

AC44

ALBEMARLE COUNTY 2044

COMPREHENSIVE PLAN

ADOPTED MM.DD 2025

PART 4: APPENDIX

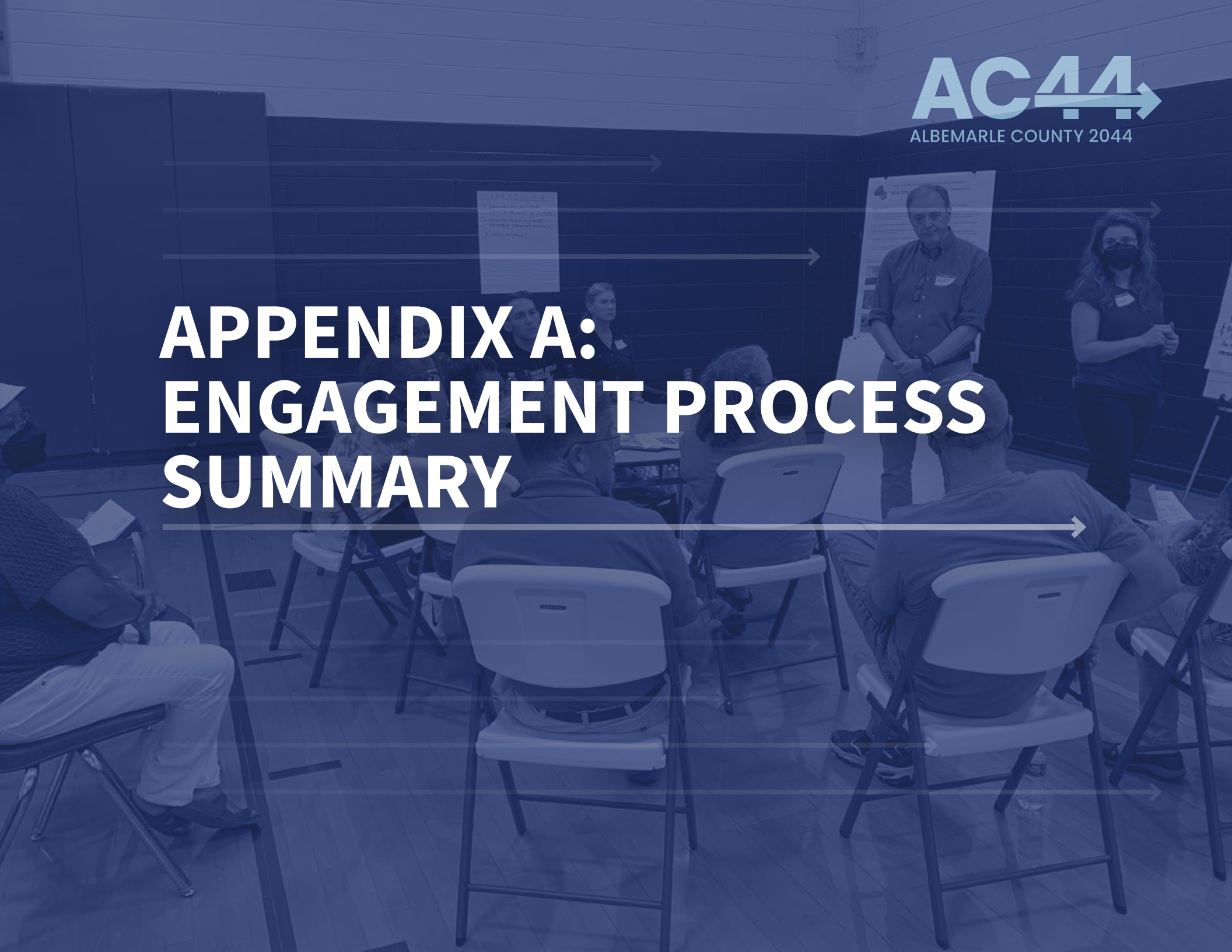
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Note: Final document will have internal hyperlinks to the beginning of each chapter

AC44
ALBEMARLE COUNTY 2044

APPENDIX A: ENGAGEMENT PROCESS SUMMARY



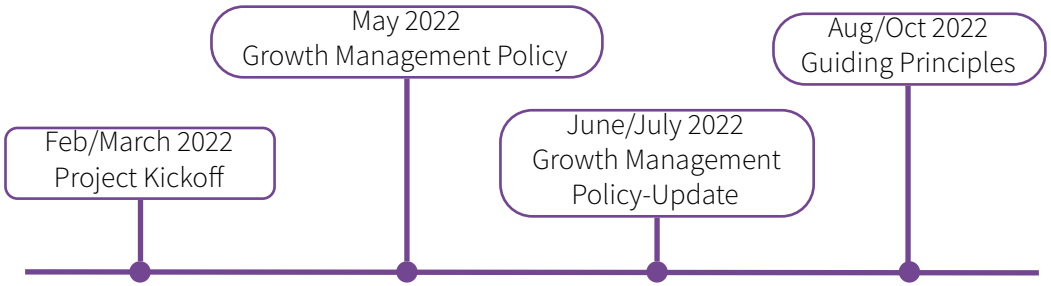
PHASE 1 ENGAGEMENT OVERVIEW

In AC44 Phase 1 we evaluated whether we should update our Growth Management Policy to support goals for equity, climate action, and planning for growth. We also established the AC44 Framework for an Equitable and Resilient Community to guide the development of the rest of the Comprehensive Plan.

First, we shared information on the 2015 Comp Plan Growth Management Policy, how the Policy is implemented, and why it is important to periodically review the Policy. Community members were asked to share their feedback and experiences related to the 2015 Growth Management policy. Participants were asked to rate the policy in supporting goals for equity and climate action and asked what updates (if any) could advance equity and climate action.

Second, Community members were asked to share their feedback on seven possible "Growth Management options" to help meet goals related to equity, climate action, and accommodating 20 years of projected growth. Participants were asked how each option supports these goals and to share which option(s) we should continue to explore and why. Input on these options was used to inform relevant Plan recommendations in Phases 2 and 3, especially for the land use and transportation chapters.

Finally, community members were invited to share their feedback on four "Big Ideas" (now called the AC44 Framework) for an equitable and resilient community through a series of roundtables and an online questionnaire. Community members were asked to consider whether the Big Ideas reflect their vision of our community in 20 years, if they guide us towards a more equitable and resilient community, and what was missing.









Community members were invited to share their feedback throughout the Comprehensive Plan update process.

Project Kickoff

February/March 2022

Purpose

Share thoughts on the current growth management policy and what should be prioritized with potential updates. Learn about the history of the policy and how it has been applied.

Questions Asked

- How well does the current Policy capture your vision for the future growth of the County?
- What has been your experience with Growth Management in the County? How has it impacted your life, in beneficial or challenging ways?
- How successful has the current Policy been at achieving its objectives? E.g. protecting the Rural Area, promoting dense/mixed use development in the Development Areas
- What should we prioritize as we update the Policy? E.g. public parks/ trails planning, community facilities, housing types, protecting resources
- How can we update the Policy to provide more equitable service provision and build a more resilient community?

Engagement

- **Online Questionnaire**
- **5 In-Person pop-ups**
- **2 Virtual Event**



Project kickoff meeting at Yancey High School.

Work Sessions: Planning Commission + Board of Supervisors

- PC (5/22/2022): Review initial findings from the draft land use buildout analysis.
- BOS (6/1/2022): Review initial findings from the draft land use buildout analysis.

2015 Growth Management Policy

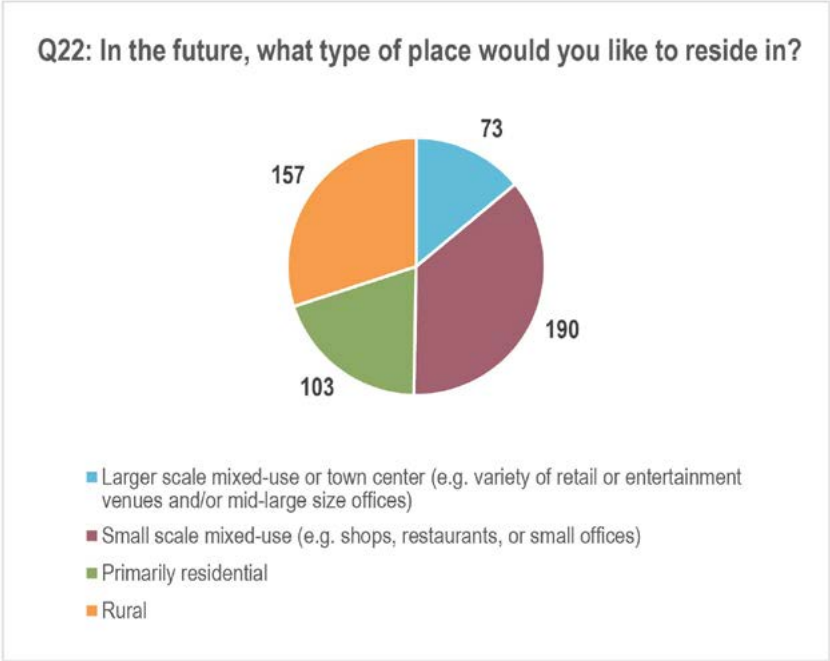
May 2022

Purpose

Share thoughts on the current growth management policy and what should be prioritized with potential updates. Learn about the history of the policy and how it has been applied.

Questions Asked

- How well does the current Policy capture your vision for the future growth of the County?
- What has been your experience with Growth Management in the County? How has it impacted your life, in beneficial or challenging ways?
- How successful has the current Policy been at achieving its objectives? E.g. protecting the Rural Area, promoting dense/mixed use development in the Development Areas
- What should we prioritize as we update the Policy? E.g. public parks/ trails planning, community facilities, housing types, protecting resources
- How can we update the Policy to provide more equitable service provision and build a more resilient community?



Engagement

- **Online Questionnaire**
- **4 In-Person pop-ups**
- **1 Virtual event**
- **Working Group Meeting**

Work Sessions: Planning Commission + Board of Supervisors

- PC (5/24/2022): Review initial findings from the draft land use buildout analysis
- BOS (6/1/2022): Review initial findings from the draft land use buildout analysis

Growth Management Policy - Options for Updating

June/July 2022

Purpose

Share seven options for updating the Growth Management Policy to address:

- Projected demand and population growth;
- Equitable access to services/resources;
- Implement the Climate Action Plan and build community resilience.

For each, explained why we should consider it and how it could be implemented if pursued.

Questions Asked

- For each of the options: how well it aligns with projected demand/growth; equitable access to services/resources; Climate Action/resilience.
- Which options should we continue to explore? Can choose multiple. Explain rationale.
- Are there other options we should consider?

Engagement

- **Online Questionnaire**
- **3 In-Person Roundtables**
- **1 Online open house**
- **Working group meeting**

Work Sessions: Planning Commission + Board of Supervisors

PC (7/26/2022): Discuss community input on the seven options and how those could be used to develop common themes and a Plan framework (which became the Guiding Principles). Multiple options could be pursued and included:

- More density and infill in the Development Areas paired with green infrastructure.
- Align future land use designations with what is actually being built (which is typically not achieving desired density but may be more realistic).
- Draft criteria that would identify when, where, and how the Development Areas should be expanded.
- Consider opportunities for non-residential development around I-64 interstate interchanges to support jobs growth and Economic Development Goals.
- Explore the possibility of 'rural villages' within the Rural Area to promote small-scale commercial and service uses to serve nearby Rural Area residents.
- More equitable service provision focused on essential services and community health.
- Promote forest retention and regenerative land uses in the Rural Area to support climate action goals.

