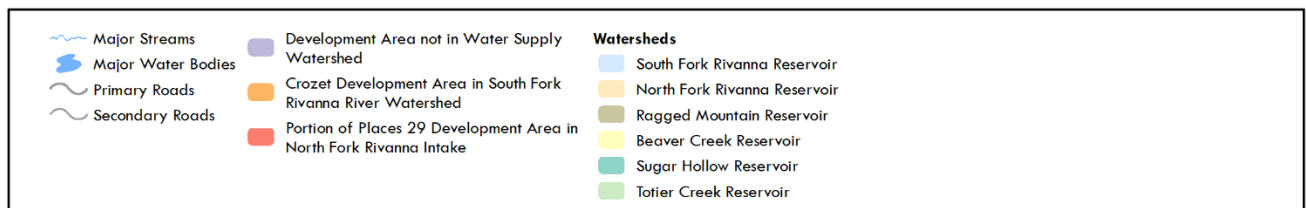


Figure 2: Major River Basins and Watersheds to Public Water Supply



Page intentionally left blank.

- inhibit the deterioration of State waters resulting from land disturbing activities; protect the safety and welfare of citizens, property owners, and businesses by minimizing the negative impacts of increased stormwater discharges from new land development and redevelopment;
- protect against and minimize the pollution and eutrophication of public drinking water supplies resulting from land development;
- control nonpoint source pollution, erosion and sedimentation, and stream channel erosion;
- maintain the integrity of existing stream channels and networks for their biological functions, drainage, and natural recharge of groundwater;
- protect the condition of State waters for all reasonable public uses and ecological functions;
- provide for the long-term responsibility for and maintenance of stormwater management facilities and other best management practices;
- regulate the discharge of pollutants into storm drainage systems and State waters by prohibiting illicit discharges and connections and the dumping of refuse and pollutants;
- facilitate the integration of stormwater management and pollution control with other County ordinances, programs, policies, and the comprehensive plan; and
- promote the long-term sustainability of groundwater resources.

Future changes to the ordinance may be needed if, after development of a comprehensive water resources plan, additional measures prove necessary for water resource protection.

Strategy 1b: Prepare, submit, and implement a Watershed Implementation Plan to control stormwater pollution, as required by the State.

As part of recent State and regional efforts to address stormwater pollution and impaired waters, the County has been delegated the responsibility to implement several new or enhanced programs. These include additional regulatory responsibilities under a delegated Virginia Stormwater Management Program (VSMP), updates to programs implemented under a State permit issued to operators of Municipal Separate Storm Sewer Systems, or MS4s, and programs to reduce the discharge of pollutants to impaired waters (discussed below). Each of these programs will require significant new resources and, as evidenced by the significant changes to the Water Protection Ordinance, effective in July 2014.

The DEQ is required to prepare plans to restore all impaired State waters through a process commonly referred to as a TMDL. This acronym stands for “Total Maximum Daily Load”, which is the maximum pollution amount a water body can assimilate over a given time period while still remaining healthy. However, the term TMDL is more often used to describe the entire analytical and planning process for assessing and restoring a water body. The process includes identifying impaired waters as described above, determining the pollution limits for these waters, and developing an implementation plan to reduce pollution loads to the determined limits. TMDL implementation plans – commonly called “watershed implementation plans” (WIPs) – typically include an allocation of pollution loads and reductions to each contributing watershed or source.

In addition, Albemarle County must also contribute to regional WIPs, such as the Chesapeake Bay cleanup plan. After 25 years of failed attempts to restore the Bay, the Environmental Protection Agency (EPA) was prompted to utilize the TMDL process to address impairments caused by excessive sediment, nitrogen, and phosphorus. As part of this process, Virginia, along with five other states and the District of Columbia, was required to develop a Statewide WIP for the Chesapeake Bay watershed. Ultimately, the responsibility for restoring impaired waters is delegated down to local governments and

other permitted dischargers of pollutants. Albemarle has been mandated the responsibility to prepare and submit detailed action plans specifying how the County will achieve allocated pollutant reductions associated with TMDLs, including those for local streams and the Chesapeake Bay watershed.

Strategy 1c: Develop and implement a comprehensive water resources plan that sets expectations for quantity of public water supply, surface water protection and improvement, and groundwater protection.

The County has put together several different water protection programs over the last 16 years. These programs have been expanded in response to a growing population, which has additional impacts on this limited resource. With recent actions by the County to take over maintenance of more stormwater management facilities, build regional basins, and implement higher standards set by the State, the need for a County-wide comprehensive resource plan has become apparent. Development of such a plan would allow programs to be more coordinated and prevent overlap of responsibilities. A comprehensive water resources plan should address:

- expectations for water quantity and drought response;
- groundwater quality;
- expectations for water quality for all streams in the County;
- stream restoration needs and strategies;
- coordination with other water resource agencies and collaboration on programs;
- coordination of different County programs; and
- implementation including public education on water issues.

It is extremely important that this plan be done soon as State-mandated TMDL Action Plans will include many of these same elements.

Expectations for Water Quantity and Drought Response

A firm set of expectations is needed for how the County should deal with surface water supply and whether and how conservation activities can impact groundwater supply. The County, City, and UVA are tasked with ensuring a sufficient public water supply for current and future residents through the Rivanna Water and Sewer Authority (RWSA). The 2011 Water Resource Plan adopted by RWSA provides detailed information on sources of water, as well as information on water conservation and drought response programs. The County's water resource management plan should take into account the important role these agencies play in ensuring a sufficient supply of potable water to the community. More information on drinking water supply can be found in the [Community Facilities Chapter](#) of this Plan.

Groundwater Quantity and Quality

Over one-third of County residents rely on wells for domestic water, making the protection of this water source very important. However, protecting groundwater quantity is a more difficult task than ensuring a clean and plentiful public water supply. Groundwater in Albemarle is not part of an "underwater stream" nor is it located in an aquifer. Water flow below the surface takes place through rock fractures and wells must be drilled fairly deep into the bedrock before a reliable location is found for drawing water to the surface. These wells have the potential for contamination from failing septic systems as well as reduction in yield. Decision-makers, residents and future residents need to know the limitations of the igneous and metamorphic rock formations to provide for a reliable well water supply to support residents who choose to live in the Rural Areas. Clear information on the limitations of local groundwater

supplies can guide future landowners' decisions and can help the County to make better land-use planning decisions.

Groundwater quantity can be monitored through collecting and analyzing well drillers reports. In addition, obtaining information from test wells in the County will help to gauge changes over time in groundwater level. It is not always clear why wells sometimes see a reduction in yield. However, in general, groundwater-supply protection can best be achieved by protecting land cover (such as forest), which allows for more recharge and avoiding impervious land cover that prevents recharge. Groundwater quality can be monitored through well testing and analysis of well reports can also provide information on changes in water quality. The water resource management plan should address ways to assess the potential impacts to groundwater resources from the practice of hydraulic fracturing (fracking).

Some water quality issues that can show up in an analysis of well water are the effects of septic waste, pollutants from underground storage tanks, or naturally occurring metals in the ground. A recent water quality issue that has been of interest is the relationship between use of alternative septic systems and the rate of residential growth in the Rural Area. Although alternative septic systems were not allowed in the Rural Area until recently, changes to the Virginia State Code make this option available, which could increase the number of Rural Area properties developed residentially. If there is a strong relationship, discussion is needed on whether this issue warrants requests for changes from the General Assembly.

Expectations for Stream Quality for all Albemarle County Streams

Another aspect of a comprehensive water management plan should deal with pollution prevention and water quality improvement. New State stormwater requirements for dealing with stream impairments are discussed in Strategy 1b; however, the comprehensive water plan should set quantified goals for water quality, carry out implementation measures designed to achieve those goals, and continue monitoring water quality to evaluate the effectiveness of those measures. Historically, the County has set higher standards than those required by the State. The extent to which the County wishes to clean up streams, restore stream banks, and provide assistance to landowners should be clearly stated. If the County's goal is to exceed State requirements, the level to which it wants to improve stream health must be identified so that programs and staff can be put in place to accomplish this goal.

Stream and Stream bank Restoration and Strategies

Most streams in the County flow through naturally erosive soils and have been impacted by agricultural and land development uses over many years. Stream bank erosion and steeply cut banks are a common sight. These eroded stream channels are another source of sedimentation to downstream waters.

A stream restoration program could work to reverse some of the damage caused by previous generations and existing development. In turn, this would prevent further damage and sedimentation. Such a program would develop a system for identifying candidate streams in need of stream bank and channel reconstruction or improvement, together with watershed strategies to protect such streams in the future. Program implementation strategies would include schedules, funding, restoration types, permitting, staffing, and other considerations.

Coordination with Other Water Resource Agencies and Collaboration on Programs

As shown in the Reference Documents, at least 20 different regional, State, and federal agencies have a role in or responsibility for water quality in Albemarle County. It is important that the water resources plan recognize the importance of collaboration with these agencies to share and receive data and coordinate activities. In addition, working with the City, UVA, and other local stakeholders will be

important in restoring impaired streams and waterways and protecting healthy ones, as well as addressing new State stormwater mandates. Data collection, sharing, maintenance and use of information should be an integral part of the collaborative work. Other issues that can be coordinated include groundwater quality and quantity, underground storage tank investigations, and septic systems.

Coordination of Different County Programs

A comprehensive water resource management plan can help identify opportunities to better coordinate the various programs implemented by the County. At present, the Departments of General Services and Community Development are responsible for the majority of water protection-related functions at the County. Through the authority of the WPO, Community Development is responsible for ensuring that land development and other land disturbing activities minimize impacts on water resources and other natural resources. Programs include erosion and sediment control, stormwater management for new development, stream buffer and floodplain protection, and groundwater management. General Services is responsible for various programs designed to minimize or reduce the water resources impacts of existing land uses and activities and of County operations. These programs include planning for and implementing plans to address impaired waters and illicit discharge elimination, long-term maintenance of County-owned stormwater management facilities, and public education. In the Development Areas, General Services has undertaken capital projects such as construction of the Woodbrook lagoon and the Crozet stormwater basin south of downtown to address drainage and water quality issues. General Services also ensures that the County remains compliant with dam safety regulations. There is significant overlap in responsibilities and involvement between staff of these and additional County departments. A water resources management plan could facilitate more effective organization and collaboration between departments and result in more successful implementation of these programs.

Implementation of the Plan

The success of a water resources protection program is dependent on the level and effectiveness of implementation. Implementation includes education, testing, verification, enforcement of design requirements, enforcement of mandatory construction practices, proper long-term maintenance of constructed facilities, finding and correcting violations, investigating complaints, documentation, and reporting. Sometimes program and environmental benefits can be best realized through increased implementation via funding, staffing, policy changes, or other means, rather than additional studies and regulation. This should be a consideration for future water resource efforts.

Strategy 1d: Educate the public on how they can help with water resource protection.

The RW SA plans for and manages drinking water supplies in the City of Charlottesville and Albemarle County. Water conservation is promoted through the Authority as well as the ACSA. More information on drinking water supply can be found in the [Community Facilities Chapter](#) of this Plan.

Not all landowners and residents are aware of how their actions, or inaction, affect water. Educational programs for the public are needed and should be included in a water resource management plan. The ACSA and RWSA have roles to play in water conservation education; however, the County should also take a role in this endeavor. The community's need for information on water conservation, stream buffer protection, well testing, and groundwater protection is great.

An important piece of education will be helping the public understand the distinctions between pervious and impervious cover. Impervious cover affects runoff. Since surface water and groundwater are interconnected systems, the quality and quantity of one is interdependent on the quality and quantity of the other. The public can help protect and improve water quality by understanding how land use

and development can work with natural processes to minimize impacts on streams and groundwater. This includes reducing impervious cover and incorporating design features that consider runoff quantity and quality, the integrity of natural stream channels, and aquatic habitats. Another aspect of public education will involve coordination with State agencies to encourage development and transportation design that reduces impervious cover, and that minimizes, by design, adverse impacts on water resources.

Also important is education on the significance of having septic systems pumped regularly, well testing, and wellhead protection measures to help prevent public health problems. Programs for land developers on different design options can help them to better work with natural processes to minimize, by design, impacts on streams and groundwater. This includes designing features that reduce runoff quantity and improve runoff quality, improving the integrity of natural stream channels, and promoting robust aquatic habitats. If successful, these education programs can also help the County meet its goals for pollutant reduction in Albemarle's rivers and streams. Volunteers in the community, such as StreamWatch, Rivanna Conservation Society, the James River Association, Envision the James, the Alliance for the Chesapeake Bay, and the Chesapeake Bay Foundation should continue to play an important role in spreading the word on ways to protect water resources.

Strategy 1e: Secure funding for water resource management programs.

Funding for water resource management programs is essential to their success. At present, the County is considering a stormwater utility fee to help pay for the higher level of environmental protection required by the State. Grants are available from different State and federal agencies to help with specific projects, such as stream bank restoration. Coordination with the Parks and Recreation Department on greenway development can also open more opportunities for grant money. The water resource management plan should help to identify other sources of funding to help decision-makers with budget decisions as it moves the County forward.

Strategy 1f: Continue to allow and manage recreational uses of drinking water reservoirs and adjacent public land only as incidental uses to the primary function of water supply and in such a manner as to prevent cumulative impacts that may impair the primary function.

Because many of the County's large lakes are reservoirs for the public water supply, maintaining their quality is essential to public health. Several of the reservoirs allow for minimal recreational use, which is described in the [Parks and Recreation; Greenways and Green Systems Chapter](#) of this Plan. Given the importance of clean drinking water to the community, only those recreational uses that do not impair water quality should be permitted in these areas. Details on preservation strategies for public water supply reservoirs are found in [Chapter 11](#).

Objective 2: Protect air quality.

Many things affect air quality including emissions from combustion of fossil fuels, animal generated gasses, and other vapors emitted as a result of energy use. Emissions that contain sulfur dioxide, nitrogen dioxide, carbon monoxide, ozone, lead or particulate matter can injure health, harm the environment, impair visibility of scenic resources, and cause property damage. The Virginia Department of Environmental Quality (DEQ) monitors and regulates air quality at the State level. The DEQ also prepares and distributes an annual ambient air monitoring data report where information on air quality in Albemarle can be found. The monitoring site is at Albemarle High School on Hydraulic Road. More information on air quality in Albemarle County and Virginia may be found in the [Reference Documents](#).

Strategy 2a: Help protect local and regional air quality by reducing the County's carbon footprint and by promoting alternatives to single-occupancy vehicles, such as walking, bicycle use, ride-sharing, and public transit services.

Local air pollution in the form of greenhouse gases comes mainly from the combustion of fossil fuels from the transportation sector. For many years, air quality in Albemarle County has been in the Good to Moderate Category. In general, this means air is healthy for all populations. More information on this strategy may be found in [Chapter 10 – Transportation](#).

Figure 3: Charlottesville Albemarle Daily Air Quality Index 4/2008-12/2012

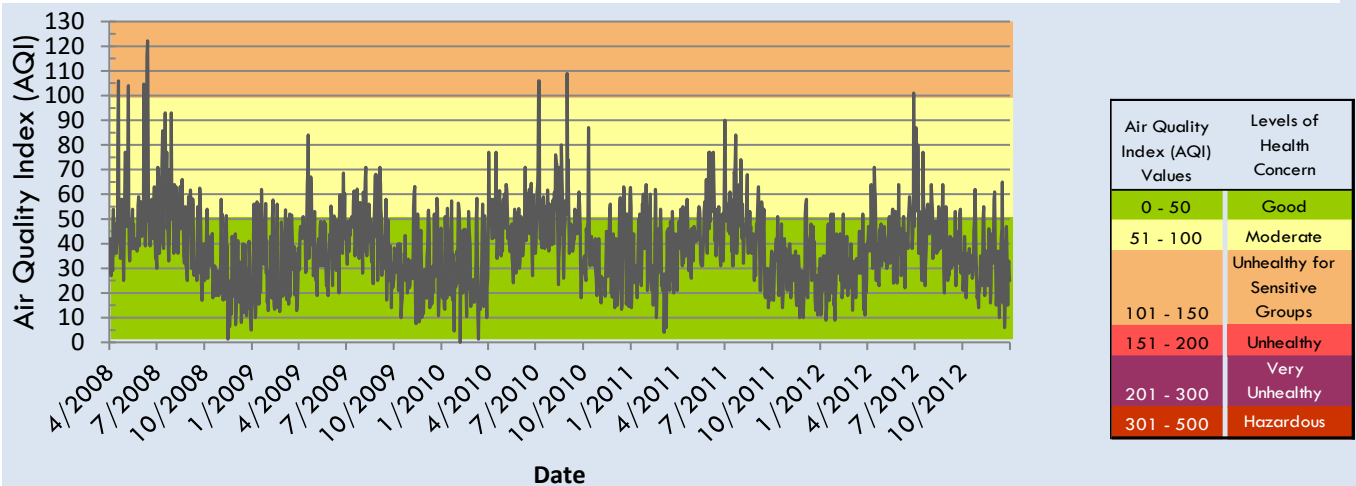


Figure 3 shows that the County is beginning to have days of air quality that are categorized as “Unhealthy for Sensitive Groups.” More than three days in one year of measured air quality in this category will bring the County into “nonattainment.” In nonattainment areas, additional planning requirements are needed which can include examining baseline emissions levels to determine necessary control strategies, examining transportation needs for future growth, and, if necessary, creating plans for EPA review and approval to bring the area into attainment with the air quality standards. The extent of the planning requirements depends greatly on the classification of the nonattainment area and the severity of the air pollution problems. Air quality can be maintained or improved by a variety of activities, such as protection of forests and wooded areas, promotion of efficient land use configurations, ridesharing, public transit, bicycle and pedestrian facilities, and energy efficiency in buildings. The County can be a leader in this area by promoting and supporting these activities. As a start, Albemarle County government adopted an [Environmental Management Policy](#) in 2004 committing the County to pollution prevention and continual environmental improvement in its own facilities and services. Since 2007, County government has reduced its energy consumption by 30%.

Objective 3: Recognize the economic value of the County’s mineral resources while giving due consideration to the potential harm mineral extraction activities and byproducts can have on human health and property values.

The County’s geology is made up mostly of metamorphic and igneous rocks. Soapstone, iron ore, slate,

clay, sandstone, and limestone have all been quarried in the past. Other minerals known to exist in Albemarle are amethyst, asbestos, barite, copper, feldspar, garnet, gold, limonite, hematite, and pyrite. The geologic features are important because they underlie the mountains and because they affect groundwater. At present, natural gas has not been found in Virginia outside of a small area in the southwestern part of the State. However, if natural gas ever were to be discovered in Albemarle County, extraction would not be appropriate due to fracking and its potential impact on water resources.

Strategy 3a: Provide educational materials to owners of properties in the Natural Resource Extraction Overlay District about geological assets and limitations on extraction in the Rural Area.

The Natural Resource Extraction Overlay District is a zoning district that allows for mineral extraction in areas where the extraction will not conflict with adjacent land uses. Additionally, the quarrying must be carried out without adverse effects on other environmental resources or living systems, or to public health, safety, and welfare. Property often changes hands without new owners fully understanding the assets of and limitations on their purchase. New property owners may not be aware of their own mineral rights or mineral rights leasing. Alternatively, they may be aware and ready to extract those resources without understanding the County's requirements. For this reason, educational materials should be prepared and distributed to owners of those properties on geological assets and limitations of the Rural Area. In addition, the County should study other ways to help inform owners of the need to find out about mineral rights on their properties. One possibility might be to require that a prominent disclosure statement regarding leased mineral rights be indicated on preliminary and final plats.

Objective 4: Protect the biological diversity and ecological integrity of the County in both the Rural Area and Development Areas.

Biological diversity, or “biodiversity” for short, has been defined as “the diversity of life in all its forms, and at all levels of organization” (Hunter 1996). While there are numerous ways to think about how life and all organisms are organized, the most common ways of viewing biodiversity include species diversity, genetic diversity, and ecosystem diversity. Biodiversity is sometimes described as the totality of genes, species, and ecosystems of a region.

The health of biological systems is often indicated by the amount of native variety they contain. Native species have evolved to live in their current habitats and, generally, the more diverse a system is, the healthier it is. The breadth of species creates strength for all species; when a species is lost, it signals a change that may affect all species.

Biodiversity is important to human populations for numerous and diverse reasons. In a narrow but critical sense, we depend on the services that ecosystems, and the living things found in them, provide. Ecosystem services refer to the many benefits that humans receive, at no direct economic cost, from natural environments and functioning ecosystems. Some essential ecosystem services include purification of air and water, pollination of crops and natural vegetation, generation and renewal of soil and fertility, and mitigation of floods and droughts. Healthy, functioning ecosystems provide many other benefits and also contribute greatly to the quality of life of County residents.

Protection of biodiversity is important in both the Development Areas and the Rural Area. Because the quantity of resources is much greater in the Rural Area, most of the efforts in protecting biodiversity are focused there. However, Development Areas are very important for conserving biodiversity. They are home to a number of key species and ecosystems. Preservation of environmental corridors, such as those

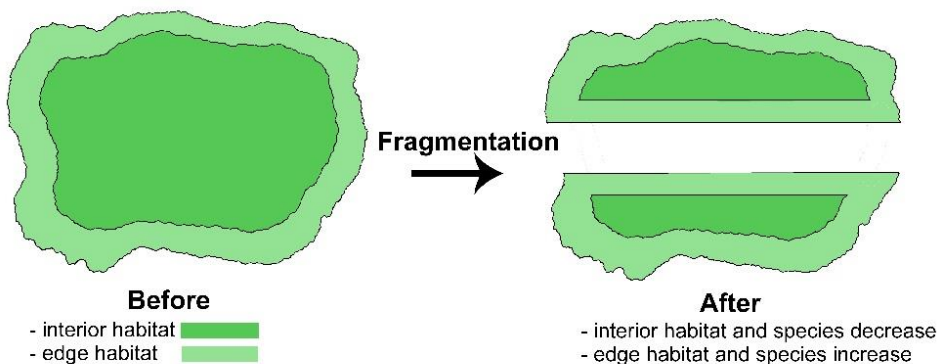
shown on Parks and Green Systems plans in Development Area Master Plans, helps to maintain biodiversity in the Development Areas. Equally important is the preservation of wooded corridors that extend from the Rural Area into the Development Areas. Developing and maintaining a diverse, connected urban forest can provide important biodiversity resources as well as many other environmental and societal benefits.

There are a variety of threats to biodiversity, ranging from the local to the global scale. An ongoing threat in Albemarle County and beyond is habitat fragmentation. When large patches of habitat are fragmented into smaller areas, species dependent on large “interior” habitats or large ranges cannot survive.

As shown in Figure 4, which depicts the potential results of a new road or utility right-of-way being constructed, the amount of interior habitat is reduced, minimizing area for food, cover, and movement. This negatively impacts many wildlife species found in the County that rely on interior habitat. Examples include forest interior breeding birds, such as the cerulean warbler and scarlet tanager, that are harmed by nest predators and nest parasites that are common in edge habitat. Some amphibians are also impacted by the loss of interior habitat, including the red-spotted newt and eastern red-backed salamander.

Figure 4 also illustrates that the overall amount of habitat is often reduced by fragmentation. Species that require large areas of habitat, such as the bobcat and river otter, may be negatively impacted. The increase in edge habitat often benefits many commonly occurring species, such as white-tailed deer, raccoon, and opossum. While these and other common species are important components of biodiversity, they can present problems too. Vehicle-wildlife collisions are perhaps the most serious issue. The County and its residents can work closely with agencies and County partners, such as Virginia Department of Game and Inland Fisheries, in reducing human-wildlife conflicts.

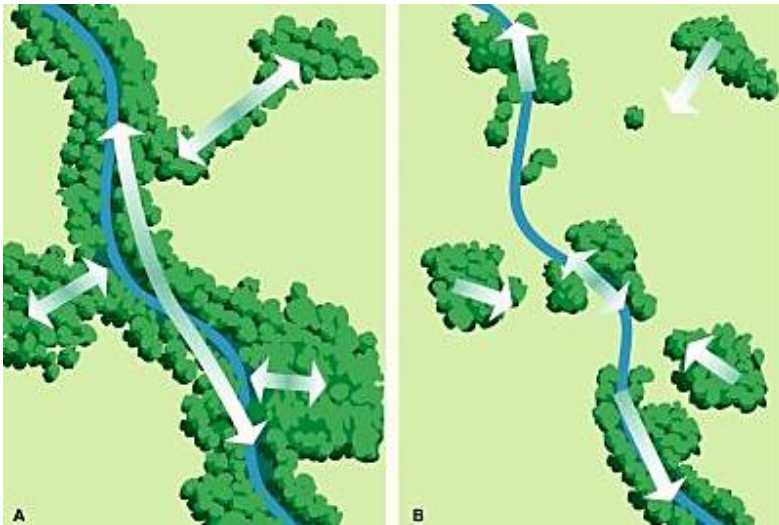
Figure 4: Illustration of Habitat Size and Fragmentation



Fragmentation also reduces viability for species. Loss of safe passages between habitats (shown in picture B of Figure 5) prevents species from reaching needed habitats or recolonizing habitats that have lost those species. Connectivity of habitat is critical for healthy, functioning ecosystems.

Subdivision of parcels into smaller parcels is conceptually distinct from habitat fragmentation and has been referred to as “parcelization” (Downing 2016). However, parcelization often leads to habitat fragmentation. Parcelization and subdivision of land can result in the size and/or shape of parcels that are generally usable only for residential purposes, thus complicating land management for forestry, agriculture, or conservation.

Figure 5: Illustration of Habitat Range and Connectivity



A: A well connected landscape. B: A poorly connected landscape.
Source: Federal Interagency Stream Restoration Working Group (FISRWG)

Conversion of wildlife habitat to land uses that remove the key elements for survival result in many fewer native species and pose the greatest threat to biodiversity. As discussed in the Rural Area Chapter (page 18), there is potential for much residential development in the Rural Area, which could negatively affect biodiversity.

Aquatic habitats are also degraded by soil erosion when land is cleared for development. As a result, aquatic life declines and affects the health of rivers and streams. Any effort to protect the quality of ecosystems must include both terrestrial (land-based) and aquatic (water-based) ecosystems.

Strategy 4a: Implement an Action Plan for Biodiversity that includes protection of significant areas of biological importance in the County.

The Natural Heritage Committee (formerly the Biodiversity Committee) was appointed by the Board of Supervisors in 2005 to create and maintain the County's Biodiversity Assessment, advise the Board of Supervisors, the Planning Commission, and County staff on applying biodiversity information to land-use decision-making, and support biodiversity education in the County. Their mission is to help maintain and restore the County's native biological diversity and provide a healthy environment for the citizens of Albemarle County.

After adoption of the 2015 Comprehensive Plan, County staff worked with the Natural Heritage Committee to develop a Biodiversity Action Plan which is included in the [Reference Documents](#) section of this document. Included as Reference Documents and part of the plan are an Executive Summary, Appendices, and maps. The Biodiversity Action Plan builds upon work conducted by the Biodiversity Work Group from 2002-2004. The work group was created as a temporary body and developed a biodiversity report for Albemarle County in 2004. That report, a summary report, and appendices are also available in the Reference Documents section.

The Biodiversity Action Plan (BAP) provides both a broad overview and detailed information about biodiversity in the County. A key component of the plan is a spatial analysis of the Albemarle County landscape and the habitat it contains. Figures 6, 7, and 8 illustrate some of the data, analysis, and results of the plan. These figures correspond to Maps 1, 2, and 4 respectively in the BAP.

The BAP affirms the need to minimize and reduce habitat fragmentation County-wide by maintaining existing habitat connectivity. It promotes establishing new connectivity where possible and appropriate. It identifies non-native invasive species and climate change as significant threats to biodiversity both locally and on grander scales. It builds and expands upon recommendations in Objectives 1, 5, and 6

of this Chapter that call for protecting and preserving water resources, retaining mountain resources, retaining and improving land cover near rivers and streams, and protecting wetlands. The BAP also highlights the need to restore impaired or degraded ecosystems. Returning these systems to better health and functionality is often possible and a very important conservation tool.

The BAP should be reviewed and updated on a regular basis to account for changing conditions and to incorporate new knowledge and data. The BAP was intended to cover a five year period and should be reviewed and updated as needed in 2023.

The strategies that follow provide specific ways to protect and conserve biodiversity in Albemarle County. Since most of the County land is in private ownership, a strong community-based stewardship approach toward the County's natural resources will be a tremendous asset in effectively implementing the strategies.

Strategy 4b: Use existing tools (e.g., conservation easements), develop strategies, and implement new conservation programs to protect lands in the three conservation focus areas, other conservation targets (e.g., examples of the five key ecosystems described below, large forest blocks or other intact, important habitat), and lands that can serve as habitat corridors or connections among important habitat areas.

The BAP identifies three areas of the County that are rich in biodiversity and have significant conservation value (see Figure 8). Conserving lands and resources within the three focus areas – Northwestern Albemarle, the Southern Albemarle Mountains, and the Rivanna River Corridor - prioritizes efforts and should maximize conservation effectiveness. There is significant potential for enhanced conservation through good stewardship and land management in these focus areas. The total acreage of the areas is approximately 156,539 acres. Approximately 12% of the land is publicly owned, approximately 88% is in private ownership, and approximately 20% of the privately owned land is under conservation easement.

Five types of ecosystems are also identified as key for conserving biodiversity: 1) forests, 2) outcrops, bluffs, and other xeric habitats, 3) relict Piedmont prairies and grasslands, 4) rivers, streams, and riparian areas, and 5) wetlands. While not as widely recognized as some ecosystems, the biological importance and historical significance of Piedmont prairies and grasslands have become better studied and understood in recent years.

These five ecosystems may be important conservation targets regardless of their location. That is, they do not need to be located within the conservation focus areas to merit protection. Similarly, lands that can connect areas of habitat may be important conservation targets regardless of location in the County. In addition to their importance as habitat, rivers, wetlands, and other water features form key connectors that aquatic species, birds, and other wildlife use to move through the landscape. Protecting riparian and wetland areas is very important in supporting healthy, functioning ecosystems and providing good water quality.

The County's conservation easement programs, Acquisition of Conservation Easements (ACE) and Albemarle Conservation Easement Authority (ACEA), can be effective tools for helping conserve biodiversity. In addition to revising the criteria for these programs to include biodiversity values (as stated in Strategy 4e of this chapter), these programs should be strengthened. This is consistent with Strategy 5d of this chapter and Strategies 2b, 2d, 2e, and 2f of the Rural Area Chapter.

Other land and resource protection tools should be investigated for use in Albemarle County. For example, a Transfer of Development Rights (TDR) program should be investigated as a possible method for conserving biodiversity. Lands within the three conservation focus areas and other identified conservation targets could be the focus of TDR programs. Researching a TDR program that is appropriate for Albemarle County is consistent with Strategies 1a and 2g of the Rural Area Chapter.

Strategy 4c: Protect and conserve natural resources on County-owned land to enhance biodiversity.

Public lands and the ways they are managed play an important role in protecting open space, wildlife habitat, and biodiversity. Several land management practices, if implemented consistently on County-owned land, will contribute to enhancing biodiversity. Examples include controlling non-native invasive species, using locally native plants in landscaping, promoting natural plant communities on site when possible (e.g., establishing native grassland habitat in place of turf or large lawn areas), maintaining wide riparian buffers along waterways, and reducing stormwater runoff.

County parks in particular should play a critical role in conserving biodiversity. Many parks contain examples of the five highlighted ecosystems, and several current and future County parks occur within or near the conservation focus areas. If managed properly, parks can conserve large, intact areas of forest and other habitat types. Management plans for the parks should include strategies to conserve and enhance biodiversity. Simple examples include controlling access to sensitive areas, designating specific locations for non-disturbance (e.g., reducing areas maintained by mowing), and using boardwalks and signage to limit access to sensitive areas while providing unique educational opportunities. Where possible, prescribed burning can be used to promote biodiversity.

Strategy 4d: Preserve existing vegetation in areas shown as Parks and Green Systems on Development Area Master Plans.

Public lands and the ways they are managed play an important role in protecting open space, wildlife habitat, and biodiversity. Several land management practices, if implemented consistently on County-owned land, will contribute to enhancing biodiversity. Examples include controlling non-native invasive species, using locally native plants in landscaping, promoting natural plant communities on site when possible (e.g., establishing native grassland habitat in place of turf or large lawn areas), maintaining wide riparian buffers along waterways, and reducing stormwater runoff.

County parks in particular should play a critical role in conserving biodiversity. Many parks contain examples of the five highlighted ecosystems, and several current and future County parks occur within or near the conservation focus areas. If managed properly, parks can conserve large, intact areas of forest and other habitat types. Management plans for the parks should include strategies to conserve and enhance biodiversity. Simple examples include controlling access to sensitive areas, designating specific locations for non-disturbance (e.g., reducing areas maintained by mowing), and using boardwalks and signage to limit access to sensitive areas while providing unique educational opportunities. Where possible, prescribed burning can be used to promote biodiversity.

Strategy 4e: Revise criteria for ACE (Acquisition of Conservation Easement Program) and ACEA (Albemarle Conservation Easement Authority, formerly the Public Recreational Facilities Authority) easement applications to more accurately identify biodiversity resources and conservation needs.

Conservation easements typically restrict development and protect agricultural, scenic, historic, and aquatic resources. They could be more effective at protecting specific habitat areas. While recognizing the value of biodiversity, current criteria for assessing biodiversity on ACE properties are limited in scope, with biodiversity data coming into play on a very limited basis. The criteria should be revised to include additional information and data sources, including BAP data. Improved criteria will allow biodiversity to be more easily considered in evaluating properties for ACE easements. For all County-held easements, terms and language need to be developed that provide effective methods for permanently protecting specific habitat areas that support biodiversity.

Strategy 4f: Evaluate opportunities and take steps to conserve and protect high priority Important Sites in the County.

Important Sites are defined as “locations of special plant communities, unusual habitats, or species rare to scarce in the County.” An initial list of Important Sites was developed by the Biodiversity Work Group in 2004. The Natural Heritage Committee (NHC) has maintained and revised the list in the ensuing years. Appendix C of the BAP provides descriptions of all 53 sites and a list of the 24 high priority sites. Map 3 of the BAP shows generalized locations of the sites.

The Important Sites represent significant opportunities for good stewardship, land management, and enhanced conservation of lands in the County. The total amount of land in the 53 sites is approximately 30,543 acres. Of this total, approximately 7% is public land and 93% is in private ownership. Approximately 23% of the privately owned land is under conservation easement. One of the 53 Important Sites is a landscape scale area of 21,588 acres. If this very large landscape scale site is not included, the remaining 52 sites represent a smaller area of approximately 9,786 total acres. They are comprised of approximately 21% public land, 79% privately owned land, and 30% of the privately owned land is under conservation easement.

Important Sites were evaluated based on their conservation value and the potential for conservation action that can be taken in the five years following completion of the BAP. The NHC intends to serve as an advocate for thirteen of the sites, working with landowners and local residents to raise awareness about them and discuss options for appropriate management and protection. Based on pending actions, the County is well positioned to positively influence activities and land management at nine Important Sites, and should take lead responsibility for them. The pending actions include development of new County parks, joint planning with the City of Charlottesville and Thomas Jefferson Planning District Commission on a Rivanna River corridor, and updating the Pantops Master Plan. The County and the NHC should share responsibility for two Important Sites. One site is adjacent to a future County park. The other site is within the Shenandoah National Park.

Strategy 4g: Encourage the use of locally native plants in landscaping to protect and provide habitat for native biodiversity, to save water, and to connect landowners to the local ecosystem.

The term “locally native” refers to plants that are native to the central Piedmont region of Virginia. The use of locally native plants in landscaping, land management, and development projects is important to protect native biodiversity against invasive species, to save water compared to plantings not

adapted to the local climate, to provide additional habitat for native species, and to help connect residents to the local ecosystems. In 2012, Albemarle County Department of General Services (since renamed Facilities and Environmental Services) staff developed a native plants database and currently strives to plant at least 80% native plants in County projects. Community Development Department staff should also promote use of native plants in conjunction with the site development process.

Strategy 4h: Collaborate with resource management agencies, partners, and landowners to manage non-native invasive species to reduce their impacts and limit their spread.

The threat that non-native invasive species pose to biodiversity, agriculture, forestry, and other concerns is widely documented and accepted. Numerous state and federal agencies, nonprofit groups, and other organizations are actively engaged in trying to manage the threat. Examples include the Virginia Department of Forestry, Virginia Department of Conservation and Recreation, Blue Ridge PRISM, Thomas Jefferson Soil and Water Conservation District, The Nature Conservancy, and the Virginia Native Plant Society. Efforts on this front by the County can be significantly strengthened by collaborating with these and other organizations.

Strategy 4i: Include aquatic and riparian habitat enhancement with strategies for water quality when developing the comprehensive water resources plan.

Strategy 1c of this chapter calls for developing and implementing a comprehensive water resources plan for the County. The strategy includes stream restoration needs and strategies, public education efforts, and coordination of different County programs. This represents a logical and practical opportunity to enhance aquatic and riparian habitat as part of the comprehensive water resources plan. Biodiversity and stream health are associated with water quality. The Virginia Department of Environmental Quality designates aquatic life, as determined by benthic macroinvertebrate data, as one of six designated uses for surface waters, and thus a standard for assessing water quality.

The County's network of rivers, streams, and riparian areas are a vital component of regional biodiversity, as stated under Strategy 4b of this chapter. Greater efforts should be made to protect these resources, for purposes of both improving water quality and protecting biodiversity. Taking actions for these purposes is consistent with Objectives 1 and 6 of this chapter, Strategies 1a, 6a, 6b, and 6c of this chapter, Objective 8 and Strategies 8a and 8b of the Development Areas Chapter, and Strategy 3a of the Parks and Recreation, Greenways, Blueways, and Green Systems Chapter.

Strategy 4j: Increase the community's awareness of the importance of biodiversity to encourage protection of biological resources.

Volunteers and the County can support private conservation efforts by developing and disseminating educational and technical material to the general public, developers, and private land owners, including residents of the Development Areas. The material should contain information on the value of biodiversity, voluntary techniques that can be used to protect biological resources located on their land, and resources available to them. Typical examples that are often appropriate on small parcels and in urbanized areas include creating rain gardens, pollinator habitat, and xeriscaping with native plants.

Strategy 4k: Continue to collaborate with federal, state, and regional partners, who have geographic information on biological resources, to help build a biodiversity inventory.

Many federal, state, and regional agencies collect data on biological resources and work towards species protection. These data can be used in conjunction with information from the BAP and other County-generated data to develop a broad dataset on biodiversity. Developing and maintaining good working relationships with cooperating agencies and organizations is important.

One very useful strategy would be to work with the Virginia Department of Transportation to design and test wildlife overpasses and underpasses to reduce the loss of wildlife to habitat fragmentation by roads, especially between large habitat blocks. A variety of overpass and underpass sizes can contribute to biodiversity protection, including, for example, very small tubes and tunnels that can help amphibians move between upland and wetland habitats as needed for reproduction

Strategy 4l: Retain a position for a County staff member with expertise in conservation biology.

In the years following creation of the Natural Heritage Committee in 2005, County resources were limited and no staff was available to work with the committee. With the hiring of a natural resources staff person in December 2015, a liaison between County staff and the NHC was established. The staff position supports the NHC and made development of the BAP possible. The staff position also strengthens County efforts to improve stream health, helps monitor proposed projects for impacts to biodiversity, provides additional resources for project review, and increases County support, outreach, and education for landowners.

Staff is in a unique situation to help make the connections between science, conservation management, and planning in the County. Staff time for conservation enables the County to be more effective and ensure that resources expended on these programs are put to the best use.

Strategy 4m: Develop indicators and monitor data that reflect the state of biodiversity in the County. Regularly repeat the land use/land cover data gathering process (as begun in 2009) for the purpose of monitoring landscape changes.

The state of biodiversity in Albemarle County is continually evolving. Indications of change are important in monitoring and assessing the current state, for tracking changes through time, and for effective conservation planning. Indicators may directly or indirectly reflect biodiversity resources. Examples of indicators could include the amount of land and landscape areas that are protected, the level of protection provided, indices of habitat connectivity and fragmentation, water quality and stream health data, and the status of threats to biodiversity (e.g., non-native invasive plants).

In 2007, Albemarle County, along with the Nature Conservancy, the Rivanna River Basin Commission, and StreamWatch (merged with the Rivanna Conservation Society in 2016 to form the Rivanna Conservation Alliance) funded mapping of land cover in the County and the rest of the Rivanna River watershed. The first map was completed in 2009 and is provided as a layer on the County's GIS web application. Because it is such a useful tool to track change over time, it is essential to repeat because

it provides feedback on the effectiveness of conservation programs and allows conservation programs to adapt to trends in landscape changes.

CITATIONS:

Downing, A. 2016. "The Fragmented Forest." *Virginia Forest Landowner Update*. Volume 30, Number 4, Fall 2016. Virginia Cooperative Extension Program.

Hunter, M. L. 1996. *Fundamentals of Conservation Biology*. Cambridge, MA: Blackwell Science.

Page intentionally left blank.

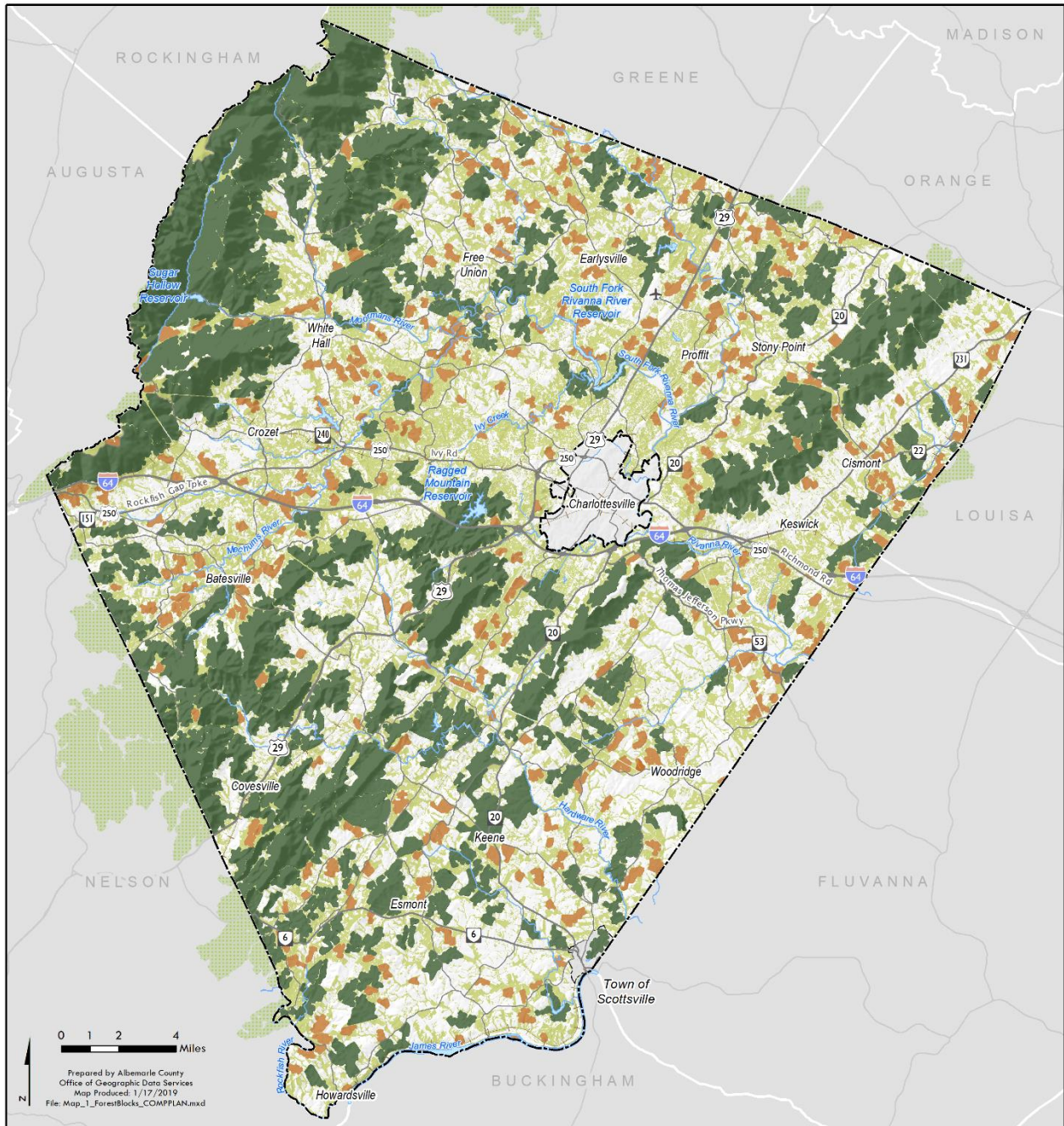


Figure 6: Forest Blocks and Tree Cover in Albemarle County

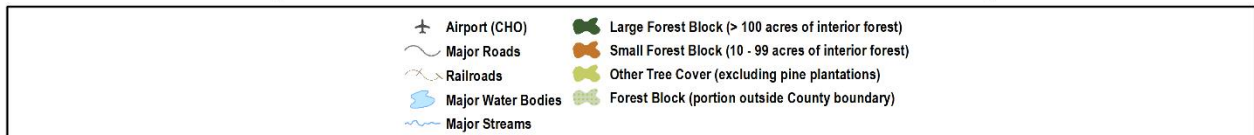


Figure 6 illustrates forested areas and tree cover in Albemarle County based on 2009 land cover data. Pine plantations were not included as forest or tree cover in this analysis.

Page intentionally left blank.

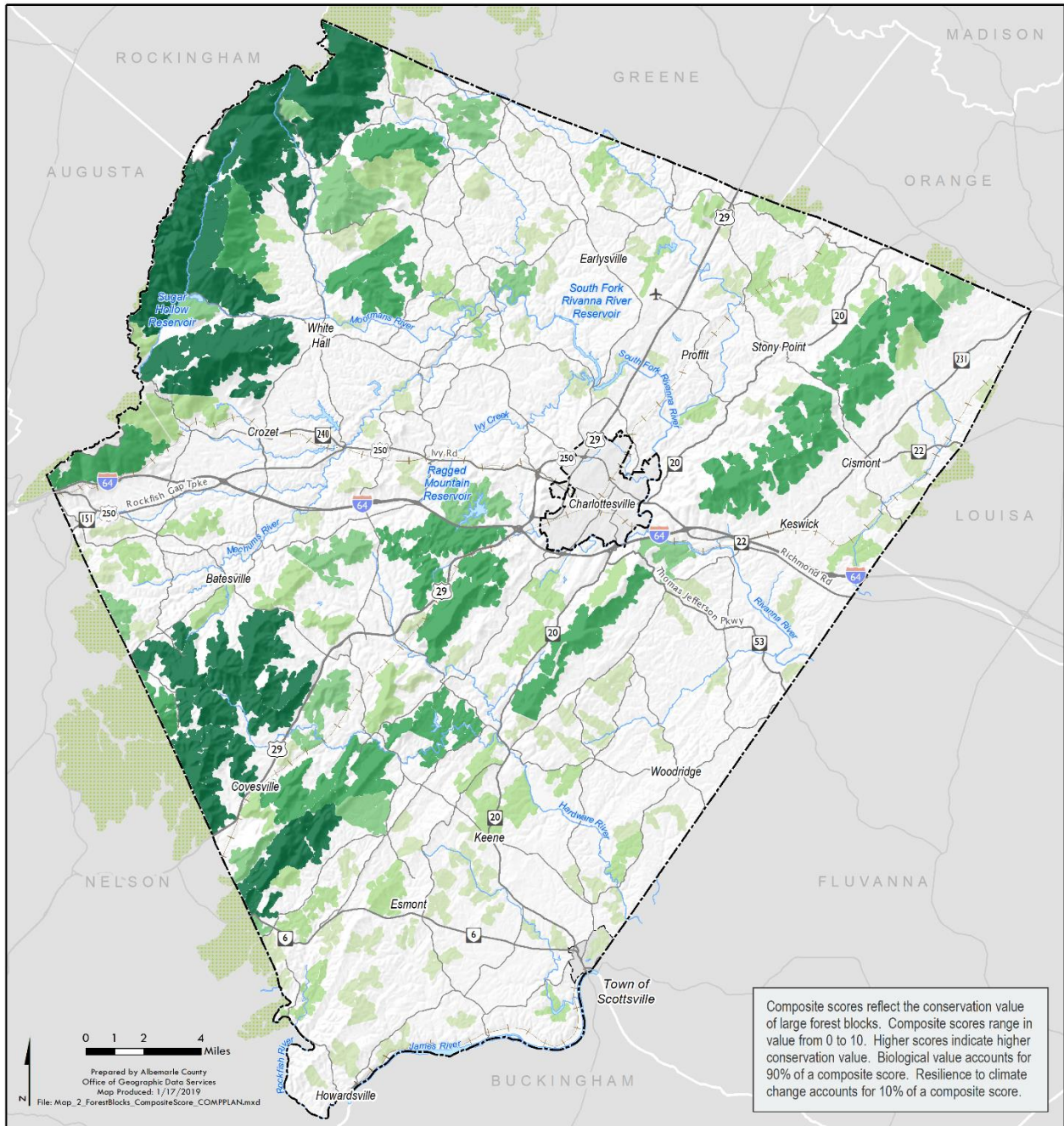


Figure 7: Ranking the Conservation Value of Large Forest Blocks

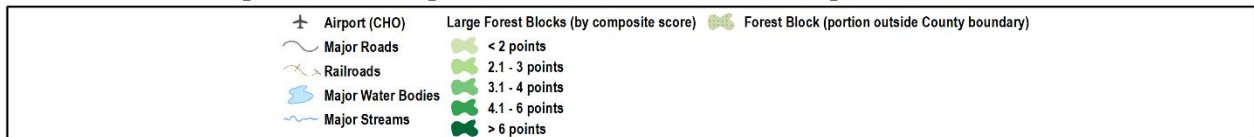


Figure 7 illustrates the composite scores of large forest blocks (blocks containing 100 or more acres of interior forest). Forest blocks were identified using 2009 land cover data.

Page intentionally left blank.

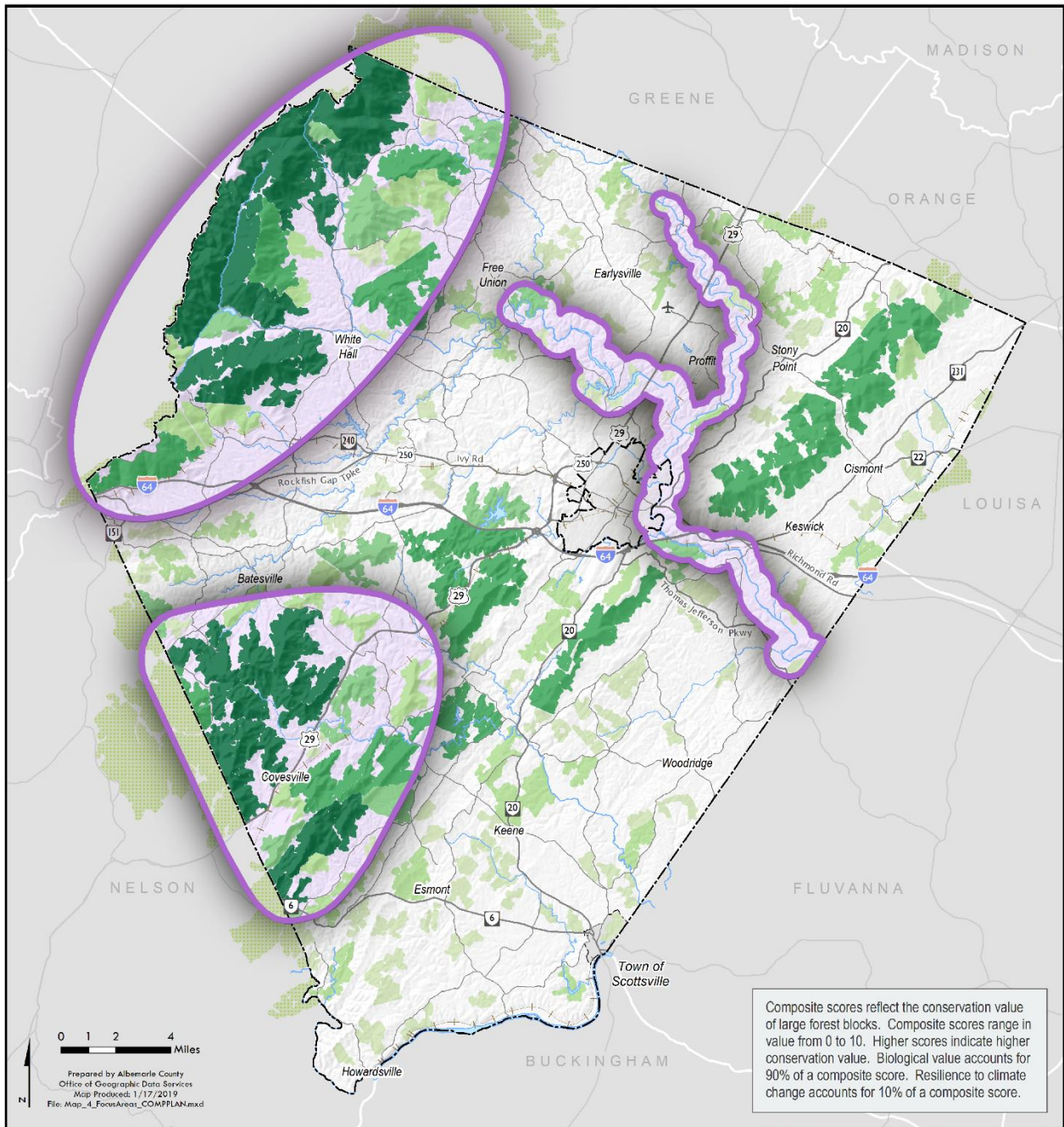


Figure 8: Conservation Focus Areas

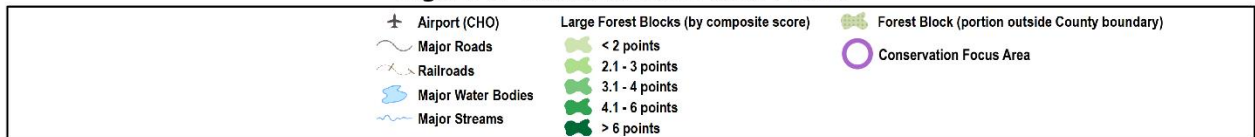


Figure 8 depicts the three areas in Albemarle County that should be a focus of conservation activity and attention.

Page intentionally left blank.

Objective 5: Retain mountain resources.

Albemarle County's mountains are the source of important natural functions, such as providing clean water, contributions to healthy air, and habitats for many of the County's plant and animal species. The mountains are also the source of many agricultural and forest products and add to the County's appeal to tourists. To many residents, the mountains give the County its "sense of place in the State and country."

Mountain resource protection efforts began in 1971 with the adoption of the County's first Comprehensive Plan, which delineated the mountains as "conservation areas." The 1977 Comprehensive Plan contained a map of conservation areas that included hilltops, major ridge lines, and slopes over 15%. Hillside development standards were proposed on slopes exceeding 15%, which included road construction, grading, and drainage standards.

The mountains of the County are mostly in forest cover, but also include orchards, pastures, dwellings, and farm buildings. These forests provide habitat for many plants and animals. The principal threat to the County's mountain forests and farms has now become fragmentation and conversion to residential land use. Forest sizes below 40 acres are difficult to manage economically. As parcel size declines, both timber harvesting and forest conservation become more difficult. The proximity of houses and other structures exacerbates the problem.

Soil retention is important for protecting water quality as well as for slope stability. The isolated locations of development sites in mountain areas necessitate longer driveways and access roads over more highly erodible soils. Driveways and access roads may disturb many times more land area than a dwelling itself. Improper attention to soils may result in accelerated soil erosion and sedimentation, ground or surface water pollution, landslides, flooding, drainage problems, failed septic systems, construction problems, and unproductive agricultural and forestal lands. Forest cover is the most effective land cover for minimizing soil erosion and protecting water quality. Forested land cover also slows runoff and retains water, allowing it to more slowly flow to streams and groundwater supplies.

Strategy 5a: Continue to protect mountain resources identified for protection in the Mountain Contour List.

In 1996, a Mountain Protection Plan was completed and adopted into the Comprehensive Plan. While the Board of Supervisors decided not to adopt the plan's recommended ordinance, this Comprehensive Plan continues to recommend protection of mountains which are identified on the Mountain Contour List in the [Appendix](#). A map showing the areas for mountain protection is provided in Figure 9. The 1996 Mountain Protection Plan may be found in the [Reference Documents](#).

Strategy 5b: Continue to protect critical slopes in the Rural Area.

Critical slopes are areas with a slope of 25% or greater. Protecting these slopes improves soil retention, helps to retain forests, and enhances water quality. In the Rural Area especially, clearing, grading, building, cropping, and overgrazing of critical slopes can result in extensive erosion and landslides or sloughing of soil and rock; excessive stormwater runoff, increased siltation and sedimentation (which affects the health of aquatic ecosystems); loss of aesthetic resource; and, in the event of septic system failure, a greater travel distance for septic effluent (which affects both drinking-water quality and the health of aquatic ecosystems). Protection measures for critical slopes include: continuing to prohibit construction on critical slopes except where necessary to build or access the first dwelling on a parcel;

providing education materials to the public about critical slope protection. Standards for designing public roads and building County projects are found in the [Appendix](#).

Strategy 5c: Protect slopes of 25% or greater in the Development Areas that are shown for preservation on Development Area Master Plan maps.

Steep slopes also are important in the Development Areas. The most important slopes are in continuous bands that are part of stream systems, contiguous areas of slopes or large groupings of slopes, slopes that are part of a hillside system, and slopes of significant value in the Entrance Corridor Overlay zoning district. These slopes have been identified on Development Area Master Plans for preservation. Recently updated zoning standards provide additional protection for these slopes. Respect for terrain is one of the principles of the [Neighborhood Model](#). Guidance is provided in the [Appendix](#) on ways to carefully grade slopes that are not part of stream systems when grading cannot be avoided.

Strategy 5d: Encourage voluntary measures, such as conservation easements, agricultural and forestal districts, and use value taxation to protect mountain resources.

Voluntary measures can be used to help with mountain protection. County efforts should focus on the mountain areas identified in the Mountain Contour List found in the Appendix. In those areas, land use planning and conservation decisions should be focused on reducing development impacts, protecting and restoring forest cover, protecting water quality, and preventing erosion. Approaches include developing education materials on sensitive site design for mountain areas; encouraging terrain-sensitive designs and use of the Rural Preservation Development (RPD) option for proposed subdivisions in the Rural Area; and increasing the acreage of conservation easements in the mountains (and crafting the terms of those easements to protect forest cover and prevent erosion). In addition to using existing measures, the County should look for additional protection measures to protect mountain resources and to promote public safety in these areas of exceptional critical slopes and higher elevations. A [transfer of development rights \(TDR\)](#) program, if adopted, could help to protect mountain resources.

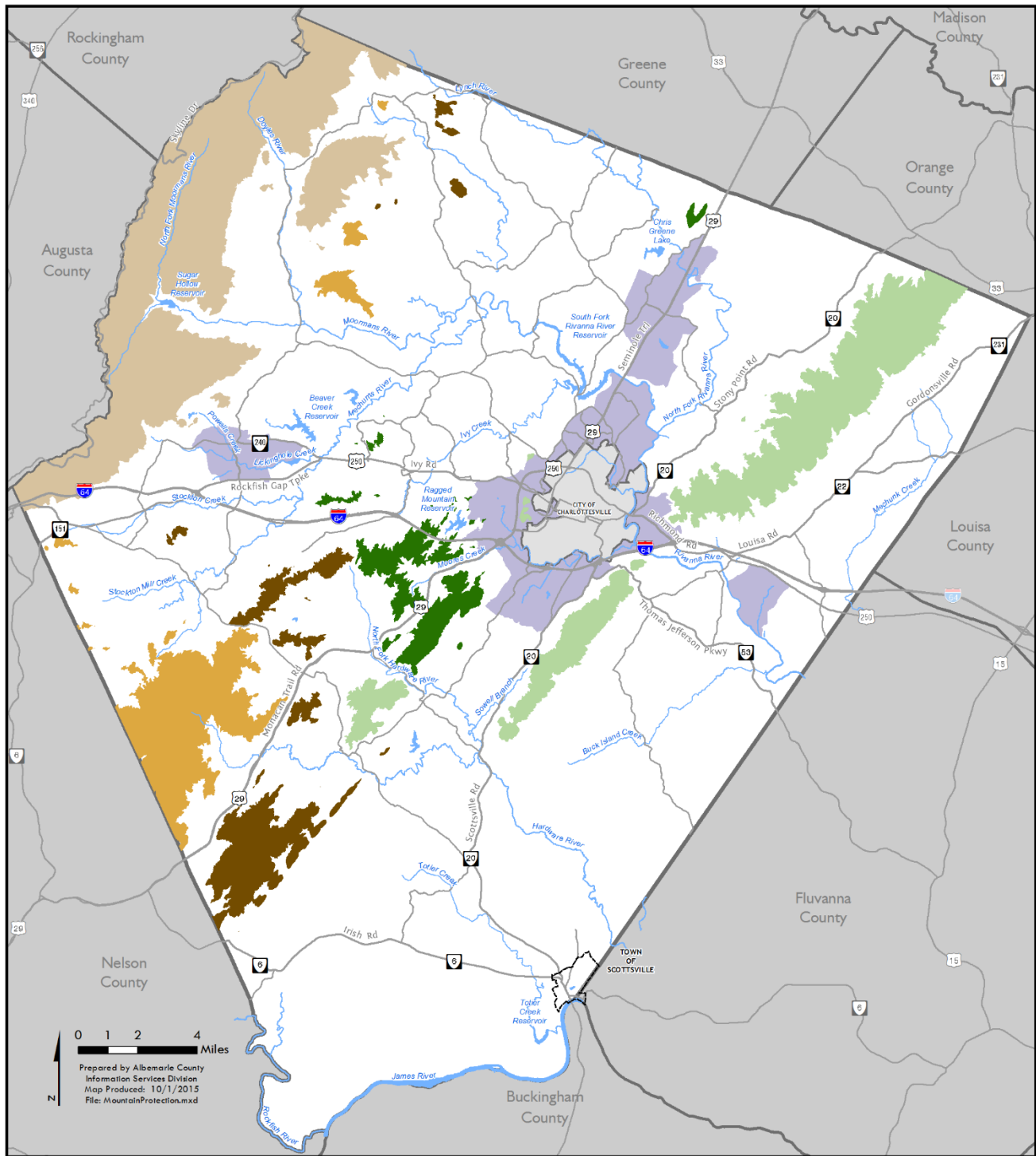


Figure 9: Mountain Protection Areas



Page intentionally left blank.

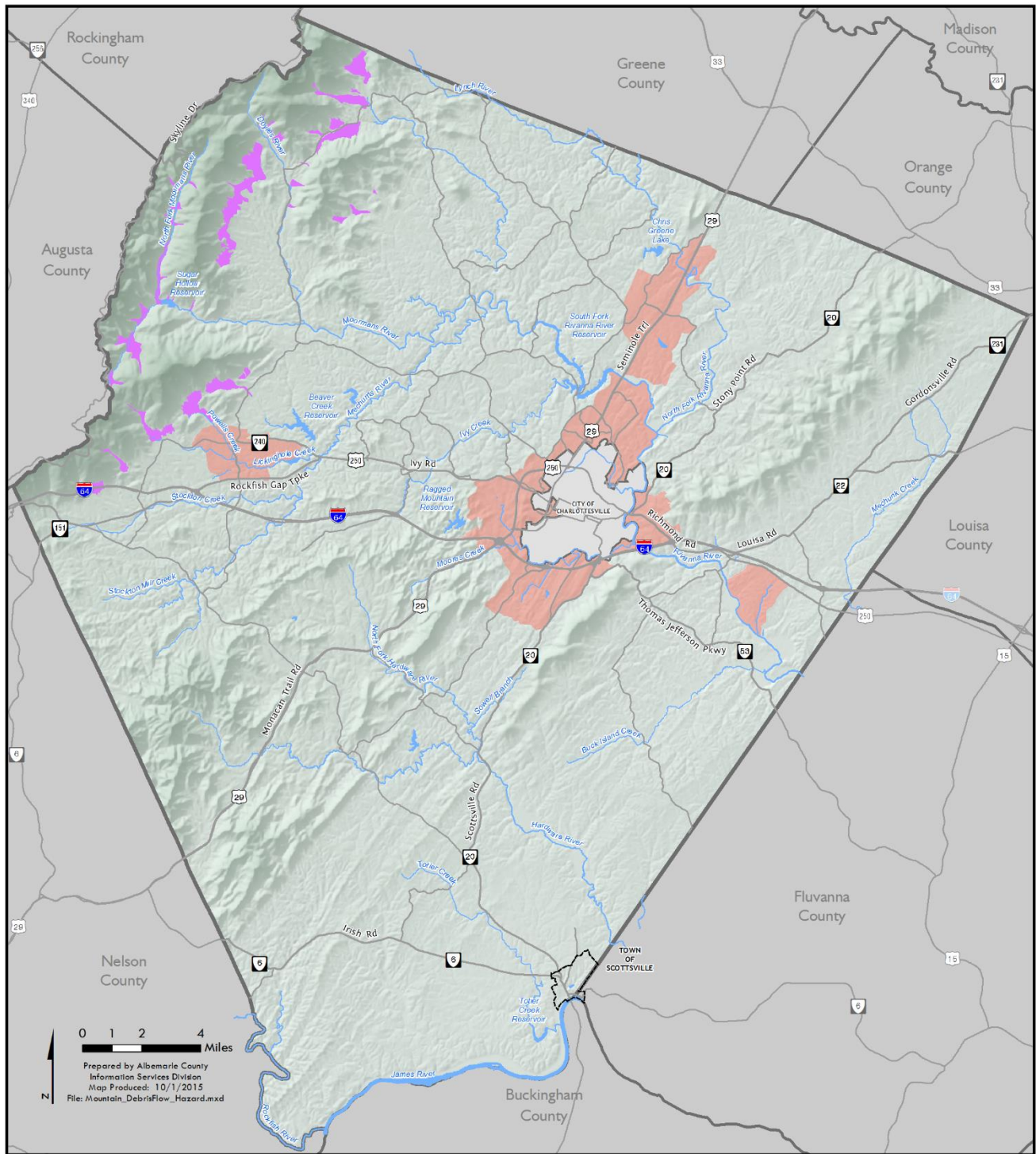


Figure 10: Debris Hazard Zones



Page intentionally left blank.

Objective 6: Retain and improve land cover near rivers and streams and protect wetlands.

Retaining and restoring land cover near streams is important to biodiversity and water quality. Restoration can be expensive and complex, so retaining existing buffers should be the priority. When restoration is considered, priorities should be established to make the best use of technical and financial resources.

Strategy 6a: Continue to use the Water Protection Ordinance, critical slopes regulations, and other measures to preserve designated river and stream valleys in their natural state, to protect significant resources associated with river and stream valleys, and to provide buffer areas.

The amount of vegetated land cover along a stream valley directly affects the stability of slopes. More vegetation generally decreases erosion and thereby protects water quality. The Water Protection Ordinance and critical slopes regulations help to preserve land cover near streams and protect wetlands. Land along streams and rivers can also provide for greenways or access to blueways. More information on the benefits of greenways is found in [Chapter 11 - Parks and Recreation, Greenways, Blueways, and Green Systems](#). Chapter 11 also provides information on a proposed joint City-County initiative along the Rivanna River corridor.

In addition to the initiatives in Objective 1 to help improve water quality and stream health, the County should assess stream buffers to see which streams need restoration. Aerial photography and land cover data can be used to help create a map showing the quality of stream buffers along streams in the Development Areas. From this map, a priority listing of streams in need of restoration can be prepared. The County can then look for ways to undertake ecosystem and stream bank restoration projects for high priority areas. Stream bank restoration can also be used to restore floodplains for their ecological function.

Strategy 6b: Protect wetlands from inappropriate uses and protect or restore them, where possible, to maintain surface water quality and other benefits.

Wetlands are areas such as swamps, floodplains, marshes, and bogs that have saturated soil conditions and that support certain wildlife habitats, spawning areas, and plant life adapted to saturated soil. Wetlands are important both as habitats and for the way in which they help to filter pollutants from runoff. The County has many wetlands along rivers and streams (especially in floodplains), as well as scattered wetlands in woodlands and elsewhere. Larger wetlands and floodplain wetlands are well mapped, but smaller wetlands are usually found only by examining specific sites. Wetland regulations are enforced by the U.S. Army Corps of Engineers, not the County. The County's Water Protection Ordinance protects some wetlands indirectly by protecting vegetated stream buffers. The County's policy is to protect wetlands wherever possible, including assisting landowners with voluntary conservation measures, such as use of conservation easements.

Strategy 6c: Use Development Area Master Plans to identify important streams and wetlands that should be protected.

Development Area Master Plans identify important areas for preservation, and these typically include wetlands and systems of steep slopes along streams. Master Plans are used for guidance for legislative decisions in the Development Areas. Rezoning and special use permits can and should be used to help ensure that important stream and wetland systems are preserved.

Objective 7: Protect residents and properties from damage that can be prevented when natural hazards are present.

Natural Hazards

Natural hazards are included in the Natural Resources Chapter because, under the right circumstances, the combination of resources can become natural hazards, such as flooding and debris flows. Hazard prevention and hazard mitigation are two important ways to prevent damage to people and property.

Flooding

Flooding occurs regularly on all major County streams, and especially near Scottsville. The region experienced catastrophic floods in 1969 during Hurricane Camille and in 1972 during Hurricane Agnes; along Route 29 North after an unusually severe localized storm in 1982; and along the Moormans River in June 1995.

Floodplains are the land areas that are inundated by moving or standing water during floods. Encroachment by development into floodplain lands and inappropriate uses on floodplain lands can result in increased danger to life, health and property, public costs for flood control measures, rescue and relief efforts, soil erosion, sedimentation and siltation, pollution of water resources, and general degradation of the natural and man-made environment. If not properly mitigated, stripping land and paving over soil increases the rate and amount of storm water runoff and can increase flood levels.

The County's Zoning Ordinance regulates structural uses, wells, septic systems, storage facilities, water and sewer facilities, and renovation/restoration of structures/facilities in the floodplain. It also allows filling in the floodplain by special use permit, and stream crossings, which can significantly constrict floodways.

The County Zoning Ordinance flood hazard overlay district section is an implementation of the Federal Emergency Management Agency (FEMA) floodplain management program, which allows for federally subsidized flood insurance in the County. Through this program, the County is required to review and limit development and changes to its floodplains. FEMA's responsibilities are limited to ensuring that the County has an adequate ordinance to regulate floodplain and mapping verification. FEMA ensures the maps are correct and up-to-date, but will allow any floodplain alteration that has been approved by the community. Therefore, it is important that the County be clear in its expectations development in the floodplains.

In 2014, the County updated its Flood Hazard Overlay District regulations to include requirements for developers who wish to build in a dam break inundation zone. According to the Virginia Code, a dam break inundation zone is "the area downstream of a dam that would be inundated or otherwise directly affected by the failure of a dam." Dam owners are required to conduct a dam break analysis to support the appropriate hazard classification of the impounding structure in accordance with Virginia Administrative Code 4VAC50-20-40. Developers are expected to prevent effects to existing spillways by either changing their plans to avoid impacts or paying 50% of the costs for necessary upgrades to a dam attributable to the development. These changes are expected to improve dam safety, prevent flooding, and better protect the public.

Strategy 7a: Through continued application of the Flood Hazard Overlay District, protect floodplains from uses that impair the function of the floodplain.

Floodplains provide floodwater storage and conveyance, reduce flood velocities and flood peaks, and curb sedimentation. When vegetated, they filter nutrients and impurities from runoff, process organic wastes, and contribute to groundwater recharge. However, floodplains can be dangerous places when

flooding occurs. Protecting floodplains from development is important and County regulations prohibit residential development in all floodplains. To help protect residents and property from future flooding, the County requires a special use permit for disturbance of the floodplain. Floodplains across the County are shown on the map in Figure 1. The 2005 update of the FEMA floodplain maps showed expansions of the floodplain of major streams and rivers in the County.

When the County reviews a request for development in the floodplain or fill in the floodplain that would raise land out of the floodplain, it looks at many things. The most important of these is whether the change to the floodplain will cause downstream flooding and danger to life or property.

As part of its review, it is essential that the County consider the cumulative effects of floodplain crossings, filling, clearing, and other forms of alteration. Typical site-specific studies and models will almost always show that predicted flooding changes are minimal. However, the cumulative effects of reducing floodplains or building within them will reduce habitat, reduce floodwater storage, and increase the frequency of flooding for adjacent properties. Cumulative effects also increase the velocity of floodwaters, and have other adverse impacts that must be weighed against the gains of filling or developing the floodplain. Also, the County must remain aware that floodplains change. Most often they expand as more impacts occur upstream which sometimes occurs in adjacent localities or counties.

As part of floodplain protection the County should continue to:

- Manage floodplain activities through the Flood Hazard Overlay District;
- Find ways to restore natural floodplain functions where they have been altered;
- Encourage the planting of appropriate native vegetation as part of BMPs and in conjunction with replanting stream buffers;
- Discourage requests for fill in the floodplain for new construction that results in raising land elevations above the floodplain; and
- Encourage landowners to put floodplains into conservation easements that protect (or permit the restoration of) forested land cover.

