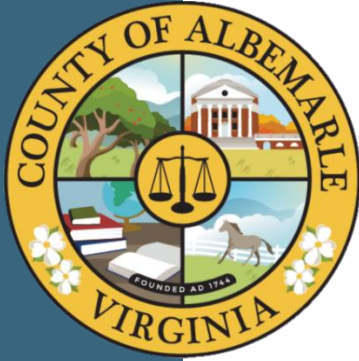


AC44 Comprehensive Plan

Draft Goals and Objectives: Rural Area Land Use and Transportation and Development Areas Land Use and Transportation

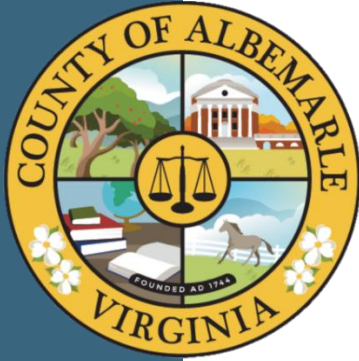
Board of Supervisors Work Session

March 20, 2024



Agenda

- Phase 2 Overview
- Meeting Purpose
- Board Discussion of draft Goals and Objectives for:
 - Rural Area
 - Development Areas
- Next Steps



How the Comprehensive Plan is organized

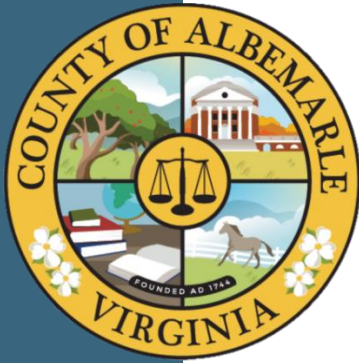
Chapters

Phase 2:

- **Goal:** a high-level and long-term direction to fulfill the vision and Framework
- **Objective:** a specific outcome or target that accomplishes a goal
- **Action Step:** a policy, infrastructure improvement, planning effort, or other activity or project to achieve and implement a Plan objective

Phase 3:

- Environmental Stewardship
- Parks and Recreation
- Historic, Cultural, and Scenic Resources
- Housing
- Economic Development
- Rural Area Land Use and Transportation
- Development Areas Land Use and Transportation
- Community Facilities



Phase 2 – Goals and Objectives

Step 1: Community Priorities (January – April 2023)

- Input on opportunities, challenges, and priorities by Plan topic to inform updating Plan recommendations for all chapters

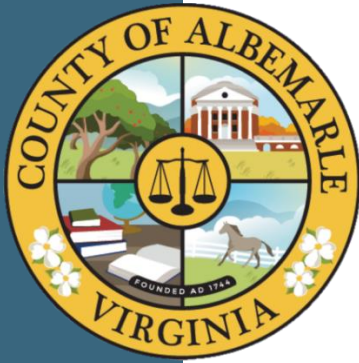
Step 2: Planning Toolkits (May – August 2023)

- Input on the four toolkit topics for coordinated land use and transportation planning
 - Activity Centers in the Development Areas
 - Factors/Process for Potential Future Development Areas Expansion
 - Rural Crossroads Communities
 - Rural Interstate Interchanges

Step 3: Draft Goals and Objectives (current)

- Input on draft Goals and Objectives by Plan chapter





How Goals and Objectives are drafted



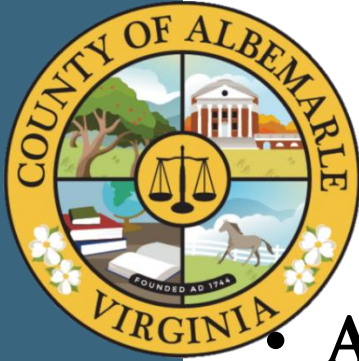
Source: Albemarle County Community Development 2011

- Process of drafting Goals and Objectives includes:
 - Collaboration by an interdisciplinary team of County staff, in coordination with partner agencies
 - Review of the current (2015) Comp Plan
 - Incorporating best practices
 - Community, Planning Commission, and Board of Supervisors input
 - AC44 Framework for an Equitable and Resilient Community

**ECONOMIC
DEVELOPMENT**

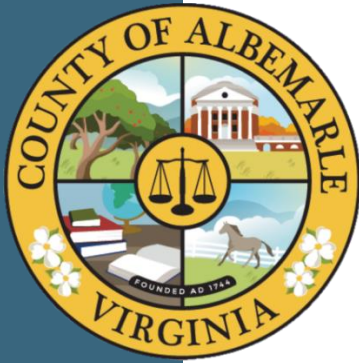
GOAL:

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



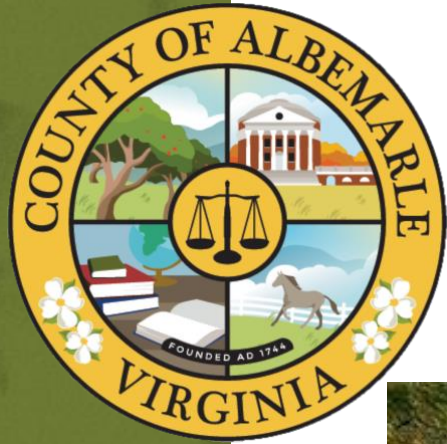
Building on PC and Board direction

- **Activity Centers:** Update center locations and place types throughout the Development Areas
- **Development Areas boundaries:** Prioritize efficient use of Development Areas land over potential expansion; process for potential future expansion if found to be needed in the future
- **Rural Area communities:** Explore opportunities for small-scale and community-serving uses and services (especially in crossroads communities) and opportunities for community resilience hubs
- **Rural Interstate Interchanges:** Future small area plans for Shadwell and Yancey Mills; prioritize Shadwell; do not identify recommended land uses at this time



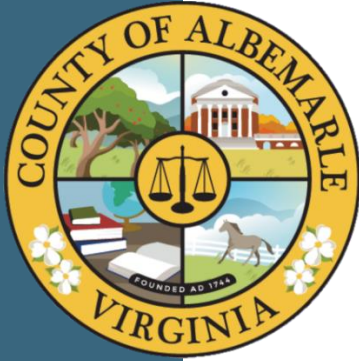
Purpose of Work Session

Based on the community input heard to date and the Planning Commission's feedback on these topics, the purpose of this work session is for the Board to give direction to staff on any changes or additions to the draft Plan recommendations.



