Attachment A:

Growth Management Options and Themes

Planning Commission Work Session
July 26, 2022

Purpose of the Work Session

- Provide a briefing on the AC44 process
- Summarize potential options for Growth Management
- Discuss potential “Common Themes” to build a New **Vision for Growth and Resilience** (for the September PC meeting)

Agenda

- Where we are in the AC44 Comp Plan update process
- Land Use Buildout: next steps
- Overview of Growth Management Options and Related Public Input
- What We Heard / Common Themes
- Next Steps and Planning Commission Discussion / Questions

AC44 Project Phasing Plan



How we will Plan for Growth:

- Review the Growth Management Policy using equity, climate action, and capacity projections to guide our work
- Develop a Vision for Growth and Resilience
- Align the Comprehensive Plan Vision and Values with Albemarle County's updated Values

How we will Draft Policies:

- Identify main topics for the Comprehensive Plan, such as transportation, economic development, land use, and rural area planning
- Review existing conditions and current trends for each topic
- Update guiding policies for each main topic

How we will Prioritize Action Steps:

- Review and update action steps to implement the Comprehensive Plan
- Prioritize action steps, using equity and climate action to guide our work

How we will Finalize and Adopt the Plan:

- Finalize the Comprehensive Plan document, including Plan chapters, recommendations, and document design
- Public hearings with the Planning Commission and Board of Supervisors
- Adoption of final document by the Board of Supervisors

We are here!

1 Plan for Growth

Step 1: Review Current Growth Management Policy

- AC44 project kickoff
- Local history of growth management and overview of current growth management policy
- Feedback on the current policy
- What should we prioritize with planning for growth?

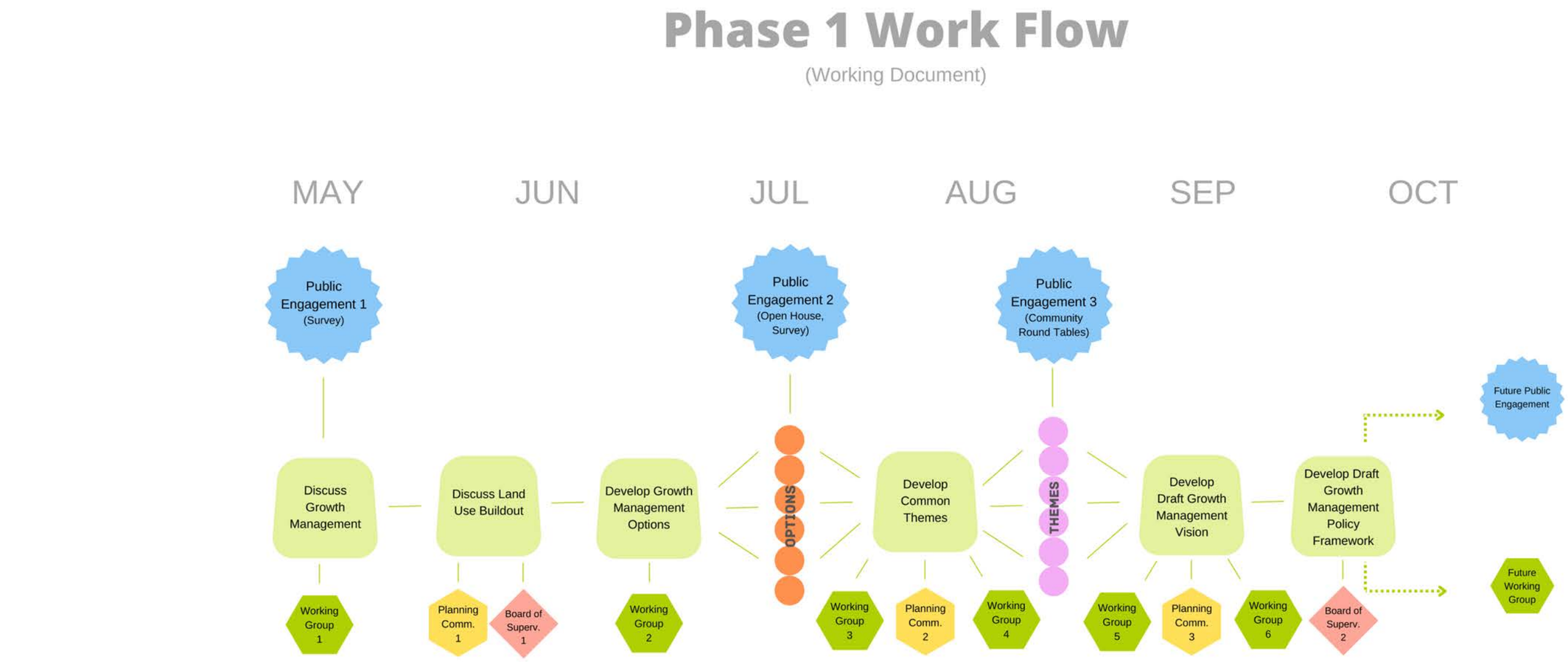
Step 2: Growth Management Options

- Develop growth management options to consider while reviewing and evaluating the current growth management policy
- Which options best support our goals for equity, climate action, and accommodating future growth?