Strategy 7b: Continue to maintain County-owned dams.

The County also owns and maintains six dams, such as the dam at Chris Greene Lake and Hollymead that are regulated by the Department of Conservation and Recreation Dam Safety Division. The County owns one more dam in the Key West subdivision that is too small (in height) to be regulated. Maintenance by the County should be continued to ensure public safety.

Debris Flows

Debris flows (also called mudslides, mudflows, or debris avalanches) are fast-moving landslides that occur during periods of intense rainfall. These events are infrequent; however, they can be extremely dangerous.

In 1969, floods from Hurricane Camille took 150 lives in adjoining Nelson County and produced more than 3,793 debris flows. The storm also contributed to the eventual abandonment of most of the Albemarle village of Howardsville. In 1995, major rainfall occurred in adjoining Madison County and the western part of Albemarle County causing mudslides and debris flows. After the event, 61 debris flow scars were counted in Albemarle. The debris slides converged into the Moormans River to create a powerful debris torrent that scoured the valley walls, creating major scarps and depositing a delta of debris into the Sugar Hollow Reservoir. Debris hazard zones are shown on the map in Figure 10.

Strategy 7c: Increase awareness of areas which are prone to debris flow in the County.

The first step in debris flow prevention is to map areas of susceptibility. Slopes where debris flows have occurred in the past are likely to experience them in the future, according to U.S. Geological Survey reports. After mapping, property owners should be informed that they are in an area of debris flow susceptibility so that they can take precautions.

The second step is to prevent building in these areas. County regulations already require that buildings be located away from streams and rivers. Expanding those requirements to areas near intermittent stream channels and the mouths of mountain streams can help prevent debris-flow impacts. It is especially important that waivers to allow building on critical slopes not be allowed in areas where debris flows are prone to occur. This is also true for placement of roads and driveways. The best way to help avoid debris flow impacts is to avoid building in these areas and instead plant dense vegetation and maintain forest cover.

Hazard Mitigation

In 2012, the Thomas Jefferson Planning District Commission (TJPDC) updated the Regional Natural Hazard Mitigation Plan (RNHMP) (last adopted in 2006). In addition to being approved by the Federal Emergency Management Agency, the 2012 update to the Plan has been approved by Albemarle County and the other local governments that are part of the TJPDC. The purpose of the RNHMP is to prepare for natural disasters before they occur, thus reducing loss of life, property damage, and disruption of commerce.

As indicated in the RNHMP, global climate change is occurring that likely will affect the incidence and severity of storms, snow, and flooding. Changes in weather patterns, including hotter summers and colder winters will potentially impact all sectors of the community. Agriculture may be affected by drought conditions. Stormwater infrastructure has the potential to become overwhelmed by unusually heavy rainfall. Severe storms can create vulnerabilities in the energy sector. These storms have the ability to threaten power supply to homes and businesses as well as to medical facilities. The County should continue to participate in regional efforts to predict changes that add to hazard vulnerability and be prepared to respond to emergencies resulting from hazards.

Strategy 7d: Continue to participate in hazard mitigation planning as part of the Regional Natural Hazard Mitigation Plan.

FEMA requires such a plan as a condition for eligibility in certain mitigation grant programs. Implementation of the action items in the plan will be in effect for five years, and a Hazard Mitigation Working Group (which includes Albemarle County staff) convenes annually to assess progress toward meeting the goals of the plan. The Plan is an essential part of preparation for natural disasters and should continue to be updated and revised as goals are achieved. A copy of the 2012 Regional Natural Hazard Mitigation Plan may be found in the [Appendix](#).

Objective 8: Recognize changes occurring to the earth's climate to anticipate and mitigate impacts to the County.

Climate change is happening and its effects are being felt throughout the world. Overall, greenhouse gas emissions have contributed to global warming, which will ultimately result in impacts to weather, energy use, forests and agriculture, and ecosystems. While it is not yet known what changes a warming climate may bring to central Virginia, there is potential for harm to human and biologic life and road and utility infrastructure.

In 2010, members of the community and representatives of the County, the City, and UVA began a local planning process to find ways to lower the community's energy consumption and, thus, greenhouse gas emissions. The Committee, known as the Local Climate Action Planning Process (LCAPP) Steering Committee, recommended that the City, County, and UVA:

- Continue to demonstrate leadership in energy and carbon reductions at the local level;
- Build on existing synergies by continued collaboration of City, County, UVA, and community partners;
- Integrate the role of energy and carbon emissions in projects and planning;
- Equip the community at all levels to make informed decisions about the impacts of carbon emissions and energy; and
- Identify and promote actions that enable the community to reap the health, economic and environmental benefits that accompany sound energy-based decisions.

The LCAPP Report, recommended to the City, County, and UVA, was approved by the County on September 7, 2011. It can be found in the [Reference Documents](#) along with additional information on ways to deal with and adapt to future climate change.

Many parts of the Comprehensive Plan address ways the County and its citizens can help modify behaviors to potentially slow down climate change. Natural resource preservation, hazard prevention, reduction in energy use, retaining tree cover, preventing soil erosion, and conservation of water are but a few ways to help. Preparation for future impacts will also be essential.

Strategy 8a: Study the expected effects of climate change on Albemarle County and develop a Community Resilience Plan to prevent harm to human and biologic health.

The LCAPP Report provided excellent information on ways to reduce energy consumption and particulate emissions. These activities will help the community do its part to slow and stabilize the concentration of greenhouse gases. However, tools to deal with climate change will be needed, and a Community Resilience Plan can help the community plan for potential increased demands on public health systems, public safety services, and public assistance programs for the elderly. In addition, it can help localities identify infrastructure most at risk of flood damage or other weather related change. Development of a Community Resilience Plan will need extensive public engagement and should result in identification of areas most vulnerable to change and recommendations on how to deal with that change.

Page intentionally left blank.



Source: Albemarle County Community Development 2010

HISTORIC, CULTURAL, AND SCENIC RESOURCES

GOAL:

Albemarle's historic, cultural, and scenic resources will be preserved. Attractive entrance corridors will welcome visitors and residents to and within the County.

Page intentionally left blank.

VISION:

Albemarle County envisions a community with abundant natural, rural, historic, and scenic resources • healthy ecosystems • active and vibrant development areas • a physical environment that supports healthy lifestyles • a thriving economy • and exceptional educational opportunity for present and future generations.

Historic, Cultural, and Scenic Resources

Relationship to the Vision

Historic, cultural, and scenic resources create the jewel that is Albemarle County. They are key features for tourism and help provide the quality of life enjoyed by residents and business owners. School children learn the importance of preserving these critical features. Without preserved vistas and historic sites, Albemarle County could look like large-lot rural suburbia - the polar opposite of what Albemarle wishes to be. For that reason, economic development opportunities need to be expanded with care to ensure that new activities are compatible with and not destructive of these important resources.

Introduction

Albemarle is rich with cultural and historic resources that represent the County's heritage and establish a strong community identity. Cultural resources are the intangible and tangible representations of an area's behaviors, beliefs, and values. Art, architecture, music, and oral traditions from an area are cultural resources. Cultural resources also include physical features of the land that are important to a community. Historic resources also represent an area's culture.

As defined by the Albemarle County Historic Preservation Committee and based on criteria of the National Register of Historic Places, *historic resource* is defined as a place with architectural, engineering, archaeological, or cultural remains present in districts, sites, buildings, or structures that possess integrity of location, design, setting, materials, workmanship, feeling, and association. Historic resources are associated with one or more of the following historical or cultural themes:

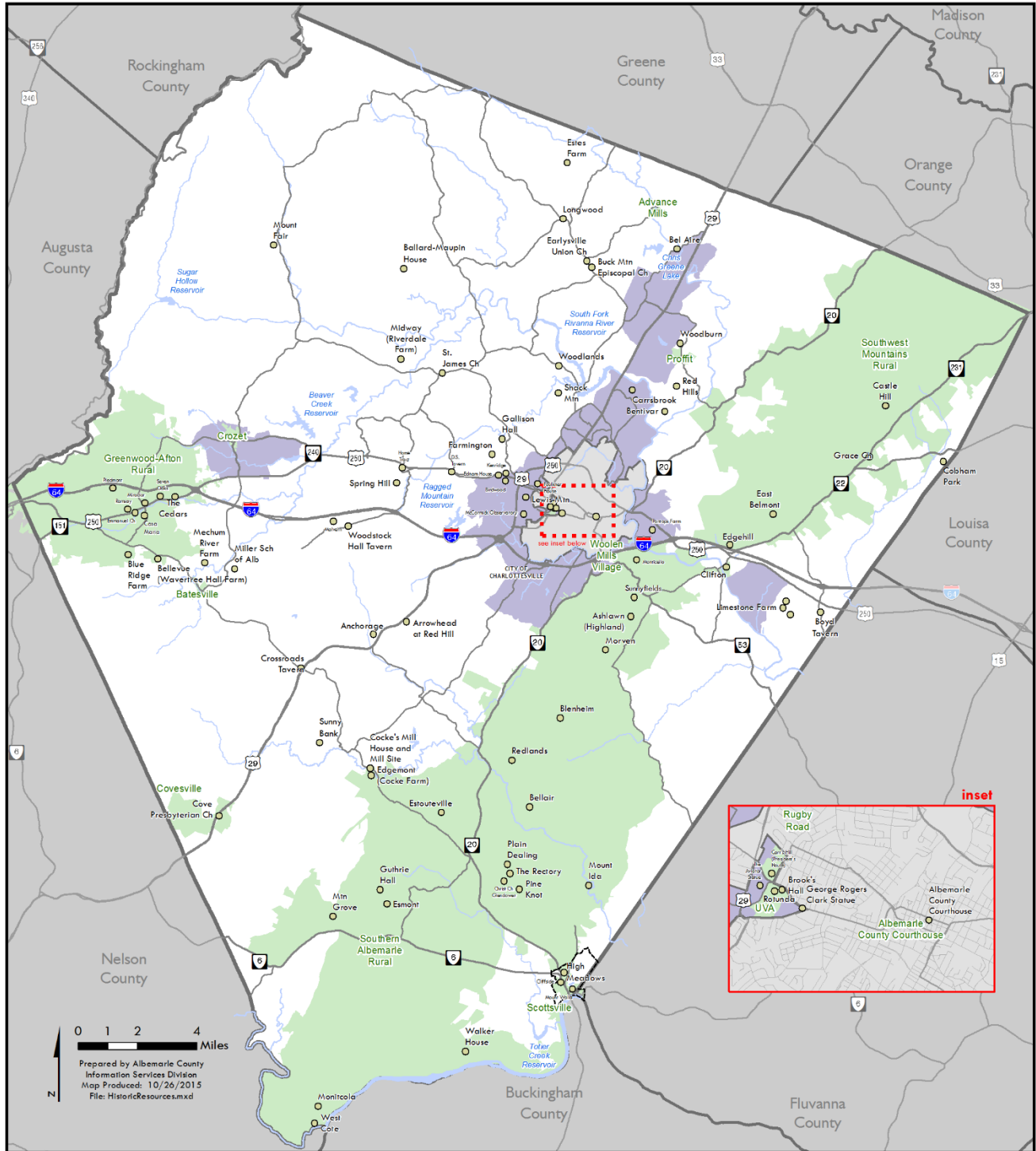
- Events that have made a significant contribution to the broad patterns of history;
- Lives of persons significant in our past;
- Embodiment of the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values; or that represent a significant and distinguishable entity whose components may lack individual distinction; and
- Information which is important to prehistory or has the potential to yield this information.

The resources include archeological sites from various time periods, ranging from 12,000-year-old hunting camps and former villages of the Monacan, to buildings and farms established early in this country's history, to post-World War II structures and sites. The resources include 81 individual properties listed in the Virginia Landmarks Register, all but one of which are also listed in the National Register of Historic Places, and 12 National Register Historic Districts that

encompass approximately 29% of the land area of the County. Albemarle is also proud to claim four National Historic Landmarks and one World Heritage site, which includes Thomas Jefferson's Monticello, the Rotunda, and the Academical Village at UVA.

Albemarle is fortunate to be able to claim these highly prominent resources, but the lesser known resources also contribute significantly to the County's history, character, and identity. Recognizing and protecting this broad spectrum of historic resources is important so that all segments of the County's history are represented and are understood as contributors to that unique place we know as Albemarle County. An enduring and equitable program of protective measures should balance regulation with voluntary techniques, education, and incentives. The County's 2000 Historic Preservation Plan presents a framework for such preservation efforts, in addition to summarizing the County's history and providing a list of properties on historic registers. The plan evaluates a wide range of preservation tools and techniques and encourages heritage tourism. As outlined in the plan, a comprehensive recognition of the broader range of Albemarle's cultural resources, together with an active heritage tourism program, can establish the mutually productive results of improved economic development and ongoing preservation of historic buildings.

This section of the Comprehensive Plan summarizes the primary points of the [2000 Historic Preservation Plan](#). Strategies shown in this Comprehensive Plan are detailed in the Preservation Plan and should be followed. The full text of the 2000 Plan, which will be updated in the future to reflect accomplishments since the original adoption of the Plan, is included as an Appendix to the Comprehensive Plan.



0 1 2 4 Miles
 Prepared by Albemarle County Information Services Division
 Map Produced: 10/26/2015
 File: HistoricResources.mxd

- Historic Landmarks
- Historic Districts
- Development Areas
- Primary Roads
- Secondary Roads
- Major Streams
- Major Water Bodies

**Figure 1:
 Historic Properties Designated
 by Virginia or Listed on the
 National Register of Historic Places**

Page intentionally left blank.

Objective 1: Continue to identify and recognize the value of buildings, structures, landscapes, sites, and districts that have historical, architectural, archaeological, or cultural significance.

The relatively large number of Albemarle County historic resources listed in the State and National Registers are examples of successful preservation efforts in the County and attest to the commendable efforts of their owners. Over the years, historic resource surveys have identified buildings and sites in Albemarle that are eligible for nomination to the National Register of Historic Places. However, there is no consolidated or updated list of these properties. In addition, many property owners are not aware of the historic significance of their properties, and many historic resources are demolished, leaving no record behind. To help counteract these effects, the following strategies are recommended:

Strategy 1a: Maintain a permanent Historic Preservation Committee and re-establish the full-time Historic Preservation Planner position to assist in implementation of the Preservation Plan.

The Board of Supervisors first appointed members to a permanent Historic Preservation Committee in 2001 to provide assistance and advice on the County’s historic preservation efforts. In 2003, the County hired its first Historic Preservation Planner; however, in 2008 that position was left unfilled and was subsequently eliminated through staffing reductions in force at that time. Although the Committee and the County continue to document historic resources, progress is slow in implementing the Historic Preservation Plan. Reestablishing the Historic Preservation Planner position will help with resource documentation, implementation of the Plan, and project review.

Strategy 1b: Compile and maintain a current and comprehensive information base on Albemarle County’s prehistoric, historic, and cultural resources for use by all County departments and the public.

The County has incomplete and scattered records, which makes accessing complete and accurate information difficult. The County’s Geographic Information System (GIS) currently includes incomplete identification of historic resources that are listed in the State and National Registers, and no information on the potential historic significance of non-listed properties. This means that County staff may obtain inaccurate information about historic resources on properties under review, and property owners may alter or destroy resources they do not know warrant special treatment. The Historic Preservation Committee has been working to update the system to accurately reflect the status of contributing and non-contributing properties in registered historic districts, but the process is slow. This work should be

Livability Project

Charlottesville and Albemarle County have made a commitment to enhance the historic character of the region by fostering community awareness of our historic and cultural resources and promoting the preservation of designated structures and areas.

In cooperation with the City of Charlottesville, the County should:

- *Prepare and maintain coordinated information detailing requirements, responsibilities, and support programs for eligible, significant, and designated resources.*
- *Collaborate on tourism outreach related to historic resources.*
- *Prepare, maintain, and make publicly available a single map of formally designated City and County historic resources to be made available as a layer on both City and County data systems.*
- *Encourage designation of historic buildings, sites, districts, structures and objects through State and federal programs.*
- *Encourage local historic designations where appropriate, in cooperation with neighborhoods.*
- *Collaborate with the University of Virginia, Ash Lawn-Highland, Monticello, and other community organizations on historic preservation matters.*

completed, expanded to include potentially eligible resources, and regularly updated as part of the work of the Committee and the Historic Preservation Planner.

Strategy 1c: Document as fully as possible all historic resources prior to demolition and retain historic records. Complete documentation with the assistance of County staff, the Historic Preservation Committee, local preservation groups, applicants, and property owners.

Albemarle County has no local historic preservation regulations and, as a result, has no mechanism to either prevent demolition of historic resources or to require that owners document their historic resources prior to demolition. At this time, the Historic Preservation Committee's focus is on establishing a written and visual record of the historic resources for which demolition permits are received. Such documentation helps to ensure that Albemarle's history is not forgotten. Current efforts are limited by the availability of committee volunteers and staff resources and by the lack of both a requirement for documentation as well as a provision for legal access by Committee members to historic properties in order to do such documentation. Rehiring a Preservation Planner would also help in this endeavor.

Objective 2: Pursue additional protection measures and incentives to preserve Albemarle's historic and archaeological resources in order to foster pride in the County and maintain the County's character.

Albemarle County has few protection measures and limited incentives to encourage owners to preserve resources on their property. Although examples of successful preservation efforts in the County exist, the number of resources destroyed in recent years suggests that continued reliance solely on voluntary preservation measures will not be adequate to protect all significant resources. Instead, a combination of strategies is necessary, including voluntary techniques, regulation, education, and financial incentives.

Strategy 2a: Encourage landowners to pursue voluntary methods of preservation and conservation, including requesting landmark and district designations, offering conservation easements, and providing tax and other financial incentive programs, as outlined in the adopted 2000 Historic Preservation Plan and its updates. Pursue historic district designations in cooperation with the surrounding neighborhoods and in partnership with the City of Charlottesville, where applicable.

Although there are no regulatory mechanisms in place, a level of historic preservation can be attained through voluntary measures. These include designation on the State and National Registers of individual properties, districts, sites, structures and objects. Such designation promotes preservation by increasing awareness of the importance of the historic resources and by making tax incentives available. Establishing conservation easements is another voluntary preservation method that is available to property owners. Many property owners are unaware of these voluntary ways to ensure that their historic properties can be enjoyed by future generations and to preserve Albemarle County's history.

Strategy 2b: Continue to find ways for preservation of historic structures and sites to be financially viable for property owners.

Rehabilitation, restoration, and maintenance of historic structures can be costly. These high costs combined with limited options for using historic properties, particularly in the Rural Areas where the majority of the County's historic buildings are located, threaten these valuable resources. A greater variety of allowable uses for historic buildings and sites could encourage historic property owners to spend the money required to maintain, rehabilitate and restore these buildings. Objective 5 in the

Rural Area Chapter provides guidance for use of restaurants and artist residencies in the Rural Area. Additional uses that can be accommodated in older buildings and sites while maintaining conformity with Rural Area goals, objectives, and strategies should be considered.

Strategy 2c: Consider adopting regulatory measures for preservation and conservation such as those outlined in the adopted 2000 Historic Preservation Plan and its updates.

The surest method of protecting the County's outstanding collection of historic and cultural resources is through the adoption of a historic overlay district in the Zoning Ordinance, as recommended in the 2000 Historic Preservation Plan. Although listing in the State and National Registers can promote preservation, such listing provides little or no protection for the historic resources so honored. Furthermore, many important resources are not yet recognized by listing in the registers. Local historic district zoning is the primary means by which government can provide legal and effective protection for historic resources and their settings. The Board of Supervisors will decide when this method might be appropriate.

Strategy 2d: Practice good stewardship of the historic resources under County control by using recognized practices for the preservation of historic resources.

The County owns several historic properties and has responsibilities as an active participant in the historic community. One of those responsibilities is setting an example for the community in its stewardship of County-owned historic resources. By maintaining and rehabilitating these resources in appropriate ways, the County can set an example that historic buildings can contribute significantly to everyday life.

Objective 3: Provide educational programs in the community about historic resources and preservation.

County residents and visitors are reminded daily of Albemarle's rich history when they view structures and landscapes that have remained practically unchanged for hundreds of years. Successfully communicating the value of Albemarle's historic resources helps engender in the community a sense of common responsibility for those resources.

Strategy 3a: Develop and engage in heritage education programs that foster community pride, good citizenship, a strong school curriculum, and stewardship of the County's historic resources.

Heritage education programs can raise the community's awareness, increase its knowledge, and encourage responsibility, thereby encouraging the survival of the County's historic resources for the benefit of future generations. Heritage education makes historic preservation more secure. To communicate the value of these resources to all segments of the community, three types of educational programs should be pursued: school programs, adult programs, and community events. The Historic Preservation Committee and the Preservation Planner can help develop and present these programs.

Strategy 3b: Use a variety of tools (brochures, videos, workshops, lectures, the internet, oral histories, a comprehensive database) to educate and provide guidance to County residents, property owners, County boards and committees, and County staff about the County's historic resources and its preservation policies.

Preservation education can take multiple forms. Creating a wide variety of tools to convey the historic preservation message can help ensure that a clear message reaches a diverse audience.

Strategy 3c: Partner with the City of Charlottesville to prepare and maintain coordinated information on requirements, responsibilities, and support programs for historic resources that are designated, eligible to be designated, or otherwise historically significant to the community.

Many of the County's resources are related historically, physically, and visually to resources in adjacent communities, including the City of Charlottesville. Sometimes, this proximity can generate confusion regarding policies and requirements, but it can also provide an opportunity for capitalizing on preservation education. Providing easily accessible, coordinated information can help clarify requirements and opportunities for preservation.

Objective 4: Promote regional cooperation in preservation and conservation efforts, including the promotion of heritage tourism.

Albemarle County is not alone in its wealth of historic resources. Nearby localities, including the City of Charlottesville, Orange County, and Fluvanna County, also contain numerous historic and cultural resources. The 2000 Historic Preservation Plan and the Livability Project both emphasize the "total community effort" concept, and identify individual citizens, businesses, schools, government officials (County, City, and State), various interest groups, and preservation organizations as important players in regional preservation. The role of the County government in this partnership is to integrate historic preservation fully into the planning and implementation process. Incorporation of this preservation plan into the Comprehensive Plan will help ensure that future public policy decisions reflect the value of historic resources to the community.

An existing example of a successful partnership is the Journey Through Hallowed Ground, a four-state 180-mile long and 75-mile-wide historic, natural, and scenic region stretching from Gettysburg, PA, through Maryland and Harper's Ferry, West Virginia. Recognized by Congress as a National Heritage Area in 2008, the Journey encompasses more historic sites than any other region in the nation.

Strategy 4a: Create and strengthen partnerships among all interest groups, including, but not limited to, the City of Charlottesville, U VA, County and State officials, nearby counties, local businesses, historic sites (like Ash Lawn-Highland and Monticello) and community organizations to collaborate on and forward the cause of historic preservation and to promote heritage tourism throughout the County and the region.

Because Albemarle and nearby areas are rich in historic resources, opportunities for partnering with other organizations are ripe. The proximity of such culturally rich localities points to the benefit of forming partnerships among the public, private and institutional sectors of the larger community to support and strengthen the local preservation efforts. For example, with the help of the Historic Preservation Committee, the County could explore designating a Heritage Area such as the Jefferson, Monroe, and Madison corridor (in cooperation with Orange County), or the Rivanna River corridor (in cooperation with the City of Charlottesville and Fluvanna County).

Strategy 4b: Prepare and maintain a single map of formally designated City and County historic resources and make it available as a layer on both City and County data systems.

Many visitors and residents appreciate the numerous historic resources of the City and County; however there is no single map showing all resources. A single map illustrating both City and County historic resources offers multiple benefits, such as easier navigation for tourists and improved understanding of potential impacts of proposed development. Economic development professionals in the City of

Charlottesville, Albemarle County, and others, could develop joint maps of historic resources for use at the Chamber of Commerce and visitor centers. Development of these relationships may result in statewide tourism activities.

Objective 5: Help protect Monticello's Viewshed.

Monticello is among the many important Albemarle County historic sites. It is a National Historic Landmark and is the only house in the United States designated a UNESCO World Heritage Site. It is part of the same UNESCO World Heritage Site that extends to the Rotunda and Academical Village at the University of Virginia. Because of its significance as part of American history and its economic contribution to the community, Monticello stands out as resource that deserves special recognition. As the home of Thomas Jefferson and the only house in the United States designated as a UNESCO World Heritage Site, Monticello reflects the interests, values, and attitudes of its owner and the times in which he lived. It draws approximately half a million visitors each year, and the Rotunda and Academical Village, at the core of the University of Virginia grounds, draw additional students, families, and visitors. Monticello's elevated location near the County's Development Areas means that the view from that mountaintop is subject to significant change. Albemarle County, therefore, has a cultural responsibility and an economic interest in helping to protect Monticello's viewshed.

Strategy 5a: Make available to the public the Monticello Viewshed Map that represents all properties potentially visible from the Monticello mountaintop.

In 2012, the Piedmont Environmental Council assisted the Foundation by creating a "Monticello Viewshed Map" that delineates the areas where development might be visible from the Monticello mountaintop, based on visual measurements. The inclusion of the Viewshed Map in the County's mapping system (available on the County's website) will facilitate property owners, developers, and the Foundation in making preliminary determinations regarding a property's visibility from Monticello.

Strategy 5b: Help land developers with properties potentially visible from the Monticello mountaintop connect with the Thomas Jefferson Foundation (TJF) to help prevent negative visual impacts on the Monticello viewshed.

To help preserve this resource and the rural view from Monticello, TJF prepared guidelines for development located within the viewshed of the Monticello mountaintop. These voluntary guidelines, which are available from the Foundation and can be found in the [Reference Documents](#), are intended to help property owners and land developers work with the Foundation to preserve important views for tourists who visit Monticello.

To help prevent negative visual impacts to the view from Monticello, TJF has requested that the County notify it of new projects under review, including special use permits, requests for rezoning, and public projects, so that the Foundation will be able to contact the owners and developers directly to clarify the extent of visibility and to discuss the Foundation's guidelines for reducing visual impacts, as necessary. County staff should also strongly encourage applicants with development proposals for properties on the Monticello Viewshed Map to consult with the TJF about any potential visual impact of the project.

Strategy 5c: When reviewing discretionary land proposals, consider impacts on Monticello’s viewshed and encourage mitigation measures that are consistent with the County’s Comprehensive Plan.

Discretionary land proposals include rezoning applications, special use permits, and reviews on public projects for conformity with the Comprehensive Plan. As part of staff review of discretionary proposals, reports to the Planning Commission and Board of Supervisors advise on how well a project meets the intent of the various goals, objectives, and strategies in the Comprehensive Plan. Strong consideration of how a proposed development affects the Monticello viewshed should be given when reviewing development proposals in the viewshed. Impacts to Monticello should be part of staff reports provided to the Commission and Board and should indicate whether an applicant has contacted TJJ or if TJJ has any comments on the proposed project.

Strategy 5d: When revising zoning and subdivision regulations, consider the impacts of new regulations on Monticello’s viewshed.

From time to time, Albemarle County revises and updates its land use regulations to better implement the goals, objectives, and strategies of the Plan. Many different resources of the County may be affected by changes in the regulations. The County weighs the impacts of how new regulations to achieve one goal may affect goals for different parts of the County or County’s resources. The TJJ has requested that the County also be mindful of how new regulations may affect their viewshed.

Scenic Resources

Albemarle’s scenic quality is largely dependent on its agricultural, forestry resources, natural resources, and historic resources. The combination of open and forested areas, natural scenes and ordered landscapes provide a variety of visual experiences that Albemarle’s residents have long appreciated. Clean water and clean air contribute to the County’s scenic resources. Preserving and planning for scenic resources is done for the enjoyment of current and future residents and tourists.

The County’s scenic resources are highly valued and contribute to both quality of life and the tourism economy. Existing regulations only go so far in protecting these resources. Greater ability to regulate aesthetics is desired to help preserve these qualities. Strategies for protecting the various types of County scenic resources are addressed in this section.

Objective 6: Continue to protect and enhance scenic resources for residents and tourists.

The County’s preserved scenic resources are largely the result of the County’s commitment to its growth management policy ([hyperlink](#)) which directs growth to its designated Development Areas and seeks to preserve its Rural Areas for agriculture, forestry, and natural resource conservation. The preservation of agricultural and forestry lands, described more fully in the Rural Area Chapter ([hyperlink](#)), preservation of natural resources, as articulated in the Natural Resources Chapter ([hyperlink](#)), and preservation of historic resources and their settings are the most effective types of scenic protection. Maintaining and improving air quality is particularly important for protection of scenic resources.

Scenic resources contribute to the community’s desirability as a place to live, enhance and protect property values, and contribute to the overall quality of life. Albemarle’s scenic quality is largely dependent on its agricultural and forestry resources and its historic resources. The combination of open and forested areas, natural features, and ordered landscapes provide a variety of visual experiences that Albemarle’s residents have long appreciated.

Albemarle's scenic resources are important to visitors, as well as its residents. The Blue Ridge Mountains and Albemarle's historic structures in their rural settings contribute to a year-round tourism industry. Visitors to these destinations gather a lasting impression of Albemarle as they travel the County's scenic roadways. Greenways provide a firsthand opportunity for residents and visitors to enjoy scenic streams such as the Rivanna River.

Strategy 6a: Continue to promote voluntary measures to protect scenic resources.

Preservation of scenic resources often occurs indirectly as the result of natural resource protection or through voluntary measures. Voluntary measures that protect scenic resources in Albemarle County include:

- Conservation easements and historic easements, which are intended to preserve open space and historic resources;
- Agricultural/Forestal Districts, which are intended to conserve and protect agricultural and forestal lands for aesthetic purposes, among others; and
- Rural Preservation Developments, which are reviewed for conservation of natural, scenic or historic resources.

In addition, the use value taxation program (land use tax) indirectly, but effectively, helps protect scenic areas through the maintenance of agricultural and forestal areas. Honorific designations, such as State Scenic River, Virginia Byway, Virginia Landmarks Register, and National Register of Historic Places, do not impose restrictions, but serve to draw attention to scenic resources and thereby encourage their protection. Continued promotion of these measures by County officials, staff, and volunteers can have a significant impact on scenic resource protection.

Strategy 6b: Support enabling legislation for Albemarle County to provide for a scenic protection and tourist enhancement overlay zoning district.

In Albemarle County, aesthetic protection takes place through several zoning regulations. Some roads and streams are protected with the Entrance Corridor Overlay regulations and the Scenic Streams Overlay District. To a lesser extent, protections are provided through the critical slopes regulations and the site plan landscaping and screening requirements. Aesthetic protection is one of the stated objectives of the Rural Areas zoning district and, although the Water Protection Ordinance is a regulation intended to protect a natural resource, it also indirectly protects scenic resources. The required stream buffers, which preserve indigenous vegetation to protect the water quality, also protect the scenic quality of the streams. When a special use permit or rezoning is requested in an Entrance Corridor District or other designated area, decision makers consult the Comprehensive Plan for guidance on mitigating impacts.

Because of the importance of scenic protection and tourism enhancement, Albemarle County supports enabling legislation for the County to provide greater protection through a scenic protection and tourist enhancement overlay zoning district. As the County pursues options to protect the visual quality of land as an aesthetic and economic resource, this legislation would provide a method to ensure greater protection of visual resources and scenic areas than currently exists.

Strategy 6c: Work with the City of Charlottesville, the University of Virginia, and other regional bodies to more consistently enhance the visual quality and multi-modal experiences along scenic corridors. Focus on Entrance Corridors, shared boundaries, the creation of distinctive destinations, urban area walkability, and consistent signage.

The County shares scenic resources with the City of Charlottesville and UVA. Collaboration among the various boards and commissions can help protect and enhance these scenic resources. For example, consistent and coordinated signage, landscaping, and pedestrian amenities can enhance the visual quality and multimodal experiences along the corridors. Enhancing and improving the scenic and historic character of each corridor, while connecting historic resources, such as Monticello, Ash Lawn-Highland, the University of Virginia, and Court Square, within the community can bolster tourism. As part of the Livability Project, community input revealed a desire for Entrance Corridors that were improved, especially at the City-County boundary, as well as clear differences between the Rural Area and densely developed areas, and coordinated guidelines for ease of use by the development community. These concepts were supported by the Planning Commissions, which identified a consistent approach to signage as a good place to start in joint planning for these important shared resources.

Objective 7: Maintain or improve the visual quality of all of Albemarle’s roadways.

For residents and visitors alike, the visual attractiveness of what is seen while driving on a road creates a lingering impression. Albemarle County prides itself on being visually attractive. The County works to identify and protect the elements that make traveling the County roads an enjoyable experience and reflective of the County’s commitment to resource preservation. There are specific roads in the County that stand out as exceptionally scenic corridors. Roads outside of the designated Development Areas reflect the character of the rural countryside and contribute to the scenic quality of the Rural Area. Some of these rural roads are corridors into and through historic areas of the County. These roads usually serve as major tourist routes and offer scenery representing the best of Albemarle’s varied terrain, water features, forests, agricultural uses, and architectural and landscape design heritage. Some of these roads may be historic routes of travel in the region. Currently, scenic road designations include State-designated Virginia Byways and State Scenic Highways and locally designated Entrance Corridors.

Strategy 7a: Pursue additional scenic road designations to promote tourism and to maintain the visual quality of the County’s scenic roads.

Albemarle County has a number of scenic roads that have been designated as important on a State and national level. A State Scenic Highway is a road built within a protected scenic corridor and located, designed, and constructed in order to preserve and enhance the natural beauty and cultural value of the countryside. Skyline Drive, with portions located in Albemarle County, is one of five such scenic highways in Virginia. It was constructed in conjunction with Shenandoah National Park and was also designated a National Scenic Byway in 2005. Other State scenic highways are the Blue Ridge Parkway, the Colonial National Parkway, the Journey Through Hallowed Ground Corridor, and the George Washington Memorial Parkway. State Route 20 and State Route 53 in Albemarle County are part of the Journey Corridor.

A Virginia Byway is an existing road with high aesthetic or cultural value, leading to or lying within an area of historic, natural, or recreational significance. A Virginia Byway designation does not place any restrictions upon properties along the Byway. The primary purpose is to give formal recognition to deserving roads and to further the creation of a system of roads to promote tourism and public appreciation of natural and historic resources. Maps of the currently designated Virginia Byways can be

obtained from the Virginia Department of Transportation. In Albemarle, these byways include portions of Route 614, Route 250, Route 151, Route 6, Route 20, Route 53, Route 800, and Route 601. Portions of Route 20, Route 231/22, and Route 53 are also American Byways.

The *Virginia Outdoors Plan* is Virginia's official document regarding land conservation, outdoor recreation, and open space planning. The 2014 Virginia Outdoors Plan identifies the following roads as potential routes that should be evaluated for consideration as Virginia Byways in Albemarle County:

- Route 626 (James River Byway);
- Route 810 (from Crozet to Stanardsville); and
- Route 692/712 (Plank Road).

The County should continue to pursue designations for these roads. In addition, the County should pursue protections for other roads, such as the portion of Route 614 (Sugar Hollow Road) west of Whitehall, which possess exceptional scenic, aesthetic, and historic characteristics and are assets to the County, but which have not yet been identified in the 2014 Virginia Outdoors Plan.

Strategy 7b: Take an active role in the design of Virginia Department of Transportation road improvements and bridges on scenic roads.

When public funds are involved, the County has some influence over certain aspects of the design of improvements proposed for bridges and scenic roads in the County. Ways in which scenic roads can be preserved and enhanced include:

- In the Rural Area, retain existing vegetation adjacent to roadways and retain trees on hillsides and ridges to preserve the natural horizon and visual character of the area;
- Landscape and re-vegetate graded areas with native species;
- Protect the settings of historic structures with appropriate setbacks and buffering;
- Maintain natural corridors along streams to protect the visual qualities of watercourses; and
- Avoid crossings of scenic streams by roads, utilities, and the like. Where such crossings are necessary, particular care should be exercised to maintain visual character.

By taking an active role in the design phase of projects, the County can help ensure that important features of scenic roads are preserved.

Strategy 7c: Consider whether additional setback is needed along scenic highways in the Rural Area.

Protection for locally designated scenic highways was previously provided through the County Scenic Highway overlay zoning district, which required increased setbacks for structures and parking lots, and additional sign regulations. That provision was deleted in 1992, following the adoption of the Entrance Corridor (EC) overlay district in 1990. The motivation for removing the County Scenic Highway overlay district was the belief that the Entrance Corridor overlay would provide a broader and more effective measure of protection for scenic highway corridor. At the time the EC was adopted, all designated Scenic Highways were established as Entrance Corridors. Since that time, however, other scenic roads have been identified that could potentially benefit from protection. Study is needed on whether these

roads should have additional controls, such as a 150 foot setback. More information on this topic is provided in [Strategy 8a](#).

Objective 8: Maintain the visual integrity of Albemarle’s Entrance Corridors.

Entrance Corridors are arterial streets and highways that are significant routes of tourist access to the County and access to many of the County’s and City’s historic landmarks, structures, and districts. Some of these historic resources are Monticello, Ash Lawn-Highland, the Rotunda and Academical Village at the University of Virginia, and the County’s 12 National Register Historic Districts.

The EC overlay district helps to implement the Comprehensive Plan’s goal to preserve the County’s scenic resources because they are essential to the County’s character, economic vitality and quality of life. Maintenance of the visual integrity of the County’s roadways takes place by using design guidelines. It provides for review of new construction along designated roads by an architectural review board under design guidelines. Entrance Corridor Guidelines "guide" how the EC regulations are implemented and administered. They reinforce the County’s goal of preserving scenic resources and help ensure that new development will be compatible with the County’s natural, scenic, historic, architectural, and cultural resources. A map identifying the Entrance Corridors is provided in Figure 2.

There are important distinctions between the EC regulations and the previous Scenic Highway zoning regulations. EC regulations may be applied only to “arterial streets or highways found to be significant routes of tourist access.” A road may not qualify based on classification alone. Scenic Highways were established for a distance of 150 feet on each side of the right-of-way of three specific routes:

- US Route 250 from the western corporate limits of the City of Charlottesville to the western Albemarle County border;
- VA Route 20 from I-64 south to the corporate limits of the Town of Scottsville; and
- VA Route 6 from the corporate limits of the Town Scottsville westward through several discontinuous portions of Albemarle County.

EC regulations do not specify a setback, whereas the Scenic Highway zoning regulations required a 150-foot setback. In this regard, the EC regulations provide more flexibility, but may overlook an important technique for visual protection. Because EC regulations do not apply to residential buildings unless a site plan is required, single-family detached homes do not fall under EC review. This situation means that houses may be built fairly close to the roadway and have features that are not compatible with the Entrance Corridor. More information on this aspect is found in Strategy 7a. Continuing to regulate new development in the Entrance Corridor helps the County take a more active role in preserving historic and scenic character that impacts tourism and quality of life.

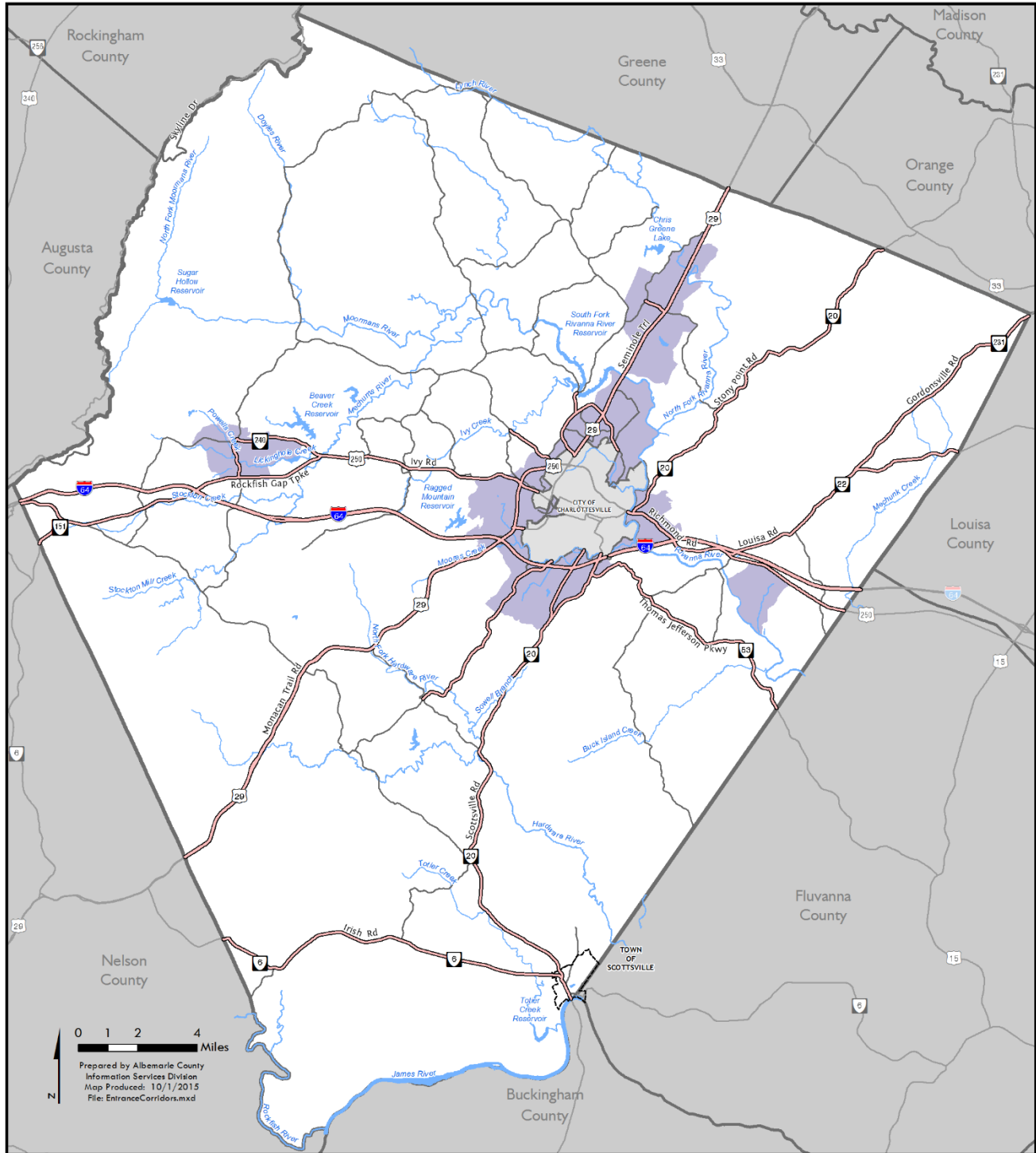


Figure 2: Entrance Corridors



Page intentionally left blank.

Strategy 8a: Taking into consideration the former Scenic Highway regulations, review the EC guidelines for effectiveness in protecting the integrity of exceptionally scenic EC road corridors, such as Route 250 East, Route 250 West, and Route 22/231.

There has been concern whether the EC regulations protect the scenic quality of designated roads, specifically Route 250 West, as effectively as the previous Scenic Highway regulations. In recent years, concerns have been expressed about the integrity of Route 250 East and Route 22/331. In 2005, a citizens' group recommended developing specific EC guidelines to maximize protection of the unique characteristics of individual roads. A particular concern is the impact that new developments, including single-family residential developments, have on traditional frontage treatments along the corridors. In many cases, hedgerows and other traditional streetscapes are lost to turn lanes and entrances, and the scenic views established by the traditional edge treatments are replaced by sustained views of sprawling residential developments with their backs turned toward the road. A comparison of the former Scenic Highway regulations with the EC regulations should be undertaken to determine if significant protective measures were inadvertently eliminated. Recommendations for stricter zoning regulations in the ECs could result.

Strategy 8b: Continue to use the Entrance Corridor design guidelines to help maintain the integrity of Entrance Corridors in Albemarle County.

The EC guidelines have been successful in ensuring the compatibility of new development with existing resources and, based on this success, their use should continue. However, updates are needed in several areas to coordinate the Entrance Corridor Guidelines with plans that have been adopted since the Guidelines were first established, to address the vastly different characters of some of the corridors, and to consider new corridors as the County develops.

Strategy 8c: Update EC Design Guidelines to better reflect expectations of the Neighborhood Model for the Development Areas, including, but not limited to, recommendations on ways to provide for relegated parking without buildings turning their backs to the Entrance Corridor and on coordinating landscaping requirements with utility corridors.

The Neighborhood Model was adopted in 2001. Since that time, zoning and subdivision regulations have been modified and continue to be modified to allow for, and in some cases require, design elements that better support density. EC Design Guidelines support many aspects of the Neighborhood Model; however, more clarity is needed regarding the application of Neighborhood Model guidelines to infill along entrance corridors, relegated parking, building setbacks, landscaping, and street trees. The Neighborhood Model Design Guidance, which is appended to the Comprehensive Plan, provides guidance and expectations for relegated parking and orientation of buildings that can be applied to the Entrance Corridors.

Strategy 8d: Develop corridor-specific guidelines for all Entrance Corridors to reflect the unique character of each corridor.

The existing character of designated Entrance Corridors varies widely, from urbanized Route 29 North to relatively undeveloped Route 250 West. At the same time, many corridors share similar characteristics. The development of corridor-specific EC guidelines, considered for several years, is one means of maximizing protection of the unique characteristics of individual roads.

Strategy 8e: Use recommendations from Development Area Master Plans for frontage treatments of ECs to guide decision-making.

Each of the Development Area Master Plans contains recommendations for the appearance of the ultimate streetscape on ECs. Some of the Master Plans are more specific than others; however, expectations for rural streetscapes and urban streetscapes are articulated in all of the Master Plans. Development Area Master Plans have made recommendations about the expected character of some of the corridors. These recommendations should be used when developing corridor specific plans.

Strategy 8f: Consider additional EC designations as appropriate, or as road classifications change, for roads such as the John Warner Parkway, Route 614 (Sugar Hollow Road), Route 692/712 (Plank Road), and Route 810 (Brown's Gap Turnpike).

The John Warner Parkway, Route 614 (Sugar Hollow Road), Route 692/712 (Plank Road), and Route 810 (Brown's Gap Turnpike) are all highly visible roads for visitors and residents in the County. Increased usage and nearby development has prompted the need to consider designating these corridors as ECs. Bringing the roads into the Entrance Corridor Overlay District will help to ensure that the visual integrity of these roads is not diminished with new development adjacent to the roads.

Objective 9: Protect the scenic quality of Albemarle's rivers and streams.

Albemarle's streams and rivers are part of the scenic quality of the County as well as important natural resources. They provide drinking water, as described in the Natural Resources Chapter ([hyperlink](#)) and Community Facilities Chapter ([hyperlink](#)) as well as recreational use. As described in the Parks, Recreation, Greenways, Blueways, and Green Systems Chapter. Scenic stream designations include State-designated Virginia Scenic Rivers and locally designated Scenic Streams.

Strategy 9a: Pursue Virginia Scenic River designations for rivers meeting State criteria.

The Scenic Rivers Act of 1970 provides for the identification, protection, and preservation of rivers or sections of rivers that possess natural or pastoral beauty of high quality. Protection and management of the river rests with the local government, but all state and local agencies must consider the recommendations of the Department of Conservation and Recreation regarding planning for the use and development of the Scenic River and related land resources. The Act requires that an advisory board of local residents be appointed by the Governor for each designated scenic river to advise the director of the Department of Conservation and Recreation on plans and proposals, including federal or State projects that could alter the scenic river. A state designation does prohibit construction of a dam or other structure that impedes the natural flow.

The following rivers are designated as Virginia Scenic Rivers in Albemarle:

- Moormans River (from the Charlottesville (Sugar Hollow) Reservoir to its junction with the Mechums River);
- Rivanna River (from the South Fork Reservoir to the Fluvanna County line); and
- Rockfish River (from the Nelson County line to the James River).

The 2014 Virginia Outdoors Plan recommends that the following rivers or segments be evaluated to determine suitability for designation as Virginia Scenic Rivers in Albemarle:

- Mechums River;
- James River; and
- Rivanna River

from the headwaters to its confluence with the South Fork. The County should review these river segments for potential Scenic River designation.

Strategy 9b: Review the effectiveness of County Scenic Streams zoning regulations and update them for consistency with the Water Protection Ordinance.

The Scenic Streams zoning overlay district was created to help conserve elements of the County's scenic beauty along scenic waterways. The entire length of the Moormans River from the bottom of the Charlottesville Water Supply Dam at Sugar Hollow to the confluence of the Moormans River with the Mechums River is protected with the Scenic Streams overlay. This overlay district provides stream protection by restricting construction, grading, and cutting of trees within 15 feet of the stream, and restricting construction and excessive cutting within 65 feet of the stream.

The [County's Water Protection Ordinance \(WPO\)](#) was adopted after the Scenic Streams zoning regulations were put in place. It requires a 100 foot buffer on all streams in the Rural Area. Both regulations have requirements related to the area on both sides of streams. The County Scenic Streams regulations should be evaluated for effectiveness in protecting scenic features of specific streams and revised if necessary. At a minimum, outdated regulations should be brought into conformity with the WPO. If, after reviewing the regulations, it still seems valuable to have scenic stream designations, pursue scenic protection for additional qualifying streams.

Objective 10: Preserve important views as they relate to tourism and recreational assets.

Many of the County's scenic views include the Blue Ridge Mountains. Maintaining this scenic feature is important to current residents and to future residents and tourists.

Strategy 10a: Study ways to protect scenic views of and from the Blue Ridge Mountains (Appalachian Trail and Skyline Drive), US Route 250, and Shenandoah National Park.

In the past, construction of highly visible structures occasioned public concern about the continued scenic quality of the mountain landscape. Concern for the quality of the mountains led to the adoption of a Mountain Protection Plan in the 1990s. An ordinance to protect mountaintops was considered for adoption in the 2000s. Although regulations to limit development on mountaintops were not adopted, visual impact on the horizon is still important to Albemarle residents.

In addition to overall mountaintop preservation, the County and the Shenandoah National Park have a mutual interest in protecting scenic views of and from the Blue Ridge Mountains and Shenandoah National Park. A study of this area was completed in 1993, which indicated that views from Skyline Drive, the Appalachian Trail, and US Route 250 are important to the County and the National Park Service. Ways in which these important views can be preserved should continue to be explored.

Objective 11: Protect the dark sky of Albemarle County as one of the many natural, scenic, scientific, and cultural resources for the benefit of residents, visitors, and the larger scientific community.

Historically, the night sky has been a source of beauty and value to people and cultures throughout the world. In the past century, scientific research has generated information and technology that is used in our daily lives. Protection of dark skies is important to help retain bird migration patterns, as well as to benefit leaf retention on deciduous trees. To remedy some problems related with outdoor lighting, a lighting ordinance was adopted by the Board of Supervisors on August 12, 1998. Dark skies are and continue to be a scenic resource to be protected.

Strategy 11a: Continue to pursue measures to reduce light pollution in the County caused by uplighting, excessive lighting, glare, light trespass, and inconsistent light, including, but not limited to, the development of guidelines to address these issues for street lights in the Development Areas. Such guidelines should focus on providing a safe and secure pedestrian environment.

Light pollution is the biggest threat to the dark sky. Light pollution obscures the view of the sky and primarily comes from overly bright and misdirected lighting sources. Terms often associated with light pollution are *urban sky glow*, *glare*, and *light trespass*. Simply defined, light pollution is too much light shining in the wrong direction, sometimes creating glare. Glare occurs when light is seen directly from the fixture or bulb, which can cause discomfort to the eyes and reduce the effectiveness of the emitted light. Glare can be taxing to the eye, and cause accidents. Other problems occur when light spills over property lines. This can illuminate adjacent grounds or buildings in an objectionable manner, interfering with the owner's enjoyment of his or her property, privacy, and view of the night sky. While the current lighting regulations have helped to improve the night sky since their adoption, more work is needed. Providing safe and secure nighttime pedestrian access requires provision of street lights in the Development Areas; however, street lights have the potential to create glare and shadowed areas, which are problematic to nearby residents, drivers, and pedestrians. Development of guidelines or regulations are needed for street lighting that protects the night sky as well as pedestrians. In addition, consideration should be given for reviewing the current ordinance to determine if it is effective and if other measures would increase its effectiveness for limiting glare and uplight from inadequately shielded lights and illumination at ground level. Research should take place on the successful work of other localities and the recommendations lighting practices from the Illuminating Engineering Society in order to have a safe, comfortable, and attractive nighttime environment.

Strategy 11b: Protect the McCormick and Fan Mountain Observatories through Dark Sky initiatives in the interest of scientific research, public education, and future economic development opportunities.

Albemarle County's protection efforts for the Dark Sky initiative extend from scientific protection to scientific research. When the Fan Mountain station near Covesville was constructed, Albemarle County became home to the only major optical observatory at a dark site east of the Mississippi River. The ability to see the stars clearly has been a strong part of the region's beauty and a significant influence on the County's development. It provides unique educational opportunities for local residents and students, which contributes to the region's economic competitiveness.

Strategy 11c: In cooperation with UVA and other interested parties, develop a community based educational program on the value of the dark sky and on technical lighting topics. Target individuals in the building materials, electrical contracting, design, construction, and associated industries, as well as individual homeowners.

To achieve effective protection of the dark sky, the value of both the dark sky and good lighting must be understood by all involved parties. An educational program that is proactive and that draws upon available community resources is needed.

Strategy 11d: Take a leadership role in protecting the Dark Skies by designing lighting in public building projects, including playing fields and parking lots, to serve as models of appropriate and efficient lighting; by adopting a resolution asking power companies to cease promotion of unshielded and inefficient outdoor lighting; and by exploring the feasibility of participating in the Environmental Protection Agency's Green Lights Program to promote energy efficiency in building design and maintenance.

The County has responsibilities as a leader and property owner. One of those responsibilities is setting an example for the community in its protection of the dark sky. By providing adequate illumination without over lighting, by using only shielded and efficient fixtures, and by actively encouraging other organizations to do the same, the County can set an example that good lighting and a dark sky are achievable.

Page intentionally left blank.



Source: Albemarle County Community Development 2011

ECONOMIC DEVELOPMENT

GOAL:

Albemarle's economy will be diverse, strong, and sustainable, and retain and benefit County citizens, existing businesses, and new local ventures.

Page intentionally left blank.

VISION:

Albemarle County envisions a community with abundant natural, rural, historic, and scenic resources • healthy ecosystems • active and vibrant development areas • a physical environment that supports healthy lifestyles • a thriving economy • and exceptional educational opportunity for present and future generations.

Relationship to the Vision

Albemarle County is a great place to live and do business. Albemarle recognizes the critical vibrancy and stability created by a thriving business sector, and works to support the success of existing businesses and new enterprises that provide employment advancement, capital investment, and workforce opportunities across a broad spectrum. The County's diverse economy helps fund an excellent educational system. Its rural heritage, scenic beauty, and natural and historic resources make it an attractive place for agriculture, forestry, and agritourism. New business, residential and industrial growth is directed to the Development Areas where investment in infrastructure has been made, and mixed-use communities help promote healthy lifestyles. The County continues to improve its economy by helping businesses grow and by retaining the distinctive character of both the Rural Area and the Development Areas.

Economic Development

Introduction

The County's economic development activities are intended to provide local citizens with an improved standard of living and enhanced quality of life. By creating and sustaining a high quality, diversified economic environment, residents can enjoy improved job opportunities, competitive wages, and workforce development opportunities, as well as a wide variety of business and commercial services.

The County's commitment to education, infrastructure, and natural resource protection form the cornerstone of Albemarle's quality of life and its business growth. The County strives to manage growth in a manner that best uses its infrastructure dollars and protects and preserves both the area's abundant natural resources and industries that depend on those natural resources. Albemarle's commitment to economic development is accomplished along with and within the framework of the rest of the goals and objectives of the Comprehensive Plan.

Being the home of a highly regarded university, the County and the City of Charlottesville have an above-average labor force participation rate and an above-average number of part-time workers. The University of Virginia (UVA) is a strong employer which offers great potential for both associated scientific research and development and entrepreneurial spin-off. The County's economic development efforts recognize and leverage the entrepreneurial energy and start-up possibilities incubated by UVA. The long-term positive relationship between the County and UVA enables the two entities to work in close partnership to maximize commercialization and technology transfer opportunities. Other major employers continue to provide employment stability and diversity.

The County recognizes its role as a driver in the regional economy because of the number of jobs associated with UVA, the defense industry, and the financial sector. Along with the City of Charlottesville, the County is a member of the Central

Virginia Partnership for Economic Development and sees the economic objectives of other localities in the region as complementary to, not competitive with, the County.

As part of its efforts to grow the economy, the County will continue to work with residents, new enterprises, and firms seeking to expand their businesses. In particular, the County intends to focus efforts on strengthening identified target industry clusters that support or enhance the economic strengths of the County, as well as have the best outlook for success. The County's economic development approach steers energy and resources towards enterprises in the industry clusters that have been identified as most likely to succeed based on the County's assets. These industry clusters are Bioscience and Medical Devices, Business & Financial Services, Information Technology and Defense Security, and Agribusiness/Food Processing.

Objective 1: Promote economic development activities that help build on the County's assets while recognizing distinctions between expectations for the Development Areas and the Rural Area.

Albemarle County's vision for the future includes a thriving economy along with other key features. A healthy and growing economy is important to ensure vibrant Development Areas as well as active agricultural and forestal activities. Preserved natural, scenic and historic areas help promote tourism.

The County's many assets include its natural and historic resources, schools, businesses and industry, homes, recreational programs, and especially its people. One of the ways in which the County helps businesses to succeed is designating areas for employment and providing infrastructure to support new business growth. In 2010, the County adopted an Economic Vitality Action Plan that has been the guide for strategic actions to help grow its economy. The Action Plan recently evolved into an Economic Development Program that will work together with other County activities to simulate and maintain Albemarle's healthy economy.

Strategy 1a: Promote new employment activities in the Development Areas and encourage developers of commercial and industrial projects to incorporate the Neighborhood Model principles.

The Development Areas are intended to be dynamic, vital areas for residents to live, work, and play. They are supported by roads, utilities, sidewalks, and transit which can enhance business growth. [The Neighborhood Model](#) principles are intended to help create a positive economic climate that supports active commercial and employment areas, environmentally friendly businesses, professional offices, restaurants, and entertainment uses. Employment areas and commercial centers should be located close enough to residents so that they can walk or bicycle to work and for recreation. The Neighborhood Model also encourages new development that provides housing, support services, and multimodal transportation options for County residents. Living and working in close proximity benefits employers and employees. Compact mixed-use areas are usually preferred to large single-use "campus-style" employment areas.

Livability Project

Charlottesville and Albemarle County recognize the necessity of vibrant regional economic relationships and will work together toward a strong, diversified economy creating stability and opportunities for advancement in our communities.

In collaboration with the City, the County should:

- Continue to coordinate staff efforts to support regional economic development, including collaboration with the University of Virginia.
- Improve opportunities for employment centers that are connected to community amenities, housing, and services in the City and in the County's Development Areas.
- Coordinate with education partners – elementary, middle, and high schools, as well as PVCC and CATEC – to provide training for locally based jobs.
- Support a range of businesses in identified target industry areas (bioscience & medical, business & financial, information technology & defense, and agribusiness).
- Encourage land use practices and policies that promote vibrancy in the local economy through cultural industries, including heritage tourism, entertainment, agritourism, local food, art, and entertainment.
- Improve opportunities for entrance and re-entry into, and advancement within the workforce by encouraging a diversity of training and placement programs designed to help all citizens, regardless of education or income, secure and retain jobs in our community.
- Identify opportunities for small businesses and entrepreneurship and develop policies that encourage innovation.

Strategy 1b: Promote agriculture, forestry, and agribusiness enterprises in the Rural Area that help support the Rural Area goals for a strong agricultural and forestal economy.

The Rural Area plays a key role in maintaining a diverse agricultural and forestal economy. Locally produced agricultural products include beef, pork, chicken, freshwater shrimp and duck. As described in the [Rural Area Chapter](#), farming also includes hay and grain production, raising flowers for sale, and tree farming. Albemarle is known for its apple and peach orchards, but raspberries, strawberries, pears, and plums are also raised in the County. Other products include mushroom production, goat milk and goat milk products, herbs and herb teas, eggs, and honey, as well as many others. In years past, agricultural production has required large tracts of land, but many of the County's specialty products can be grown on smaller tracts.

Strategy 1c: Promote tourism that helps preserve scenic, historic, and natural resources.

Tourism brings visitors to enjoy the County's scenic rural landscapes and also to spend money in the County. Rural Area businesses that showcase the County's rich and diverse rural, agrarian, and historical resources provide sustainable economic development opportunities. In so doing, these businesses also help preserve, protect, and in some cases restore the Rural Area characteristics that make Albemarle County a desirable destination. Tourism and agribusiness opportunities are discussed in more detail in the [Rural Area Chapter of this Plan](#). Recent State legislation has made large gatherings for commercial events possible at farm breweries and other bona fide agricultural operations. Events can help promote tourism and provide for enjoyment of scenic and natural resources; however, the County needs to ensure that the health, safety, and welfare of the residents of the Rural Area are protected when large events occur.

Strategy 1d: Promote a balance of jobs to housing.

Jobs and housing have a strong relationship in a community. ([For information on housing, see Chapter 9.](#)) Ideally, the number of houses in the locality is sufficient to provide housing for the number of employed individuals in that locality. Workers need to be able to find housing at prices, sizes, and locations that enable them to live in the area in which they work. A generally accepted target range for the jobs to housing ratio is 1.3 jobs per house to 1.7 jobs per house. At the end of June 2013, this ratio was 1.23 jobs per house. Provision of additional jobs would help to create a better jobs-housing balance for the community. The provision of affordable housing within or close to the major employers is also needed to help provide this balance.

Strategy 1e: Encourage all businesses to adopt environmentally sustainable business practices.

Natural resource protection and conservation, including improving water quality, preserving water quantity, and reducing air pollution are established Albemarle County priorities. Encouraging sustainable business practices helps to further these priorities. The County is a sponsor of the [Better Business Challenge](#), a friendly competition among local businesses to integrate sustainable initiatives into day-to-day business. The challenge centers on sustainability goals in the areas of Energy, Transportation, Water, Waste, Purchasing, and Leadership.



CHARLOTTESVILLE AREA
BETTER BUSINESS CHALLENGE
SMART. SUSTAINABLE. SUCCESSFUL.

[Home](#)

[The Challenge](#)

[Resources](#)

[Events](#)

[About Us](#)

[Contact](#)

Because so many of the County's businesses depend on the scenic and natural resources of the County, preservation of those resources helps create a sustainable economy.

Objective 2: Create a broader economic development program to assist the County in its endeavors to stimulate job creation, capital investments, and tax revenues.

As an outgrowth of the 2004 Crozet Master Plan, Albemarle County hired its first business development professional in 2006 to help assist in business expansion efforts throughout the County. The role of that individual increased when the County adopted its Economic Vitality Action Plan in 2010. The County created an Office of Community and Business Partnerships to carry out the Action Plan. Since that time, staff has worked diligently to support existing and expanding businesses, collaborate with other communities and the State, promote and assist in entrepreneurship activities, and help promote workforce development. The actions that were part of the Economic Vitality Action Plan were completed in 2013, and the completed plan can be seen in the [Reference Documents](#).

Recently, it has become essential to create a broader more encompassing economic development program. This program will provide for a higher level of support and assistance for existing business retention and expansion and will be able to devote considerable assistance to new business startups. It is intended to help with workforce development, support agribusiness, and deal with business attraction. These activities will help Albemarle's economy grow and stay strong.

Strategy 2a: Support efforts of the recently hired Economic Development Director to help expand the County's existing economic development program.

Part of a successful Economic Development office includes having a Director and staff support to help achieve the County's economic development goals. The Director is expected to help the County focus and direct all economic development efforts of the office. An important first step will be for the new Director will be a review of this Chapter in the Comprehensive Plan to make recommendations for any needed changes for helping the County achieve its goals. In addition to the other strategies identified in this Plan, the Director will also need to help establish reasonable measures for success, if those measures are not already contained in the Plan. The Economic Development Director will lead efforts formerly undertaken by the County's Office of Community and Business Partnerships.

Strategy 2b: Continue to provide support to the business community and assistance for business retention and expansion.

For the last nine years, the County's Office of Community and Business Partnerships has provided support to the business community through an open door policy of communication and through the exchange of information and concerns. It has served a vital role in helping local businesses to expand, assisting new target industries to locate in Albemarle County, providing agricultural assistance and promoting tourism development. Some of the work has included discussions with the business community about improvements to the County's development review process and procedures. Other activities have included business roundtables on issues affecting local industry. For example, the County was able to hold seminars to help farm winery owners understand State and local regulations that can enhance their business opportunities. Additional efforts have included providing information on grants and loans for businesses. The County's Economic Development Program should continue these activities.

Strategy 2c: Monitor results of implementation of the County’s Strategic Plan and the Comprehensive Plan in relation to education, housing, day care, transportation, and other areas to determine if barriers experienced by the local work force, particularly those with the greatest needs are being addressed.

Encouraging the growth of jobs that will provide employment for Albemarle County residents is an essential part of the County’s economic development efforts. In addition to career-ladder professional jobs, support jobs will be generated by the target industries. Workers in support jobs often have greater needs for affordable housing, day care, and transportation than workers in professional positions. The County’s efforts should include helping to address barriers to education, housing, day care, and transportation.

Objective 3: Provide diversified economic opportunities that benefit County citizens and existing businesses by basing policy decisions on efforts that support and enhance the strengths of the County.

A diverse economy is one that has a broad range of business activities, offers a wide range of job opportunities across the full spectrum of skill levels, and helps to provide a stable tax base. To do this, the County promotes selected target industries based on available workforce, alignment with community preferences, and growth potential as well as strong multiplier effects that create jobs across a broad spectrum of skill sets.

The selected target industries are:

- *Bioscience and Medical Devices*
- *Business & Financial Services*
- *Information Technology and Defense & Security*
- *Agribusiness and Food Processing*

Complementary targets are:

- *Health Services*
- *Arts, Design, and Sports & Media*

The following strategies outline some of the ways in which the County can help to diversify the economy through assistance to target industries.

Strategy 3a: Continue to use the 2012 Target Industry Study to guide decisions for economic development.

In conjunction with the Central Virginia Partnership for Economic Development (formerly known as the Thomas Jefferson Partnership for Economic Development), the County conducted a study on the businesses and industries that best match and reflect the County’s strengths. These businesses and industries were identified as being able to provide the largest range of employment opportunities to local citizens. They are the specific businesses for which assistance is provided and priority is given in review of development proposals and decision-making for rezoning and special use permits. These target industries provide a spectrum of jobs across all skill sets, education levels, and incomes. They also create a multiplier effect that boosts job creation across the local economy including support services. A copy of the [Target Industry Study](#) may be found in the Reference Documents.

Strategy 3b: Continue to provide assistance to target industries and businesses that provide jobs in bioscience and medical devices.

Employers and entrepreneurs in bioscience and medical devices have unique opportunities for relationships with UVA and similar research and development firms. These industries can take advantage of the education and skills of many of Albemarle County's residents. Typically, the industries are high-tech, clean, and high paying. The County should continue to provide business assistance on available sites and other opportunities for this target industry and encourage a mixed-use setting where appropriate.

Strategy 3c: Continue to provide assistance to target industries in business and financial services, especially with information on location opportunities.

Business and financial services firms are also important to the region and provide jobs requiring a range of skill sets. Typically, these businesses can find locations on commercially zoned properties and in mixed-use areas. They can be major employers that help create active neighborhood centers. Business and financial uses can easily be made compatible with nearby residential uses. As part of its economic development assistance program, County staff should continue to provide information on areas with the appropriate zoning or where vacant buildings exist that can support new business and financial service opportunities.

Strategy 3d: Continue to provide assistance to target industries providing jobs in the arts, design, sports, and media.

The arts, design, sports, and media employers are complementary industry clusters identified in the Target Industry Study. Businesses and industries in this cluster provide jobs in specialized sectors that use the skills of many area residents. County economic development staff should continue to provide information on ways these companies can successfully locate and operate in Albemarle County.

Strategy 3e: Continue to provide assistance to target industries and businesses that provide jobs in information technology.

Information technology jobs can take advantage of the education and skills of many of Albemarle County's residents. Typically, these businesses are high-tech, clean, and high paying. County economic development staff should provide business assistance on available sites and other opportunities for this target industry and encourage them to locate in a mixed-use setting where appropriate.

Strategy 3f: Work directly with federal officials to encourage military base location and expansion that is consistent with County policies.

Rivanna Station is a federal research installation located in the Places29 Area north of the Rivanna River adjacent to Route 29 North. It is an important center that is poised to grow as military operations are decentralized from the Washington, D.C. area. Support for this key economic driver is important for local as well as national interest. Ongoing dialogue with officials at Rivanna Station and with Fort Belvoir Army Base, which oversees the Rivanna Station, will ensure that national security interests are protected and help increase the ease with which new development occurs for Rivanna Station.

Strategy 3g: Continue to provide support and assistance to local businesses where agriculture is a main component.

Cattle raising, dairy farming, and orchard production are dominant agricultural activities in the County, along with tree farming for timber production. The equine industry is another important part of the rural economy, with Albemarle County ranking among the top six localities in terms of job creation, value-added impacts, and total sales, according to a March 2011 Weldon Cooper Study of the “Economic Impacts of the Horse Industry in Virginia.” However, two of the fastest growing sectors in agriculture are farm wineries and specialty crop production. The number of farm wineries grew from 9 to 31 over a few short years, and almost two dozen specialty crops are grown or produced in the County

Support from the County has been important to the success of many of these smaller agricultural enterprises. Continued support and assistance should be provided.

Strategy 3h: Establish a proactive rural support program that provides assistance to the local agricultural community and that includes an ongoing dialogue with farm industry stakeholders.

For over nine years, the Comprehensive Plan has contained a strategy to create a rural support program to help connect farmers with technical resources, such as those provided by Piedmont Virginia Community College, the Piedmont Environmental Council, and the Virginia Department of Agriculture and Consumer Services (VDACS). To date, such a program has not received funding. Because of the importance of agriculture to the County’s economy, such a program should be established. In addition to existing farmers, services from a rural support program could be provided to landowners interested in leasing farm land. Another aspect of this program would be participation in or commissioning of a study on the impact of agriculture to Albemarle County’s economy. It is important to understand what role agribusiness plays in the County’s economy in order to determine how this economic sector may be best supported, encouraged, and promoted. The activities of this program will need to be coordinated with the Economic Development Director and staff involved in Rural Area activities recommended in the [Rural Area Chapter](#).

Strategy 3i: Acknowledge and support the work of companies that help achieve sustainability goals for the County.

The County endeavors to achieve sustainability in many of its practices—from encouraging land developers to preserve environmental resources to reducing energy usage in County office buildings and vehicles. As seen in [Chapter 12](#), the County is committed to addressing environmental responsibility in the design and development of government facilities and in creating facilities that protect ecosystems, enhance biodiversity, improve air and water quality, reduce solid waste, and conserve natural resources. Existing employers and new businesses and industry that have this same commitment and practices should be recognized and supported by the County.

Objective 4: Ensure that there is sufficient land to accommodate future business and industrial growth, and plan for infrastructure to serve employment areas where these businesses are located.

One of the obligations of localities during the development of a comprehensive plan is to ensure that sufficient land area is available for future commercial and industrial growth. Properties for business and

industrial growth need to be identified and utilized for employment activities. It is also important to factor in growth opportunities from redevelopment of existing underutilized parcels.

Strategy 4a: Provide a strategic assessment of properties available for existing business expansion, start-up industries, and desirable locations for target industries. Continue to assess the quality of the areas designated for business and industry to ensure that there is land for business and industrial growth with parcels of suitable size, topography, location, and infrastructure.

As part of the background work for this Comprehensive Plan update, an analysis of land area available for industrial and office/R&D/flex/light industrial uses was completed, which can be found in the [Reference Documents](#). The analysis showed that overall acreage is sufficient for future needs, but much of the available land is in small parcels and lacks the needed roads and utilities to be marketable to new and expanding target industries. Additional work is needed to develop a list of available properties and to ensure that parcels are large enough for targeted businesses and are in advantageous locations. Consideration should be given to investing in infrastructure to serve industrially zoned vacant parcels. More information on this strategy may be found in the [Development Areas Chapter](#).

Strategy 4b: Encourage development of business and industrial uses in the Development Areas on appropriately zoned land and consider proactively rezoning land to allow for light industrial uses that have been identified on master plans.

Business and industrial development on vacant parcels within the Development Areas, either in nonresidential or mixed-use areas, makes employment opportunities more accessible to a larger number of residents, helping to reduce transportation costs and commute times. The County could assist in providing future opportunities by studying locations of vacant land and identifying ways to make those locations more suitable or desirable for business and industry. In recent years, the County has been working to expand opportunities for industrial development. Initially the County focused on zoning text amendments to broaden opportunities for industrial uses in industrial and commercial zoning districts. Currently, the County is considering proactively rezoning property. Having properly zoned land that aligns with Comprehensive Plan land use designations allows for a faster, easier location process for new businesses and industries, creating a more desirable climate for business recruitment. Rezoning areas that have been identified as desirable locations for new businesses and industries will help ensure that new development adheres to County priorities and policies. Where development would take place on undeveloped infill sites, it will be important to work with nearby and adjoining property owners to ensure compatibility. More information on promoting compatibility with infill development may be found in the [Development Areas Chapter](#).

Strategy 4c: Explore opportunities to assist with redevelopment of underutilized commercial and industrial zoned properties.