AC44 Guiding Principles:

Green and Resilient, Welcoming and Equitable, Connected and Accessible, and Thriving and Prosperous

August - October 2022

Purpose

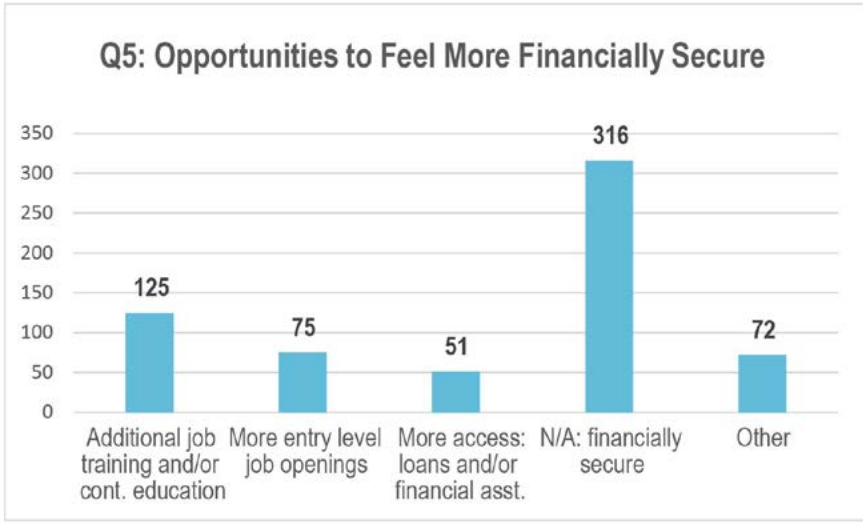
Develop Guiding Principles for the Comp Plan. Draft Guiding Principles were developed based on input from the Growth Management Options round and then refined during this round of engagement.

Questions Asked

- Do the draft Guiding Principles reflect your vision of our community in 20 years?
- Do they guide us towards a more equitable and resilient community?
- If not, what's missing? What changes are needed?



AC44 Guiding Principles



Work Sessions: Planning Commission + Board of Supervisors

- PC (9/27/2022): Planning Commission input on draft Guiding Principles
- BOS (10/19/2022): Board of Supervisors input on the draft Guiding Principles

Engagement

- **Online Questionnaire**
- **2 In-Person roundtables**
- **2 Virtual roundtables**
- **Working Group Meeting**

PHASE 2 ENGAGEMENT OVERVIEW

In AC44 Phase 2, we reviewed existing conditions and recent trends for each Comprehensive Plan chapter by sharing a series of topic reports. We drafted Goals and Objectives for each chapter using community, Planning Commission, and Board input, collaboration between County staff and partner agencies, review of the 2015 Comprehensive Plan, incorporating best practices, and the Framework for an Equitable and Resilient Community. We also developed draft planning toolkits for coordinated land use and transportation planning, including Activity Centers and rural communities.

In the first round of engagement, we asked for community input on challenges and opportunities for each Comprehensive Plan chapter. Along with quantitative data, this feedback informed which issues Plan recommendations needed to address.

Then, we asked for community feedback on the draft Planning Toolkits: Activity Centers, Development Areas expansion considerations, Rural Communities, and Rural Interstate Interchanges. These were topics that were first discussed during Phase 1 ('growth management options') that could be used to support coordinated land use and transportation planning, build on current Comp Plan recommendations including the Growth Management Policy, and implement the AC44 Framework. These toolkit topics needed significant community input and guidance from the Planning Commission and Board of Supervisors prior to drafting updated Goals, Objectives, and Actions for these topics.







Feedback gathered at all public engagement opportunities is shared with the Planning Commission and Board of Supervisors.

Challenges and Opportunities by Plan Topic

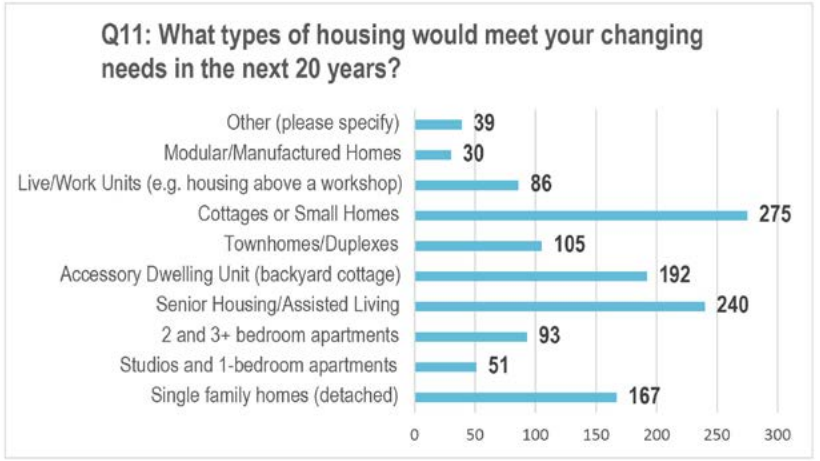
February/March 2023

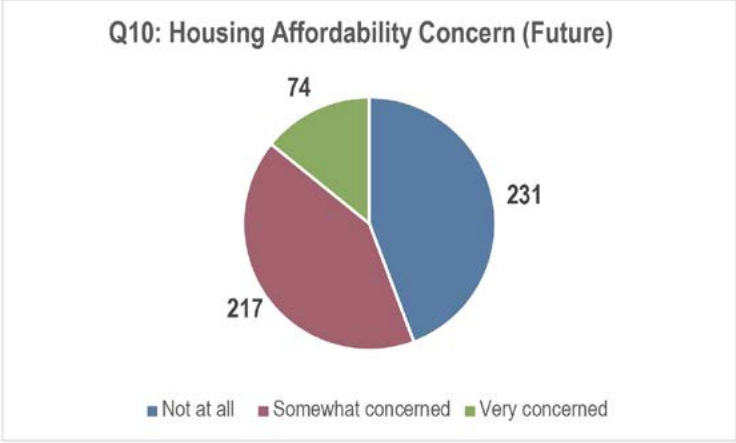
Purpose

Identify community needs and priorities by Plan topic. Share information about each Plan topic for background information and relevant context/ data.

Questions Asked

- How you want get around the County in the future, assuming adequate infrastructure and service?
  - » What options might support your transportation preference? Rank in order of priority
- What opportunities would help you feel more financially stable and secure?
- What options might support your future career or business needs? Rank in order of priority
- Are you concerned about being able to afford your current housing in the future?
- Consider how your housing needs could change in the next 20 years (e.g. changes in access needs or mobility, a relative moving in, needing a larger or smaller home). What types of housing may be needed to meet your needs?
- What options might support your future housing needs? Rank in order of priority
- Rank how important different historic/scenic/cultural/natural resources are for our community
- How would you prioritize ways to protect our natural resources in order to improve our community's resilience to climate change? Rank in order of priority
- How would you prioritize the following ways to protect our historic and cultural resources? Rank in order of priority.





Questions Asked Continued

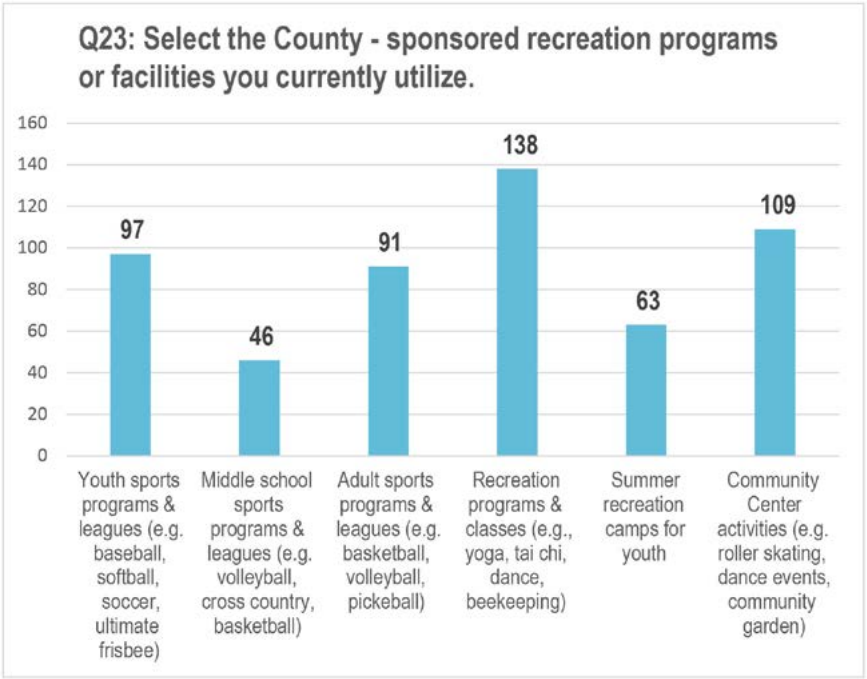
- Which services and amenities (community facilities) would you like to have closer to your home?
- What might improve your access to public services and amenities (e.g. community centers, libraries, recycling locations, parks)?
- What challenges (if any) do you have with accessing existing recreation facilities (parks, trails, athletic complexes, programs) in Albemarle County?
- What options might support your recreation needs in the future? Rank in order of priority
- What options could make our community services/resources more equitable?
- What options could make our community more resilient?
- For all the above – is anything missing? If so, how would you prioritize?
- Where should future growth be directed? Current DAs, RA with existing development/uses, expanding the DAs
- In the future, what type of place would you like to reside in? Large mixed-use centers, small scale mixed-use centers, primarily residential, rural.

Engagement

- **Online Questionnaire**
- **6 In-Person pop-ups**
- **Working Group Meeting**
- **Community Chat Kits**

Chat Kits/In-Person Events

- How do you want to get around the County in 2044 (e.g. walk, bike, drive, take transit)?
- What business or job opportunities do you need to ensure you are financially stable and secure in 2044?
- How might your housing needs change between now and 2044?
- What types of businesses, amenities, recreational opportunities and housing do you wish you had closer to where you live?
- How do you think your life will be different in the next 20 years as a result of climate change, and what should local government due to address future climate change impacts?



Planning Toolkits for Coordinated Land Use and Transportation Planning

Topic includes: Activity Centers, Multimodal Plan, Future Land Use, Process for Potential Future Development Areas Expansion, Rural Crossroads Communities, Rural Interstate Interchanges (all within the context of Growth Management Policy)

May - September 2023

Purpose

Develop Plan recommendations for coordinated land use and transportation planning in both the Development Areas and Rural Area to implement the Growth Management Policy. Share approach and draft recommendations for future land use designations (and how will be applied to FLUM), Activity Centers, Multimodal Systems Plan + modal emphasis mapping, and Rural Area communities.

Questions Asked

Activity Centers

- What feedback do you have on the recommended scale, form, level of development, public spaces, and multimodal transportation for the draft Activity Center types (Neighborhood, Town, Destination)?
- What feedback do you have on the draft Activity Center locations and how the draft Center types have been applied?
- Are there transportation connections that you would add or change for any of the draft Centers?

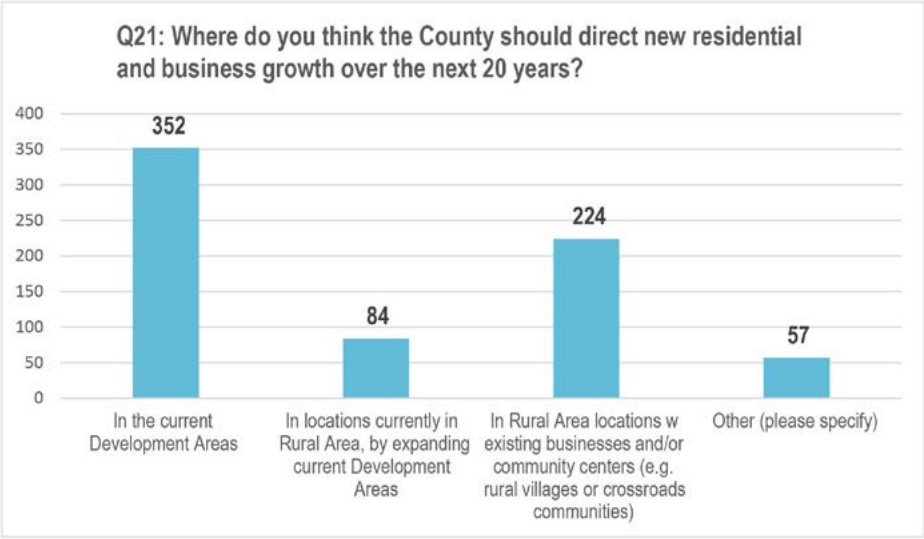
Potential Future DA Expansion Factors

- Are there considerations for 'where' and 'how' to expand that you would change? What's missing?
- Are there considerations for 'when' to expand that you would change? What's missing?