Step 3: Vision for Growth and Resilience

- Develop a Vision for Growth and Resilience to guide work of AC44 Phases 2 and 3, using themes and feedback heard in Step 2
- Continue to refine Vision for Growth and Resilience through future AC44 phases to become the updated Growth Management Policy

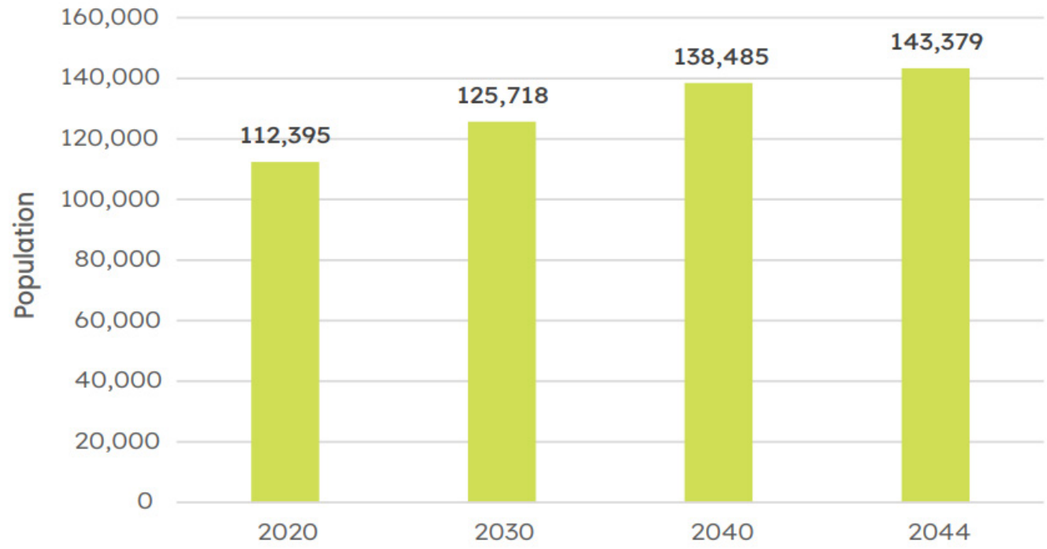
AC44 Phase 1 Work Flow



Land Use Buildout Analysis

- **Land Use Buildout: initial findings**
  - Used assumptions to estimate theoretical maximum buildout of the Development Areas on vacant and underdeveloped land
  - Estimated 10 and 20 year demand for housing and industrial, office, commercial, and hotel land uses
  - Based on these assumptions (especially development at higher end of recommended density and intensity of uses), theoretically sufficient land in Development Areas for 20 years of residential and non-residential growth
  - Factors will constrain actual buildout, e.g. high land costs, site constraints, rezoning process
  - Under current zoning, likely not sufficient land to accommodate projected 20 year growth

Extrapolation of Albemarle County 20-Year Population Forecasts, 2020-2044



Source: Weldon Cooper Center for Public Service (2021); Kimley-Horn

Land Use Buildout Analysis: Feedback

- **June 24 Planning Commission Work Session**
  - Request for additional information on the non-residential pipeline (non-residential projects that are currently under review or approved/not fully built out)
  - Request for more complete analysis of recent buildout
  - Consider regional impacts of local growth/demand
  - Many Commissioners felt the current policy may not provide opportunities to meet housing and non-residential needs over the next 20 years, but more information was requested

- **July 1 Board of Supervisors Work Session**
  - Request for additional information on Rural Area development (existing by-right development potential)
  - Request for more complete analysis of recent buildout
  - Request for additional input from Economic Development Office and connections to Project ENABLE goals
  - Many Board members felt the current policy may not provide opportunities to meet housing and non-residential needs over the next 20 years, but more information was requested

Land Use Buildout Analysis: Next Steps

- **Next Steps**
  - Continue compiling/analyzing the non-residential development pipeline
  - Continue analyzing recent residential buildout and approval trends
  - Continue coordinating with Economic Development Office on site readiness and site selection factors for non-residential uses

- **Key Takeaways (so far)**
  - Mixed-use developments: the residential component tends to build out first, and non-residential may not build out until years (5-10+) later
  - When factoring in site readiness/selection criteria, appears to be sufficient capacity for commercial/ retail, but much less currently available sites for office and industrial
  - Urban Density Residential (6.01 - 34 units/acre) projects not being approved at higher end of density range; recent rezonings approved at average of 17.6 units/acre
  - Many by-right projects developing at 30-50% of the density recommended in the Comp Plan

Current Growth Management Policy

Current Growth Management Policy

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

protecting the elements that define the **Rural Area**: agricultural resources, forestry resources, land preservation, land conservation, water supply resources, natural resources, scenic resources, historic, archeological, and cultural resources; and

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 an emphasis placed on density and high-quality design in new and infill development.

15 | July 26, 2022 AC44 Comprehensive Plan Update

Why and How We Are Reviewing the Current Policy

Why:

- Board of Supervisors adopted Resolution in Support of an Equitable and Inclusive Community as County initiative (2019)
- Board Strategic Plan: Climate Action the top priority
- Board adopted Climate Action Plan (2020)
- Board direction to review current Growth Management Policy in relation to these initiatives and projections for growth

How:

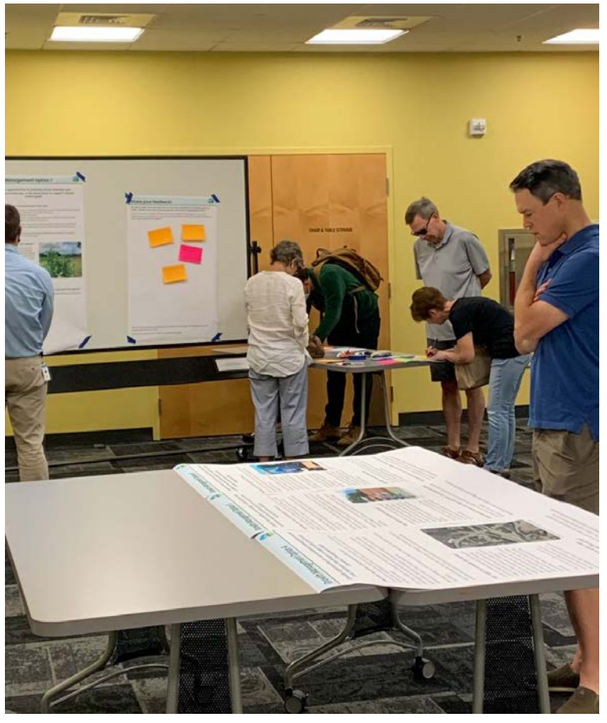
- Broad public and stakeholder input throughout each Phase of the AC44 Comp Plan update process
- Working Groups in each phase to inform the process
- Land use Buildout Analysis to understand potential capacity for growth
- Reviewing potential policy options through the lenses of climate action and equity