Redevelopment is an important part of the County's [Neighborhood Model](#) to help make the Development Areas more attractive and inviting. As indicated in the [Development Areas Chapter](#), the County should look for ways to encourage and assist property owners in achieving greater utility from already zoned properties or properties designated for commercial or industrial use. Techniques could include developing incentives for redevelopment to help create jobs and accessible centers for employment. Most of these properties have infrastructure in place to support enhanced use as well as to reduce pressure to expand the Development Areas boundaries into the Rural Area. Underperforming

shopping centers are specific sites where redevelopment to support light industrial activities could benefit office, research and development, and very light industrial uses.

Objective 5: Continue to work with regional economic development partners to improve the County's economy.

For the past several years, Albemarle County has participated in the Central Virginia Partnership for Economic Development (The Partnership) and has worked with the City of Charlottesville, UVA, and the State to find ways to enhance the local economy. As part of the Livability Project, the City and County affirmed the importance of regional cooperation by recommending joint goals for economic development. The following strategies outline how regional cooperation activities will help reinforce the County's economic development activities:

Strategy 5a: Retain membership in the Central Virginia Partnership for Economic Development and maintain cooperation with the City of Charlottesville, the TJPDC, and other jurisdictions in the region, UVA, and PVCC, along with State partners such as the Virginia Economic Development Partnership.

The County joined regional economic development efforts in 2008 to begin working on ways to promote economic development cooperatively and proactively. Aspects of that cooperation have included and need to continue to include:

- Developing a coordinated economic data base;
- Continuing discussion among the TJPDC jurisdictions about working and shopping patterns, wage levels, job stability, workforce development needs, housing affordability, public services, tax burdens, and other topics which relate to local and regional economic development policy;
- Distributing information about development opportunities in the region to those who request it;
- Promoting regional workforce development;
- Addressing linkages between housing and wages;
- Evaluating local, regional, statewide, national, and worldwide economic trends to determine the current and future economic stability of, and growth opportunities for, different types of business and industry;
- Continuing initiatives such as the high school technology tour;
- Developing regional transportation initiatives (trails, rail, road, transit, and air travel);
- Developing public-public partnerships to achieve shared goals;
- Providing community education on the benefits and needs for economic development; and
- Exploring cross-jurisdictional infrastructure and regional investment.

These activities often can be more effectively on a regional basis than when attempted separately by each jurisdiction.

Strategy 5b: Continue to work with UVA and the City to promote entrepreneurial talent and research and development, encourage redevelopment of properties that can provide employment opportunities in the community, and promote context sensitive design.

The Three-Party Agreement, explained in the [Introduction to this Plan](#), provides the parameters for consideration of impacts to all three entities when planning for facilities and economic development. In recent years, research and development activities from UVA have produced new businesses and light industry which provides for economic growth in the City, County, and region. Through a variety of initiatives and partnerships, the three entities can help to promote entrepreneurial talent. The UVA Foundation owns properties in the County and the City that could be developed or redeveloped to enhance employment opportunities for the community. Such development or redevelopment should be done to complement nearby and surrounding properties. By participating in mutual consultation on regional development projects along shared borders or on projects of significance to more than one locality, there is a greater chance of regional economic success while maintaining established high environmental quality standards.

Objective 6: Increase local business development opportunities, including support for entrepreneurial and startup businesses.

The County values its local businesses and industries and recognizes that job growth occurs more often with existing firms than with new firms that might move to the County, and with small startup businesses with potential for expansion and growth. For that reason, many of the County's efforts are aimed at helping local business and industry and encouraging local startups that bring strength and diversity to the economic landscape.

Strategy 6a: Continue to make data on County plans, zoning, sites, and policies available on request.

To assist businesses in their development activities, the County should continue to make information on zoning, sites, and policies available. In addition, when providing information and support to relocating businesses, the County can convey the importance of maintaining the characteristics of Albemarle that make it an attractive place to live and work.

It is also important to remember that the purpose of the economic development program is to provide Albemarle residents with an improved standard of living, improved job and wage opportunities, and workforce development opportunities, rather than to seek to stimulate further population growth. Monitoring economic development activities and reporting on them to the Planning Commission, Board of Supervisors, County residents, and others can help ensure that decisions related to the County's economic development are made in an informed manner. Reporting on the volume of activities and how they fit with the goals, objectives, and strategies of the Comprehensive Plan also helps the County measure success.

Strategy 6b: Continue to evaluate the fiscal impacts of new business and industrial development as one indicator of positive economic development, along with other considerations, such as environmental impacts, traffic impacts, and standard of living impacts.

In most cases, the residential property tax does not cover the costs of services for residents. However, commercial and industrial taxes help to compensate for the difference, and these taxes help to pay for services and facilities that improve the quality of life for residents. For that reason, many localities

place a high value on any new business or industry locating or expanding in their community, no matter what impact a new business may have. In Albemarle County, though, new business and industrial growth must be compatible with the other goals of the Comprehensive Plan.

Strategy 6c: Continue to improve the County’s application and approval processes to improve efficiency without sacrificing standards of quality.

The County’s zoning and subdivision regulations help to ensure that new development is in keeping with policies of the Comprehensive Plan and other standards of development. Providing an effective and efficient review and approval process for business and industrial related development adds to the County’s “business friendly” atmosphere. Over the past several years, Albemarle has worked on ways to reduce the complexity of the process without sacrificing quality. These activities should continue to help provide for efficiency of County services.

Strategy 6d: Continue to support and coordinate with other organizations that assist new small, locally owned, local agricultural businesses, minority businesses and micro-enterprises in their start-up and early operation efforts.

Several organizations exist in the community that help new business startup and begin operation. Some of these organizations are s the Small Business Development Center (SBDC), Senior Corps of Retired Executives (SCORE), and the Community Investment Collaborative (CIC).By partnering and working with these and other organizations, the County can expand and enhance its support for and promotion of new businesses.

Strategy 6e: Explore opportunities to create appropriate incentives that address the needs of the County’s target industries as well as emerging entrepreneurial enterprises.

The County currently offers several incentives for target industries, such as a local matching grant fund that is closely aligned with the Governor’s Opportunity Fund, as well as “Fast Track Review” and “Single Point of Contact” for qualifying projects. Additional incentive programs may be important in assisting smaller sized technology industries or University-based commercialization of research. Incentives can also support other targets, such as agribusiness, by addressing ancillary businesses such as tourism.

Objective 7: Increase workforce development to further career-ladder opportunities and higher wages.

The County’s resident workforce benefits when local industry and workforce training providers are aligned. To date, the County has been proactive in helping to match skill sets of residents to jobs, especially with employers the County has assisted. This work is done to help provide greater upward mobility for existing and future workers. The following strategies will help continue this important activity in business development.

Strategy 7a: Increase support for initiatives that foster career planning, decision making, and workplace readiness skills for the K-12 population, as well as continuing education and training programs to prepare the local workforce for the demands of current and future employers.

County staff should continue to work with workforce training providers through continuous feedback from business roundtables, special research projects and on-going “Business First” existing business

owner dialogue. Other training programs include the Virginia Jobs Investment Program and the Piedmont Workforce Network.

Strategy 7b: Continue to use information gathering strategies to help identify employer needs and workforce training needs.

The County regularly collects data on employer needs and workforce training needs. County staff should continue to connect employers with workforce training resources, and will continue to share macro trends with the area's workforce training providers.

Page intentionally left blank.



Source: Albemarle County Community Development 2010

RURAL AREA

GOAL:

Albemarle's Rural Area will have thriving farms and forests, traditional crossroads communities, protected scenic areas, historic sites, and preserved natural resources.

Page intentionally left blank.

VISION:

Albemarle County envisions a community with abundant natural, rural, historic, and scenic resources • healthy ecosystems • active and vibrant development areas • a physical environment that supports healthy lifestyles • a thriving economy • and exceptional educational opportunity for present and future generations.

Rural Area

Relationship to the Vision

The Rural Area provides places for agriculture, forestry, protection and preservation of natural resources, and tourism. These places are home to residents who find a sense of community in the Rural Area's crossroad villages. Retaining the important parts of Albemarle's rural heritage is essential to the County, which relies on its scenic beauty and natural resources to support its quality of life.

Introduction

Farms and forests, mountain and valley views, historic buildings and sites, and abundant natural resources are among the most valued aspects of Albemarle County. These features are all part of the Rural Area, which makes up 95% of the County's land area and gives Albemarle County its distinctive character. This area, made up of 690 square miles, also provides a majority of the County's wildlife habitat.

Albemarle County is committed to preserving its rural heritage. The County encourages residential development in the Development Areas where services and utilities are available and where such development will not conflict with agricultural/forestral and conservation of natural resources or other objectives for the Rural Area. These objectives are supplemented by the County's long-standing policy that public infrastructure will be directed to the Development Areas. Minimizing the extension of water and sewer public infrastructure helps avoid suburbanization of the Rural Area.

Features expected in the Rural Area include:

1. A strong agricultural and forestal economy with large unfragmented parcels of land on which owners can produce their goods, have opportunities to gain value from processing their own produce, and have access to local markets;
2. Protected natural resources, which include mountains, hills, and valleys, healthy streams and sustainable supplies of clean groundwater, and diverse, interconnected areas of viable habitat for native wildlife;
3. Protected historic structures, archaeological sites, and other cultural resources;
4. Rural and historic landscapes that enhance the visitor's experience;
5. Crossroads communities that provide support services and opportunities to engage in community life;
6. Distinct boundaries between the Development Areas and buildings and sites that are clearly rural; and
7. Well-informed citizens who understand the cultural, economic, and ecological aspects of the Rural Area.

In their entirety, these features help demonstrate the diversity of rural land uses in, and the importance of, the Rural Area for

the County as a whole. The features are interrelated, and it is difficult to separate one feature from another. For example, in order for tourism to thrive, natural and historic resources must be preserved. For agriculture to be successful, land ownership must be relatively unfragmented and agricultural soils must be available. Farmers and other residents of the Rural Area need historic crossroads communities not only as places to find basic support services, but also as centers of community life. Because these features are so interrelated, it is essential to recognize that decisions about any of the features will affect the Rural Area as a whole.

Land Use Plan for the Rural Area

The Land Use Plan for Albemarle County is shown in Figure 1. All of the land shown in white is designated as the Rural Area, with the uses that are described in this Chapter of the Plan.

Agriculture, forestry and conservation play an important and longstanding role in the environment, heritage and economy of the County and these are the preferred land uses in the Rural Area. These land uses have a mutually supportive relationship, and all three provide great value to the community-at-large, including the City of Charlottesville. Some of the benefits include the proximity of rural land, local agricultural enterprise, and the salutary contributions of the conservation lands to a clean and abundant water supply, clean air, scenic landscapes and preservation of wildlife habitat, all of which are fundamental to a healthy and diverse biological community and strong local economy.

New homebuilding is not desired in the County's Rural Area because it undermines the preferred uses. It can also cause rural landowners to feel financial pressure to subdivide their land. The County is interested in helping property owners find ways to keep properties intact rather than subdividing.

Policy and Zoning Ordinance changes are recommended to promote the County's preferred uses for the Rural Area, including supportive uses for agriculture, historic preservation, tourism, crossroads communities, and strengthening land conservation initiatives. The strategies discussed in this Chapter all share the goal of helping to keep the Rural Area rural.

Consideration of New Uses in the Rural Area

This Chapter recommends consideration of a few new land uses in the Rural Area, including supportive uses for agriculture, tourism, and crossroads communities. The County recognizes that a delicate balance exists between providing more opportunities for supporting rural uses and allowing so many of them that the Rural Area features are lost. Frequent tour buses along County roads can cause rapid deterioration of narrow gravel roads. Excessive noise can interfere with a horse or cattle operation.

It is important that any change take place slowly with enough time to evaluate potential impacts. Analysis of the impacts of the recent Zoning Ordinance changes should be conducted before adopting new zoning regulations. Policies, programs and regulations that address only one aspect of the Rural Area to the detriment of others should be avoided or, where already in place, revised. Only by prudent and thoughtful decision making will the Rural Area resources be preserved while encouraging uses that benefit the economy.

Criteria for Review of New Uses

As new uses are proposed in the Rural Area, it is essential that they be able to meet the following standards. New uses should:

- relate directly to the Rural Area and need a Rural Area location in order to be successful, (e.g., a farm winery has to be located in the Rural Area and would be unlikely to succeed in the Development Areas);
- be compatible with, and have a negligible impact, on natural, cultural, and historic resources;
- not conflict with nearby agricultural and forestal uses;
- reflect a size and scale that complements the character of the area in which they will be located;
- be reversible so that the land can easily return to farming, forestry, conservation, or other preferred rural uses;
- be suitable for existing rural roads and result in little discernible difference in traffic patterns;
- generate little demand for fire and rescue and police service;
- be able to operate without the need for public water and sewer;
- be sustainable with available groundwater; and
- be consistent with other Rural Area policies.

Most importantly, the success of the use should be related to its rural location. For example, a farm winery where most of the grapes are grown onsite is a Rural Area use. A standalone wine store that sells wines from all over the world is a commercial use that belongs in the Development Areas. A department store distribution center located near an interstate interchange should be in the Development Areas, but a storage and distribution facility for locally produced agricultural products could be located in the Rural Area.

Performance standards will be needed for any new uses to ensure that the size, scale, and location of the new commercial uses recommended for the Rural Area are appropriate. It is of prime importance that the appearance and function of new uses blend and not detract from the key features of the Rural Area. New uses should not overwhelm an area in terms of their function or visibility.

Page intentionally left blank.

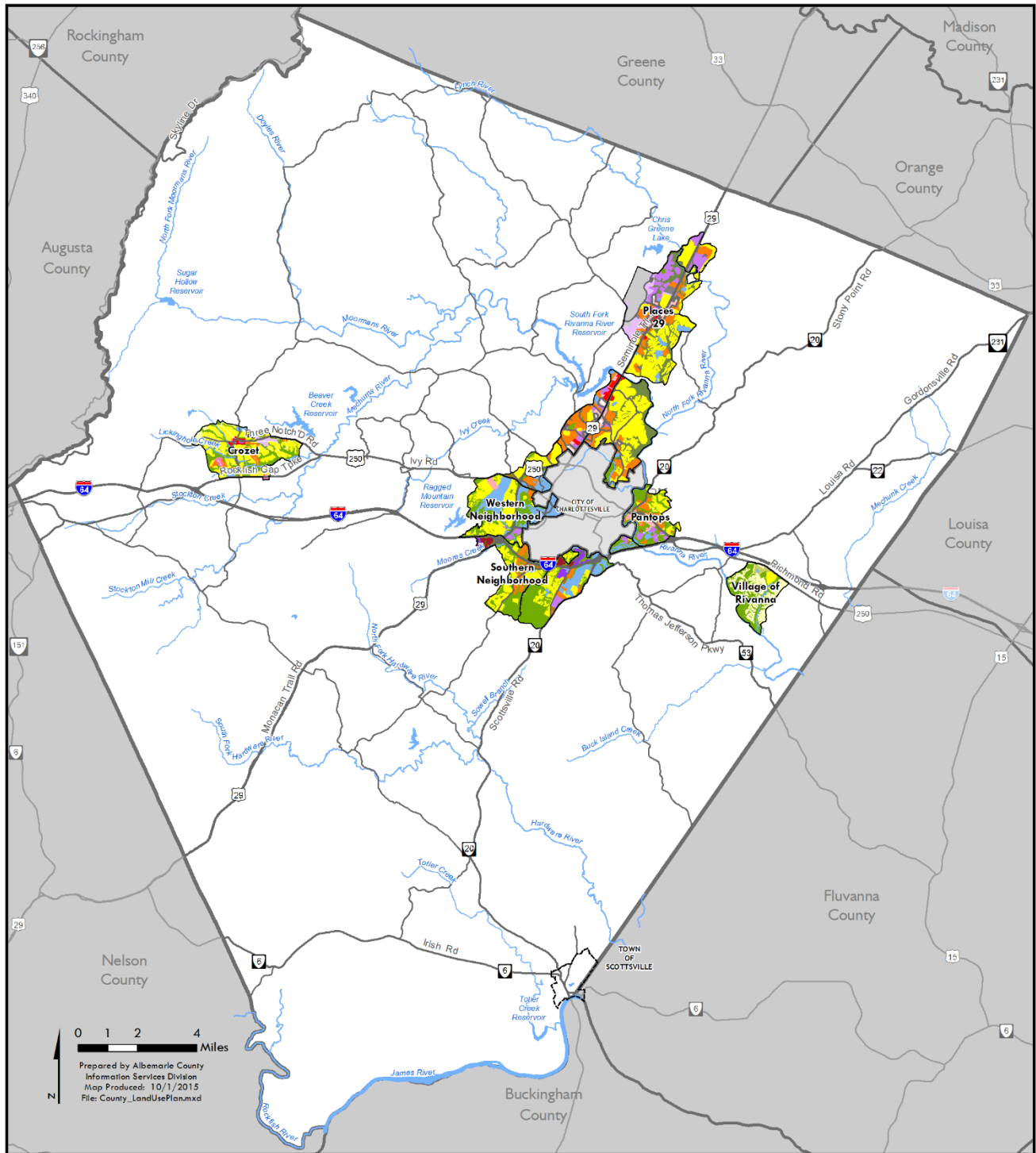
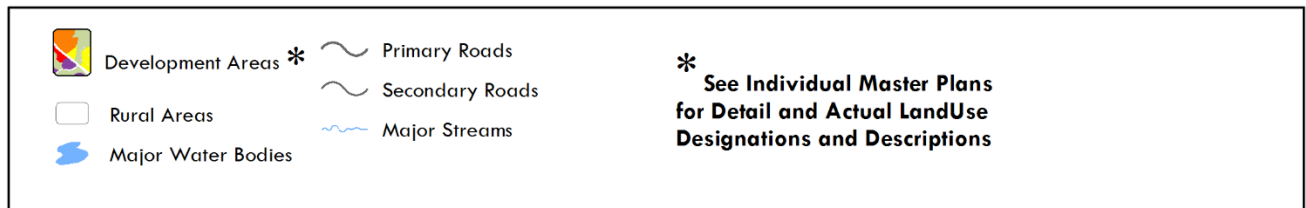


Figure 1: Generalized Land Use Plan



Page intentionally left blank.

Objective 1: Support a strong agricultural and forestal economy.

Agriculture and forestry are two important and long-standing land uses in the County's Rural Area, although characteristics of both industries have changed over time. Tobacco was an important crop in the Colonial era, but soon led to soil depletion. Fruit and orchard production have been and continue to be features of Albemarle's agricultural production, with grape-growing and winemaking becoming more important. Beef cattle production, dairy farming, and raising of grains and grasses to support these animals are prominent activities. Managed forests and timber harvests continue to be important.

Horse farming and equestrian activities are another longstanding agricultural use in Albemarle County. Horse farming is a term inclusive of any or all of the activities of horse breeding, boarding, training, and riding lessons.

Agricultural and Forest Soils

As indicated in Objective 1, retaining continuous land holdings for agricultural uses is of prime importance because of the soil attributes of the land. Many soils in the Rural Area are especially suitable for agricultural and forestal uses, such as crop and timber production. In Albemarle County, there are three major categories of soils for agriculture that have been identified by the Natural Resources Conservation Service:

- Prime farmlands (suitable for cultivated crops and alfalfa hay in Albemarle);
- Locally important farmlands (suitable for alfalfa, mixed hay, and pasture in Albemarle); and
- Unique farmlands (suitable for orchards and vineyards in Albemarle).

The individual soil types included in these groups can be found at the link provided [Reference Documents](#). The Natural Resource Conservation Service has also defined the following high quality silvicultural (forest) productivity classes:

- Hardwoods I (suitable for commercial production of Northern Red Oak, White Oak, Black Oak, Yellow Poplar, and Ash);
- Hardwoods II (suitable for commercial production of Chestnut Oak, Hickory, Scarlet Oak, and Southern red Oak); and
- Soils suitable for commercial production of Loblolly Pine and Virginia Pine, Sycamore, and Black Walnut.

Maps of important agricultural soils and important forestal soils are found in the [Reference Documents](#) accompanying this Plan. They show the extent of highly productive soils in the County. Areas not shown as having important soils on this map are usually limited in their productivity due to steep slopes, wetness, or other factors. Even in parts of the Rural Area where agricultural and forestal activities no longer take place, the extent of soils suitable for farmland and forests represents opportunities for these activities to once again thrive.

Livability Project

Charlottesville and Albemarle County will continue to promote a community of green neighborhoods, healthy waterways, clean air, and sustainable natural resources.

To do this, the County should:

- *Improve the viability of local agriculture by: concentrating development in those areas of the City identified for greater intensity of use and higher densities and in the County Development Areas;*
- *Strengthen measures that protect agriculture in the Rural Area;*
- *Recognize the shared interests between the City and County in promoting a strong local food economy; and*
- *Maintain the distinct character of the Rural Area.*

Strategy 1a: Continue to promote use of Rural Preservation Developments (RPDs), conservation easements, and Transfer of Development Rights (TDRs) programs, if developed, to help preserve agricultural and forestal soils and to increase the acreage of productive soils for agriculture and forestry.

It is important that existing programs be continued to help retain agricultural soils and to keep landholdings intact. Strategies in Objective 3 identify ways in which RPDs and conservation easements can help limit residential development in the Rural Area. Strategy 3g suggests further exploration of TDR programs. These strategies can be used to retain the most important features of agricultural and forestal land, which are soil and water. For success in agriculture and forestry, lands with the most productive soils must be recognized and preserved for those uses.

Agriculture

The face of farming nationwide has been changing for decades. Many small family farms have been absorbed by larger farms or subdivided into residential lots for development. This has reduced the overall number of farms in the country and caused the remaining farms to drop into smaller size classes.

In 2012, the Federal Census of Agriculture identified 896 farms in Albemarle County (counting only those with at least \$1,000 in gross income), with a total of 168,877 acres or approximately 36 percent of the land in the County. From 2007 to 2012, the total acreage in Albemarle County farms grew by over 10,000 acres. This 6% growth in overall acreage may represent a real increase or it may be an effect of more persons reporting on their farm acreage.

An increase was also seen in the number of very small farms (< 10 acres) and medium sized farms (50–179 acres). If this increase is real and not due to increased reporting, the increase in smaller farms may be due to the development of either specialty farms, such as producing goat milk soap or an increase in small farms that concentrate on local markets. The Piedmont Environmental Council lists 70 farms in the County that sell products to local consumers. The barograph in Figure 2 shows the change in acreage and numbers of farms over the last 20 years. The pie chart in Figure 3 shows that most farms in Albemarle County are in the range of 50 – 179 acres.

It should be noted that the Census of Agriculture relies on self-reporting and may not be accurate in terms of actual numbers of farms and farming operations. It is used, however, as a proxy to measure change. If it truly represents the face of farming, then the number of very small farms and medium sized farms is growing.

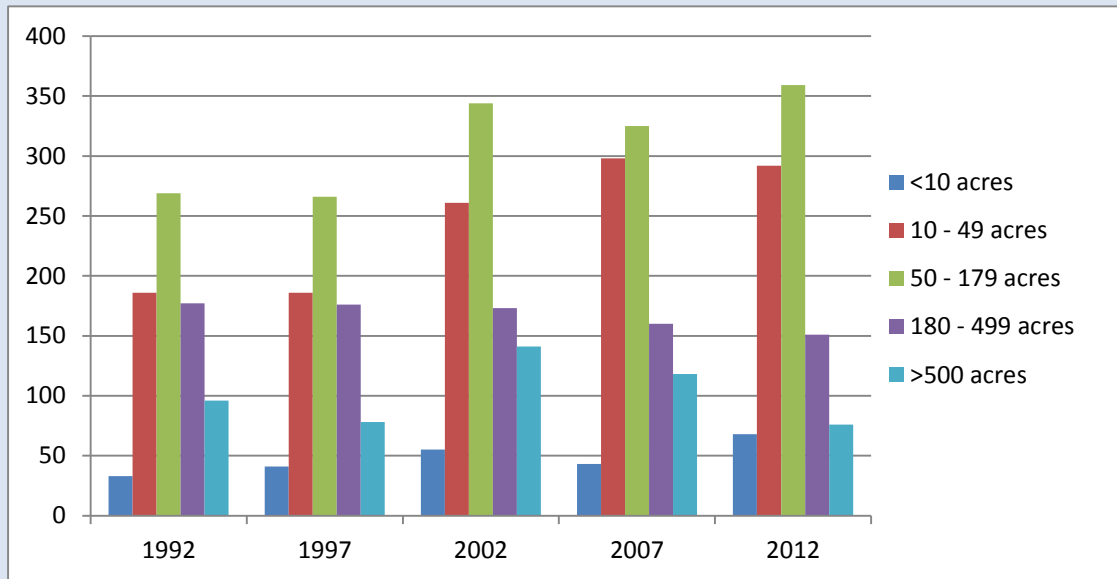
Strategy 1b: Continue to promote farming and forestry activities in the County by retaining Rural Area zoning on Rural Area designated land.

The County does not have a direct role in farming and timbering activities of property owners; however, it can promote and assist in making opportunities available to continue farming and timbering. The most significant way is to retain Rural Area zoning on Rural Area land. In so doing, the County can ensure that sufficient land area is available for farming and timbering activities now and in the future.

Strategy 1c: Establish active support of agricultural land uses through the creation of a Rural Support Program position that provides agricultural assistance, community education, marketing strategies, information on agricultural support businesses, and information about alternative agricultural uses.

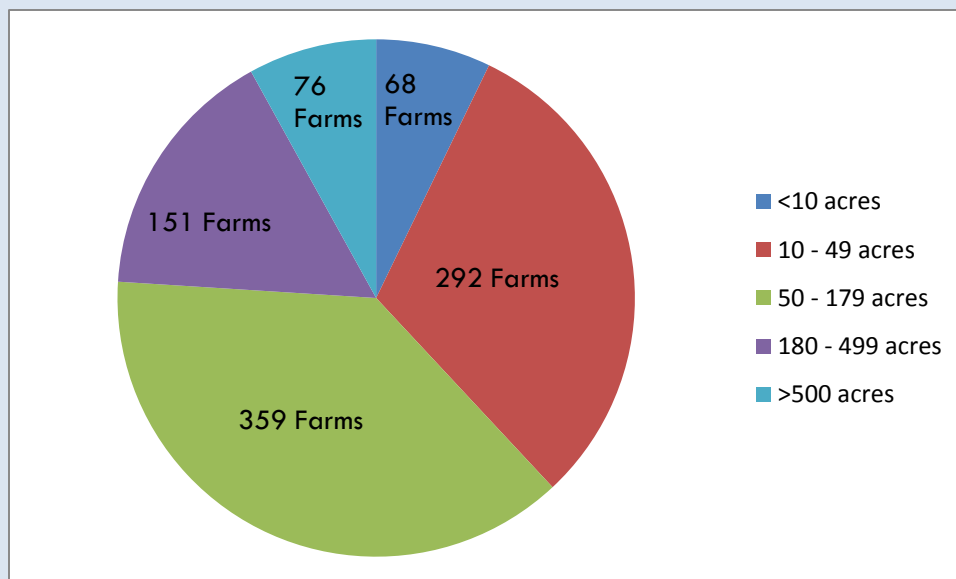
Since 2008, the County has been actively working to assist local farmers in marketing their products. Changes to regulations on farm sales, farm stands, and farmers markets have provided more opportunities for small farming operations to market their products and to increase product diversity.

Figure 2: Farms by Acreage in Albemarle County 1992 - 2012



Source: U.S. Census of Agriculture 2012

Figure 3: Number of Farms by Acreage 2012



Source: U.S. Census of Agriculture 2012

The County coordinated an Agri-business Marketing Conference early in 2013 to bring producers of non-traditional agricultural products together with resources and regulatory agencies. The County has also participated in marketing locally grown products and has provided business and tourism assistance to wineries and for non-traditional farming and farm products. County activities to help start-up businesses and market locally grown products should be continued in order to support more farming activities.

In addition to support for locally grown products, wineries, and non-traditional farming, responsibilities of the Rural Support Program position might include:

- Educating citizens about the benefits and the potential conflicts of living in proximity to agricultural industries as part of encouraging appreciation of the Rural Areas and promoting the importance of agricultural resources;
- Seeking supplementary public and private funding sources for the ACE program;
- Participating in the Farm Tour as an educational tool;
- Coordinating agricultural education in the classroom, such as implementing a farm day for children;
- Coordinating with the Schools Division to encourage and promote agricultural-related vocational education programs from middle school onward;
- Promoting the preservation of important soils for agricultural and forestry use, in conjunction with the Cooperative Extension service; and
- Promoting the protection of Albemarle County's forests as a resource base for its forestry industries and for resource protection.

Funding and developing the Rural Support Program could raise awareness of the importance of agriculture to a higher level. It would also provide an opportunity for other County staff to work on increased business assistance to other targeted agricultural activities, such as wineries, cideries, and specialty farms. This strategy is also discussed in [Chapter 6 - Economic Development](#) - because of the importance of agriculture to the local economy.

Strategy 1d: Continue to assist Rural Area property owners to diversify agricultural activities, including helping to connect local farms with local consumers.

The local foods movement has become very strong in Albemarle County. Food produced in the County benefits Charlottesville residents as well. Historically, the most common livestock activities in the County have been raising cattle for beef and dairy production. Fruit and hay have been the prominent crops and in recent years, agricultural activities have diversified. Figure 4 shows the variety of agricultural products currently produced in the Rural Area:



Figure 4: Locally Produced Agricultural Products 2013

Meat, Fish, and Poultry	Fruit and Fruit Products	Other Products
Beef	Apples	Cow's milk, cheese, cream
Pork	Peaches	Goat's milk, cheese, soap
Chicken	Blackberries	Seasonal produce
Turkey	Raspberries	Mushrooms
Duck	Blueberries	Herbs, herb teas
Rabbit	Strawberries	Eggs and honey
Trout	Pears	Grasses and grains for livestock
Catfish	Apricots	Seeds and dried beans
Freshwater Shrimp	Plums	Sauces and relishes
	Jams, preserves, and pies	Spreads such as pesto, salsa, and hummus

Source: Piedmont Environmental Council 2013

Work done by the County's Office of Community and Business Partnerships with local agriculture has changed the role of the County in economic development. The County has partnered with several organizations and contributed money to organizations that promote diversity in agricultural activities. This work should be continued by a Rural Support Program specialist who can take this important activity to another level to promote local food growth and consumption while the County's Economic Development professionals can concentrate on business development in the Development Areas.

Strategy 1e: Continue to provide support to wineries, cideries, and farm breweries as part of the County's agricultural support activities.

Viticulture, the production of grapes (especially for wine making), is an example of a form of agriculture that has been very successful on smaller parcels. (In Virginia, a 20-acre vineyard is considered large and a 5-acre vineyard is more common.) Farm wineries, licensed by the Commonwealth to produce fermented beverages from their produce, are a growing part of the local agricultural economy. Producing wine from fruit grown on their land and on other local farms can enable landowners to recoup the large initial investment by selling their value-added products, rather than raw fruit.

Since 2003, and partly as a result of State Code changes for events at farm wineries, 22 new farm wineries have opened in Albemarle County for a total of 31 farm wineries. In 2014, Albemarle produced 1316 tons of grapes for wine and was the leading grape producer for wine in the State. Figure 5 shows the change in grape production in Albemarle County and Virginia over the last ten years.

Figure 5: Grape Production in Tons in Albemarle County and Virginia 2005 - 2014

	2005	2006	2007	2008	2010	2011	2012	2013	2014
Albemarle	904	1,116	929	1,442	1,099	971	1,223	1,013	1,316
Virginia	5,600	6,200	5,600	7,000	6,556	7,749	7,532	6,863	8,039

Source: Virginia Department of Agriculture and Consumer Services 2005 – 2008
Virginia Wine Board 2009 – 2014

Like wineries, cideries and farm breweries can use Albemarle County's fruits and grains for production of fermented beverages. Larger areas typically are needed for growing apples, pears, and grains than for growing grapes. At present, there are 3 cideries and no farm breweries in the County, but both have potential to increase local agricultural production.

These businesses generally rely heavily on their tasting rooms to produce enough sales to be profitable, which in turn keeps the farm property in rural use and protected from development. Wine and cider production are significant agricultural activities using local crops. Farm breweries, where small amounts of agricultural products, including barley, other grains, hops, or fruit are processed into beer, are also agricultural uses that could be located in the County and use local crops. Events at these locations and their impacts on neighboring properties and the Rural Area are discussed later in this Chapter.

Strategy 1f: Study ways in which the County can better support the local horse industry.

In March 2011, the Weldon Cooper Center for Public Service conducted an economic analysis of the horse industry in Virginia. The results were significant and showed the previously hidden economic benefits of this industry to Albemarle County. Typical activities range from breeding, training, and boarding to recreational pursuits, such as racing, showing, and other competitions. According to the Cooper report, *The Economic Impact of the Horse Industry in Virginia* by Terrance J. Rephann:

Over the past several decades, the intensity, scale and scope of these activities have increased rapidly in Virginia. Horse ownership has become more popular and venues offering opportunities for racing, showing and trail riding have spread across the commonwealth. As a result, the horse industry has come to play a more visible role not only in agriculture but tourism and recreation as well. The spending in these sectors, in turn, supports numerous other industries.

At present, most of the activities in Albemarle relate to breeding, training, and boarding; however opportunities exist to grow this industry even more. Further study is needed to determine the extent to which the County should take advantage of this growing industry.

Forestry

Forestry is another important component of the Albemarle economy. Managed well and logged in a sustainable manner, tree farms provide a renewable resource for income to landowners, taxes to the County, and timber products for many other users. Trees and forests provide many natural resource benefits prior to and after harvesting. Trees provide soil stabilization, water resource buffers, air filtering, and add to the beauty of the County. Diversification of species is beneficial to plant and wildlife habitat. Both hardwood and pine are harvested in the County. Figure 6 summarizes recent timber harvests in the County.

Timber production occurs at different levels - from tree farmers who manage timber stands through selective cuts and plantings to planting and harvesting single species to one-time harvesters. Important aspects of timber production are managing harvests to prevent erosion and replanting to ensure diversity of species. Irresponsible logging can result in a combination of compaction, puddling, rutting, burning, erosion, and displacement of species. These activities can be avoided with proper planning, equipment, and attention by landowners and loggers.

As with agricultural production, fragmentation of land ownership and the creation of smaller parcels reduce the economic viability of forestry operations. The increasing number of residences in the Rural Area also increases the likelihood of nuisance complaints, such as noise and logging trucks on narrow roads, against

typical forestry operations. The County considers forestry operations a normal part of the rural landscape and does not regulate noise or traffic generated by these uses.

Figure 6: Timber Harvested in Albemarle County 2009-2012

	2009	2010	2011	2012
Pine Harvest Volume (Million Board Feet)	10,344	6,349	5,574	3,824
Hardwood Harvest Volume (Million Board feet)	5,576	5,428	3,824	4,734
Pine Harvest Value	\$1,780,363	\$1,285,857	\$ 965,059	\$2,218,432
Hardwood Harvest Value	\$1,011,773	\$1,148,680	\$ 862,034	\$1,001,924
Total Value	\$2,792,137	\$2,434,537	\$1,827,093	\$3,220,356

Source: Virginia Department of Forestry

Note: A board foot is the volume of a piece of wood 1 foot long x 1 foot wide x 1 inch thick (144 cubic inches)

Strategy 1g: Continue to promote retention of forest soils in conjunction with preservation developments and provide contacts with the Department of Forestry, who oversees timbering operations.

The State Department of Forestry oversees timbering operations and ensures that erosion and sediment control plans are filed, sites are inspected, and harvest management takes place. The County’s role is restricted to promotion of conservation easements, use value taxation, Agricultural/Forestral (Ag/For) Districts, and use of RPDs to preserve forestal land, as discussed above.

Educating forestal property owners on the importance of biodiversity and good logging practices will help retain forest soils. The County can collaborate with the State Department of Forestry on ways to help educate property owners. Discussions with State foresters may help the County improve the outcome of timbering activities that also promote other County goals for water protection and economic development.

There are some potential conflicts in the County’s policies for the Rural Area, including the support of commercial forestry and the protection of forests to maintain water quality and habitat value. Both of the approaches to forest management are part of the rural landscape.

It is important to find the right balance between harvesting timber and habitat conservation/preservation. Conservation programs are the most appropriate tools for habitat preservation because the County cannot regulate the locations chosen for timber cutting. Once the most important forests for habitat and water quality protection have been identified, the County will need to implement forest conservation on these important sites, while striving to prevent threats to commercial forestry operations on other forest land.

Strategy 1h: Change zoning regulations to permit appropriately-scaled collection and distribution facilities for local agricultural products in the Rural Area. Consider allowing these uses by-right.

Marketing local foods and agricultural products depends on the availability of local distribution facilities such as warehouses for locally grown produce and meat. These facilities would need to be located on major roads that can support the additional truck traffic. Facilities located in Entrance Corridors would also need to meet Entrance Corridor Guidelines. The County should amend the Zoning Ordinance to help support the marketing of local food and agricultural products with small distribution centers. These centers can help connect farms to consumers and provide more opportunities for agricultural uses to thrive in the Rural Area. Large commercial distribution centers such as department store warehouses are not appropriate in the Rural Area.

Strategy 1i: Clarify the difference between home occupations and other uses that are listed in the Zoning Ordinance.

Home occupations are permitted in both the Rural Area and the Development Areas. In the Rural Area, home occupations can provide income for a rural resident whose business supports a strong agricultural and forestal economy without the need to find a business location. Uses not permitted in the Rural Area zoning district are not considered appropriate for the Rural Area. However, the distinction between uses prohibited in the Rural Areas zoning district and uses that could be allowed by home occupation permit if performance standards are met is not clear. This inconsistency creates confusion and frustration for residents and staff. Clarification will make it easier for applicants and staff to understand expectations and more easily process applications.

Strategy 1j: Consider amending the Zoning Ordinance to allow landscape services and storage of landscape materials in the Rural Area.

Nursery production that does not have a retail component is considered a Rural Area use because trees and shrubs require room to grow. Growing trees and shrubs is supportive of an agricultural and forestal economy. However, a service occupation related to landscaping with trees and shrubs is currently considered a Development Areas use. In the Zoning Ordinance, storage of landscape materials represents a contractor's storage yard and not allowed in the Rural Area Zoning District. In recent years, discussion has taken place on whether storage yards for landscape materials are more appropriate in the Rural Area than the Development Areas due to the large outdoor storage component of material and equipment. As part of the zoning text amendments being considered for the Rural Area, this issue should be discussed and clarified. Outdoor storage of landscape materials may be appropriate for the Rural Area, as many features are similar to other Rural Area uses.

Objective 2: Protect and preserve natural resources, which include mountains, hills, valleys, rivers, streams, groundwater, and retain continuous and unfragmented land for agriculture, forestry, biodiversity, and natural resource protection.

Most of the County's mountains, hills, valleys, and streams are located in the Rural Area. These resources are as much a part of the Rural Area as farms and forests. Similarly, the Rural Area also contains the largest variety of vegetation and wildlife species, which are dependent on water and other Rural Area natural resources. Preserving the natural landscape is therefore a key recommendation for the Rural Area.

Specific recommendations for preserving these important features are found throughout the [Natural Resources Chapter](#) of this Plan.

An essential part of this Objective is connectivity. When land is divided for residential development, it becomes fragmented which affects agricultural production, can prevent the viability of many Rural Area uses, and reduce the diversity of flora and fauna by breaking up habitats and corridors, which, in turn, starts to reduce biodiversity and results in fewer native species.

Albemarle's Rural Area contains many large tracts of undivided land. Of the 16,993 parcels zoned for rural uses in the Rural Area, only 40 are over 1000 acres in size. About 70% are less than 10 acres. Many of the larger parcels are used for farming and forestry, and some are used strictly for natural resource protection. Several are owned by public agencies including the National Park Service, RWSA, the City of Charlottesville, UVA, and Albemarle County. These large parcels provide continuous and unfragmented land which is important for habitat and conservation of environmental resources. The single most important way to preserve continuous and unfragmented land for agriculture, forestry, biodiversity, and natural resource protection is to maintain rural uses and avoid residential development. The strategies below show ways in which the County supports owners in keeping their large parcels in the Rural Area intact.

Strategy 2a: Direct residential development to and continue to make the [Development Areas](#) more livable, attractive places.

The preferred location for new residential development, except where it directly supports agricultural uses is in the Development Areas. Even with the County's efforts to direct development into the Development Areas, house building still occurs in the Rural Area. Presently, there are 24,378 parcels in the Rural Area and 18,451 dwellings. Many of these dwellings are located in large-lot subdivisions which have a suburban look and feel. Other dwellings are on large farm properties or on scattered smaller lots.

Using Rural Area land for residential uses is not the preferred use because it results in loss of agricultural and forestal land and open space. It can also create conflicts between residential uses and agricultural activities. Livestock produces odors and noises. Application of fertilizer, especially manure, on crops



can produce smells that are offensive to non-farming residents, especially when those residents are entertaining outdoors. Loud noises from outdoor events at residences or other non-agricultural activities can affect livestock. Uses in the Rural Area can be unattractive and hunting activities unacceptable to residents expecting a pristine residential experience. The Rural Area is a home for those whose rural business is there. It has more than scenic mountains and valleys that provide a beautiful place to live. The strategies articulated below are designed to help strike a balance between the residential property rights of Rural Area landowners and the desire of the overall community to prevent suburbanization of the Rural Area.

Because "living in the country" is attractive to many people, it is important that prospective residents understand the different purposes of the Rural Area and the Development Areas. If the Development Areas are attractive and affordable, some, hopefully most, of the persons considering living in the Rural Area will choose the Development Areas instead. ***It is also important that residents thinking of living in the Rural Area understand***

the County's policy for public service delivery. The Development Areas are the places where water and sewer service is provided, along with quick police, fire, and rescue response, and road improvements. Persons living in the Rural Area should not anticipate levels of public service delivery equal to services provided in the Development Areas, including road improvements (see policies in [Transportation Chapter](#)). The [Development Areas Chapter](#) discusses ways to make the Development Areas more livable.

Strategy 2b: Provide information to property owners in the Rural Area on alternatives to subdividing their land, including donating conservation easements and use value taxation.

Residential development in the Rural Area is not prohibited, and current estimates suggest that an additional 45,000 (theoretical) new lots could be created in the Rural Area. (The term *theoretical* means that it has not been verified that all of these potential lots would conform to zoning and subdivision requirements.) Creation of even a fraction of these lots would have serious implications for the viability of agriculture and timbering, as well as for successful resource conservation and protection. Figure 7 provides historical information on single-family detached construction in the Development Areas as well as the Rural Area.

This table illustrates that permits for an average of 426 single-family dwellings per year were obtained over the last 20 years. This average is higher than that of just the last ten years, which was 303 units per year. Of those 303 units, an average of 159 were permitted each year in the Rural Area -- an average of 51% of all single-family dwellings. The average number of Rural Area permits for single-family homes over the last five years (107 units/year) is lower than the prior five years (227 units/year), due in large part to the recession. Building permits for single-family homes in 2013 were less than half of the number issued in 1999. As mentioned earlier, new residential development is encouraged in the designated Development Areas rather than the Rural Area. However, there are and will continue to be individuals who want to live in the Rural Area.

One important way to prevent suburbanization is to provide ways for property owners in the Rural Area to keep their properties intact. Provision of information to residents is the first step in helping rural property owners know about alternatives to subdividing their land. County staff, realtors, farmers, and elected officials can all help provide information on alternatives to subdivision of rural land. When subdivision cannot be avoided, careful design can help reduce fragmentation (see Strategy 1c below). Recommendations found later in this Chapter include information about a Rural Support Program Specialist who could provide outreach to property owners on conservation easements, use value taxation, and other alternatives to land division and development in the Rural Area.

Figure 7: Building Permits for Single-Family Detached Residential Units 1994-2013

Year	Development Area (DA)	% DA	Rural Area (RA)	% RA	Total SFD Units
1994	300	59%	211	41%	511
1995	245	53%	213	47%	458
1996	293	59%	201	41%	494
1997	308	55%	248	45%	556
1998	296	53%	263	47%	559
1999	294	49%	307	51%	601
2000	287	53%	253	47%	540
2001	205	47%	232	53%	437
2002	296	50%	293	50%	589
2003	273	51%	261	49%	534
2004	228	47%	256	53%	484
2005	269	48%	287	52%	556
2006	135	36%	245	64%	380
2007	103	35%	194	65%	297
2008	93	37%	157	63%	250
2009	82	52%	77	48%	159
2010	125	57%	95	43%	220
2011	123	55%	101	45%	224
2012	132	66%	67	34%	199
2013	159	60%	107	40%	266
Avg.	212	51%	203	49%	426

Source: Albemarle County Albemarle County Geographic Data Services 2013

Strategy 2c: Continue rural conservation programs such as Agricultural/Forestral (Ag/For) Districts and use value taxation as incentives for owners to avoid subdividing for residential uses.

Agricultural and Forestal (Ag/For) Districts are voluntary conservation districts that were established by the Commonwealth (Virginia Code § 15.2-4301) “to conserve and protect and to encourage the development and improvement of agricultural and forestal lands for the production of food and other agricultural and forestal products...” and “...to conserve and protect agricultural and forestal lands as valued natural and ecological resources which provide essential open space for clean air sheds, watershed protection, wildlife habitat, as well as for aesthetic purposes.”

By establishing an Ag/For District, property owners agree not to convert their farm, forestland, and other open space lands to more intense commercial, industrial or residential uses. In return, the County and Commonwealth agree not to take actions or make infrastructure investments that will place new

infrastructure (such as roads) on District land or make land use decisions that could negatively affect agricultural uses in the District.

Albemarle County currently has 26 Ag/For Districts covering approximately 70,712 acres. For many years, the total acreage of the districts was gradually declining. However, it has recently begun to increase again due to Rural Area residents' interest in using Ag/For District membership to qualify for use value taxation. Properties of sufficient acreage that are in a Ag/For District can qualify as open space to be eligible for use value taxation without meeting the management and production requirements of the other use value categories.

Use value taxation (often called "land use tax") allows property to be assessed under one (or more) of four categories: real estate devoted to agricultural use, horticultural use, forestry use, and open space use. The purpose of this program is to support rural uses of the land by not taxing land at full assessed value. If the land were assessed at full value, taxes would be much higher, which could significantly increase pressure on owners to subdivide the land into smaller parcels for sale in order to pay taxes. Use-value taxation encourages owners to keep their land in agriculture, horticulture, forestry, or open space. The County also has reduced the tax rate for land in conservation easements; however, both use-value and conservation easements cannot be used at the same time to reduce tax obligations.

Strategy 2d: Continue to promote conservation easements to provide a financially attractive way for landowners to protect family farms in Albemarle County and their unique open space resources, to provide an opportunity for landowners to voluntarily sell a conservation easement to a public agency to be held in trust for perpetuity, and to preserve important features of the Rural Area for all.

Conservation easements (also referred to as open space easements) are legally enforceable agreements to preserve land. A property owner voluntarily restricts uses on a property to a level mutually agreed upon by the owner and the organization holding the easement. Holders of easements in Albemarle include Albemarle County, the Albemarle County Public Recreational Facilities Authority, the Nature Conservancy, the Piedmont Environmental Council, the Thomas Jefferson Soil and Water Conservation District, the Virginia Department of Historic Resources, and the Virginia Outdoors Foundation (VOF). The current total acreage in conservation easements is approximately 86,448, which is 18.6 % of the County's land area. VOF holds approximately 63,630 of those acres and is the largest easement holder in the County. A map showing the locations of existing conservation easements and Rural Area parks is found in Figure 9.

Strategy 2e: Strengthen the Acquisition of Conservation Easements (ACE) Program by providing a stable dedicated funding source and staff resources for administering the program.

Albemarle County demonstrated its commitment to voluntary land conservation by creating the Acquisition of Conservation Easements (ACE) program in 2000, which acquires conservation easements to preserve the land's rural character, whether in agriculture, forest production, or conservation. The program is designed to set priorities for purchases of easements from landowners with lower incomes, whose land is more likely to be under threat of sale for residential development. The landowners retain ownership of the properties. Accomplishments of the program can be seen in Figure 8.

Figure 8: Acquisition of Conservation Easement (ACE) Statistics 2001-2014

Number of easements acquired	44 easements
Acres protected:	8508 acres
Development lots eliminated:	484
ACE appropriations:	\$11,667,243
Total easement value (before grants, donations & adjusted values)	\$ 15,027,884 = \$1,766/acre
Grants, donations & adjusted values	\$ 3,065,611 (26% of easement cost)
Net acquisition cost:	\$ 11,962,273 @ \$1,406/acre

Source: Albemarle County Department of Community Development, 2015

The success of the program can most clearly be seen in the number of development lots eliminated: 459. The elimination of rights to build on these development lots means that 459 fewer houses could be constructed on rural land. Conservation easements purchased by the County have had the desired impact of reducing the land available for residential development while compensating property owners for that value.

It is important to note that for conservation easements to be effective in the long term, compliance with their terms must be monitored and enforced. Therefore this approach to conservation requires a long-term commitment to staff and fund easement programs. Although most easements are held by non-County organizations, the County holds or co-holds a significant number of easements and needs to build its monitoring capacity.

Initially, the County funded the program at \$1,000,000 per year for the first three years. Since that time funding has varied but has significantly decreased in recent years. This means that the County has fewer ways to help farmers put conservation easements on their property. In addition, when the program began, there was an expectation that staff resources would be available to monitor easements regularly. With budgetary changes in the County, monitoring easements has been challenging because the demands of development review take precedence. Additional staffing could help to strengthen this program.

Strategy 2f: Continue to provide staff support to the Public Recreational Facility Authority (PRFA).

The Albemarle County Public Recreational Facilities Authority (PRFA) is appointed by the Board of Supervisors and functions as a conservation easement holder. The PRFA began as a body to hold conservation easements on the preservation tracts of clustered subdivisions (Rural Preservation Developments), but has expanded its role to hold donated conservation easements and to co-hold most of the easements acquired by the ACE program. Consideration should be given to reviewing the standards for accepting easements so that they are more similar to expectations for land use to participate in Ag/For Districts.

The number of PRFA-held easements has steadily increased, but staff support has not. This creates difficulty in monitoring easements. As indicated for the ACE recommendations, in order to ensure that conservation easements are acquired, managed, and inspected, it is essential to fund staff for this program.

Page intentionally left blank.

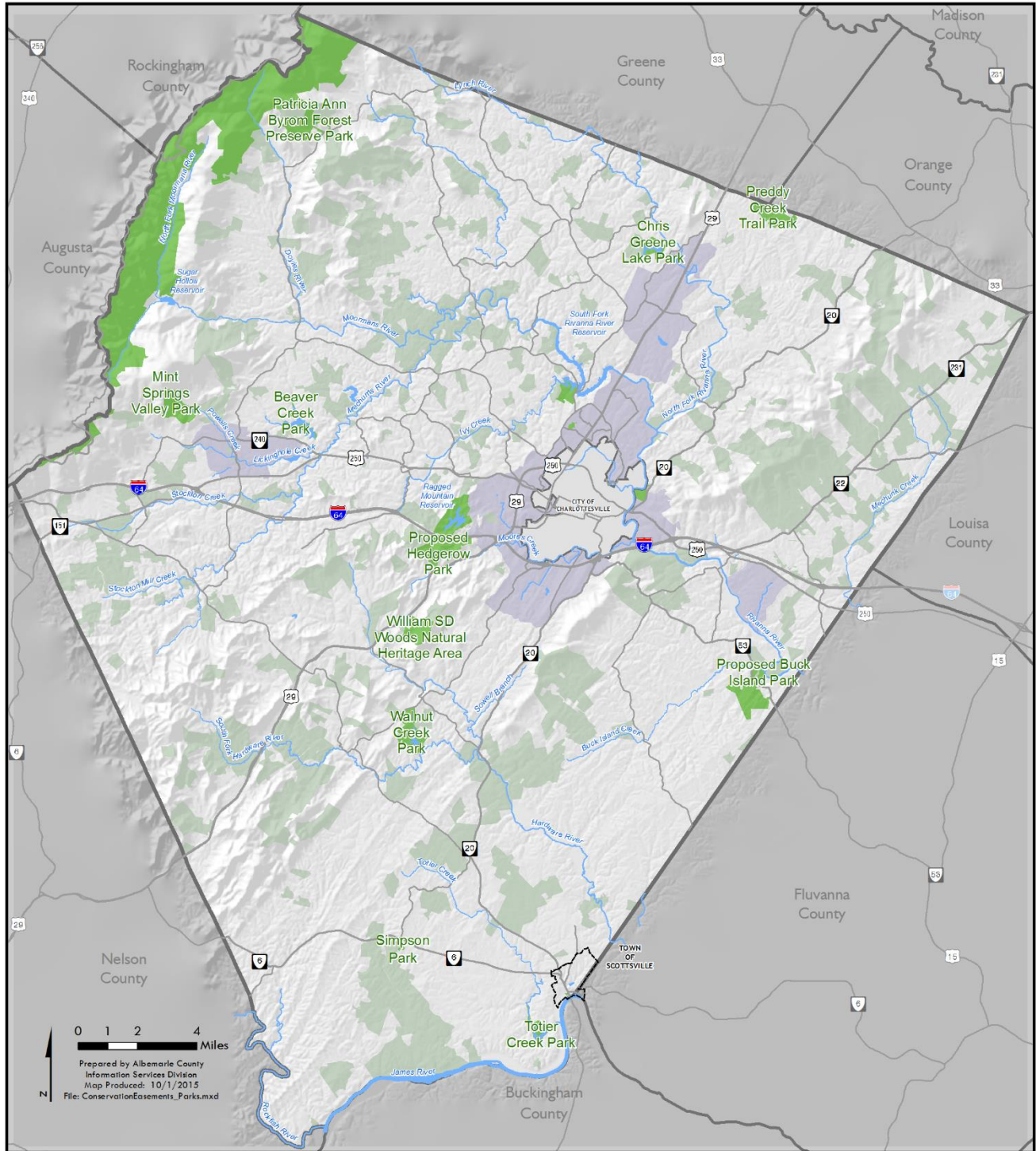


Figure 9: Conservation Easements and Rural Area Parkland



Page intentionally left blank.

Strategy 2g: Assess how a program for the transfer of development rights might be designed to re-direct development potential from sections of the Rural Area with high-value natural and cultural resources to locations outside of the Rural Area.

One tool that has been discussed for many years and is now enabled in the Commonwealth is called transfer of development rights (TDR). Typically, a right to develop land in one area would be extinguished in exchange for a right to develop land more intensively in another area. Areas in which development rights are extinguished are called "sending zones." Sending zones are places where residential development is not the desired use of a locality. Places where development is desired are called "receiving zones". With TDRs, there are buyers and sellers of rights to develop land. Owners of property in receiving zones who wish to develop land more intensively than otherwise allowed purchase those rights from the owners in sending zones.

To be a successful part of the County's growth management strategy, receiving zones for density need to be identified. The sending zones should have high value environmental resources that would be permanently protected. The County reviewed this option several years ago. Difficulties in reconciling goals for receiving areas with goals for the Development Areas caused the Board problems, so a TDR program was not pursued. It is possible that TDR program could be developed that is complementary to the Development Areas rather than conflicting. More study is needed, however. Information on past actions for TDRs may be found in the [Reference Documents](#).

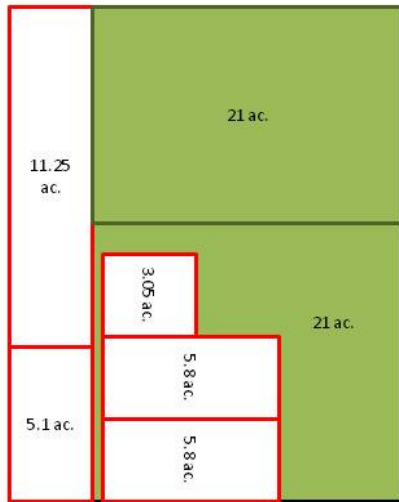
Strategy 2h: Work with property owners who are proposing subdivision of rural land in both conventional and Rural Preservation Developments (RPD) to make "development right" lots as small as possible and large lots (21+ acres) as large as possible to reduce impacts of forest and habitat fragmentation in the Rural Area.

The zoning ordinance requires that new lots in the Rural Area be a minimum of 21 acres. However, a fixed number of smaller "development right" lots (five per parcel) were allocated in 1980. These lots must be at least two acres in size and must not use more than 31 acres in total. When the land is subdivided, development right lots are often significantly larger than two acres, which means they convert more Rural Area land to non-rural uses and accelerate the change from rural to suburban land use patterns.

The illustration in Figure 10 shows two examples of conventional subdivision development. In each example, 73 acres is subdivided into the maximum number of lots allowed - seven lots. The minimum size of each development right lot is two acres, and these lots range in size from 3 to 11 acres. The total acreage also meets the 31-acre rule. In the image on the left, the subdivider has chosen to use the minimum 21 acre size as the maximum for the non-development right lots. This arrangement has allowed for 42 acres of larger more rural-scale lots. In the example to the right, the subdivider has chosen to make all of the development right lots four acres. The remaining acreage in larger lots is 53 acres, resulting in a much less fragmented development pattern. If all development lots were no larger than three acres, then the remaining unfragmented acreage would be 58 acres.

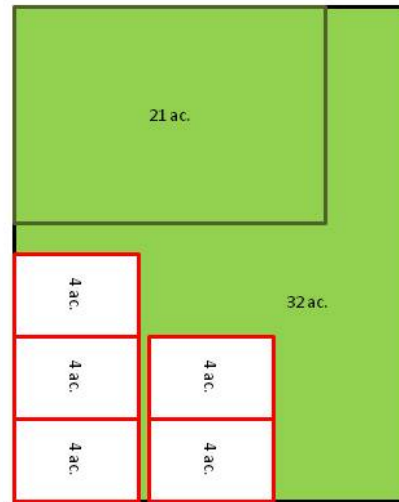
**Figure 10: Theoretical Rural Area Parcel
Conventional Lot Subdivision (73 acres, 5 development rights)**

RA By-Right Development –
The “31-acre Rule”



31 acres used for
development lots

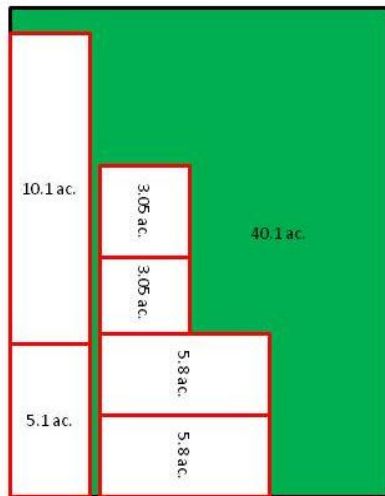
Example of Maximum Lot
Size – 4 acres



20 acres used for
development lots

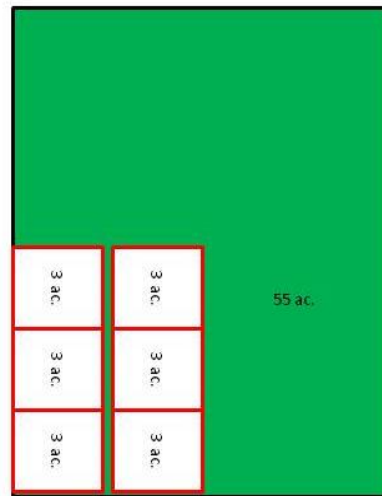
**Figure 11: Theoretical Rural Areas Parcel
Rural Preservation Development (73 acres, 5 development rights)**

Rural Preservation Development –
6-acre Average Lot Size



- 32.9 acres used for development lots
- 40.1 acres in preservation tract

Example of Maximum Lot
Size – 3 acres



- 18 acres used for development lots
- 55 acres in preservation tract

Source of Drawings: Albemarle County Community Development, 2012

The illustration in Figure 11 shows alternatives for a RPD, which is an alternative form of rural subdivision that permits the “clustering” of the development right lots. All but one of the potential lots that would be possible in a conventional development are developed as a contiguous group of small lots. The remaining lot, called the “preservation tract,” can have a dwelling, but is placed under a conservation

easement to protect resources and to prevent any future reduction in its acreage. This form of subdivision reduces the amount of land converted to residential uses and helps to reduce fragmentation. However, current RPD regulations allow the development right lots to average six acres in size, which diminishes the size (and therefore effectiveness) of the preservation tract.

In Figure 11, the example on the left shows the effect of this approach. Lots are large and the preservation tract is barely over the four acre minimum size. On the right, a three acre maximum for lots has increased the preservation tract to 55 acres. A 2-acre maximum would create a 61-acre preservation tract. At present, staff can encourage applicants to make the development lots as small as possible, but the County has no requirements for the maximum size of a development lot.

Strategy 2i: Encourage connectivity of conservation land wherever feasible.

When subdivision occurs in the form of a Rural Preservation Development, opportunities may exist to locate the preservation tract adjacent to other conservation easements, thereby making larger blocks of connected land. When setting priorities among conservation projects, the County should place particular value on sites adjacent to other protected land. The most important way to promote connectivity is for staff to provide information on the variety of alternatives when property owners seek to subdivide their land. The County cannot require connectivity, but it can encourage subdividers to consider it. More information on biodiversity and recommendations to protect biodiversity are found in the [Natural Resources Chapter](#) of this Plan.

Strategy 2j: Consider modifying the zoning regulations for residential development to help achieve Rural Area objectives without reducing residential development rights.

Over the past thirty or more years, the County has indicated its desire to reduce residential development in the Rural Area. Different strategies have been tried without success; however, options to reduce the impacts of suburbanization of the Rural Area should continue to be explored. Such activities would help reduce the amount of fragmentation currently taking place. They could also result in greater preservation of ag/forestal soils, steep slopes, water, scenic, and historic resources on rural properties

Three possibilities to consider are:

- Allow for RPDs with more than 20 lots by right;
- Set a maximum size for the development lots in RPDs to allow for larger preservation tracts and better limit the area impacted by residential development; and
- Make RPDs the required form of development and conventional lots the exception.

Until 2004, the County permitted RPDs up to 20 lots by right and allowed RPDs of more than 20 lots by special use permit. In 2004, State law was enacted that prohibited localities from requiring special use permits for clustered subdivisions. This created a situation in which it became impossible for parcels with the potential for more than 20 lots to be developed as single RPDs, thus encouraging the use of by-right development patterns. New design standards that address concerns over large RPDs (largely to do with water and septic capacity, as well as the potential for moving development potential from unbuildable by-right lots to buildable clustered lots) should be developed so that the County can once again permit these larger RPDs. RPDs, like any other development in the Rural Area, should not become

a justification for extending public services to the Rural Area. Provision of public services encourages rather than discourages residential development.

A second possibility for zoning changes would be to set a maximum lot size in RPDs for development right lots that are less than 21 acres. In RPDs, setting a maximum lot size would result in the creation of larger preservation tracts. Consideration could also be given to setting a maximum lot size for development right lots in conventional developments to help achieve a similar result without reducing development rights. Another possibility would be to retain the existing allowances for conventional development, but allow that type of development as the exception, rather than the rule.

It should be noted that changes to the Zoning Ordinance related to RPDs need to be addressed carefully. State Code may mandate additional requirements that would affect the attractiveness of this option. If such is the case, the County may alternatively wish to approach the General Assembly about an exception for Albemarle County.

Objective 3: Protect the County’s historic, archeological, and cultural resources.

Most, but not all, of the County’s historic, archeological, and cultural resources are found in the Rural Area. Some of these sites include Monticello, Ash Lawn-Highlands, Pine Knot, and the Journey Through Hallowed Ground. Many properties in the Rural Area are listed on the National Register of Historic Places. Historic features of the Rural Area contribute to the value placed by residents and visitors on Albemarle County. Historic buildings and sites also provide opportunities for tourism, which is discussed in the [Economic Development](#) and [Historical, Cultural, and Scenic Resources](#) Chapters of this Plan, as well as in the next section.

Strategy 3a: Promote reuse of historic structures that support agricultural and forestal uses in the Rural Area.

While valued by residents and tourists alike, historic buildings and sites can sometimes pose challenges for owners. Large farmhouses and historic mansions can be expensive to maintain and, at times, additional income is needed to ensure that historic buildings do not fall into disrepair. Historic buildings and sites can be maintained for their original use, such as a home, or converted to income producing properties, such as a restaurant at a crossroad community or a bed and breakfast. Care is needed when a building converts from one use to another to ensure that the historic integrity of a site is retained.

Strategy 3b: Consider amending the Zoning Ordinance to allow for restaurants in historic buildings, as defined in the [Historic, Cultural and Scenic Resources Chapter](#) of the Plan, in crossroads communities.

Restaurants, as a rule, are most appropriate in the Development Areas where public water and sewer is available and streets and parking lots can handle traffic generated by a successful business. However, in the Rural Area, a small restaurant in an existing historic building may be appropriate in a crossroads community to serve the nearby community. Expansion of a historic building for such a use may be acceptable if the size and scale of the addition retains the integrity of the historic resource and will not generate demands for public water and sewer. Building new structures for restaurants is not considered appropriate in the Rural Area.

Strategy 3c: Consider amending the Zoning Ordinance to allow for artist residencies in historic buildings, as defined in the [Historic, Cultural and Scenic Resources Chapter](#) of the Plan.

An artist residency is a facility where individuals are provided time and space to create art within a unique geographic and cultural context. Meals, lodging, and private studio space are provided on-site to support uninterrupted creative work lasting from a few weeks to a few months. The purpose of artist residencies is to promote art as a critical cultural and societal resource. Participation in an artist residency is by invitation only. Artist residencies are neither commercial endeavors nor tourist destinations. They may be appropriate in the Rural Area if they can meet goals for preservation of historic structures and other Rural Area goals such as natural resource conservation.

Additions, alterations, and construction of additional buildings may be approved for artist residencies, provided that the architectural and historic integrity of buildings and the site is retained. New construction should be compatible in appearance with the historic buildings, and the site should not be overwhelming in size, scale, and massing. New construction for residence halls is not appropriate as it would prevent reversion to a by-right use in the Rural Area. Artist residencies should only be available by special permit and consideration should be given to locations in or near crossroads communities or Development Areas.

Objective 4: Promote rural and historic landscapes that enhance visitors' experience and give historic sites as authentic a setting as possible.

Tourism is a vital part of Albemarle County's economy. Within the confines of the existing goals for the Rural Area, tourism provides for economic vitality and is a benefit to the County. Agriculture, historic and scenic preservation, and the maintenance of rural character help to create authentic rural places. It is important that care be taken with tourist activities so that they do not overwhelm or negatively affect the very resources that make rural Albemarle attractive to residents and tourists.

Events

The most significant area of tourist growth to take place in recent years is with Rural Area events. Events at farm wineries, such as weddings, have become commonplace and can be profitable for owners; however, festivals and concerts at farm wineries also are allowed under County regulations. For farm wineries and cideries, farm breweries, and bona fide agricultural operations, up to 200 attendees are allowed per event, by-right. Larger gatherings require special permission to ensure that negative impacts do not result from large gatherings of people and their activities. A special use permit is also required for temporary events for nonprofit organizations and for special events in which there is a profit-making aspect. In the case of the latter, a maximum of 150 attendees is allowed; however, allowance for more than 150 persons can be approved as part of the special use permit. It is important that events at farm wineries are secondary to the agricultural use.

Strategy 4a: Continue to require special use permits for events at farm wineries, farm breweries, and bona fide agricultural operations for over 200 persons and for other events in the Rural Area for over 150 persons. These special events should promote or support agricultural production or a uniquely rural activity, such as a County fair, and be limited to once or twice per year.

Sometimes, requests for larger, more frequent events at farm wineries, farm breweries or farms must be evaluated. To date, the County has approved some of these requests when an occasional larger event is appropriate. Frequent or regular large events are not appropriate in the Rural Area. This is

because of impacts on nearby and adjoining Rural Area properties and Rural Area roads. At places other than farms and farm wineries, the County has been fairly consistent in allowing groups larger than 150 persons on an occasional, but not regular basis. The County should continue to evaluate individual requests on a case-by-case basis with preference given to occasional rather than regular large events.

Outdoor Recreational Activities

Outdoor recreational activities are one of the ways local residents and visitors enjoy the Rural Area. The Appalachian Trail, Shenandoah National Park, and County lakes and beaches are but a few of the public spaces available for outdoor activities. More information on parks and recreational activities may be found in the [Parks and Recreation, Greenways, Blueways, and Green Systems Chapter](#). Private recreational facilities are also present in the Rural Area.

Strategy 4b: Review the zoning regulations related to recreational uses to see whether updates are needed to better reflect rural recreational activities that should be available by special use permit in the Rural Area.

Rural recreational uses are activities that need a Rural Area location in order to be successful. The County's Zoning Ordinance currently lists "swim, golf, tennis or similar athletic facilities" as one category of recreational special use available in the Rural Area. These uses were adopted into the Zoning Ordinance in 1980 before distinctions between Rural Area and Development Area uses were as distinctive as they are today. Two issues exist with the current regulations: (1) the category is not reflective of the types of recreational uses that need a Rural Area location for success; and (2) the current listed uses may no longer be viewed as acceptable in the Rural Area.

Uses that need a Rural Area location to thrive are uses typically not found in more urban areas. Canoe liveries, day camps, and campgrounds are existing special uses available for recreational activities in the Rural Area. In recent years, interest has been expressed in commercial mountain biking, cyclocross, zip lines, and rock climbing activities. These uses or uses with their characteristics are not directly addressed in the Zoning Ordinance. Consideration should be given to further defining outdoor recreational uses that are most appropriate. In addition to the need for a Rural Area location, one of the most important considerations should be the impacts of rural recreational uses.

The current list of recreational uses allowed in the Rural Area should also be included in review of the regulations. Clubs for swim, golf, and tennis have many suburban characteristics and typically are located in or adjacent to the Development Areas. A Development Area location is more accessible to and compatible with nearby residential uses where sidewalks and road improvements are expected. Consideration should be given to removing these uses from the list of available special uses in the Rural Area.

Lodging

Another significant aspect of tourism is transient lodging in the Rural Area. In 2012, County staff estimated 230 rooms available for lodging in the Rural Area. This includes Keswick Hall (48 rooms), the Clifton Inn (17 rooms), Farmington (40 rooms), and approximately 125 rooms in homes as rental cottages, bed and breakfasts (B&Bs), and guestrooms. Generally, new hotels, motels, inns, and retreat centers are not considered to be appropriate in the Rural Area due to their water requirements, wastewater needs, and traffic impacts. However, more study is needed of smaller scale rural lodging activities that may provide

needed tourist accommodations in the County. Rental homes and guest rooms are also present in the Development Areas.

Strategy 4c: Study the nature of and extent to which transient lodging is currently taking place and consider whether policy and regulatory changes should occur to better accommodate this use. If such changes are determined not to be needed or appropriate, develop and implement a plan to bring errant operators of transient lodging into conformity with the County's regulations in a timely fashion.

The quantity of historic buildings, multiple houses on large properties, and large estates in the Rural Area creates many opportunities for rural transient lodging. Such uses can provide additional income to help owners retain their land and thereby avoid pressure to subdivide. Current regulations for transient lodging allow for B&Bs in the Rural Area. The Zoning Ordinance states that a homeowner may have up to 5 guestrooms inside a home and up to 5 additional guestrooms in a second residential structure on the same property. A resident manager must live on the property and the second residential structure must comply with density standards of the County, as well as health and safety standards.

While there are a number of licensed B&Bs in the Rural Area, internet research shows that there may be many more B&Bs that have not been properly permitted. In addition, it appears that some of these B&Bs and guest lodges lack a resident manager. This can be problematic -- the chief concerns being that, absent an on-site manager, emergency situations cannot be quickly or appropriately addressed. Neighbors may not know whom to contact when a rental house is being abused. Some of the facilities advertise accommodations in excess of the number of rooms or buildings allowed by the Zoning Ordinance.

The City of Charlottesville studied this issue in 2014 to determine the extent to which transient lodging was occurring in City neighborhoods and its impacts to neighborhoods and on availability of affordable housing. The City is currently looking at these issues as well as potential revenue impacts for the City.

The County should undertake a similar study of both the Rural Area and Development Areas to decide if B&B and tourist lodging regulations should be changed in the County. The County might benefit from using the same research techniques to develop data for analysis. The County could also benefit by reviewing the issue in a broader community context than just at a County-level. In the Rural Area it is important to understand the extent to which new guest cottages or residences are being built for transient lodging or whether such facilities are helping to preserve historic buildings and sites. For the Development Area, the County will want to understand the impacts to neighborhoods when guest houses are operating with non-resident managers.

Objective 5: Recognize and support crossroads communities, which serve as rural-scale community meeting places and provide opportunities for residents to take part in community life.

Crossroads communities have been part of the local landscape for much of Albemarle County's history and are still an important part of rural living. A study entitled "Survey of Historic Crossroads Communities," completed in 2003, identified seven crossroads areas that have historically provided services for nearby residents. These crossroads communities are: Advance Mills, Batesville, Coveseville, Free Union, Proffit, Greenwood, and White Hall. Other crossroads communities may also be appropriate to consider for a future designation. The 2005 Rural Areas Comprehensive Plan amendment identified the need for

enhancement of crossroad communities' ability to provide basic services for rural residents. This recommendation still stands in the 2013 Comprehensive Plan.

Strategy 5a: Identify the geographic limits of a crossroads community by meeting with Rural Area residents.

Meeting with Rural Area residents who are familiar with the histories of the crossroad communities will help define the particular boundaries within which new supporting uses are appropriate.

Strategy 5b: Consider amending the Zoning Ordinance to allow for small-scale, supportive uses in designated crossroads communities. Examples of such uses are country stores, offices, day care facilities, doctor/dentist offices, and public institutional uses, such as post offices.