Q2: Preferred mode of travel in future (Avg. ranked priority order, 1=highest)	
Walk	1
Bike, e-bike, or bikeshare service	2
Primarily drive alone	3
Use transit (CAT, JAUNT)	4
Use shared services (carshare, rideshare, bikeshare, scootershare)	5
Electric personal mobility device (scooter, one wheel, other)	6
Carpool	7

Engagement

- **Online Questionnaire**
- **4 In-Person open houses**
- **1 Virtual Open House/CAC Meeting**
- **Community Chat Kits**
- **Think like a Planner Activity**
- **CADRe Meeting**
- **Economic Development Authority Meeting**
- **JABA Workshop**
- **Meetings with County Committees (e.g. NHC, ARB, HPC)**
- **CVRHP Meeting**



Rural Crossroads Communities

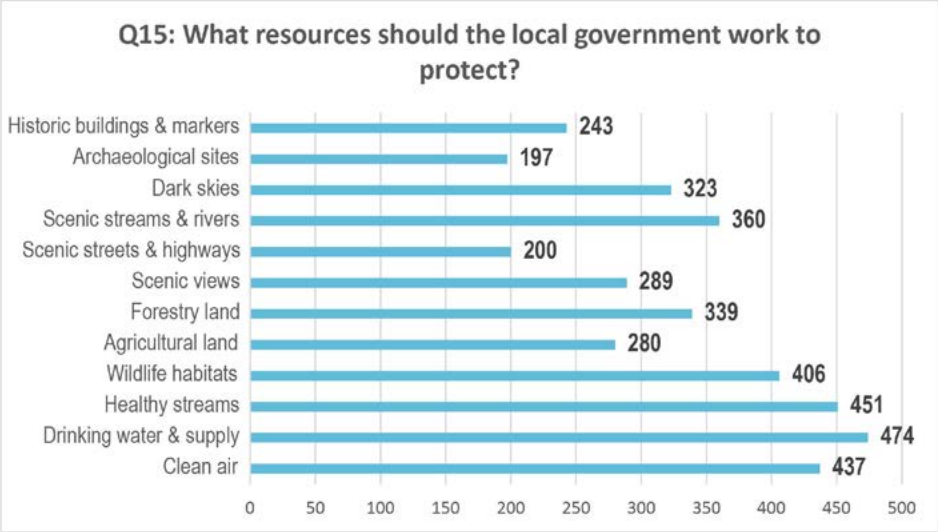
- What small-scale services or businesses are most needed in crossroads communities for nearby community members?
- What natural or cultural resources do you feel the County's conservation programs should focus on protecting?
- Along with Advance Mills, Batesville, Covesville, Free Union, Greenwood, Proffit, and White Hall, are there other places in the Rural Area that you would consider crossroads communities?
- If the updated Comp Plan has recommendations for community 'hubs' in the Rural Area, in part to prepare for and respond to weather events and other potential events/ emergencies, what other uses of these spaces would you hope to see?

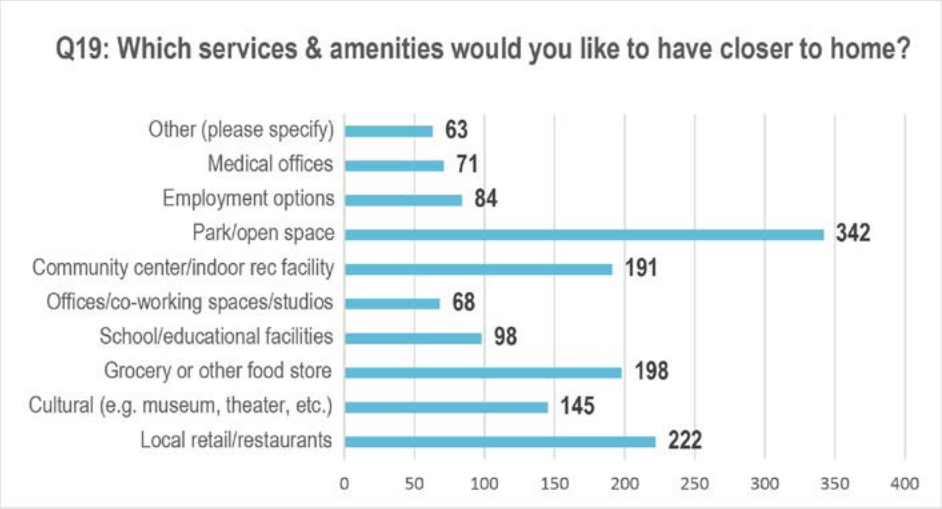
Rural Interstate Interchanges

- If not, please share why not.
- If yes, please share what land uses and/or businesses you would like to see. Include the rural interstate interchange location(s) in your comments.

CAC Specific Questions

- What are your preferred transportation modes for getting around [insert CAC area]?
- Do any major bicycle or transit modal emphases seem to be missing?
- What destinations (within this area or elsewhere) do you want to be able to walk, bike, or take transit to?
- Are there any terms or recommendations we can clarify?
- Do you have any initial feedback on the draft proposed updates to the land use designations?





Work Sessions: Planning Commission + Board of Supervisors

- PC (4/25/2023): PC input on the proposed approach for the planning toolkits and if these are the right topics for this round of engagement.
- PC (8/8/2023): PC direction on which options to pursue for each of the planning toolkits. Staff report shared 2-3 options for each, with the first option being 'no change from 2015 Plan'.
- BOS (9/6/23): BOS direction on which options to pursue for each of the planning toolkits. BOS considered community and PC input. BOS gave the following direction:
  - » Continue to map and identify Activity Centers and connect with multimodal transportation options. Consolidate the 50 centers across the 5 Area Plans.
  - » Develop a policy for potential future Development Areas expansion, but do not map potential areas at this time.
  - » Allow small-scale professional and doctors/dentist offices in rural communities by SP, and other appropriate small-scale uses that serve surrounding community members' essential needs. Small area planning should be used to identify other potential changes for individual communities.
  - » Draft an Action for future small area plans for the Shadwell and Yancey Mills interstate interchanges, prioritizing Shadwell, to study appropriate land uses and needed infrastructure. Consider what ag/ forestry or supporting uses could locate there.

Goals and Objectives by Plan Topic

September 2023 - March 2024

Purpose

Share and finalize draft Goals and Objectives for each Plan topic. Share updated topic reports for each. Share draft updated future land use designations, Activity centers/modal emphases, and community design guidelines.

Questions Asked

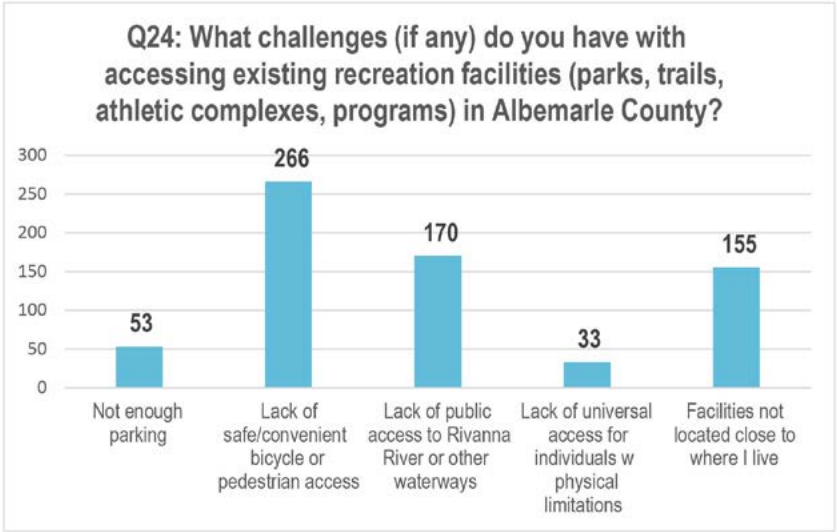
- How well does each Goal support the Guiding Principles?
- Is there anything you feel is missing from the draft Goals and Objectives for this chapter? What change(s) would you suggest?

Chapter-specific questions for Development Areas (DA)

- » Do you have any feedback on any of the draft future land use designations?
- » Do the draft Community Design Guidelines support the type of development you would hope to see in the Development Areas? Does anything seem to be missing?
- » What are your preferred transportation modes for getting around the Development Areas? Consider specific locations (e.g. where you live, or work, or go for activities) that you frequently go (or would like to go).
- » Do any major bicycle or transit modal emphases seem to be missing from any of the draft modal emphasis maps? If so, please describe where (e.g. a street name, or a location/ landmark).
- » What destinations do you want to be able to walk, bike, or take transit to in the future?
- » Do you have any feedback on the draft Activity Center place types (Neighborhood, Town, Destination) or how they have been applied in the Development Areas?



Staff held pop-up events to reach more community members.



RA Meeting Questions

- Crossroads communities
  - » What should a crossroads community have in it?
    - » Follow up: What do you value about crossroads communities (e.g. historic resources)?
    - » Follow up: prioritization
  - » What opportunities are there to increase community resilience here?
    - » Follow up: What would you like to see?
- Transportation in the RA
  - » We have heard from the community that they want better bicycle pedestrian and transit accommodations in the rural areas. What would make it safer to walk and bike in the rural area?
  - » Follow up: What would the benefit to you/the community be?
  - » What are your transit or ride-share needs? Where do you want to take transit to/what destinations/what services?
- Land conservation in the RA
  - » What features of the County's Rural Area do you feel are important to protect through land conservation?
  - » Are the tools in our toolkit (Conservation easements and Ag-forestal districts) doing a good job of protecting what's important? What should we be considering for future conservation efforts?

Engagement

- **Online Questionnaire (each chapter topic)**
- **6 CAC meetings**
- **2 In-Person Rural Area Workshops**
- **1 Pop-up (in coordination with Loop De'Ville**
- **1 Working group meeting**
- **1 Virtual Open House**
- **3 Office hours**

Work Sessions: Planning Commission + Board of Supervisors

- PC (10/10/2023): Goals and Objectives for Environmental Stewardship, Parks, Historic Resources.
- PC (11/14/2023): Goals and Objectives for Housing and Thriving Economy.
- BOS (1/17/2024): Goals and Objectives for Environmental Stewardship, Parks, Historic Resources, Housing, and Thriving Economy.
- PC (2/13/2024): Goals and Objectives for the Development Areas (LUT) and Community Facilities.
- PC (2/27/2024): Goals and Objectives for the Rural Area (LUT).
- PC (3/12/2024): Goals and Objectives for the Rural Area (LUT).
- BOS (3/20/2024): Goals and Objectives for the Development Areas (LUT) and Rural Area (LUT).
- BOS (4/3/2024): Goals and Objectives for Community Facilities.

PHASE 3 ENGAGEMENT OVERVIEW

Phase 3 of Albemarle County's AC44 Comprehensive Plan update focused on translating the plan's goals and objectives into actionable strategies. These actions encompass capital projects, policy updates, code revisions, programs, and partnerships aimed at guiding the county's development through 2044.

From May 2024 to May 2025, nine topic area chapters were drafted and released to the public one at a time on the project website. Each chapter highlighted key issues and outlined goals and specific actions to implement the plan's objectives. Community members were encouraged to review, upvote, and comment on the actions proposed for each chapter online, as well review objectives for each chapter and share opinions on how to prioritize the implementation of these objectives.

In addition to the online activities, the county organized various events, such as community check-ins and virtual lunch and learn sessions, to preview draft chapters and gather feedback. For instance, a community check-in on October 30, 2024, focused on the Growth Management Policy and Land Use Topics. These sessions were held monthly starting in October 2024.