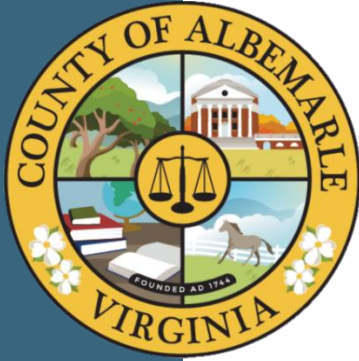
Rural Area Land Use and Transportation





Community Input: Rural Area Priorities

- Protect the natural environment
 - Use Biodiversity Action Plan and other data and planning resources
 - Protect waterways, mountains/slopes, forests, wildlife
- Land uses in the Rural Area
 - Agriculture and forestry, and uses such as agricultural processing that support those industries
 - Small-scale businesses and services that support surrounding community members (e.g. country store, day care, post office, mobile health clinic, community center)
 - Preference to use existing structures with adaptive reuse



Chapter Goals

Land Use

Goal 1: Land conservation and Rural Area land use

Goal 2: Agriculture and silviculture

Goal 3: Crossroads communities, community resilience

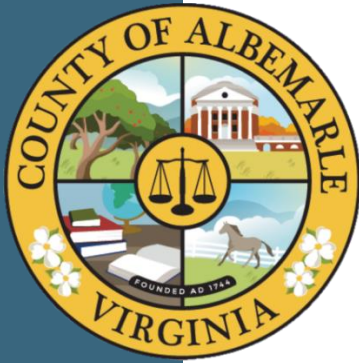
Goal 4: Planning for non-RA developed/zoned land in the RA

Transportation

Goal 1: Rural Area transportation network

Goal 2: Safety

Goal 3: Quality of life



Draft Goals and Objectives

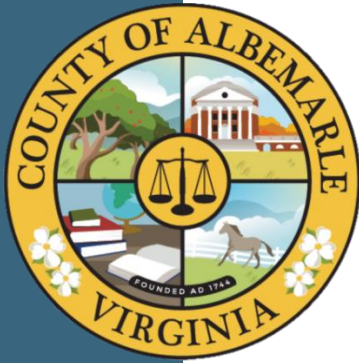
(Land Use)

Goal 1: Albemarle’s Rural Area will have thriving farms and working forests, traditional crossroads communities, and protected scenic areas, historic sites and districts, and natural systems, with a land-use pattern based on large parcels that are suitably sized for agricultural and silvicultural production and unfragmented habitats.

Objective 1.1: Reduce the rate of conversion of Rural Area land to residential uses and mitigate the impacts to natural systems from the residential development that does occur.

Objective 1.2: Improve the effectiveness of the County’s land-conservation programs in implementing Rural Area and Environmental Stewardship Comprehensive Plan objectives.

Objective 1.3 Develop and adopt a Rural Area land-use plan that recognizes multiple geographic areas within the Rural Area with specific conservation needs, rather than a “one size fits all” approach. This plan should focus on protecting land-use and land-cover patterns that support working farms and forests, native forest ecosystems, aquatic ecosystems and healthy water supplies, important areas identified in the Biodiversity Action Plan, and rural landscape context for historic resources.

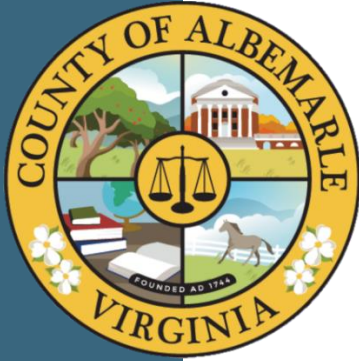


Draft Goals and Objectives

Goal 1: Albemarle’s Rural Area will have thriving farms and working forests, traditional crossroads communities, and protected scenic areas, historic sites and districts, and natural systems, with a land-use pattern based on large parcels that are suitably sized for agricultural and silvicultural production and unfragmented habitats.

Objective 1.4: Update permitted use categories in the Rural Area zoning district to better reflect the goals of this chapter.

Objective 1.5: Develop a location siting policy for utility-scale solar energy systems in the Rural Area that prioritizes protection of important agricultural and silvicultural soils, important areas identified in the Biodiversity Action Plan, and historic and scenic landscape contexts.

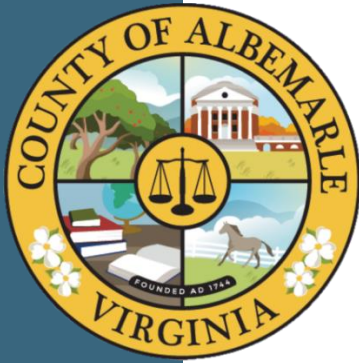


Draft Goals and Objectives

Goal 2: Albemarle County will have a strong agricultural and silvicultural economy in the Rural Area.

Objective 2.1: In the Rural Area, focus the County's economic development efforts on supporting local production and value-added processing of agricultural and silvicultural products, and on small-scale outdoor-recreation uses that provide access to nature.

Objective 2.2: Protect important soils for agriculture and forestry.