Crossroads communities are intended to provide only essential goods and services for their immediate area. Therefore, they should be limited in size, with carefully delineated permissible uses. Reusing existing buildings, especially historic buildings, is preferable to building new structures. Such existing buildings would need to be renovated and reused at a scale that is appropriate for the area and that does not require additional infrastructure. Expansions of infrastructure, such as roads, water, or sewer, should not be provided to these crossroads centers.

Consideration should be given to allowing some of these uses by-right in existing buildings with performance standards such as square footage and architectural features that are reflective of historic and rural area uses to be established in the Zoning Ordinance. Residents of crossroads communities need to be involved in determining appropriate uses for those communities. It should be noted that this goal emphasizes providing greater support for existing Rural Area residents rather than encouraging or supporting new residential development in the Rural Area.

Strategy 5c: Consider amending the Zoning Ordinance to allow community centers and religious institutions at an appropriate scale in designated crossroads communities without legislative review in existing structures.

Community gathering places for residents of the Rural Area are somewhat limited. More of them can be found in urban and suburban areas. The size of such a gathering place plays a very important role. For example a fraternal lodge to serve a geographic area where fewer than 200 members are expected would be typical of a Rural Area use and appropriate in many locations. A fraternal lodge intended for 1,000 members would likely have a greater impact and need scrutiny in terms of location.

The Zoning Ordinance permits churches, community centers, and clubs in the Rural Area zoning district by special use permit. Community centers and places of religious assembly are considered to be supportive of local rural residents. The County should consider allowing some of these facilities without a special use permit if they are in existing buildings. Performance standards would need to be established and included in the necessary Zoning Ordinance changes. These uses should be viable with well and septic systems. It should be noted that this goal places emphasis on providing greater support for existing Rural Area residents rather than encouraging or supporting new residential development in the Rural Area.

Objective 6: Provide distinct boundaries between the Rural Area and the Development Areas.

Residents and visitors sense they are in the Rural Area and not the Development Areas when they are surrounded by a large number of agricultural uses, forests, and natural resources. Having a clear distinction between the Development Areas and the Rural Area is important in order to maintain a necessary environment for agriculture, as well as for tourism.

Strategy 6a: Promote use of Rural Area land up to the boundary with the Development Areas. Do not require transitional areas between the Rural Area and Development Areas.

Because the Development Areas covers only 5% of the total County land area, it is expected to have a density similar to the City. Wise use of the Development Areas necessitates building up to the boundary with the Rural Area. However, development is not expected to transition from a dense Development Area through a large lot suburban zone into the Rural Area. More guidance on the relationship of the Rural Area to the Development Areas at their joint boundary is found in the Neighborhood Model Guidance section in the Appendix to this Plan.

Strategy 6b: Develop rural design standards to be used in conjunction with site plans in the Rural Area, especially for parking lots, signage, entrance requirements, and landscaping.

This Plan identifies uses that support rural area residents, such as community centers and places of worship. It also recommends consideration of new uses that can support the agricultural and forestry economy. Some of these uses require conformity with current zoning standards for features such as parking lots, landscaping, pedestrian access, signage, and the like; however, site development plan standards are intended for the Development Areas. Rural standards are needed to help rural uses blend better into the rural landscape and function more appropriately as a rural use. They should be developed and adopted as part of the Zoning Ordinance.

Rural Interstate Interchanges

Interstate interchanges are included in this Section because they have the capacity to both reflect and detract from the rural nature of the County. For travelers on Interstate 64, views from the interstate may provide the only visitor experience and memory of the County. For those traveling on this highway, rural uses along the interstate reflect the rural character of much of Albemarle County.

Three and one-half rural interstate interchanges are located in the Rural Area; Crozet, Ivy, Black Cat Road, and the southern part of the Shadwell interchange. These interchanges are different in character and function from each other, as well as from interchanges in the Development Areas. The Ivy interchange is very rural with narrow winding roads in both directions. The Black Cat interchange has narrow winding roads in one direction and a connection to Route 250 East in the other direction. The Crozet interchange with Route 250 West is better developed as it provided the only east-west connection over Afton Mountain prior to the construction of I-64. It is still heavily travelled. The southern part of the Shadwell Interchange connects directly to Route 250 East and is also a heavily travelled area. Development adjacent to and dependent upon rural interstate interchanges is not served by public water and sewer nor is it intended to be served by public utilities. Interstate interchanges in the Rural Area should not be used as tourist destinations or tourist “stops” along Interstate 64.

Strategy 6c: Permit uses at rural interstate interchanges that support agriculture and forestry.

Uses allowed by right in the Rural Area are appropriate at interchanges. Some uses allowed by special use permit may also be appropriate at interchanges because they provide a unique opportunity for agricultural goods to be transported to markets outside of the County. Size, scale, visibility, and function should all be considered for new uses allowed by special use permit. Traffic generated by such uses should be typical of agricultural uses and not large frequent trucking activities on rural roads.

Strategy 6d: Study the infrastructure challenges at the Shadwell interchange to determine the potential level and concentration of operations which are appropriate.

The Target Markets Report, further explained in the Economy Chapter and provided in the [Reference Documents](#) identified the importance of agriculture and agribusiness in balancing the economy in the County. The study identified several local conditions that support both existing agribusiness expansion and attract new agribusiness:

- Growing demand for locally-produced and farm-fresh foods;
- The County's demonstrated success with farm wineries;
- A positive growth outlook for select target sectors, which are described in the Economic Development Chapter of this Plan;
- Close proximity to large metro consumer markets (Richmond, Washington, D.C., Norfolk, Raleigh-Durham, and other places to the south); and
- Cost savings to processors seeking to be closer to customers.

Agribusiness location near interchanges could assist operations that grow ingredients, as well as those producing value-added foods. Supporting industries, such as local food producers, could also benefit from locations with easy access both to local farms and to transportation infrastructure.

To date, the Shadwell interchange is the only one that has been identified as able to support a greater intensity of use and higher concentrations of supporting uses related to agriculture and forestry. Unlike the other rural interchanges, one side of the Shadwell interchange is in the Development Areas, and the Rural Area (south) side has other active uses, such as a motel, an industrial park, and businesses, that are in very close proximity to the interchange. The Shadwell interchange is closer to the Richmond market for shipping than most of the other interchanges.

Objective 7: Provide information to citizens so they are well-informed and understand the cultural, economic, and ecological aspects of the Rural Area.

Rural Area residents enjoy a unique location, setting, and responsibility. As owners of land that is so greatly valued by the community, collectively their activities can affect the entire County. They may not be aware of programs that can preserve the rural character of the Rural Area or help them to find ways to avoid the need to subdivide their land for income. For the Rural Areas to remain rural, property owners need to understand all of the cultural, economic, and ecological aspects.

Strategy 7a: Inform existing property owners, realtors, and prospective property owners in the Rural Area that the Rural Area is not intended for residential development. Instead, emphasis is placed on stewardship of the land, retaining agricultural and forestal activities, protecting natural resources and maintaining unfragmented land to protect biodiversity.

Rural landowners typically value their land, but not all understand that having large, unfragmented areas of rural land is the key to Rural Area protection. Educating new residents continues to be essential to help them understand the County's commitments to agricultural and agritourism activities in the Rural Area and which services rural residents can reasonably expect from the County. Another necessary area of education is providing information to property owners about the benefits of Agricultural/Forestal Districts, use value taxation, and alternative uses of land. Information on alternative uses of land may be found later in this chapter.

This Plan recommends that the County use speaking engagements, brochures, internet information, pre-application meetings, and outreach to realtors to help provide education on the purposes and goals for the Rural Area to existing and prospective residents. The County should actively encourage landowners to create or add their land to existing Agricultural and Forestal Districts. Staff should promote conservation easements and provide information on the benefits of use value taxation to landowners.

Objective 8: Retain the character of Rural Area land located in Area B.

Areas A and B, as shown in Figure 12, are joint planning areas of the City, the County, and UVA. Area A covers properties owned by UVA. Area B covers properties in the City and the County that are of interest to UVA because of their proximity to UVA or ownership by the University of Virginia Foundation. Information on planning activities for Areas A and B are provided in the [Reference Documents](#) of this Plan. Most of Area B is located within the Development Areas and the City. However, six Area B locations are in the Rural Area. They are shown on Figure 12.

The Introduction Chapter of this Plan describes the activities of the Planning and Coordination Council of the City of Charlottesville, UVA, and Albemarle County ([PACC](#)) and the importance of properties in Area B. Of all the Area B properties in the Rural Area, the Northridge property, the UVA Farm (former vivarium and incinerator property), and the Milton Airport have specific recommendations in this plan because their uses are atypical of other rural lands in Area B. At present, UVA and the UVA Foundation own properties in four areas which are identified with either "UVA" or "UVAF" on the map.

Page intentionally left blank.

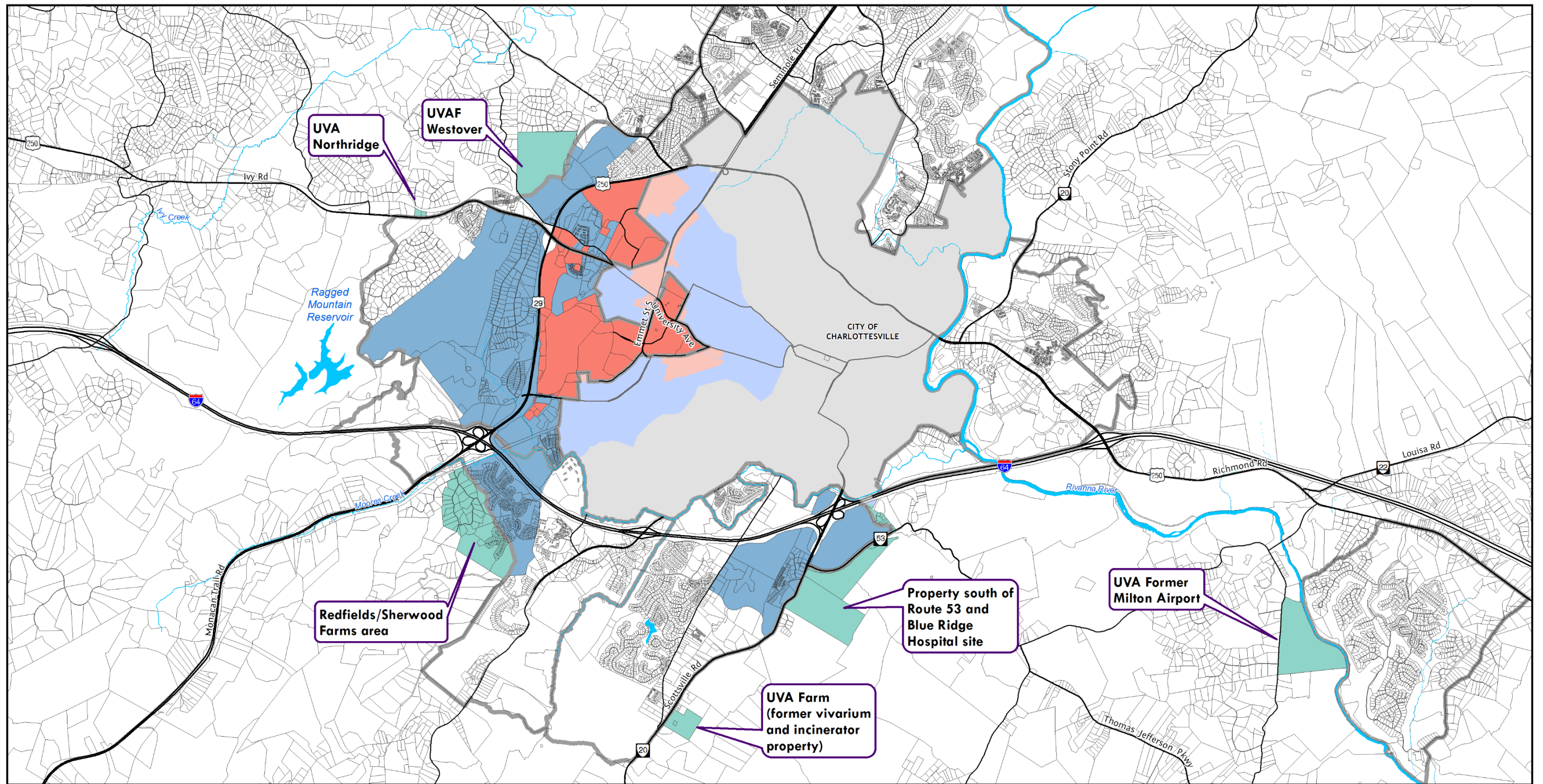
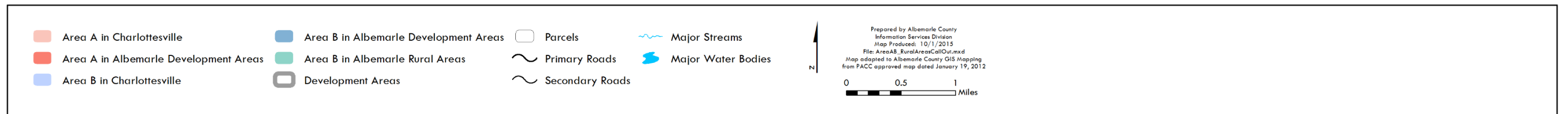


Figure 12: Rural Area Properties in Area B

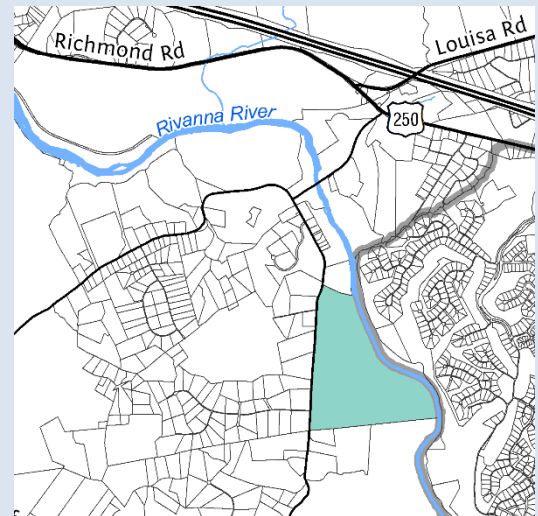


Page intentionally left blank.

Strategy 8a: Use the Milton Airport property for UVA research activities and for an indoor firing range for regional emergency personnel training.

The Milton Airport is located near the Glenmore development east of Charlottesville. This former airport was used during World War II and most recently used for research and a firing range for UVA police. Recently, the County approved the site for construction of an indoor firing range for City, County, and UVA law enforcement and emergency personnel, the current research uses and other UVA training activities are expected to continue on the site. The existing vegetative buffer along Milton Road between the site and adjacent residential property should be maintained.

Figure 13: Milton Airport Property on Map and Aerial Image of Remaining Airport

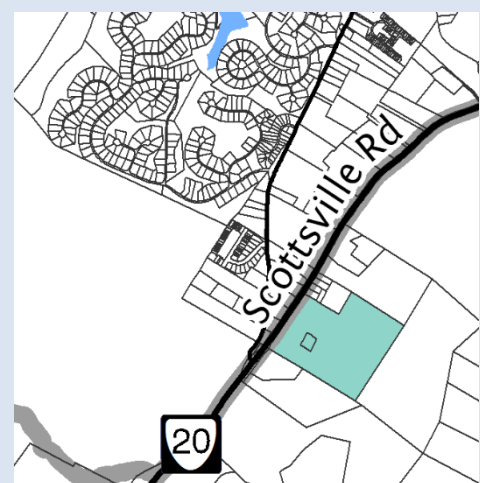


Source: Area B Map, 2015

Strategy 8b: Continue to use the UVA Farm (former vivarium and incinerator site) on Route 20 South for UVA storage activities.

UVA owns 38 acres on Route 20 South (east of the intersection with Avon Street Extended) that was formerly used as a vivarium and incinerator. Known as the UVA Farm, the property is used for storage by various UVA entities, and should continue in that use.

**Figure 14:
The UVA Farm on Route 20 South**



Strategy 8c: Continue to use the Northridge Medical Park properties for medical purposes associated with UVA.

The Northridge Medical Park is located Route 250 West and is shown in Figure 15. It provides general healthcare and laboratory services and is operated by the UVA Health System. The Northridge Properties should continue to be used for medical purposes associated with UVA.

Figure 15: Northridge Properties and Image of Buildings



Source: Area B Map, 2015

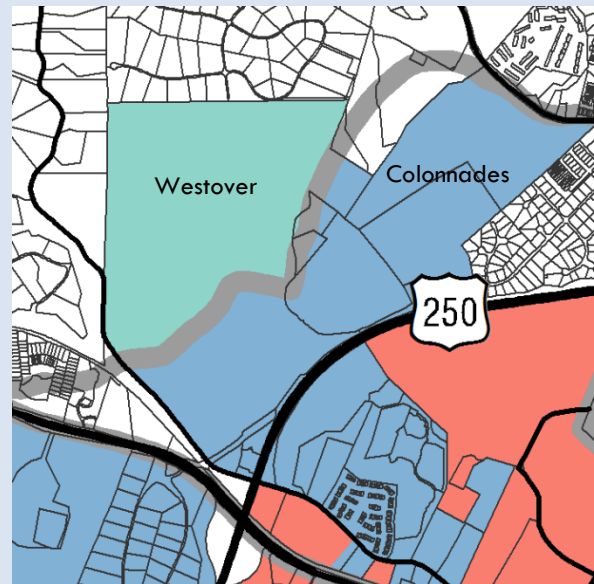


Source: University of Virginia Health System 2010

Strategy 8d: Continue to use recommendations for Rural Area uses for those properties in Area B shown as Rural Area.

The Westover property and the Colonnades property in Figure 16 are also owned by the University of Virginia Foundation. The Westover property is split by the Development Area/Rural Area boundary, shown in the grey boundary line in Figure 16, with most of the acreage in the Rural Area. Falconer Drive provides access near the Route 29/Route 250 Bypass. Recommendations for the Colonnades property, which is in the Development Areas, and the part of the Westover property in the Development Areas may be found in the Southern and Western Neighborhoods Master Plan in the Appendix. Recommendations for the Rural Area part of Westover are the same as for all Rural Area properties in the Comprehensive Plan.

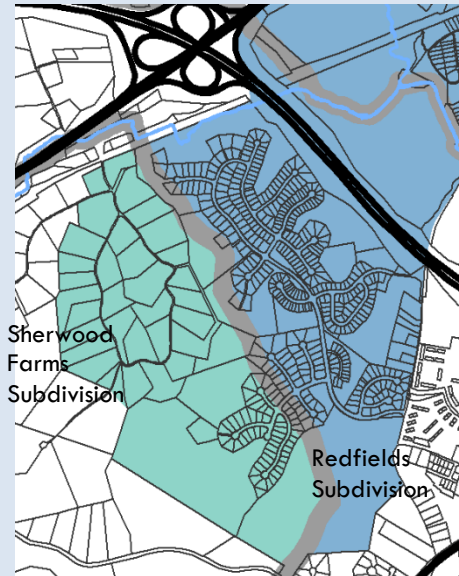
**Figure 16:
The Westover and Colonnades
Properties west of Route 250 Bypass**



Source: Area B Map, 2012

The area shown on Figure 17 is the area on the west side of the grey line near the label for Redfields Subdivision. This land includes the Sherwood Farms development and a portion of the Redfields subdivision. Part of Redfields is developed with single family homes. Sherwood Farms is also developed as single family homes. Developed land is not recommended to change from its residential use. However, undeveloped land in Area B in the Rural Area is recommended for Rural Area uses, rather than residential subdivision, in keeping with this Comprehensive Plan.

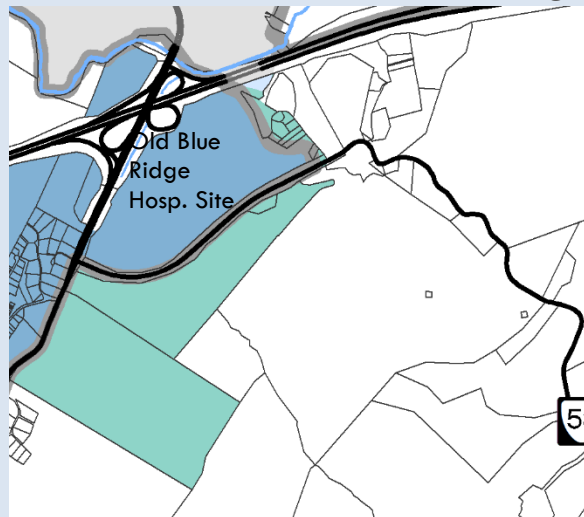
Figure 17: Area B Properties Near Redfields Subdivision



Source: Area B Map, 2012

The area south of the grey boundary line in Figure 18 is also part of Area B in the Rural Area. The two properties are owned by the Thomas Jefferson Memorial Foundation and the Thomas Jefferson Soil and Water Conservation District, respectively. They are also recommended for Rural Area uses in keeping with this Comprehensive Plan.

Figure 18: Area Near Route 53 South of Old Blue Ridge Hospital Site



Source: Area B Map, 2015

Page intentionally left blank.



Source: Albemarle County Community Development 2011

DEVELOPMENT AREAS

GOAL:

Albemarle's Development Areas will be vibrant active places with attractive neighborhoods, high quality, mixed-use areas, thriving business and industry, all supported by services, infrastructure, and multimodal transportation networks.

Page intentionally left blank.

VISION:

Albemarle County envisions a community with abundant natural, rural, historic, and scenic resources • healthy ecosystems • active and vibrant development areas • a physical environment that supports healthy lifestyles • a thriving economy • and exceptional educational opportunity for present and future generations.

Relationship to the Vision

The Development Areas are the counterpart to Albemarle County's Rural Area. Honoring a rural heritage means new development occurs where infrastructure can support it - in the Development Areas. Good urban design and a strong economy make the Development Areas attractive and vibrant. Infra-structure, such as schools, libraries, sidewalks, and streets promote economic activity and create the places for old and new residents to live in close proximity to work.

The Development Areas

Introduction

The Development Areas are the complement to the Rural Area. As the places for residential and business growth, they are to be attractive and vibrant communities where people live, work, and play. High quality design is expected to provide new development and redevelopment with an urban look and feel. Preserved streams and stream valleys as well as parks and trails provide respite and recreation.

Existing neighborhoods are also key features of the Development Areas. Investments in infrastructure, such as water, sewer, sidewalks, and drainage, help to strengthen these neighborhoods. Improved street networks, connections to employment centers, and excellent school facilities help support residential development as well as encourage businesses to expand. [Broadband services](#) enhance livability and business development.

Expectations for the Development Areas:

1. Master Plans for neighborhoods within the Development Areas;
2. High quality development through application of the Neighborhood Model principles;
3. Livability in existing neighborhoods;
4. Preventing premature expansion of the Development Areas;
5. Promoting density to help create new compact urban neighborhoods;
6. Compatible infill development;
7. Vibrant, active employment centers;
8. Collaboration with the City of Charlottesville, the University of Virginia, and the Town of Scottsville
9. Preserved natural systems;
10. Infrastructure that supports existing and new development; and
11. Opportunities for urban agriculture.

When fully realized, the Development Areas will be dynamic and inviting areas helping to preserve the scenic agricultural Rural Area.

Master Plans for the Different Development Areas

The County's Development Areas are distinctive places with separate identities. There are three types of Development Areas:

- The *urban neighborhoods* that surround the City of Charlottesville.
- Two satellite *communities* along Route 250 West and Route 29 North.
- The *Village* of Rivanna, which is mostly residential in nature but is intended to have a small mixed use village center.

Names of Neighborhoods	
Places 29 North	Hollymead and Piney Mountain
Places 29 South	Neighborhoods 1&2
Pantops	Neighborhood 3
Southern Neighborhood	Neighborhoods 4&5
Western Neighborhood	Neighborhoods 6&7
Community of Crozet	Crozet
Village of Rivanna	Village of Rivanna

Figure 1 shows the locations of the Development Areas. Although organized and named differently than they have been in the past, their historic identification numbers (i.e., Neighborhoods 1 – 7. etc.) are retained for statistical purposes and to describe subareas. The Land Use Plan on Figure 2 shows expected land uses in the Development Areas. It reflects the Land Use Plans from each Master Plan on a single map. The [Land Use Categories and Guidelines](#) found in the Appendix describe the expectations for each land use category.

The Urban Neighborhoods: Places 29, Pantops, and the Southern and Western Neighborhoods

The *urban neighborhoods* surround Charlottesville and relate most closely to the City. They are sometimes referred to as the “urban area” because, in many ways, the boundary between the City and the County is not discernible. Downtown Charlottesville is the geographic core of the entire area. Major employers, including UVA, are located in the City and in the urban neighborhoods. The Master Plans for [Neighborhoods 1 and 2, as part of Places 29, Pantops](#), and the [Southern and Western Neighborhoods](#) are found in the Appendix.

The *urban neighborhoods* are expected to provide a full array of residential types and densities and look and feel like a city, all levels of retail, business, and industrial activities, along with regional employment centers. In addition, extensive urban and regional public facilities and services and infrastructure are to be provided. A mixture of housing types is expected and the urban areas are to be supported by transportation systems that include interconnected streets, pedestrian paths, bicycle circulation systems, and mass transit.

Communities: Crozet, Hollymead and Piney Mountain

Hollymead, Piney Mountain and Crozet are satellite *communities*. They are more distant from the City and the urban neighborhood and are expected to be able to operate independently. Like the urban neighborhoods, *communities* should have a mixture of housing types and be supported by transportation systems that include interconnected streets, pedestrian paths, bicycle circulation systems, and mass transit.

Villages: Village of Rivanna

Similar to the satellite communities, *villages* are located away from the urban neighborhoods; however, due to their large residential component, *villages* are not expected to operate independently. Residential density is expected to be lower than in the urban neighborhoods and communities. The range of uses, as well as provision of a variety of goods and services, is much less than what is expected in the urban neighborhoods or communities.

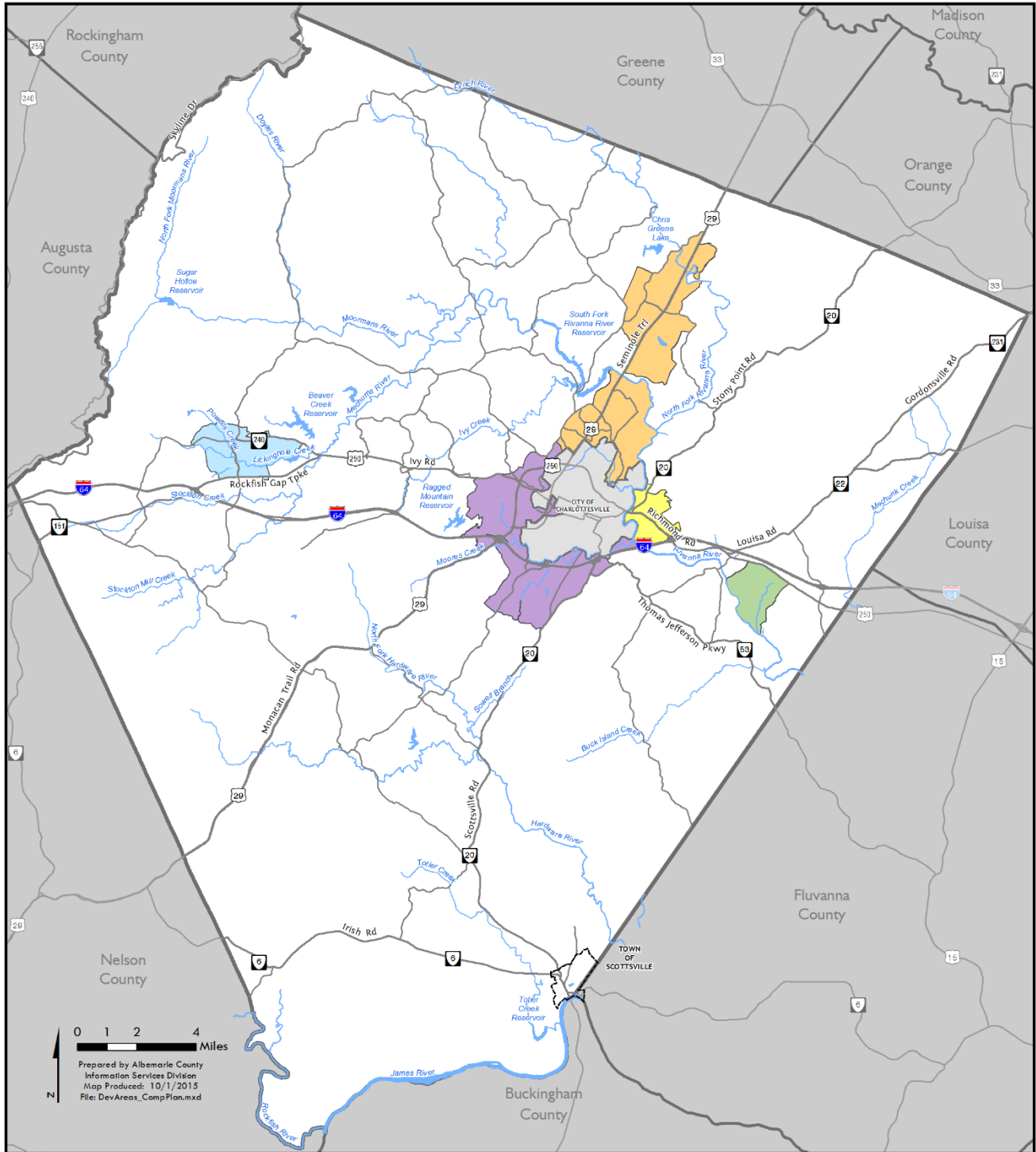


Figure 1: The Development Areas



Page intentionally left blank.

Employment centers are not anticipated and industrial uses are not recommended. At present, the only *village* is the Village of Rivanna. The [Village of Rivanna Master Plan](#) is found in the Appendix.

Villages are expected to have a variety of housing types, including single-family detached and attached units, townhouses, and garden apartments. *Villages* should have a center where neighborhood scale services are provided, such as convenience shopping, neighborhood retail and service uses, and medical and professional offices. Senior living may also be provided. In addition, restaurants and small lodging facilities, such as inns, are anticipated. Areas for development are shown in colors other than green on the Village Land Use Plan. Uses should be in accordance with the [Land Use Categories and Guidelines](#) found in the Appendix and the Master Plan. Overall residential density in *villages* should not exceed six (6) dwellings per acre; however, higher density in some areas can be provided if lower density is provided in other areas to average no more than six (6) units per acre.

When the Village of Rivanna was initially created in 1989 and adopted into the Comprehensive Plan, the Board of Supervisors acknowledged that the Land Use Plan and zoning for the Glenmore development did not meet all of the expectations for new *villages*. At that time, the Village of Rivanna only provided an area of single-family homes with a significant recreational component and not many of the other features expected in a *village*. In 2002, after adoption of the Neighborhood Model and an extended public process, the Board of Supervisors approved a Comprehensive Plan Amendment to create a mixed use area in the Village for a variety of housing types and supporting commercial and retail uses for the Development Area. These changes have brought the Village of Rivanna closer in line with the original expectations for *villages* in the Development Areas.

Villages are to be linked to the urban neighborhoods and the City of Charlottesville by multimodal roads with adequate capacity to safely and efficiently move residents conveniently between the village and the urban core. This guideline reflects a concern for using but not overloading the County's main roads, which are identified as arterials and major collectors in the transportation network, and a concern that minor collector and local roads not become subjected to traffic loads which they cannot tolerate, or which alters their character over time. In addition, *villages* should be served by more than one major road to provide for better access to and from the other neighborhoods.

Although there is only one designated *village* at this time, other villages might be designated in the future. Future *villages* should be located where a village historically has been located or a settlement has existed and where public water and sewer can be made available. The proposed design should be a logical and harmonious outgrowth of what currently remains of that settlement. Within a proposed *village*, new development should emulate historic regional patterns of village density and design, such that the feel of a traditional village is created. The Neighborhood Model principles should be applied to new development in a *village*.

When new *villages* are designated or the boundaries of existing *villages* are expanded, the impact of the planned expansion on existing development should be scrutinized. Plans to establish a new *village* or expand an existing *village* should be sensitive to the existing character of the surrounding Rural Area and the needs and wishes of those persons already living and owning property in the area. The effect on existing transportation infrastructure should also be a major consideration when planning for new development.

Page intentionally left blank.

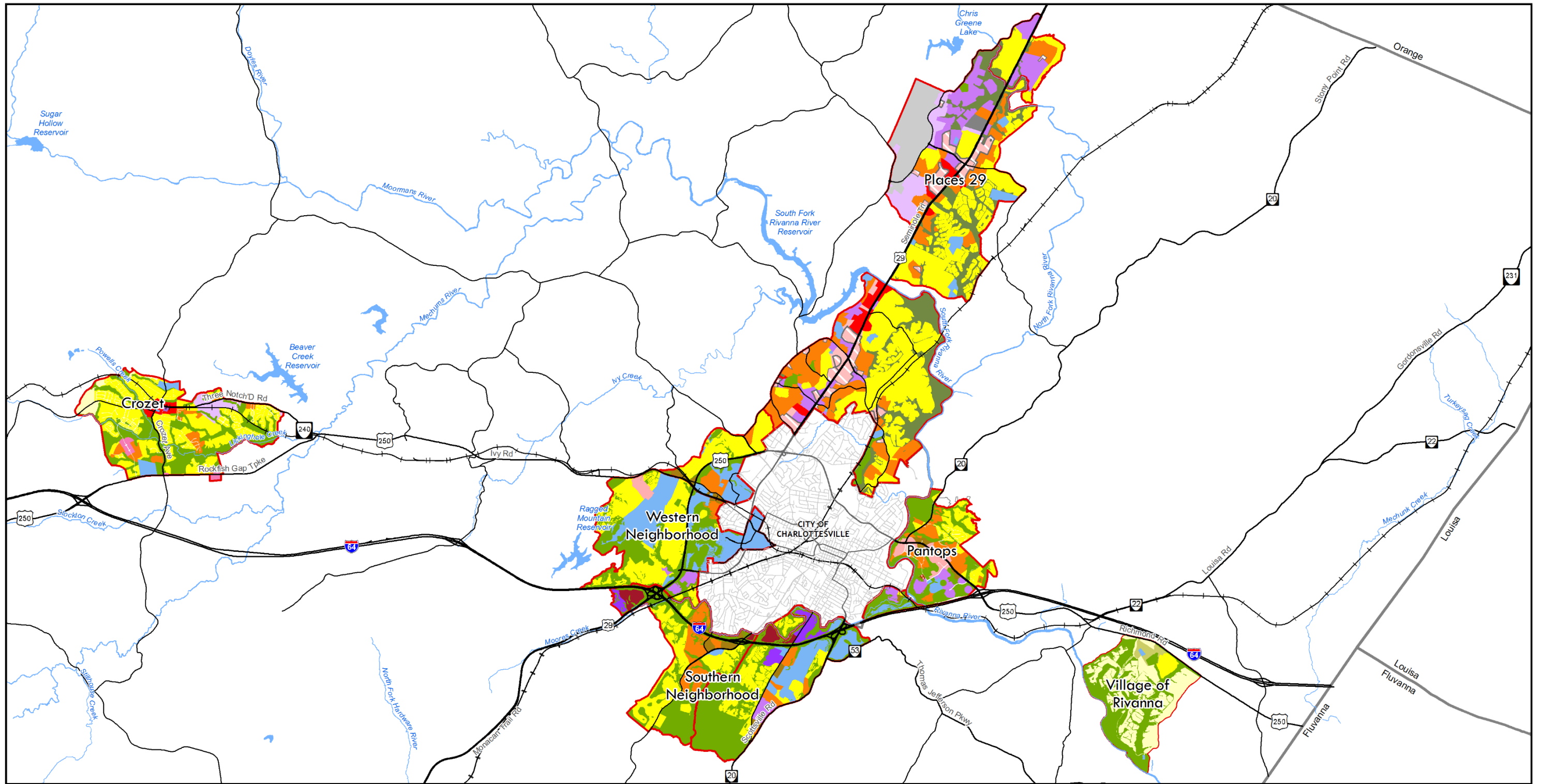
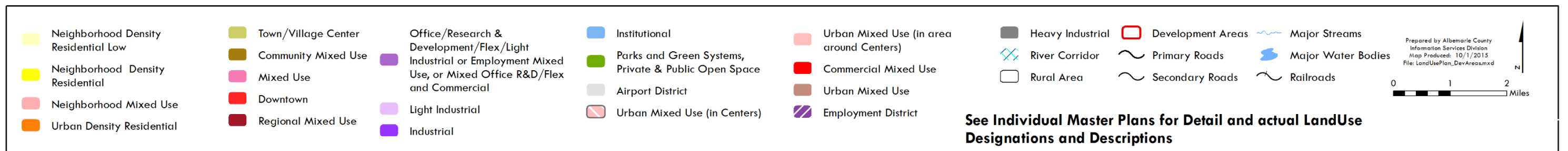


Figure 2: Generalized Land Use Plan for the Development Areas



Page intentionally left blank.

Urban Development Areas

In 2011, Albemarle County established Urban Development Areas (UDAs) in accordance with the requirements in Virginia Code § 15.2.2223.1. Urban Development Areas are places for compact, mixed-use urban development. They can accommodate 10 – 20 years of growth and were established to improve coordination between transportation and land use.

The County has two designated UDAs in the Development Areas. They are shown in the Places29 Master Plan and the Pantops Master Plan. The UDAs correspond with the priority areas shown in those Master Plans. As in all the Development Areas, the Neighborhood Model principles will be reflected in the UDAs. It is expected that state and local funding will be directed to UDAs where feasible. Although the County formally designated only two UDAs, all of the designated Development Areas meet the intent for UDAs. They are places for mixed-use, dense development that are anticipated to accommodate future residential and business growth.

Page intentionally left blank.

Objective 1: Use Master Plans to guide development and investment in each Development Area.

Starting in 2004 with the Crozet Master Plan, Master Plans have been developed for all of the Development Areas. These Master Plans are currently being used to help guide decisions related to infrastructure, development, and other public improvements.

Strategy 1a: Update Master Plans every five years to keep them current.

The Master Plans are updated approximately every five years. Community Advisory Committees appointed by the Board of Supervisors typically guide the update process. Advisory Committee meetings typically provide the venue for updates to the Plans. As with the development of the Master Plans, the County's Growth Management Policy will continue to play a strong role in helping create attractive and active Development Areas for future populations. Application of the Neighborhood Model principles in the Master Plans and identification of needed infrastructure to improve neighborhoods will help guide changes to achieve vibrant livable areas.

Strategy 1b: Continue to use Community Advisory Committees to help develop Master Plan updates, provide guidance on conformity of proposed projects with the Master Plan, assist in implementation of the Master Plan, and to act as a clearinghouse for information that is important to the Development Area.

The first Community Advisory Committee was appointed by the Board of Supervisors in 2003 as the Crozet Master Plan was nearing completion. All Development Areas which have Master Plans have Advisory Committees. Appointment of an Advisory Committee(s) will be needed for the Southern and Western Neighborhoods when this Plan is adopted.

Strategy 1c: To the extent possible, create uniformity in format and land use categories in Master Plans.

At present, there are five Master Plans; however, uniformity is not present among them. As each Master Plan was created, the maps and format of the Master Plans changed somewhat. This situation has created difficulty for users of all of the plans because of lack of consistency. Uniformity in land use categories across Master Plans is needed to better convey expectations to all potential users of the Plan.

With the advent of the Neighborhood Model and the first Crozet Master Plan in 2004, the County strove to bring the "transect concept" into master planning in each area. The transect is no longer used

Livability Project

Charlottesville and Albemarle County will support neighborhoods and places that allow residents to live, work, and play near their homes and where attention to the character of new development and redevelopment enhances quality of life.

To do this, the City and County will:

- Encourage development and redevelopment in areas of the City identified for increased density and greater intensity of use, and in County Development Areas where appropriate in order to preserve open space, rural areas, and agricultural areas;
- Promote land use patterns that encourage multi-modal transportation opportunities;
- Coordinate City and County Development Areas land use and infrastructure policies;
- Maintain the distinct character of the Rural Areas;
- As a means of decision coordination, continue to actively participate in the Planning and Coordination Council (PACC), which brings City, County and University leaders together to discuss issues of common concern and interest;
- Establish policies that provide for consideration of development effects on the neighboring locality and shared community resources; and
- Create a unified vision for land uses adjacent to the Rivanna River that supports the river corridor as a destination while ensuring the protection and improvement of the river's water quality.

by name, but the concept of changing intensities of use remains. The concept is illustrated later in this document and referred to as a “continuum in intensity of use.”

To the extent possible, the [Land Use Categories and Guidelines](#) table in the Appendix should be used for Master Plan updates. This table shows standard land use colors (yellow for low density residential, red for commercial, etc.), and the text describes expected future use of land. The color green shows the presence of sensitive environmental features, existing and proposed parks and greenways, and other areas that are not available for development. When land is assessed for future density or development, areas shown in green are not included in acreage available for development.

Text in the Master Plans should continue to be used to indicate any special treatment for areas that are not recommended for the full spectrum of uses or the full range of density in a particular land use category. For example, in the Southern and Western Neighborhoods, the Fontaine Research Park is shown with the color denoting Office/R&D/Flex/Light Industrial. Text in that Master Plan says that use of land in that area is “intended for office, research, and development. Flex and light industrial uses are not recommended.”

Objective 2: Create a physical environment that supports healthy lifestyles through application of the Neighborhood Model Principles

The Neighborhood Model is a set of recommendations for creating livable urban neighborhoods and areas. Created by a diverse committee including residents, developers, development professionals, business professionals, and representatives of advocacy and neighborhood groups, it was adopted by the Board of Supervisors in 2001. The Neighborhood Model principles are those of “new urbanism,” and they represent the preferred model for development in the County’s Development Areas. Sidewalks with street trees, curb and gutter on interconnected streets, parks and amenity areas, human-scaled architecture, and working with terrain are expectations for all new developments.

The Neighborhood Model continues to be the preferred form of development and each proposed development should strive to address as many of the Neighborhood Model principles in Figure 3 as possible. The twelve principles illustrate the characteristics which the Development Areas are to reflect at buildout. ***However, it is recognized that as individual proposals are considered, all of the principles of the Neighborhood Model may not be equally applicable to any specific proposal. All proposals will need to be considered in a larger context, particularly as they relate to the mix of uses. It is recognized that there are multiple applications of the principles of the Neighborhood Model and balanced, rational and reasonable application of those principles is expected.***

Design guidance for achieving principles of the Neighborhood Model can be found in the Appendix. The methods illustrated in this Appendix reflect some but not all of the ways to meet principles of the Neighborhood Model. Additional creative approaches are expected as the principles are applied over time.

Figure 3: Neighborhood Model Principles

- Pedestrian Orientation
- Mixture of Uses
- Neighborhood Centers
- Mixture of Housing Types and Affordability
- Interconnected Streets and Transportation Networks
- Multi-modal Transportation Opportunities
- Parks, Recreational Amenities, and Open Space
- Buildings and Space of Human Scale
- Relegated Parking
- Redevelopment
- Respecting Terrain and Careful Grading and Re-grading of Terrain
- Clear Boundaries with the Rural Area

Pedestrian Orientation

Strategy 2a: Continue to require and provide sidewalks and pedestrian paths in the Development Areas.

Sidewalks and walking paths are key features of urban areas and important components of livable communities. A pedestrian orientation means that walking is a convenient, safe, and comfortable form of transportation. Childhood obesity and obesity in adults is linked, in part, to a sedentary lifestyle. Provision of sidewalks and walking paths can help create a choice for walking instead of sitting or driving. Sidewalks and paths also allow mobility to be a reality for the elderly, the young, and those with limited access to automobiles.

Sidewalks and walking paths should be provided throughout the Development Areas and maintained where they already exist. New developments should provide their part of the pedestrian system, preferably as sidewalks in the right-of-way beside the street. There may be circumstances in very low-trafficked areas where pedestrians can be expected to walk in alleys or in the street. This situation requires very slow moving traffic and short streets with sufficient visibility for drivers and the pedestrian. It is the exception rather than the rule.

Sidewalks should be provided on both sides of the street to avoid discontinuity in pedestrian access and unnecessary pedestrian street-crossing movements. For example, a child should not have to cross the street to get to a sidewalk. Sidewalks should be located parallel to streets rather than meandering around buildings and through a site. Additional paths may be needed throughout a development for additional safe and convenient access. Providing a sidewalk on only one side of the street should be limited to locations where right-of-way conditions are constrained. As a rule, sidewalks and paths should be provided by developers when properties are developed or redeveloped.

Figure 4:
**Narrow Sidewalk on Slow-traffic Street
Separated by Tree Island**



Source: Albemarle County Community Development 2013

Strategy 2b: Promote block development rather than long cul-de-sacs and provide guidance to developers on ways to create blocks and streetscape with Albemarle County's topography.

Blocks help to define a place and are also important features of urban places. Blocks provide a frame of reference for walkers because pedestrians often measure distance from one place to another by counting the number of blocks. In general, short blocks help create comfortable walks, and, as a rule, blocks should not exceed 600 feet in length.

Albemarle County's rolling and sometimes mountainous topography in the Development Areas represents challenges to creating a true grid-system. Guidance on creating blocks on such terrain can be found in the Neighborhood Model Design Guidance in the Appendix.

Strategy 2c: Continue to promote pedestrian safety through construction of crosswalks for sidewalks.

Crosswalks are essential for safety as pedestrians cross streets from one sidewalk to another. The design of crosswalks depends largely on the size and function of streets. Where traffic signals exist, pedestrian crossings may need to be included with signal timing for the intersection. Street crossings on very busy roadways may need to be elevated. Locations of crosswalks on public streets must be coordinated with the Virginia Department of Transportation.

The County has developed a capital needs list which includes locations for crosswalks to improve pedestrian safety. Funding and prioritization takes place through the Capital Improvements Program (CIP). This activity should be continued to improve pedestrian safety.

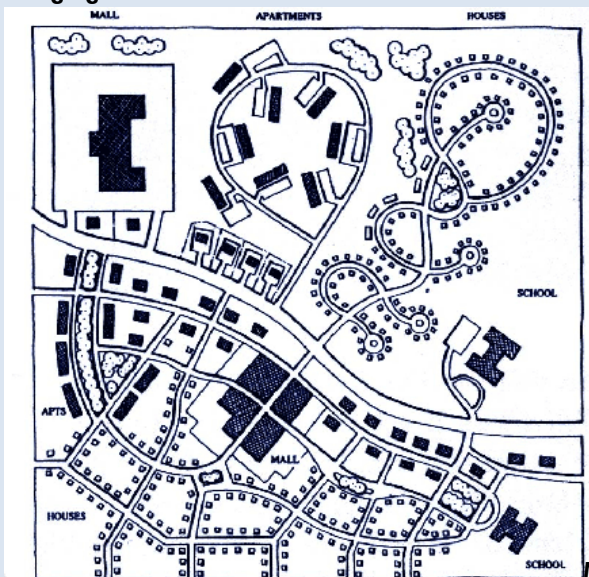
Strategy 2d: Conduct a study on ways in which street lights can enhance pedestrian safety in the Development Areas.

Street lights are common to urban areas; however, to date, Albemarle County's process of creating more urban areas has not included street lighting. Issues which are often debated are whether street lights impact the Dark Sky, keeping street lights from causing glare for nighttime drivers, and how to ensure consistent lighting through pedestrian corridors. With new mixed-use development and centers being created, pedestrian lighting should be studied and a plan with implementation strategies developed. In addition, the County should consider where and how street lighting can enhance pedestrian safety in existing neighborhoods and centers. Funding options for installation and operation should also be explored.

Mixture of Uses

Strategy 2e: Continue to approve mixed-use developments that are in keeping with the Neighborhood Model and Master Plans.

**Figure 5:
Illustration of Conventional and
Compact Development
Segregated Uses**



In the Development Areas, a mixture of uses is expected, rather than uses segregated into individual areas for residences, retail and office, and industry. Just as older villages and towns contain a mixture of uses, newer neighborhoods can develop the same friendly blend of useful services, shopping, or employment and close-in housing. Uses with complementary hours can share parking and increase the efficiency of land use. This pattern of mixed uses discourages extensive linear style development along major roads. Figure 5 shows the differences between conventional segregated uses and a more interconnected mixed-use area.

Mixed-use can occur within buildings, such as a buildings with retail uses on the first floor and housing on upper floors. A mixture of uses may be provided in different buildings with close proximity to one another. Making mixed-use areas a reality requires not only financial

Source: Duany Plater-Zyberk, and Company 2001

backing, but support from the County and the community. As more mixed use areas are developed, residents will be able to experience the benefits of living and working in close proximity.

Not every area or building is expected to contain a mixture of uses. Existing residential neighborhoods are expected to remain single use areas. Industrial-type uses with odors, noise, trucking, or outdoor activities that interrupt the peaceful enjoyment of a residential area should not be mixed with residential uses. Development Area Master Plans provide guidance on expected locations of mixed-use centers.

Figure 6: Illustration of Mixed Use Center at The Shops at Stonefield



Source: Edens 2013 - used with permission

Neighborhood Centers

Strategy 2f: Continue to promote centers as focal points for neighborhoods and places for civic engagement.

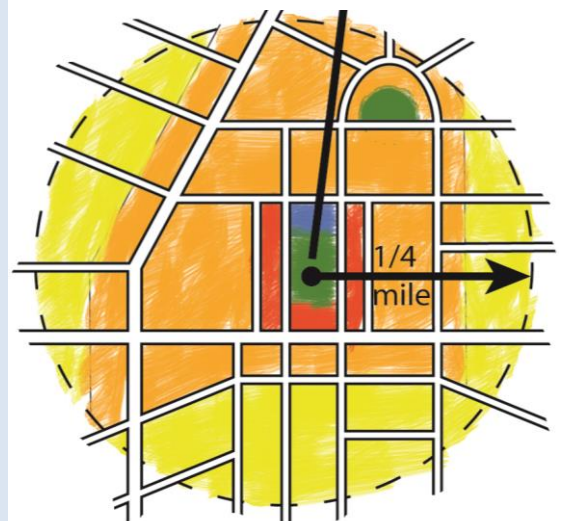
Neighborhood centers are focal points or places in a neighborhood or area where people congregate. A center may be a school or park, location of a major employer or a shopping area. Like the Charlottesville downtown mall, centers are destinations. They are very important in creating the identity of an area and can be the heart of a neighborhood. Identifying existing centers and places for new centers is a major component of developing a Master Plan. As seen in Figure 7, they are intended to be located within a comfortable walkable distance (approximately ¼ mile) from homes. This distance can be increased up to ½ mile if a center contains a transit stop.

When centers are employment hubs or areas of mixed use, they help provide a form that allows for a continuum of uses, from least intensive to most intensive. In Figure 7, the most intensive center would be found in Area 5.

Legend for Figure 7:

- Park or outdoor amenity
- Commercial or mixed use area
- Medium to high density residential area
- Low to medium density residential area

Figure 7: Illustration ¼ Mile Distance from Neighborhood Center



Source: Community Design and Architecture 2011

Figure 8: Illustration of Continuum in Intensity of Use



Development is least intensive in Area 1 and most intensive in Area 5. The height of buildings gradually increases from Area 3 to Area 5, which has the tallest buildings.

Source: Adapted by Albemarle County Community Development from Duany Plater-Zyberk and Company image 2012

New centers should be created in accordance with Master Plan recommendations. Existing centers should be recognized and, in some cases, enhanced. Public investment may be needed to create a center, such as a new public park in or near an existing neighborhood. New centers should be created in accordance with Master Plans. As destinations, centers should be visually discernible to help create and facilitate a sense of arrival.

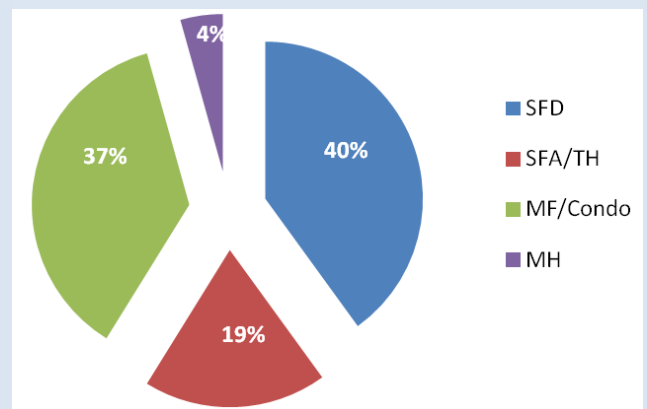
Mixture of Housing Types and Affordability

Strategy 2g: Through Master Plans and rezoning approvals, ensure that all Development Areas provide for a variety of housing types and levels of affordability.

Unlike the Rural Area, a mixture of housing types is planned for the Development Areas. A full range of housing types creates choices for residents. As seen in Figure 9, the Development Areas currently have a variety of housing types. Master Plans show places where this principle can be met with new development. More information on housing is provided in Chapter 10.

Each Development Area is expected to provide for a range of housing types. Unless a mixture of housing types already exists in an area, new development proposals should offer a variety of housing types for different income levels.

Figure 9: Dwelling Units in Development Areas



Source: Albemarle County Community Development 2013

However, a mixture of housing types may not be necessary for infill development, depending on the context and location.

Strategy 2h: Encourage builders to make affordable housing units indistinguishable on the exterior from other units.

One of the stigmas associated with low-to-moderate income individuals is that their housing often looks more cheaply made than other housing. This does not have to be the case. It is possible that affordable housing not appear less expensive than other units in a neighborhood. In the townhouses shown in Figure 10, the top 2 levels are a townhouse and the lower level is a 1 story affordable rental unit. In Figure 11, the brick units in the middle of the row of townhouses are affordable units. Builders and developers should be encouraged to create affordable units that look like other houses in the neighborhood. When successful, such units can be as attractive as the houses shown in Figures 10 and 11.

**Figure 10:
Townhouse with Accessory Dwelling
Inside, Wickham Pond, Crozet, VA**



Source: Vito Cetta, AIA, 2013

Strategy 2i: Through rezoning and special use permit decisions, ensure that affordable housing units are dispersed throughout the Development Areas rather than built in enclaves.

**Figure 11:
Affordable Units Located in Center of
Row of Townhouses in Silver Spring,
MD**



Source: Dan Reed, justupthepike.com 2013- used with permission.

Affordable units should be dispersed throughout the Development Areas and in neighborhoods so that housing is available for all stages of life and for all income levels. Staff can provide guidance to developers on rezoning and special use permit requests to ensure that this dispersal takes place. The Housing Chapter provides specific guidance on different housing types and levels of affordability expected in the County.

Interconnected Streets and Transportation Networks

Strategy 2j: Continue to require that streets are interconnected in the Development Areas; ensure that exceptions occur rarely and not routinely.

Vehicular, pedestrian, and bicycle connections accrue numerous benefits in the Development Areas. They enable pedestrians to walk easily to many destinations. They allow for residents to more easily access shopping centers, jobs, and entertainment. Interconnections ensure that traffic has alternative routes. Car trips can be reduced in number and length. Interconnections make new neighborhoods accessible to existing residents and to mixed use and employment areas.

The County's subdivision regulations changed in 2005 to require that street connections are built to the property line of adjoining properties. Interconnections continue to be important in new developments to avoid creating an isolated environment that requires motorists to travel long, roundabout routes. Although street connections can be resisted by existing neighborhoods, connections provide alternate traffic routes for old and new neighborhoods and can also improve emergency response time.

Figure 12 shows an interconnection between the Forest Lakes North and the Forest Lakes South subdivision. Although opposed by all three neighborhoods in 1998, the Board of Supervisors viewed it as an important interconnection between neighborhoods, especially because of the location of the nearby school complex. The connection does not appear to have had a negative impact on residents. It has enabled school buses to travel from Forest Lakes North to the schools without travelling on Route 29 North. It has also allowed residents from Forest Lakes North and Forest Lakes South to use both clubhouses in the developments.

Interconnections can sometimes be hampered by physical features such streams and railroad tracks. For streams, a balance must be made between the frequency of stream crossings and the potential effects that such crossings have on stream banks, riparian habitat, and the stream itself. This balance is particularly important for the remaining large [greenfield](#) sites in the Development Areas. The master planning process should be used to determine which streams will ultimately be crossed for interconnections and which streams should be avoided. Additionally, few railroad crossings will be approved by the railroad companies in the future. As a result, desired railroad crossings should be identified in Master Plans. Since these crossings are often critical to the success of the County's transportation network, conversations with railroad company officials should begin sooner rather than later.

Constructing interconnections should be the rule rather than the exception. However, at times it may not be possible to make a connection in the short term. In these cases, right-of-way should be reserved for dedication in a manner consistent with planned transportation improvements, and non-roadway connections made, such as walking and bicycle paths.

Figure 12: Interconnection of Timberwood Parkway to Powell Creek Drive in Forest Lakes Development in Places 29 Area



Source: Pictometry from Albemarle County GIS 2013

Multi-Modal Transportation Opportunities

Strategy 2k: Provide for multi-modal transportation opportunities in new development and encourage the building of complete streets.

Multi-modal transportation means that drivers, walkers, bicyclists, and transit users all have the ability to travel. Complete streets provide sidewalks, bike lanes, and stops for public transit. Sidewalks make it possible for pedestrians to walk from place to place, as well as make transit stops accessible. As indicated earlier, sidewalks are expected on all new and improved streets in the Development Areas and existing sidewalks should be adequately maintained. Transit is a key feature of multimodalism and expansion of transit should be anticipated as new mixed-use developments are built outside of the current routes. More information on multimodalism and ways to provide for complete streets can be found in Chapter 10.

Parks, Recreational Amenities, and Open Space

Strategy 2l: Acquire, develop, and maintain public parkland shown on Master Plans. Continue to require recreational amenities in residential developments.

Parks, natural areas, recreational amenities, and other undeveloped open areas are essential to create a high quality of life in the Development Areas. A balance of natural areas and urban parks and plazas help provide variety and respite for residents. Important environmental features, such as floodplains, critical slopes, and forested areas shown on the Development Area Master Plans form green systems that should be protected.

Ideally, parks and recreational amenities are centralized features in the Development Areas that are accessible on foot or bicycle. These spaces provide for public and private outdoor recreational areas for active and passive recreation. Recreational facilities are required in multi-family developments and in some planned developments. These features are crucial to the quality of life of residents in the Development Areas, especially as the County continues to achieve goals for density.

In the future, there will be a greater need for public parks. In the past, school yards have provided most of the public park functions in the Development Areas; however, large school campuses can inhibit walkability. Having standalone parks in the Development Areas can help promote walkability.

As more residents move to the Development Areas, public parks will be needed as centers for neighborhoods and the community. Old Trail Park in Crozet and the future park in the Village of Rivanna are parks that will help meet parks needs of existing and future residents. [The Parks and Recreation; Greenways, Blueways, and Green Systems Chapter](#) of this Plan provides additional information on expectations for parks, recreational facilities, greenways, and blueways.

Buildings and Spaces of Human Scale

Strategy 2m: Continue to promote appropriate scale, massing, and enclosure with new development proposals.

Places that are inviting and comfortable for pedestrians have a human scale. They are places where buildings are designed with the pedestrian in mind. In walkable areas with appropriate scale, massing, and building enclosure, a pedestrian can feel comfortable when standing next to or walking along a

street lined with buildings. Pedestrians gauge the height of buildings by the number of stories. Stories are most easily distinguished by windows and other façade details. In mixed-use areas store fronts also help the pedestrian to assess their relationship to the nearby building and the street.

In Figure 13, the building's windows and porches help create proportionality for the pedestrian. A distinctive lack of comfort exists when walking beside large windowless, featureless buildings such as the buildings in Figure 14.

Figure 13: Human Scale Buildings



Figure 14: Lack of Human Scale



Source: Albemarle County Community Development 2013

Spatial enclosure is another important design element along streets. Buildings should not be so tall and streets so narrow that it creates a “canyon” effect. Similarly, buildings should not be so short and streets so wide that a person feels exposed. Front yards should be shallow to allow for good spatial enclosure. Massing and scale should be appropriate to the area in which buildings are proposed. Attention should be paid to architectural details. More information on how to create buildings and spaces of human scale may be found in the Neighborhood Model Design Guidance in the Appendix. Recommended guidelines for setbacks, sidewalks, and urban streets are also found in the Appendix.

The Neighborhood Model Zoning District is a mechanism used to create new urban developments. This district requires a Code of Development that addresses building scale, massing, and enclosure. Other districts do not have such a requirement; however, developers are often asked to provide such information. When developer and builders address this principle appropriately, high quality places are created. The County should continue to ask for commitments to scale, massing, and enclosure with rezoning and special use permits in the Development Areas. County staff should encourage applicants for site plans to consider these aspects for their buildings.

Relegated Parking

Strategy 2n: Continue to work with developers to design and build projects that relegate parking to the side or rear of sites, which results in the fronts of buildings facing the street.

Parking is relegated when it is located behind a building that faces a street or to the side of that building. When this happens, buildings are the dominant features along streets and parking lots are secondary features. A building should never turn its back to the street; the front entry to a building should face the street. Walkways should be provided from the sidewalks along the street to the front entry. Having on-street parking or parking to the side or rear of the building means that pedestrians do not have to cross major parking areas when walking from a sidewalk to a building.

The concept of “relegated parking,” is not unique to Albemarle County, although other places may not use the same words. Many communities require that parking lots are located to the side and rear of buildings, at least in some zoning districts. Relegated parking is best illustrated in downtown areas where on-street parking is provided parallel to the street and off-street parking is in separate lots, parking structures, or accessed from alleys.

Figure 17: Garages along Alley



Source: Albemarle County Community Development 2010

Sufficient area for maneuvering is needed when alleys are used. Other ways to relegate parking can be found in the Neighborhood Model Design Guidance section in the Appendix.

Figure 15: Non-Relegated Garages



Source: Albemarle County Community Development 2010

Figure 16: Relegated Garage



Source: Don Franco 2004

In residential developments, relegated parking means that garages are not the prominent feature seen from the street. Instead of creating “snout houses” such as those seen in Figure 15, garages should be recessed behind the line established by the front façade, as seen in Figure 16. In a compact development, a street can end up looking like a parking lot if all of the parking is in the front and there is little space between driveways.

Alleys are a form of relegated parking that provide for rear access to houses, townhouses, and businesses. In a residential setting with alleys, visitors should be able to park on the street in front of the house.

The Neighborhood Model anticipates a pedestrian oriented community. Sidewalks along a street create the opportunity for an entryway from that street and encourage people to walk rather than drive for short distances. Developers and builders in Albemarle County are beginning to build parking lots to the side or behind buildings. However, it is a new concept for some builders to have an entrance from a street. There is a tendency to create a single entrance from the parking lot behind the building which results in the back of buildings facing the street. Figure 18 shows the back of a shopping center facing a major thoroughfare in a nearby community. Staff should work with developers and builders to find a solution that can provide relegated parking and an entrance from the building facing the street. In addition to providing a pedestrian orientation, a building front is a more attractive feature than a building back or a massive parking lot in front of a building. Figure 19 shows a development along Route 250 East that has addressed this Neighborhood Model principle well.

At this time, most shopping areas in Albemarle County are accessible only by car; however, in the future it is anticipated they will be accessible by sidewalk. Buildings should be designed so that if the building front cannot be used for an entryway in the present, it can easily be retrofitted in the future. This issue is discussed in more detail in conjunction with Entrance Corridor recommendations, as well as in the Design Guidance for the Neighborhood Model.

Figure 18: Shopping Center with Back to the Street and no Sidewalk



Source: Albemarle County Community Development 2008

Figure 19: Luxor Center with Face to Street and Sidewalk



Source: Albemarle County Community Development 2013

Redevelopment

Strategy 2o: Promote redevelopment as a way to improve and take advantage of existing investment in the Development Areas.

Redevelopment is a principle that promotes the re-use of buildings or areas to improve the functionality and appearance of underutilized sites. It also offers the ability to gain utility out of sites currently served by infrastructure and avoid the need to expand into the Rural Area. Redevelopment opportunities exist to transform older suburban-style sites, such as poorly performing strip shopping centers, into vibrant mixed use areas. Parking garages can be built over areas where parking lots currently exist. Adding stories for residential units as well as reconfiguring parking lots can take advantage of places that have easy access to good transportation networks.

Single family and townhouse neighborhoods can also redevelop over time. Gentrification near city centers occurs in urban areas when new homeowners purchase older homes to remodel or rehabilitate, resulting in increased property values and improved neighborhoods. Builders can also profit by rehabilitating older homes with close proximity to jobs and amenities. In Albemarle County, redevelopment of residential areas has occurred mostly with removal of mobile homes; however, the

County may see older neighborhoods near Charlottesville gentrify in the future. Reinvestment in these places will ensure long term viability of existing neighborhoods.

Redevelopment can bring about a positive change to an area; however, care should be taken in designing new buildings and structures. Creating a more urban area with greater densities can affect existing neighborhoods as well as historic buildings and sites. Care is needed so that redevelopment complements rather than detracts from nearby neighborhoods or historic properties. Massing, scale, building style, materials, and other architectural elements should tie together new and old buildings. Guidelines for redevelopment may be needed to help ensure compatibility. Strategy 6b addresses this issue, as well. The [Economic Development Chapter](#) provides recommendations on ways the County could promote redevelopment of areas to transform them into attractive and accessible centers for employment.

Respecting Terrain and Careful Grading and Re-grading of Terrain

Strategy 2p: Encourage developers to design buildings that fit into the terrain rather than flattening the land for trademark buildings.

Albemarle County's mountains, streams, and valleys provide spectacular views and makes the Rural Area a place of beauty and tranquility. In the Development Areas, a similar topography provides character but also presents significant challenges for development. The strategies listed in this section address the desire to retain certain features of landscape as it is developed. This principle also notes the need for attention to final finished grades when grading is essential.

Albemarle County's hilly terrain can be advantageous to builders and developers. More interesting and potentially functional buildings can be designed when some of the features of the existing landscape are retained. In addition, grading costs can be lowered when sites are not "flattened" for large single-story buildings. These features give Albemarle its own character and separate it from the myriad of communities with franchise buildings and large parking lots lining primary streets. Developers should carefully consider the costs of designing buildings that work with the terrain and compare the design costs to grading costs. If the difference is minimal, a better result may be achieved through an individualized building design.

Strategy 2q: Require that re-graded slopes result in smooth rather than abrupt or steep grades that are difficult to vegetate and maintain.

Within the Development Areas, grading is often necessary and, when grading does occur, it is important that finished grades be smooth rather than abrupt. Where grading is necessary, site grading should result in slopes that are attractive, functional, and easy to maintain, and promote interconnectivity of parcels. In all instances, developers and builders should work to preserve areas of environmental sensitivity shown on the Master Plans. The County recently changed its critical slopes regulations and included standards for re-grading "managed" slopes. (Managed slopes are slopes of 25% or greater that are not designated for preservation.) These grading standards should be expanded to cover all grading in the Development Areas, not just grading on slopes in excess of 25%. More guidance on how to achieve better graded slopes may be found in the Neighborhood Model Design Guidance.

Clear Boundaries with the Rural Area

Strategy 2r: Promote use of Development Area land up to the boundary with the Rural Area. Do not require transitional areas between the Rural Area and Development Areas.

Part of Albemarle’s beauty and attractiveness for residents and visitors is their ability to clearly see and appreciate the features of both the Rural Area and Development Areas. Discerning the boundary between the designated Rural Area and the Development Areas is important because it affects where and how new development should take place.

Physical Boundary

Physical boundaries such as mountain tops, rivers, streams, and roads help to visually define the interface of the Development Area with the Rural Area. As described in the Growth Management Policy, the physical boundaries between the Rural Area and the western part of the Development Areas were established at the tops of the hills that define the public water supply watershed. The Community of Crozet and a very small area in Piney Mountain are the only places in the public water supply watershed where development is recommended. For the eastern Development Areas, boundaries have been formed by physical or geographic features such as the Southwest Mountains to the east, Interstate 64, the Rivanna River and other streams, rivers, roads, and mountaintops. Each Master Plan provides detail on the boundaries for that Development Area.

Visual Boundary

Visual clues are also helpful in identifying the Development Areas - Rural Area interface. Land use on both sides of the boundary should be so distinct that residents and visitors know they are in the Development Areas or the Rural Area. These visual differences help to define expectations and appreciation for the different areas. Figure 20 clearly shows that the left side of Rio Road is in the Rural Area and the right side is in the Development Areas.

In most circumstances, development in the Development Areas should extend to the Rural Area boundary in order to use the full potential of the Development Areas and not have to expand into the Rural Area. Transitions of large-lot subdivisions at the boundary are discouraged, as they are neither rural nor urban. They are too small for agricultural uses and muddy the edge. In addition, the full capacity of the Development Areas cannot be achieved. Ways to help create more discrete boundaries are described in the Neighborhood Model Design Guidance portion of the Appendix.

Figure 20:
Rural Area on Left and Development Area on Right of Rio Road in Places 29 Area



Source: Pictometry from Albemarle County GIS 2013

Objective 3: Promote Livability in Existing Residential Neighborhoods

Although most new neighborhoods in the Development Areas reflect the desired compact urban look, function, and feel expected as a result of the Neighborhood Model, many of the older neighborhoods lack

these key features. Aging infrastructure, lack of sidewalks, and, in some cases, lack of maintenance are some of the challenges faced by existing neighborhoods who may also be dealing with changing demographics. This Objective speaks to the importance of the vitality of all neighborhoods in the Development Areas to create attractive livable Development Areas.

Strategy 3a: Work with neighborhood groups and/or Community Advisory Committees to identify specific areas in neighborhoods with needs, the nature of those needs, and ways to help the neighborhoods become safer and more attractive.

Albemarle County strives to involve residents and property owners in decisions to maintain and improve the County's quality of life. Because older neighborhoods are some of the neighborhoods most vulnerable to change, it is essential that residents be invited into a process that helps determine the future of their neighborhood. Advisory Committees have successfully been able to bring together older and newer neighborhoods to achieve common goals and can be an excellent venue for finding solutions to problems. Development of small area plans may be an outcome of such a process. Advisory Committee meetings can also be used to prioritize needs for public infrastructure improvements that will be funded in the Capital Improvements Program. Additional outreach will be necessary in older residential neighborhoods to prevent decline that results in increased police calls, social service needs and zoning violations. Gaining a better understanding of the needs of residents will help the County to provide services and improvements that help resolve existing neighborhood problems and prevent future issues.

Strategy 3b: Invest in public services and improvements for sidewalks, drainage, public parks and other features that improve older neighborhoods.

Most of the County's older neighborhoods were built before the County began requiring sidewalks, street trees, and amenity areas. Some have inadequate drainage infrastructure. Interconnections to employment and shopping areas were not always constructed. Implementation projects identified in the Master Plans for the Development Areas and the County's Capital Improvements Program need funding in order to provide the improvements for older neighborhoods. Prioritizing these improvements in consultation with the Community Advisory Committees and neighborhoods will help improve the infrastructure that supports neighborhoods.

Strategy 3c: Identify property maintenance concerns and establish expectations. Initiate County programs to address maintenance issues and ensure that resources will enable the programs to be effective.

Some of the County's neighborhoods have properties that are experiencing wear and tear and not being well-maintained. This can leave an impression that residents and property owners do not care. It can depress property values and invite criminal activities. Attention is needed now to avoid blight and the negative effects of continuing deterioration. This strategy is intended to engage the community in addressing property maintenance issues and share "ownership" with the County in establishing expectations and undertaking initiatives. While adoption of a property maintenance code similar to that of the City of Charlottesville, with enforcement by the County, could be an option, it is not assumed. Instead, the focus here is on a community-based approach utilizing civic groups, volunteers and property owners to address maintenance issues for the larger benefit of neighborhood quality, property values and safety.

Strategy 3d: Identify and build pedestrian, bikeway, roadway, and transit connections that facilitate movement between neighborhoods and services, especially near wide, busy roads, such as Route 29 and Route 250.

Residents in many of the County’s existing neighborhoods, especially in the Pantops and Places29 areas lack the ability to easily access employment, shopping, and services because of major barriers such as Route 29 North and Route 250 East. Other streets such as Rio Road and Hydraulic Road connect with Route 29 North but also carry heavy traffic. Lack of crosswalks or safe ways to cross heavily trafficked streets, along with missing sidewalks, bikeways, transit, and road interconnections hamper efforts to achieve the expectations of the Neighborhood Model. Master Plans identify many places where improvements are needed. Identification of additional improvements through the Master Plan updates, as well as funding in the CIP, will ensure that residents will truly be able to live, work, and play in close proximity.

Objective 4: Use Development Area land efficiently to prevent premature expansion of the Development Areas

Albemarle County’s Development Area boundaries have generally been the same for the last sixteen years. Although there is no policy that the boundaries should remain unchanged, the County has acknowledged that premature expansion of the Development Areas will frustrate the goals of the County’s Growth Management Policy, the Rural Areas Plan, and the Neighborhood Model in achieving compact urban places. The ability of the Development Areas to accommodate projected growth depends on the density and quality of new development. To help guide decisions concerning whether to expand the Development Areas boundaries at this time, the County conducted a capacity analysis to see if sufficient land area would be available in the Development Areas to support future growth. The full capacity analysis is found in the [Reference Documents](#). The main points are found below.

The County used the population projections prepared by the Weldon Cooper Center for Public Service as seen in Figure 21 to predict the number of new units likely needed by years 2020 and 2030, as seen in Figure 22.