AC44 TOPIC CHAPTERS



The AC44 website allowed visitors to read draft chapters and share feedback on chapter content

Plan Actions

May 2024 - June 2025

Purpose

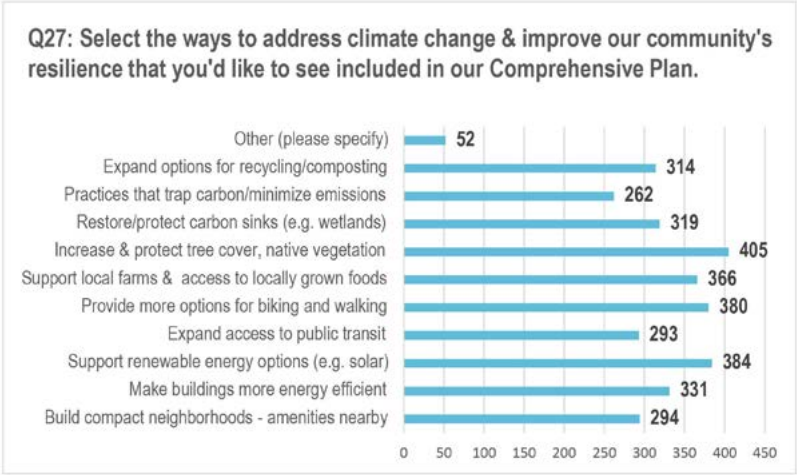
Share and finalize draft Actions for each Plan chapter.

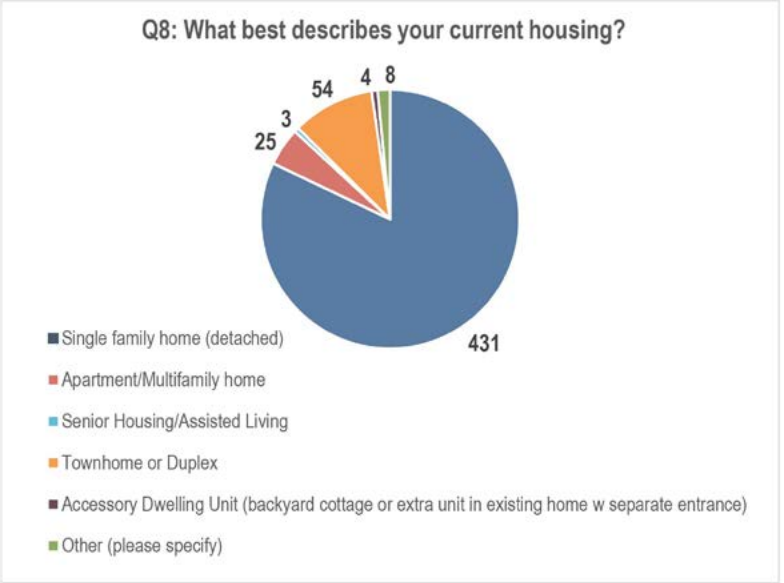
Questions Asked

- Actions

  Community members were able to review, upvote, and comment on draft actions for each chapter

- Ranking Objectives
  - » Rank the chapter objectives in the order you would prioritize implementation.
  - » When considering the implementation of your top priorities, what challenges do you anticipate?
  - » When considering the implementation of your top priorities, what opportunities do you anticipate?
  - » What overlapping chapters do you think are the most important for implementation of this chapter?
  - » Share additional feedback for our project team (open ended).





Engagement

Working group meeting

Online Questionnaire: feedback on draft actions

Online questionnaire: rank objectives

Community Check In (3)

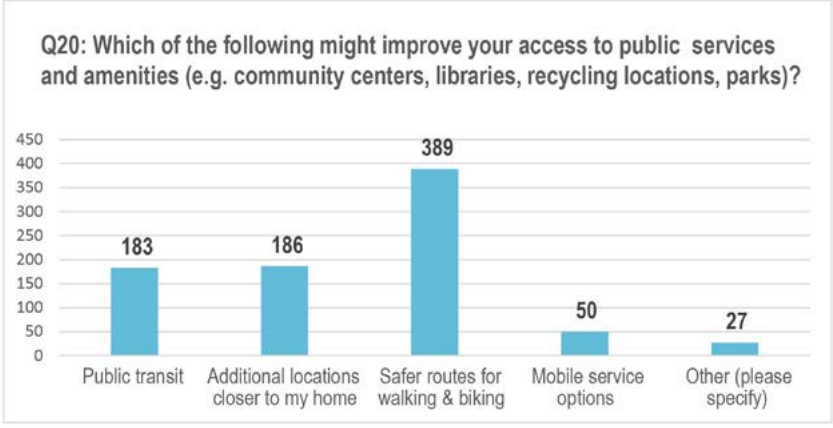
- **(10/30/24) GMP/Land Use**
- **(1/29/25) Environmental Stewardship, Parks**
- **(5/22/25) Transportation**

Lunch and Learns (5)

- **(11/21/24) Development Areas Land Use**
- **(12/12/24) Rural Area Land Use**
- **(2/27/25) Thriving Economy**
- **(4/24/25) Housing & Community Facilities**
- **(6/26/25) Cultural Resources**

Planning Commission / Board of Supervisor Work Sessions

- PC (10/08/2024): Draft Growth Management Policy and draft factors for Development Areas utilization.
- BOS (10/16/2024): Draft Growth Management Policy and draft factors for Development Areas utilization.
- PC (10/22/2024): Draft Development Areas Land Use chapter topics: Future Land Use Map, Future Land Use Categories, and Activity Centers.
- BOS (11/06/2024): Draft Development Areas Land Use chapter topics: Future Land Use Map, Future Land Use Categories, and Activity Centers.
- PC (11/12/2024): Draft Development Areas Land Use chapter.
- PC (11/19/2024): Draft Rural Area Land Use policies from the draft chapter.
- BOS (11/20/2024): Draft Development Areas Land Use chapter – focused on actions.
- PC (12/10/2024): Draft Rural Area Land Use chapter – focused on actions.
- PC 12/17/2024): Draft Environmental Stewardship chapter.
- BOS (1/08/2025): Draft Rural Area Land Use chapter.
- BOS (1/22/2025): Draft Environmental Stewardship chapter.
- BOS (2/19/2025): Draft Development Areas Land Use chapter, Rural Area Land Use chapter, and Growth Management Policy.
- PC (2/25/2025): Draft Parks, Recreation, and Open Space chapter.
- BOS (3/05/2025): Draft Parks, Recreation, and Open Space chapter.
- PC 3/11/2025: Draft Community Facilities and Thriving Economy chapters.
- BOS (4/02/2025): Draft Community Facilities and Thriving Economy chapters.
- BOS (4/08/2025): Draft Housing chapter.
- PC (5/06/2025): Draft Transportation chapter.
- BOS (5/07/2025): Draft Housing chapter.
- PC (5/27/2025): Cultural Resources and Resilient Community chapter.
- BOS (5/28/2025): Transportation chapter.
- BOS (6/4/2025): Cultural Resources and Resilient Community chapter.



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APPENDIX B: COMMUNITY STORY

QUALITY OF LIFE, WELL-BEING, & EQUITY

As Albemarle County continues to evolve, it maintains strong rankings across various quality of life indicators, including life expectancy, median income, and access to knowledge. According to the 2021 Albemarle County Equity Profile, Albemarle County has a score of 7.42 on the American Human Development Index (AHDI). This index is created using these quality of life factors to assess an area's residents' well-being. Virginia's overall AHDI score is 5.8.

While Albemarle County overall has a high household median income, high access to education, and above-average life expectancy, there are significant differences in these quality of life factors across the County. The Equity Profile uses data at the census tract level to look at differences by location in the County. For example, AHDI scores in the County range from 9.5 in North Garden (census tract 112.02) to 5.2 in Oak Hill, Old Lynchburg Road (census tract 113.02).

The following series of maps provide a detailed view of quality-of-life indicators across Albemarle County. These measures of well-being vary considerably by location and even within the same Development Area. As we advance the implementation the Comprehensive Plan, this data will serve as a valuable tool in addressing disparities and ensuring equitable access to resources throughout the County.

Albemarle County AHDI (2023)

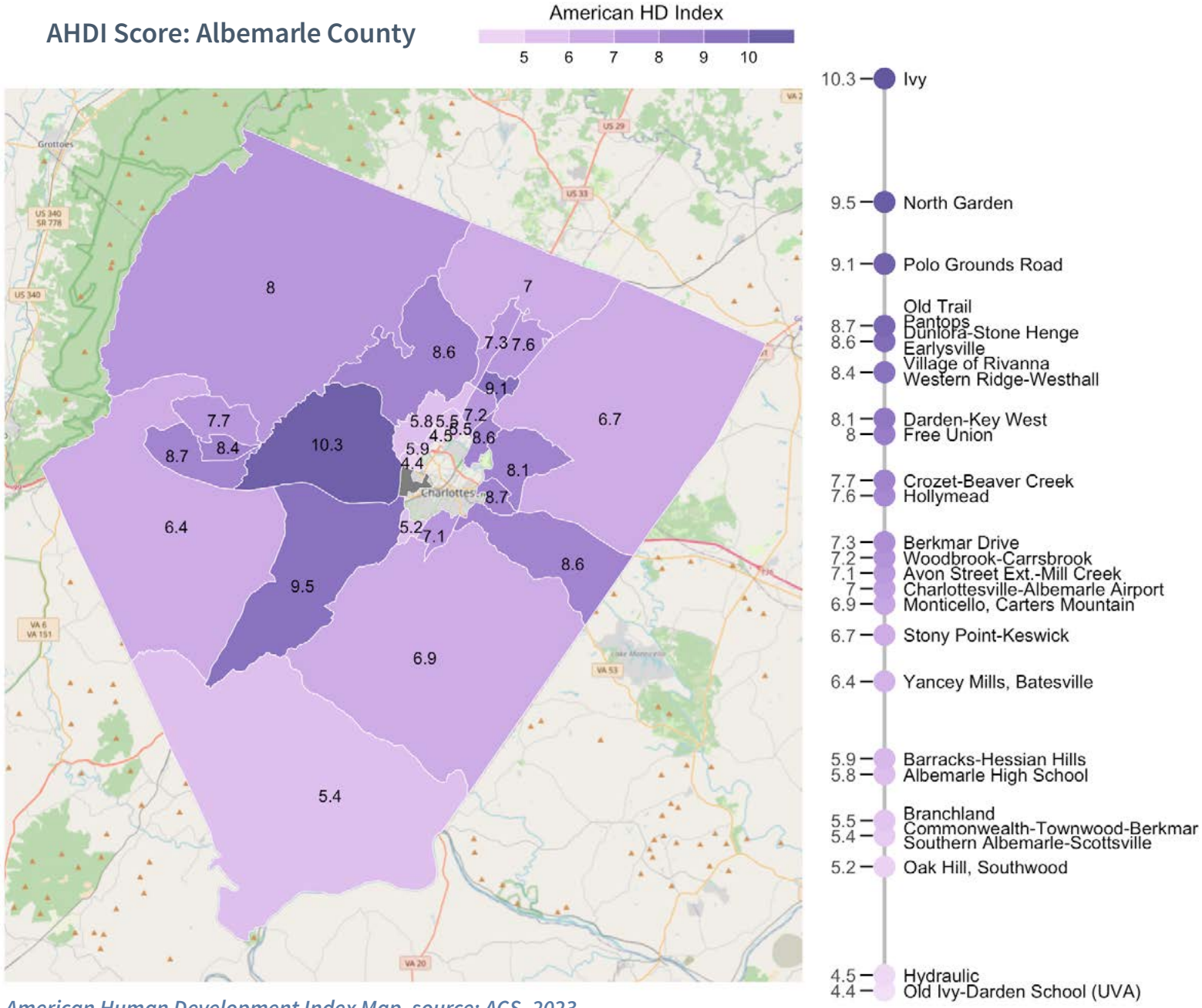
The first map is the 2023 American Human Development Index (AHDI) estimates for each census tract in Albemarle County. This index is a metric to assess well-being and equity across health, access to education, and living standards. It is intended to show where disparities in well-being exist and can be used to inform policy updates to enhance equity for all community members.