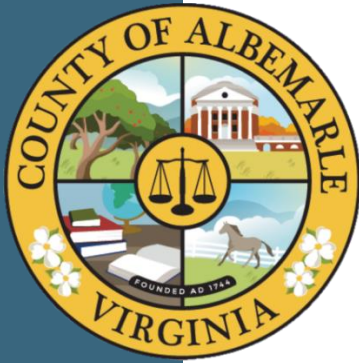


Draft Goals and Objectives

Goal 3: Rural Area community members will have increasing community resilience, opportunities for community gathering, and equitable access to and distribution of resources, services, and amenities in a manner that is consistent with the Growth Management Policy.

Objective 3.1: Identify opportunities for community resilience hubs in the Rural Area, which may be located in designated crossroads communities, prioritizing census tracts that have a higher Social Vulnerability Index score (indicating a higher vulnerability) than the County's overall score and communities that are more than 5 miles driving distance from the Development Areas, the City of Charlottesville, or the Town of Scottsville.

Objective 3.2: In crossroads communities, engage with community members to identify desired land uses that are consistent with Rural Area goals and identify opportunities to: support existing businesses and services; support or provide essential public services and basic service needs; increase community resilience; and explore rural transportation improvements that are consistent with the Rural Area Transportation goals and objectives.

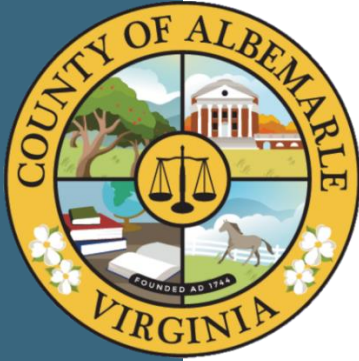


Draft Goals and Objectives

Goal 4: Albemarle County will proactively plan for unique locations in the Rural Area with established land-use patterns, zoning, and existing development that are inconsistent with Rural Area goals, including locations where development has already occurred that does not conform with Rural Area goals, locations with zoning other than Rural Area that are adjacent to the Development Areas, and the rural interstate interchanges.

Objective 4.1: Coordinate on regional Rural Area land use issues of shared importance with the City of Charlottesville, the Town of Scottsville, the University of Virginia, the TJPDC, and surrounding localities.

Objective 4.2: Evaluate potential opportunities for non-residential land uses at the Shadwell and Yancey Mills rural interstate interchanges, including to support agricultural and silvicultural industries.



Draft Goals and Objectives

(Transportation)

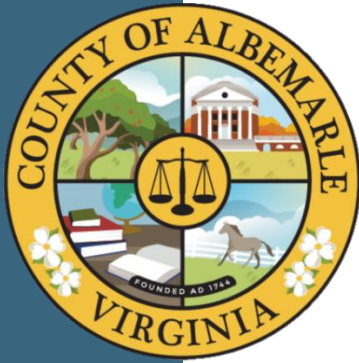
Goal 1: Albemarle County will design, invest in, implement, and support a balanced transportation network that meets the mobility needs of rural area residents and the movement of goods.

Objective 1.1: Prioritize and invest in transportation projects that reduce vehicle congestion on regional routes and improve safety on all routes, prioritizing routes with the highest traffic volumes.

Objective 1.2: In collaboration with local transit providers and the Regional Transit Partnership, Albemarle County will plan for, invest in, and support transit service to rural destinations (including health facilities, community centers, parks, etc.) and transit connections to the development area.

Objective 1.3: Use the Rural Rustic Roads program as the basis for road paving in the Rural Area.

Objective 1.4: Plan for, invest in, and support infrastructure projects that provide regionally significant transportation improvements for goods movement.



Draft Goals and Objectives

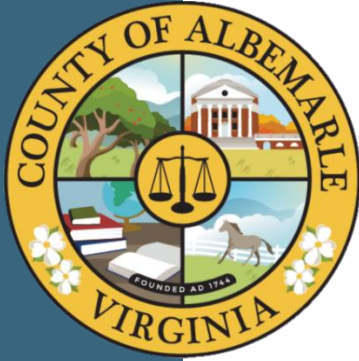
Goal 2: In collaboration with local, regional, and state partners, Albemarle County will support and invest in systemic changes to the built environment and local safety culture to reduce traffic-related deaths and serious injuries, considering the unique needs and experiences of travelers in the Rural Area.

Objective 2.1: Use safety data (crashes, crash severity, etc.) to identify and prioritize locations for potential infrastructure improvements.

Objective 2.2: Collaborate with the Albemarle County Police Department and VDOT to respond to speeding complaints and proactively reduce speeds to improve safety, where appropriate.

Objective 2.3: Ensure that infrastructure improvement projects equitably foster safety and comfort for all road users.

Objective 2.4: Support Rural Area communities seeking through-truck restrictions, as appropriate, recognizing that the design, character, or adjacent land uses of some roadways are not compatible with frequent heavy vehicle traffic.

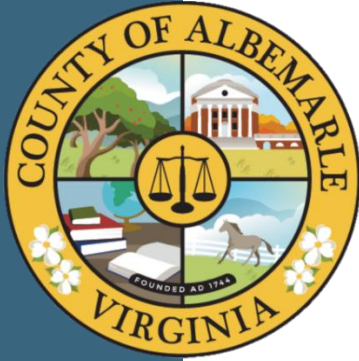


Draft Goals and Objectives

Goal 3: Improve Rural Area community members' equitable access to walking and bicycling opportunities for transportation and/or recreation to support healthy, active lifestyles and create opportunities for social interaction.

Objective 3.1: Support Rural Area crossroads communities desire for pedestrian and bicycle opportunities, where feasible and appropriate.