Figure 21: Projected Population for Albemarle County and Charlottesville

	2013	2020	2030
Albemarle County	101,575	115,642	134,196
Charlottesville, VA	45,073	45,636	47,252
City/County Combined	146,648	161,648	181,448

Source: Weldon Cooper Center for Public Service/Virginia Employment Commission, 2013

Using this information, staff projected the number of new units likely needed by years 2020 and 2030.

Figure 22: Potential New Dwelling Units Needed by 2020 and 2030

Albemarle County	2020	2030
Projected Population	115,642	134,196
Current Population	101,575	101,575
Population Growth	14,067	32,621
Residential Units Needed	6,423	14,895

Source of projection and current population: Weldon Cooper Center for Public Service 2013

Source of persons/unit and vacancy rate: U.S. Census Bureau 2010

To see whether sufficient land was available for up to 15,000 new units, the County identified vacant and buildable land in the Development Areas. The number of dwellings possible on land designated and zoned for residential development was calculated and the expected need was compared to the number of units possible on vacant buildable land as seen in Figure 23.

Figure 23: Total Capacity for Additional Dwelling Units in Development Areas

	Possible Dwelling Units on Buildable Land		Approved Unbuilt Units	Total Capacity for Additional Dwelling Units	
	Low	High		Low	High
Comprehensive Plan	6,009	21,214	7,861	13,870	29,075
Zoning	5,544	12,013	7,861	13,405	19,874

Source: Albemarle County Community Development 2013

The analysis showed that the County’s Development Areas have vacant land available for 13,870 to 29,075 based on the Land Use Plan and 13,405 and 19,874 new units based on zoned land. The County needs up to 15,000 new units by 2030, which can be accommodated if development occurs at a higher density than the low end of the density range.

Strategy 4a: Continue to monitor building activity in both the Development Areas and the Rural Area to gain information on the rate of residential and non-residential development in the County.

Building activity reports provide valuable information on the rate of development in the County. Very active homebuilding or commercial development can indicate a need to reexamine the capacity of the Development Area to accommodate future growth. Monitoring growth will help planners know when and how to advise future decision-makers on the timing for changes to the Comprehensive Plan.

Strategy 4b: Update the capacity analysis every two years to ensure adequate residential land exists to meet new housing needs.

As identified in the beginning of this section, sufficient land exists for residential growth and commercially zoned but unbuilt land can accommodate future commercial needs through 2030. Until it is established that the Development Areas cannot accommodate expected future residential and non-residential growth, the boundaries should remain intact, with the exception of minor adjustments that result in no substantial gain in acreage. In order to know when or if the boundaries should be expanded, it is important to monitor building activity and regularly update the capacity analysis.

Objective 5: Promote density within the Development Areas to help create new compact urban places.

The Development Areas are the complement to the County’s Rural Area. They are to be attractive and inviting places for people to live, work, and play. To create these places where parks, playgrounds, shopping, transit, and employment are all within a walking or bicycling distance of residents, density is needed.

Albemarle County’s Growth Management Policy relies on development within the density ranges recommended for the Development Areas. Although parts of Albemarle County’s Development Areas were developed at less than two units per acre, low-density development prevents opportunities for transit and

increases maintenance costs for roads and utilities. For these reasons, Albemarle County expects new development in a different pattern so that residents can have more opportunities to walk, bicycle, or take transit to work and entertainment. To avoid expansion of the Development Areas and to help create livable walkable places, density of new development is expected at a minimum of three units per acre in places designated as Neighborhood Density and a minimum of six units per acre where land is designated as Urban Density.

Strategy 5a: Provide ongoing education to the public on the relationship of density in the Development Areas and efforts to prevent sprawl.

For over 40 years, the County's growth management policy has directed development to the Development Areas. The last 25 years have been spent in encouraging density in those places. Adopted in 2001, the Neighborhood Model was intended to ensure creation of high quality neighborhoods in conjunction with density. Despite a long history of working to make Albemarle County a wonderful place to live, work, and play, new residents to the County are often unaware of the County's Growth Management Policy. They do not know that it contributes strongly to Albemarle County's high quality of life.

Many residents who move to the County expect that nothing will change after they arrive. However, in a vibrant area, change will occur and it is natural for residents to fear the effects of change. For this reason, education is important to help new residents understand the County's expectations for rural preservation balanced with high quality urban development. As residents become more knowledgeable of the County's policies and see advantages of innovative design, they can more easily understand the reason for higher density and compact development. Conveying the benefits of density, such as neighborhood schools and parks is also important. Understanding that the Development Areas can be great places to live can help residents embrace density in the Development Areas.

Strategy 5b: On greenfield sites, encourage developers to build at the higher end of the density range, provided that development will be in keeping with design recommendations in the Neighborhood Model.

While there is no formal definition, greenfields are typically thought of as multi-acre sites, not closely surrounded by existing development. Greenfields can range in size from several acres to several hundred acres; however, context is the determining factor for greenfields. Although there are not as many greenfield sites in the Development Areas as there once were, staff has a unique opportunity to help achieve Development Areas goals when working with developers. Staff can be an advocate for the Comprehensive Plan and the Master Plans. It can advise applicants on the aspirations of the Comprehensive Plan and help applicants use the Neighborhood Model to design developments that provide both density and good design. Neighborhood meetings can be used to help promote Comprehensive Plan goals. As applicants see the Plan supported by the Planning Commission and Board of Supervisors, applicants begin to depend on it as the guiding document to help achieve higher densities in conjunction with the Neighborhood Model.

Strategy 5c: Encourage developers to build within the density range recommended in the Master Plans on infill sites.

As with greenfields, the term infill has no formal definition. Typically an infill site is a vacant parcel surrounded or mostly surrounded by existing development. Expectations for infill are different than for greenfield sites. Within neighborhoods the development pattern has been set. Goals for density must

be tempered with the need for compatibility with the neighborhood. If density were to be proposed at the high end of the range within a low density neighborhood, the change could be so dramatic that it would severely alter the character of the neighborhood. A medium density development next to a high density development may be more appropriate than high density to help create a variety of housing types within a neighborhood. Density for infill sites is determined largely on context and it should not be assumed that the high end of the range is more appropriate than the low end of the range.

Strategy 5d: Review the cash proffer policy to assess its effects on density.

Proffers are voluntary offers to help mitigate the impacts of new development on a locality. To help provide guidance to developers on ways to appropriately mitigate impacts, the County adopted a cash proffer policy in 2007. Included in the Appendix, the policy states that an owner of property rezoned for residential uses should provide cash proffers equivalent to the proportional value of the public facilities deemed necessary to serve the proposed development on the property. Over the last several years, some developers have opted to develop land “by-right” at a much lower density permitted by the existing zoning than at the recommended density shown on the Master Plans. While some anecdotal information suggests that the proffer system may be affecting decisions related to density, the true effect is not known. A study is being conducted to see whether the proffer policy is affecting decisions related to density. The results of this study may lead to proffer policy changes in the future.

Strategy 5e: Study the nature and extent to which transient lodging is currently taking place and consider whether policy or regulatory changes should occur to accommodate this use. If such changes are determined to not be needed or appropriate, develop and implement a plan to bring errant operators of transient lodging into conformity with the County's regulations in a timely fashion.

As indicated in the [Rural Area Chapter](#), rental vacation and tourist homes are operated throughout the County and some are in the Development Areas. The Zoning Ordinance allows tourist lodging in the Development Areas which means that a homeowner may have up to 5 guestrooms inside a home provided that the owner or a residential manager lives in the home. Internet research shows that some of these facilities are operating without permits.

The City of Charlottesville studied this issue in 2014 to determine the extent to which transient lodging was occurring in City neighborhoods and its impacts to neighborhoods and on availability of affordable housing. The City is currently looking at these issues as well as potential revenue impacts for the City.

The County should undertake a similar study of both the Rural Area and Development Areas to decide if B&B and tourist lodging regulations should be changed in the County. The County might benefit from using the same research techniques to develop data for analysis. The County could also benefit by reviewing the issue in a broader community context than just at a County-level. In the Rural Area it is important to understand the extent to which new guest cottages or residences are being built for transient lodging or whether such facilities are helping to preserve historic buildings and sites. For the Development Area, the County will want to understand the impacts to neighborhoods when guest houses are operating with non-resident managers.

Objective 6: Promote infill and redevelopment that is compatible with surrounding neighborhoods and uses.

Redevelopment and infill are expectations because only 11% of the Development Areas land area is vacant and unconstrained by environmental features, and thus available for new development. (See Reference Documents.) Vacant parcel sizes range from less than an acre to several hundred acres, with many more small parcels than medium size and large parcels remaining for new development. Redevelopment and infill are considered positive aspects for development because generally they can provide for a greater efficiency in transportation, utility, and service provision. [Strategy 2o](#) also speaks to advantages of redevelopment. The key to successful redevelopment and infill is compatibility with surrounding neighborhoods and uses while achieving goals for density at least at the low end of the density range.

It should be noted that with infill and redevelopment, all [Neighborhood Model Principles](#) may not be applicable, depending on the context of the site. For example, development of a small vacant site within a neighborhood where no new streets are proposed would likely not warrant the provision of curb, gutter, sidewalks, and street trees along the frontage of the site. Shallow building setbacks would not make sense if the rest of the homes have deep setbacks. As indicated in the Neighborhood Model section, as individual proposals are considered, all of the principles of the Neighborhood Model may not be equally applicable to any specific proposal and balanced, rational and reasonable application of those principles is expected.

[Strategy 6a:](#) Encourage developers to meet with neighborhoods to find ways to minimize any negative impacts of infill and redevelopment. Use neighborhood meetings to help find solutions to potential compatibility issues.

With infill and redevelopment, citizen engagement is extremely important. Recent changes to the Zoning Map amendment process have added a neighborhood meeting to the list of activities to occur prior to a Planning Commission public hearing on new development. The neighborhood meeting can be used for County staff to explain the rezoning process and expectations for density in the Development Areas. The main purpose, however, is for a developer to present his/her proposed project and gain feedback from people most affected by the change. Additional meetings with neighbors can be used to find solutions to potential compatibility issues. Finding equitable solutions can help make infill and redevelopment activities more successful. Innovative design solutions may also resolve concerns. Neighborhood meetings can also be used in by-right development to help provide opportunities for residents and developers to identify potential problems and find positive solutions in advance of development.

[Strategy 6b:](#) Use design and architectural techniques to help infill and redevelopment blend into existing neighborhoods, and, if needed, create guidelines for residents and developers.

With infill and redevelopment, it is important for new buildings to blend into their surroundings. Use of similar setbacks, massing, scale, and use of architectural features, such as roof pitch and building styles, can help new buildings join into existing neighborhoods. Exact replication of these elements is not necessary, but new development should draw from existing development to help provide cohesive design. If the County finds that the [Neighborhood Model Design Guidance Appendix](#) is not sufficient, it may want to develop more detailed guidelines for residents and developers. Such guidelines should be illustrated and cover typical situations one might encounter in Albemarle County.

Strategy 6c: Continue to require screening, buffering, and, physical separation, where necessary, to promote compatibility of residential and non-residential uses.

The Zoning Ordinance requires screening between commercial or industrial districts and residential districts. Screening is also required between objectionable uses, such as parking lots, and single-family residential uses. Screening with trees and fences and buffering with landscaping can help to mitigate potential impacts between residential and nonresidential uses. Screening and buffering between low density and higher density residential uses can help provide privacy for both developments; however, deep buffers are not encouraged. Instead, site design that orients parking lots away from single-family backyards can be used to help avoid conflicts.

Current provisions of the Zoning Ordinance addressing the screening of objectionable features and dissimilar uses provide for additional protection. These features should be retained. Providing distance between potentially incompatible uses is also recommended, but only in cases where noise, vibrations, odors, and other activities generally associated with industrial uses would negatively impact residents. Deep buffers between uses that can be made compatible is not necessary and reduces the amount of Development Area land needed to accommodate growth.

Objective 7: Create thriving, active employment and commercial areas.

Albemarle County envisions its Development Areas as vibrant and active areas supported by transportation networks, utilities, services, and facilities that enable business and industry to grow. The [Economic Development Chapter](#) of this Plan provides additional information and strategies for growing the County's economy. This Objective speaks to two important land use aspects needed for thriving commerce and industry -- ensuring that sufficient land is available for future non-residential uses and helping to protect that land for future business and employment needs.

Supply of Approved Square Footage

As part of the capacity analysis for this Plan, the County looked at its inventory of buildable land for non-residential uses. That review, found in the [Reference Documents](#), showed that approximately 10% of the County's vacant and buildable land in the Development Areas is designated for commercial development and almost 16% is designated for industrial development. From a zoning standpoint, about 13% of the vacant and buildable land is zoned for commercial development, but only about 5% is zoned for industrial development.

Much of the zoning for commercial development took place between 2000 and 2008 when the County approved the building of approximately 6.7 million square feet of mostly retail/service, office, and institutional uses in the Development Areas. Of this square footage, approximately 5.3 million is unbuilt. Several studies over the last seven years have indicated that the County has enough commercial square footage to last beyond the next 15 years. There is even more capacity if opportunities for redevelopment of land with existing buildings are factored in. The larger issue lies with land needed for employment uses.

Target Industries

As described in the [Economic Development Chapter](#), the County has targeted the following industries and services for future growth:

- Bioscience and Medical Devices,

- Business and Financial Services,
- Information Technology and Defense and Security, and
- Agribusiness and Food Processing.

Complementary targets are:

- Health Services, and
- Arts, Design and Sports & Media

According to the Region’s [Target Industry Study](#), target industries are those employment groups that have high relative wages, support or strengthen existing industries/employers, match the area’s educational achievements to jobs, make use of Albemarle’s unique attributes, including technology assets, provide positive projected employment growth, and have earnings greater than the local or State average. Complementary targets add to the quality of life to support a vibrant, sustainable urban community. Because of the types of service offered, they typically provide employment opportunities for a lower skilled workforce.

Of the industries listed above, many can locate in commercially designated space; however, agri-tourism typically would be found in the Rural Area. Industrially zoned land is required to accommodate some of the future bioscience and medical device uses as well as some of the information technology and agribusiness uses. Land area needs for these kinds of facilities ranges from 3 – 25 acres, depending on the type of operation. Figure 25 provides a table showing facility and acreage needs of target industries.

Strategy 7a: Continue to ensure that sufficient developable land is available for future commercial and industrial development needs.

As part of the background work for this Comprehensive Plan update, an [analysis](#) of land area available for commercial and employment uses was completed. It showed that sufficient land area has been designated and zoned to meet future commercial needs. For employment or industrial uses, it showed that overall acreage exists for future needs, but much of the available land is in small parcels and lacks the needed roads and utilities to be marketable to new and expanding target industries. Figure 24 shows the number of properties with developable acreage for future employment needs. Almost half of those properties are less than 5 acres in size.

**Figure 24:
Parcel Sizes of Vacant Industrially Zoned and/or Designated Land**

Developable Acres on Parcels	Number of Properties
1 – 2.99 acres (could be combined for larger parcel)	29
3 – 4.99	4
5 – 9.99	16
10 – 49.99	10
50+ (UVA Research Park -- 234 acres)	1

Source: Albemarle County Community Development 2013

Figure 25: Target Industry Needs and Locations

Target	Local Examples	Zoning, Land & Building Needs	Location Needs
Bioscience and Medical Devices	<ul style="list-style-type: none"> • Uses at University of Virginia Research Park • Uses at Fontaine Research Park • Micro Aire • Lewis & Clark Pharmaceuticals 	<ul style="list-style-type: none"> • Industrial zoning or commercial zoning by SP • 3-5 acres • Minimum 50,000 square feet • Minimum of 1 story • Minimum ceiling height 10 feet • Additional building needs: high quality lighting, sound insulation, area free from vibration, and dock doors. 	<ul style="list-style-type: none"> • Close proximity to distributors (UPS, FedEx, airport, primary roads)
Business & Financial Services	<ul style="list-style-type: none"> • State Farm Mutual Insurance Company • StellarOne Corporation/First Union Bank at Peter Jefferson Place • MusicToday/LiveNation 	<ul style="list-style-type: none"> • Commercial or Industrial zoning • 3 -25 acres • 10,000-50,000 square feet • Additional information: larger operations can work with a mix of uses, data centers have special fiber optic, electrical, and water needs. Business service may also need area for small scale, high-end manufacturing. 	<ul style="list-style-type: none"> • Can locate anywhere; however, data center requirements limit sites to Places 29 area
Information Technology & Defense & Security	<ul style="list-style-type: none"> • National Ground Intelligence – Defense Intelligence Agency at Rivanna Station • Northrop Grumman 	<ul style="list-style-type: none"> • Commercial or Industrial Zoning • 3- 25 acres • Minimum of 10,000 square feet • Additional information: some operations can work with a mix of uses. 	<ul style="list-style-type: none"> • Anywhere broadband access is available • Some uses require an isolated site
Agribusiness, food processing, and Related Technology	<ul style="list-style-type: none"> • Gabrielle Rausse winery • Relay Foods local food delivery • Caromont Farm and Creamery • Lumi juice manufacturer • StarrHill brewery 	<ul style="list-style-type: none"> • Rural Area, commercial or industrial zoning, dependent on the use • Uses requiring commercial or industrial zoning - 3 – 25 acres • 3,000 – 5,000 square feet, except for large food processors • Minimum ceiling height of 20' • Dock doors • Additional information: some operations can work with a mix of uses, some uses require warehouse buildings. 	<ul style="list-style-type: none"> • Proximity for distribution to Richmond, I-81, DC markets

Source: Albemarle County Office of Community and Business Partnerships 2012

The total developable acreage of industrially zoned and/or designated properties is 600 acres; however, 230 acres are part of the UVA Research Park. The UVA Research Park is well suited to a number of industries, but businesses locating in the Research Park, must have an academic relationship with UVA to locate in the Park. In addition, the UVA Foundation, which owns the UVA Research Park, allows only long term leases (and not sale) of land in the Park. These challenges mean that not all targets will find the Research Park properties suitable to their needs. In addition to small size and lack of infrastructure, not all of the parcels are zoned for employment uses, which can be a disincentive for businesses looking to expand in the County or to locate to the County.

More information on steps needed to ensure that sufficient land is available for future employment needs is provided in Objective 4 in the [Economic Development Chapter](#). The new Economic Development Program, recently approved by the County Board, will help direct efforts to ensure sufficient land is available for the County's future industry and employment needs.

Strategy 7b: Identify tools needed to help create and maintain vibrant employment centers.

Albemarle County is increasing its involvement in promoting and retaining high quality jobs for its citizens. As part of this effort, the County will need to explore ways in which it can assist expanding or new businesses and employers. Two possibilities are overlay districts and service districts. A zoning overlay may be useful to provide flexibility for redevelopment in targeted areas. A service district may be able to provide revenue to pay for infrastructure improvements. Strategy 4c in the [Economic Development Chapter](#) links to this strategy. Additional tools will be explored through the County's Economic Development program.

Objective 8: Preserve natural systems which are shown for preservation on Master Plan Land Use Plans.

Natural systems, such as stream corridors, wetlands, woodlands, and swaths of steep slopes are important in both the Rural Area and the Development Areas. In the Development Areas, they are designated as Parks and Green Systems maps within Master Plans. Preservation of these features helps to promote species diversity and provide visual and physical breaks in areas of intense development. Slope and stream protection helps prevent erosion which in turn helps water quality. Some stream valleys are designated as greenways where walking paths are planned.

Each Master Plan describes and shows Parks and Green Systems for its respective neighborhoods. These are the same areas that are shown in the color green on the Land Use Plans for the Development Areas. No density allowances are provided for this land use category and they are not intended for development, except as identified in the Master Plans.

Strategy 8a: Continue to provide detailed information on elevation, steep slopes, streams, stream buffers, floodplain, and wooded areas through the County's Geographic Information System (GIS) on-line database and share this information with property owners and developers.

The County's GIS database contains information on important environmental features in the County. Having this information available on-line helps property owners and developers easily identify areas for preservation. Continuation of this practice can also help with commitments for preservation during rezoning and special use permit applications. Staff should encourage land developers in by-right developments to preserve these areas voluntarily.

Strategy 8b: Review new State and federal water resource protection requirements for consistency with County stream buffer regulations in the Development Area. If necessary, update County stream buffer regulations for intermittent streams and modify Master Plans accordingly.

Stream buffer requirements for perennial streams are different in the Development Areas than in the Rural Area. The difference is a result of the County's higher expectations for resource protection in the Rural Area than the Development Area. Recent changes to State regulations have created higher expectations for Development Areas streams. If these higher expectations extend to intermittent streams, then the County will need to update its regulations and Development Area Master Plans to indicate larger areas for preservation.

Strategy 8c: Review zoning standards for calculating density, and, if necessary, amend the Zoning Ordinance to better align density allowances with the Comprehensive Plan.

Density is calculated differently in the Comprehensive Plan than in the Zoning Ordinance and the different methodologies for calculating density have created some confusion on the part of the public. The Comprehensive Plan is a document that provides guidance, while the Zoning Ordinance contains legal requirements for land development.

With the Comprehensive Plan, when a property owner asks about the potential number of dwelling units that a parcel might yield, density is calculated by measuring the area with the land use designation other than Parks and Green Systems. For example, if a 10-acre property shows 8 acres for Neighborhood Density (3 - 6 units per acre) and 2 acres for Parks and Green Systems, available density would be calculated on 8 acres and range from 24 to 48 units.

Calculating available density for future development is different in the Zoning Ordinance. Density available for a parcel of land is calculated on the entire acreage of a property. Using the same example of 10 acres on a parcel zoned R4 (4 units per acre), density would be calculated on the entire 10 acres, even though 2 acres are in the floodplain, on required stream buffers, or in preserved slopes. A property owner could potentially build up to 40 units on the 8 acres outside of the floodplain, stream buffers, and preserved slopes but not on those environmentally sensitive areas.

The zoning regulations were put in place to promote greater utility of land in the Development Areas while preserving areas that the County wishes to protect. At the time the density calculations were developed for the Zoning Ordinance, Development Area Plans did specifically show areas to be preserved. Zoning maps and Development Area Land Use Plans were fully aligned. This is no longer the case. Consideration should be given to bringing the methodologies for calculating density closer into alignment between the Comprehensive Plan and the Zoning Ordinance.

In addition, changes are needed to the Zoning Ordinance where density calculations are described for the Neighborhood Model Zoning District. Descriptions for calculating density in this section of the Ordinance are not consistent with the Comprehensive Plan.

Objective 9: Match infrastructure availability and capacity with new development, especially in Priority Areas.

In order for the Development Areas to be the places where new and existing residents want to live, impacts from new development should not adversely affect existing residents and property owners. One way to mitigate impacts is to ensure that adequate infrastructure is in place before or concurrent with development. If roads are overburdened or schools overcrowded, the Development Areas become places where people do not want to live.

Strategy 9a: Continue to establish Priority Areas in all Master Plans.

Each Master Plan for the Development Areas identifies “priority areas” to help guide decision-making. Priority Areas are places where infrastructure is planned and needed to help support existing and proposed development. For example, an L-shaped area on the Pantops Master Plan at the intersection of Route 250 East and Route 20 North is a Priority Area. Within this area, transportation improvements are needed and river-related activities are to occur. The Priority Area in Crozet is the Downtown. It is expected that public improvements will be focused in these areas to help achieve Master Plan goals.

Strategy 9b: Make decisions to approve new development with an understanding of where public investments are being focused. Give priority to approving rezonings and special use permits that are consistent with priority areas established in the Development Area Master Plans.

The County has experienced steady and consistent growth over the past 50 years. Public investment and infrastructure improvements have not kept pace with this growth. This is particularly true with road improvements, but also includes other types of community facilities and services, such as incomplete sidewalk systems, lack of crosswalks, limited playing fields, and emergency service personnel. Proffers approved through rezonings sometimes include commitments to improve infrastructure needed for the new development. Sometimes, commitments are for cash to make public improvements. However, the private sector cannot be expected to mitigate impacts for existing deficiencies; new development can only be held responsible for deficiencies it creates.

The County’s Capital Improvement Program is used to guide decisions on County expenditures to improve infrastructure. Priority Areas are used to help provide guidance on where expenditures should be made as well as where new development should be approved. While decisions regarding private development proposals and investment should not be based solely on these priority areas, decisions on development proposals should be made with an understanding of where public investments are being focused. Land use decisions should be consistent with Priority Areas established in the Development Area Master Plans. The County may decide not to approve new rezoning or special use permit requests outside of the designated Priority Areas as planned facilities are not in place to support the proposed project and the existing neighborhoods. If approved, however, as part of the land development process, developers will need to provide more significant levels of improvements to ensure adequate infrastructure and services are available to the area.

Strategy 9c: Do not approve proposed rezonings and special use permits outside of Priority Areas when planned facilities are not in place to support the project and existing neighborhoods, unless the proposed project will provide significant improvements to ensure adequate infrastructure and services are available to the area.

According to the Code of Virginia§ 15.2-2283, localities are to consider impacts of a change in zoning on *provision of police and fire protection, disaster evacuation, civil defense, transportation, water, sewerage, flood protection, schools, parks, forests, playgrounds, recreational facilities, airports and other public requirements. Zoning regulations and changes should prevent obstruction of light and air, danger and congestion in travel and transportation, or loss of life, health, or property from fire, flood, impounding structure failure, panic or other dangers.* The County needs to keep these items in mind when approving rezonings.

Over time, some rezonings have been approved in Development Areas in advance of public improvements in certain areas. A cumulative effect of these rezonings has brought about the need for improvements sooner rather than later. By recognizing where commitments have already been made for infrastructure improvements and giving priority to approval of projects in those areas, the County can

help prevent negative impacts on residents who would otherwise need to wait for many years for improvements to catch up with the need.

Objective 10: Continue to work with the City of Charlottesville, the University of Virginia, and the Town of Scottsville on issues of joint interest to the community.

The [Background Chapter](#) of this Plan describes regional planning activities and the Planning and Coordination Council's joint efforts to promote cooperation in planning and community development among the City, County and UVA. The Livability Project, which the City, County, and UVA completed in 2013, built on many of those efforts. Collaborative and cooperative planning has the real potential to enhance the quality of life for the entire community as well as create efficiencies and cost savings for the localities. The strategies listed below are intended to build on the excellent joint planning efforts of the past.

Strategy 10a: Continue participation in the Planning and Coordination Council and the [Three-Party Agreement](#).

Albemarle County, the City of Charlottesville, and UVA established an agreement in 1986 to conduct collaborative planning in areas near the UVA campus which could affect the entities. The group has effectively created joint expectations for properties in Area B, which is mapped and described in the [Background Chapter](#). These activities are expected to continue.

Strategy 10b: Building on the successful collaboration between the City and the County on the [Livability Project](#), continue to work together on areas of joint interest to achieve mutual goals of the City and the County.

The Livability Project, facilitated by the Thomas Jefferson Planning District Commission, the City and County revealed similarities in the goals and objectives of each locality. The biggest differences were discovered in the programs of each locality. For example, both localities promote provision of affordable housing. The City has a Housing Authority which provides subsidized housing for low income residents. The County's affordable housing policy directs provision of 15% of new housing units in new residential development approved by rezoning or special use permit.

City and County Planning Commissions recommended several activities take place for the mutual benefit of both localities and the community. These strategies are provided throughout both the City and County Comprehensive Plans. Areas for cooperation and collaboration include land use planning, economic development, parks and greenways, transportation, historic preservation, rural preservation, environmental preservation, and housing. It is especially important to collaborate in areas of the County where jurisdictional borders are shared. The top priorities from the [Livability Project](#) are joint planning for the Rivanna River Corridor and overcoming physical barriers to walkability. All projects can be found in the [Background Chapter](#).

Strategy 10c: Continue collaboration between the County and the Town of Scottsville on projects of mutual interest.

The Town of Scottsville is an incorporated area within the County. As described in the [Background Chapter](#), the Town has its own Land Use Plan and administers its own Zoning Ordinance. Scottsville and the County actively collaborate on issues of land use and zoning, where activities are proposed near the border of the Town limits. The County parks and recreation staff coordinate with the Town on greenway and recreational projects that extend from the County through the Town, especially along the James

River. Economic development staff coordinates with the Town when prospective employers' needs may be met in Scottsville. County emergency service personnel work with the Town's police department. The relationship between the Town and County is very positive for both localities. Good communication is key and this excellent relationship is expected to continue.

Objective 11: Consider allowing for urban agriculture practices to increase access to healthy, local, and affordable foods and encourage the productive use of vacant land.

Local food production, with emphasis on food and products that are grown organically, locally, and sustainably is important to Albemarle County. It is addressed primarily in the [Rural Area Chapter](#) of the Comprehensive Plan. Urban agriculture encompasses a wide variety of activities such as community gardens, henhouses for laying hens in a backyard, and beekeeping. It is currently not allowed in most places in the Development Areas.

Strategy 11a: Study ways to allow chickens, goats, bees, and other forms of agriculture in the Development Areas without harming the safety, welfare, and enjoyment the property of adjoining owners.

In recent years, some residents of the Development Areas have requested permission for community gardens and to raise chickens, pigs, or goats on their property for agricultural production. These animals are not intended as pets. There are proponents and opponents of allowing farm animals in the Development Areas. The City of Charlottesville allows chickens and goats to be raised by-right with restrictions

The County should consider amending the Zoning Ordinance to support many forms of urban agriculture. It will be important to designate appropriate locations for urban agriculture. For example, keeping of farm animals within an apartment complex may not be suitable, but it might be acceptable on a single-family lot. Consideration will be needed to determine whether the County should align its regulations with the City's. If not, then minimum standards will be needed for poultry, livestock, and bees, along with enforcement of those standards. In addition, the study should address animal waste disposal, setbacks, permits, enforcement, and education. At present, urban agriculture opportunities should not be extended to the keeping of animals such as pigs and cattle as they pose significant concerns for the safety, welfare, and protection of neighborhoods and residents.

Strategy 11b: Amend the Zoning Ordinance to allow gardening as a standalone use in zoning districts in the Development Areas.

By and large, community gardens pose no concerns for the Development Areas; however, at present, the Zoning Ordinance does not permit gardening as a primary use of a property in non-Rural Area or Village Residential zoning districts. The Zoning Ordinance does allow gardening as an accessory use if a residential use exists on a property. To provide greater opportunities for community gardening in the Development Areas, the Zoning Ordinance should be changed.



Source: Albemarle County Community Development

HOUSING

GOAL:

Albemarle County's housing will be safe, decent, and sanitary; available to all income and age levels; located primarily in the Development Areas; and available equally to all current and future County residents.

Page intentionally left blank.

VISION:

Albemarle County envisions a community with abundant natural, rural, historic, and scenic resources • healthy ecosystems • active and vibrant development areas • a physical environment that supports healthy lifestyles • a thriving economy • and exceptional educational opportunity for present and future generations.

Housing

Relationship to the Vision

The availability of safe, sanitary, and diverse housing that is affordable to a variety of different market sectors is one of Albemarle County's priorities. A stable housing stock not only helps to ensure the County's continued economic vitality, it furthers the attractiveness and vibrancy of County communities. Having the majority of residential development in the Development Area allows County residents to live in close proximity to employment centers, community services, and transportation networks. Such proximity helps reduce automobile dependence and the costs related to long daily commutes. In addition, providing adequate housing choices in the Development Areas assists in the preservation of the County's rural heritage, scenic beauty, and natural and historic resources.

Introduction

Housing-related data is important to comprehensive planning efforts. The Comprehensive Plan's housing policies are connected to the condition, location, mix of unit type, and affordability of the housing stock. Existing and future residents need to know there are choices in housing types and affordability, that health and safety are ensured through consistent application of building codes in new construction, and that programs exist to help low-to-moderate income residents improve their homes to meet building codes.

Pursuant to Virginia Code § 15.2-2223(D), localities are required to address affordable housing in their comprehensive plans:

The comprehensive plan shall include the designation of areas and implementation of measures for the construction, rehabilitation and maintenance of affordable housing, which is sufficient to meet the current and future needs of residents of all levels of income in the locality while considering the current and future needs of the planning district within which the locality is situated.

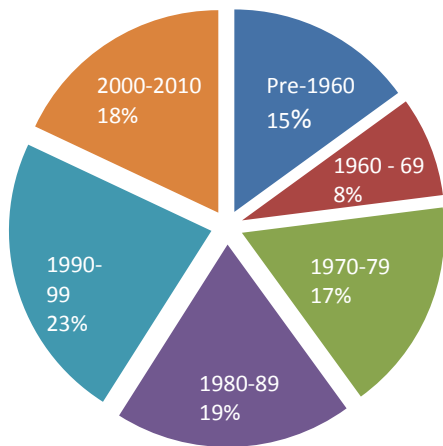
This Chapter describes the characteristics of Albemarle's existing housing stock, including those units that have been approved through rezonings or special use permits but not yet built. Expectations for a mix of housing types and affordability are explained. It shows how the Comprehensive Plan conforms to the State Code. Finally, recommendations are made for ways to achieve the County's goal of providing to all residents a mixture of housing choices that is all safe, sanitary, and affordable.

Page intentionally left blank.

Objective 1: Support the provision of decent, safe, and sanitary housing in good repair for all residents.

The Federal Department of Housing and Urban Development’s mission is to create *strong, sustainable, inclusive communities and quality, affordable homes for all*. Albemarle County’s commitment to create sustainable communities and ensure safe and sanitary housing for its residents reflects this mission.

Figure 1: Age of Albemarle’s Housing Stock by Decade



Source: U.S. Census American Community Survey 2008-2010

Building codes that ensure newly constructed housing stock is safe and sanitary have been in place since 1960. As shown in Figure 1, 85% of the County’s housing was built after 1960. Because the majority of the County’s housing stock was built after 1960, it is expected that a majority of the housing stock meets building code standards and is safe and sanitary. The greatest percentage of the County’s housing stock was constructed between 1990 and 2000 when Albemarle’s housing stock grew from 68,172 to 84,186 units. New construction is required to comply with the most current building codes and property is inspected before it is certified for occupancy. Building code inspections from the County are also available to renters. The Health Department and, in some cases, Social Services also conduct inspections.

Another measurable characteristic of safe and sanitary housing, in addition to its age, is whether or not houses have complete kitchen and plumbing facilities. In 2010, the American Community Survey estimated that 0.3% of Albemarle’s housing stock lacked complete plumbing facilities (100 units out of 37,459 occupied units). This figure was lower than the State average of 0.5%. Approximately 0.7% of the County’s housing stock was estimated to lack complete kitchen facilities (271 units). This percentage is the same as the State average.

Livability Project

Charlottesville and Albemarle County will each have a range of housing types that support various incomes, ages, and levels of mobility. These housing types should be connected to community amenities, parks, trails and services in the City and in the County’s Development Areas.

To do this, the City and County will:

- Develop joint City-County housing goals, both for market-priced and affordable units;
- Explore the idea of a Regional Housing Authority;
- Encourage mixed income communities;
- Facilitate collaboration and coordination among various housing staff, committees, builders and organizations to ensure an appropriate range of housing choices for all community members;
- Develop policies to encourage housing opportunities suitable for healthy aging and for people with disabilities, located in close proximity to community services and amenities, recreational resources and connected to multi-modal transportation corridors;
- Promote housing located near employment centers in the City and County Development Areas and optimal multi-modal transportation links between those areas and major employment centers; and
- Increase the range of housing type choices, focusing especially on the creation of additional workforce (60%-120% AMI), affordable housing (25%-60% AMI), and deeply affordable (0%-25% AMI) units in the City and the County.

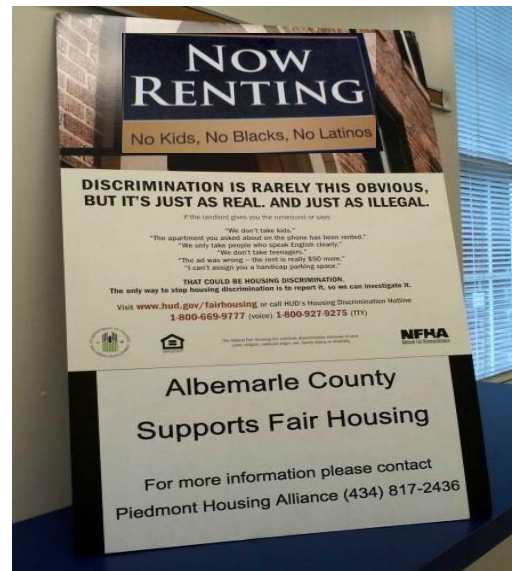
Strategy 1a: Continue to assist nonprofit partners in securing funding for housing rehabilitation, including applying for grant funding for housing rehabilitation and community improvement programs.

Area non-profit organizations provide rehabilitation services to low-to-moderate income homeowners. These organizations include Albemarle Housing Improvement Program (AHIP), Piedmont Housing Alliance (PHA), Habitat for Humanity, and others. The County supports these organizations by partnering in their applications for grants from various agencies and by providing assistance from the Housing Fund. In addition, the County should explore the role of Community Land Trusts in providing affordable housing.

Objective 2: Ensure that housing is equally available to all populations.

Federal law requires fair and equal opportunity in housing. Localities in Virginia can ensure equal opportunity in housing by not mandating a minimum house size within a zoning district. Permitting housing of varying sizes means that smaller homes at lower prices can be built. Some localities in other states require a given share of new construction be affordable to individuals with strictly defined low and moderate incomes, known as “inclusionary zoning.” Such a regulatory provision is not enabled in Virginia. Other ways to help prevent discrimination in housing are available and described below.

The County’s Neighborhood Model promotes a mixture of housing types within the Development Areas of the County. Through application of the County’s Growth Management Policy and recommendations of the Neighborhood Model, the County has been successful in making sure a variety of housing types have been constructed.



Source: Albemarle County Community Development 2013

Strategy 2a: Continue to make information on equal housing opportunities available in public places.

To help enforce the Fair Housing and Equal Opportunities Law, Albemarle County posts nondiscrimination in housing information in prominent places. It also provides guidance to community members on how to report potential discriminatory activities.

Strategy 2b: Continue to monitor the use of County money in support of housing to ensure non-discrimination.

The County monitors non-discrimination as it spends money on housing, either directly or through its non-profit partners. For example, money provided to AHIP for housing rehabilitation requires that AHIP and the County certify that their policies and processes are non-discriminatory. This certification is mandatory and the County’s efforts result in enforcement of the Fair Housing and Equal Opportunity laws.

Objective 3: Ensure sufficient land area exists in the Development Areas to accommodate future residential housing needs.

The County regularly reviews land capacity in the Development Area to determine if sufficient land is available to meet residential development needs in the future. Since 1945, the nationwide trend in housing development has favored single-family homes. In Albemarle County, this trend was prevalent until about 1996. It has recently given way to the changing needs of younger residents, as many young adults are waiting longer to start families and are looking for a more urban lifestyle before starting families. Additionally, many baby boomers—individuals born between the years 1946 and 1964 are downsizing rather than increasing the size of their houses.

Rising gasoline costs may also place a larger demand on residents' disposable income, increasing the attractiveness of living close to employment centers, rather than farther away in more suburban or rural areas. While the County anticipates that the demand for single-family detached housing will continue, it will likely not be at the same rate or in the same suburban form.

As seen in the residential [Capacity Analysis](#) discussed in the [Development Areas Chapter](#), projections suggest that by the year 2030, approximately 15,000 additional dwelling units will be needed to accommodate the County's future population. According to the Development Area Master Plans, the Development Areas can accommodate a range of approximately 13,800 to 29,000 new dwelling units. Under current zoning, approximately 13,400 to 19,900 new dwelling units can be built.

Strategy 3a: Continue to monitor the supply of land designated and zoned for residential use in the Development Areas to ensure adequate capacity for future populations.

Albemarle County tracks building permits and certificates of occupancy for new residential housing and performs a capacity analysis approximately once every ten years. More frequent monitoring is needed due to the increase in housing construction over the last ten years, and the reduction of developable land area that resulted from the donation of 1,200 acres of Development Areas land for Biscuit Run State Park in the Southern Neighborhoods. As part of a future analysis, potential residential capacity through redevelopment should be considered. Redevelopment of existing properties can reduce the amount of raw land needed for new residential development. This effort should be done to ensure that any future expansion of the Development Areas boundaries is not premature.

The Development Areas Chapter describes the expected additional housing units needed for future populations and where those new units should be located. An illustration of how much residential land is needed and can be provided for future populations is provided in the Reference Documents.

Objective 4: Provide for a variety of housing types for all income levels and help provide for increased density in the Development Areas.

The County's Neighborhood Model promotes a mixture of housing types within the Development Areas. Through application of the Growth Management Policy and the recommendations of the Neighborhood Model, the County has been successful in making sure a variety of housing types have been constructed.

Figure 2: Units by Type in the Development Area and Rural Area in 2013

	Single-family Detached (SFD)	Single-family Attached & Townhouses (SFA/TH)	Multi-family -- Apartments and Condos (MF/Condo)	Mobile Homes (MH)	Total Units
Development Area Units	9,484	4,458	8,729	1,029	23,700
Rural Area Units	16,904	295	515	737	18,451

Source: Albemarle County 2013

Although zoning in earlier decades allowed for different housing types to be constructed in the Rural Area, only one type of housing may be constructed with Rural Area zoning now- -single-family detached units. More information on housing in the Rural Area may be found in the [Rural Area Chapter](#).

Strategy 4a: Through rezonings and special use permits, continue to ensure a mixture of housing types are provided that also support all income levels of County residents.

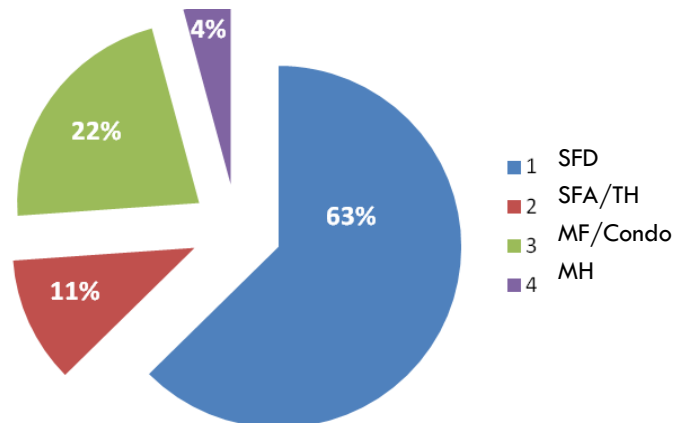
Applications for residential rezonings and special use permits typically include requests for higher densities than existing zoning allows. As applications are submitted, County staff members work with developers to ensure they are aware of County expectations for a variety of housing types and several levels of affordability. When a rezoning or special use permit request is presented to the Planning Commission and Board of Supervisors, County staff provides information on how well that proposal meets such expectations. Ultimately, Board of Supervisors determines whether these expectations are met.

To date, the Board of Supervisors has ensured that a variety of housing types are approved in the Development Areas. Of rezonings and special use permits approved between 2001 and 2012:

- 24% were approved for single-family detached units (only 6% are built at this time);
- 33% were for single-family attached units and townhouses (only 21% are built at this time); and
- 43% were for multi-family and condos (only 23% are built).

When most of these projects were approved, flexibility was factored in to allow developers and builders to respond to market demands. Developers might alter the proportion of single-family to multifamily homes included in the proposed development in order to provide the most currently salable types of residences. This flexibility could result in the choice of single-family detached units over attached or multifamily units, meaning that the Comprehensive Plan’s highest recommended density would not be achieved. If the highest densities are achieved, the proportion of single-family

Figure 3: Housing Types in Albemarle County



Source: Albemarle County 2013

detached units to other types of housing may be lower in the Development Areas than exists now. As Albemarle County rebounds from the recent economic recession, regular capacity analysis will be required to ensure sufficient land and mixture of unit types are available to serve all income levels and housing needs.

Strategy 4b: Amend the Zoning Ordinance to provide for more opportunities to construct accessory units that will help diversify the housing supply as well as meet a portion of the County's affordable housing needs.

Accessory units, both attached and detached, are an integral part of a diverse housing supply. Examples of accessory units include apartments created within single-family homes, apartments constructed over garages, and carriage houses created within an outbuilding. Sometimes called “granny flats” or “in-law apartments,” these units provide an opportunity for individuals in need of assistance to live on site with care-giving relatives, or provide a source of supplemental income to help pay for the owner’s mortgage. The Neighborhood Model includes recommendations to increase opportunities to for construction of accessory units. Some creative ways of providing accessory units have been achieved in Neighborhood Model developments; however, limitations remain. Zoning Ordinance amendments are needed to allow construction of detached accessory units. New regulations should consider:

- Requiring that the property owner reside on-site;
- Establishing a maximum size limit for detached accessory units;
- Limiting accessory units to one per residence, parcel or lot;
- Limiting the number of occupants that can reside in accessory units;
- Requiring that primary and accessory units be located on the same parcel; and
- Requiring detached accessory unit be constructed to the side of or in the backyard of the primary residence.

Objective 5: Support provision of housing which meets the needs of various ages and levels of mobility.

In this Chapter, emphasis is placed on understanding the diverse housing needs, including the special needs of various populations. In the future, the greatest change in housing needs is likely to come from the County’s senior population. Currently, the County’s largest age cohort is made up of 40 – 64 year olds (see [Background Chapter](#)) who are fast approaching retirement age. While the number of individuals in the under 5 and 5 - 19 age groups has grown since 1970, the percentage of the total population that these groups represent has decreased. During the 1980’s and 1990’s, the 20 - 39 age group was the majority, but as those individuals aged and progressed to the next age group, the 40 - 64 age group became the County’s largest representative age group. If people in this age group continue to live in Albemarle County, the 65+ age group could see a dramatic increase in the next ten to twenty years.

Strategy 5a: Encourage developers to include housing for seniors and individuals with disabilities in new residential and mixed-use developments. Approve these proposals when they are in keeping with the Neighborhood Model.

The development community attempts to anticipate market demand when planning for new residential units. While the County cannot require a particular housing type, staff should encourage

and the County should approve development proposals that provide for future senior housing needs and for housing for persons with disabilities. The mixed-use component of the Neighborhood Model tries to ensure close proximity to physicians and other health care providers, day-to-day services, and places for activities, making it easier for populations with mobility challenges to reach these other destinations.

Strategy 5b: Continue to require and provide sidewalks and pedestrian paths in the Development Areas and support expanded transit services.

County residents who want to remain in their community as they grow older want to be close to services and transit. Sidewalks are essential to provide safe access to transit stops. Regular and specialized transit allow for seniors to remain independent longer and to take care of their own day-to-day needs. Completion of sidewalk projects helps to improve mobility for all people, especially for seniors and persons who do not drive or have access to cars.

Strategy 5c: Support local agencies that provide residential living facilities for persons with disabilities and senior citizens.

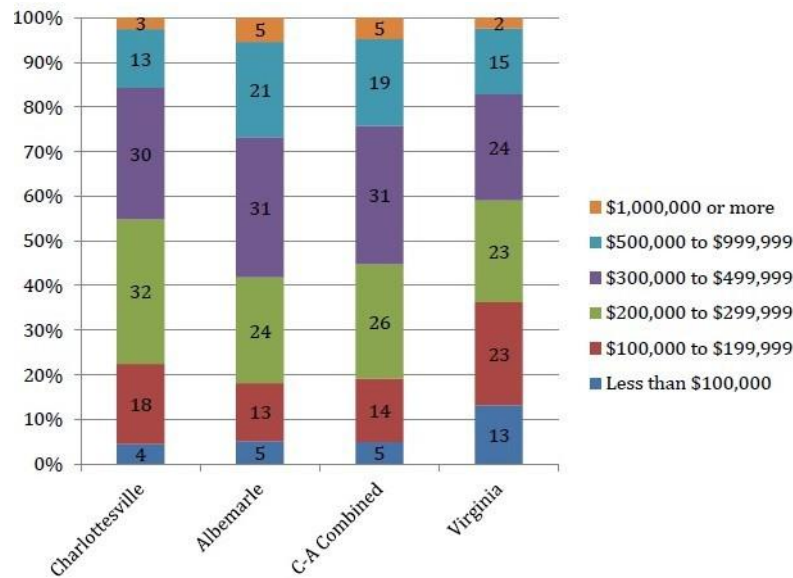
The County does not provide public housing; however, it provides financial support to some non-profit agencies that provide housing and services for seniors. Piedmont Housing Alliance owns and runs The Meadows, a senior living development for low income seniors in Crozet. Agencies such as the Senior Center and the Jefferson Area Board for Aging provide programs and services to local seniors. The private sector has provided most of the County's senior living facilities. Although there are approximately 600 beds in assisted living facilities in the County at present, additional facilities and other types of senior housing will be needed in the future. County financial support can assist non-profits to help fill senior housing needs.

Objective 6: Provide affordable housing options for low-to-moderate income residents of Albemarle County and those persons who work within Albemarle County who wish to reside in Albemarle County.

Historically, housing in Albemarle County has been more expensive relative to the rest of the State. Much of this has to do with higher than average incomes, wealth of residents, and the area's desirability. The chart below shows the current median housing unit value for the area and the State. Figure 5 shows that the median value of Albemarle's housing is over \$300,000, and the median housing value is approximately \$100,000 higher than that of the State. These higher values affect the ability of certain sectors of the population to afford housing in the County.

Affordable housing is defined as housing affordable to households with income not exceeding 80% of the area median income established by the U.S. Department of Housing and Urban Development adjusted by family size. At present an "affordable" sales price for a home is \$211,250 for a family of four paying 30% of their income for housing costs. Approximately 40% of the households in Albemarle have incomes at 80% of the median or lower

Figure 4: Value of Housing in Charlottesville, Albemarle County, and Virginia



Source: U.S. Census Bureau, American Community Survey 2008 - 2010

As seen in the graph in Figure 4, the American Community Survey reports that only 20% of the housing in Albemarle County is valued at or below \$200,000. By comparing these numbers, one can see that 40% of the households in the County need affordable housing but only 20% of the housing is affordable. Figure 5 provides the most recent median housing value for the area.

Figure 5: Median Housing Unit Value in Charlottesville, Albemarle County and Virginia

	Charlottesville	Albemarle	Virginia
Median Housing Unit Value	\$284,000	\$346,200	\$256,600

Source: U.S. Census Bureau, American Community Survey 2008 – 2010

With the adoption of the Neighborhood Model in 2001, the Board of Supervisors made a commitment to address issues of affordability in the County. The County worked with non-profits, lenders, realtors, developers, and neighborhood representatives to develop recommendations for affordable housing and public policy. The first Affordable Housing Policy was adopted by the Board in 2005. Objectives and strategies on the following pages for affordable housing have been taken from that policy (see the Appendix for the Affordable Housing Policy). Since adoption of the Policy approximately 1,200 affordable units have been offered through proffers; it is estimated 100 units have been built. Approximately \$1.6 million has been proffered as cash-in-lieu of units. Some of these funds were spent through down payment assistance programs, and some in housing rehabilitation through AHIP. Strategies to continue making affordable housing available to residents are found on the following pages.

Strategy 6a: Provide guidance, resources, and incentives to non-profit and for-profit development and financing entities to increase the supply of affordable housing (both rental and owned) for households with incomes between 0% and 80% of area median income.

Many communities in Virginia provide affordable housing for low-to-moderate income residents, but in 2001, the County decided not to create a housing authority or build and operate subsidized units. Instead, Albemarle County partners with other agencies and housing providers to ensure affordable housing is available. These efforts include connecting populations least able to attain safe, affordable housing with housing provided through the private sector.

Strategy 6b: Continue to ensure that at a minimum, 15% of all units developed under rezoning and special use permits are affordable, as defined by the County's Office of Housing, or a comparable contribution is made to achieve the affordable housing goals of the County.

In 2005, the County adopted an Affordable Housing Policy that established an expectation for affordable housing in at least 15% of new housing provided in units approved by rezoning or special use permit. The [Appendix](#) provides greater detail on how this should occur, including the option of providing cash-in-lieu of units to the Housing Fund. Over time, new affordable units will be constructed to help meet the needs of the low-to-moderate income population.

Strategy 6c: Encourage developers and builders, through by-right zoning, to provide for affordable housing using density bonuses available in the Zoning Ordinance.

The Commonwealth of Virginia does not allow localities to require that affordable housing be provided in new residential developments; however, Albemarle County provides several incentives. One of these incentives is the density bonus option for affordable housing in the Development Areas. When developers use this option, they can build more units on a parcel than they could if they did not provide affordable units. Other incentives include the availability of rental vouchers for residents in need of affordable housing.

Strategy 6d: Provide sufficient staffing to implement affordable housing policies and assist low-to-moderate income individuals in obtaining affordable housing.

The County's efforts to support affordable housing are primarily undertaken by the Office of Housing. The County's Housing Office's mission is as follows:

The County of Albemarle Office of Housing shall strive to increase opportunities for all County citizens to secure and maintain decent, safe, sanitary, accessible and affordable housing with special emphasis given to those citizens least able to obtain it.

To fulfill this mission, Housing Office staff works to distribute vouchers for rental units and also works with builders to provide for additional affordable units through proffers. In recent years, the County's Housing Office has experienced a reduction in force. As a result, the Homebuyer's Club program has been eliminated. The Homebuyer's Club educated potential homeowners on how to improve their credit and save for a down payment, as well as provide guidance through the purchase process. This program played a significant role in matching qualified individuals with affordable units provided through proffers. If the County's affordable housing efforts are to be successful, staff resources are needed to reinstate the program.

Strategy 6e: Gather information on the location of affordable and proffered units in the County. Develop mechanisms to promote long term affordability and protect public investments.

The Housing Office keeps track of units that have been proffered through rezonings and built as affordable units; however, it has not yet been able to develop a comprehensive inventory of affordable units in the County. In addition, it has not been possible to maintain an inventory of sales or rentals of proffered units and whether or not those units remain affordable when they are sold. If the County is to have an affordable housing stock, it must find a way to make sure the units remain affordable.

Strategy 6f: Where necessary, amend the Zoning Ordinance with relation to density and minimum lot size in residential districts to provide greater flexibility in the provision of affordable housing.

Residential zoning districts in the Development Areas limit density and require a minimum lot size. These two features should be reviewed to see if removing the minimum lot size requirement would allow additional opportunities for affordable housing. In addition, the district regulations should be studied to see if different housing types are appropriate for low density districts.

Strategy 6g: Continue to direct affordable housing activities to the designated Development Areas.

The Development Areas are the locations of employment centers, transit networks, community facilities, and day-to-day services. The County's policy is to locate the majority of new housing units in the Development Areas so residents can take advantage of the close proximity to these features. Sidewalks and transit are, or will be, available in the Development Areas, reducing the need for a car and its associated costs.

While provision of affordable housing is directed to the Development Areas, there are occasions when affordable housing can be supported in the Rural Area. For example, a historic rural community may benefit from the addition of a few houses to allow residents to remain in that community. A family member may need housing in order to work on the nearby family farm. These situations are in keeping with Rural Area policy. However, in most instances, affordable housing is expected in the Development Area.

Objective 7: Promote the inclusion of affordable units throughout neighborhoods and strive for similarity in exterior appearance to market-rate units.

Location and appearance are important when providing affordable housing. Affordable units should not be segregated from other types of housing or built in enclaves. Instead, units should be scattered throughout the Development Area neighborhoods. To help achieve a more cohesive looking neighborhood and retain property values, affordable units should not be distinguishable on the outside from market-rate units.

Strategy 7a: Approve developments which mix affordable units with market rate units throughout neighborhoods and work with developers to ensure visual compatibility.

Affordable units come in all sizes and shapes, but, in many communities, they look like cheaply built housing. Building affordable units to look like market-rate units helps unify the appearance of the neighborhood which maintains property values. Provision of a variety of affordable units creates a diversity of types so that older adults can move into smaller more affordable units without leaving their neighborhood. It allows for younger adults to buy "starter units" in a neighborhood in which they wish

to live. Neighborhood stability can be improved when a diversity of types is provided within a neighborhood.

There are ways in which affordable housing might be added to single-family neighborhoods without visual impact on those neighborhoods. For example, a 4-unit building could be added to a neighborhood and designed to resemble the rest of the houses in the neighborhood. Both density and architectural design would need to be considered in drafting a zoning ordinance amendment of this type.

Objective 8: Work with the City of Charlottesville to provide a range of housing types that support various incomes, ages, and levels of mobility.

Albemarle County and the City of Charlottesville have similar goals and strategies related to safe, decent, and sanitary housing, as well as a variety of housing types and affordability options. Both communities assist residents to secure rental housing and are authorized to have rental Housing Choice voucher programs.

Strategy 8a: Develop a plan for regional cooperation in the provision of affordable housing in the community and affordable housing that is connected to community amenities, parks, trails, and services in the City and in the County's Development Areas.

As part of the Livability Project, City and County Planning Commissions discussed housing issues extensively. They discovered the City has specific housing goals for market-priced and affordable units, while the only similar County goal is to have 15% of new units as affordable when property is rezoned. They noted that amenities in the City may be closer to residents than amenities in the County and vice versa. The Commissions agreed that there is a need for a greater range of housing type choices, especially workforce housing for households earning 60% - 120% of the Adjusted Median Income, affordable housing for households which earn 25% - 60% AMI, and deeply affordable units for households with 0% - 25% AMI. They agreed that when planning for affordable housing, connections to parks, trails, and services in the other community are essential. Additionally, the Commissions believe more regional collaboration on housing issues is needed. The City and the County will need to decide the extent to which each will address affordable housing needs, but by working together the City and County can better serve all residents in the community.



Source: Albemarle County Community Development 2011

TRANSPORTATION

GOAL:

Albemarle's transportation network will be increasingly multimodal, environmentally sound, well maintained, safe, and reliable.

Page intentionally left blank.

VISION:

Albemarle County envisions a community with abundant natural, rural, historic, and scenic resources • healthy ecosystems • active and vibrant development areas • a physical environment that supports healthy lifestyles • a thriving economy • and exceptional educational opportunity for present and future residents.

Relationship to the Vision

A strong economy and attractive and vibrant communities require good transportation systems. Investment in roads in the Development Areas enhances opportunities for moving goods and people. Constructing sidewalks allows people to walk to work and home again. Bike paths and bike lanes make bicycling an easy alternative to driving. These transportation elements also improve opportunities for children and teachers to walk and bike to school. By investing in sidewalks, bikeways, transit, and interconnected streets in the Development Areas, true mixed-use development can occur, making the Development Areas vibrant and attractive. Maintaining rural roads as rural travelways helps retain the County's rural heritage and scenic beauty and enhance farm to market opportunities.

Transportation

Introduction

Transportation is one of the most important services provided by government. Not only does the transportation system provide for the mobility of people and goods, it also influences growth patterns by providing access to land. Transportation links people to their jobs, schools, shopping, community activities, and entertainment. The County strives to create an efficient and affordable transportation system offering travel choices that are functional and that will minimize harm to the community and natural environment.

The purpose of the Transportation Chapter is to provide a plan that ensures the County's transportation system and infrastructure needs are accommodated and coordinated with the Development Areas and Rural Area throughout the County. This Chapter describes Albemarle's existing transportation network, presents the results of past transportation planning efforts, and sets forth the County's transportation goals, needs, and priorities for the next 20 years. The Transportation Chapter also helps inform residents and employers of Albemarle County's approach to addressing mobility needs, and how the future transportation system can affect the community.

Transportation's Relationship to Land Use and Other Localities

There is a distinct and mutually dependent relationship between transportation and land use. Land use decisions, such as development density and location influence regional travel patterns. The degree of access provided by the transportation system can, in turn, influence land use and development trends. For example, a connected system of streets with higher residential densities and a mix of land uses can help facilitate travel by foot, bicycle, and public transit, in addition to the automobile. More dispersed land development means that access is limited to cars and trucks, which can reduce the viability of other travel modes. In addition, transportation policy determines how people get from home to work, the amount of time spent commuting, and the types and degrees of choices available for getting from one place to another. The choices made about land use, including building design and orientation, all have an effect on transportation use and the quality of life.

There is a regional context to transportation issues that extends beyond local interest. While land use plans and decisions are made in the context of governmental boundaries, transportation needs and networks cross

those jurisdictional boundaries. Careful coordination of transportation planning with land use planning at the State, regional, and local level is essential, and is why the County participates in regional transportation planning.

Streets and Roads in Albemarle County

Public streets and private streets are present in both the County's Rural Area and Development Areas. Private streets are typically maintained by owners associations or by the owners of the property in which the right-of-way exists. The Virginia Department of Transportation (VDOT) maintains all public streets and roads that have been accepted into their system for maintenance. Figure 1 shows public streets and roads in the County by functional classification. Functional classification is discussed in Objective 5.

Transportation Plans and Acronyms

In Virginia, local transportation planning has a strong relationship with regional, State and federal transportation planning. At each of these levels, there is a transportation plan and planning organization, as well as different service providers who use acronyms. A list of acronyms and their meanings is provided in the Reference Documents. Specific plans adopted by Albemarle County are found in the [Appendix](#) to this Chapter.

Transportation System Challenges and Opportunities

Albemarle County's transportation network is an important economic driver for the regional economy. Dispersed development patterns have helped promote a transportation network that is focused primarily on the automobile. In the past, a more abundant supply of cheap land and fuel encouraged development patterns that have become hard to sustain. Today and in the future, the local transportation system faces the challenges of finding adequate revenue, dealing with higher energy prices, accommodating future population and employment growth, and maintaining an aging system of transportation infrastructure.

The continued coordination of land use and transportation affords opportunities to accommodate job and population growth more effectively. Concentrating growth in the Development Areas can increase the efficiency and affordability of public infrastructure, including the transportation system. Focused growth should decrease the need for new and improved transportation facilities and infrastructure outside of Development Areas, thereby making more funding available to maintain the existing system. Development Areas with a multimodal transportation system should improve the quality of life for County residents and the County's economic competitiveness within the region and the State.

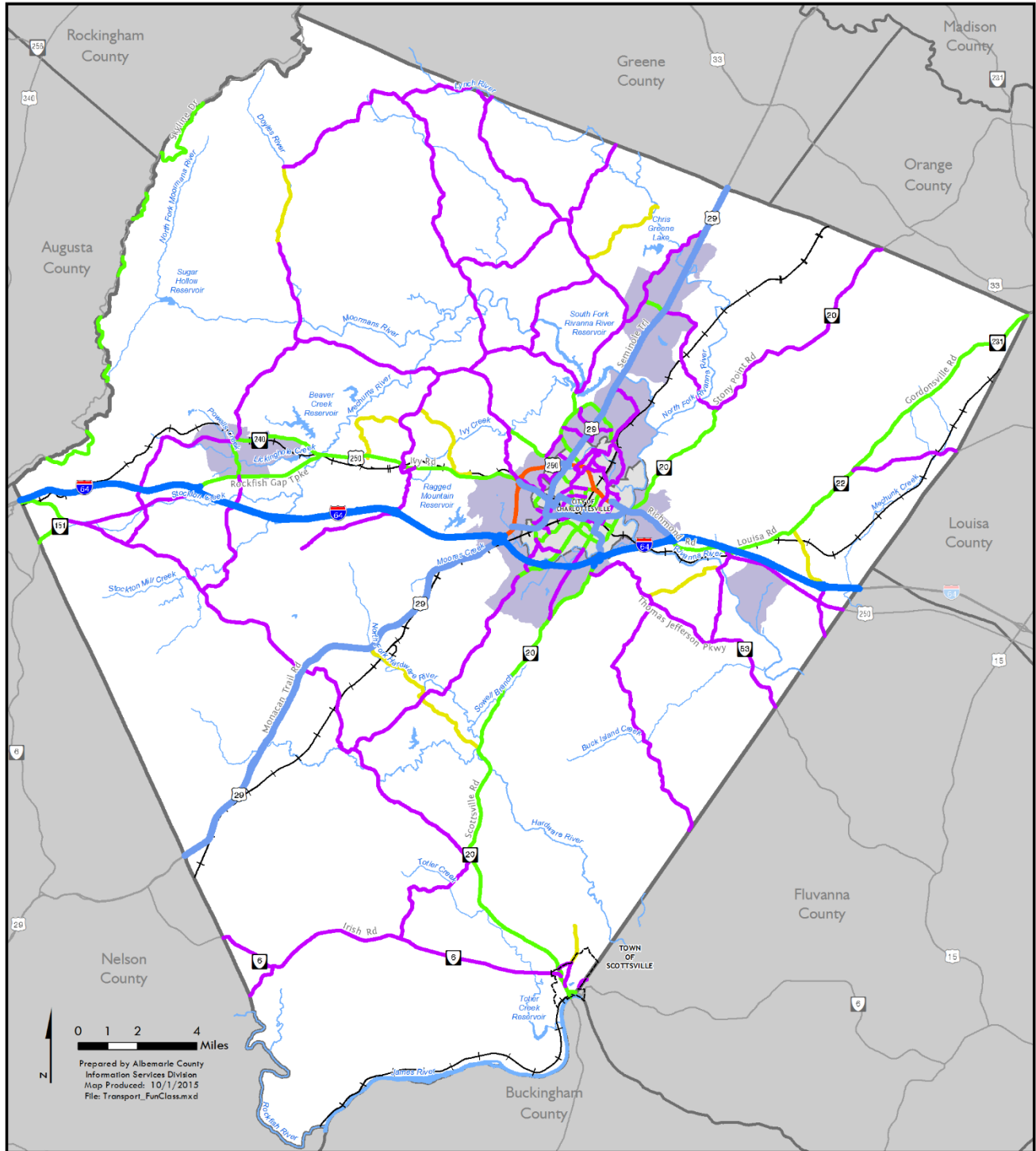
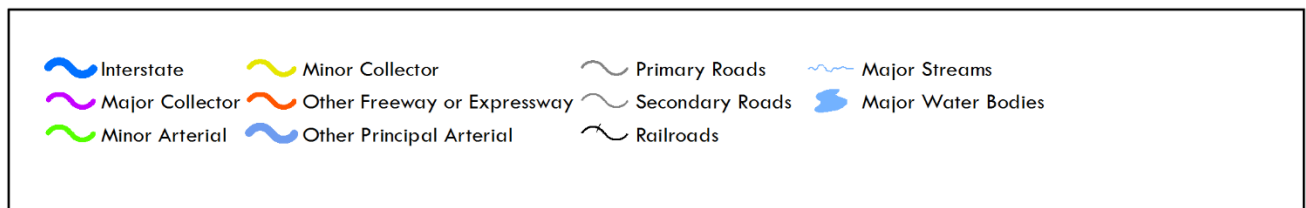


Figure 1: Albemarle County Functional Classification of Roads



Page intentionally left blank.

Objective 1: Continue to participate fully in State, regional, and local transportation planning efforts.

The County's transportation plan is made up of several key documents. The longer range planning documents are the regional Long Range Transportation Plan (LRTP), the regional Rural Long Range Plan (RLRP), and the Development Area Master Plans. More immediate plans, tasks, and projects, are contained in the State Secondary Six-Year Plan, the Transportation Improvement Program, and the County's Six Year Improvements Program. Information on these plans and programs is found in the Appendix. The Appendix also contains a list of transportation projects, and costs estimates for improvements shown in the plans.

All of the County's transportation planning activities have a relationship to the larger community, the region and State because no locality's transportation system operates in a vacuum. Transportation is part of an overall interconnected network, and changes in one part of the network affect the operation of other parts of the network. In addition, most transportation improvements in Albemarle County are dependent on state and federal funds. Therefore, regional coordination and cooperation is essential when planning strategies and improvements for transportation.

Transportation planning and policy development occurs at the federal, State, regional, and local level. Federal transportation policy is implemented by the Virginia Department of Transportation (VDOT) and Metropolitan Planning Organizations (MPOs), among others. The U.S. Department of Transportation requires state DOTs, like VDOT, and regional MPOs to develop long-range transportation plans as well as short-range transportation improvement programs (TIPs) in order to qualify for the formula-allocated federal funds, that constitute a major portion of the Commonwealth's transportation budget. The plans must address a variety of policy factors such as environmental preservation, economic development, and community quality of life. Transportation also has an impact on air and water quality. Preservation and improvement of the region's air quality is addressed in the Natural Resources Chapter. A detailed table of applicable federal, State and local transportation planning documents can be found in the Transportation Reference Documents.

Livability Project

Charlottesville and Albemarle County will continue to promote regional multi-modal and accessible transportation options by coordinating transportation planning between Charlottesville, Albemarle County, and the University of Virginia through the Metropolitan Planning Organization by:

To do this, the County should:

- *Store transportation data in the same format.*
- *Coordinate collection of transportation data to facilitate sharing information among Charlottesville, Albemarle County, the University of Virginia, and the Metropolitan Planning Organization.*
- *Increase and expand transit network efficiency and use.*
- *Coordinate building the sidewalk network across City-County boundaries and addressing barriers to pedestrian connectivity.*
- *Provide community education regarding transportation options.*
- *Collaborate to strengthen intrastate and interstate rail and air transportation opportunities.*
- *Coordinate to provide and enhance multi-modal connections between employment centers and areas of high residential density.*
- *Create dedicated bike-pedestrian connections across physical barriers within the community for:*
 - *Rivanna River*
 - *Route 250 – East and West*
 - *Interstate 64*
 - *Railroad network*
 - *City and VDOT system connection*
 - *Route 29*

Strategy 1a: Continue to maintain compliance and ensure coordination of local transportation objectives and strategies with Statewide transportation plans, such as Virginia's Long-Range Multimodal Transportation Plan (VTrans2035) and the 2035 Virginia Surface Transportation Plan (2035 VSTP).

Virginia law requires that a multimodal long-range transportation plan be developed and regularly updated to assess transportation needs and assign priorities on a statewide basis. The County works closely with State transportation planning officials to ensure the County's compliance with State transportation plans. State law requires that the County provide VDOT a copy of the Transportation Chapter of the Comprehensive Plan in draft form before it is adopted and a final copy after the Plan is adopted. VDOT reviews the Transportation Chapter to ensure it is consistent with State transportation plans and priorities.

VTrans2035 is Virginia's long-range multimodal transportation plan. VTrans2035 establishes the policy framework for the recommendations found in the 2035 Virginia Surface Transportation Plan (VSTP). The latest update of VTrans2035 is the VTrans2035 Update completed in 2013. The 2035 VSTP builds on the priorities of VTrans2035 with specific recommendations for surface transportation modes such as highway, transit, rail, and freight. Broader, policy-level recommendations are provided for bicycle and pedestrian modes. Albemarle County is in the Blue Ridge Region, as defined in the VSTP Plan.

Corridors of Statewide Significance (CoSS) are multimodal connections between main activity centers in the State. VTrans2035 has identified twelve Corridors of Statewide Significance throughout the State. CoSS provide a statewide multimodal perspective to guide localities in land use and transportation planning. Local governments are required to include these corridors in their Comprehensive Plans. The extent to which a locality protects the functionality of the corridor is considered as part of the State transportation funding process. The State desires to protect the transportation facilities in these corridors because they ensure mobility and long distance travel. These corridors are important because they:

- Involve multiple modes (highway, rail, inter-regional transit, airport, water port) or represent a freight corridor that extends beyond an individual region;
- Connect regions, states, and major activity centers; and
- Provide a unique statewide function or address statewide goals.

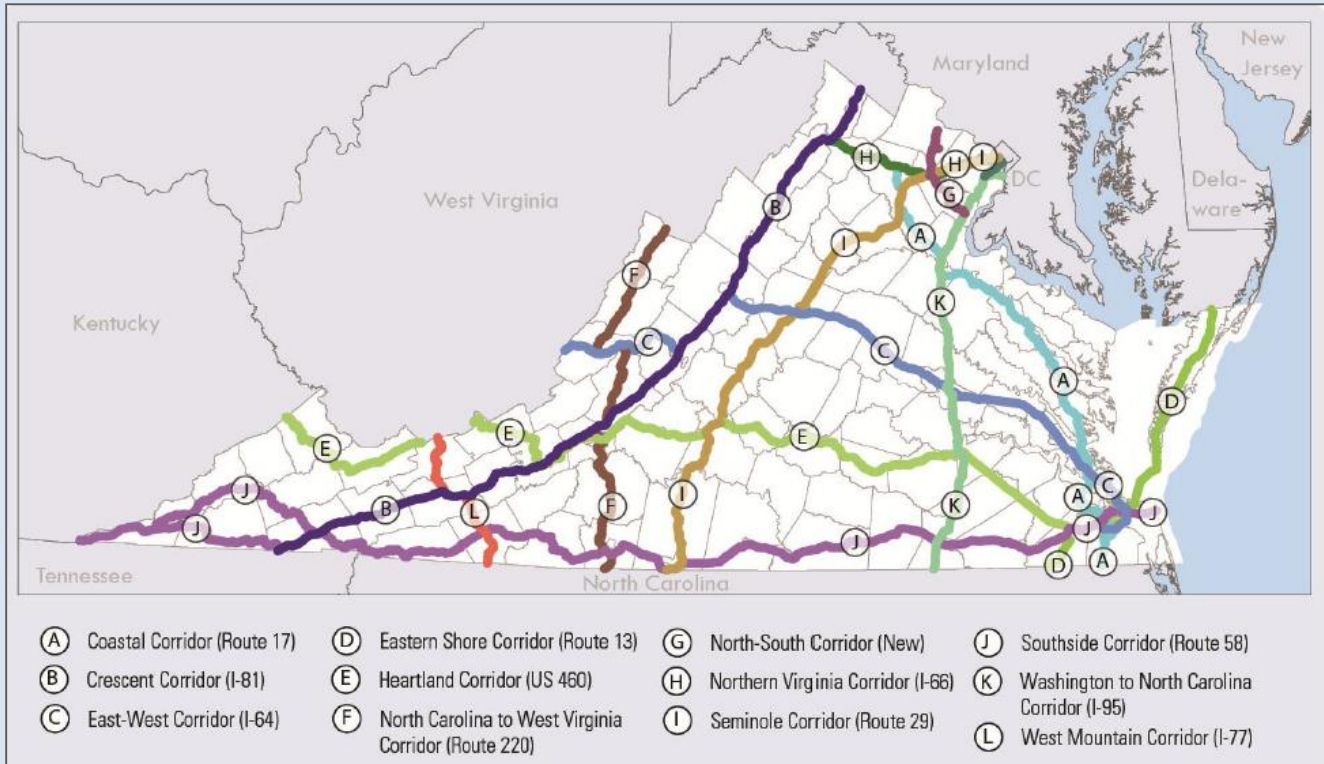
The VTrans2035 Update provides three classifications for CoSS:

- National Corridors (e.g., the I-95 Corridor);
- Commerce and Mobility Corridors (e.g. I-64, the East-West Corridor); and
- Statewide Corridors (e.g., Route 29, the Seminole Corridor).