Why and How We Are Reviewing the Current Policy

This work will include:

- Incorporating community feedback and input, including:
  - which options best support our goals for equity, climate action, and accommodating projected future growth?
  - themes heard based on growth management options
- Building on recommendations and language in the current Comp Plan
- Integrating planning best practices





Growth Management Options

- **Option 1:** Explore opportunities to provide more density and more infill development in the existing Development Areas, while retaining and enhancing green infrastructure.
- **Option 2:** Consider opportunities to adjust and reduce maximum densities recommended in the Development Areas to more closely align with historic buildout patterns.
- **Option 3:** Draft new criteria that would identify when, where, and how the Development Areas should be expanded.
- **Option 4:** Consider opportunities for non-residential development around I-64 interstate interchanges to support jobs growth and Economic Development Goals.
- **Option 5:** Explore the possibility of 'rural villages' within the Rural Area to promote small-scale commercial and services uses to nearby Rural Area residents.
- **Option 6:** Evaluate current service provisions and consider if adjustments are needed to ensure equitable distribution of health and safety services for both the Rural Area and the Development Areas.
- **Option 7:** Explore opportunities to promote forest retention and regenerative land uses in the Rural Area that support climate action goals.

Option 1

Explore opportunities to provide more density and more infill development in the existing Development Areas, while retaining and enhancing green infrastructure

What does the current Comp Plan say?

- Use Development Area land efficiently to prevent premature expansion…
- On greenfield sites, encourage developers to build at the higher end of the density range…
- Promote redevelopment as a way to improve and take advantage of existing investment in the Development Areas.
- Albemarle County's Growth Management Policy relies on development within the density ranges recommended for the Development Areas.
- Increase the supply of housing to meet the diverse housing needs of current and future Albemarle County residents.



Why might we consider this option?

- This option reinforces current Comp Plan Objectives and provides a stronger commitment to accommodating projected growth within the existing Development Areas.
- A challenge is ensuring that we support and encourage new opportunities for redevelopment and infill development at higher densities and intensities and that we are meeting community needs for housing, jobs, goods, and services.
- To meet our climate action goals, clustering development to retain/enhance tree canopy and other green infrastructure in the Development Areas will be key.



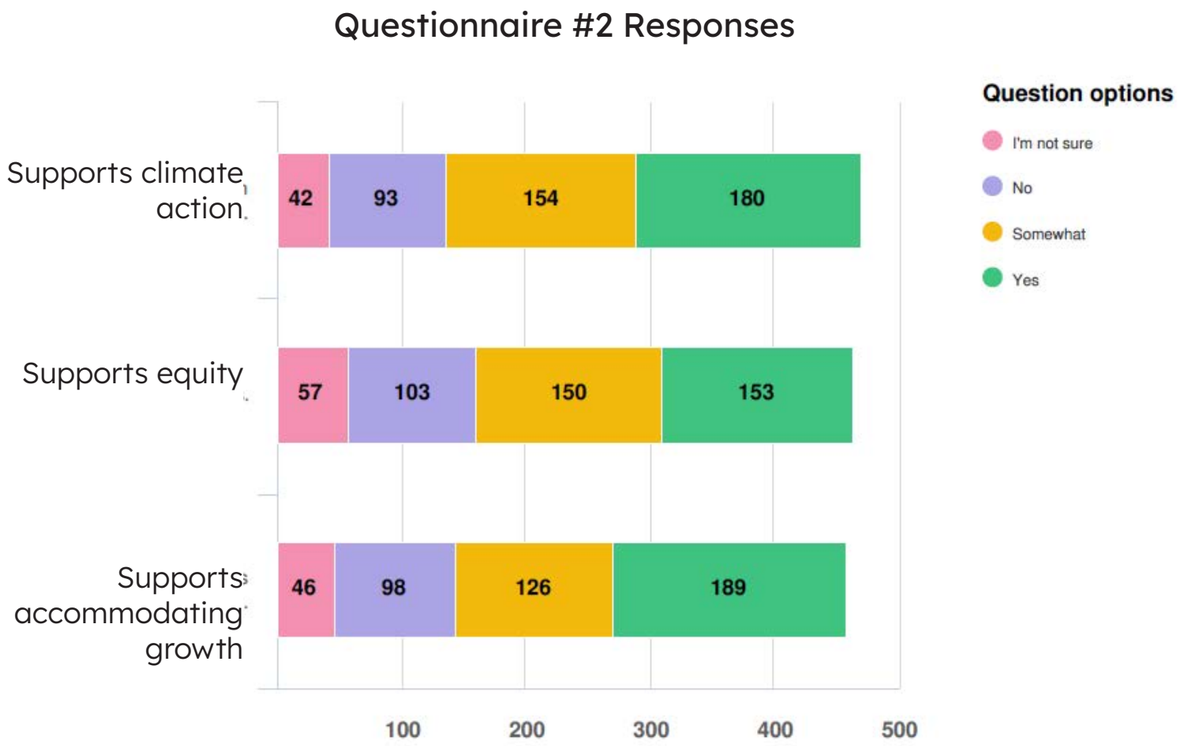
Option 1

Explore opportunities to provide more density and more infill development in the existing Development Areas, while retaining and enhancing green infrastructure

What potential action steps could follow if we pursued this option?