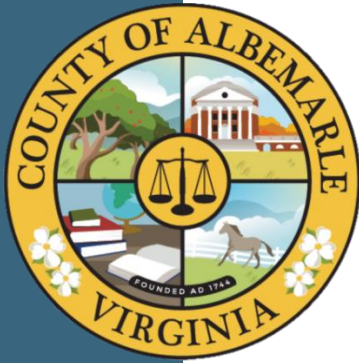
Objective 3.2: Support infrastructure projects with "placemaking" components, such that public spaces become more attractive, comfortable, and accessible while highlighting the unique nature of a specific crossroads communities.



Draft Definition of Crossroads Communities

Rural Crossroad Communities provide access to **essential public services and basic service needs** to rural populations that are **more distant to designated Development Areas** and can also function to serve as **community resiliency hub** locations.

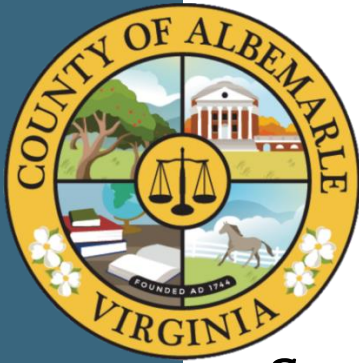
Crossroad Communities are **not Development Areas** designated for economic development purposes or to provide residential holding capacity. The primary purpose for crossroads communities should be to **provide more equitable distribution of/access to public services** in the Rural Area and to **increase community resilience and wellbeing**.



Draft Definition of Crossroads Communities

Purpose: identify locations in the Rural Area with active businesses, services, and community spaces that provide goods, services, and places to gather for surrounding community members, to then set up a process for future community engagement and planning efforts for these communities.

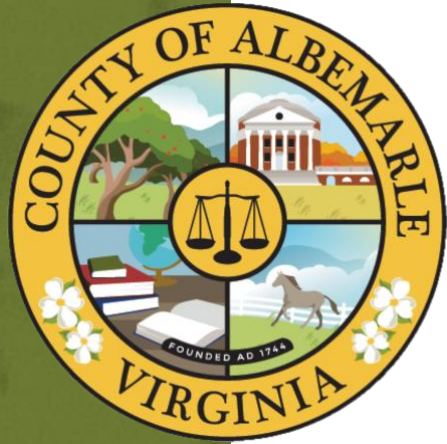
Future engagement could explore potential ways to support existing businesses and services, increase community resilience, and support adaptive reuse of historic structures. Future planning could include possible land use changes or recommended transportation improvements, though it is possible no change may be desired.



Board Discussion

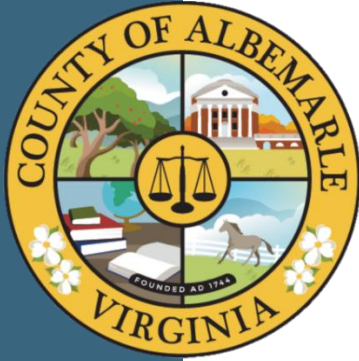
Summary of Planning Commission Feedback

- Allow additional small-scale and community-serving uses (such as doctors/dentists offices and professional offices) by SP in the Rural Area, specifically in locations with existing businesses/services and prioritizing adaptive reuse
 - Need Board direction: recommend allowing these (or other) uses by SP?
- Continue to develop recommendations for crossroads communities
 - Need Board direction: continue with crossroads communities concept and identify specific communities?
- Transportation funding/prioritization consistent with Growth Management Policy while also exploring ways to make walking, biking, and transit safer/more equitable in Rural Area
- Increase community resilience including through community resilience hubs, resilient utilities/infrastructure, wildfire risk mitigation, and addressing failing septic systems



Development Areas Land Use and Transportation





Chapter Goals

Land Use

Goal 1: Vision for the Development Areas and plan for future growth

Goal 2: Invest in existing neighborhoods

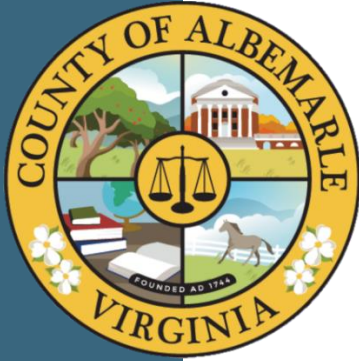
Transportation

Goal 1: Multimodal transportation network

Goal 2: Safety (prioritizing most vulnerable road users)

Goal 3: Quality of life and access

Goal 4: Emerging technologies



Draft Goals and Objectives

(Land Use)

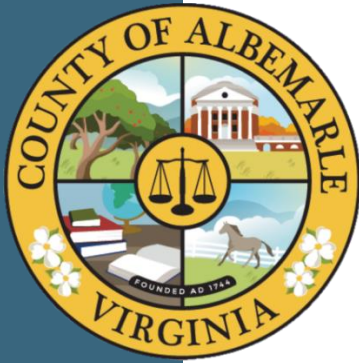
Goal 1: The county's Development Areas will be vibrant, walkable, and mixed use, with a variety of housing types that are connected to goods, services, employment opportunities, and parks and trails.

Objective 1.1: Encourage the growth of housing and jobs in designated Activity Centers in the Development Areas and coordinate with the private sector to support development with the appropriate infrastructure and amenities that will create vibrant Centers that benefit community members and the local environment.

Objective 1.2: Use a Multimodal Systems Planning approach to coordinate land use and transportation planning in the Development Areas, including connecting Activity Centers, Employment Districts, dense residential development, schools, parks, and other key destinations.

Objective 1.3: Use Master Plans and Small Area Plans to guide more detailed recommendations for land use, transportation, parks, and other infrastructure improvements in the Development Areas.

Objective 1.4: Throughout the Development Areas, encourage developments that are consistent with the Future Land Use designations and Community Design Guidelines, in order to use Development Areas land efficiently, prevent expanding the Development Areas earlier than necessary, accommodate projected housing and employment needs, and to achieve climate action and resilience goals.