The first tier, National Corridors, includes routes that support mobility for nationwide travel and freight movement, connecting to states along Virginia's borders: Tennessee, North Carolina, West Virginia, Maryland, and Washington, D.C. The second tier, Commerce and Mobility Corridors, provides essential connections within the State between the economic drivers of Dulles International Airport and the coastal and inland ports. The remaining statewide Corridors support mobility within the Commonwealth.

Two statewide CoSS have been identified in Albemarle County:

Figure 2: Virginia Corridors of Statewide Significance (CoSS)



Source: Adapted from VTRANS 2035 Update, February 2013

East-West Corridor- I-64 (Circle C in Figure 2): This corridor runs east to west throughout the State, connecting Hampton Roads to Richmond, Charlottesville, I-81, and West Virginia. Parallel highway facilities to Interstate 64 include U.S. Highway 250 and U.S. Highway 60. Auxiliary facilities include I-664, I-564, I-264, and I-464, all located in the Hampton Roads region. There are multiple transit options, mostly in the Richmond and Hampton Roads regions, and there are CSX rail lines along much of the corridor. The East-West Corridor provides the only interstate access to the Port of Virginia, and it provides access to multiple airports with commercial service in the Hampton Roads, Richmond, and Charlottesville regions. The East-West Corridor is identified as a Commerce and Mobility Corridor in the VTrans 2035 Update.

Seminole Corridor – Rt. 29 (Circle I in Figure 2): This corridor connects the Northern Virginia region to Charlottesville, Lynchburg, and Danville, operating as a parallel option between I-95 and I-81. It runs parallel to the Bull Run Corridor within Northern Virginia, and there are multiple transit options in the Northern Virginia region. In addition, there are Norfolk Southern Crescent Corridor rail lines along the entire corridor, which also provide passenger rail service. There are multiple general aviation and reliever airport facilities along the corridor, too. The Seminole Corridor is identified as a Statewide Corridor in the VTrans 2035 Update.

Passenger and freight rail improvements are planned for the south to north rail corridor, as are improvements to existing roadways and transit improvements with the East-West CoSS. The State is expected to complete Corridor Master Plans (CMPs) for each CoSS over the next several years. In

2010 and 2011 a draft CMP was prepared for the Seminole Corridor. The CoSS master plans are planned to focus on the VTrans goals in each corridor, with differences in emphasis depending on the type of corridor. For example, a CoSS that does not include limited access highways should have a particular emphasis on balancing statewide mobility with multimodal accessibility to regional economic centers.

Strategy 1b: Continue to recognize the Charlottesville-Albemarle Metropolitan Planning Organization (CA-MPO) as the transportation planning body for the region's MPO Area.

In order to ensure that current and future federal transportation expenditures are based on the continuing, cooperative and comprehensive (3-C) planning process, in use since the early 1970s, federal legislation has required the formation of a Metropolitan Planning Organization (MPO) for any urbanized area with a population greater than 50,000. An MPO is a transportation policy-making body made up of representatives from local government and transportation agencies with authority and responsibility in metropolitan planning areas. A Metropolitan Planning Area can include the areas expected to become urbanized within the next 20 years. Federal funding for transportation projects comes from the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) and is channeled through the MPO.

For regional transportation planning purposes, the Charlottesville-Albemarle region consists of two geographic areas: urbanized and non-urbanized. In order to meet federal requirements regarding urbanized areas with a population exceeding 50,000, Albemarle County and the City of Charlottesville established the Charlottesville-Albemarle (CA- MPO) in 1982 through a Memorandum of Understanding (MOU) signed by the Thomas Jefferson Planning District Commission (TJPDC), JAUNT (formerly the **J**efferson **A**rea **U**nited **T**ransportation; now a public corporation owned by the local governments as JAUNT, Inc.), VDOT, and the two localities. The MOU was last updated in 2009. The CA MPO is the primary regional planning body responsible for transportation planning in the area it covers. The CA-MPO provides a forum for transportation decision-making among the City, County, UVA, JAUNT, CAT, DRPT, and VDOT officials.

The CA-MPO area includes the City of Charlottesville and the portion of Albemarle County that is either urban or anticipated to increase to urban density during the next 20-year period. In 2013, the CA-MPO boundaries were updated and expanded to be more consistent with 2010 census data. These new boundaries were approved in early 2013. The CA-MPO boundary does not have a direct impact on development of County regulations. As a federal requirement, the CA-MPO area is tied to federal transportation funding, and projects in the MPO's Long Range Transportation Plan are expected to be built in the next 20 years.

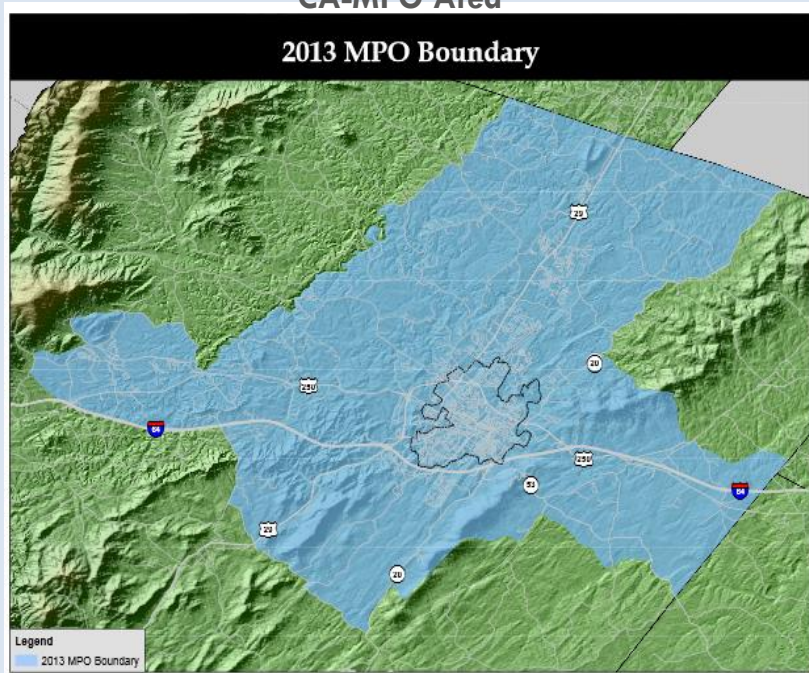
The CA-MPO, with the assistance of designated staff, is responsible to:

- Plan for the coordinated delivery of transportation services by public and private providers.
- Identify and recommend to the City of Charlottesville, Albemarle County, and UVA those administrative and operational activities that can be appropriately coordinated or centralized among service providers.
- Review all service proposals and develop a procedure for identifying public transportation service demand and identify appropriate service providers.

A map of the geography of the CA-MPO area appears in Figure 3. The non-urbanized area is not part of the CA-MPO: planning activities for the non-urbanized area mainly occur through the Rural

Transportation Planning Program of the TJPDC. The TJPDC prepares the Rural Long Range Plan (RLRP) which complements the Long-Range Transportation Plan (LRTP) of the CA-MPO.

Figure 3: Charlottesville-Albemarle Geography of the CA-MPO Area



Source: TJPDC 2014 Unified Planning Work Program (UPWP)

Citizen's Transportation Advisory Committee (CTAC) formerly known as the Charlottesville-Albemarle Regional Transportation Citizen Advisory Committee (CHART).

The CA-MPO is staffed by the TJPDC. Working in conjunction with partner and professional agencies, the staff collects, analyzes, evaluates and prepares materials for use by the Board and Committee Members at their regularly scheduled meetings, as well as any sub-committee meetings deemed necessary.

The policy making body of the CA-MPO is its Board, which consists of five voting members. The voting membership of the Policy Board is made up of two representatives from the City of Charlottesville and two representatives from the County of Albemarle. The County's two MPO members are from the County Board of Supervisors, who ensures that the projects and policies of the CA-MPO are reviewed by the County's governing body. The fifth representative is from VDOT. Non-voting members include the Department of Rail and Public Transportation (DRPT), CAT, JAUNT, UVA, the Federal Highway Administration (FHWA), the Federal Aviation Administration (FAA), the Federal Transit Administration (FTA), and the

Strategy 1c: Continue to participate in development and adoption of the LRTP for the CA-MPO area.

The LRTP includes all desired transportation projects anticipated to receive federal funding through funding projections for the next 20 years as well as longer term vision projects. The LRTP must be fiscally-constrained, meaning the LRTP cannot propose projects that will require the expenditure of more funds than are reasonably expected to be received over the 20-year planning period.

The LRTP is the lead document particularly for projects at a "network" level. The LRTP, along with the Comprehensive Plan, Master Plans (See Strategy 2a, which also identifies more local neighborhood-level transportation improvements) establishes the transportation recommendations for the Development Areas. The LRTP addresses all modes of travel, including roadways, travel demand management and public transit, pedestrian and bicycle access and facilities, rail, and air travel. The LRTP contains inventories, data, and analyses of the transportation system and makes recommendations for providing and maintaining an adequate transportation system. It is important to coordinate transportation

planning, including the sharing of data among all those individuals and organizations involved in regional and local transportation planning.

Strategy 1d: Continue to support construction of projects adopted into the LRTP and the Transportation Improvement Program (TIP).

As the lead document for transportation planning in the CA-MPO area, the LRTP provides a comprehensive approach to addressing transportation issues in Charlottesville and urban Albemarle. Its implementation takes place through the TIP. The TIP lists road and transit improvements approved for federal funding. The TIP is a financially constrained, short-term plan for projects that can be funded with expected revenues in the next three to five years. Projects funded in the TIP are required to be in the LRTP.

Strategy 1e: Continue to recognize the TJPDC's rural planning function by taking formal action on rural transportation planning recommendations and reviewing the TJPDC's adopted studies and, where appropriate, consider adopting such studies into this Plan.

The County is also involved in a regional transportation planning effort covering the rural areas of the County (outside the CA-MPO area) together with Fluvanna, Greene, Louisa, and Nelson Counties. The Rural Area Transportation Long Range Plan process complements MPO-level planning efforts and establishes a regional transportation planning process to address broader regional and rural issues. This Plan identifies a larger transportation system framework within the Thomas Jefferson Planning District area. The Plan is generally reflective of and consistent with County goals for transportation planning for the Rural Area.

The major transportation goals for Albemarle County's Rural Area are to preserve rural character while improving safety and multimodal transportation choices. The County's policy is to retain rural roads in their current condition, focusing on road safety improvements, such as shoulders and guardrails, straightening curves, and increased regular maintenance, rather than paving and widening rural roads. Road improvements in the Rural Area should not encourage growth outside of the Development Areas, but they should provide access from farms to markets along strategic routes. Rural roads have multiple purposes and benefit from design that keeps drivers alert and encourage them to move at the appropriate speeds to accommodate slower moving farm equipment, bicyclists, people checking the mail, or children walking to a bus stop. The County has adopted a policy to address private citizens who wish to use their own resources to pave public roads. A copy of this policy may be found in the [Transportation Appendix](#).

Objective 2: Continue to plan transportation improvements in accordance with the County's Growth Management Policy.

The County's [Growth Management Policy](#) provides that growth should be concentrated in the Development Areas where the County provides the highest level of investment in infrastructure and services. Together with the Neighborhood Model design principles, the Growth Management Policy lays the groundwork for a multimodal transportation network. These strategies help to preserve farms, forests, and fields in the Rural Area and improve quality of life in the Development Areas. In addition, a multimodal transportation system provides an efficient use of public dollars, helps conserve energy, provides more transportation choice, reduces congestion and improves quality of life for residents among other benefits.

Strategy 2a: Continue to implement the transportation planning recommendations in the County's adopted Master Plans.

The County's Growth Management Policy is strongly reflected in the Development Area Master Plans which show where growth is expected and recommend land use and infrastructure necessary to support that growth. The Master Plans include recommended improvements for streets, greenways, trails, sidewalks, streetscape, bicycle lanes, bikeways, and streetscape in each Development Area. As further explained in the discussion on County travel modes, roadways in the Development Areas are expected to be "complete streets" which are streets built to accommodate other modes of travel in addition to vehicles. Transportation goals, objectives, and strategies in the Master Plans are consistent with the LRTP. In addition, they include specific recommendations for improvements serving a more local function, such as interconnections between neighborhoods or interconnections from neighborhoods to employment areas. Although locally important road improvements may not be eligible for State or federal funding, they should be constructed through other ways, such as the County's Capital Improvements Program (CIP) or as proffered improvements that support new developments.

Strategy 2b: Continue to work closely with State, regional and local partners to ensure that transportation improvements meet Albemarle County Comprehensive Plan goals and priorities as annually reflected in VDOT's Six Year Improvement Program (SYIP) and Secondary Six Year Plan (SSYP).

Funding for rail, public transit and highways (generally primary roadways and interstates) is allocated through VDOT's annual Six Year Improvement Program (SYIP). The SYIP requests that the Commonwealth Transportation Board (CTB), the political body that works with VDOT, approve funding for prioritized projects proposed for construction, development, or funding over the next six fiscal years. The total list of projects exceeds that which can be completed during the six year time horizon of the plan. All individual interstate and primary road projects in Albemarle County compete for funding with other localities in VDOT's Culpeper District with funding being allocated to each VDOT construction district rather than individual localities. The County has significantly more control over project priorities on the Secondary System than it does on the Primary System. In Albemarle County, transportation projects are selected to be included in the SYIP if they are included in the Charlottesville-Albemarle MPO's regional TIP.

State law requires the development and publication of a separate program for each locality's secondary road system. Funding for secondary roadways, bridges, and culverts is planned through VDOT's annual Secondary Six-Year Plan (SSYP). The County provides VDOT with a priority list of Secondary Road improvements that establishes priorities for road improvements in the State's Secondary Road system. VDOT's SSYP is based on the County's priority list and reflects available State road funding allocated to the County. The County's priority list is reviewed annually by the Board of Supervisors and based on the direction provided by the Board regarding projects to be funded, VDOT revises the SSYP.

As development occurs, local roadways are built by private developers under the direction of local governments, like Albemarle County, and later turned over to VDOT for long-term maintenance. In other cases, private development projects approved by the County can generate traffic levels that trigger a need for VDOT to program improvements to State-owned roadways.

Strategy 2c: Continue to work closely with State, regional and local partners to ensure that roadway structures (bridges and culverts) with low sufficiency ratings are annually prioritized in the SSYP for funding, repair and/or replacement.

Roadways, bridges, and culverts with low sufficiency ratings are facilities that are in need or soon to be in need of replacement. VDOT is responsible for the inventory and inspection of over 20,000 bridges and culverts along the public road system across the State. While new bridges and culverts have a design lifespan of 75 years, the majority of these structures were designed for a service life of 50 years. Approximately 60% statewide are now 40 years or older. In the Culpeper VDOT Construction District, 450 of the 1,693 bridges and culverts are located in Albemarle County. Of these, approximately 164 bridges and culverts (36% of the total) are at the end of their design lifespan and have not been reconstructed in the last 50 years. Planning and funding are needed to ensure that replacement bridges and culverts are not left to deteriorate and cause safety issues.

Objective 3: Continue to improve, promote, and provide regional multimodal and accessible transportation options.

Multimodal transportation planning in Virginia has continued to gain in importance over the years. The State defines multimodal transportation planning as:

“A coordinated system of roads, rails, ports, transit, bicycle, pedestrian and aviation resources that provides integrated and efficient options that meet citizen, visitor and business transportation needs.”

In addition to being a State priority, multimodal transportation has been a hallmark of the Charlottesville-Albemarle long-range transportation plan, including traffic demand management techniques. It is also a key principle in the [Neighborhood Model](#), as discussed in the Land Use for Development Areas Chapter. Providing regional multimodal transportation options featured prominently in the joint City-County policy recommendations in the Livable Communities Planning Project.

Albemarle County strives to promote transit-friendly, walkable, mixed-use communities that are served by multiple transportation modes. A connected, mixed-used community can reduce the number of vehicle miles traveled (VMT) and, thereby, improve citizens' health by reducing vehicle emissions. A reduction in VMT improves air quality by reducing the amount of greenhouse gases emitted by vehicles. Interconnected streets and alternatives to vehicular travel, like mass transit, walking, or biking also have the potential to improve or mitigate air quality problems by reducing VMT.

Multimodalism provides for:

- **Cost-Efficient Use of Public Dollars** which benefits travelers by moving people (not cars) while expending the same amount of money and optimizing the use of existing facilities instead of building new ones.
- **Energy Conservation** by reducing **emissions** through fewer and shorter vehicle trips.
- **More Transportation Choices** by providing alternate modes, times, locations, and route choices for travel.

- **Mobility and Opportunity Equity** by meeting transportation needs of low income, disabled, and other minority populations and providing more opportunities for getting to work, making connections, and career advancement.
- **Public Health** by creating a safer environment for walkers and cyclists, with fewer crashes and lower fatality rates, supporting active lifestyles through more opportunities for walking, and providing more access to a wider range of goods and services.
- **Economic Vitality** by providing greater accessibility for existing and future workforces, attracting businesses through more multimodal transportation choices for employees, and increasing property values by making places more accessible. Reducing time in commutes time equals money.
- **Reduced Congestion** by giving more modal choices reducing overall congestion and providing greater redundancy in network choices through other modes.
- **Quality of Life** by designing streets as places to spur social interaction, promoting pride in neighborhoods, spurring more “eyes on the street” for crime reduction, and facilitating a greater sense of community through more accessible places and corridors.

In addition to the objectives and strategies found in each local travel mode, the County should use the following strategies to promote multimodal and accessible transportation options at a regional level. These strategies were developed and recommended by the City and County Planning Commissions in their joint policy recommendations from the One Community project.

Strategy 3a: Continue to coordinate multimodal transportation planning among the City of Charlottesville, Albemarle County, and UVA.

As mentioned earlier, for many years, the CA-MPO, TJPDC and County have engaged in planning activities through the LRTP Transportation Planning among the City, the County and UVA has also involved the [Planning and Coordination Council \(PACC\)](#). For example, the 1994 Ivy Road Design Study was funded by all three entities and recommended pedestrian, transit, bicycle, and streetscape improvements.

Strategy 3b: Increase and expand transit network efficiency and use throughout the region.

An efficient transit network is a hallmark of a well-run transportation system. In order to have an efficient transit system throughout the Charlottesville and Albemarle region, transit planning must occur at a regional level, not solely focused on one locality or the other. Recommendations relating to transit are found later in this Chapter.

Strategy 3c: Create dedicated bicycle-pedestrian connections across physical barriers within the community.

There are many physical barriers that stand in the way of a good bicycle and pedestrian network. These barriers include:

- The Rivanna River at Pantops;
- The multi-lane travelways of Route 250 East and West;
- Interstate 64;
- Railroad tracks throughout the City and County;
- City and VDOT road system connection; and

- Multiple travel lanes on Route 29 North.

The City and County should strive to coordinate better pedestrian connectivity across City and County boundaries. This is particularly important when discussing pedestrian connectivity across physical barriers. The Livability project recognized this critical need and made it one of the top two priorities for the City and County to work together on.

Strategy 3d: Continue to provide community education about multimodal transportation options.

A regional multimodal system is a better way to connect people and places. Educating the public about multimodal transportation options helps the public understand the relationship among transportation, land use and air and water quality. Additional information on the benefits of multimodal transportation options can also help inform the public about incentives and benefits that could make it advantageous to use alternative forms of transportation.

Strategy 3e: Collaborate to strengthen intrastate and interstate rail and air transportation opportunities.

Air and rail transportation work together to serve the region's freight and passenger travel needs. The City and County Planning Commissions agreed that opportunities for improving rail and air transportation should be jointly pursued since improvement to both modes can benefit City and County businesses and residents.

Strategy 3f: Coordinate with developers and the City to provide and enhance multimodal connections between employment centers and areas of high residential density.

Connecting areas of high residential density with employment centers can help increase local transit ridership and other alternative forms of transportation. Increased transit ridership can help make transit services more economical to operate and reduce the automobile vehicle miles traveled, which helps improve air quality and reduce traffic. The County should support the expansion of transit service to areas of high employment and population growth.

Objective 4: Strengthen efforts to complete a local transportation system that includes access to pedestrian and bicycle facilities.

A complete local transportation system includes transit, sidewalks, pathways, bikeways, street lights in developed areas, and safe and convenient crosswalks. Pedestrian and bicycle access to these features is an important aspect of the County's overall multimodal transportation system. Pedestrian and bicycle access improvements can complement and enhance the mass transportation system by improving access to bus stops and places of economic activity. Providing an effective pedestrian and bicycle system can enhance the sense of community within developed or developing areas. Pedestrian and bicycle facilities can connect communities and encourage interaction within the area.

The County has several different types of pedestrian and bicycle facilities. These facilities may be part of VDOT's system or may be privately owned and maintained. Currently, there are on-road bike lanes on Hydraulic Road, Rio Road, Greenbrier Drive, Hillsdale Drive, Northfield Road, and Carrsbrook Drive, with off-road facilities on 5th Street/Old Lynchburg Road, and Fontaine Avenue.

The County's [Urban neighborhoods](#) have the majority of the locality's pedestrian facilities, which include sidewalks along Route 29 North, Rio Road, and Hydraulic Road, as well as some along neighborhood streets and trails. Asphalt sidewalk facilities, separate from but adjacent to roadways, exist along Georgetown Road, Fontaine Avenue, Avon Street, 5th Street Extended, and Old Lynchburg Road. Sidewalks also exist in the Town of Scottsville and in the Community of Crozet.

Strategy 4a: Continue to include bicycle lanes, bikeways, sidewalks, and crosswalks within new developments in the Development Areas. Provide amenities such as bike racks in employment and shopping areas.

Walking and biking connections are important parts of to a multimodal transportation network. Such connections are supported by Development Areas Master Plans and other regional long-range planning documents, including the MPO Long Range Transportation Plan, the Jefferson Area Bicycle, Pedestrian, and Greenways Plan, and the TJPDC Rural Long Range Transportation Plan. Master Plans often identify centers in Development Areas that serve as destinations for residents. The Master Plans show how bicycle and pedestrian accommodations can connect centers and other destination points.

Bicycle and pedestrian facilities benefit the County in multiple ways. They can remove barriers to mobility, broaden travel options for non-drivers, reduce conflicts between motorists and other road users, reduce automobile traffic, increase recreational activity and exercise, encourage non-motorized tourism, accommodate people with disabilities more effectively, and help create more livable communities. Improved pedestrian and cycling conditions can benefit everyone in the community regardless of how much they use non-motorized travel modes. It is important to provide amenities to encourage bicycle and pedestrian travel. Methods for securing bicycles at destinations should be provided in developments. If possible, shower and locker facilities should be provided at destinations to facilitate bike travel for commuting purposes.

Bicycling provides an alternative mode of transportation to vehicular travel. Bicycle travel is accommodated by on-road bicycle lanes that share lanes with vehicular traffic, and off-road paths and trails. Bicycles and pedestrians can share multipurpose paths; however, bicyclists should not travel on sidewalks for the safety of pedestrians and bicyclists. In addition to bicycle lanes and paths maintained by the State, a segment of the U.S. Bicycle Route System that extends from Virginia to Oregon is located in Albemarle County. Route 76 is one of two original U.S. Bicycle Routes.

Strategy 4b: Improve funding for an ongoing walkway, bicycle, and greenway construction fund in the Capital Improvements Program (CIP). Use all possible funding sources for the construction of walkways and bicycle facilities.

Public sidewalks are maintained by VDOT and are located within public rights of way parallel to a roadway. Sidewalks are intended for Development Areas only and are required on new streets in the Development Areas. Urban streets with curb, gutter, and a tree lawn located between the back of the curb and the sidewalk are expected. Sidewalks are most typically constructed by the private sector as a part of development projects, but they are also built by the County or State in conjunction with public projects. VDOT maintains sidewalks on State routes that have been built to VDOT's subdivision street standards. On State routes not built to VDOT standards, VDOT determines maintenance eligibility after study by the County and local VDOT Resident Engineer.

Funding for public sidewalks typically comes from state and federal programs. Private sidewalks are expected within the developments of non-residential, multi-family, and mixed use developments in the

Development Areas. Some privately owned and maintained sidewalks are located adjacent to the right-of-way in single-family developments; however, this is the exception rather than the rule. All privately owned sidewalks are built by the private sector and are maintained by the development owner or an owners association.

Improved local funding is needed to continue buildout of the planned infrastructure for the Development Areas. It is important to complete planned infrastructure improvements such as sidewalks, bikeways, and greenways in order to improve the quality of life in these areas. Improving the quality of life can, in turn, attract the desired density to the area.

Strategy 4c: Continue to implement recommendations for future bicycle and pedestrian projects as identified in adopted local and regional transportation plans and studies and Development Areas Master Plans.

In 2004, the TJPDC created the Jefferson Area Bicycle, Pedestrian, and Greenways Plan which contains recommendations for sidewalks, bicycle improvements, and proposed greenways for the City of Charlottesville, UVA, and Albemarle County. These improvements can also be found in Development Area Master Plans, the LRTP, and the RL RTP. As updates to the regional bicycle, pedestrian, and greenways plan are adopted, they will help guide future CIP projects, volunteer activities, and proffers from developers. When built, these facilities will help to improve mobility in the community and the region.

Strategy 4d: Study and evaluate methods to ensure long-term maintenance of street trees within the tree lawn areas of road right-of-ways.

The appearance of Albemarle County's roads and streets is often enhanced with landscape features such as trees and shrubs. Street trees are expected in the Development Areas to help enhance the streetscape and create a more inviting environment for walkers and bicyclists. Street trees have been planted in many of Albemarle County's newer developments in the Development Areas. VDOT does not maintain street trees within public road right-of-ways and most often a development's owner's association is responsible for maintaining street trees. Most of the trees have not reached maturity where they offer shade and canopy. As they mature, maintenance and replacement of street trees will be needed. A plan for ensuring maintenance and replacement of street trees is needed to ensure that the streetscape is both attractive and safe for the long-term.

Strategy 4e: Continue to use VDOT and railroad excess and/or abandoned right-of-way for multi-use trails.

Trails and paths provide off-road pedestrian access in both private and public developments. Multipurpose paths can accommodate cyclists, as well as pedestrians. Trails and paths are sometimes located within greenways and provide a recreational and transportation function. It can be difficult and costly to acquire new right-of-way for trails and greenways. Existing road right-of-ways that are not needed for their original purpose can and should be used for multi-use trails where they can create connections within the larger network. Railroad right-of-way may be available for other transportation uses; however, this type of use is not guaranteed and consent from owners or compensation may be needed.

More information on off-road trails and paths can be found in the [Parks and Recreation, Greenways, Blueways and Green Systems Chapter](#).

Objective 5: Continue to preserve the functionality of the roadway systems in Albemarle County and plan for and implement access management strategies.

Automobile travel is the primary transportation mode in the County and one of VDOT’s main transportation roles is to assure that roads and streets function adequately to support the movement of vehicular traffic. VDOT organizes roads into three categories: primary, secondary, and urban. Streets in the urban category belong to municipalities. Roads in the primary and secondary category are in counties and in towns which do not maintain their own streets.

There are 115 miles of primary roadways in the County, including:

Route 29	Route 250	Route 20
Route 53	Route 231	Route 6
Route 22	Route 151	Route 240

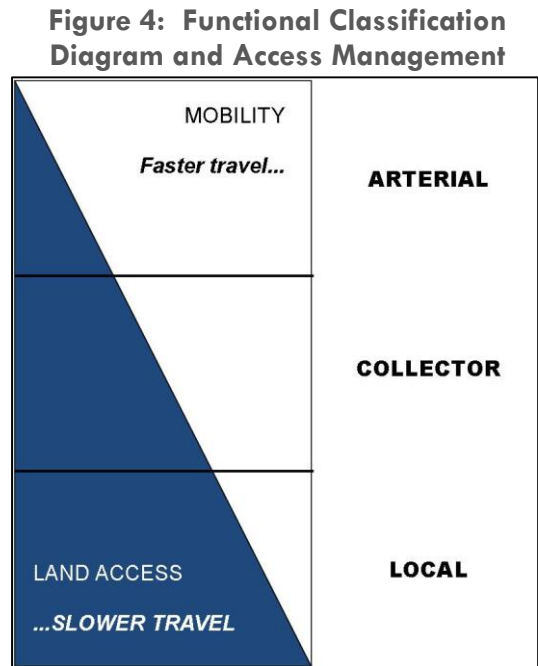
All of these primary roads are designated as Entrance Corridor routes, providing access to the County's and contiguous localities' historic districts and properties. Therefore, they are important not only for their transportation function, but also for their scenic and visual character. More information on [Entrance Corridors](#) and other scenic designations can be found in the [Historic, Cultural and Scenic Resources Chapter](#).

The majority of roads in Albemarle County are secondary roads. As of December 31, 2010, there were 870 miles of secondary roads in the County. Of these, 652 miles (75%) were hard-surfaced and 219 miles (25%) were unpaved rural roads.

Functional Classification of Roads

Each public roads is functionally classified as an arterial, collector, or local street according to the type of service it is intended to provide and its operational characteristics. Figure 4 shows the relationship between travel speeds and classifications of roads.

Arterial roads are large more heavily traveled roads and often thought of the main roads in an area. Collectors provide access to arterial roads, carry less traffic than arterials, and provide interconnections in the community. Local roads and streets are the least traveled thoroughfares and usually connect only to collectors. Many arterial roads are State primary roads, and some are collector roads. Secondary roads are mostly local and collector roads. Generally, routes within the Primary System are numbered under 600 and routes within the secondary system are numbered 600 and above.



Source: Albemarle County 2013

A roadway’s functional classification defines the role a given facility plays in the overall transportation network. The functional classification also dictates how many access points to residential and non-residential development may be provided. Functional classifications provide a guideline for managing a roadway’s through-traffic versus the provision of access to adjacent property.

In Albemarle County, functional classifications for local roadways that follow the Neighborhood Model was a concept discussed as part of the 2004 Crozet Master Plan and the 2011 Places29 Master Plan. The concept includes additional street types that are of a neighborhood scale, with reduced lane widths and emphasis on slower speeds. These street types complement existing federal functional classification used by VDOT. More information on Neighborhood Model street types may be found in the recommended guidelines for Setbacks, Sidewalks, and Urban Streets in the [Appendix](#).

Access Management

Access management is a planning tool that provides for more efficient roadways by consolidating or limiting driveways, entrances, and median openings along collector and arterial roads. It also enhances the functional capacity of intersections of roadways. Figure 4 also illustrates how traffic volumes and land uses are related. Roadways like arterials favor through-movement of traffic over direct access to property. Limiting property access on higher volume roads requires fewer access points or access from lower volume roads such as local or collector roads that intersect with the higher volume roads.

Access management regulations govern access and intersection spacing along all State-maintained roads. Access points are locations for potential vehicle conflicts as motorists enter, maneuver, and exit the roadway. Access management maximizes the effectiveness and safety of the roadway system as it relates to providing access to land adjacent to the roadway.

Important benefits of access management include:

- **Safety** - The implementation of good access management practices on a corridor can reduce vehicle crashes by 50% or more.
- **Mobility** - Spacing traffic signals at appropriate distances permits signals to be coordinated for optimized operation. Optimal signal spacing can reduce the need to increase a roadway's capacity by widening intersections and corridors.
- **Reducing conflicts with non-motorized modes** - Controlling the number and width of driveways reduces areas of exposure for pedestrians and bicyclists along a roadway.
- **Aesthetics** - By providing raised medians and reducing the width of driveways, more room is available for landscaped beds or decorative hardscape surfaces. Access management is appropriate for all roadway types, but the techniques employed depend upon roadway functional classification and context area.
- **Roadway function** - The highest level of access management applies to high-speed regional and community arterial roadways.
- **Land use context** - Greater access control is appropriate for higher order roadways in suburban areas, where operating speeds are highest. Conversely, a higher concentration of driveways is normally found in urban areas. However, the number of driveways should be moderated on main streets to reduce conflicts between motorists and pedestrians or bicyclists.

As Albemarle County continues to develop, access management techniques are increasingly important to maintain roadway efficiency and traffic safety because road improvements and expansions are very expensive. When access proliferates excessively, highways lose their intended function (i.e., quicker mobility) and capacity causing an increase in accidents. Arterial roads, originally designed to connect communities, instead become congested with local traffic, leading to delays and safety problems not only for motorized traffic but also for pedestrians and other non-motorized traffic.

Strategy 5a: As Development Areas Master Plans are updated, address access management strategies. When transportation studies or projects are planned in the Rural Area, ensure that access management strategies are addressed.

In 2008 and 2009, VDOT adopted new access management regulations. Since 2009, VDOT has been implementing access management standards for arterials, collectors, and local roads. Spacing standards for signals, intersections, and entrances were reduced for certain situations in 2011.

An Access Management Strategy Report was developed and adopted as part of the Places29 Master Plan and can be found in the [Appendix](#). The Report provides a series of strategies for managing access along Rt. 29 in Charlottesville and Albemarle. The strategies of this study were incorporated into the objectives and strategies found in the Transportation Section of the Places 29 Master Plan. The Places 29 Access Management Strategy Report is the only report currently adopted as part of the Comprehensive Plan.

Objective 6: Continue to provide safe, effective, and improved urban roads in the Development Areas while recognizing that multimodal opportunities help to improve road functions.

Roads in the Development Areas are expected to be “complete streets” that can accommodate and encourage pedestrians, bicyclists, and transit, in addition to cars. Complete streets make it easier to cross the street, walk to shops, and bicycle to work. They allow buses to run on time and make it safe for people to walk to and from bus stops, among other things.

Strategy 6a: Use and continue to implement Development Areas transportation planning recommendations as found in adopted local transportation planning documents and studies.

New development and redevelopment in the Development Areas rely on the recommendations of the Neighborhood Model which expects a more urban than suburban form of development. A detailed discussion of the [Neighborhood Model](#) can be found in the Development Areas Chapter and the [Neighborhood Model Design Guidance](#) found in the Appendix. Other local transportation planning documents include the [Development Areas Master Plans](#) and the [Recommended Guidelines for Setbacks, Sidewalks, and Urban Streets](#), all of which are in the Appendix.

Strategy 6b: Standardize a process and method to complete the major road network in the Development Areas.

Traditionally, most County roadway improvements have been limited to funding through VDOT’s six year plan programs (SYIP and SSYP) for both primary and secondary roads. However, the County has made a more concerted effort to fund the development of locally important proposed roads and to work with the development community to encourage them to participate in developing these roads. Examples of these projects include the connection of Commonwealth Drive to Greenbrier Drive, the construction of Hillsdale Drive-Branchlands Boulevard, and the construction of Berkmar Drive Extended, in which the County and developers shared construction costs. While progress towards completing the network will be incremental, the County needs to have a process in place that makes it easier to identify, prioritize, and find funding for projects to complete the transportation network in the Development Areas.

Objective 7: Continue to provide safe and effective transportation options while preserving the character of the Rural Area.

With their scenic and visual character, roadways in the Rural Area serve as gateways for people traveling to visit the County's rural resources, such as historic sites or wineries. Greater traffic volume and traffic safety on these roads is a concern of residents and drivers. Roadways in the Rural Area are shared by pedestrians, equestrians, farm vehicles, bicyclists, and automobiles.

Strategy 7a: In the Rural Area, continue to focus on safety improvements rather than on paving and widening rural roads. Consider rural traffic calming techniques to reduce speeding. Adhere to and implement the recommendations found in the Rural Road Design Standards.

The County expects that roads in the Rural Area will have a rural look and feel. Improvements to rural roadways that improve safety are encouraged, but, they should not be built or upgraded to increase vehicle speed, by adding lanes. Tactile improvements such as changing the texture on rural area roads from a smooth surface to a courser material can increase driver awareness of speed. Improvements such as making bridges visually distinctive would call attention to a stream crossing by providing a visual cue to slow down. Operational changes, such as adding roundabouts to rural intersections can improve safety by bringing vehicle speeds down, reducing crashes and moving traffic better than traffic signals. Roundabouts could also serve as a unique gateway to a rural area. More information on traffic calming and safety improvements on rural roads can be found in the [Reference Documents](#).

Strategy 7b: Except for agricultural and forestal purposes, continue to limit construction of new roads in the Rural Area, especially where road building would have an impact on or fragment natural habitats.

Road projects can negatively impact existing natural resources if not constructed carefully. Widening rural roads without appropriate drainage measures can increase soil runoff. Stream crossings can erode stream banks and culverts can interfere with aquatic life. Because natural resource protection is very important in the Rural Area, new road projects and road improvement projects should include measures that avoid degrading habitats or actively improve them. For example, if a new road must cross a migration corridor, wildlife tunnels can be designed and built to assist in habitat connectivity which can help to reduce habitat fragmentation and protect biodiversity of species.

Strategy 7c: Continue to pursue the Rural Rustic Roads Program as an alternative to the Pave-In-Place program for qualified roads that have been designated to be paved by the County.

The Pave-In-Place program is a VDOT program designed to pave low-volume unpaved public roads. However, the Pave-in-Place program is typically used for secondary road projects that may require more intense improvements, such as drainage and slope improvements and acquisition of additional right-of-way for safety improvements.

The Rural Rustic Roads (RRR) Program is a more environmentally friendly and less costly way to pave secondary roads than the Pave-In-Place Program. The RRR Program typically improves roadways (such as surfacing unpaved roads) between existing drainage ditches with very minor drainage and slope improvements, if any. The RRR program allows for safety improvements to be completed on rural roadways in a more cost-effective and timely manner without the need for disturbing significant amounts of land in the Rural Area.

Strategy 7d: Continue to provide and enhance rural transit opportunities for elderly and disabled residents. Enhance ridesharing opportunities.

Although the County's Growth management Policy is intended to provide improvements and services to the Development Areas, there continue to be residents in the Rural Area who need to travel to the Development Area for services. Expanding the use of transportation alternatives for residents with the most need in the Rural Area can help reduce traffic and vehicles miles traveled. For rural residents, such alternatives are critical for those that do not have reliable personal transportation. Improving transportation alternatives for Rural Area residents can include expanding para-transit services offered by JAUNT and creating more Park and Ride lots to encourage ride sharing to employment and population centers.

Objective 8: Continue to improve public transit service.

Public transportation in the Development Areas is provided through three separate agencies: Charlottesville Area Transit (CAT), the University Transit Service (UTS), and JAUNT, Inc. These three agencies often collaborate to improve services within the region, but each has their own service responsibilities and goals.

University of Virginia Transit Service (UTS)

UTS offers transportation and charter services to students, employees, and visitors to UVA. It operates six fixed routes throughout the calendar year with a focus on the academic year. UTS has three types of service: full, holiday, and commuter. UTS and CAT share multiple stops where transfers can be made between the two systems. Commuter routes serve parking lots, while charter service provides spectator transport during special events.

Charlottesville Area Transit (CAT)

CAT provides public transportation in Charlottesville and the urban neighborhoods of Albemarle County. The County participates in funding County routes. CAT operates seven days a week with some evening service and very limited service on Sundays. Routes that provide service in the County include:

- **Route 1**, which provides service to Piedmont Virginia Community College;
- **Route 3**, which provides service to the County Office Building on 5th Street Extended and Southwood Mobile Home Park;
- **Route 5**, which provides service to Walmart on Route 29 North;
- **Route 7**, which provides service to the Shops at Stonefield and Fashion Square Mall also on Route 29;
- **Route 8**, which also provides service to the Shops at Stonefield and Fashion Square Mall
- **Route 9**, which provides service to Fashion Square Mall from Greenbriar Drive and a small part of Rio Road;
- **Route 10**, which provides services to the Pantops area and Martha Jefferson Hospital on R 250 East; and
- **Route 11**, which provides service to CATEC, Fashion Square Mall, and neighborhoods in the Rio Road corridor.

Figure 5 shows the CAT service system map which reflects the current routes. These routes will change over time.

JAUNT, Inc. Paratransit Service

The City of Charlottesville and Albemarle County jointly fund paratransit service through JAUNT. JAUNT is a regional public transportation system providing fixed-route and demand-response service to the general public, agency clients, the elderly, and people with disabilities throughout Central Virginia including existing communities in Albemarle's Rural Area.

Other Transportation Providers

County residents are also served by private taxi services and inner city bus services, such as Greyhound Bus Lines which has a bus station on West Main Street in Charlottesville.

Strategy 8a: Continue to use the recommended improvements for public transit in local Development Areas Master Plans and regional transportation plans such as the Long Range Transportation Plan, the Transit Development Plan, and other studies to determine the location and timing for the provision of transit services.

CAT completed a Transit Development Plan (TDP) for FY 2012-2017 in 2011. The Virginia Department of Rail and Public Transportation (DPRT) require the TDP to identify public transit service and facility needs for six years and include public transit recommendations from the MPO Long Range Transportation Plan. At the request of the City, the TDP also included an extensive evaluation of the existing service characteristics and facility needs.

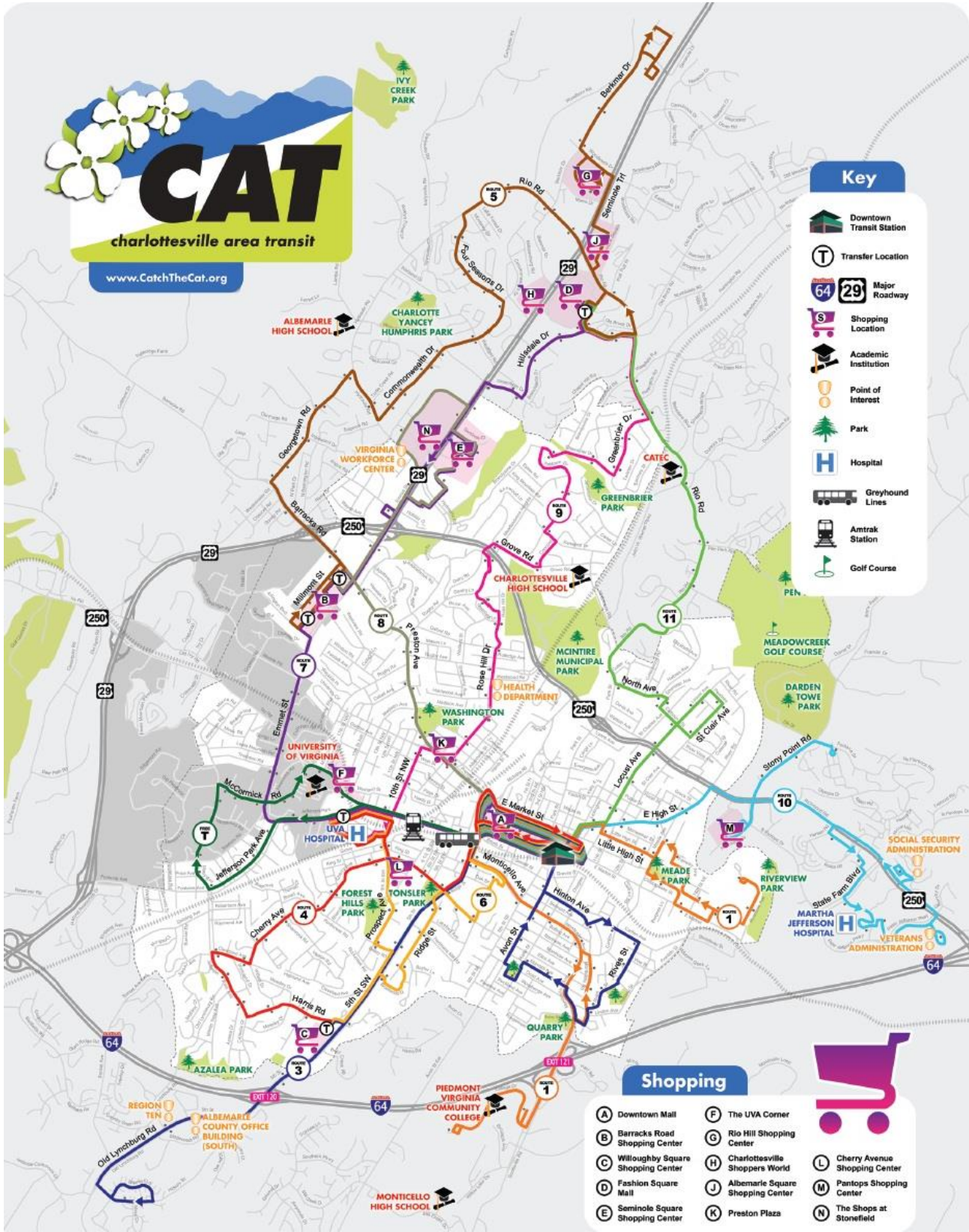
Strategy 8b: Continue to provide public transit service hours at nights and on weekends on appropriate routes to improve ridership and service. Continue to provide service to the Rio Road area, including service to CATEC and the residential neighborhoods along Rio Road.

CAT currently provides evening and weekend services (Saturday only) on several public transit routes that travel into the County. It is important to continue to provide bus service on night and weekends to serve people who work evening and weekend shifts. In addition, evening bus service allows those taking night education classes (such as at PVCC) to return home after classes end. Longer hours of operation increase ridership and ultimately make transit a more viable alternative.

Strategy 8c: Expand transit service to the Hollymead Development Area, Cedar Hill Mobile Home Park, south of I-64 on Avon Street Extended, and Route 250 West.

In March 2013, the City concluded the 2013 CAT Transit Study that built upon the efforts of the 2011 TDP. The 2013 study focused on identifying adjustments to existing fixed-route bus services by increasing ridership, improving service quality, and improving route efficiency. Some of the routes have been adjusted, a new route was added, but more services are needed in the future.

Figure 5: 2015 Charlottesville Area Transit Bus Routes and System



Source: www.charlottesville.org Transit Schedule

The Places 29 Master Plan addresses specific public transportation needs for the northern Development Areas. As population and employment continue to rise along the Route 29 North Corridor more regional and local transit options will be needed such as Bus Rapid Transit (BRT) for regional users and more local routes to address more localized needs. Current service extends to Wal-Mart on Route 29, but does not extend north of the Rivanna River.

The Southern and Western Neighborhoods Master Plan addresses specific public transportation needs for these Development Areas. Population densities are increasing in the Avon Street Extended and Route 20 area. In addition, PVCC is located nearby. While public transit is provided to PVCC, local service is not yet provided on Avon Street Extended or to Monticello High School on Mill Creek Drive. Service will be needed in these areas in the future.

Strategy 8d: Continue to recognize JAUNT as the primary public transportation provider for rural Albemarle County and the County's transportation disadvantaged.

Providing over 318,000 trips throughout its multi-county service area in Fiscal Year 2011, JAUNT serves to connect the Rural Area with the County's Development Areas and the City. For existing Rural Area residents who lack sufficient transportation, JAUNT provides an important service for access to employment and services in the urban area. The County should continue to recognize and support JAUNT's role in the provision of rural public transportation services and continue to maintain and improve existing levels of service provided to County residents.

Strategy 8e: Participate in the formation of a Regional Transit Authority (RTA) that is sufficiently funded to significantly expand transit service in the region with fast, frequent transit service along priority transit corridors.

In 2008, the TJPDC and Vanhase Hangen Brustlin (VHB) produced an RTA Plan. This Plan introduced a series of service and capital expansions that included high speed, priority transit along Route 29 North, expanded service in the Pantops area, and circulator routes to serve neighborhood business centers, such as the Hollymead Town Center and farther south in the heart of the Route 29 North commercial area. Implementing the Plan necessitates formation of an RTA, which has been explored by the City of Charlottesville and Albemarle County since 2006. An RTA would require both localities to fund, manage and govern the transit system. In February 2009, the General Assembly approved the necessary enabling legislation for the formation of the RTA but did not approve the funding-option legislation associated with the initiative. Thus, the City and the County can form an RTA, but the RTA cannot fund its own projects. With the creation of an RTA, Charlottesville Area Transit could expand both its route network and the frequency of service on existing routes.

Objective 9: Continue to implement travel demand management strategies.

One of the most cost-effective means to improve transportation system performance is to make the most of capacity. For example, highways have a fixed capacity that is over-utilized at some times of the day and under-utilized at others. Transportation Demand Management (TDM) strategies, which reduce congestion by providing incentives for commuters to take transit, carpool, and travel at non-peak periods, can boost system performance without adding highway capacity.

TDM seeks to reduce travel demand by reducing the emphasis on single-occupant vehicles and by redistributing transportation demand in space or time. TDM strategies can include biking and walking, carpooling & vanpooling, using Park and Ride lots, and riding transit.

Strategy 9a: Continue to work with the MPO and JAUNT to develop a regional system of Park and Ride lots.

Park and Ride lots offer commuters opportunities to connect with others traveling to a same or similar destination. There are nine Park and Ride lots within the Development Areas and two in the Rural Area. They are located at:

- Maple Grove Christian Church
- Peace Lutheran Church
- Mountainside Senior Living
- Pantops Shopping Center
- Avon Street Extended
- Scottsville at the Scottsville Market
- Forest Lakes North (Health Services Center)
- Wal-Mart South Lot
- Darden Towe Park
- US 29 South and I-64 at Teel Lane
- Route 20 Keene at Piedmont Veterinary Service

The Park and Ride lots offer varying degrees of formality and amenities. Several of the lots are owned and operated by VDOT and include lighting and trash cans. Other parking lots are gravel strips along VDOT right-of-way at major intersections. Most of the Park and Ride lots exist at private facilities through agreements with the property owners. Increasing the number of such facilities will improve opportunities for commuters to rideshare into Albemarle and Charlottesville for jobs.

Strategy 9b: Continue to contribute to and participate in ride sharing services.

RideShare is a program of the Thomas Jefferson Planning District Commission, which works to reduce traffic congestion and increase mobility throughout the City of Charlottesville and the Counties of Albemarle, Fluvanna, Greene, Louisa, and Nelson by promoting alternatives to the single occupant vehicle. Its services include car and vanpool matching, referrals to transit providers, inventory, marketing, developing Park and Ride lots, operating the Guaranteed Ride Home Program, and promoting bicycle and pedestrian transportation. This program continues to expand and most recently has implemented a SchoolPool program to assist schools with the traffic congestion that frequently occurs in their lots. RideShare is also an active participant in the Commuter Information Team (CIT), which includes RideShare, CAT, JAUNT, UTS, and Greene County Transit. RideShare is a formalized program to encourage carpooling. Carpooling is one of the best ways to reduce individual vehicles miles traveled.

Strategy 9c: Continue to work with area employers through the MPO to encourage development of ridesharing and vanpooling programs and transportation demand reduction programs. Encourage development of ridesharing and transportation demand reduction programs as part of rezonings and parking lot requests for major industrial, office, and commercial development projects.

Ridesharing is the most significant contribution individuals can make to reduce vehicular emissions and reduce the need to widen roadways. At times, however, individuals need incentives which can be provided by major employers. At present, some employers assist with vanpooling, such as State Farm Insurance in the Pantops Development Area. The IRS provides for certain tax benefits for employers that use vanpools. County and MPO staff involvement in assisting employers to encourage ridesharing can help to create ways to retain road capacity.

Objective 10: Continue to support air transportation planning and participation in the Charlottesville-Albemarle Airport Authority.

The Charlottesville-Albemarle Airport (CHO) is the only commercial service airport in the region and is located in northern Albemarle County west of Route 29 at Routes 649 and 606, approximately eight miles north of Charlottesville. Service began at CHO by Piedmont Airlines in 1955. Since then, the facility has grown to include a 60,000 square foot terminal facility with modern customer amenities offering onsite rental cars, ground transportation, and food service. General aviation facilities include an executive terminal offering a full-service, fixed base operation, flight schools, and aircraft charter firms. The number of passengers departing from CHO on commercial flights continues to grow, from just over 65,000 passengers in 1980 to over 230,000 in fiscal year 2012, as seen in Figure 6.

Figure 6: Passengers departing on Commercial Flights at CHO

Year	Passengers
1980	65,620
1990	132,432
2000	165,938
2010	197,776

Source: Charlottesville Airport 2012

The benefits of air travel to Albemarle County and the region include being an efficient means of long distance travel for residents, as well as a method for assisting in travel demand management between localities. Recent improvements to the roadway network around the airport have improved its accessibility. An improved roadway network allows for a future transit connection to the Airport. Transit would connect County and City residents to the airport and other regional activity centers, which is an important step in connecting different modes of Albemarle County's multimodal transportation system.

Strategy 10a: Continue to participate in the Charlottesville-Albemarle Airport Authority.

The County recognizes that the Airport Authority is responsible for the management, planning, and expansion of the Charlottesville-Albemarle Airport facilities. The airport is a driver for economic development and tourism in the County and region. It is also important for those traveling to events at UVA. The County and the Airport Authority should coordinate long-term land use and development plans for the airport area to ensure compatibility of uses and the continued viability of the airport.

The Airport has maintained a master plan for facility development since 1972. The Federal Aviation Administration (FAA) requires an airport to maintain a master plan in order to be eligible to receive grant-in-aid funding through its airport improvement program. There are no set guidelines from the FAA on how often an airport master plan should be updated. Each master plan includes forecasts of aviation activity that are applicable for 5, 10, and 20-year periods. Historically, CHO has conducted an update every 10-12 years.

Strategy 10b: Continue to participate in updates and revisions to the Charlottesville-Albemarle Airport Master Plan in order to ensure land use coordination.

The purpose of the Charlottesville-Albemarle Airport Master Plan adopted in 2004 is to provide the Charlottesville-Albemarle Airport Authority with useful, understandable information and guidance to develop and maintain a safe and efficient airport. It also provides the FAA and the Virginia Department of Aviation with information concerning the planned development at CHO. The Charlottesville-Albemarle Airport Master Plan is a comprehensive planning guide that ensures CHO remains a safe, efficient, and environmentally sensitive air transportation facility, while serving the growing needs of air travelers throughout the region. The Airport Master Plan notes that the vast

majority of customers reach the airport by car. This fact emphasizes the importance of the street system that serves the airport. Traffic delays on the access roads (Route 29 North, in particular) have an impact on the convenience of using the airport and, therefore, its economic vitality. Maintaining a predictable, reasonable travel time from the population and employment centers in the City of Charlottesville and Albemarle County to the Airport is vital to its continued success.

Additional information about the transportation network serving the airport may be found in the Route 29 North Corridor Transportation Study Final Report, dated August 18, 2008, including the eleven Technical Memos all of which may be found in the Places29 Master Plan.

Objective 11: Continue to support rail service for passengers and freight.

Passenger and freight rail service are available in north-south and east-west directions throughout the region. Rail access is an important component of the County's overall transportation system as a complement and supplement to other transportation modes. It is especially important to industrial activities.

Tracks owned by two Class I freight railroads intersect at Charlottesville's West Main Street Station-Norfolk Southern's north-south Piedmont mainline and CSX's east-west line, which is leased and operated by Buckingham Branch Railroad, a local short line railroad.

The rural long range transportation plan states that railways are becoming a more significant means of transportation goods and commodities safety and effectively through our region. An expanded freight railway system can help ease congestion on roadways. While trucking continues to be the primary mode of transporting goods in Albemarle County, continued congestion along Route 29 North and other key routes can decrease business efficiency and the County's economic competitiveness.

Freight Rail

Two freight railroads, CSX and Norfolk Southern, provide service to major consumer markets in the North, South, and Midwest. CSX and Norfolk Southern Railroads provide a network of approximately 20,000 miles of track in 22 states and the District of Columbia and serve every major container port in the eastern United States. North to south freight rail service is provided by Norfolk Southern Railroad, while east to west freight service is provided by CSX Railroad. The Buckingham Branch Railroad company leases the CSX railroad and operates trains on the CSX tracks through Albemarle County and the City of Charlottesville. A second CSX route roughly follows the James River in southern Albemarle County. Presently no freight originates or is received in Albemarle County. Freight rail service supports businesses and economic development efforts of the County. Information on the need for ensuring that hazardous freight is appropriately managed can be found in the [Community Facilities Chapter](#).

Passenger Rail

The Albemarle–Charlottesville region is a growing marketplace for passenger rail. The 2013 Virginia General Assembly passed a transportation funding bill (HB2313) that includes more than \$500 million over the next decade for intercity passenger rail.

Ridership at the Charlottesville West Main Street Passenger Rail Station grew from 52,546 in FY 2009 to 127,524 in FY 2012. Intercity passenger service for Charlottesville is provided by the National Railroad Passenger Corporation (AMTRAK), which took over the Southern Crescent route through Charlottesville in 1979 and continues to offer daily round trip service on the AMTRAK Crescent between New Orleans and New York, including stops in Greensboro, North Carolina, Atlanta, Georgia, and Birmingham, Alabama, among others.

AMTRAK also provides long distance service three days a week on the Cardinal line between Chicago and New York, including stops in Staunton and Clifton Forge in Virginia, White Sulphur Springs (the Greenbrier) and many others in West Virginia, and also stops in Kentucky, Indiana, and Cincinnati, Ohio on its journey west.

Both of these long-distance routes also link the region to Washington, D.C. and the Northeast Corridor, including stops in Baltimore, Philadelphia, Trenton, and New York City's Penn Station. On both routes, more passengers board and alight in the Charlottesville area than at any other station in Virginia.

In addition to the two long distance routes, AMTRAK provides daily roundtrip service on the Northeast Regional between Lynchburg and Washington, DC. The service, which began in October 2009, is the first State-supported intercity passenger train in modern Virginia history. It offers one-seat service between the Charlottesville-Albemarle area and Washington, New York, and Boston, and includes intermediate stops in Culpeper, Manassas, Alexandria, Baltimore, BWI Airport, Philadelphia, Newark, NJ and New Haven, CT, among others.

Factors such as increasing congestion on the Route 29 corridor, a growing tourist market, a thriving business community with strong connections to the Washington, D.C. area, and a growing population of seniors who may prefer the safety and convenience of rail travel over driving, all contribute to the growing desire for passenger rail service.

Strategy 11a: Provide support for the Charlottesville passenger train station in order to accommodate future demand by Albemarle County residents.

A significant long-term problem is the limited size of the Charlottesville station waiting area, as well as the absence of boarding platforms and sheltered boarding areas. Charlottesville's limited station size is a factor potentially affecting the future growth of passenger rail for this area. As many as 200-350 passengers might board the Northeast Regional in Charlottesville on a busy day, yet the waiting area, with its 37 seats and 110 person occupancy limit, can comfortably accommodate only about 75 people. Albemarle County should support the upgrade of the Charlottesville train station and, as appropriate, help to secure funding from available sources to support the future growth of passenger service. Funding through a combination of federal, State, and local grants has aided communities in upgrading their train stations. AMTRAK's Great American Stations Project provides design and engineering services, as well as grants to aid communities in upgrading their stations.

Strategy 11b: Participate in studying the benefits of increased passenger train frequencies that can assist with ridership growth in the Albemarle-Charlottesville region, as well as extended service to the Roanoke area.

To accommodate the anticipated growth in ridership for the Albemarle-Charlottesville region and to support the extended service to Roanoke, additional train frequencies may be needed. While the County will not be actively involved in increasing ridership, the County can provide assistance in promoting rail travel and in encouraging the Virginia Department of Rail and Public Transportation (DPRT) to study the future demand for, and feasibility of, additional service for the Charlottesville and Lynchburg corridor.

The AMTRAK Crescent and Cardinal routes typically run at capacity, and the Northeast Regional route often requires that AMTRAK add two or three coach cars daily to accommodate demand. At least one additional frequency, preferably at an earlier hour for travelers who need to arrive in Washington,

D.C. before mid to late morning, is needed. An earlier train would accommodate business, university, and defense-industry travelers for whom the existing schedules are not well-suited. This also would encourage the use of rail for recreational or business day trips to Washington, D.C., further removing cars from Route 29 North. A daily mid-afternoon train would also be a popular addition for overnight or weekend trips to Washington, D.C. and travel to the Northeast, especially for students, recreational travelers, and tourists.

Strategy 11c: Participate in a study of a new east-west passenger train route through the Albemarle-Charlottesville region.

A possible new passenger route could be developed for Charlottesville that could serve both daily commuters from the West and northbound travelers to Washington, D.C. and the Northeast. The proposed route would begin each morning in either Harrisonburg or Staunton and follow the Cardinal route on the Buckingham Branch line to Charlottesville, with intermediate stops in Waynesboro and Crozet. From the Charlottesville area, the train would continue east on the Buckingham Branch line, making stops in Gordonsville and Orange before switching to the Norfolk Southern Piedmont line (Route 29 North) for the trip North to Washington, D.C. and the Northeast Corridor. A feasibility study by AMTRAK for enhanced service to Charlottesville should include a study of this route. This route has the added advantage that millions of dollars of public investment have already been made by DRPT on the Buckingham Branch line, in part to facilitate the faster movement of AMTRAK's Cardinal trains. Studying a new east-west route would show how much the County's economic development and tourism efforts can improve with increased passenger service.

Strategy 11d: Support extending rail service from Charlottesville to Roanoke.

The City of Roanoke has not had passenger service since 1971 and is the last remaining major urban area in Virginia without passenger rail. Both AMTRAK and the Virginia Department of Public Transportation are working to close that gap. DRPT's 2008 Statewide Rail Plan and Draft 2013 Updated Rail Plan both call for extension of the Lynchburg-Washington, D.C. service to Roanoke. When completed, the Roanoke extension may give Albemarle County passengers direct service to Roanoke and the Shenandoah Valley. The County should support this new passenger rail service to improve the County's economic development and tourism efforts.

Strategy 11e: Continue to implement railroad improvement at intersections with roadways and trails by adding adequate safety devices for passage across the tracks using grade-separated intersections where possible.

Rail service can result in conflicts with pedestrians and automobiles at crossing points. Also, hazardous materials are transported daily along railroad lines. Safety records show that railroad shipment of such material is by far safer than shipment on highways. The shipment of hazardous material further increase the importance of railroad crossing improvements, such as the installation of warning devices to minimize potential collisions.

Railroad-highway crossings at-grade are the responsibility of VDOT and, therefore, are addressed in the Six Year Improvement Plan (SYIP) process. Grade-separated crossings, whether underpasses or overpasses, are preferable to at-grade crossings. Grade separated crossings and bridges are generally the responsibility of the railroad involved. Working with the railroad companies and VDOT is important to find ways to improve safety of railroad crossings.

Page intentionally left blank.



Source: Albemarle County Parks and Recreation 2013

**PARKS AND
RECREATION,
GREENWAYS,
BLUEWAYS,
GREEN SYSTEMS**

GOAL:

Albemarle will have a system of high quality parks and recreational facilities throughout the County that is interconnected by greenways and paths.

Page intentionally left blank.

VISION:

Albemarle County envisions a community with abundant natural, rural, historic, and scenic resources • healthy ecosystems • active and vibrant development areas • a physical environment that supports healthy lifestyles • a thriving economy • and exceptional educational opportunity for present and future generations.

Relationship to the Vision

Vibrant communities are places where residents enjoy living. Key components of enjoyable places are parks and recreational areas located within a short walk from homes and work. Greenways in natural areas help connect places and, when complete with trails, can provide an alternative to driving. Parks and play areas provide places for school children to play and adults to enjoy the outdoors. In the Rural Area, parks preserve natural and scenic beauty. All of these things are important to the economy because of their strong contribution to quality of life for existing and new County residents.

Parks and Recreation, Greenways, Blueways, and Green Systems

Introduction

Parks, recreation, greenways, and blueways, and natural areas are resources that work together to create the County's green systems. Green systems are the interconnected features of vegetated critical slopes, streams and stream buffers, wetlands, floodplains, parks, trails, and recreational amenities that provide a variety of benefits to residents and preserve the natural environment. Parks and recreation facilities provide people with formal and informal places to be physically active, socialize, relax, build community, and connect with the natural world. They make the County's Development Areas attractive places to live and work. Rural parks provide places for residents to enjoy nature and the scenic beauty of Albemarle County's outdoors. Green systems also provide environmental benefits, such as protection of sensitive natural features, buffers between built and natural environments, and wildlife habitat.

Greenways, blueways, and other green systems add value to our County by connecting residents and visitors to parks and other popular destinations throughout the region. Greenways can add economic value by increasing property values, tourism, and recreation-related revenues. In addition, greenway paths can offer transportation alternatives by connecting homes, workplaces, schools, parks, and attractions through transportation corridors that link centers and neighborhoods. The protection of sensitive natural areas, especially riparian areas, also protects people and property from flood damage by buffering the natural floodplains along rivers and streams.

Albemarle County is committed to provide a high quality system of public parks, recreation facilities, and recreational programming to meet the needs of County residents. The County's high quality public parks must be responsive and adaptable to a growing population with changing user demands and interests. Parks and recreational amenities must reflect the broad range of values and services needed by the general

public. A high quality parks system also requires standards and guidelines for operations, maintenance, development, and acquisition. Parks should also be safe, enjoyable, and provide for meaningful use by all sectors of the general public.

The goal and objectives in this Chapter are to be achieved on public lands, and voluntarily on private lands. Standards for parks, greenways, blueways, and trails are found in the Parks and Recreation Appendix. Proposed locations for greenways and greenway trails, places for greenway crossings over rivers, and access points are found later in this Chapter. More detailed information is provided in the [Appendix](#).

Existing Facilities

Parks and recreation services are managed by the County Parks and Recreation Department. The Department offers over 75 different programmatic activities each year. The City of Charlottesville's parks and recreational facilities are available to County residents; Pen and McIntire Parks are two of those most frequently visited. County parks are also used by City and other residents. Private facilities within residential developments, as well as on the UVA campus, also play a vital role in meeting the recreational needs of County residents. Facilities belonging to these groups provide many of the area's privately owned tennis courts, basketball courts, tot lots, swimming pools, and other recreational facilities. County and State parks are listed in Figure 1. Current recreational programs at County parks are found in the [Reference Documents](#).

National and State Parks

The National Park Service maintains Shenandoah National Park, which is owned by the Federal Government and is located in the Rural Area along the County's western boundary with Augusta and Nelson Counties. Skyline Drive, which is an extension of the Blue Ridge Parkway, runs the length of Shenandoah National Park; it is the only north-south public road through Shenandoah National Park.

The Appalachian Trail runs through the western portion of Albemarle County, primarily through the Shenandoah National Park. The Trail is a 2,175-mile long unit of the National Park System that gives opportunities for visitors to traverse and experience a wide variety of wild, scenic, natural, and pastoral settings that represent the landscape of the Appalachian Mountains. A public-private partnership, the Appalachian Trail Conservancy, is engaged in the conservation and management of this nationally significant resource. The Trail is an existing National Scenic Trail and affords opportunities for backcountry recreation and long distance hiking. It also incorporates a legacy of natural and cultural resources.

A future State park, Biscuit Run State Park, will be developed south of Interstate 64. The County has been a major participant in developing the master plan for that park. The land for Biscuit Run State Park contains over 1,200 acres of woodlands, streams, and mountain views and is located in the County's Southern urban neighborhood. It is identified as an area for future study on the Greenway Plan.

Existing County-owned Parks

County-owned parks are categorized as follows:

- **Pocket Parks** are small parks in neighborhoods in the Development Areas with a size of 1/4 acre to 5 acres. The use of the park depends on the size and location. Larger pocket parks are expected to have playgrounds with play equipment.
- **Neighborhood Parks** are parks of 5 – 25 acres in the Development Areas. Playgrounds, play equipment, and recreational amenities are expected. Playing fields are expected in larger

neighborhood parks. Neighborhood parks should be located such that nearby residents have no more than a 15-minute walk to the park.

- **Community Parks** are parks of 25 – 50 acres. When located in the Development Areas, they can be walked to by residents of nearby neighborhoods. However, the service area for a community park is larger than that of a neighborhood park and many patrons will need to drive, ride a bus, or bicycle to the park.
- **District Parks** serve different parts of the County and are typically located in the Rural Area. Park size is expected to be 50 – 100 acres with a service area radius of up to 10 miles.
- **Regional Parks** have over 100 acres and serve all County residents. These parks have a service area radius of up to 25 miles.
- **Trail Parks** have no size standard, may be found in the Development Areas and the Rural Area, are available for hiking, walking, and bicycling, and are most often associated with greenways.

Details on expected features in each park are found in the [Appendix](#). In addition to listing existing parks in the County, Figure 1 provides a list of parks by acreage and classifications. Most of the public parks are located in the County's Rural Area where almost 4,000 acres of land is preserved in the Rural Area Parks.

The Development Areas have only 3 public parks, but there are many residential developments with private parks and amenity areas. The Crozet Park in Crozet is owned by the Community, but the County has participated in building several features of the park which it also maintains. These include 3 baseball fields and 1 soccer field. Additional improvements may be made in the future. Several new public parks and greenways have been proffered by developers during rezoning of land and they will be publicly available in the future.

New Park Facilities

There is a fundamental difference in the expectations for parks, recreational facilities, and green systems in the Development Areas and in the Rural Area. In the Rural Area, the County seeks to create scenic recreational areas or provide trails and trail parks in areas with significant resources (mountain ridges, stream valleys, and wildlife habitat). In the Development Areas, where growth and development is expected, smaller parks and preserved natural areas are expected. These places are shown on the Development Area Master Plans and designated as parks and green systems. Important environmental resources are to be preserved. In addition, other amenities, such as neighborhood parks, playgrounds, playing fields, indoor sports and recreation facilities are expected in Development Areas. New public neighborhood parks will be needed where there are no privately owned parks and amenities available to residents.

Parts of the Rural Area are not currently served by County park facilities, and eventually parks are to be located to serve all geographic areas of the County. However, as indicated in the Growth Management Policy, the **residents of the outlying Rural Area should not anticipate a level of park service that is equal to that provided in and around Development Areas**. The County expects that parks and green systems will be designated, developed, and maintained in accordance with the guidelines, standards, and locations shown on the Development Area Master Plans and as indicated in this Chapter. A list of new parks and park improvements may be found in the [Appendix](#).

Figure 1: Parks in Albemarle County by Type and Acreage

Name	Park Classification	Acres
Dorrier Park	Pocket Park in Scottsville	2
Yancey ES	Park at School in RA	6
Murray HS	Neighborhood Park	6
Stony Point ES	Park at School in RA	9
Broadus Wood ES	Park at School in RA	10
Woodbrook ES	Neighborhood Park	11
Red Hill ES	Park at School in RA	12
Cale ES	Neighborhood Park	13
Simpson Park	Park in RA	13
Scottsville ES	Neighborhood Park	14
Meriwether-Lewis ES	Park at School in RA	14
Burley MS	Neighborhood Park	16
Agnor-Hurt ES	Neighborhood Park	17
Crozet ES	Neighborhood Park	19
Murray ES	Park at School in RA	20
Stone-Robinson ES	Park at School in RA	22
Charlotte Humphris Park	Community Park	25
Hollymead ES/Sutherland MS	Community Park	30
Brownsville ES/ Henley MS	Community Park	40
Baker-Butler ES	Community Park	45
Walton MS	Community Park	46
Monticello HS	District Park	58
Western Albemarle HS	District Park	66
Buck Island Park*	Regional Park	112
Darden Towe Park	Regional Park	113
Albemarle HS/Greer ES/ Jouett MS	Regional Park	186
Totier Creek Park	Regional Park	209
Ivy Creek Natural Area	Trail Park	215
Beaver Creek Lake Park	Regional Park	219
Chris Greene Lake	Regional Park	253
Heyward Park	Trail Park	340
William S.D. Woods Heritage Preserve	Regional Park	410
Mint Springs Valley Park	Regional Park	520
Walnut Creek Park	Regional Park	525
Preddy Creek Trail Park	Trail Park	571
Patricia Byrom Forest Preserve Park	Trail Park	600

Source: Albemarle County Parks and Recreation Department 2015

Objective 1: Preserve and maintain important natural areas, rivers, and lakes in County-owned parks in the Development Areas and the Rural Area, in parks jointly owned with the City, and in City-owned land surrounding drinking water reservoirs in the County.

The County owns and maintains a large amount of public park land. Some of the parks are in the Development Areas and some are in the Rural Area. Two parks are jointly owned with the City of Charlottesville. Rural Area parks contain many natural features and important environmental resources.

Strategy 1a: Continue to preserve and maintain the County's Rural Area parks: William S.D. Woods Heritage Preserve, Beaver Creek Lake Park, Chris Greene Lake Park, Heyward Park, Mint Springs Valley Park, Patricia Ann Byrom Forest Preserve, Preddy Creek Trail Park, Totier Park, and Walnut Creek Park.

The County Parks and Recreation Department maintains these nine large, natural area parks comprising a total of 3862 acres. The parks range in size from 209 acres to 600 acres; they preserve water resources and provide valuable habitat for plants and animals. Some of the rural parks provide opportunities for active recreation, others for passive recreation, and a few provide for both. These important County-owned facilities provide walking trails, scenic views, and resource preservation and should be maintained for current residents and preserved for future residents.

Strategy 1b: Continue to maintain and enhance existing smaller parks and recreational facilities in the County.