- A follow-up step could be to review the future land use plan to identify appropriate locations for increased density, walkability, and access to transit
- We could also develop recommendations to support infill development in key locations such as providing needed transit and infrastructure needs for current and future Albemarle County residents.





Option 2

Consider opportunities to adjust and reduce maximum densities recommended in the Development Areas to more closely align with historic buildout patterns.

What does the current Comp Plan say?

- Use Development Area land efficiently to prevent premature expansion…
- Encourage developers to build within the density range recommended in the Master Plans on infill sites.
- Promote redevelopment as a way to improve and take advantage of existing investment in the Development Areas.
- Albemarle County's Growth Management Policy relies on development within the density ranges recommended for the Development Areas.
- Increase the supply of housing to meet the diverse housing needs of current and future Albemarle County residents.



Why might we consider this option?

- The Land Use Buildout Analysis found that over the past 5 years of residential rezonings, the total number of units approved was approximately 58% of the maximum number of units recommended by the Comp Plan. This option recognizes challenges associated with building higher densities in our community.
- Pursuing this option would be a change in direction from the 2015 Comprehensive Plan because it places less emphasis on using the Development Areas efficiently and preventing premature expansion.
- A challenge would be accommodating projected growth with lower recommended densities. If we pursue this option, we may need to consider other tools to ensure we are meeting the diverse housing needs of current and future Albemarle County residents

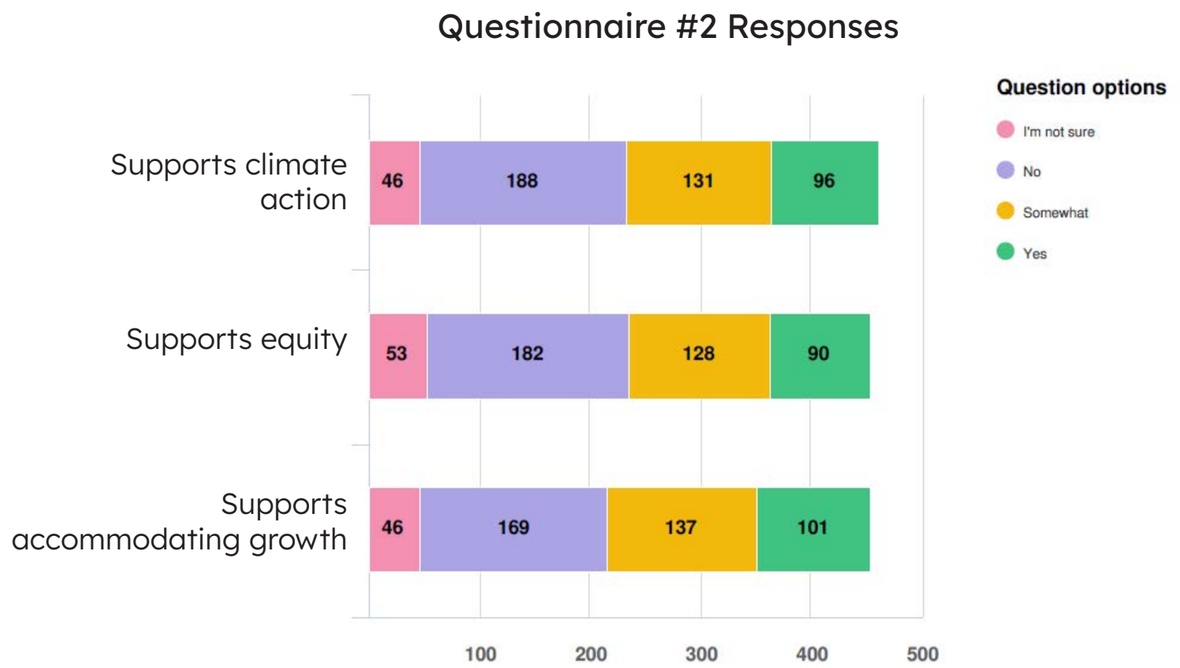
Option 2

Consider opportunities to adjust and reduce maximum densities recommended in the Development Areas to more closely align with historic buildout patterns.

What potential future action steps could follow if we pursued this option?

- We could review and adjust densities within future land use categories to align with densities we have been seeing for different housing types such as single family homes, townhouses, and apartments.
- We could consider opportunities to provide a variety of housing types and affordability levels within our community.



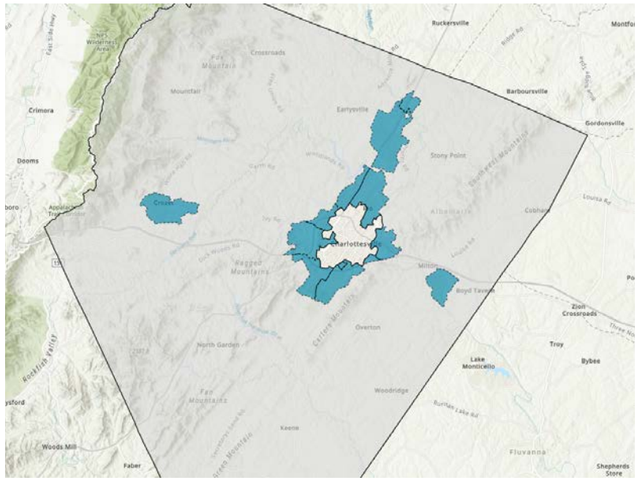


Option 3

Draft new criteria that would identify when, where, and how the Development Areas should be expanded.

What does the current Comp Plan say?

- Use Development Area land efficiently to prevent premature expansion…
- Ensure sufficient land area exists in the Development Area to accommodate future residential housing needs.
- 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.