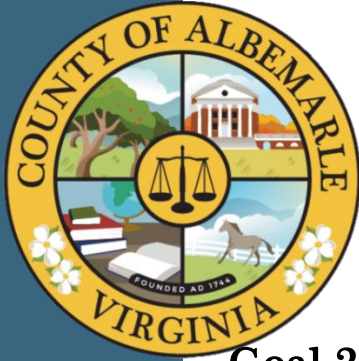
Draft Goals and Objectives

Goal 1: The county's Development Areas will be vibrant, walkable, and mixed use, with a variety of housing types that are connected to goods, services, employment opportunities, and parks and trails.

Objective 1.5: Increase the preservation of existing tree coverage in the Development Areas with new development through updated regulations and incentives, balancing the need to use Development Areas land efficiently with climate resilience (including but not limited to reducing the heat island effect, providing shade for walkability comfort, and reducing energy consumption) and providing high quality open and recreational spaces.

Objective 1.6: Coordinate on regional issues of shared importance with the City of Charlottesville, the Town of Scottsville, the University of Virginia, the TJPDC, and surrounding localities.

Objective 1.7: Monitor the capacity of the Development Areas to estimate if there is sufficient land available for estimated future demand for housing, commercial, retail, office, and light and heavy industrial land uses using a land use buildout analysis and other data sources and projections.



Draft Goals and Objectives

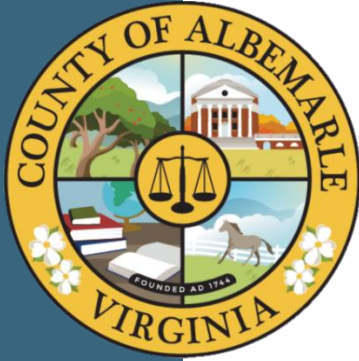
Goal 2: Albemarle County will invest in existing neighborhoods in the Development Areas, including through increased connections to Activity Centers, parks, open space, and services, and infrastructure improvements where needed.

Objective 2.1: Add public parks and trails in existing Development Areas neighborhoods to bring greater and more equitable access to green space and resilience to climate change, prioritizing areas that currently do not have safe and convenient walking or biking access to parks and open space and higher density residential areas.

Objective 2.2: Increase tree coverage and new native landscaping in existing neighborhoods to increase climate resilience (including but not limited to reducing the heat island effect, providing shade for walkability comfort, reducing energy consumption) and provide high quality open and recreational spaces. Prioritize neighborhoods with tree coverage below the County's Development Areas average tree coverage and neighborhoods with significant impervious surface, using quantitative benchmarks in tools such as Tree Equity Score.

Objective 2.3: Improve stormwater management and drainage where needed and as opportunities arise, incorporating low impact development stormwater management practices as feasible.

Objective 2.4: Increase equitable access to community facilities and public gathering places, including community centers and libraries, that are accessible by multiple transportation options and that prioritize under-served communities.



Draft Goals and Objectives

(Transportation)

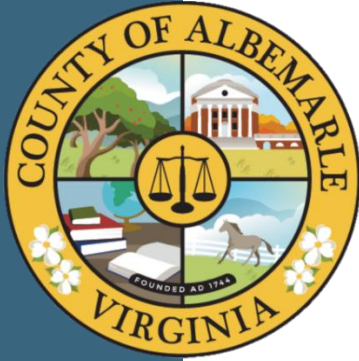
Goal 1: In coordination with multiple partners, Albemarle County will design, invest in, implement, and support a balanced transportation network that meets the mobility needs of all roadway users. The Multimodal Plan will serve as the guiding document for the design of streets and other public rights-of-way.

Objective 1.1: Recognize walking as a component of every trip and enhance Albemarle County's pedestrian network to support safe, comfortable, and convenient walking trips for people of all ages and abilities on all roadways throughout the Development Areas.

Objective 1.2: Enhance Albemarle County's bicycle network to support short- and long distance trips for people of all ages and abilities, prioritizing physical separation of bicyclists from higher speed motor vehicle traffic and other low-stress facilities.

Objective 1.3: In collaboration with the City of Charlottesville, local transit providers, and the Regional Transit Partnership, Albemarle County will plan for, invest in, and support reliable and frequent regional transit service.

Objective 1.4: Effectively manage the supply and demand of vehicle parking, prioritizing efficient land use and safety of users.



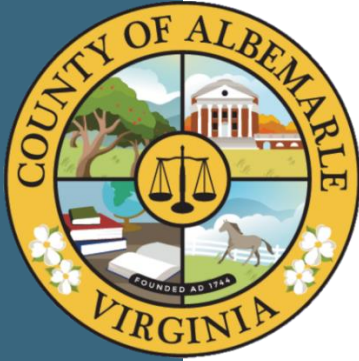
Draft Goals and Objectives

Goal 1: In coordination with multiple partners, Albemarle County will design, invest in, implement, and support a balanced transportation network that meets the mobility needs of all roadway users. The Multimodal Plan will serve as the guiding document for the design of streets and other public rights-of-way.

Objective 1.5: Increase the connectivity and efficiency of the County's transportation network.

Objective 1.6: Collaborate with local, state, and regional partners to plan for, invest in, and support infrastructure projects that provide regionally significant transportation improvements for goods movement.

Objective 1.7: Collaborate with local, state, and regional partners to improve the efficient use of County, State, and Federal funds to construct and improve multimodal transportation infrastructure.