In addition to the large Countywide parks described in Strategy 1a, the County owns and maintains Humphris Park and Darden Towe Park in the Development Areas, Dorrier Park in Scottsville, and Simpson Park in the Rural Area. The County also considers the outdoor recreational facilities of County schools as parkland and maintains these facilities for public use outside of school hours. The County should continue to assist with maintenance of these facilities since they contribute to the high quality of life experienced by County residents who use these smaller parks and the recreational programs offered in them. As the Development Areas continue to build out, more emphasis may be needed on indoor facilities and programs.

Livability Project

Charlottesville and Albemarle County will continue to provide a system of high quality public parks, recreation facilities and programming to meet the needs of all residents of the community. To do this, the County will:

Share community visions

- Explore shared-use facilities as a first option when contemplating new or replacement recreation facilities within either jurisdiction.
- Explore the possibility of a Regional Park Authority to manage shared resources including, but not limited to Ivy Creek Natural Area and Darden Towe Park.
- Develop and implementing a shared vision for parks, trails, and recreation opportunities associated with the Rivanna River.
- Work with the Virginia Department of Conservation and Recreation (DCR) to develop a shared vision for recreation opportunities associated with Biscuit Run State Park.

Encourage healthy choices among all of our residents.

- Create multi-modal connections to and between parks and recreation areas and employment centers.

Coordinate shared parks and recreation resources.

- Utilize existing Needs Assessment documents to initiate a dialogue on meeting recreation needs.
- Evaluate existing user fees associated with all parks, facilities, and programs to explore reciprocity programs.
- Coordinate with UVA to identify both active and passive recreation opportunities that may be shared with the larger community.
- Create a common City-County park, recreation and programming "amenity matrix," and an associated map of amenity locations.
- Create a regional plan to address need for additional recreational fields.

Standards for parks and recreational facilities found in the [Appendix](#) should be used when new facilities are proposed and existing facilities are upgraded.

Strategy 1c: Continue to allow and manage recreational uses of drinking water reservoirs and adjacent public land only as incidental uses to the primary function of water supply and in such a manner as to prevent cumulative impacts that may impair that primary function.

The County's water supply reservoirs and adjoining land are used for various active and passive recreational purposes. These uses are considered incidental to the reservoirs' chief function of providing a source of public drinking water. Beaver Creek Reservoir, Totier Creek Reservoir, and Chris Greene Lake are managed for public fishing and picnicking by the Parks and Recreation Department. Chris Greene Lake also has a public swimming beach. The South Fork Rivanna Reservoir is utilized for competitive and community rowing by UVA-affiliated and community rowing organizations. The South Fork Reservoir is also used extensively for fishing and canoeing.

Land around the drinking water reservoirs is also used recreationally. Two boat ramps currently exist (South Fork Rivanna Water Treatment Plant land and the Route 676 Bridge), although fishing and boating access at these sites is accepted rather than actively managed. The Ivy Creek Foundation has developed a system of hiking trails on land surrounding the Ragged Mountain Reservoir. Finally, the land adjacent to and upstream from the Sugar Hollow Reservoir, owned by the City of Charlottesville and Shenandoah National Park, is heavily used for hiking, fishing, and mountain biking.

Sections 11-200 through 11-306 of the Albemarle County Code contain some regulations for recreational use of waters owned or controlled by the County and use of water supply reservoirs managed by the Rivanna Water and Sewer Authority (RWSA). The regulations pertain to boating (prohibition of internal combustion engines in most cases), prohibited uses on reservoirs (swimming, hunting, camping, and other uses specific to each reservoir), vehicular traffic, and hours of operation. Section 11-300 states that permits pertaining to recreational use of reservoirs and reservoir land addressed in the Code are to be administered by the RWSA.

As recreational demand increases in, or adjacent to, water supply reservoirs, it will be necessary to adhere to the County's policy that, most importantly, provides for the continued protection of reservoirs and adjacent public land for their principal water supply function. As long as current recreational demands do not compete with the primary use of the reservoirs for water supply and activities do not degrade the resources, recreational use can be compatible with the drinking water reservoirs. Decisions regarding recreational uses on reservoirs should be consistent with the Growth Management Policy. Restoration of areas previously degraded from over-use should also occur.

If recreational demands become so great as to threaten the public water supply or result in confusion over the appropriate level of recreational use, the County should take a lead role in developing a recreation and water supply protection plan for each reservoir. Each plan should address incidental recreational uses of drinking water reservoirs and adjacent public land. This effort should be coordinated with the RWSA, the City of Charlottesville, Shenandoah National Park, and other relevant agencies.

Strategy 1d: Work with the City and the RWSA on ways to make City and RWSA owned land around reservoirs in the County’s Rural Area available for greater public enjoyment of these natural areas and resolve misuse of resources

Ragged Mountain Reservoir and Sugar Hollow Reservoir are public water supply reservoirs that are owned by the City but located in the County. Land surrounding these reservoirs provides important habitat and natural areas. Joint work among the City, RWSA, and County could help enhance access so that the public can enjoy these natural areas.

At present, these City-owned areas are not developed for public use. However, residents and non-residents are currently overwhelming this resource. Unmanaged parking is causing safety concerns and erosion. Emergency service to Sugar Hollow is often impaired by the quantity of vehicles. Sugar Hollow Road is not sufficient for the volume of traffic travelling to Sugar Hollow Reservoir. Because Sugar Hollow is a drinking water supply reservoir, protection of the resource is essential for public health. Issues related to Sugar Hollow Reservoir should be resolved through cooperation and collaboration with City officials and the National Park Service.

Strategy 1e: Preserve important natural areas shown on the Development Area Master Plans.

Each of the Development Area Master Plans designates areas for preservation of important natural resources, such as steep slopes, wooded slopes, and streams. In addition, the Master Plans show existing and proposed areas for public parks. Both types of areas are important and need to be preserved and/or acquired. Where environmentally sensitive areas are shown as greenways on Master Plans, staff should ask for conservation of these areas and, potentially, a dedication of land or easement during rezonings, special use permit requests, subdivision reviews, and site plan reviews.

Strategy 1f: Develop criteria for reviewing offers of park land and accept donations that will help achieve the goals of the Comprehensive Plan.

From time to time, residents offer land to the County for preservation or use as a County-owned park; however, at present, no standard criteria exist for accepting park land. County staff provides a general review of the benefits the offered parkland could provide and makes a recommendation to the Board of Supervisors. Some of the issues staff evaluates are whether the offered land could provide for greenway connections and trails, whether it has access and could provide opportunities for active recreation, and whether the land is in an underserved part of the County. Because of the number of offers that the County receives, a more formalized review process is needed.

Strategy 1g: Consider whether the County should adopt a new policy for acceptance of Rural Area land for rural park preserves.

There are many stewards of rural land in Albemarle County, some of whom wish to dedicate land to the County to preserve in perpetuity. Although there are other options available, such as placing conservation easements on land or dedicating land to other conservation entities, some property owners believe that the County would provide better long-term protection of resources. While, this strategy is not intended to imply that the County wishes to obtain numerous rural park preserves, it will help provide guidance for future decision-making.

Staff should draft a policy for consideration by the Board of Supervisors. This policy should contain standards for rural park preserves, criteria for acceptance, and funding options for maintenance. The

Natural Heritage Committee should assist in development of the proposed policy. Once it is presented to the Board of Supervisors, the Board will decide whether to adopt such a policy.

Objective 2: Develop parks for active recreation.

Parks in both the Development Areas and the Rural Area are expected to have active and passive recreation features. Neighborhood parks, community parks, and some regional parks with play equipment and fields are expected in the Development Areas. Larger regional, County, State and national parks are in the Rural Area. Multi-purpose fields are needed in both places.

In planning for park and recreation facilities for the County, it is important to incorporate broad public participation to determine needs, expectations, and priorities. Meaningful public participation allows an opportunity for the general public and stakeholders to become informed, to understand possible impacts and benefits, and to allow for evaluation and accountability for expected expenditures. Public participation is important to the success and longevity of the parks and recreation system.

Strategy 2a: Update the County's parks and recreation needs assessment. As part of this assessment, determine whether the needs of all age groups are being met with existing outdoor parks as well as recreational facilities.

The County last conducted a needs assessment in 2004 where it learned about the community's desires for more recreational trails and paths, dog parks, and playing fields. As the Development Areas are becoming more built out, these needs may be changing. In addition, as adults become more senior, accessibility and age appropriate activities are needed. Other types of recreation, such as public swimming pools or indoor facilities may be needed. Without an updated survey, it is difficult to know how to best address the recreation needs of and accessibility for all age groups.

Strategy 2b: Provide a full range of recreational opportunities within specific service areas.

Albemarle County strives to make efficient use of its resources, and when providing parks and recreational facilities, works to have a full range of opportunities across the County. From very small parks to large parks, facilities include playgrounds, playing fields, swimming, beaches, a spray park, mountain biking, and trails. Numerous programs take place within school gymnasiums and at the parks. Depending on the size of the park, the location, and area needs, the County accommodates many of the community's desired amenities. Provision of facilities and programs should continue.

Strategy 2c: Study the parks and recreational needs of residents of existing neighborhoods in the Development Areas to determine whether parkland for public neighborhood parks should be acquired and developed.

Neighborhoods in the Development Areas reflect the development style of the decade in which they were built. Homes built during the 1970s and 1980s were typically built on $\frac{1}{4}$ to $\frac{3}{4}$ acre lots. Some were built on streets that had curbs and gutters; many of the streets lacked these improvements. A few residential developments provided recreational amenities such as small playgrounds. During the 1990s new lots became smaller, and more developers provided outdoor activity areas such as trails and swimming pools for new subdivisions. From 2000 to the present, more compact development has occurred on smaller lots, sidewalks have been built, and recreational facilities have become more varied. Indoor athletic clubs and outdoor socializing areas are more common than outdoor tennis courts, basketball courts, and swimming pools. More information on the importance of parks and recreational areas can be found in the [Development Areas Chapter](#).

Until recently, the County has expected parks and recreational facilities to be built by developers and turned over to owners associations for operation and maintenance. Almost all of the recreational facilities provided in new developments are owned and operated privately to serve specific developments. However, in the older neighborhoods, there are few owners associations and even fewer recreational amenities available. To help create and maintain the Development Areas as the places where new residents want to live, recreational amenities must be provided. A study is needed to see whether and how new public parkland could be provided to serve the needs of existing residents in areas that are currently underserved with parks and recreational facilities.

Strategy 2d: Acquire the sites for and develop public parks shown for active recreation on Development Area Master Plans.

Each Development Area Master Plan shows land intended to be, preserved as a natural area, developed with greenway trails, or, in a few cases, acquired and built as a future public park. During rezonings, special use permit applications, site plans and subdivision plat review County staff should work with owners of the land under review to ask for voluntary donations of land, improvements, or both. Proffer credits for donation of land can be obtained in rezoning. Density bonuses can be applied with site plans and subdivision plats. The Parks and Recreation Department should continue to monitor development activities in these areas so that discussions with developers take place before the land can be developed without the desired park, playing field, or greenway shown on the Master Plan. Park land and playing fields should be privately owned and maintained until the County is able to accept them for ownership and maintenance.

Strategy 2e: Obtain and develop additional public multi-purpose athletic field facilities and/or park land, where needed and appropriate in the Rural Area to ensure a balance of athletic fields throughout the County.

In Albemarle County, the demand from organized sports for playing fields is very strong. At present, needs exist for fields near the Route 250 West Corridor, the Route 29 North Corridor, and the southern part of the County. Proffered field space exists on Route 250 East. Some of these needs can be met on Development Area land.

Decisions to acquire and develop playing fields in the Rural Area should be in keeping with the goals, objectives, and strategies for the Rural Area. Assessment of impacts on rural resources and infrastructure should continue to be a key feature. Because land acquisition for parks in the Rural Area typically occurs by gift, additional criteria are needed, as mentioned earlier in this Chapter, to help determine whether the offered land is appropriate and should be accepted to help meet the identified need.

Strategy 2f: Ensure that all improvements and upgrades to park and recreational facilities meet the standards provided in the Americans with Disabilities Act (ADA). Permit individuals with mobility disabilities to use other power-driven mobility devices (OPDMDs).

ADA requirements should be met in all new park and recreational facilities. A recent determination by the United States Department of Justice found that all park and greenway trails should be accessible by “other power-driven mobility devices” or OPDMDs, unless it can be demonstrated that legitimate safety concerns preclude their usage. OPDMDs should be accommodated unless it can be demonstrated that a particular class of OPDMD cannot be operated in accordance with legitimate safety requirements.

Strategy 2g: Continue to use County school facilities as an integral part of recreational opportunities for County residents.

As mentioned earlier, playing fields for all public schools are considered public parks and are to be available for public use after schools meet their responsibilities to their students. For elementary schools, the minimum playing fields needed are those fields that serve the school's use only. When adding playing fields for parks and recreational use, it is important to know how the size and number of fields relate to pedestrian accessibility to the schools. Extra playing fields are not essential at all sites if these fields can be obtained nearby. As provided in the Community Facilities and Services Chapter, anytime a new school is constructed, the School Division and the Parks and Recreation Department should collaborate and coordinate to ensure that school, park, and recreational facilities are available.

Strategy 2h: Work to make school park facilities more user-friendly.

Although most of the County's small outdoor recreational facilities are located at public schools, much of the public does not know that outdoor school facilities are public parks and open to the public for use after school hours. Providing on-site information, such as signage, could help the public know that the facilities are publicly available. Working with school principals will be an important part of this activity.

Objective 3: Complete the greenway trail system and provide access to blueways.

Greenways are areas of vegetated open space, usually linear in nature, that connect places. They are often, though not always, located along streams and rivers, utility easements, abandoned railroads, and sometimes along roadways. Many greenways include trails but not all do. Blueways are waterways or trails along waterways that provide access to the water for boating, fishing, camping, or educational opportunities. Blueway trails, like greenway trails, help to preserve the rivers and streams along which they are developed. Figure 2 shows the locations of the County's Rural Area parks and existing and proposed greenways. Figure 3 contains the Greenway Plan for the Development Areas. Standards for development and construction of greenway trails are found in the [Appendix](#).

Greenways and greenway trails have several functions. Specifically, they can:

- **Protect important and sensitive resources.** Greenway corridors preserve streamside forests and buffer areas. These areas are highly productive and diverse systems that provide many important benefits, such as improved water quality and habitat.

Greenways also absorb storm runoff and prevent flood damage, recharge aquifers, and preserve the settings of natural and historic features. More information on greenways and stream buffers is in the [Natural Resources Chapter](#).

- **Provide recreational and educational opportunities.** Greenways provide recreational opportunities, such as hiking, bicycling, fishing, picnicking, and canoeing. Also, greenways can function as "living classrooms" for nature studies of the life histories and behavior of plants, animals, and fish. These areas also have a great variety of birds making them favorite sites for bird watchers. Greenways increase the public's awareness of the environment.
- **Provide an alternative transportation system.** Greenways can provide pedestrian and, in some cases, bicycle connections to natural, recreational, commercial, and cultural resources. Portions of the planned greenway system are located near a large segment of the County's population,

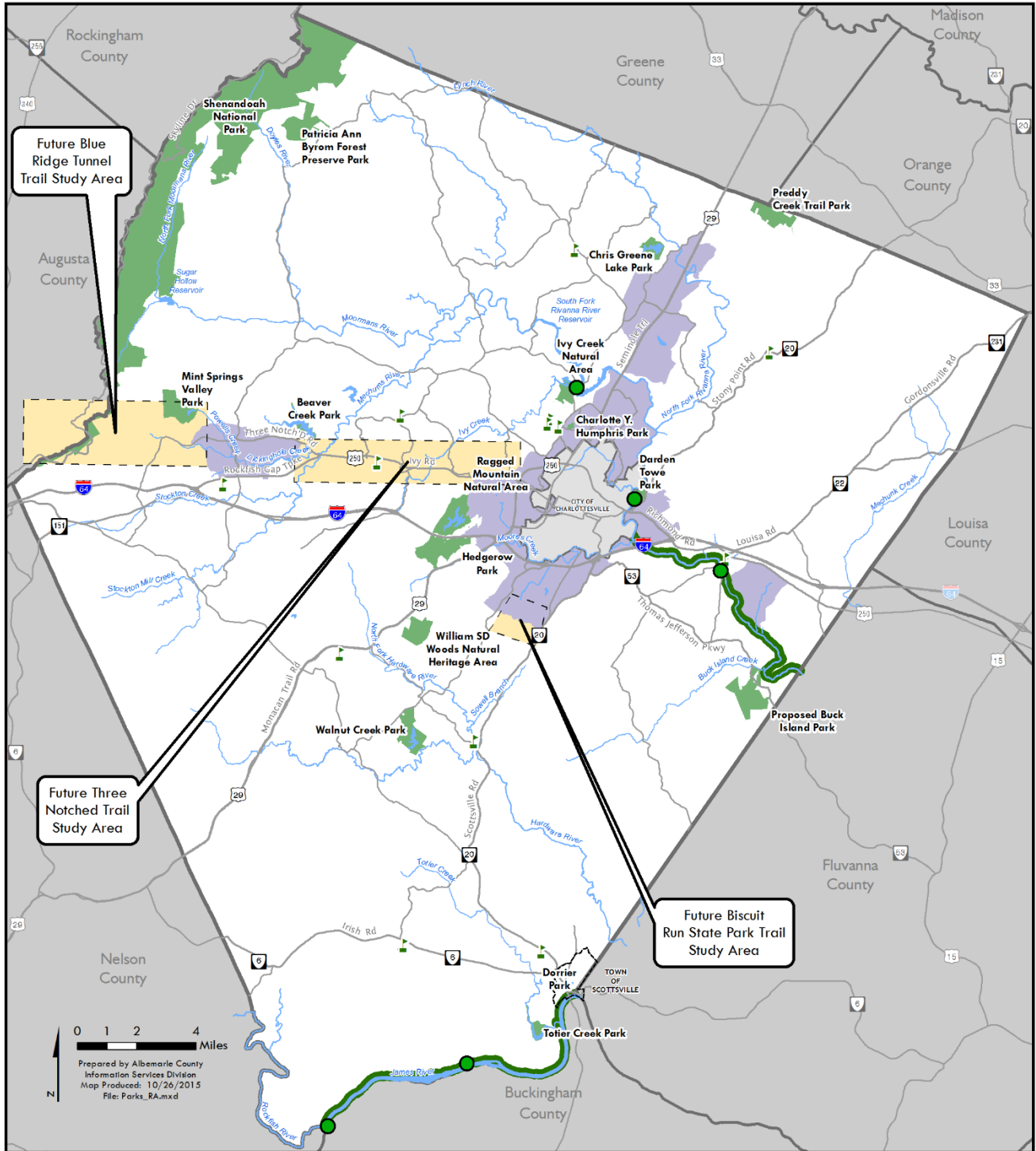
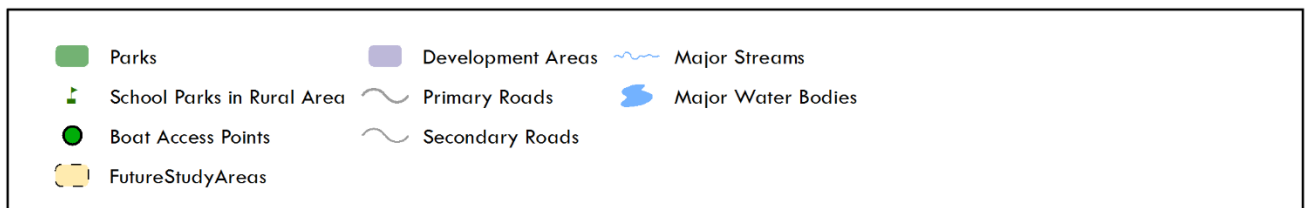


Figure 2: Albemarle County Rural Parks and Greenway Plan



Page intentionally left blank.

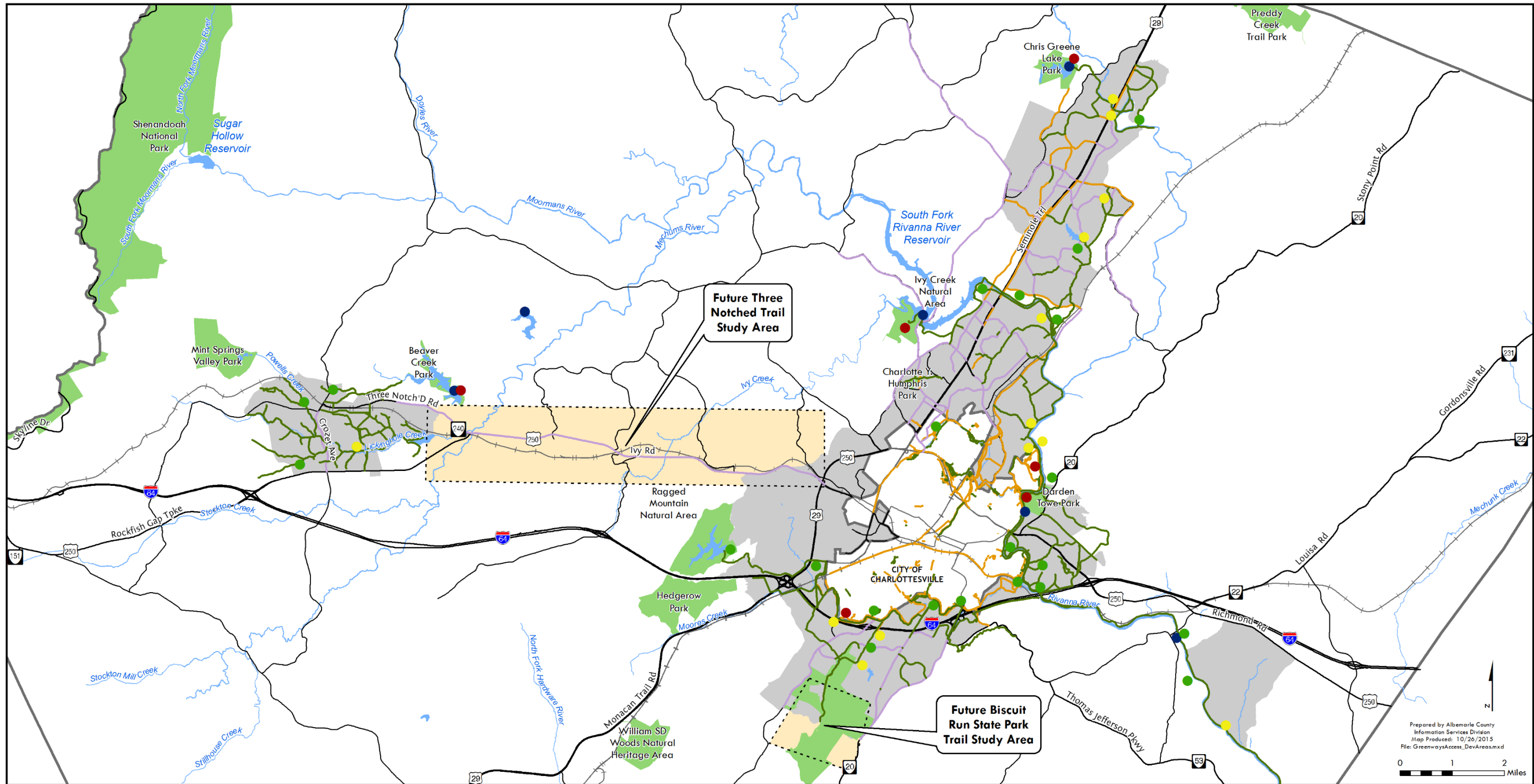
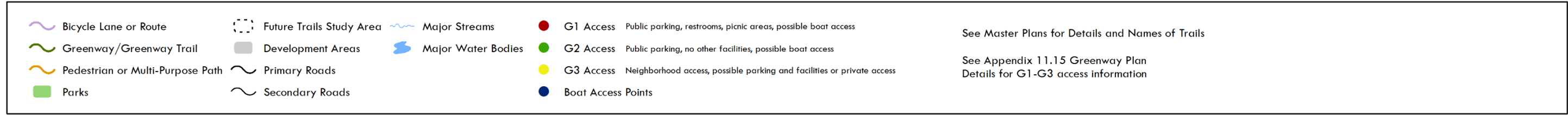


Figure 3: Greenway Plan for the Development Areas



Page intentionally left blank.

allowing citizens to travel by foot and bicycle instead of by automobile to parks, activity centers, and commercial areas. Greenways provide important connections between County neighborhoods, provide an excellent opportunity to promote public access to rivers and streams, and improve the overall environment of the neighborhood. Greenways can help build Albemarle County's sustainable future by connecting people and land in a manner that helps reestablish the close connections between the environment, economy, and society.

- **Provide an economic benefit.** Greenways promote the area's economy by providing attractive, outdoor places for residents and visitors. At the same time, greenways preserve environmental assets, which support eco-tourism and can increase property values. Commercial ventures, especially restaurants, can consider greenway and river-oriented locations. Greenway design could encourage trail users to come up to the shopping and commercial area and encourage shoppers to visit the river.

Strategy 3a: Enhance, protect, and maintain stream and river corridor vegetation, water quality, and wildlife habitats by acquiring greenways and blueways and, in some instances, improving designated greenways by adding trails.

A connected greenway system is a recreational amenity that can provide great benefits to Development Areas and Rural Area residents by making it more pleasant and easier to live in both areas. The importance of habitat and stream corridor protection is discussed in detail in the [Natural Resources Chapter](#). Connecting the greenway system to blueways will help complete the greenway system.

Strategy 3b: Continue to develop the County's greenway system as shown in the Development Area Master Plans and on the Greenway Plan.

The County's existing and proposed greenway system for the Development Areas is shown on the Greenway Plan, in Figure 3. The map shows the existing 28 miles of trails and calls for building 52 more miles. In addition, the Plan shows conceptual study areas, which are places for future trails. It also shows transportation connections to other parks and trails. Since 2004, the County has added trails to the greenway system at the rate of approximately 3.5 miles per year. These greenway trails are not contiguous, but represent pieces of the larger greenway system shown on the Greenway Plan. Within public parks, there are 60 miles of continuous trails. The County has received commitments from many property owners, especially in the Development Areas, for many more miles of trails. Detailed information on elements of the Greenway Plan can be found in the Appendix to the Greenway Plan.

The City of Charlottesville and Albemarle County's Parks and Recreation Departments have worked for many years to connect City and County greenways and greenway trails. Many of the City trails have been created and are maintained by the Rivanna Trails Foundation, a nonprofit organization that creates and protects footpaths, trails, and greenways within the Rivanna River watershed. Since 2004, individuals and groups have provided over 19,000 hours of volunteer labor to create and maintain the trails system. The newest greenway trail is the Old Mills Trail system in the Pantops community. This trail, located along the Rivanna River, added three miles of new trail to the system. These three miles represent the most urban and visible section of the County's greenway system.

The Greenway Plan shows expected public trails and expected future pedestrian and bicycle connections in the County. A hierarchy of trail types is described in the Appendix, which describes the distinctions among tourist trails, regional trails, and neighborhood trails. Greenway trails through neighborhoods are typically owned by homeowner's associations, are privately maintained, and are

intended for smaller, more localized hiking and biking trips. Because they are usually only open to residents of the neighborhood in which they are located, these trails are not shown on maps for tourists. Certain trail segments within the total greenway network are considered high priority projects, so resources should initially be targeted to construct these trail segments. It is also expected that the greenway system will be built by different groups, as opportunities present themselves. Some trails will be built by the County. Trails will also be built by developers as part of development projects, by civic organizations, or by a combination of these groups.

It is important to note that trail locations shown on the Greenway Plan are conceptual in nature. A trail's ultimate location may not be along a river or stream corridor due to steep slopes, soil types, sensitive resources, environmental resources, or other community concerns. Also, there may be areas identified in this section for a greenway trail that, for various reasons, do not lend themselves to trail construction.

Specific guidelines on greenway and greenway trail development standards, as well as guidance on the location of future trails, bridges, connections, and access points can be found in the specific Development Area Master Plans and in the [Parks, Recreation, Greenways, Blueways and Green Systems Appendix](#).

Strategy 3c: Continue to upgrade and maintain parks and greenway trails using the resources of public and private entities.

Several of the County's park facilities are being upgraded to meet ADA standards at Totier Creek Park and at several County schools. Specific expectations for these facilities are listed in the Parks and Recreation Appendix.

Administrative overhead can be reduced if portions of the greenway can be maintained by private organizations. Neighborhood groups, church groups, scout troops, garden clubs, civic clubs, and other organizations may wish to participate in an "Adopt-a-Greenway" program to maintain a section of the greenway network. A Greenway Trail Advisory Committee, discussed later in this Chapter, is recommended to publicize greenways, to build citizens' support for them, and to support citizen volunteer maintenance programs.

Often, when a trail project is promoted, people assume that it will be completed in a short period of time. It is imperative that people understand that the greenway system is a long-term project. It is essential to maintain contact with local interest groups and keep them apprised of the project's status in order to cultivate support. Encouraging citizen participation in the development of the future Greenway Plan can give the community a stake in the success of the greenway system.

Strategy 3d: Secure funding for greenways, greenway trails, blueways, and blueway improvements.

Creating, maintaining, and constructing greenway trails and blueway improvements all require both money and volunteers. However, funding for greenways and trail development has waned in recent years, so public investment is needed through the Capital Improvement Program to ensure that the trails expected and desired by the public are constructed and maintained. Exploring and obtaining different sources of funding will help greenway trail development occur sooner rather than later.

Strategy 3e: Set up a Greenway Trail Advisory Committee to assist the County in designing, implementing, promoting, and maintaining a greenway system.

Public input, prioritization, and other direction are needed to implement a greenway trail system. For this reason, a Greenway Trail Advisory Committee is recommended. This Committee would work with various stakeholders to oversee and coordinate greenway implementation and maintenance. Implementing and maintaining a greenway system may require public-private partnerships involving many different groups and agencies. An oversight entity, such as this Advisory Committee, would assist Parks and Recreation staff in facilitating communications and coordinating activities among the agencies, organizations, and citizens groups involved.

Committee membership should be representative of the many organizations with an interest in greenway trails. Membership should be diverse and contain representation from the City of Charlottesville, UVA, PVCC, the development community, landowners, running and bicycling clubs, equestrian clubs, the environmental community, civic groups, the historic preservation community, naturalists, and the business community. Also, at least one person with a background in such areas as botany, ornithology, and/or mammals should be on the committee. This Committee should assist Parks and Recreation staff to:

- Prioritize the various greenway projects;
- Determine methods to promote and fund the greenway system;
- Review trail plans to ensure that they are designed in a manner that adheres to agreed-upon locations and standards;
- Provide advice during the development process and suggest methods in which a site can connect or be integrated into the greenway system.
- Make recommendations to amend current zoning and subdivision regulations to facilitate implementation;
- Refer landowners to appropriate land trusts; be pro-active in acquiring right-of-way or donation of land for greenways;
- Work with the community and facilitate citizen input on trail related issues;
- Arrange and coordinate operation and maintenance of the greenway system with volunteers and cooperating organizations; and
- Establish methods to address the safety and maintenance concerns of adjacent property owners.

A Greenway Trail Advisory Committee will help ensure successful construction and maintenance of the greenway system.

Strategy 3f: Work with volunteers and greenway partners from the State to the local level to complete the greenway system.

The process of turning a plan for the greenway system into a reality is a complex, but exciting challenge that requires a cooperative effort among many different people and organizations. While the total land area of the proposed greenway system is relatively small, its benefits will be widely felt. It is unlikely that a single entity, such as Albemarle County, will have the means to acquire and manage the extensive system proposed in this section. Therefore, the network of greenways should be coordinated

through a partnership effort. The greenway system is most likely to be established piece by piece by a number of groups. The Greenway Trail Advisory Committee should coordinate the activities of the partners in implementing the greenway system.

Strategy 3g: Continue to encourage developers to contribute to the greenway system by dedicating land, donating easements or funds, and/or constructing portions of the trails identified on the Greenway Plan.

Developers may increase the marketability of their developments and provide amenities by contributing to the greenway system. Protected scenic views and trails in wooded areas or near streams are valuable amenities; economic studies indicate that such amenities increase the value of the development. During the development review process, staff should make applicants aware of proposed greenway locations, and seek, through dedication, donation, or open space easement, the preservation of these corridors and the development of trails.

Strategy 3h: Continue to demonstrate the benefits and values of greenways to individual landowners whose land, or parts thereof, could be made a part of the greenway system through donation of the land or an easement.

The County rarely purchases land specifically for greenways. As a rule, the greenway system is developed on donated land. For this reason, staff should continue to work with landowners to provide information on the County's proposed greenway system and how an individual property may contribute to that system. Landowners can provide greenway land through a variety of voluntary methods. The most common way is a conservation easement. Easements may provide permanent protection and may be tailored to the landowner's needs and wishes. Also, landowners may wish to donate or sell their land for the establishment of the greenway.

Strategy 3i: Increase public awareness of greenways and provide educational opportunities, such as nature hikes, species and plant identification, and interpretation of historic, architectural, and natural resources.

Local awareness of and interest in the development of a greenway system is critical to its success. Promotion and marketing are key ingredients of a successful greenway system. To help increase community awareness of the existing and planned segments, it is important to provide a brochure with maps, trail lengths, photographs, directions, and park logos. This resource can be useful with regular events on the trail, such as nature walks, bird watching trips, trail and river clean-up days, photo competitions, and walk-a-thons.

Strategy 3j: Coordinate adjacent land development with the greenway, so that existing and future development can be integrated into and harmonious with the greenway system.

Greenway trail sections are often built at different times, such that trail segments on adjoining parcels may not connect for many years. However long it will take, it is important to plan ahead for trail development. In particular, attention is needed to the ways in which people will access greenway trails and what can be seen along a greenway trail. For example, if a greenway trail is proposed next to a commercial development that will have a tall retaining wall or stormwater outfall, the result may be an uninviting section of trail. In addition, new and existing residential and nonresidential developments should consider providing internal trails that link their development to an adjoining greenway.

Strategy 3k: Improve the functionality of Greenway Plan maps so that they are more accessible to the public and can be more easily understood.

Greenways in Albemarle County are a valuable asset; however, clear maps of greenways are not currently available. Such maps are difficult to create because of the large land area covered by greenways, especially in the Rural Area. In addition, a map showing County parks, school parks, trails that connect to transportation systems, and specific trail segments is difficult to read because it shows multiple layers of information that can be confusing. A better way to illustrate greenways is needed for both the public and for the Comprehensive Plan. Coordination with the staff working on the transportation plan and County-owned stormwater facilities will be important to help create a comprehensive, yet functional Greenways Plan map.

Objective 4: Provide access points to greenways and blueways.

Reliable and frequent access to greenways is important to ensure safety and constant use of facilities. Constant use helps to reduce maintenance because walkers are able to keep weeds down and notify maintenance workers of trail maintenance issues before they become problems. Public access to blueways helps to keep boaters from trespassing on private property. Planned access points for both greenways and blueways are provided in the Appendix.

Strategy 4a: Provide access to public greenways at locations shown in Development Area Master Plans and in places listed in the Greenway Plan.

Access points are important because they make it possible for residents and visitors to get to community destinations by trail. Details on expected locations are provided in the [Appendix](#). Neighborhood connections are important so residents can access trails that lead from their neighborhood to key places in the community. Access points for the larger community can become destinations for tourists, such as the Old Mills Trail along the Rivanna River. A hierarchy of trail access points exists for the trails identified in the Appendix.

Strategy 4b: Provide boat access at appropriate locations along the Rivanna River, the Rivanna Reservoir, and the James River. Target access or improvements to access points at the locations listed in the Greenway Plan. Details are provided in the Appendix to this Plan.

Many residents enjoy boating on the County's rivers; however, parking areas at access points are very limited. Safe boat access to the Rivanna Reservoir is needed to help alleviate the unmanaged and unsafe access currently in use. In some cases, the safety of boat launches is very poor. A plan for better maintenance of public boat launches and adjacent parking areas is needed.

Objective 5: Provide bicycle and pedestrian connections from City and County parks and schools in the Development Areas to neighborhoods, employment centers, shopping areas, public parks, and public schools.

The [Neighborhood Model](#) emphasizes the need to connect important places with sidewalks and bicycle paths. These paths can make it possible to walk to schools, parks, and other important places.

Strategy 5a: With the City of Charlottesville, continue to coordinate connections to City and County parks, using sidewalks, multipurpose paths along roads, and greenway trails.

The City of Charlottesville and Albemarle County Development Area parks are connected with trails and sidewalks. Additional connections continue to be needed and existing ones strengthened to help provide all community residents with easy access to nearby public parks. The City and County have committed to this strategy through the [Livability Project Goals](#) listed in the Introduction of this Plan.

Strategy 5b: Coordinate with the Albemarle County School Board to connect multipurpose paths and greenway trails to public school sites throughout the County. In the Development Areas, sidewalks should provide access to school sites.

Students and the public should be able to reach nearby school sites on sidewalks, by bicycle or pedestrian paths, or on greenway trails in the Development Areas. Walking and bicycling help improve health and can reduce obesity. Sidewalks, paths, and trails help provide all community residents with easy access to nearby schools and public parks. More information on this strategy is provided in the [Community Facilities Chapter](#).

Strategy 5c: Coordinate the transportation improvements identified in the Transportation Plan with greenway trails to further develop a pedestrian and bicycle network in the Development Areas.

The County's Transportation Plan recognizes that a system of pedestrian and bicycle improvements is needed to provide for multimodal access throughout the County and, especially, throughout the Development Areas. Making connections to important centers in the Development Areas and to City-County-owned parks means that sidewalks and paths along streets will be needed to complete the pedestrian system. The County's [Transportation Plan](#) also relies on off road paths, which are shown on the Greenway Plan.

Objective 6: Connect Rural Area parks to each other and to other nearby parks.

Albemarle County is the second largest County in Virginia in land area. The County's Rural Area encompasses 690 square miles and there are many scenic vistas and natural resources. County Rural Area parks, of which there are 10, provide places for residents and visitors to enjoy the outdoors in the Rural Area. More and more, residents and visitors are expressing a desire to walk or bicycle from one recreational area to another. For this reason, connecting the parks throughout the County has become a long-term goal.

Strategy 6a: Develop a detailed plan and strategies for interconnecting public parks in the Rural Area.

As shown on the Greenway Plan, County-owned parks in the Rural Area are widely dispersed. In the future, connecting those parks can be beneficial to residents wishing to travel from one rural park to another or to City parks, State parks, or national parks. Having these kinds of connections will support tourism in the County.

Connecting rural parks to the rural communities can improve safety by providing alternatives to on road bicycle and pedestrian travel on rural roads. This concept of connecting rural parks is a long-range plan; obtaining connections may take many years. Developing the plan and strategy is the essential first step to making this happen.

The Greenway Plan shows potential bicycle and pedestrian connections in the Development Areas and the Rural Area that will help residents reach the parks. A future opportunity may exist for using railroad rights-of-way, if a railroad line is abandoned. Grant money may also be available to help fund these kinds of trails.

Objective 7: Work with the City of Charlottesville on joint projects to improve parks and recreation services, greenways, blueways, and green systems.

The City's and County's urban area parks are connected by greenway trails, and the City and the County share several parks and recreation facilities. The arrangement to share facilities enhances the quality of life for both City and County residents. Through the Livability Project, several other recommendations have been made to encourage additional cooperative efforts.

Strategy 7a: Create a plan that incorporates a unified vision for land adjacent to the Rivanna River.

Through the Livability Project, the City and County recommend development of a unified vision for the land adjacent to the Rivanna River in the Pantops and Woolen Mills area is a top priority. Along with creating a plan to coordinate building sidewalks across City-County boundaries, this strategy was chosen as one of the top two projects for the communities to work on in the future. Both localities believe that the Rivanna River is a shared resource. Coordinating land use and recreation planning efforts can benefit County and City residents. Coordinated land use efforts can also ensure that future land uses do not further degrade water quality. Coordinating land uses adjacent to the River under a joint vision can also lead to land uses that transition well between the City and County and across the River. A shared vision for parks, trails, and recreational opportunities associated with the river can make the Rivanna River an enjoyable destination for residents and tourists. Ultimately, City and County residents, their economies, and the health of the Rivanna River should benefit from a shared City-County plan for the river. The Development Areas Chapter and the Natural Resources Chapter contain recommendations for development of this Plan. The Rivanna River Basin Commission provided suggestions on how a plan might be developed are provided in the Reference Documents. These recommendations should be reviewed as part of development of the plan for the Rivanna River in Pantops and Woolen Mills.

Strategy 7b: With the City of Charlottesville, continue to develop ways in which residents may more easily use the parks, recreational facilities, and programs of the other locality.

At present, both the City and County charge fees for use of their parks. Both localities provide season passes to some facilities. However fees are different for City and County residents. Because these facilities are used so much by residents of both communities, work is needed to see if and how fees could be adjusted to make access more convenient for both groups.

This topic was discussed as part of the Livability Project. Specific actions were recommended to improve coordination of parks and recreation resources between the City and the County. They were to:

- Use the existing Needs Assessment documents to initiate a dialogue on meeting recreation needs;
- Evaluate existing user fees associated with all parks, facilities, and programs to explore reciprocity programs;

- Coordinate with UVA to identify both active and passive recreation opportunities that may be shared with the larger community;
- Create a common City-County park, recreation, and programming amenity matrix, similar to the matrix found in the [Reference Documents](#), and an associated map of amenity locations; and
- Create a regional plan to address the need for additional recreational fields.

Jointly, the City and County can work to improve parks and recreational opportunities for the full community.

Strategy 7c: Pursue joint partnerships for ownership and maintenance of regional resources.

Opportunities exist for the City and County to partner for ownership and operation of new parks for cost savings to both. Strategies were developed as part of the Livability Project. Creating new partnerships could make parks and recreation programs and facilities more effective and cost-efficient. Ways to do this could include:

- Explore shared use facilities as a first option when contemplating new or replacement recreational facilities within the County.
- Explore the possibility of a Regional Park Authority or Joint Advisory Committee to manage and coordinate shared resources including, but not limited to, Ivy Creek Natural Area and Darden Towe Park.
- Develop and implement a shared vision for parks, trails, and recreational opportunities associated with the Ragged Mountains, Rivanna River, Rivanna Reservoir, and Sugar Hollow.
- Continue to work with the Virginia Department of Conservation and Recreation to develop a shared vision for recreational opportunities associated with Biscuit Run State Park. Ensure active recreation facilities are considered for park users.

By partnering, the two communities may be able to provide their residents with more access to parks and recreational amenities in a more cost-effective manner.

Strategy 7d: Work with the City to prepare and apply for grants to fund the greenway system.

Grants often require leveraging funds and are sometimes more available to partnerships than to single entities. The City and the County should work together to leverage grant funding to improve the region's interconnected greenway system. Because of potential joint benefits, the County and City should coordinate and work together in applying for grants concerning the greenway system.

Strategy 7e: Encourage the maintenance and enhancement of existing public access points to Shenandoah National Park and the Appalachian Trail. Provide for public trail connections to Biscuit Run State Park.

Enhancing and improving existing access points to Shenandoah National Park, the Appalachian Trail, and the future Biscuit Run State Park will make it easier for County and City residents to access these parks and recreational resources. Access points to federal and State parks and trails will allow the

County's and City's local greenway system to connect to a larger network of parks and green systems. Continued attention and activities designed to physically connect the City and County to State and national parks could make access more convenient to residents and visitors and improve opportunities for tourists.

Page intentionally left blank.



Source: Albemarle County 2011

COMMUNITY FACILITIES

GOAL:

Albemarle County's facilities and services will be of high-quality and delivered in an environmentally responsible and cost-effective manner.

Page intentionally left blank.

VISION:

Albemarle County envisions a community with abundant natural, rural, historic, and scenic resources • healthy ecosystems • active and vibrant development areas • a physical environment that supports healthy lifestyles • a thriving economy • and exceptional educational opportunity for present and future generations.

Relationship to the Vision

The County's excellent educational system is both a product of and contributor to its strong economy. The County's investment in schools, libraries, and other public facilities and services has made it a leader in the State. The Development Areas are places where investment in community facilities and services is made, which helps to create attractive and vibrant communities. Building and maintaining public facilities in the Development Areas means that the County's rural heritage and natural, scenic, and historic resources can be preserved.

Community Facilities

Introduction

Community facilities are provided in a locality to help protect the public health, safety, and welfare of the community, as well as to enhance the quality of life for residents. In Albemarle County, services and facilities are provided to residents in a variety of ways. Some facilities and services are provided entirely by the County, such as County police stations and police service. Other facilities and services are provided entirely by volunteers, such as the Scottsville Rescue Squad and Fire Department. Some facilities and services represent a combination of County and volunteers, such as the Seminole Trail Volunteer Fire Department.

Some facilities, like libraries, are regional in scope, while others are provided jointly by the County and City, such as solid waste disposal facilities. In the case of parks and recreation, most parks are owned by the City or County, but facilities and services are available for use by all residents of the area, including outlying counties. Some parks are owned jointly by the City and County, such as Darden Towe Park and the Ivy Creek Natural Area.

The facilities and services covered within this Chapter include police, fire rescue, schools, libraries, government administration services, water and wastewater utilities, and solid waste. Information on transportation and parks and recreation are found in other chapters of the Plan.

Albemarle County Facility Planning

Residents of the County expect high quality facilities and services. Providing these facilities and services significantly affects the location, timing, and extent of development. Because of the high cost of providing government facilities and the potential impact on the County's growth pattern, it is important to have a comprehensive and systematic planning process. This process should promote an efficient provision of services and facilities that is consistent with current needs and with the goals of the Comprehensive Plan for future development. This Plan serves as a framework for government facility development decisions. It permits a better evaluation of service and facility needs and performance. It will also provide opportunity for a more objective review of competing demands for new and expanded

facilities, so that the County's resources are used to meet the highest need. It is to be used to assist agency administrators and elected officials in determining the capital project needs, priorities, and timing for facility development. It establishes what the County determines to be the adequate level of service for government functions. "Level of service" defines what the County considers necessary and desirable. Service objectives and standards for providing these facilities and services are established in this Chapter and also provided in the [Appendix](#).

Paying for facilities and services is also important to the success of the Plan. Although State and federal funding continues to diminish, the demand for high quality services and facilities does not diminish. Local funding is necessary now and in the future to meet service expectations. Planning for capital improvements starts with the Comprehensive Plan, and all capital projects should be tied back to the Comprehensive Plan during the capital improvements programming process.

Objective 1: Continue to provide public facilities and services in a fiscally responsible and equitable manner.

Albemarle County's Growth Management Policy calls for efficient and fiscally responsible use of County resources by channeling growth and development into the Development Areas so that the majority of services and facilities are provided in a concentrated area. This practice also helps to protect the Rural Area from development.

The primary way in which growth is directed to Development Areas is through public service delivery. In Albemarle County, services and facilities are provided at a much higher level in the Development Areas than in the Rural Area. This occurs because provision of police, schools, fire, rescue, roads, and other governmental activities and functions to a dispersed rural population is inefficient and contrary to goals for rural land protection. Provision of public water and sewer service, especially, helps to promote development in the Development Areas,

The provision of government facilities must be carefully coordinated with the Future Land Use Plan, which is found in detail in the Development Area Master Plans, to ensure the adequate provision of facilities and services to accommodate existing and anticipated development. The primary focus of the Land Use Plan is to encourage development in the Development Areas and provide facilities and services to support this pattern of growth. Due to the nature of some County services or other unique circumstances, it may not be possible or appropriate to provide certain facilities solely in the Development Areas. However, the priority is to provide the highest level of service to the Development Areas.

The County's approach to providing facilities and services has already been stated in the [Growth Management](#), [Rural Area](#), [Development Areas](#), and [Transportation](#) Chapters of this Plan. It is restated below as:

The nature of public service delivery:

- ***The location of new public facilities should be within the County's Development Areas per County land use policies.***
- ***Residents in the Rural Area should not anticipate levels of service delivery equal to those provided in the Development Area.***
- ***Development Areas serve as service center locations for the Rural Area.***
- ***Public facilities are allowed in the Rural Area only in cases where it is not possible in the Development Areas due to physical constraints, the nature of the facility, and/or the service(s) provided.***

Strategy 1a: Give priority to facilities and services that address emergency needs, health and safety concerns, and provide the greatest cost-benefit ratio to the population served.

Emergency services, such as fire, rescue, and police address urgent needs. They are essential services for the community and, along with schools, should have the highest priority for funding. Provision of facilities to address emergency needs and health and safety concerns are a priority because they can provide the greatest cost-benefit ratio to County residents.

Strategy 1b: Give priority to the maintenance and expansion of existing facilities to meet service needs.

Maintaining existing facilities is of primary importance. No benefit is gained if new facilities are provided while existing facilities deteriorate and become substandard. Also, in meeting new service needs, consideration should be given to whether the existing facilities can be modified to provide an adequate level of service.

Strategy 1c: Continue to design all buildings, structures and other facilities to permit expansion as necessary. Sites should be able to accommodate existing and future service needs.

Raw land in Albemarle County is often very expensive, so the most efficient use of the land must be achieved. It is often more cost-effective to expand existing facilities than to locate and build facilities on new sites. For that reason, building design should factor in future growth.

Strategy 1d: Continue to locate related or complementary services and facilities together when possible and when other goals of the Comprehensive Plan can be met.

There are distinct advantages for both the service providers and the public when related and supporting facilities are in a central location. Operational economies can be achieved, capital facility and development costs can be reduced (buildings, parking, and sharing of accessory facilities), and, in some cases, cooperation and support between personnel can be provided. For example, a training academy for fire and rescue may also be appropriate for police in order to allow both of these public safety agencies to conduct emergency operations training together. However, if important County goals, such as walkability in the Development Areas, would be lost by locating complementary uses together, then, this strategy may not take priority.

Strategy 1e: Schedule funding of government facilities through the Capital Improvements Program, based on the needs identified in the Development Area Master Plans, other chapters of this Plan, and other adopted County Plans.

By their very nature, public facilities are capital-intensive, requiring significant funding not only for the initial development of the facility, but also for its continual maintenance and operation. It is becoming increasingly difficult for communities to find adequate fiscal resources to pay for new or improved facilities, as well as to maintain existing facilities. Therefore, to provide facilities in a fiscally responsible and equitable manner, adequate planning is necessary to ensure that the highest benefit is provided to the citizens in exchange for the cost required to provide the service. The policies, objectives, and strategies presented in this Chapter outline an active process to assure this success.

Strategy 1f: Look for opportunities to join in public-private partnerships and use volunteers to help provide cost effective facilities and services.

Public-private partnerships are ways to help leverage public money with private capital for needed services and facilities for the community. For example, the County might want to partner with the Senior Center to help build a facility for seniors or supplement programming needs. The County might want to partner with a private athletic facility to provide additional recreational opportunities for residents. Volunteers can also help provide needed services such as building trails as part of greenway projects. Volunteer activities are very beneficial to the County and recruitment should be continued.

Strategy 1g: Ensure that all government facilities conform to County regulations, site development standards, and policies.

County projects are expected to meet all County development regulations and procedures, just like any other development project. County projects should strive to meet or exceed all other appropriate development standards and policies established and encouraged by the County (stormwater and water quality, water supply and waste water disposal, critical slope management, building form and orientation, amount and location of parking, pedestrian and bike accessibility, and others). Public projects should be examples of good development and should be models of the type of development the County wants to see.

Strategy 1h: Prior to the disposal of any existing but obsolete facilities and sites, determine the value of maintaining them for potential reuse by other services and facilities.

Consideration should be given to the reuse of public facilities and sites for other public uses, if these facilities are no longer viable for their original use. It is costly and often difficult to purchase property and site public facilities in new locations. Prior to disposing of public properties, a review of the site and facility and the potential for other public uses or reservation of the property for future use should be considered.

Strategy 1i: Continue to design and construct public facilities that are energy efficient and environmentally responsible.

Conserving energy is a fiscally and environmentally responsible activity of government. This strategy can be accomplished by:

- Continuing to demonstrate leadership by reducing energy demand and consumption in all County-owned buildings and by promoting energy conservation throughout the County;
- Continuing to improve fuel efficiencies to reduce energy consumption and emissions;
- Promoting and pursuing the reduction of waste that goes to a landfill; and
- Continuing to build on existing synergies with community partners to integrate the role of energy conservation and carbon emissions in planning and projects and, in general, to help equip the community at all levels to make informed decisions about the impacts of energy efficiencies.

By addressing environmental responsibility in the design and development of government facilities, the County will create facilities that protect ecosystems, enhance biodiversity, improve air and water quality, reduce solid waste, and conserve natural resources.

In 2005, the County began participating in the Energy Star Courthouse Campaign using Energy Star guidelines and made a commitment to reduce energy consumption by 30% by 2012. The County achieved that goal and is now working towards another 10% reduction in energy consumption in its buildings. More details on methods for accomplishing this strategy, along with the County's Environmental Management Policy, and the Environmental Management Strategic Plan can be found in the [Appendix](#).

Strategy 1j: Continue to design and construct buildings with a commitment to occupant health and government benefits.

In 2004, the County updated its community facility expectations and recognized the importance of occupant health in County buildings. The County believes that, by addressing occupant health and community benefits in the design and development of government facilities, it will create facilities with improved indoor air quality and improved thermal and acoustic environments. These facilities will enhance occupant comfort and health and contribute to the overall quality of life.

Strategy 1k: Ensure that public buildings and spaces provided in the Development Areas conform to the principles of the [Neighborhood Model](#).

The County's Neighborhood Model provides guidance on the form of development expected in the Development Areas. It represents an urban form, which is the preferred form for new development and redevelopment, to help achieve the residential densities recommended in the Land Use Plan. To achieve that density and desired form, government facilities provided by the County should adhere to the principles of the Neighborhood Model. It is understood that, due to physical constraints, or the nature of the facility and/or service(s) provided, not every County facility will be able to meet all of these principles. Efforts should be made, however, to meet as many of those principles as possible.

The Neighborhood Model affects government facility planning and development in varied ways, but, for the most part, it affects the relative location of the facility within the designated Development Area and the location and design of the facility onsite. The Neighborhood Model has relatively limited impact on the management and operation of the service.

New development and redevelopment in the Development Areas, including public facilities construction, is expected to have sidewalks to encourage walking. Sidewalks are expected along all streets, along with street trees and interconnected streets and paths.

Neighborhood centers are expected in the Development Areas, and they are to provide for a mixture of uses; for example, a public facility such as a school or library can be a neighborhood center. Parks, amenities, and public spaces are expected to support neighborhood residents. Redevelopment is strongly encouraged. Working with terrain is preferred to leveling sites; however, when major grading takes place, finished grades should not be so steep as to prevent constructing sidewalks between sites or other connections to adjoining properties.

The following Neighborhood Model Principles are applicable to public facilities and services:

- All public facilities should be designed and/or located to accommodate multimodal transportation options, including walkways, bike facilities, and transit access, if available or proposed.
- Recreational and natural areas are amenities and should be sited so that residents and workers can walk to a public park, use greenway trails, experience preserved natural areas, and enjoy public gathering spaces.
- Building size and orientation on the site (and to the street and neighborhood) should be in keeping with the character of the neighborhood to the extent possible and appropriate. As a general rule, buildings should have their front entrance oriented to the street, with parking relegated internal to the site and away from the street.

- Take existing and proposed density of nearby areas into account with public building locations. Avoid sprawling site development, which underutilizes sites and does not create or contribute to compact, walkable neighborhood development.
- Recognize that public facilities contribute to the mixed-use character of neighborhoods. Therefore, strategic location and siting of facilities can contribute to mixed-use neighborhoods.
- Provide for sidewalk systems to give pedestrians an easy walk to many destinations, to provide alternative routes for traffic, and to reduce the number and length of car trips.
- Create on street parking and place parking lots behind buildings so pedestrians do not have to cross major parking areas when walking along sidewalks to reach facilities.
- Consider whether mixing housing and public building would be appropriate with new building construction. While public facility sites do not need to be mixed-use in character, the County should take full advantage of beneficial arrangements and opportunities to participate in mixed use developments. Public and private partnerships, publicly developed sites with leasable space, or private developments with long term lease arrangements for public facilities are examples of some of the potential arrangements and opportunities. If opportunities to provide housing as part of a facility development should be offered or presented they should be considered. Mixing of housing and public facilities is not necessarily discouraged.
- Reuse and/or redevelop existing sites.
- When planning new facilities or modifying existing sites, work *with* rather than *against* the natural grade to the greatest extent feasible. This principle should be given strong consideration in site selection and site/building design. Even though grading and site alterations will occur with facility construction, efforts need to be made to seek a sustainable balance between better grading and preserving natural topography. Protecting important environmental resources, such as steep slopes along streams, stream buffers, significant wooded areas, wetlands, and the like, is important. The character of the finished grading should avoid massive and tall retaining walls and take into account the ability to maintain slopes and vegetation, and to avoid erosion.
- Maintain a clear boundary between the Development Areas and the Rural Area when public facilities are located at the boundary between the Development Areas and the Rural Area.
- Establish public facilities as neighborhood centers (when possible) to bring diverse activities to a neighborhood. Public facilities may be established and function as neighborhood centers or open space areas; parks, libraries, and schools are obvious choices for such centers, but facilities like fire departments and county offices may also serve as centers because of their meeting rooms and public gathering function. New public facilities will be encouraged to locate in existing neighborhood centers, if feasible.

Page intentionally left blank.

Objective 2: Provide high quality police services in the County.

The Albemarle County Police Department has the primary responsibility for law enforcement in the County. The police are headquartered in a single, centralized location in the County Office Building on Fifth Street Extended, south of the City of Charlottesville. All patrol units are headquartered at this location. Presently, there are no substations located in the County. Instead, the Department uses satellite offices within its service sectors to provide support space for officers to address administrative functions. Each officer is assigned a police car on a take-home basis. This policy increases police visibility throughout the County and improves response time to emergency calls and other public safety responsibilities. The County's has a service standard of 1.5 officers per 1,000. Currently, there are 131 sworn officers for a population of 103,707. The service standard is not being met.

Strategy 2a: Use the Police Service Model for Geographic Policing to provide service to the County.

The Albemarle County Police Department has recently transitioned from a centralized policing operation to one that operates under a geographic policing model. Geographic policing means that officers are assigned to specific geographic areas for providing service, rather than providing service anywhere in the County from which a call might be made. This model provides tremendous potential for increased effectiveness in crime-fighting strategies where officers are better able to cultivate relationships within the community and employ crime prevention and problem solving initiatives. To align with this philosophy, the Police Department has restructured its operations into two districts which are further broken down into four sectors. Each district incorporates a structured command: a Commanding Lieutenant, Sergeants and Corporals providing shift supervision, and officers that are consistently assigned to a specific sector. This new model allows officers and residents of the community to partner to create a safer, positive environment. It will be important to maintain this practice to achieve effective and efficient response times. The Police Service Model for Geographic Policing may be found in the [Appendix](#).

Strategy 2b: Locate Police District Stations within all designated police service areas of the County and ensure facilities are available for use.

When the County implemented the Geographic Policing Model, it created two new districts - the northern Jefferson district and the southwestern Blue Ridge district which are shown in Figure 1. The Blue Ridge District Station operates from the existing COB - 5th Street location. Until a new facility is provided for the Jefferson district, it will use existing facilities at the Fifth Street Extended. When a new or redeveloped facility is constructed, adequate support services for police officers working in that area will also be needed.

It is important that district stations be located within a designated Development Area whenever possible or at a well-defined existing rural crossroad, commercial or residential concentration, or in a neighborhood and be located in a central location to support meeting response time standards. The County will need to provide a third district station as the population increases. When this occurs, the Blue Ridge District boundaries would likely be redrawn to create two separate districts--a southern district and a western district.

Strategy 2c: Evaluate the need for a County-owned public safety training facility. If deemed appropriate, locate the training facility in a central location to provide convenient access for all regional members (see Strategy 4c).

The County does not currently own or operate a public safety training center and, at present, County personnel travel outside of the County to acquire necessary training at private facilities. A County-owned public safety training facility would serve law enforcement needs by providing space for firearms and vehicle training to meet the Department of Criminal Justice Service certifications. The facility would also provide firefighting training, including a burn building and an area for hazardous material training. A locally-managed public safety training facility would also allow for community public safety agencies to train together in an operational and scenario-based training environment as well as during annual in-service training events. Constructing such a facility in a central location would make it easier and more convenient for police and fire and rescue employees to attend training activities. The County should identify options for meeting training requirements, evaluate the benefits and liabilities of constructing a local public safety training facility, and, if appropriate, consider future locations for these facilities within the County.

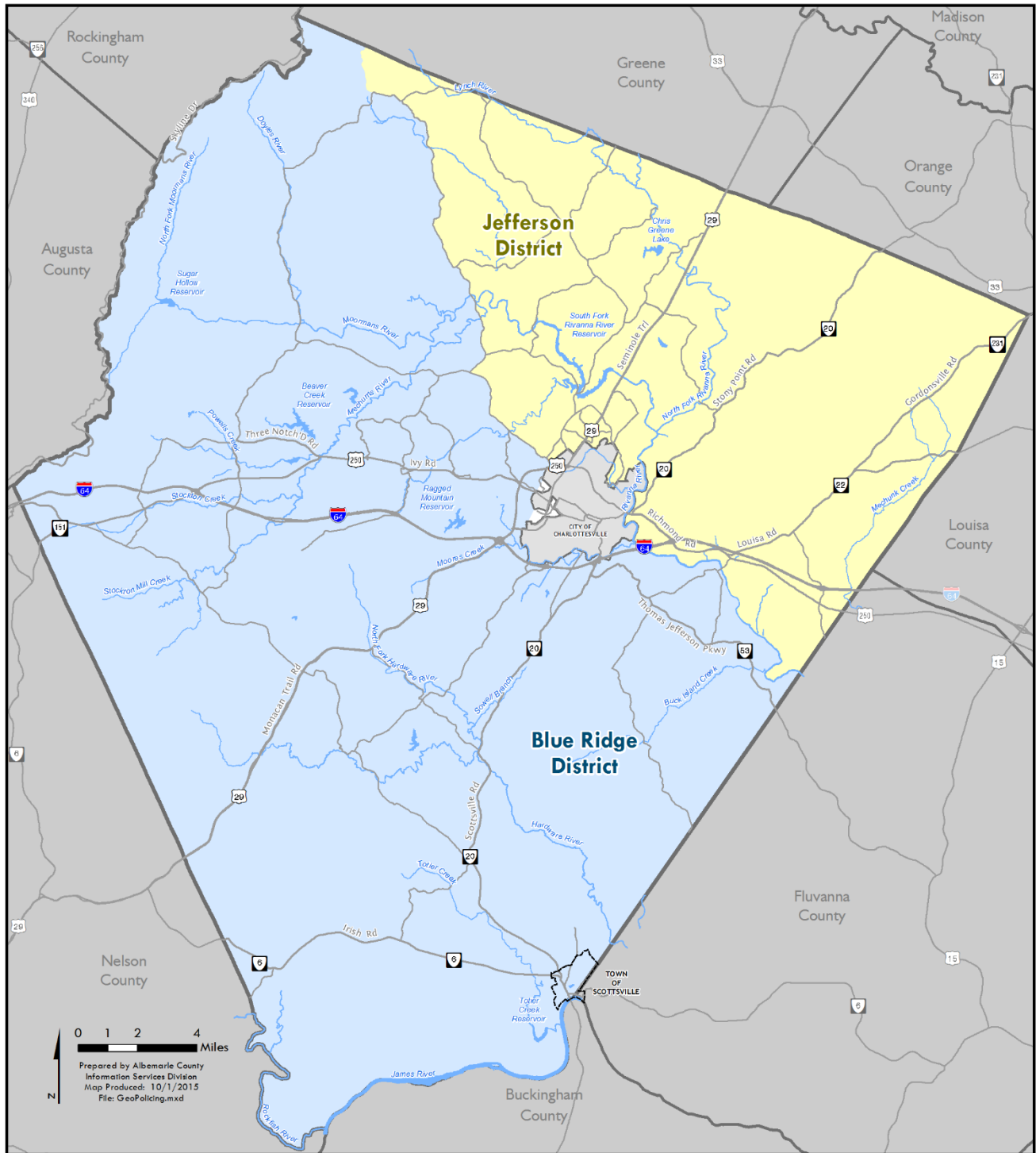


Figure 1: Police Service Districts



Page intentionally left blank.

Objective 3: Provide physical facilities that enable the School Division to provide a high quality educational system for students in Albemarle County.

There are 26 kindergarten through 12th grade public schools (K-12) in Albemarle County, including 16 elementary schools, 5 middle schools, and 3 high schools, in addition to the Community Public Charter School for middle school students and Murray High School (which provides alternative educational opportunities). The Charlottesville-Albemarle Technical Center (CATEC) provides vocational training for students. A separate K-12 school, the Ivy Creek School, exists for students with special needs. At present, approximately 13,000 students are enrolled in Albemarle County Schools.

The individual schools have different capacities. At this time, some schools are over capacity, while others are under capacity. When enrollment and building capacity do not match, the School Board determines either to change school district boundaries or to request funding for new schools. Each school facility also provides a public park available for use during non-school hours. The vision, mission, and goals that guide educational attainment are set by the School Board; however the County Board of Supervisors oversees funding and maintenance of school facilities.

Figure 2: Existing Public Schools

Elementary		Middle	High
Agnor-Hurt	Meriwether Lewis	Jackson P. Burley	Albemarle
Baker-Butler	Virginia L. Murray	Leslie H. Walton	Monticello
Broadus Wood	Red Hill	Joseph T. Henley	Western Albemarle
Brownsville	Scottsville	Jack Jouett	Murray - Charter School
Paul H. Cale	Stone-Robinson	Mortimer Y. Sutherland	Other
Crozet	Stony Point	Community Public Charter School	CATEC (Charlottesville Albemarle Technical Center)
Mary C. Greer	Woodbrook		
Hollymead	Benjamin F. Yancey		Ivy Creek School – for children with special needs

Source: Albemarle County 2013

Strategy 3a: Locate new schools in the Development Areas. Only locate new schools in the Rural Area by exception when either physical constraints, land area needs or availability, or service considerations may necessitate it.

The County’s Growth Management policy directs that new schools should be located in the Development Areas and not the Rural Area; however, this policy can affect the value of land in the County. Typically, land in the Rural Area is less expensive than land in the Development Areas, and public school officials are always looking to provide for new schools at the lowest cost to taxpayers. As a result there can be a tendency to look for land for new schools outside of the designated Development Areas. Even though land may be more expensive in the Development Areas, new schools should be located within the County’s Development Areas in support of the County’s [Growth Management Policy](#) and the [Neighborhood Model](#). Schools serve as important centers in their communities. They should be walkable, while still secure. In cases where it is not possible to locate a new school in the Development Areas due to physical constraints, land area needs or availability, or service considerations, they may

be located adjacent to or in very close proximity to the Development Areas where infrastructure and utilities can feasibly be provided.

It should also be noted that when the Neighborhood Model was adopted, shifts occurred in expectations for park facilities in conjunction with elementary schools. Formerly, extra playing fields were expected with new elementary schools which increased the size of sites needed for the school. After adoption of the Neighborhood Model, the County recognized these playing fields could be provided at other locations, which reduced the minimum size requirements for new elementary school sites. Having smaller size requirements should also improve affordability of new sites in the Development Areas.

When siting new schools, as many of the characteristics below as possible should be met:

- Elementary schools should be located within neighborhoods or at the edge of neighborhoods to promote walkability;
- Middle schools and high schools should be located in a central location relative to elementary schools, which feed these schools, to support the feeder pattern policy of the School Board;
- Safe and convenient access should be provided between the schools and pedestrian and road networks;
- Compatibility with adjoining planned and existing land uses should be achieved. Though not preferred, locations near industrial and major commercial developments are not prohibited;
- Public water and sewer service should be provided;
- Police and fire rescue service should be in close proximity; and
- The site should be developed with respect for environmental features such as topography, soils, floodplains, and wetlands and final design should result in aesthetically pleasing physical qualities.

Strategy 3b: Maintain and upgrade existing schools in the Rural Area, as necessary, in order to continue to serve rural residents.

About half of Albemarle County's existing schools are located in the Rural Area. These often support rural communities and act as community centers for Rural Area residents. Such school facilities should be properly maintained and upgraded in order to continue serving Rural Area residents.

Strategy 3c: Provide facilities in locations that are appropriate for the projected enrollment in order to ensure educational parity for all students. Ensure school location and facility design are based on the recommendations of the Long-Range Plan for Albemarle County Schools and Development Area Master Plans, to the greatest extent possible.

Providing appropriate education facilities for all students—current and future—is a priority for the County. The School Division monitors enrollment figures on a frequent basis to ensure schools can meet enrollment needs. School district boundaries are drawn to balance the numbers of students, as well as to ensure consistency of school facilities and offerings. Appropriate new locations for schools in the Development Areas are places where growth is occurring or projected to occur quickly.

Identifying and acquiring the sites that will be needed for future schools and expanded schools can ensure that these sites are secured and available when the need arises. Such planning ahead helps

ensure cost-effective use of County funds. Obtaining school sites through proffers helps to offset costs for the County. Planning and land acquisition should be done early enough to avoid overcrowding in schools.

In order to ensure that all students have adequate facilities to meet their educational needs, and that facilities will continue to meet the needs of future students, County decision makers should continue to evaluate enrollment numbers. When existing educational facilities need to be expanded to continue to provide high quality education opportunities, the County should explore constructing new facilities in a location that best serves the projected enrollment and adheres to the Neighborhood Model principles.

The Long Range Plan for Albemarle County Schools should identify land needed for school expansion and new schools, and recommend acquisition of these sites as soon as feasible. Development Area Master Plans are created with a great amount of public input and feedback. Potential school sites are identified based on locations of undeveloped land near residential areas. Future school sites identified on such Master Plans and these recommendations are important to understand the needs of that particular community.

Strategy 3d: Ensure capital funding is programmed to achieve parity in the provision of all levels of school facilities.

Proper long-range facility planning is needed to ensure elementary, middle, and high schools can provide for the future needs of students. The Long-Range Plan for Albemarle County Schools should continue to be used to guide capital programming for new school facilities and the expansion of existing facilities over the next ten years.

Strategy 3e: Provide adequate recreational and athletic facilities on a school site to serve the students of the school and to provide park facilities as identified in the Parks and Recreation Chapter of this Plan.

In past years, combining school and park locations was viewed as creating a good economy of scale. By increasing the size of playing fields, maintenance and sharing of existing parking lots was less expensive to the public. Public buy-in of sites helped pave the way for new construction. This sharing, however, had the downside of creating school sites that were so large as to make walking to school very inconvenient. Schools were intended to be accessed predominately by cars. The parcel size also increased the purchase cost of the land.

With the Neighborhood Model, requiring larger recreational land than needed for the school use became less important than creating walkable neighborhood centers. Through rezoning, the County can receive park and school sites on smaller parcels, separate from each other, which is more palatable to the property owners who are proffering the land. In collaboration with the Parks and Recreation Department, school, park, and recreational facilities will be available for public use after schools meet their responsibilities to students.

Strategy 3f: Give preference to locating schools on individual sites rather than having multiple schools on one site.

Locating schools together on a single site can be less expensive for land purchase, construction, maintenance, and shared facilities such as parking lots. However, smaller school sites for individual schools can provide for ease of walking to, from, and on the school site and create multimodal

transportation options for teachers and students to get to schools. Single-school sites allow for more community and neighborhood-based connections. Multi-school sites may be considered where co-location will reduce individual school land area demands.

Strategy 3g: Use modular facilities only during periods of enrollment fluctuations or prior to expansion or development.

Modular facilities are temporary classrooms that can be used for short periods of time to deal with transitions between redistricting and construction of a new school. They are intended to be temporary and are not an appropriate long-term solution to overcrowding or a substitute for permanent facilities.

Strategy 3h: Encourage innovative alternatives to address new school facility needs, including potential cooperation with the City of Charlottesville.

Costs for new school construction can be very high, especially when land costs are added. Alternative methods of providing new facilities, such as working with the City, can be a cost-effective method of stretching limited County resources. In the urban neighborhoods, especially creative alternatives provided in conjunction with the City may prove beneficial to both the City and the County.

Strategy 3i: Promote walking and bicycling to school where schools are accessible from pedestrian and bicycle facilities.

In the Development Areas, the County is trying to create a pedestrian-oriented community. For schools, this means that walking to school should be a realistic alternative to car or bus transportation. Promoting walking and biking to school helps to reduce school transportation costs and prevent childhood obesity. This strategy must be achieved in conjunction with and not counter to school safety and security measures.

Strategy 3j: Program necessary funding in the Capital Improvements Program (CIP) to provide for bikeway and walkway linkages to schools.

Many of the schools in the Development Areas were built without sidewalks or walking and bicycling paths, which limits mobility. To make walking to school an option, the County should program in the Capital Improvements Program necessary bikeway and walkway improvements within a ¼ mile radius of the site. This can provide adequate bicycle and pedestrian linkages between nearby neighborhoods and schools.

Objective 4: Provide firefighting and rescue facilities and equipment as needed to meet the characteristics of particular service areas.

Albemarle County has a unique emergency services system. Both volunteer and career personnel cooperatively provide fire, rescue, hazard mitigation, and emergency medical services to the community, while partnering with other local and regional emergency services organizations. The County Department provides emergency fire, rescue, hazard mitigation, and medical services for the County. Stations serve response areas that are both urban and rural.