Why might we consider this option?

- The Land Use Buildout Analysis found that when looking at the maximum buildout of the Development Areas, we should have sufficient land to accommodate 20 years of growth; however, it also acknowledged that we are rarely seeing developments build to the maximum recommended density or intensity.
- An expansion of the Development Areas could offer the opportunity to meet growth projections, increase housing supply, and increase opportunities for new commercial, industrial, or mixed use development.
- There is no existing criteria for how, where and when to expand the Development Areas if an expansion is needed. Creating criteria would provide guidance for future potential expansion.

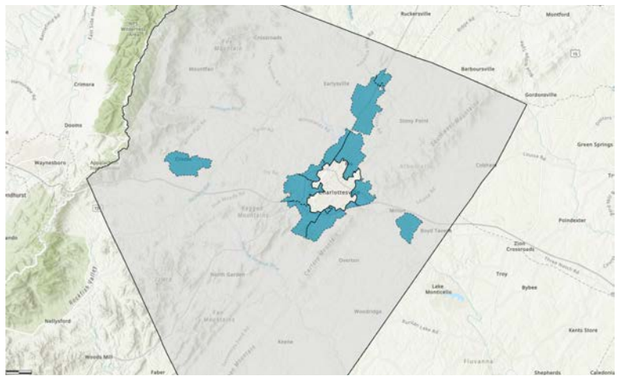


Option 3

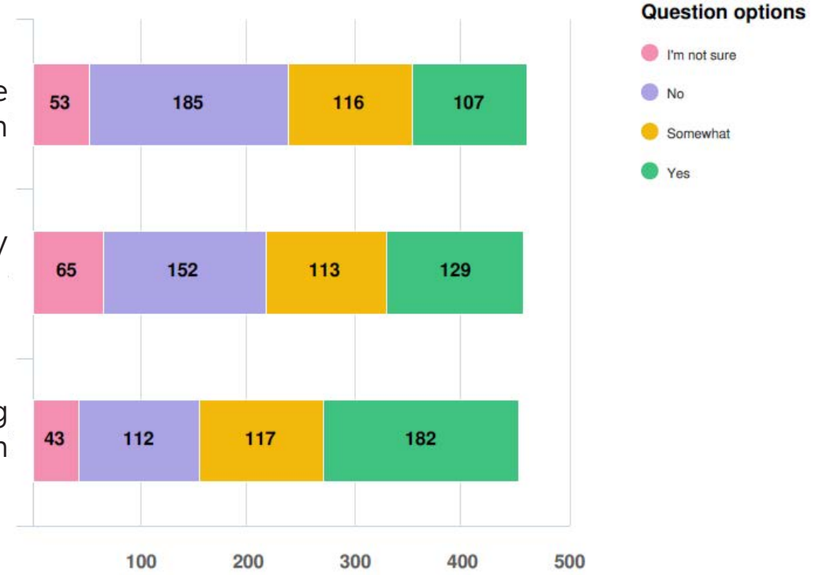
Draft new criteria that would identify when, where, and how the Development Areas should be expanded.

What potential future action steps could follow if we pursued this option?

- Draft criteria and parameters that identify what would trigger a Development Area expansion and identify how to determine locations and boundaries of future Development Areas expansions.
- Evaluate if the criteria are currently met or if expansion would be premature at this time.



Questionnaire #2 Responses



Option 4

Consider opportunities for non-residential development around I-64 interstate interchanges to support jobs growth and Economic Development Goals.

What does the current Comp Plan say?

- The 2015 Plan distinguishes between Rural and Development Areas interstate interchanges. The Rural Area interchanges are: Crozet, Ivy, Black Cat Road, and the southern part of the Shadwell interchange.
- 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.
- Permit uses at rural interstate interchanges that support agriculture and forestry.
- Study the infrastructure challenges at the Shadwell interchange to determine the potential level and concentration of operations which are appropriate.

Why might we consider this option?

- Certain businesses (especially light industrial land uses) require access to an interstate. These include businesses identified by the County's Project ENABLE as target industries for economic development. Allowing non-residential development at interstate interchanges could provide spaces for new or expanding businesses in a way that makes efficient use of land and infrastructure by concentrating these uses adjacent to the interstate.
- If we pursued this option, we could be considering opportunities to expands what uses would be recommended adjacent to interchanges from the current Comprehensive Plan.

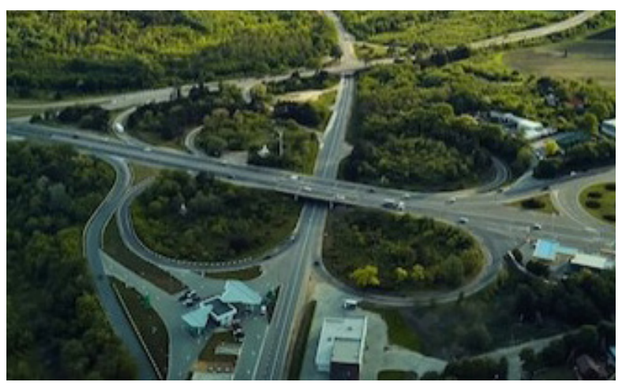


Option 4

Consider opportunities for non-residential development around I-64 interstate interchanges to support jobs growth and Economic Development Goals.

What potential action steps could follow if we pursued this option?

- Complete an analysis of land adjacent to current interstate interchanges to evaluate feasibility and impacts of development. The analysis could include features such as topography, potential for utility access, and presence of sensitive environmental resources.



Questionnaire #2 Responses



Option 5

Explore the possibility of 'rural villages' within the Rural Area to promote small-scale commercial and services uses to nearby Rural Area residents.

What does the current Comp Plan say?