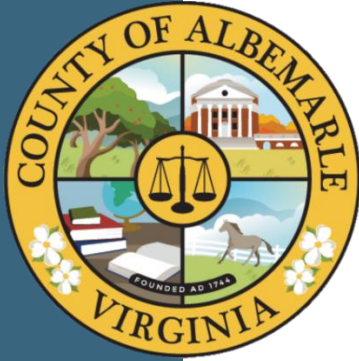
Draft Goals and Objectives

Goal 2: In collaboration with local, regional, and state partners, Albemarle County will support and invest in systemic changes to the built environment and local safety culture to reduce traffic-related deaths and serious injuries, prioritizing the safety of the most vulnerable road users (pedestrians, bicyclists, and transit users).

Objective 2.1: Use safety data (crashes, crash severity, etc.) to identify and prioritize locations for potential infrastructure improvements, recognizing that data that identifies safety concerns for the most vulnerable road users differs from the data available for vehicle users in type and availability.

Objective 2.2: Collaborate with the Albemarle County Police Department and VDOT to respond to speeding complaints and proactively reduce speeds to improve safety, where appropriate.

Objective 2.3: Ensure that infrastructure improvement projects equitably foster safety and comfort for all road users.



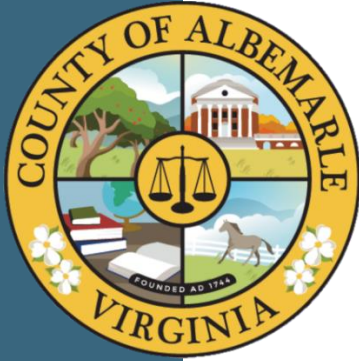
Draft Goals and Objectives

Goal 3: Albemarle County will support and invest in transportation infrastructure that provides for multimodal travel to vital destinations, creates a sense of place that elevates the human experience, and supports mode shift through placemaking.

Objective 3.1: Support and invest in infrastructure projects and streetscapes that are attractive, comfortable, and accessible, while highlighting the unique nature of a community or area.

Objective 3.2: Reduce total Vehicle Miles Travelled (VMT) to support the County's Climate Action Plan target of reducing greenhouse gas emissions by 45% from 2008 levels by 2030.

Objective 3.3: Investigate development of an ongoing walkway, bicycle, and greenway construction fund in the Capital Improvements Program (CIP).



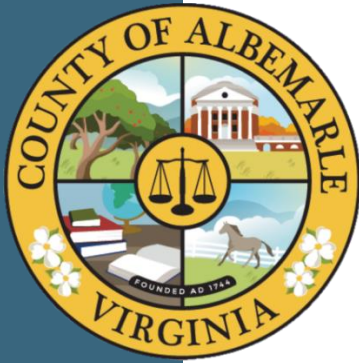
Draft Goals and Objectives

Goal 4: Albemarle County will incorporate emerging technology into the transportation network, especially to reduce single-occupancy vehicle use and reduce greenhouse gas emissions.

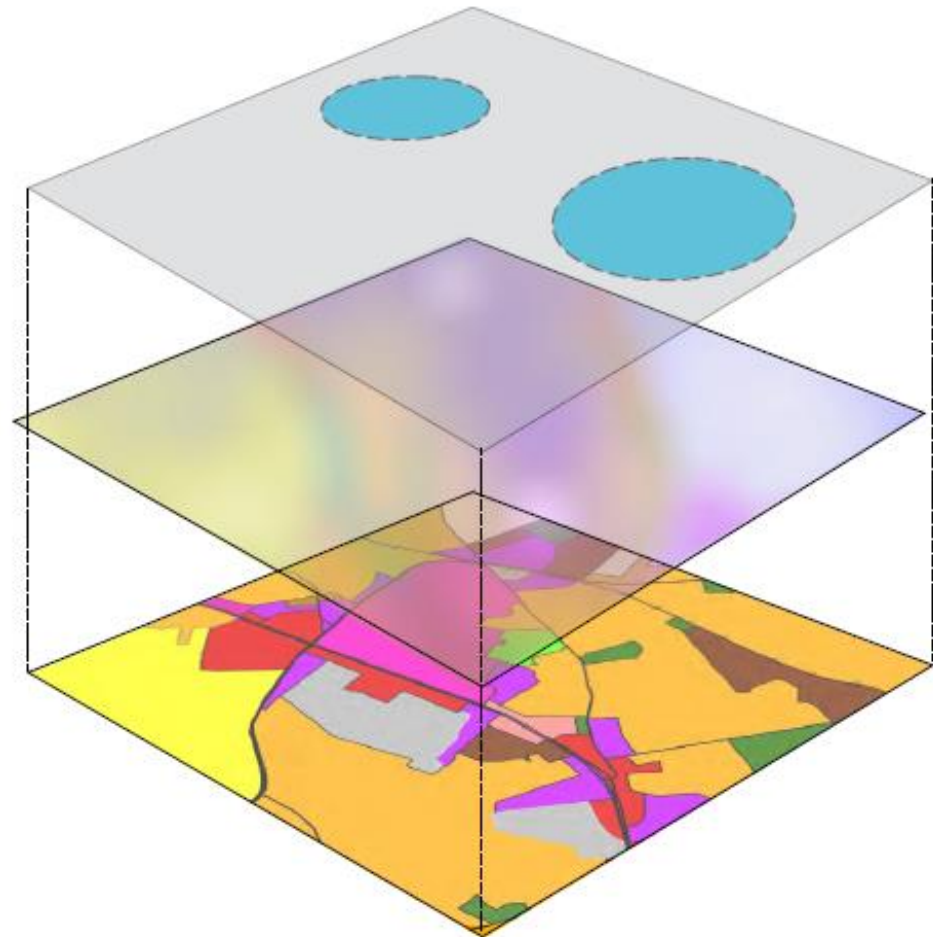
Objective 4.1: Increase the number of both privately and publicly owned low and no-emissions vehicles in Albemarle County.