Quality of life is impacted by many factors including health and wellness, income and access to knowledge. Images: pedestrian bridge at Woolen Mills (upper) and Northside Library (lower).

AHDI Score: Albemarle County



American Human Development Index Map, source: ACS, 2023

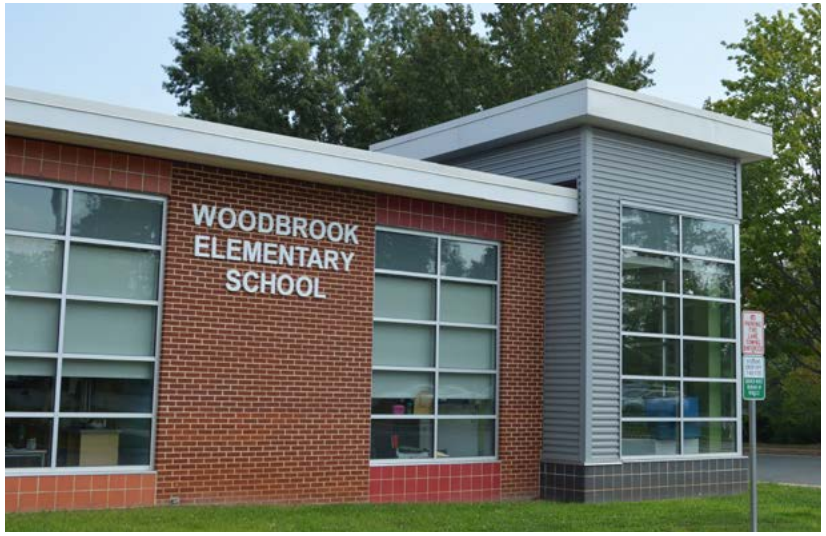
Albemarle County Median Household Income (2023)

While the county's overall median household income is relatively high, many cost of living factors in the area are also high, especially housing costs. Median household income ranges in the county from $41,000 to $183,000 by census tract. The county's overall median household income is $102,600. The corresponding map provides median household income data (by census tract) from the American Community Survey (ACS) US Census Bureau, 2023.

Albemarle County Educational Attainment (2023)

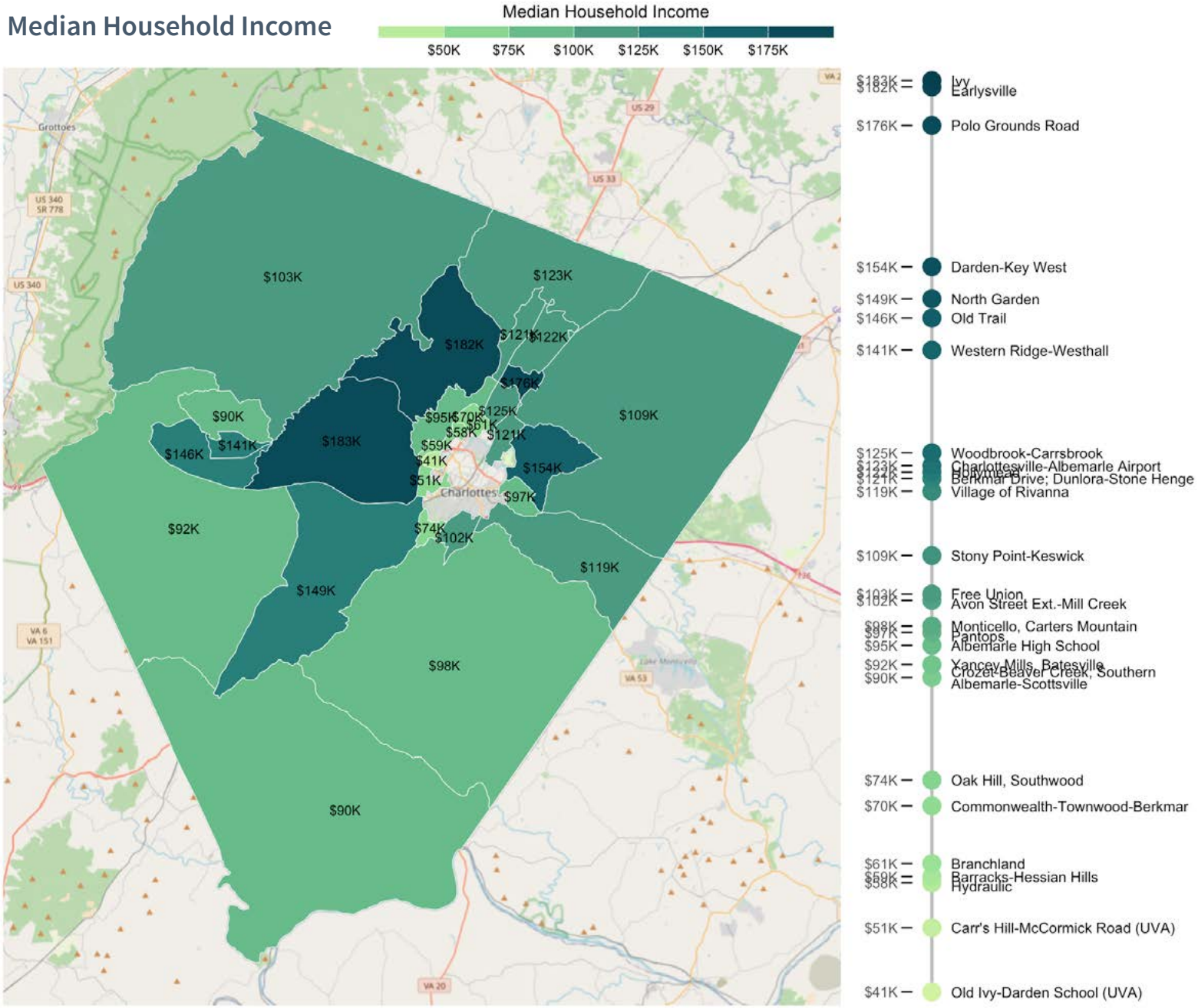
Educational attainment varies throughout the county by location. As noted in the Albemarle County Equity Profile, education is connected to income, which in turn affects the resources and basic needs that people are able to afford. Figures range from 37% to 86% of County community members that have a Bachelor's degree or higher (for those over 25 years old). Bachelor's degree attainment varies greatly by race and ethnicity, as 65% of white adults hold a bachelor's degree or higher compared to 31% of Black adults and 36% of Hispanic adults. Additionally, 1 out of 5 Hispanic residents in the County have less than a high school diploma—the highest percent of any racial/ethnic group present in this data





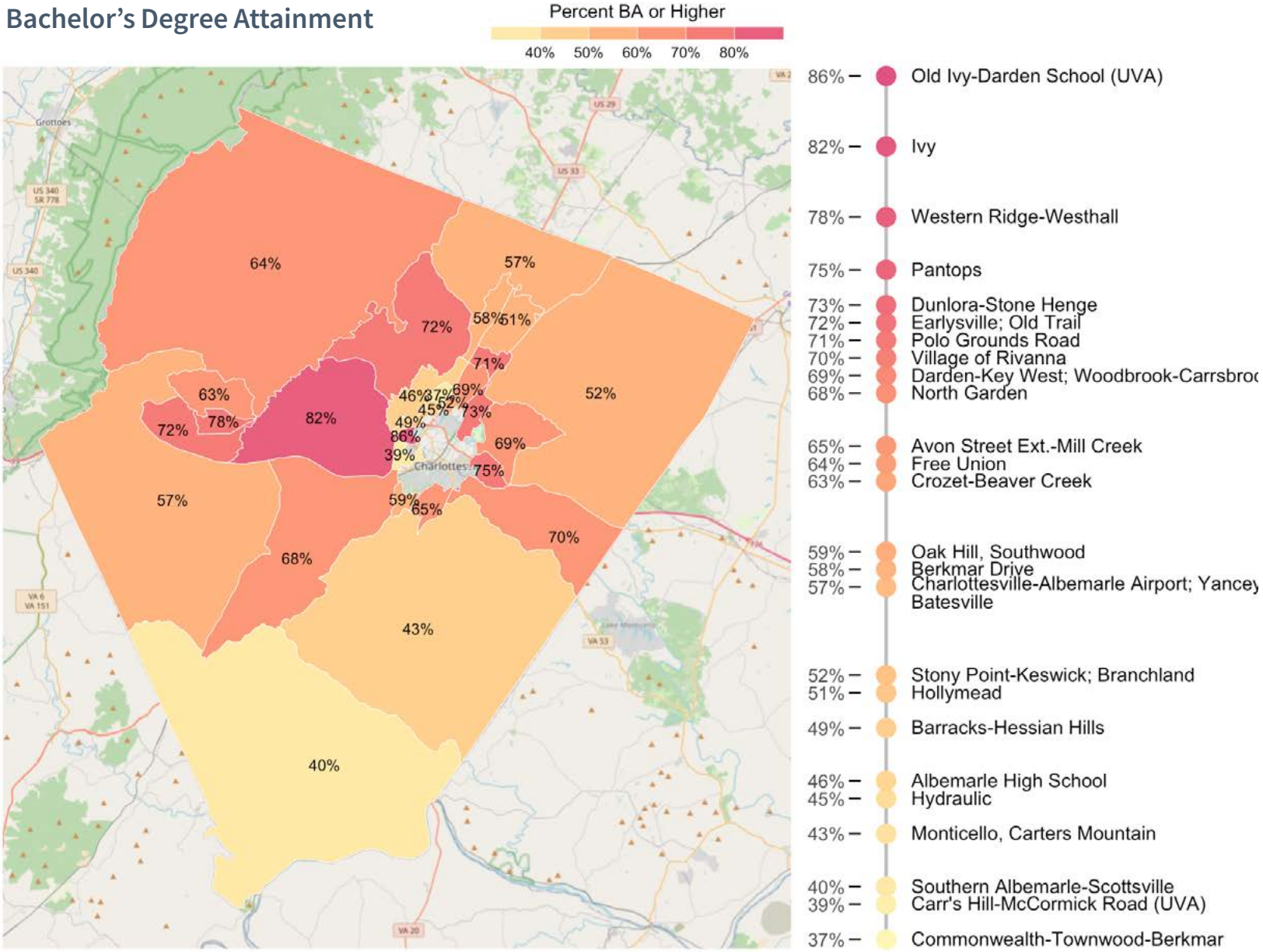
Household income and educational attainment rate varies across different areas of the county and by race and ethnicity.