- The current Plan identifies seven 'crossroads communities' in the Rural Area: Advance Mills, Batesville, Covesville, Free Union, Proffit, Greenwood, and White Hall. These are intended for small-scale commercial, office, or mixed uses that support Rural Area residents.
- Recognize and support crossroads communities, which serve as rural-scale community meeting places and provide opportunities for residents to take part in community life.
- 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…
- Consider amending the Zoning Ordinance to allow community centers and religious institutions at an appropriate scale in designated crossroads communities…

Why might we consider this option?

- Allowing more uses that support Rural Area residents and distributing those throughout the Rural Area can reduce the distance residents need to travel for certain activities and services (also reducing greenhouse gas emissions) and provides access to key goods and services and places for community activities
- 'Rural villages' may be a more accurate term than crossroads communities, as some areas that could be considered for this designation may not have an actual crossroads



Option 5

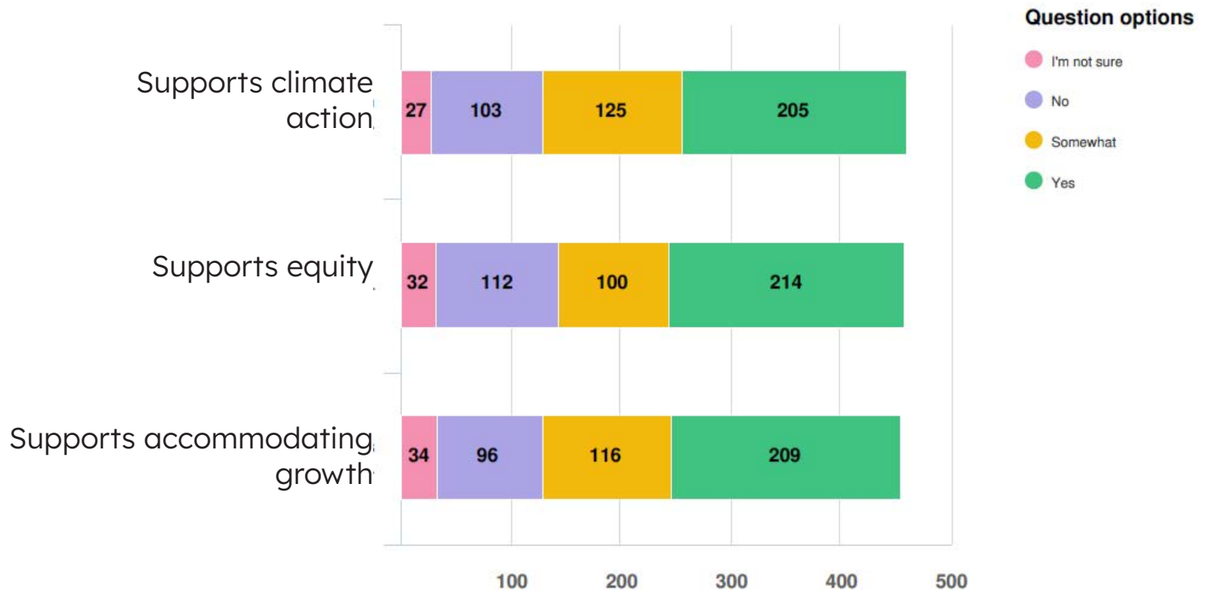
Explore the possibility of 'rural villages' within the Rural Area to promote small-scale commercial and services uses to nearby Rural Area residents.

What potential future action steps could follow if we pursued this option?

- Draft parameters for rural villages that would provide recommendations for appropriate land uses within rural villages
- Develop criteria for how to identify where villages could be located within the County



Questionnaire #2 Responses



Option 6

Evaluate current service provisions and consider if adjustments are needed to ensure equitable distribution of health and safety services for both the Rural Area and the Development Areas.

What does the current Comp Plan say?

- The current Comp Plan identifies the provision of public utilities as a growth management tool and recommends a higher level of service delivery in the Development Areas compared with the Rural Area.
- 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.
- Provide public water and sewer in the Development Areas.
- Residents in the Rural Area should not anticipate levels of service delivery equal to those provided in the Development 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

Why might we consider this option?

- While it may not be possible to provide all public services at the same level of delivery across the entire County, it is important to periodically evaluate service delivery to see where it can be equitably enhanced and improved. This is especially important as new services become available, such as broadband.



Option 6

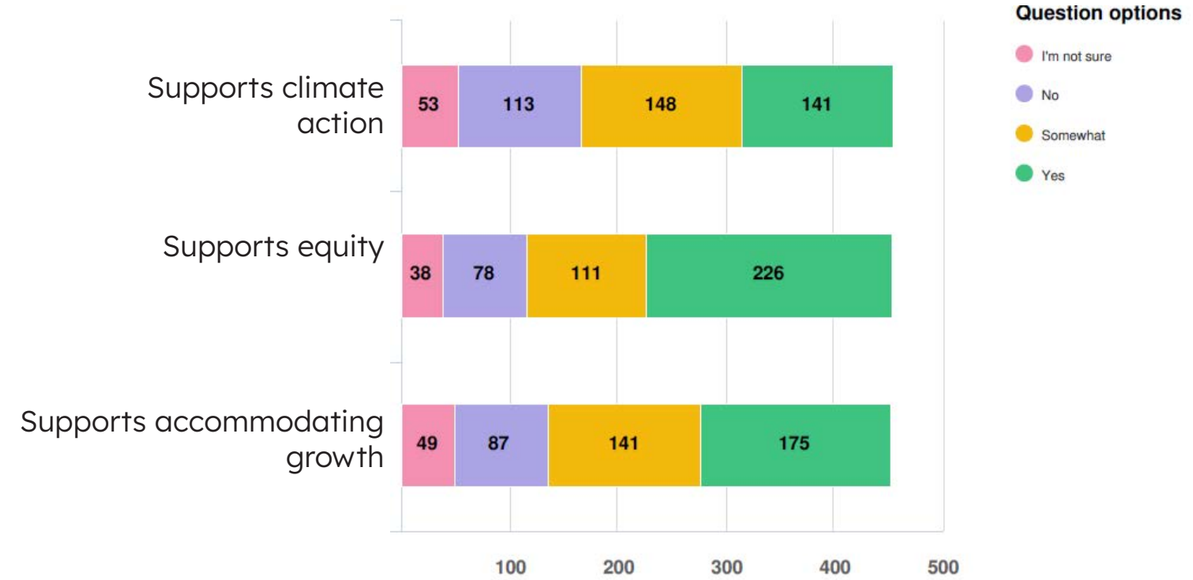
Evaluate current service provisions and consider if adjustments are needed to ensure equitable distribution of health and safety services for both the Rural Area and the Development Areas.