Objective 4.2: Support the expansion of micromobility devices and programs that improve mobility and access for all users.

Objective 4.3: Encourage relevant development projects and rezonings (for example, event spaces) to incorporate curb management strategies that appropriately consider use by Transportation Network Companies (TNCs).



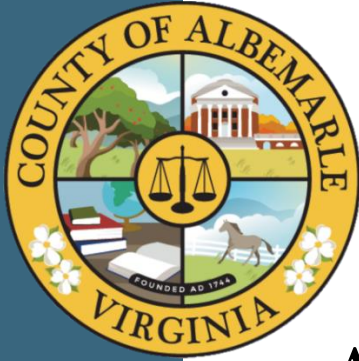
Additional Guidance (along with Goals, Objectives, and Action Steps)



ACTIVITY CENTERS: Act like a land use 'overlay' to encourage more mixed-use and higher intensity development than underlying land use designation(s) in identified centers.

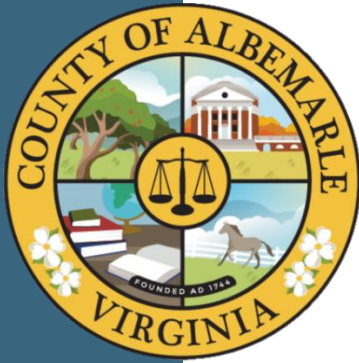
COMMUNITY DESIGN GUIDELINES: General guidance for all new development and redevelopment in the Development Areas. Intended to encourage connected and mixed-use development throughout the Development Areas.

LAND USE DESIGNATIONS: Recommended future land uses and general form and scale of development. Applied to each property in the Development Areas.



Future Land Use Designations

- Applied to each property in the Development Areas to provide guiding vision for future use of each property
- 10 draft Development Area-wide designations
 - Several unique designations to remain in individual Master Plans
- In **Phase 3**, these future land use designations will be applied to an **updated future land use map** for the Development Areas in a one to one 'matching' approach
- Draft recommendation through AC44: calculate recommended density based on **gross density**



Community Mixed Use

Description:

Mixed-use development that provides convenient access to goods and services for nearby community members.

Primary Land Uses:

Residential, typically at a density of 6-34 units/acre. Encouraged housing types: multifamily, multiplexes, live-work units, two over twos.

Non-residential uses such as commercial, retail, offices, hotels, conference facilities, schools and child care, institutional, and religious assembly.

Secondary Land Uses:

Single-family attached, townhomes, accessory dwelling units.

Non-residential uses such as existing auto-commercial sales and services and Office/R&D/Flex/Light Industrial.

Building Form:

Buildings are generally 2 to 5 stories. Block-scale development encouraged for walkability/pedestrian-orientation and a mix of uses, with block lengths typically 300 to 500 feet.

Non-residential uses are encouraged to be located within multi-story mixed-use buildings with shop-fronts along streets.

Flex and light industrial activities that could impact nearby and adjacent residential uses should be located inside of buildings.

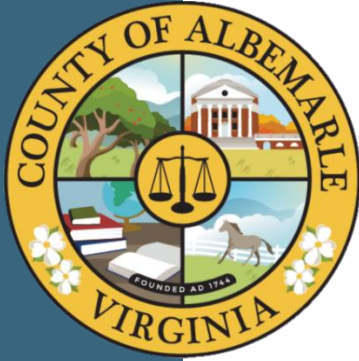
Stepbacks and facade breaks can be used to support pedestrian-oriented development and are encouraged if any areas have been identified for viewshed protection.

Ground Floor:

Active ground story uses are encouraged. Buildings that start out as single-use are encouraged to be constructed to allow for future conversion to active ground story uses.

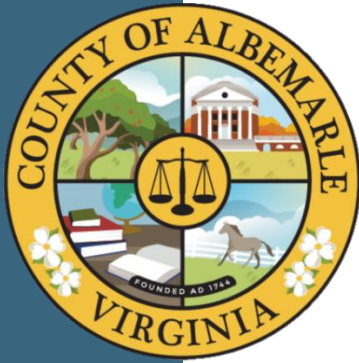


Example Future Land Use Designation



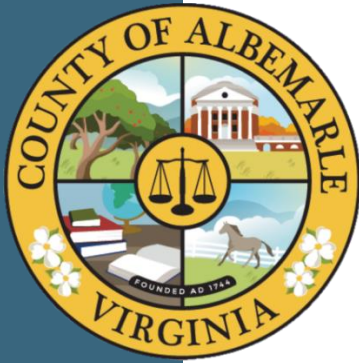
Calculating Recommended Density – Two Options

- Recommended residential density: per future land use designation
 - E.g. Neighborhood Residential recommends 3-6 units/acre
- Two main ways to calculate recommended density: gross and net density
- Gross density: uses the full acreage of a site
 - Zoning Ordinance uses gross density for by-right development
- Net density: nets out certain areas (typically environmental features)
 - Current Comp Plan recommends net density



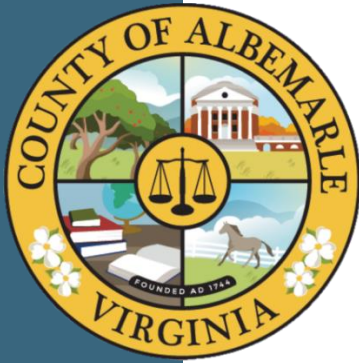
How do density calculations affect what gets built?

- Future land use designation recommends a density range – used for SP/ZMA review (one of many factors in review process)
- Zoning Ordinance requirements: what density is permitted to be built
- Regardless of recommended density, ordinance requirements need to be followed – e.g. avoiding steep slopes, protected stream buffers, floodplain
- Also need to be able to fit required site elements, such as utilities, required open/recreational space, and roads



Why consider using gross density for recommended density in the Comp Plan?