Albemarle County maintains a centralized headquarters to oversee the provision of fire, rescue, hazard mitigation, and emergency medical services. Commonly referred to as ACFR (Albemarle County Fire Rescue), the Department has staff that handle administrative tasks, training, volunteer programs, fire prevention and life safety programs. The Department also provides career operations staffing to supplement volunteer staffing. Albemarle County has 14 fire and rescue stations. Of the 14, five fire and rescue stations provide fire protection, fire suppression, and emergency medical transport and rescue services. Five fire and rescue stations provide fire protection and suppression, as well as emergency medical non-transport (Crozet Volunteer Fire Department does not provide Emergency Medical Service non-transport). Emergency medical non-transport means that emergency medical personnel, such as an Emergency Medical Technician working for a fire station, can provide service but not transportation to the hospital. The remaining four rescue squad stations (three organizations) provide emergency medical transport and rescue services. The 14 are listed below:

Rescue Station 1	-	Charlottesville-Albemarle Rescue Squad
Fire Station 2	-	East Rivanna Volunteer Fire Department (Rural Area)
Fire Station 3	-	North Garden Volunteer Fire Department (Rural Area)
Fire Rescue Station 4	-	Earlysville Volunteer Fire Department (Rural Area)
Fire Station 5	-	Crozet Volunteer Fire Department
Rescue Station 5	-	Western Albemarle Rescue Squad
Fire Station 6	-	Stony Point Volunteer Fire Company (Rural Area)
Fire Station 7	-	Scottsville Volunteer Fire Department
Rescue Station 7	-	Scottsville Volunteer Rescue Squad
Fire Rescue Station 8	-	Seminole Trail Volunteer Fire Department
Rescue Station 8	-	Berkmar Substation of the Charlottesville-Albemarle Rescue Squad
Fire Rescue Station 11	-	Monticello Fire Rescue (County-owned)
Fire Rescue Station 12	-	Hollymead Fire Rescue (County-owned)
Fire Rescue Station 15	-	Ivy Fire Rescue (Rural Area)
Rescue Station 16	-	Martha Jefferson Hospital

The Regional Emergency Communications Center, located on Ivy Road, dispatches all emergency calls to County fire departments, rescue squads, and the region's police departments.

Strategy 4a: Locate new fire and rescue facilities in places where the largest number of properties can be served and where ingress and egress into the station is not hindered by traffic or obstructions.

The need for safety, economy, and efficiency mandates that fire and rescue stations be located where the largest number of people can be served and where response time can be the quickest. For this reason, most of the fire and rescue facilities are located in the Development Areas. Not all facilities are in the Development Areas, however, because existing residents in the Rural Area need fire and rescue service, too. As the population grows, additional stations likely will be needed. When siting

new stations, this strategy can be followed by considering the following:

- Station sites should have direct access to a collector street or road that is located within 0.5 mile from an arterial street or road;
- Facilities should not be located on heavily traveled streets or roads that are frequently congested due to potential conflicts when emergency vehicles enter the street or road. The Fire and Rescue Departments should be able to control any traffic signal lights located at the collector or arterial street or road intersection(s) during emergency calls;
- Facilities should not be located such that equipment leaving the facility in response to an emergency would be immediately hindered by steep grades, the need to cross restricted bridges which could not accommodate the weight of the vehicle, or railroad crossings; and
- Facilities should be located in [centers](#) or commercial, service, and industrial areas. Locations near or adjacent to neighborhoods may be acceptable; however, potential noise and traffic conflicts must be adequately addressed.

Strategy 4b: Continue to assist volunteer fire and rescue stations that do not have the financial means to fund building repairs and minor building renovation projects.

Albemarle County's volunteer fire and rescue stations provide a tremendous benefit to the County. However, fundraising does not always cover the costs needed to provide the service. Because of this situation, the County established a policy in 2006 to assist volunteer stations in need of building repairs and minor building renovation. These stations can request assistance from the County if they can show that the station is unable to independently fund the project. Determining financial hardship requires that the station disclose the department's financial statements (balance sheet and income statement) to help demonstrate the station's financial need. Funding for larger projects are addressed on a case by case basis through the County's CIP process.

Strategy 4c: Evaluate the need for a County-owned public safety training facility. If deemed appropriate, locate the training facility in a central location to provide convenient access for all regional members (see Strategy 2c).

The County does not currently own or operate a public safety training center and, at present, County personnel travel outside of the County to acquire necessary training at private facilities. A County-owned public safety training facility would serve law enforcement needs by providing space for firearms and vehicle training to meet the Department of Criminal Justice Service certifications. The facility would also provide firefighting training, including a burn building and an area for hazardous material training. A locally-managed public safety training facility would also allow for community public safety agencies to train together in an operational and scenario-based training environment as well as during annual in-service training events. Constructing such a facility in a central location would make it easier and more convenient for police and fire and rescue employees to attend training activities. The County should identify options for meeting training requirements, evaluate the benefits and liabilities of constructing a local public safety training facility, and, if appropriate, consider future locations for these facilities within the County.

Objective 5: Continue to provide facilities for both local government and schools administrative services in a central location that is convenient for County residents.

Currently, there are four primary locations that provide essential Albemarle County governmental services. The County Office Building (COB-McIntire) is located on the corner of Preston Avenue and McIntire Road in the former Lane High School Building in the City of Charlottesville. The County Office Building (COB-Fifth) is located south of Interstate 64 on Fifth Street Extended. Court Square provides for judicial services and is located adjacent to the intersection of Jefferson Street and Park Street. The School Division administration is located in COB-McIntire and on the Albemarle High School campus.

The specific County services and departments located at each County Office Building are listed below:

- COB-McIntire: Community Development, County Attorney, County Executive, Finance, General Services, Human Resources, Information Technology, Office of Facilities Development, Office of Management and Budget, and School Division administration.
- COB-Fifth: Charlottesville-Albemarle Commission on Children and Families, Fire and Rescue, Housing, Police, Social Services, Virginia Cooperative Extension, and Voter Registration.

Strategy 5a: Continue to provide for local government and school division administration centers at the COB-McIntire and COB-Fifth.

The current locations of the County’s administrative offices are convenient and accessible for residents and employees. These facilities should continue to be used until such time as the space can no longer serve the need. Any new facilities should be located so they are convenient for County citizens.

Strategy 5b: Continue to provide a separate location for County court services that can accommodate County court facilities and service needs.

The specific County court services located in Court Square in the City of Charlottesville are the Circuit Court, Clerk of the Circuit Court, Commonwealth’s Attorney, General District Court, and Clerk of the General District Court. The County has recently completed a study to evaluate the long-term Court facility needs of the County. The study recommendations include options to renovate and buildout the existing Court facilities site or to relocate some court facilities to another County-owned site. Existing facilities should continue to be used until such time that the space can no longer serve the need. Any new facilities should be located so that they are convenient for County citizens.

Objective 6: Continue to operate an emergency communications center that coordinates emergency communications within the region in an expedient and professional manner.

All emergency and non-emergency calls in Albemarle County, the City of Charlottesville, and UVA are received and processed in the regional ECC located on Ivy Road. The dispatch center of the ECC is the hub of all radio transmissions for the Albemarle County Police Department, the City of Charlottesville Police Department, the UVA Police Department, the Charlottesville Fire Department, the Albemarle County Fire and Rescue Department, and the Charlottesville-Albemarle, Western Albemarle, and Scottsville Volunteer Rescue Squads.

Coordinated regional emergency communications ensure that emergency response can be handled in a quick and professional manner.

Strategy 6a: Continue to be a member of the regional Emergency Communications and Emergency Operations Center in conjunction with the City of Charlottesville and UVA in order to direct emergency calls to service providers and to coordinate a unified regional response to emergencies.

Emergency communications is coordinated at the dispatch center where all emergency and non-emergency calls in the county of Albemarle, the City of Charlottesville, or UVA are received and processed. All 911 calls for Albemarle and Charlottesville are sent to this facility, which works with surrounding jurisdictions, Virginia State Police dispatch, poison control, and language translators for non-English-speaking callers. The center is also the hub of all radio transmissions for the Albemarle County Police Department, the City of Charlottesville Police Department, the UVA Police Department, the Charlottesville Fire Department, the Albemarle County Fire and Rescue Department, and the Charlottesville-Albemarle, Western Albemarle, and Scottsville Volunteer Rescue Squads. It serves an essential function and represents an efficient way to provide services to the community. This unified regional service should be continued.

Strategy 6b: Update the regional Emergency Operations Plan (EOP) to address historical and emerging threats and hazards including natural, accidental and intentional incidents and provide training for public safety and emergency management staff.

Albemarle County is vulnerable to a variety of emergencies, including hazardous materials incidents and terrorism. The Commonwealth of Virginia Emergency Services and Disaster Laws of 2006 (Virginia Code § 44-146.19) require that local governments develop and maintain a current Emergency Operations Plan (EOP) to be prepared for such events. Every four years, each local and interjurisdictional agency must conduct a comprehensive review and revision of its EOP to ensure that it remains current. The last revised EOP was adopted by the County in November 2013. Although the plan addresses hazardous materials generally, consideration should be given to adding operational plans or references to specific types of hazards and threats, such as addressing crude oil shipments by rail. Additionally, training will be needed for staff involved in emergency management and public safety.

Objective 7: Enable efficient and cost-effective solid waste disposal and sustainable materials management to reduce waste, conserve resources, protect human and environmental health, and decrease greenhouse emissions.

Sustainable materials management is defined by the EPA as, “An approach to serving human needs by using/reusing resources most productively and sustainably throughout their life cycles, from the point of resource extraction through material disposal. This approach seeks to minimize the amount of materials involved and all the associated environmental impacts, as well as account for economic efficiency and social considerations.” More information on this topic may be found in the Reference Documents.)

Solid waste management traditionally relates to the collection and disposal of domestic solid waste from residences, institutions, businesses, and industries, and also includes inert construction/demolition debris, brush, yard waste, and vegetative waste. It does not include management of wastewater treatment sludge. Dealing with commercial hazardous waste is a legally distinct solid waste management issue that is addressed through the Thomas Jefferson Planning District Commission’s (TJPC) Regional Solid Waste Management Plan, the policies of the Rivanna Solid Waste Authority (RSWA), and the County’s Environmental Management Policy, which are all found in the Appendix.



Source: <http://www.epa.gov/solidwaste/nonhaz/municipal/hierarchy.htm>

At present, most solid waste in the County is collected by private haulers and taken to transfer stations outside of the County. No landfills are currently operating in Albemarle County. There are two closed landfills that are currently subject to State closure permits. One is in Keene and the other is located at the Ivy Materials Utilization Center (Ivy MUC). The RSWA provides for all State and federal mandated post-closure care activities at these sites. Given the difficulty in locating and obtaining permits for a new landfill in Virginia and the current environment with a small number of large landfills in the State, it is unlikely another landfill will be permitted in Albemarle County within the next 20 years. This plan recognizes that the County will need to be responsive to evolving waste management strategies, changes in the waste stream over time, and a changing regulatory environment.

Strategy 7a: Use the waste hierarchy (reduce, reuse, recycle, dispose) to guide waste management policy.

The waste management hierarchy was developed in the latter part of the last century as a way to protect the environment and conserve resources. Use of the hierarchy includes sustainable materials management, prioritizing source reduction, reuse, and recycling over energy recovery and landfilling in order to protect the health of the environment and the safety and welfare of the citizens of Albemarle County. The County’s implementation of these plans and policies will improve access to more comprehensive services for all residents and businesses throughout the County.

Strategy 7b: Ensure that solid waste generated in the County is collected, processed, and disposed of in a manner consistent with the waste management hierarchy, the TJPDC Solid Waste Plan and the County's Environmental Management Policy.

The County participates in development of the [TJPDC Solid Waste Plan](#), which is a plan for the management of the solid waste generated by residential, industrial and commercial activities of the Thomas Jefferson Solid Waste Planning Unit (TJSWPU). It serves as the regional plan for the TJSWPU, which is made up of the Counties of Albemarle, Greene, and Fluvanna, the City of Charlottesville, and the Towns of Columbia, Scottsville, and Stanardsville. The Plan meets the solid waste planning requirements for each locality participating in the planning unit by describing existing and proposed solid waste management systems that support the hierarchy of source reduction, reuse, recycling, resource recovery, incineration, and landfilling, as set forth by Virginia Code.

In 2008, the County adopted an [Environmental Management Policy](#) that commits the County to environmental compliance, pollution prevention and continual environmental improvement within County-owned buildings and County operations. A copy of the current Policy is found in the Reference Documents.

Strategy 7c: Increase educational outreach to the community in order to communicate the benefits of reducing waste, reusing and recycling materials, and diverting useful and valuable resources from the landfill.

Educational outreach is essential to a program to reduce, reuse, and recycle materials. An education program should be based on a sustainable materials management policy involving all individuals, businesses and institutions for all aspects of the waste stream. Development of the program should be done in consultation and collaboration with Albemarle County Public Schools, the City of Charlottesville and City Schools, UVA, RSWA, the private sector, and other interested groups.

The County should promote transparency about the local waste disposal process to help residents and businesses understand where their trash goes, how much is recycled, how they can reduce waste and/or increase diversion, and should inform the community about the human and environmental benefits of responsible resource stewardship. Education efforts should include partnering with private haulers and other interested groups to ensure that uniform and correct terminology is used in marketing and educational materials, advertising and signage to accurately describe services and thereby reduce confusion about programs and claims.

Strategy 7d: Continue to identify best practices for the management of solid waste in order to provide guidance for the County.

The Albemarle County Long Range Solid Waste Solutions Advisory Committee was formed by the Albemarle County Board of Supervisors to study solid waste management as a public policy issue and to identify best practices for the management of solid waste in the County now and in the future, including the possibility of regional cooperation. Any recommended implementation strategies should be consistent with the County's Comprehensive Plan and the organizational vision of Albemarle County.

Strategy 7e: Develop local and/or regional cooperation to advance sustainable materials management.

At present, the City of Charlottesville, UVA, and the County operate independently with regard to solid waste management. The RSWA is the County's service provider and the TJPDC develops the regional plan for solid waste. The County should look for economies of scale or other benefits that could be realized through regional partnerships and cooperation with these entities. The County should take the lead in advocating for a unified approach to the multi-jurisdictional problem of waste.

Strategy 7f: Continue to provide and consider expansion of comprehensive hazardous waste disposal services for the County's citizens and businesses.

The RSWA currently provides several services at the Ivy MUC for household hazardous wastes (defined in the Code of Virginia) that are not provided by others, or not provided in a way that adequately serves community needs. Disposal services from the RSWA currently include semiannual household hazardous waste disposal days for materials such as paints, pesticides, and fluorescent lighting among other items. The RSWA also offers ongoing disposal of dead animals, motor oil, and the safe recovery of antifreeze and coolant from refrigerators and air conditioners. Hazardous waste services provided by the RSWA should be continued at the Ivy MUC until equivalent or better services are in place at other locations.

Strategy 7g: Study whether the Ivy MUC can continue or potentially expand services and programs for the County.

Currently, the RSWA holds the only waste transfer permit in Albemarle County. The RSWA operates a transfer station at the site of the Ivy Materials Utilization Center, which collects, stores, and transfers solid waste from households and businesses that do not use private haulers. It also acts as a transfer station for private haulers. Privately owned and operated transfer stations are the primary destination for most of the municipal solid waste generated in Albemarle County. The Ivy MUC provides the only alternative in Albemarle County for those households and businesses that choose not to engage private waste haulers.

The Ivy MUC also provides continuing programs for mulching wood and vegetative waste and the sale of the resulting product, onsite disposal of clean fill, disposal of tires and wheels and recycling of scrap metals including metal appliances. The RSWA provides these services to County residents for a minimal fee, with a partial subsidy by the County. Future use of the property should be studied to determine how to continue or expand services to County residents and businesses.

Strategy 7h: Develop programs to recycle electronic waste and safely dispose of pharmaceuticals.

Electronic waste comprises computers, monitors, hard drives, and other electronic devices such as televisions, cell phones, and, hand held electronic equipment. At present, recycling and disposal is provided by the private sector. The County should investigate developing programs to recycle electronic waste in an environmentally responsible manner. Considerations include developing drop-off sites, regular collection drives, encouraging extended producer responsibility policies, developing partnerships with manufacturers and distributors, or some other means of safely disposing of these materials using certified electronic waste recyclers.

Safe pharmaceutical disposal is also needed to keep unused drugs out of the landfill and water supply. The County should develop programs to help remove pharmaceuticals from the waste stream wherever possible through the development of secure “drop-off” locations, and partnerships with manufacturers and distributors, and the use of qualified pharmaceutical disposal services.

Strategy 7i: Establish benchmarks and goals for measuring waste reduction, diversion of useful materials, and the safe disposal of municipal solid waste.

State law requires that this region maintain a twenty-five percent recycling rate for the calendar year. According to TJPDC reports, the County and City together exceed the 25% rate, but this is less than occurred in years past. New benchmarks and goals are needed, and implementation of this strategy will require regular monitoring of sustainable materials management practices and data, and communication among regional TJPDC staff, local government staff, and private haulers.

Strategy 7j: Update strategies for solid waste management, if needed, after the Long Range Solid Waste Solutions Advisory Committee completes its work.

In response to the need to improve County solid waste management strategies, the Board of Supervisors formed the Albemarle County Long Range Solid Waste Solutions Advisory Committee, to develop recommendations. This committee is exploring options to present to the Board. The Committee's recommendations may result in the addition or modification of strategies that will be amended into this Comprehensive Plan.

Objective 8: Provide high quality library services for County residents.

Library services are provided through the Jefferson-Madison Regional Library (JMRL). The City of Charlottesville and Albemarle County joined with Greene, Louisa, and Nelson Counties to form the JMRL in 1972. Goals are set and operations overseen by the Jefferson-Madison Regional Library Board, which has three members appointed by the Albemarle County Board of Supervisors.

Strategy 8a: Retain existing library locations in conjunction with the Jefferson-Madison Regional Library System.

There are three libraries open in Albemarle County and five more in the surrounding localities, including the central branch in Downtown Charlottesville. Albemarle County Branch Libraries are the Crozet, Northside, and Scottsville Libraries. The new Crozet Library at the intersection of Library Avenue and Crozet Avenue opened in September 2013. Along with the other libraries in the County, operation of the Scottsville Library on Bird Street in the Town of Scottsville should continue.

Strategy 8b: Operate the recently opened Northside Library to provide better services to residents of the northern part of the Development Areas.

For a number of years, the County leased space for the Northside Library in the Albemarle Square Shopping Center on Route 29 North. In 2013, the County purchased a site for a permanent home for the Northside Regional Library. The County renovated a building on that site to permit the Northside Library to double its size from 15,000 to over 35,000 square feet. In addition, the County will be using the basement area as storage for local government and schools. When compared with the costs of the current lease agreement, the cost savings is beneficial to the County. In addition, the site will temporarily be used for a rescue squad location while the Seminole Fire Rescue Station is being renovated.

The following design guidance was provided to help the new Northside Library facility integrate into the surrounding area:

- Use the Neighborhood Model Design guidelines to improve site connectivity. Prior to site plan completion, the County should look for methods to integrate the site into the community using Neighborhood Model principles and guidelines, especially by providing pedestrian, bicycle, and transit connections; and
- Provide active public uses that support and engage the nearby community at the new Northside Library site.

These features are important with all redevelopment projects for libraries in the Development Areas.

Strategy 8c: Evaluate the feasibility of constructing a new library facility to serve the southern part of the Development Areas.

The Southern and Western Development Area Neighborhoods, as well as a large area south of I-64 between the City of Charlottesville and Scottsville, are underserved by libraries. Residents of these areas must drive to the Gordon Avenue Branch Library in downtown Charlottesville for library services. The Southern and Western Neighborhoods Master Plan recommends that consideration be given to constructing a new library facility for the Development Areas south of Charlottesville.

A prominent location is required to attract and encourage use of the library. The site shall be located where people can access it and conduct other activities in the same trip. The available street frontage, building placement on the site, and the location relative to employment, service, and activity centers, along with existing traffic volumes, shall be considered in evaluating feasibility. A County-owned site near Monticello High School may provide sufficient area and an appropriate location.

Strategy 8d: Continue to monitor the need for new library services.

As with all new public facilities, except for those that by their nature require a rural location, public library facilities should be located in the Development Areas and provide the most convenient access to residents within the designated service area. Services to Rural Area residents should be provided from facilities located within the Development Areas and by the Bookmobile service.

Alternative outlet facilities and services (such as small kiosks/outlets with network connections to the library system), which do not require significant capital outlays for buildings, should be considered as alternative methods for providing service to the Rural Area, if consistent with the County's Growth Management and Rural Area policies. Additionally, if a need is established for a new library after the Northside and Southern libraries have been completed, the following criteria should be used: 1) identify specific service areas for each library facility; and 2) ensure that service areas in the Development Areas are based on a 10-minute travel time to a library facility for 75% of Development Area residents and a 20-minute travel time for 75% of Rural Area residents in the service area.

Strategy 8e: Maintain existing Bookmobile service to the outlying areas, especially those areas that JMRL has determined require outreach services.

JMRL operates a Bookmobile service to several locations in the County. The Bookmobile has its own collection and carries 1800 to 2000 books to each stop. Patrons can place holds on materials and pick them up at their respective stops. Rural Area residents and seniors benefit from having Bookmobile service. Such service should be continued.

Strategy 8f: Continue to recognize evolving technology, such as online transactions, downloadable books, and self-checkout kiosks.

Library needs are likely to continue in the future; however online access to books and reference materials, as well as technological advances, have and will continue to change. Such changes may have major impacts on the use and configuration of future library buildings, and how services are provided. For these reasons, the Library should monitor technological changes that may offer ways to improve service for patrons in a less expensive way than constructing and operating new libraries.

Objective 9: Provide public water and sewer in the Development Areas.

Water and sewer services are essential for the County to achieve its growth management goals. Having adequate facilities in the Urban Service Area is also very important if the densities recommended in the Land Use Plan are to be realized. Available water supply and wastewater treatment capacities can limit the ultimate number of connections that can be made to either system. The strategic location and sizing of necessary water storage facilities, water distribution, and wastewater collection lines are more important to the effective use of these capacities for future growth. Providing water with adequate pressure to support necessary fire flows is equally important. Coordination of utilities and land use planning also requires the provision of utilities where they are needed. The Urban Water System Service Area includes the County's [Development Areas](#), the City of Charlottesville and UVA.

Water in Albemarle County's Development Areas and the City of Charlottesville the Crozet service area, the Town of Scottsville, and UVA is provided by five reservoirs and one river intake structure. Water in the County's Rural Area is mostly self-supplied from individual wells, though approximately 2,600 people are supplied by non-governmental community water systems through private central water supplies.

Rivanna Water and Sewer Authority (RWSA)

The RWSA is a public body created in 1972 by the concurrent resolutions of the governing bodies of the City of Charlottesville and Albemarle County. It serves as a single political entity authorized to acquire, finance, construct, operate, and maintain facilities for the interception, treatment, and disposal of wastewater. It is also responsible for the impoundment, production, storage, and transmission of potable water in the service area. In addition, the RWSA is responsible for planning improvements and facilities to meet current and future needs.

The RWSA acts as the wholesaler of water and provides sewage collection and treatment services through three separate and distinct systems - the Urban Water System (described above), the Crozet Water System, and the Scottsville Water System.

Albemarle County Service Authority (ACSA)

The ACSA was created in 1964 by the Board of Supervisors to provide Albemarle County with retail water and wastewater services to defined jurisdictional areas. Jurisdictional areas include the Development Areas and a few places outside of the Development Areas where commitments for service were made several decades ago. The ACSA is responsible for maintaining the distribution and collection lines within the jurisdictional areas, as well as determining whether proposed developments can be served adequately by the existing system. The ACSA ensures the availability of domestic water, wastewater conveyance capacity, and fire suppression capabilities in relation to development proposals. The ACSA inspects and approves the construction of new lines in private and public developments within Albemarle County. The Executive Director of the ACSA also sits on the RWSA Board of Directors.

Strategy 9a: Continue to provide public water and sewer in jurisdictional areas.

Water and sewer jurisdictional areas ensure the County's Growth Management Policy, Land Use Plan, and Develop Area Master Plans are implemented by guiding the direction of public utility placement. The areas also permit these services to be provided in a manner that can be supported by the utility's physical and financial capabilities. The jurisdictional areas are those portions of the County that can be served by water or sewer service, or both, and generally follow the Development Areas boundaries.

Delineation and adoption of utility project jurisdictional areas by a local governing body is provided for in Virginia Code §15.2-5111.

The boundaries of the Development Areas are to be followed in delineating jurisdictional areas. Change to these boundaries outside of the Development Areas should only be allowed when: (1) the area to be included is adjacent to existing lines; **and** (2) public health and/or safety is in danger.

Access to the Crozet Sewer Interceptor between the boundary of the Crozet Development Area and the Urban Service Area boundary should continue to be prohibited as well as the installation of private central water and/or sewer systems in the Development Areas. In addition, the funding of public water and sewer capital improvements should be in accordance with the recommendations of the Comprehensive Plan.

Strategy 9b: Continue coordination of water and sewer services among the ACSA, the RWSA, the City of Charlottesville, UVA, and the County.

Water is provided to the County's Development Areas and the City of Charlottesville through a public system of water intake points and distribution pipes. Wastewater collection in the County's Development Areas and the City of Charlottesville (the urban service area) is provided by a public system of sewage collection pipes. The interceptor system also serves the Crozet service area. There are also separate wastewater treatment plants for the Glenmore development in the Village of Rivanna and the Town of Scottsville. Wastewater in the County's Rural Area is mainly treated by individual private septic systems.

Coordination among the entities that provide these services ensures the planning and delivery of adequate public water and sewer services. It is important that such service be provided in an efficient and nonduplicative manner in each of the ACSA's, RWSA's and City's Capital Improvements Programs and in other planning documents, such as the [2011 Regional Water Supply Plan](#) and the 2010 RWSA Comprehensive Sanitary Sewer Interceptor Study.

Strategy 9c: Complete planned public water and sewer system upgrades for the Development Areas adjacent to the City.

In order to meet long-term water and sewer demands, new and expanded public water and sewer facilities should be designed according to the projected demand reflected in the 2011 Regional Water Supply Plan and the 2010 RWSA Comprehensive Sanitary Sewer Interceptor Study. Expanded facilities should also support the densities and uses reflected by the Future Land Use Map and the Development Area Master Plans. More information on the public water and sewer systems and their capacities can be found in the Reference Documents.

Upgrades needed for public water system treatment, storage, and transmission include:

- Construction of a New Ragged Mountain Dam (See the Regional Water Supply Plan);
- Implement a mitigation plan for the new Ragged Mountain dam (See the Regional Water Supply Plan);
- Construction of the South Fork Reservoir to Ragged Mountain Pipeline (See the Regional Water Supply Plan);
- Dredging of the South Fork Rivanna Reservoir (See the Regional Water Supply Plan);

- Complete Improvements to the Urban System Water Treatment Plants (WTPs), including the Observatory WTP, the North Rivanna WTP, and the South Rivanna WTP to optimize water quality and to expand capacity in concurrence with general urban growth;
- Provide the necessary infrastructure improvements to ensure adequate water service and storage capacity to the North Hollymead, Piney Mountain, and the Southern Urban Service Areas;
- Complete improvements and/or upgrades to finished water pump stations, including the Stillhouse and Alderman Road Pump Stations;
- Complete the South Fork Rivanna Dam – North Abutment Stabilization;
- Complete the system-wide valve repair and replacement project;
- Implement an urban water wholesale master metering program; and
- Construct portions of the eastern branch of the southern loop to improve water delivery to the Southern Neighborhoods (4 & 5).

Upgrades needed for public wastewater collection and treatment include:

- Complete system-wide sanitary sewer rehabilitation, replacement, and upgrades in concurrence with general urban growth and according to need;
- Complete an upgrade of the Rivanna Pump Station and Tunnel;
- Complete an update to the Sanitary Sewer Model;
- Provide the necessary infrastructure improvements to ensure adequate sewer service the Hollymead and Piney Mountain Development Areas; and
- Monitor demand and upgrade the Moores Creek Advanced Wastewater Treatment Plant accordingly.

These improvements should be made in accordance with RWSA and ACSA policies and standards.

Strategy 9d: For the Development Areas of Crozet and Village of Rivanna and the Town of Scottsville water and sewer systems (the nonurban system), monitor demand and plan for systems and facilities upgrades concurrent with community growth.

Crozet, the Village of Rivanna and the Town of Scottsville are communities located away from the urban network. Needed upgrades to these nonurban water systems include:

- Completion of improvements to the Crozet and Scottsville water treatment plants to optimize water quality and expand capacity in concurrence with community growth; and
- Completion of the Beaver Creek Dam alterations.

Demands on the Village of Rivanna Wastewater Treatment Plant should be monitored to ensure adequate capacity can be provided for existing and approved land uses. Additional information on the nonurban water and sewer systems capacity can be found in the Development Area Master Plans.

Strategy 9e: Continue to support and implement water demand management strategies as outlined in the 2011 Water Supply Plan by maintaining efficient water use through ordinance, by reducing water use through conservation initiatives, and by reducing water loss through system operation and maintenance.

In order to meet the projected regional water demand forecasts, the ACSA and RWSA must implement water demand management practices for efficient use of water within the planning area. These practices include completion of capital expansion projects and repair and replacement of aging infrastructure by RWSA and the ACSA. In addition, the ACSA and the City of Charlottesville will be responsible for carrying out water demand management strategies, primarily through ordinance and conservation initiatives.

The ACSA efficiently maintains public water use through ordinance requirements by requiring that all new irrigation systems have a dedicated service line and meter and be equipped with a rain sensor. These requirements will help maintain system pressure to efficiently deliver water to all parts of the distribution system. Water conservation measures used by ACSA include:

Figure 3: ACSA List of Activities Promoting Water Conservation

<ul style="list-style-type: none"> Public awareness campaign for free indoor conservation kits 	<ul style="list-style-type: none"> Educational presentations to business groups and individual businesses
<ul style="list-style-type: none"> Water conservation webpage expansion to include local xeriscaping efforts 	<ul style="list-style-type: none"> Educational presentation to neighborhood and civic groups and multifamily housing
<ul style="list-style-type: none"> Rain Barrel Rebate Program 	<ul style="list-style-type: none"> Water conservation results monitoring
<ul style="list-style-type: none"> Low Flow Toilet Rebate Program 	<ul style="list-style-type: none"> Regular ad campaign, year round
<ul style="list-style-type: none"> System leak detection 	<ul style="list-style-type: none"> Water restriction rules and regulation
<ul style="list-style-type: none"> Carwash certification 	<ul style="list-style-type: none"> Drought Public Notification Plan
<ul style="list-style-type: none"> Business outreach 	

Source: 2011 Water Supply Plan

Promoting these activities will help to prevent public water shortages in the future.

Strategy 9f: Continue to ensure that private central water and sewer systems are only used to solve potable water and/or public health or safety problems of existing Rural Area residents.

Homes and businesses located outside the County's Development Areas are almost always served by groundwater and private septic systems. Individual private wells are the expected source of the water and individual conventional private sewage systems (i.e., septic tank and subsurface drainfield) or State-approved alternative sewer systems are the expected waste water disposal systems.

Allowing the use of central water systems or central sewage disposal systems invites development of the Rural Area that is not intended. Private central water or sewer systems are the exception and not the rule. However, there are cases where use of central water or sewer systems can solve the potable water and/or public health or safety problems of existing residences. Private central water and/or private central sewer supplies should be approved only after all other alternatives have been exhausted.

In no case should a rural subdivision using a central water and/or central sewer system exceed the density achievable by using individual wells and/or individual conventional or alternative sewage systems.

The County currently follows the procedure outlined in the County Code for permitting central water and sewer facilities, a process that requires Board of Supervisors approval. The ACSA discourages County approval of central water and/or central sewer systems in the Rural Area because of the potential failure of the system. Failure might require the ACSA to take over the system, and shift the expense to other existing rate payers in the ACSA system.

More detailed information on existing public and private water systems in the Rural Area can be found in the 2011 Regional Water Supply Plan, included in the Reference Documents of the Plan. More information on the protection of surface and ground water resources can be found in the [Natural Resources Chapter](#).

County-Owned Stormwater Management Facilities

The County owns and manages 13 stormwater management facilities throughout the County. These facilities have long term maintenance needs.

Strategy 9g: Continue to manage County-owned stormwater facilities.

The facilities owned by the County are either associated with County-owned buildings or public projects, such as the Crozet stormwater/wetlands project and the Carrsbrook lagoon project, both of which were built to benefit the public. The Water Protection Ordinance provides guidance on when accepting stormwater facilities from private developments is appropriate. The County should continue to manage its facilities, but recognize that, as new facilities are taken over by the County, maintenance costs will increase.

Strategy 9h: Continue to assess ways in which the costs of stormwater maintenance can be funded.

There are over 900 stormwater facilities in the County that are privately owned and managed by nonpublic entities. Long-term maintenance, which is often neglected, is a key issue to be addressed in order to avoid future aesthetic and drainage problems. It is foreseeable that the collective maintenance burden of hundreds of privately owned stormwater facilities will require a more coordinated approach. The cost and technical expertise required suggests that a stronger role can be played by the County. Several localities in Virginia have created stormwater utilities or service districts to charge and collect fees or impose taxes to provide for the proper long-term maintenance of stormwater facilities and drainage networks, as this is becoming an increasingly important public health and safety issue within developed and developing areas.

Objective 10: Support provision of private electric, telephone, natural gas, wireless, and fiber optic service when its provision is in keeping with other aspects of the Comprehensive Plan.

Electricity, telephone, and gas service are provided by private companies. Electricity is provided by Virginia Power, Potomac Edison, and Appalachian Power Company. Two cooperatives also serve the County, the Central Virginia Electric Cooperative and the Northern Piedmont Electric Cooperative (Rappahannock). Virginia Power and Appalachian Power serve the greatest portion of the County.

Albemarle County is served by Central Telephone of Virginia (CENTEL), with the exception of the Greenwood-Afton area and the northeastern area of the County, which are served by the Chesapeake and Potomac Telephone Company. Wireless providers in the County include Verizon, Sprint, AT&T, T-Mobile, Ntelos, and others. Natural gas service is provided to the City and adjacent portions of the County by Charlottesville's municipally-owned gas system, which taps into the Columbia Gas Company's line. Other areas in the County are served by the Columbia Gas Company. Fiber optic service currently is provided by FiberLight, CenturyLink, Level3, and Blue Ridge Internetworks.

Strategy 10a: Continue to ensure the adequate provision of electricity, telephone, fiber optics, and natural gas services to support existing and anticipated development in the County through coordination with utility companies.

One of the primary issues for growth in the County is to assure that capacities are available for present and future populations and businesses. In order to achieve this objective, cooperative and coordinated planning efforts must be maintained by the County and the respective utilities. The County should continue to inform utility agencies of long-term planning goals and current development proposals, which are reviewed by the County.

Strategy 10 b: Continue to coordinate reviews of development proposals with service providers through the site development review process.

One of the primary issues with these utilities is the assurance that adequate provision and capacities are available for present and anticipated growth within the County. In order to achieve this, cooperative and coordinated planning efforts must be maintained by the County and the respective utilities. Through the development review procedure established by the County, the gas, telephone, and electric utility companies are notified of all applications requiring a site plan. The County should also continue to inform utility agencies of long-term planning goals and current development proposals, which are reviewed by the County.

Strategy 10c: Continue to require reviews for compliance with the Comprehensive Plan for requests for gas line extensions to and through the Rural Area. Require compliance reviews with the Comprehensive Plan for requests for fiber optic extension to and through the Rural Area.

Electricity and telephone service are expected for most uses in the County's Rural Area. Farms and homes have relied on these services for many years and will likely continue to do so in the future. Extension of natural gas and fiber optic lines, however, may promote additional residential development in the Rural Area. In addition, extension of such lines may have a negative impact on the County's environmental and scenic resources. For this reason, extension of natural gas lines and fiber optic lines to and through the Rural Area must be done judiciously. Requests for these types of utility

extensions should continue to be reviewed by the Planning Commission for overall compliance with the Comprehensive Plan prior to permitting the extensions to occur.

Strategy 10d: Locate utilities to minimize impacts on the visual and natural environment.

In the Development Areas, where compact urban development is expected, the location of utilities is very important. Underground electric, telephone, and fiber optic lines can improve the visual environment and the requirement to locate these utilities underground should continue. Above ground apparatuses such as electrical boxes, metering stations, and blow-off valves are sometimes installed in conjunction with a new service. These apparatuses should be located in a manner that minimizes the impact on the surrounding area and should be adequately screened when installed.

Strategy 10e: Continue to ensure that personal wireless facilities are provided in accordance with the County's personal wireless service policy.

In October 2000, the County adopted the [Personal Wireless Service Facilities Policy](#) as a component of the Comprehensive Plan. The Policy established the County's approach for locating personal wireless service facilities based on the Federal Telecommunications Act of 1996, and the importance of preserving the County's significant natural, scenic, and historical resources.

The primary concern for the location of wireless facilities is visual impact. The Policy was put in place to ensure that the construction of new and modified facilities have limited visual impact on the community. To this end, personal wireless facilities are expected to:

- Be designed to minimize visibility;
- Utilize existing structures where possible;
- Utilize ground based equipment for new facilities ;
- Mount antennas close to the supporting structure;
- Be limited in size and be designed in keeping with the character of the area;
- Not be located on ridgetops or along the ridgeline;
- Be provided with an adequate backdrop so that they are not skylined;
- Not adversely impact slopes in excess of 25%, wooded areas, streams and stream buffers, and wetlands in the Rural Area;
- Not adversely impact historic and scenic resources; and
- Not adversely impact land shown as Parks and Green Systems in the Master Plans for the Development Areas.

The full policy is provided in the [Appendix](#). It references the Open Space Plan, which has been replaced with text in the Rural Area Chapter and Natural Resources Chapter of the Comprehensive Plan and the Parks and Green Systems Plans in the Master Plans for the Development Areas. The Personal Wireless Service Facilities Policy is primarily intended to address facilities providing personal wireless service. Other types of wireless facilities are encouraged to adhere to this policy to the extent possible.

Strategy 10f: Develop a broadband policy to reflect the County’s desire to have internet service speeds appropriate for educational, business, and residential purposes in all parts of the County.

Broadband service is a form of high-speed internet in which a frequency range is divided into multiple independent channels for simultaneous transmission of signals. The Federal Communications Commission (FCC) determines the minimum internet access speeds to qualify as broadband. Access to the internet is recognized by the County as a factor that can contribute to the quality of educational opportunities for County residents. Availability of access to the internet can be a factor in attracting, retaining and growing businesses and can improve residents’ quality of life.

At present, there are areas of the County that are not served by broadband. To date, the County has worked with service providers to identify available resources and demands for service. The County should continue to study ways to match demand for internet service with availability of service. When the study is concluded, additional or modified strategies may be amended into this Comprehensive Plan.

Albemarle County Comprehensive Plan

2015

IMPLEMENTATION

Page intentionally left blank.

Implementation

Achieving the Vision

The Comprehensive Plan is implemented in a variety of ways; including, voluntary measures, regulatory measures, consistent application of County policies, and budgetary support. The strategies in each chapter of the Plan are recommendations which utilize different tools available to Virginia Counties. Each tool is described in more detail below.

Voluntary Measures

Residents and property owners have the largest role in Plan implementation through their conscious decisions related to where they live, what programs they financially support, which businesses they frequent, and what changes they make to land they own, or on which they reside. Habits such as recycling, water conservation, carpooling, and lower energy consumption ultimately have an effect on landfill costs and the environment. Supporting area businesses of all types helps keep local dollars in Albemarle's economy. Putting rural land into conservation easements helps to preserve that land for future generations. All of these measures are important ways residents help achieve the County's vision and goals.

In addition to residents and property owners, area developers play a large part in the implementation of Albemarle County's Comprehensive Plan. By adhering to established policies, participation in current review practices, and voluntary submission of proffers, developers can help ensure future development – both residential and commercial – reflects the goals stated in the Comprehensive Plan.

In partnering with the County on several levels, various area organizations also help to implement the Comprehensive Plan. Through these partnerships, both parties complete work that helps to further individual goals. For instance, the County can partner with a local housing non-profit on a new multi-family development by providing a portion of necessary funding, or assisting with grant applications, or placement of qualified residents. By working together, a considerable amount of work is lessened by shared responsibility and participation.

The County provides financial incentives to help with Rural Area preservation and conservation such as Use Value Taxation and Agricultural/Forestral Districts which are described in detail in the [Rural Area Chapter](#) of this Plan.

Regulatory Measures

Some Comprehensive Plan implementation methods require more than voluntary activities. In some cases, regulatory measures must be taken. Many of these regulatory measures have been in place for decades, such as State and local building codes and floodplain protection. There are other available regulatory methods not currently used that may be utilized if viewed appropriate by the community and the Board of Supervisors.

Zoning Ordinance

Zoning regulations are effective tools for implementing recommendations of the Comprehensive Plan. In Albemarle County, the first Zoning Ordinance was adopted in 1969. Zoning ensures land uses in a community are properly located in relation to each other. Zoning also attempts to locate residential density where houses and residents can be adequately served by roads, schools, and utilities. The Zoning Ordinance places other controls on development to protect the health, safety, and general welfare of County residents. These controls, intended to insure light, air, and compatibility of uses, provide regulations for land use, building use, building heights, and setbacks. They insure safety and uniformity of site development and provision of features that are essential to both urban and rural living.

Use of Overlay Districts is also part of zoning. Some of the County's overlay districts are the Airport Overlay District, the Entrance Corridor Overlay District, and the Flood Hazard Overlay District. Other districts which have been considered in the past are a Historic Overlay District and a Mountain Protection Overlay District.

Amendments to the Zoning Ordinance occur as the priorities of the County change and different needs are established. All zoning amendments should be based on the Comprehensive Plan and are essential to implementing the Plan's goals.

Subdivision Ordinance

The Subdivision Ordinance sets the physical parameters for future development in a locality and is an effective implementation tool for creating parcels ready for development. The first Subdivision Ordinance in Albemarle County was adopted in 1949. Subdividing is the process of splitting a parcel of land into two or more parcels. This process is regulated to make sure the pattern of development recommended in the Comprehensive Plan actually occurs. During the subdivision process in the Development Areas, streets and blocks are surveyed and designed to adequately support expected uses and forms of development. Lot size is largely determined by zoning regulations, but the shape, location, ability to be served by utilities, drainage improvements such as storm sewers, and sidewalks occurs through application of subdivision regulations. In the Rural Area, subdivision regulations ensure lot access is available, sewage disposal is available, wells can provide sufficient water, and stormwater management measures are in place.

Water Protection Ordinance and Erosion and Sediment Control Regulations

Albemarle County abides by State regulations related to stormwater runoff and preventing erosion. Runoff control and stormwater management are intended to protect the health, safety, and welfare of the community and its water resources. More information on water protection is provided in the [Natural Resources Chapter](#) of this Plan.

Consistent Application of County Policies

Consistent application of County policies is very important to the integrity of the Comprehensive Plan. The Comprehensive Plan is like a muscle in the body - the more it is exercised, the stronger it becomes. Regular use of the Comprehensive Plan in decision-making provides the Board of Supervisors with strong legal backing. It also sends a message to residents and future developers that the vision for the County is not a lofty thought, but an expected reality. Key ways in which consistent application of County policy has helped the County achieve its Vision thus far are described below.

Commitment to Providing Infrastructure and Public Service Delivery in the Development Areas

The County's [Growth Management Policy](#) include a commitment to fund and provide infrastructure, such as water, sewer, and streets in the Development Areas. This commitment also extends to service delivery. The provision of fire, rescue, and police protection, school bus service, and other governmental services and functions to a large, dispersed rural population is viewed as inefficient and contrary to the overall public interest. The County's commitment to public service delivery is stated below:

*Emphasis is placed on providing a level of public service delivery that will support development in, and direct development to, designated Development Areas. To accomplish this, service and facilities will be provided at a much higher level in the Development Areas than in the Rural Areas. **Those persons living in the Rural Areas should not anticipate levels of public service delivery equal to services provided in the Development Areas.***

Reliance on this policy for consistent decision-making helps the County achieve its [Vision](#).

Albemarle County Service Authority Jurisdictional Area

The single largest growth management tool for Albemarle County is the provision of utilities. The County has a longstanding commitment to provide water and sewer service in the Development Areas while not expanding service outside of those areas. The area covered by water and sewer service is known as the “jurisdictional area”. Delineation and application of jurisdictional area boundaries is significant in the encouragement, discouragement, and direction of growth to Development Areas. Strict adherence to the County’s utility extension policy is a very strong Comprehensive Plan implementation measure.

Legislative Decisions

Legislative decisions, such as when and how to rezone land, approval of a special use permit, or adoption of regulations such as the Water Protection Ordinance, are extremely effective tools for implementing the Comprehensive Plan. The Comprehensive Plan recommends that rezoning land for development only take place in the Development Areas. Approving projects that are consistent with the Comprehensive Plan sends a strong message to potential applicants that requests, which are not in keeping with policy, will not be approved.

Funding

Many programs of the County require funding – for staff, for construction, and for maintenance. Revenues for County programs come from property taxes, permits, fees and licenses, and funding from the State or federal government. The County’s annual budget provides information on expenditures for providing and maintaining services needed to run County programs. With diminishing financial support from the State and federal governments, more revenues will be needed to retain the high level of service provided to residents in the County.

Capital Improvements Program

The Capital Improvements Program (CIP) is the way in which the County determines, schedules, and prioritizes major public facilities and services needed to implement the Comprehensive Plan. The first CIP was adopted in 1978. The CIP ties directly back to the Comprehensive Plan: the Comprehensive Plan provides the basis for CIP requests and review criteria for capital expenditures. This program is critical to the success of implementing the Plan.

A capital project typically requires a minimum expenditure of \$20,000, and has a minimum useful life of ten years. County departments and affiliated agencies initiate their capital project requests, which span the five-year period of the CIP. A CIP Technical Committee reviews all requests. Recommendations are then made by this Committee to the Planning Commission, who subsequently makes recommendations to the Board of Supervisors for adoption as part of the County’s budget.

Cash Proffers

In 2007, per Virginia Code § 15.2-2303 which enables the County to accept proffers as reasonable conditions to address the impacts resulting from a rezoning, Albemarle County adopted the existing Cash Proffer Policy. A copy of the current policy may be found in [Appendix](#) of this Plan. The authority granted by the State includes the authority to accept cash contributions to address impacts to public facilities generated by new residential development. It is the policy of the County to require that the owner of property that is rezoned for residential uses to provide cash proffers equivalent to the proportional value of the public facilities deemed necessary to serve the proposed development on the property. It is intended that this policy help offset expenses incurred by the County as a result of new development. By volunteering proffers and therefore assisting in the construction of needed public facilities such as schools, transportation, parks, libraries, and public safety facilities, developers contribute greatly to helping the County achieve the Comprehensive Plan goals.

State and Federal Funds

While both State and federal government financial support for localities has diminished over the past years, both still provide opportunities for funding of programs. Through a wide variety of grant making programs, many governmental agencies assist the County in work related to achieving the Comprehensive Plan goals. For instance, the Department of Housing and Urban Development extends grant and loan opportunities to assist with low-income housing. The Virginia Department of Conservation and Recreation provides grants for stream restoration and urban parks. The Department of Homeland Security provides grants for projects which enhance policing opportunities. Continued use of these funds will be important; however, they are expected to continue diminishing over time.

Bonds

Historically the County has been averse to taking on long-term debt to fund infrastructure improvements, even though it has an excellent bond rating. This is consistent with the County's fiscally conservative philosophy and practices. As in many communities throughout the country, infrastructure improvements, especially in transportation, have not kept up with community needs. The County understands it cannot continue to rely on the State to fund transportation improvements. For that reason, consideration should be given to addressing needs through longer term debt. Issuance of bonds would provide additional funding that could be added to revenue from property taxes and funding commitments from developers for new development.

Maps and Mapping Tools

Maps are tools that can be used to help implement the Comprehensive Plan. Two important maps and/or mapping tools are described below.

The Official Map

The term, "Official Map" is particular to Virginia and relates specifically to transportation and areas intended for public improvements. It is one of the oldest planning and implementation methods in existence. In § 15.2-2233 of the Code of Virginia, the State sets out requirements for having and using an Official Map. These requirements, stated below, necessitate significant investment in surveying future or proposed public streets, alleys, walkways, waterways, and public areas:

No future or proposed street or street line, waterway, nor public area, shall be shown on an official map unless and until the centerline of the street, the course of the waterway, or the metes and bounds of the public area, have been fixed or determined in relation to known, fixed and permanent monuments by a physical survey or aerial photographic survey thereof. In addition to the centerline of each street, the map shall indicate the width of the right-of-way thereof. Local planning commissions are hereby empowered to make or cause to be made the surveys required herein.

After adoption by the governing body of an official map, the local governing body may acquire in any way permitted by law property which is or may be needed for the construction of any street, alley, walkway, waterway or public area shown on the map. When an application for a building permit is made to a locality for an area shown on the official map as a future or proposed right-of-way, the locality shall have sixty days to either grant or deny the building permit. If the permit is denied for the sole purpose of acquiring the property, the locality has 120 days from the date of denial to acquire the property, either through negotiation or by filing condemnation proceedings. If the locality has not acted within the 120 day period, the building permit shall be issued to the applicant provided all other requirements of law have been met.

To date, Albemarle County has not chosen to adopt an Official Map to cover a large area, such as the entirety of the Development Areas, because of the cost for preliminary engineering design and surveying.

The County, has, however, adopted Official Maps for small areas for transportation improvements where preliminary design has been completed. The option of adopting an Official Map for larger areas, continues to exist should the County wish to pursue it.

Federal Emergency Management Floodplain Maps

Other maps used to implement the Comprehensive Plan include the Federal Emergency Management Systems (FEMA) Floodplain maps. These maps show the extent of the floodplain to which the federal floodplain requirements apply. They are essential to helping property owners know when flood insurance is required. They also help the County identify where development should and should not take place.

Geographic Information System (GIS) Mapping

The County also has digital mapping which it provides for free on-line. This mapping, the GIS Web, helps property owners, developers, and staff interpret different types of geographic data to reveal relationships, patterns, and trends. GIS information can be used to identify zoning districts, comprehensive plan designations, topography, critical environmental resources, locations of leaking underground storage tanks, and other features. This particular tool is not an implementation measure, but, its existence and use enables implementation of the Comprehensive Plan goals by the development community and the public.

Work Program for the County

The County's Work Program is its systematic way of accomplishing the Comprehensive Plan goals. Strategies from the Comprehensive Plan are translated into activities to be addressed by staff and others. The Work Program is developed by staff, reviewed by the Planning Commission and endorsed by the Board of Supervisors because of its strong relationship to the budget. Maintaining a strong tie between the Comprehensive Plan strategies and the Work Program ensures a logical and efficient approach to implementation.

Implementation Priorities of the Plan and Assessing Progress in Implementation

The Comprehensive Plan recommends an extensive and interrelated series of strategies to achieve the County's vision. These implementation strategies have been prioritized to focus public efforts and limited resources where they are most needed during the first five years of the 20-year implementation timeframe of this Plan. Priorities for each chapter are found on the following pages. They are organized sequentially in the order in which they appear in the Plan and should be included in the County's Work Program. As activities are completed, other strategies will be prioritized future Work Programs.

In order to track progress in achieving the goals set forth in this Comprehensive Plan, the County has developed Indicators of Progress which will provide a data-related indication of change from existing conditions. A baseline set of conditions was provided as part of the [Livability Project](#) which is provided as a Reference Document at the end of the Plan. As data is updated, it will provide a consistent resource for decision makers to make informed choices about the community's future and allow the County to measure its progress towards achieving the Comprehensive Plan goals. Reports on progress, using these indicators, will be provided in the Planning Commission's annual report. Indicators of Progress follow the list of priorities that are shown on the following pages.

Page intentionally left blank.



GOAL: Albemarle County's Development Areas will be attractive, vibrant areas for residents and businesses, supported by services, facilities, and infrastructure. Growth will be directed to the Development Areas and the County's Rural Area, with its agricultural, forestal, historic, cultural, and natural resources will be preserved for future generations.

Growth Management Implementation Priorities

Priorities are organized sequentially in the order in which they appear in the Plan. Additional prioritization will be needed before adding items to the County's Work Program.

Strategy 1a, page 3.7

- Continue to encourage approval of development proposals in the Development Areas as the designated location for new residential, commercial, industrial, and mixed-use development. Only approve new development proposals in the Rural Area that are supported by Rural Area goals, objectives, and strategies.

Strategy 1b, page 3.8

- To help promote the Development Areas as the most desirable place for growth, continue to fund capital improvements and infrastructure and provide a higher level of service to the Development Areas.

Growth Management - Indicators of Progress

All Indicators of Progress throughout the Comprehensive Plan are indicators of progress for Growth Management.

Page intentionally left blank.



GOAL: Albemarle's ecosystems and natural resources will be thoughtfully protected and managed in both the Rural Area and Development Areas to safeguard the quality of life for present and future generations.

Natural Resources Implementation Priorities

Priorities are organized sequentially in the order in which they appear in the Plan. Additional prioritization will be needed before adding items to the County's Work Program.

- | | |
|------------------------|--|
| Strategy 1c, page 4.14 | <ul style="list-style-type: none">• Develop and implement a comprehensive water resources plan that sets expectations for quantity of public water supply, surface water protection and improvement, and groundwater protection. |
| Strategy 1d, page 4.16 | <ul style="list-style-type: none">• Educate the public on how they can help with water resource protection. |
| Strategy 1e, page 4.17 | <ul style="list-style-type: none">• Secure funding for water resource management programs. |
| Strategy 4a, page 4.20 | <ul style="list-style-type: none">• Develop an Action Plan for Biodiversity to protect significant areas of biological importance in the County. |
| Strategy 4d, page 4.22 | <ul style="list-style-type: none">• Assess the need for hiring a County staff member with expertise in conservation biology, and/or training existing County staff in principles of conservation biology to assist in development of the Action Plan and coordination with other County actions. |
| Strategy 6c, page 4.29 | <ul style="list-style-type: none">• Use Development Area Master Plans to identify important streams and wetlands that should be protected. |
| Strategy 7c, page 4.32 | <ul style="list-style-type: none">• Increase awareness of areas which are prone to debris flow in the County. |
| Strategy 8a, page 4.33 | <ul style="list-style-type: none">• Study the expected effects of climate change on Albemarle County and develop a Community Resilience Plan to prevent harm to human and biologic health. |

Natural Resources - Indicators of Progress

- 1. Reduction in number of impaired waterways.*
- 2. Reduction in quantity of impairments in impaired waterways.*
- 3. Reduction in public water usage.*
- 4. Increase in the percentage of impervious area treated by best management practices.*
- 5. No reduction in water quality or quantity from monitored wells in the Rural Area.*
- 6. Increase or no change in the number of days per year that Charlottesville- Albemarle air quality is in the good to moderate range.*
- 7. Reduction in energy consumption and emissions in County-owned vehicles.*
- 8. Increase in vegetated stream buffers in Development Area and Rural Area.*



GOAL: Albemarle’s historic, cultural, and scenic resources will be preserved. Attractive entrance corridors will welcome visitors and residents to and within the County.

Historic, Cultural, and Scenic Resources Implementation Priorities

Priorities are organized sequentially in the order in which they appear in the Plan. Additional prioritization will be needed before adding items to the County’s Work Program.

Strategy 1a, page 5.7

- Maintain a permanent Historic Preservation Committee and re-establish the full-time Historic Preservation Planner position to assist in implementation of the Preservation Plan.

Strategy 1b, page 5.7

- Compile and maintain a current and comprehensive information base on Albemarle County’s prehistoric, historic, and cultural resources for use by all County departments and the public.

Strategy 2c, page 5.9

- Consider adopting regulatory measures for preservation and conservation such as those outlined in the adopted 2000 Historic Preservation Plan and its updates.

Strategy 4a, page 5.10

- Create and strengthen partnerships among all interest groups, including but not limited to the City of Charlottesville, the University of Virginia, County and State officials, nearby counties, local businesses, historic sites (such as Ashlawn-Highland and Monticello) and community organizations to collaborate on and forward the cause of historic preservation and to promote heritage tourism throughout the County and the region.

Strategy 8c, pages 5.19

- Update EC Design Guidelines to better reflect expectations of the Neighborhood Model for the Development Areas, including but not limited to recommendations on ways to provide for relegated parking without buildings turning their backs to the Entrance Corridor, and on coordinating landscaping requirements with utility corridors.

Strategy 8d, page 5.19

- Develop corridor-specific guidelines for all Entrance Corridors to reflect the unique character of each corridor.

Strategy 11d, page 5.23

- Take a leadership role in protecting the Dark Skies by designing lighting in public building projects, including playing fields and parking lots, to serve as models of appropriate and efficient lighting; by adopting a resolution asking power companies to cease promotion of unshielded and inefficient outdoor lighting; and by exploring the feasibility of participating in the Environmental Protection Agency's Green Lights Program to promote energy efficiency in building design and maintenance.

Historic, Cultural, and Scenic Resources - Indicators of Progress

- 1. Increase in State and national register designations for historic properties.*
- 2. Reduction in the number of historic structures that are demolished annually.*



GOAL: Albemarle's economy will be diverse, strong and sustainable and benefit County citizens, existing businesses and new local ventures.

Economic Development Implementation Priorities

Priorities are organized sequentially in the order in which they appear in the Plan. Additional prioritization will be needed before adding items to the County's Work Program.

Strategy 2a, page 6.7

- Support efforts of the recently hired Economic Development Director to help expand the County's existing economic development program.

Strategy 3h, page 6.10

- Establish a proactive rural support program that provides assistance to the local agricultural community and that includes an ongoing dialogue with farm industry stakeholders.

Strategy 4c, page 6.11

- Explore opportunities to assist with redevelopment of underutilized commercial and industrially zoned properties.

Strategy 6e, page 6.14

- Explore opportunities to create appropriate incentives that address the needs of the County's target industries, as well as emerging entrepreneurial enterprises.

Strategy 7a, page 6.14

- Increase support for initiatives that foster career planning, decision making and workplace readiness skills for the K-12 population, as well as continuing education and training programs to prepare the local workforce for demands of current and future employers.

Economic Development - Indicators of Progress

- 1. Increase in tourist spending and travel-related employment.*
- 2. Increase in the number of jobs in target sectors.*
- 3. Increase in the number of jobs, specifically in agriculture.*
- 4. Decrease in the unemployment rate.*
- 5. Continued diversification of employment.*
- 6. Increase in sales tax revenues.*
- 7. Increase in average wages.*
- 8. Increase in percentage of the population graduating from high school.*



GOAL: Albemarle's Rural Area will have thriving farms and forests, traditional crossroads communities, and protected scenic areas, historic sites, and natural resources.

Rural Areas Implementation Priorities

Priorities are organized sequentially in the order in which they appear in the Plan. Additional prioritization will be needed before adding items to the County's Work Program.

Strategy 1c, page 7.11

- Establish active support of agricultural land uses through the creation of a Rural Support Program position that provides agricultural assistance, community education, marketing strategies, information on agricultural support businesses, and information about alternative agricultural uses.

Strategy 2e, page 7.20

- Strengthen the Acquisition of Conservation Easements (ACE) Program by providing a stable dedicated funding source and staff resources for administering the program.

Strategy 4c, page 7.31

- Study the nature of and extent to which transient lodging is currently taking place and consider whether policy and regulatory changes should occur to better accommodate this use. If such changes are determined not to be needed or appropriate, develop and implement a plan to bring errant operators of transient lodging into conformity with the County's regulations in a timely fashion.

Rural Area - Indicators of Progress

- 1. *Decrease in the number and percentage of new single-family homes in the County constructed in the Rural Area.***
- 2. *Reduction in net acres of agricultural and natural resource land converted to residential development in the Rural Area.***
- 3. *Increase in acreage of land in Agricultural/Forestal districts.***
- 4. *Increase in acreage of land in conservation easements.***
- 5. *Increase in acreage in Acquisition of Conservation Easement (ACE) funded conservation easements; target of at least 630 acres per year.***
- 6. *Increase in acreage of farmland or forest uses as reported to the U.S. Census or Agriculture.***
- 7. *Increase in farm and forest income reported to State.***
- 8. *Increase in sale of agricultural products.***
- 9. *Increase in Agri-tourism and farm-based recreation receipts.***
- 10. *Increase in the amount of agricultural production.***
- 11. *No decrease in the number of parcels which are less than or equal to 100 acres in size.***



GOAL: Albemarle’s Development Areas will be vibrant active places with attractive neighborhoods, high quality, mixed-use areas, thriving business and industry, all supported by services, infrastructure, and multimodal transportation networks.

Development Areas Implementation Priorities

Priorities are organized sequentially in the order in which they appear in the Plan. Additional prioritization will be needed before adding items to the County’s Work Program.

- | | |
|------------------------|---|
| Strategy 2k, page 8.21 | <ul style="list-style-type: none">• Provide for multi-modal transportation opportunities in new development and encourage the building of complete streets. |
| Strategy 3b, page 8.27 | <ul style="list-style-type: none">• Invest in public services and improvements for sidewalks, drainage, public parks, and other features that improve older neighborhoods. |
| Strategy 3c, page 8.27 | <ul style="list-style-type: none">• Identify property maintenance concerns and establish expectations. Initiate County programs to address maintenance issues and ensure that resources will enable the programs to be effective. |
| Strategy 3d, page 8.28 | <ul style="list-style-type: none">• Identify and build pedestrian bikeway, roadway, and transit connections that facilitate movement between neighborhoods and services, especially near wide, busy roads, such as Route 29 and Route 250. |
| Strategy 4b, page 8.29 | <ul style="list-style-type: none">• Update the capacity analysis every two years to ensure adequate residential land exists to meet new housing needs. |
| Strategy 5a, page 8.30 | <ul style="list-style-type: none">• Provide ongoing education to the public on the relationship of density in the Development Areas and efforts to prevent sprawl. |
| Strategy 5e, page 8.31 | <ul style="list-style-type: none">• Study the nature and extent to which transient lodging is currently taking place and consider whether policy and regulatory changes are needed to accommodate this use. If changes are determined to not be needed or appropriate, develop and implement a plan to bring errant operators of transient lodging into conformity with the County’s regulations in a timely fashion. |

Strategy 6a, page 8.32

- Encourage developers to meet with neighborhoods to find ways to minimize any negative impacts of infill and redevelopment. Use neighborhood meetings to help find solutions to potential compatibility uses.

Strategy 7a, page 8.34

- Continue to ensure that sufficient developable land is available for future commercial and industrial development needs.

Development Areas - Indicators of Progress

- 1. Increase in population density as measured in residents per acre.***
- 2. Increase in linear feet of public sidewalk constructed.***
- 3. Increase number of walk to school programs in place.***
- 4. Increase in number and acreage of mixed-use developments with three or more different uses.***
- 5. Increase in residential proximity to public transit, schools, parks, libraries, and grocery stores.***
- 6. Increase in acreage of public and private parkland.***
- 7. Increase in number of newly developed sites with relegated parking.***



GOAL: Albemarle County’s housing will be safe, decent, and sanitary; available to all income and age levels; located primarily in the Development Areas; and available equally to all current and future County residents.

Housing Implementation Priorities

Priorities are organized sequentially in the order in which they appear in the Plan. Additional prioritization will be needed before adding items to the County’s Work Program.

- | | |
|------------------------|--|
| Strategy 4a, page 9.8 | <ul style="list-style-type: none"> • Through rezonings and special use permits, continue to ensure a mixture of housing types are provided that also support all income levels of County residents. |
| Strategy 4b, page 9.9 | <ul style="list-style-type: none"> • Amend the Zoning Ordinance to provide for more opportunities to construct accessory units that will help diversify the housing supply as well as meet a portion of the County’s affordable housing needs. |
| Strategy 5a, p. 9.9 | <ul style="list-style-type: none"> • Encourage developers to include housing for seniors and individuals with disabilities in new residential and mixed-use developments. Approve these proposals when they are in keeping with the Neighborhood Model. |
| Strategy 5b, p. 9.10 | <ul style="list-style-type: none"> • Continue to require and provide sidewalks and pedestrian paths in the Development Areas and support expanded transit services. |
| Strategy 6b, page 9.12 | <ul style="list-style-type: none"> • Continue to ensure that, at a minimum, 15% of all units developed under rezoning and special use permits are affordable, as defined by the County’s Office of Housing, or a comparable contribution be made to achieve the affordable housing goals of the County. |
| Strategy 6d, page 9.12 | <ul style="list-style-type: none"> • Provide sufficient staffing to implement affordable housing policies and assist low-to-moderate income individuals in obtaining affordable housing. |
| Strategy 6e, page 9.13 | <ul style="list-style-type: none"> • Gather information on the location of affordable and proffered units in the County. Develop mechanisms to promote long-term affordability and protect public investments. |

Housing - Indicators of Progress

- 1. Increase in number of affordable housing units built.*
- 2. Increase in number of proffered affordable units over "cash-in-lieu" through rezonings and special use permits.*
- 3. Development Activity Report continues to indicate a mixture of affordable housing types is being constructed.*
- 4. Increase in affordable units created using the density bonus provisions of zoning ordinances.*
- 5. Increase in number of developments which, through rezonings and special use permits, result in affordable housing provided within a neighborhood.*
- 6. Increase in number of developments where applicants have proffered architectural features to result in an exterior appearance for affordable units similar to other units in a neighborhood.*
- 7. Reduction or elimination of charges of discrimination which are issued from the Attorney General of Virginia.*
- 8. Bi-Annual Residential Land Capacity Analysis continues to show sufficient land area to accommodate projected populations.*
- 9. Number of accessory units increases after zoning text amendment.*
- 10. Increase in number of senior housing developments and assisted living and long-term care facilities; increase in these developments within mixed-use areas.*
- 11. Increase in linear feet of public sidewalk built to complete sidewalk network.*



GOAL: Albemarle’s transportation network will be increasingly multimodal, environmentally sound, well maintained, safe, and reliable.

Transportation Implementation Priorities

Priorities are organized sequentially in the order in which they appear in the Plan. Additional prioritization will be needed before adding items to the County’s Work Program.

- | | |
|-------------------------|--|
| Strategy 3c, page 10.15 | <ul style="list-style-type: none"> • Create dedicated bicycle-pedestrian connections across physical barriers within the community. |
| Strategy 3f, page 10.16 | <ul style="list-style-type: none"> • Coordinate with developers and the City to provide and enhance multimodal connections between employment centers and areas of high residential density. |
| Strategy 4b, page 10.17 | <ul style="list-style-type: none"> • Improve funding for an ongoing walkway, bicycle, and greenway construction fund in the Capital Improvements Program (CIP). Use all possible funding sources for the construction of walkways and bicycle facilities. |
| Strategy 4c, page 10.18 | <ul style="list-style-type: none"> • Continue to implement recommendations for future bicycle and pedestrian projects as identified in adopted local and regional transportation plans and studies and Development Areas Master Plans. |
| Strategy 6b, page 10.21 | <ul style="list-style-type: none"> • Standardize a process and method to complete the major road network in the Development Areas. |

Transportation - Indicators of Progress

- 1. Reduction in numbers of physical boundaries which prohibit pedestrian and bicycle access between residences and parks.*
- 2. Increase in residential proximity to sidewalks, trails, and bus stops in the Development Areas.*
- 3. Increase in numbers of residents who walk or bicycle to work.*
- 4. Increase in sidewalk length.*
- 5. Increase in replacement of deficient bridges.*
- 6. Increase in transit ridership and miles travelled.*
- 7. Increase in use of carpools.*



GOAL: Albemarle will have a system of high quality parks and recreational facilities throughout the County that is interconnected by greenways and paths and is available to all residents.

Parks and Recreation, Greenways, Blueways, and Green Systems Implementation Priorities

Priorities are organized sequentially in the order in which they appear in the Plan. Additional prioritization will be needed before adding items to the County's Work Program.

- | | |
|-------------------------|--|
| Strategy 1d, page 11.9 | <ul style="list-style-type: none"> • Work with the City and RWSA on ways to make City and RWSA-owned land around reservoirs in the County's Rural Area available for greater public enjoyment of these natural areas and resolve misuse of resources. |
| Strategy 1f, page 11.9 | <ul style="list-style-type: none"> • Develop criteria for reviewing offers of park land and accept donations that will help to achieve the goals of the Comprehensive Plan. |
| Strategy 1g, page 11.9 | <ul style="list-style-type: none"> • Consider whether the County should adopt a new policy for acceptance of Rural Area land for rural park preserves. |
| Strategy 2a, page 11.10 | <ul style="list-style-type: none"> • Update the County's parks and recreation needs assessment. As part of this assessment, determine whether the needs of all age groups are being met with existing outdoor parks and recreational facilities. |
| Strategy 2c, page 11.10 | <ul style="list-style-type: none"> • Study the parks and recreational needs of residents of existing neighborhoods in the Development Areas to determine whether parkland for public neighborhood parks should be acquired and developed. |
| Strategy 3b, page 11.17 | <ul style="list-style-type: none"> • Continue to develop the County's greenway system as shown in the Development Area Master Plans and on the Greenway Plan. |

Strategy 3e, page 11.19

- Set up a Greenway Trail Advisory Committee to assist the County in designing, implementing, promoting, and maintaining a greenway system.

Strategy 3j, page 11.20

- Coordinate adjacent land development with the greenway so that existing and future development can be integrated into and harmonious with the greenway system.

Strategy 7a, page 11.23

- Create a plan that incorporates a unified vision for land adjacent to the Rivanna River.

Parks and Recreation, Greenways, Blueways, and Green Systems - Indicators of Progress

- 1. Increase in access to City-owned parks in the Rural Area.***
- 2. Increase in amount of acreage in public land for parks for each category: proffered, dedicated, and accepted.***
- 3. Increase in miles of trails constructed. (Information on trails can be found in the Greenway Plan Details in the Appendix of the Plan.)***
- 4. Increase in amount of acreage in greenways for each category of: proffered, dedicated, and accepted.***
- 5. Increase in the number of built boat access points to the Rivanna River and the James River.***
- 6. Increase in residential proximity to parks and trails in the Development Areas.***
- 7. Meet or exceed service delivery standards for parks.***
- 8. Increase in miles of trails that connect parks.***



GOAL: Albemarle County’s facilities and services will be of high-quality and delivered in an environmentally responsible and cost-effective manner.

Community Facilities Implementation Priorities

Priorities are organized sequentially in the order in which they appear in the Plan. Additional prioritization will be needed before adding items to the County’s Work Program.

- | | |
|-------------------------|---|
| Strategy 1i, page 12.7 | <ul style="list-style-type: none"> • Continue to design and construct public facilities that are energy efficient and environmentally responsible. |
| Strategy 3i, page 12.18 | <ul style="list-style-type: none"> • Promote walking and bicycling to school where schools are accessible from pedestrian and bicycle facilities. |
| Strategy 3j; page 12.18 | <ul style="list-style-type: none"> • Program necessary funding in the Capital Improvements Program (CIP) to provide for bikeway and walkway linkages to schools. |
| Strategy 4b, page 12.20 | <ul style="list-style-type: none"> • Continue to assist volunteer fire and rescue stations that do not have the financial means to fund building repairs and minor building renovation projects. |
| Strategy 7a, page 12.25 | <ul style="list-style-type: none"> • Use the waste hierarchy (reduce, reuse, recycle, dispose) to guide waste management policy. |
| Strategy 7c, page 12.26 | <ul style="list-style-type: none"> • Increase educational outreach to the community in order to communicate the benefits of reducing waste, reusing and recycling materials and diverting useful and valuable resources from the landfill. |
| Strategy 7e, page 12.27 | <ul style="list-style-type: none"> • Develop local and/or regional cooperation to advance sustainable materials management. |
| Strategy 7f, page 12.27 | <ul style="list-style-type: none"> • Continue to provide and consider expansion of comprehensive hazardous waste disposal services for the County’s citizens and businesses. |

Strategy 7g, page 12.27	<ul style="list-style-type: none"> • Study whether the Ivy Materials Utilization Center (MUC) can continue or potentially expand services and programs for the County.
Strategy 7h, page 12.27	<ul style="list-style-type: none"> • Develop programs to recycle electronic waste and safely dispose of pharmaceuticals.
Strategy 7i, page 12.28	<ul style="list-style-type: none"> • Establish benchmarks and goals for measuring waste reduction, diversion of useful materials, and the safe disposal of municipal solid waste.
Strategy 9h, page 12.35	<ul style="list-style-type: none"> • Continue to assess ways in which the costs of stormwater maintenance can be funded.
Strategy 10f, page 12.39	<ul style="list-style-type: none"> • Develop a broadband policy to reflect the County’s desire to have internet service speeds appropriate for educational, business, and residential purposes in all parts of the County.

Community Facilities - Indicators of Progress

- 1. Increase in the number of public buildings which are energy efficient.***
- 2. Reduction in energy consumption in public buildings.***
- 3. Meet or exceed service delivery standards for police service.***
- 4. Meet or exceed service delivery standards for fire rescue.***
- 5. Reduction of waste which goes into landfills.***
- 6. Meet or exceed service delivery standards for libraries.***
- 7. Increase in the number of linear feet of sidewalks and bike lanes to schools and other public buildings.***

20 Years in the Future

The County has prepared the Comprehensive Plan update with expectations for a bright future. The goals, objectives, and strategies contained in the Plan provide the roadmap for achieving the County's vision. Programs of the County, activities of its residents and businesses all contribute to the Plan's success. It is expected that, in 20 years, residents will continue to experience and enjoy the County's rural heritage, scenic beauty, and natural and historic resources and have attractive and vibrant communities resulting from a strong economy and excellent educational system.

Page intentionally left blank.