What potential future action steps could follow if we pursued this option?

- Work with community partners to evaluate current service provisions and consider if adjustments would be appropriate or warranted for key health and safety related services such as fire-rescue, police response times, healthcare access, broadband service, etc.



Questionnaire #2 Responses



Option 7

Explore opportunities to promote forest retention and regenerative land uses in the Rural Area that support climate action goals.

What does the current Comp Plan say?

- Promote the efficient use of County resources through a combination of: protecting the elements that define the Rural Area: agricultural resources, forestry resources, land preservation, land conservation, water supply resources, natural resources, scenic resources, historic, archaeological, and cultural resources…
- Albemarle's Rural Area will have thriving farms and forests, traditional crossroads communities, protected scenic areas, historic sites, and preserved natural resources.
- Recognize changes occurring to the earth's climate to anticipate and mitigate impacts to the County.



Why might we consider this option?

- The Growth Management Policy and the uses recommended in the Rural Area do not currently include climate action related recommendations, but integrating climate action throughout the Comprehensive Plan is a goal of the AC44 update.
- Not all Rural Area land uses reduce or capture greenhouse gas emissions, and recommendations could be updated to encourage and prioritize uses that support climate action. Examples of these uses could be regenerative farming practices or other land management approaches to reduce and capture greenhouse gas emissions.

Option 7

Explore opportunities to promote forest retention and regenerative land uses in the Rural Area that support climate action goals.

What potential future action steps could follow if we pursued this option?

- Review current Rural Area goals and objectives and consider opportunities to include and prioritize land use practices that support climate action goals



Questionnaire #2 Responses



What We Heard

Step 1 (May)

- Current policy has been successful at **protecting natural resources and agriculture/forestry uses**
- Challenges under the current policy include **housing affordability**, the need for more **transportation options**, and the need for **infrastructure**
- Top 3 priorities for updating policy:
  1. protection of natural resources
  2. infrastructure and utilities planning
  3. housing type variety and affordability

What We Heard

Step 2 (June-July)

Top 3 Options for Climate Action

7 5 6

Top 3 Options for Equity

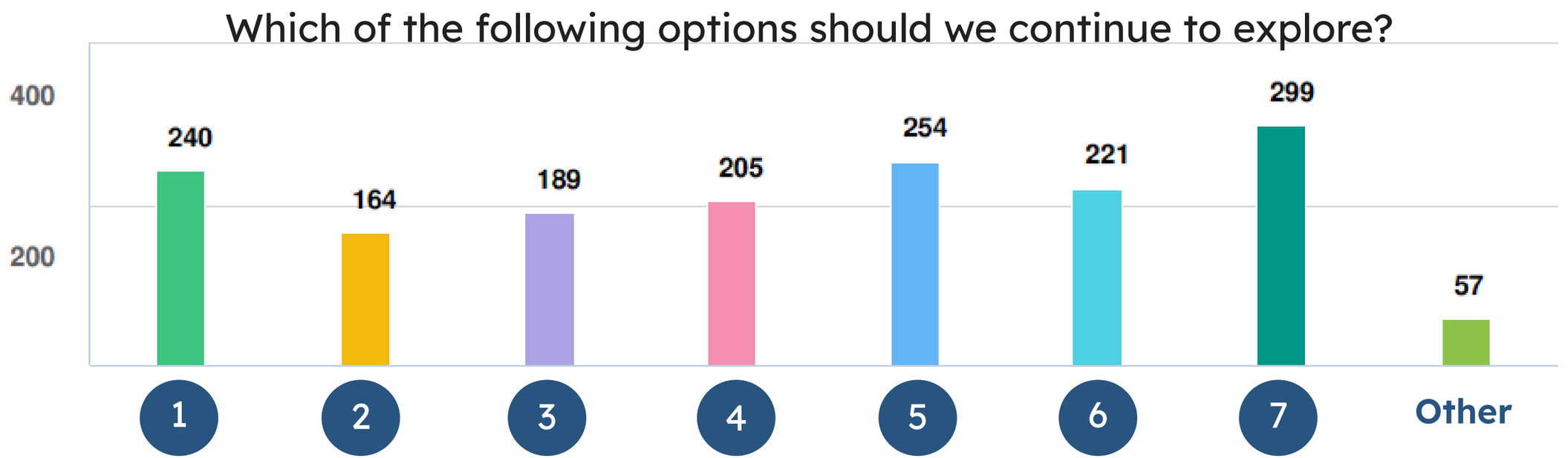
6 5 1

Top 3 Options for Accommodating Growth

5 4 6

What We Heard

Step 2 (June-July)