- One option for encouraging redevelopment/infill and using the Development Areas land efficiently
- Would provide consistency between Comp Plan and Zoning Ordinance for how density is calculated
- Could make some 'missing middle' housing types more feasible
- Ordinance requirements for protecting environmental features must be followed with either gross or net density
- Clustering development to avoid sensitive environmental features is always encouraged

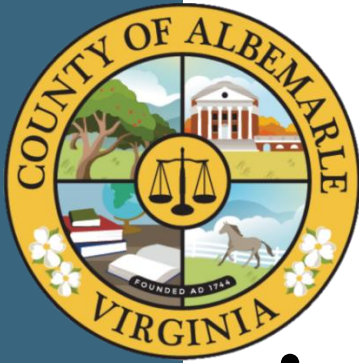


Example

Hypothetical property: 15 acres with 5 acres in the floodplain. Designated Neighborhood Residential (3-6 units/acre).

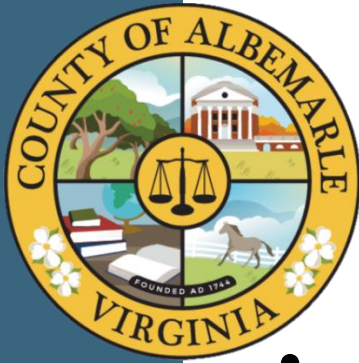
Gross density: $15 * 6 = 90$ units

Net density: $(15 - 5) * 6 = 60$ units



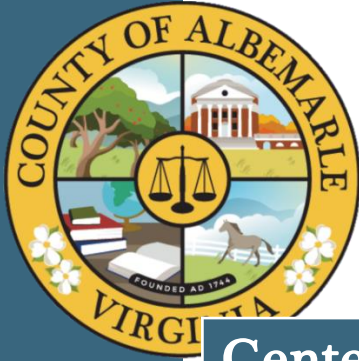
Community Design Guidelines

- Update 12 Neighborhood Model Principles to 4 categories: Land Use, Transportation, Site Design, and Parks/Open Space
- Mixed-use, walkable, and dense, with multimodal transportation options and access to quality parks and open space
- Flexibility based on the characteristics of each proposed development and the surrounding context
- Best practices as reference section



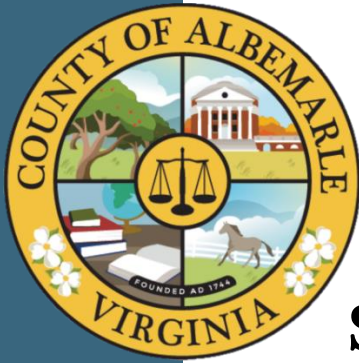
Activity Centers and Multimodal Plan

- **Activity Centers:** places in the Development Areas that have (either now or in the future) a variety of businesses, services, and housing options that are connected by multimodal transportation options with access to high quality open and recreational space
 - Three draft place types: Neighborhood, Town, Destination
 - Overlay that encourages higher intensity of land uses
- **Multimodal Systems Plan:** multimodal corridors and modal emphases (walking, biking, transit) to link Centers, schools, parks, employment districts, and other key destinations



Draft Activity Centers

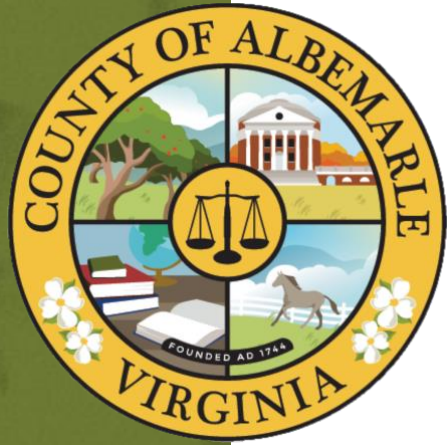
Center Type	Recommended Building Height	Description	Example Locations
Neighborhood	At least 2 and up to 4 stories	Smaller-scale; walkable to surrounding neighborhoods	Riverside Village; Ivy Road (by City); Southwood
Town	At least 2 and up to 6 stories	Focal point for commercial and cultural activities; accessible by multimodal modes of transportation for adjacent and surrounding areas	Rivanna Ridge Shopping Center; Old Lynchburg Road at COB 5th St
Destination	At least 3 and up to 8 stories	Vibrant urban area with goods/services/entertainment; may serve as a regional destination	Stonefield; Hillsdale Drive; Hollymead Town Center



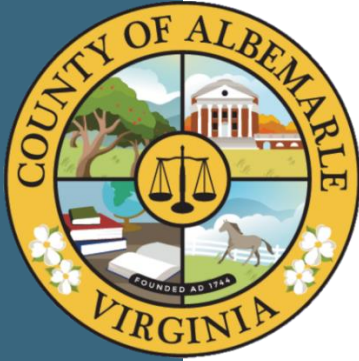
Board Discussion

Summary of Planning Commission Feedback

- Recommend using gross density to evaluate recommended density (instead of net density)
 - Need Board direction: gross or net density with the updated Comp Plan?
- Review building height and form recommendations; building up instead of out
 - Need Board direction: up to 8 stories in Destination Centers?
- Consider adopting parking maximums
- Consider incentives for structured parking and green infrastructure
- Infrastructure needs to keep up with/catch up with growth; alignment with Capital Improvement Program



Next Steps



Next Steps:

- Board Work Session 4/03: Community Facilities draft Goals and Objectives
- Late April/Early May: Kick off Phase 3 and share draft Action Steps for all chapters
- Summer: multiple Planning Commission and Board work sessions to cover all chapters and Activity Centers/Multimodal Plan/Future Land Use Map
- Fall: Plan prioritization ('Big Moves')