Median Household Income



Albemarle County Median Household Income, source: ACS, 2023

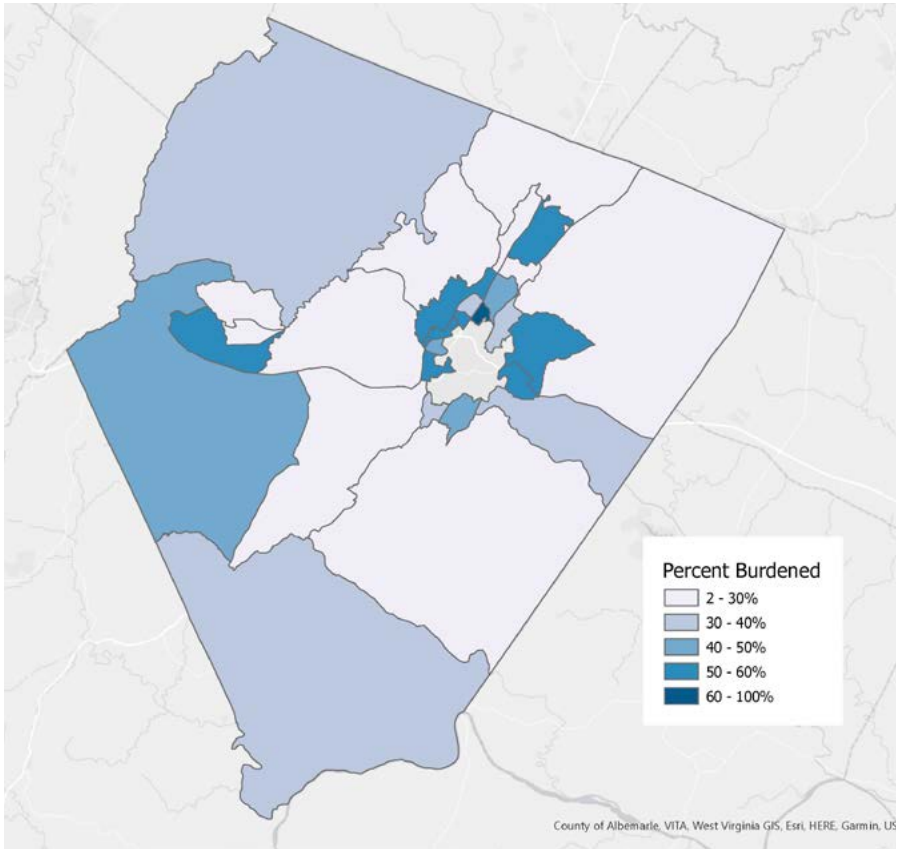
Bachelor's Degree Attainment



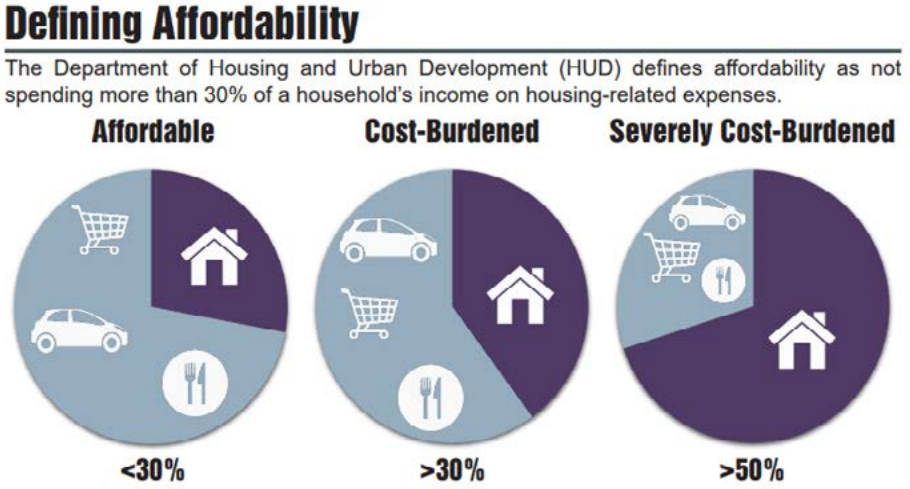
Education Level: Bachelor's Degree attainment (age 25 and older), source: ACS, 2023

Albemarle Cost-Burdened Renter Households (2022)

Approximately 5,648 households, or 13% of all county households, are severely cost-burdened. About 86.6% of county households with incomes less than $35,000 are cost-burdened, compared with about 36.5% of households with household incomes of $50,000-$75,000 and 7.6% of households making over $75,000. This means that cost burden is not evenly distributed among income levels and disproportionately impacts lower income residents.



Albemarle County Cost-Burdened Households, percent by census tract, source: ACS, 2022



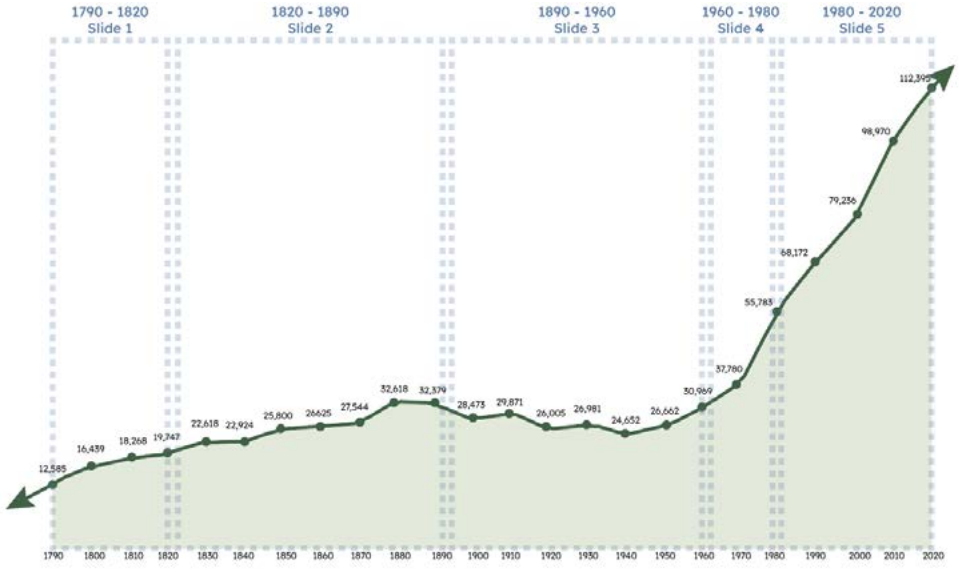


The Southwood neighborhood is an affordable housing cooperative effort between Albemarle County and Habitat for Humanity

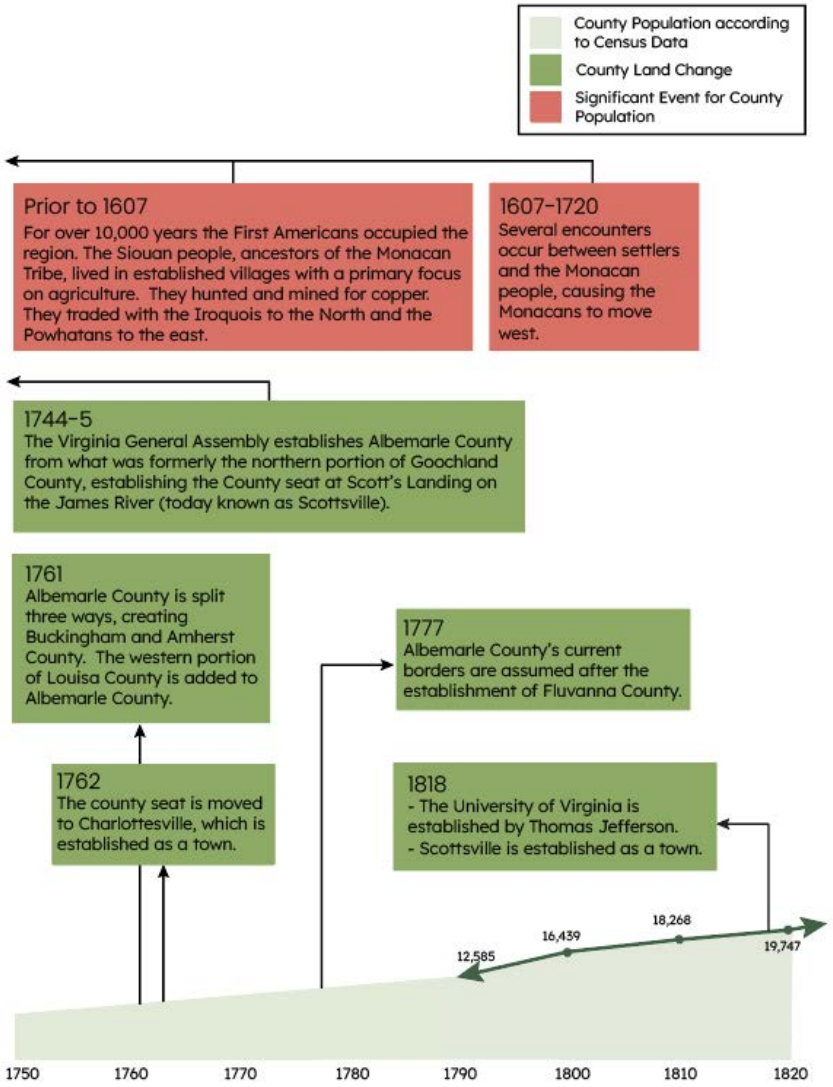
SECTION 2: HISTORY OF ALBEMARLE COUNTY

Understanding Albemarle County's history provides essential context to the current physical form and development patterns. The following summary outlines key local policies and decisions that shaped our community.

In Albemarle County, population growth is not a new trend. The accompanying timeline graphic illustrates population growth over time, while the historical overview highlights major events. We acknowledge that this is an incomplete history, and all the important county events cannot be summarized in a short report; and further, much of our history is still not documented, especially of marginalized populations.



Albemarle County population over time, 1790-2020



Albemarle County early timeline. The Monacan people lived in the Virginia Piedmont prior to English settlement in the 1600s

Monacan Nation History

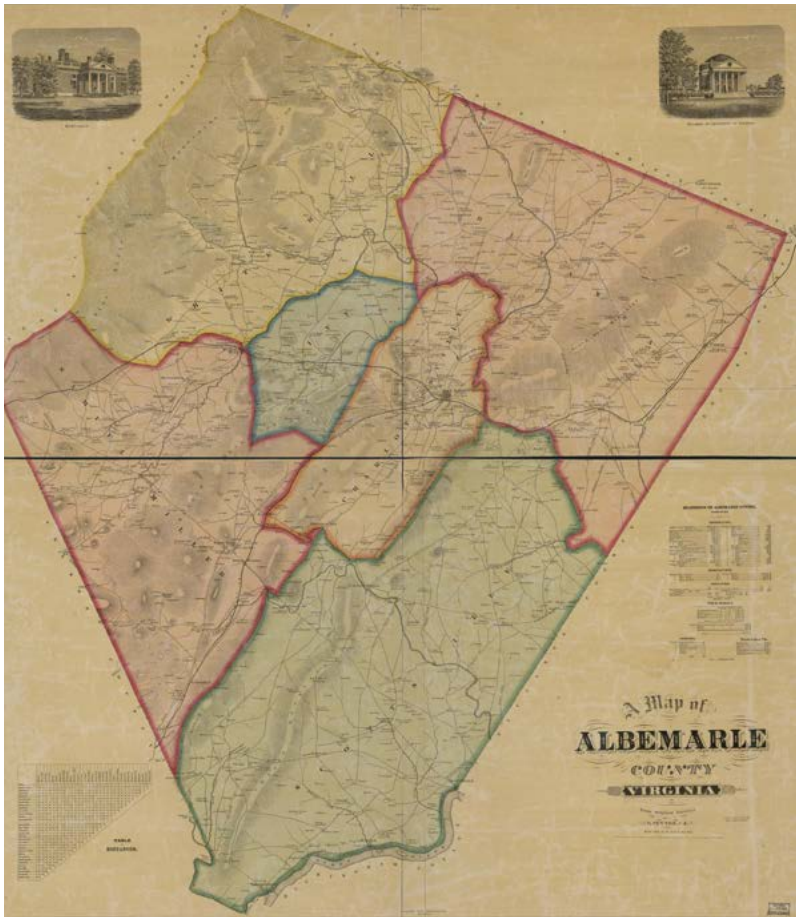
While Albemarle County was officially established in 1744, its history reaches back over 10,000 years. The Siouan people, ancestors of the Monacan tribe, lived in established agricultural villages for at least 1,000 years. They hunted and mined for copper and traded with the Iroquois to the north and the Powhatans to the east. The original tribe territory covered more than half of Virginia, including the Piedmont Region and part of the Blue Ridge Mountains.

As British colonists expanded west across Virginia in the 1700s, many Monacans were displaced from their ancestral lands. Choosing to avoid conflict, many relocated west, eventually settling in present-day Amherst County. Subsequent discriminatory laws, including the 1924 Racial Integrity Act that required that birth certificates identify all Virginians as either “white” or “colored”, essentially erased the Native American identity from state official records and complicated recognition efforts.

Despite these challenges, Monacan descendants have reclaimed their identity and trial organization. The Monacan Indian Nation gained state recognition in 1989 and federally recognition in 2018. Today they are one of seven federally recognized tribes in Virginia and the only such Virginia tribe located west of Richmond.