- Other ideas to consider include:
  - Incorporate alternative modes of transportation (e.g. walking, biking, transit)
  - Incorporate more recreational opportunities that can be easily accessed without having to drive
  - Status quo - keep the current growth management policy and not update at this time
  - Incorporate strategies for affordable housing, e.g. mobile and modular housing types
  - Encourage more replacement/enhancement of tree canopy and forested areas
  - Encourage more mixed-use development
  - Focus on job training opportunities and encouraging the creation of career ladder jobs
  - Noting that staff received 60 emails and 8 survey responses expressing support for the Three Notched Trail (proposed shared use path between Afton and Charlottesville)

What We Are Hearing (to date)

(Open Ended Comments in Both Steps 1 and 2 + Working Group Input)

Hearing Both:

- Growth management policy has increased cost of housing by restricting land available for development
- Concentrating density is needed to reduce sprawl and support climate action goals
- Not enough density to support housing needs in the Development Areas
- Need to expand Development Areas
- Rural villages concept could reduce distance Rural Area residents need to travel for some goods/services and enhance equity
- Non-residential uses at I-64 interchanges could make use of existing infrastructure and support new business opportunities

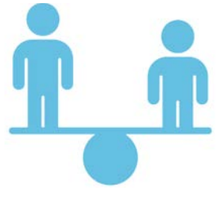
- Too much density & growth already
- Lack of infrastructure to support growth
- Concern with loss of tree canopy
- Concern with new development and climate impacts
- Need to reduce density in Development Areas
- Rural villages concept could have unintended effect of encouraging additional growth
- Concern that non-residential uses at I-64 interchanges could negatively impact the surrounding Rural Area (mainly noise and additional traffic)

Main Takeaways (to date)

Potential Common Themes to Bring to Step 3 of Engagement:

1. **Action Focus** - Importance of Climate Action and Equity as goals but need to translate them into concrete actions
2. **Affordable Housing Focus** - Need for affordable housing and variety of housing types to address high cost of housing/living
3. **Design Importance** - More emphasis on 'how' we grow: e.g. energy-efficient design, water conservation, more/better situated tree canopy, lighting, etc.
4. **Multimodal Transportation Focus** - Need for improvement and expansion of alternative modes of transportation (alternatives to driving)
5. **Sustainable Pace** - Infrastructure needs to keep up with growth
6. **Strategic Density** - Identify areas in the Development Areas appropriate for higher density, as well as areas for lower density to meet historical development patterns.
7. **Greening Development Areas** - Need for integrating green infrastructure and parks/green systems into the Development Areas







Phase 1 Engagement and Next Steps

Step 1:

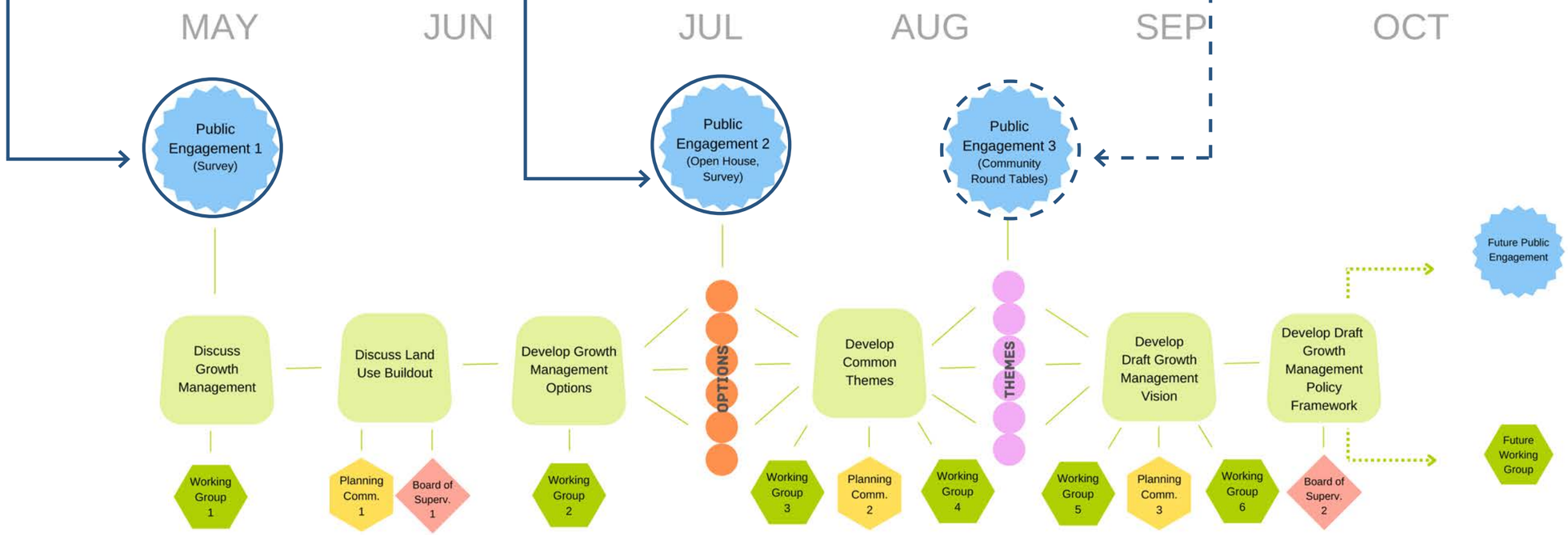
- Online Survey, Pop Ups
- Feedback on current growth management policy: input/ experience of **current policy**; what we should **prioritize**; how aligns with **equity/climate action** goals

Step 2:

- Online Survey, Open Houses
- Feedback on growth management **options** and how those align with **equity/climate action** goals and potential for accommodating **growth**

Step 3:

- Online opportunities, Roundtables
- **Common Themes** on growth management **options**



- Beginning the work of developing themes into a 20-year Vision for Growth and Resilience
- Asking for Planning Commission input as we start this work