Capt. John Smith’s map of Virginia in 1608 indicated Native American villages, including the Monacan people in the VA Piedmont. Map source: National Parks Service



Albemarle County Historic Map, 1875. Source: Library of Congress

Changing County Boundaries

In 1744, the Virginia Assembly established Albemarle County from what was formerly the northern part of Goochland County, with the County seat at Scott's Landing on the James River (now Scottsville). In 1761, Albemarle County was divided to form Buckingham and Amherst Counties, while gaining the western portion of Louisa County. The County seat was moved from Scottsville to the newly established town of Charlottesville in 1762. Albemarle County's current boundaries were finalized in 1777 after the establishment of Fluvanna County. In 1818 there were two significant events – Thomas Jefferson founded the University of Virginia, and Scottsville was formerly established as a town.

The plantation economy of the antebellum Virginia Piedmont relied heavily on waterways to power mills and transport goods for export in the Tidewater region. The Rivanna River served as a vital link to the James River from the northern half of Albemarle County. Large land holdings and mill villages bordering the river were defining qualities of the landscape.

Civil War

During the American Civil War from 1861-65, Virginia fought on the side of the Confederacy in support of maintaining the institution of slavery. Approximately 14,000 enslaved people, over half of Albemarle County's population at the time, lived in the county at the start of the war. There were relatively few battles fought within the county during the Civil War, though there was a skirmish at Rio Hill in 1864.

Post-Civil War

After the Civil War, formerly enslaved and freeborn African Americans purchased land throughout Albemarle County and established free Black communities, including Free Town (Crozet), Proffit, Cartersburg, Salem Church (Union Ridge Baptist Church), Free State (currently Belvedere/Dunlora), and Union Ridge/Hydraulic Mills. These communities are rich in history and cultural significance, with landmarks such as River View Farm at Ivy Creek Natural Area and Union Mission Baptist Church in Crozet. Local leaders played a vital role in creating schools, churches, and community centers that established critical services and served as gathering places for their communities.

While this historically African American community spanned much of Three Notch'D Road, the area near Union Mission Baptist Church, organized in 1913, was one of its centers. Edgar Wesley, one of the church's founders and trustees, and his wife Maggie lived nearby and operated a small store. The store was a space where meetings of fraternal societies such as the Odd Fellows were held, and the Wesley family provided classroom space inside their home. This classroom space was used until the Crozet Elementary School for African Americans opened next to the church in 1916 — at a time when Black students were excluded from white schools. The Union Mission area was home to educators, business owners, and civic leaders who shaped community life.

Despite the U.S. Supreme Court's 1954 Brown v. Board of Education ruling, Albemarle County continued building segregated schools for African American students through at least 1958, including Virginia L. Murray Elementary. Albemarle County Schools did not begin school integration until 1963 and took another four years to fully integrate.



Union Mission Baptist Church, Crozet area



River View Farm at Ivy Creek was established in the late 1800s



Albemarle County Comprehensive Plan covers, 1971-2015

Local Planning and Growth History

Charlottesville was formally established as a city in 1888, leading to ongoing changes in the city-county boundaries and tensions over annexation — a process for localities to expand their land area. Since cities in Virginia are independent of counties, cities can acquire land from an adjacent county through annexation.

Before 1900, the City of Charlottesville annexed land from Albemarle County about five times. These annexations were relatively small areas of land, totaling approximately 1.2 square miles. After 1900, Charlottesville annexed land from the County three times. These annexations were significantly larger areas of land and added over 7 square miles of land to Charlottesville, establishing the city's current boundaries.

Albemarle County formed its first Planning Commission in 1944 and adopted its first subdivision ordinance in 1949. However, that same year, it failed to adopt its first proposed Zoning Ordinance due to lack of support by County voters, as adoption required a majority vote.

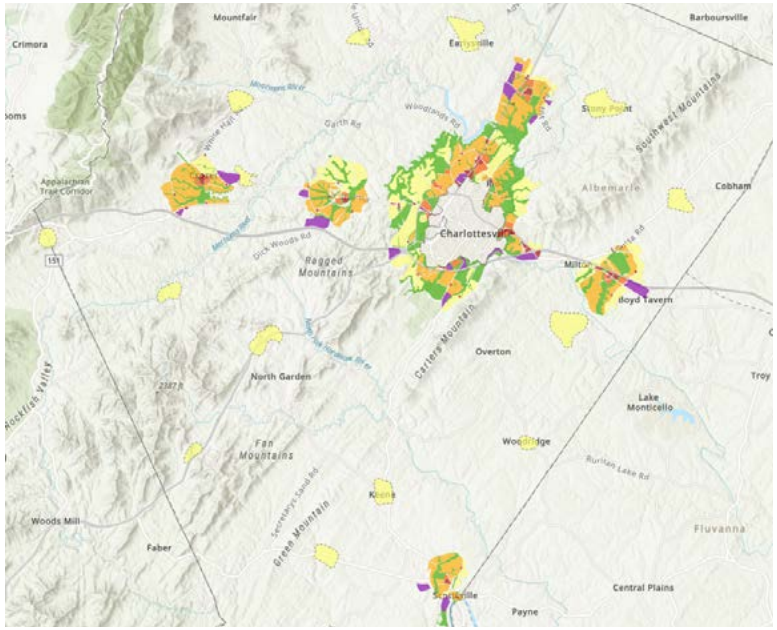
By 1962, the Albemarle County Board of Supervisors recognized that regulating where public water and sewer could be supplied could guide development and potentially reduce the threat of annexation. In 1964, the County established the Albemarle County Service Authority (ACSA) and began acquiring existing private water and sewer facilities in some existing County neighborhoods. The County also leveraged federal funding to study areas for public water supply. ACSA completed the Beaver Creek Reservoir in 1965 and the sewer interceptor in 1988 to provide the existing community of Crozet with public water and sewer and support manufacturing plants.

In 1964, the County designated Service Authority Project Areas to define where public water and/or public sewer service would be extended. These areas became the ACSA Jurisdictional Area in 1982, a boundary still in use today. While it generally aligns with the County's Development Areas, some parts of the Rural Area also receive public water and/or sewer service.

In 1967, the Virginia Assembly determined that a voter referendum was no longer required to adopt a Zoning Ordinance in the county. One year later in

1968, Albemarle County adopted its first Zoning Ordinance. There were two public hearings before adoption.

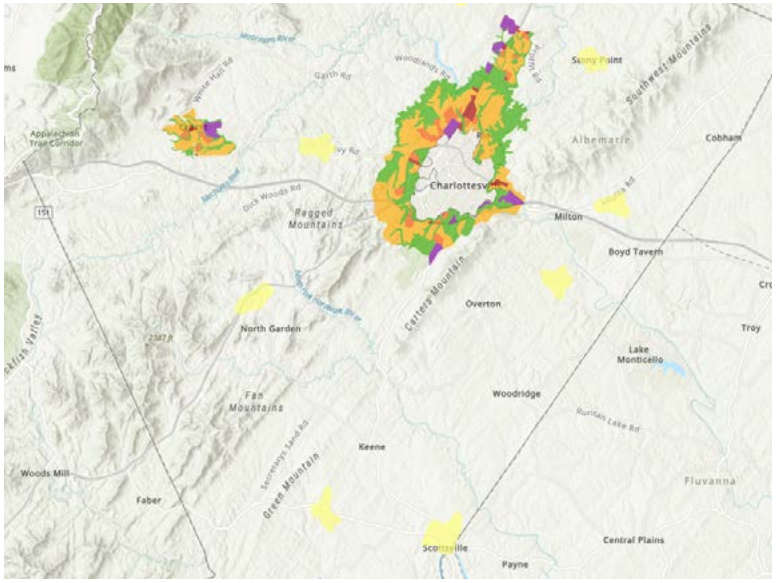
The County adopted its **first Comprehensive Plan in 1971**, three years after adopting its first Zoning Ordinance. This Plan established the County's first Growth Management Policy, directing growth into the Urban Area (similar to today's Neighborhoods 1-7), five Communities, and 14 Villages. The Plan estimated that future growth needed to accommodate a population of 185,000 people by the year 2000. The 1971 Comprehensive Plan aimed to concentrate growth in designated Development Areas to reduce sprawl, protect natural resources, and deliver public services more efficiently. It directed the extension of public utilities, including water and sewer, to these areas, with a strong emphasis on conserving open space and natural resources.



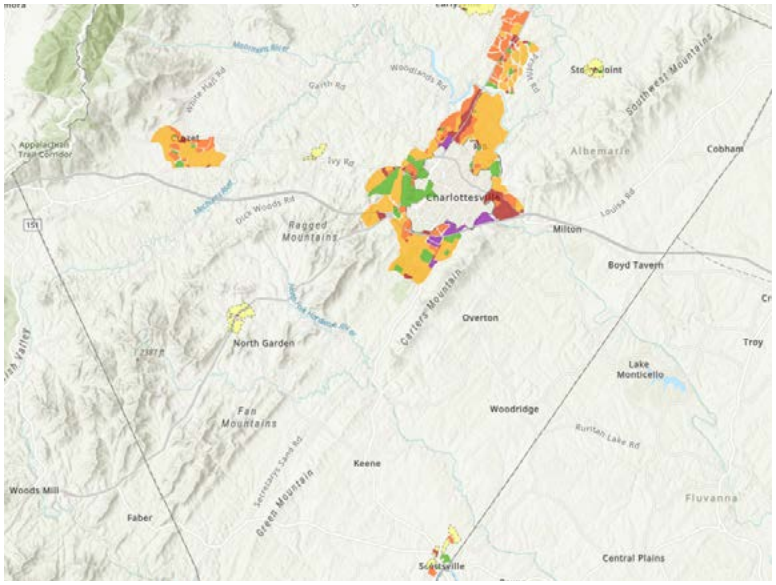
Land Use Map, 1971 Comprehensive Plan

Comprehensive plan land use over time, 1971-2015

	Residential (approx 1-2 units/acre)	Residential (approx 2-6 units/acre)	Residential (approx 6-34 units/acre)	Industrial	Mixed Use/Commercial/ Office	Open Space and Parks (in the Development Areas)
1971 Comp Plan	31.12%	20.85%	3.21%	4.38%	2.09%	30.14%
1977 Comp Plan	23.19%	32.99%	4.90%	4.70%	1.98%	31.87%
1982 Comp Plan	10.46%	42.84%	16.07%	3.04%	7.64%	11.89%
1989 Comp Plan	15.85%	40.22%	12.22%	9.52%	6.19%	12.47%
1996 Comp Plan	0%	54.97%	9.24%	10.07%	23.01%	1.54%
2015 Comp Plan	7.89%	30.04%	9.68%	7.19%	14.95%	30.25%



Land Use Map, 1977 Comprehensive Plan



Land Use Map, 1977 Comprehensive Plan

In 1972, the City attempted to annex about 12 square miles of county land, which ultimately failed. At the same time as the water and sewer Project Areas were being established, the State Water Control Board mandated that the City and County coordinate on their watershed planning efforts, including merging of utilities. This resulted in the Rivanna Water and Sewer Authority (RWSA) being established in 1972. A subsequent State mandate required a single regional wastewater treatment facility to serve the Charlottesville-Albemarle urban area, which was established at Moore's Creek. In 1974, the County rewrote its Subdivision Ordinance.

The **1977 Comp Plan** update reduced the Development Areas, mainly due to revised population projections for the next 20 years (86,800 people by 1995) and increased housing demand in the Rural Area —where about 60% of new residential development had occurred. Another main priority for the Development Area boundaries was to protect water supply watersheds—areas where water drains into the public water supply. The plan emphasized natural areas, conservation, and agricultural uses, with less priority given to economic and residential development. These natural and agricultural areas were to be protected for their economic benefits, but also for their 'physically attractive rural landscape'. The Plan placed an emphasis on protecting rural viewsheds and landscapes that were visible by people driving through the Rural Area.

In **1980**, Albemarle County adopted a major update to the Zoning Ordinance and **down-zoned much of the Rural Area** to Rural Area (RA) zoning, with some exceptions for legacy/existing development. A major focus of the Zoning Ordinance update and rezoning to RA was to protect the water supply watershed.

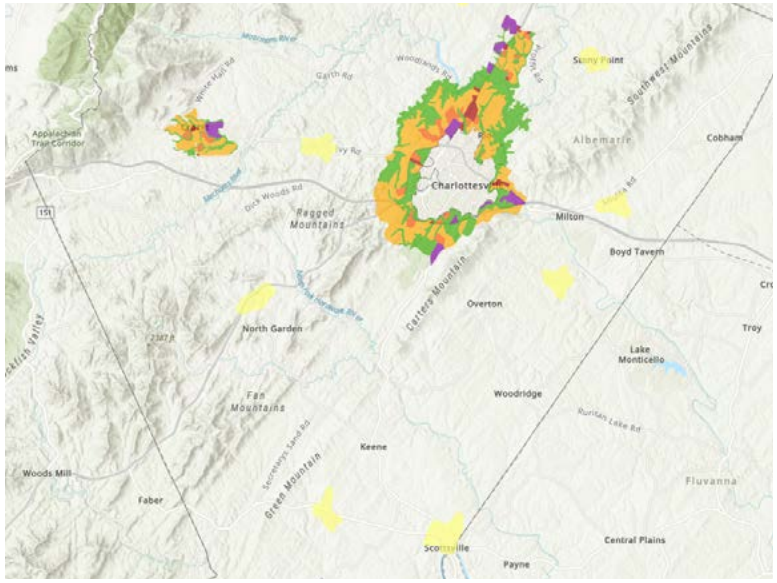
Tensions over annexation and the need to coordinate on public water supply planning led to the **1982 Annexation and Revenue Sharing Agreement** (commonly known as the Three-Party Agreement) between Charlottesville and Albemarle County, which remains in place today. Charlottesville gave up its authority to annex in exchange for the County to contribute a portion of its real property tax base to the City, which occurs annually as a part of the budget, according to the formula in the agreement.

The **1982 Comprehensive Plan** was the first update after the County adopted its 1980 Zoning Ordinance and down-zoned (reduced the number of housing units and commercial/industrial uses allowed) most of the County's Rural Area. The development trends leading up to the 1982 Plan showed continued residential development in the Rural Area, with more than half of new residential units built in the Rural Area in the preceding years. The 1982 update removed over half of the designated Villages from the Development Areas, mainly those in water supply watersheds (with the exceptions of Ivy and Earlysville).

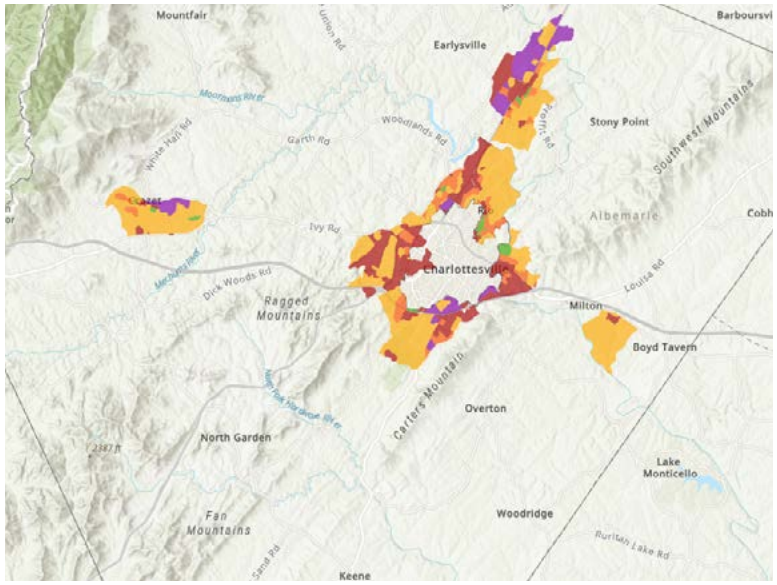
The **1989 Comp Plan** shifted focus toward actively encouraging growth in the Development Areas, versus preventing development in the Rural Area. The development trends between the 1982 and 1989 Comprehensive Plan updates remained relatively unchanged, with just over half of all new units being built in the Rural Area. The 1989 Plan had more proactive recommendations for the Development Areas, including planning for and providing public water and sewer, transportation improvements, stormwater management, and neighborhood plans for Crozet and Pantops. The update also removed Ivy and Stony Point Villages from the Development Areas.

Between the 1989 and 1996 Comprehensive Plans, the County made several significant changes to the Development Areas. Four applicant requests to amend the Comprehensive Plan (CPA's) were approved, adding about 3.75 square miles of land to the Development Areas. This included Village of Rivanna, North Fork Research Park expansion, the North Pointe area, and the eastern portion of Piney Mountain.

The **1996 update** removed North Garden and Earlysville as designated Villages, leaving only the Village of Rivanna. The Board of Supervisors did not want to expand the Development Areas and directed that the existing Development Areas should be used more efficiently to accommodate growth. To support this, the Comp Plan stated that "the form of development must change and must be more urban and less suburban", and that the Development Areas would need to "gradually allow for an overall increase in density in the Development Areas".



Land Use Map, 1982 Comprehensive Plan

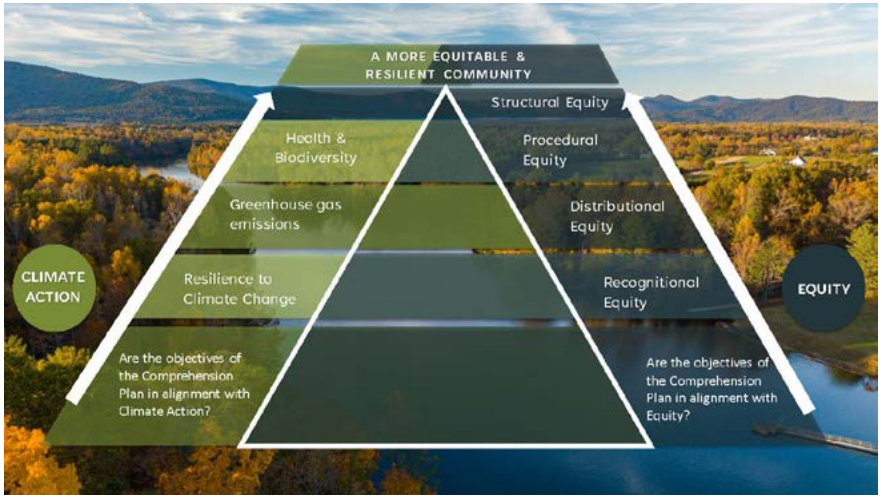


Land Use Map, 1996 Comprehensive Plan



	Single-Family Detached	Single-Family Attached, Townhouses, and Duplexes	Multifamily	Mobile homes
1982 Comp Plan est. units in 1982	66.27%	5.44%	20.78%	7.50%
1989 Comp Plan est. units in 1987	62.51%	11.53%	19.54%	6.42%
1996 Comp Plan est. units in 1995	70.10%	9%	16.12%	4.78%
2015 Comp Plan est. units in 2013	62.60%	11.28%	21.93%	4.19%
2019 Estimates est. units per 2019 Census Data	62%	13%	22.30%	2.70%

Housing unit types by Comp Plan year, 1982-2019



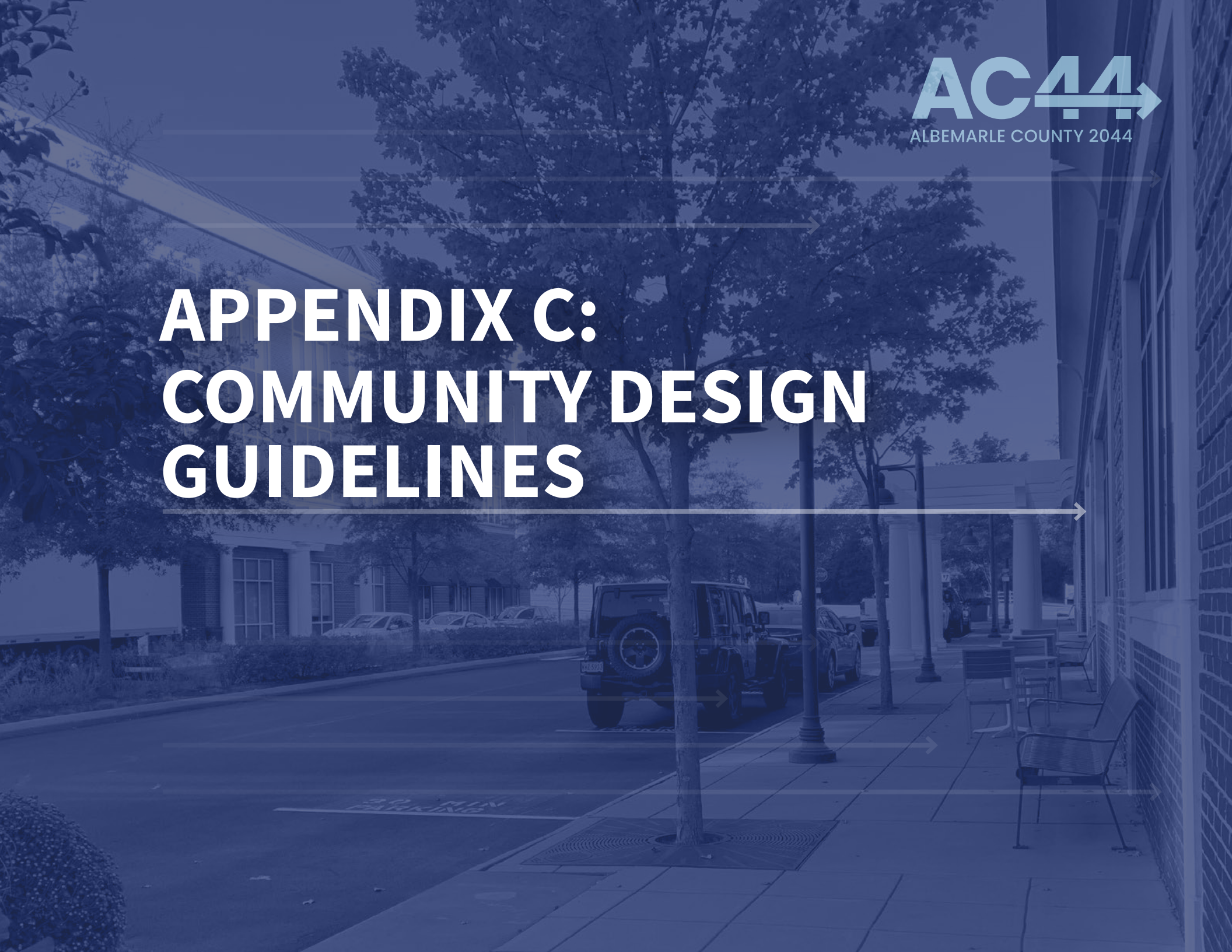
AC44 incorporates County priorities of climate action and equity

The **Neighborhood Model Principles**, adopted as a Comp Plan Amendment in 2001, were intended to implement this form and density of development. The recommendations promoted walkability, a variety of housing types, mixed-use developments, parks, and connected transportation systems.

The 1996 Plan also recommended Master Plans for each Development Area. Crozet's Master Plan was adopted in 2004, followed by Pantops (2008), Village of Rivanna (2010), Places29 (2011), Pantops update (2019), and updates to Crozet (2010 and 2021). The County also adopted a Southern and Western Master Plan with the Comp Plan update in 2015 and the Rio29 Small Area Plan in 2018.

The **2015 Comp Plan** update did not significantly change the Development Area boundaries. However, the update designated the area of Biscuit Run in Neighborhoods 4 and 5 as Parks and Green Systems. This area had previously received a rezoning approval for up to 3,100 dwelling units and 150,000 square feet of commercial uses across 828 acres.

The 2015 update incorporated the Neighborhood Model Principles into the Comprehensive Plan and described expectations for the form and density of new development that should occur in the Development Areas. It was also the first update to specifically mention climate change and the need for climate action, resiliency, and mitigation strategies. These priorities led to the adoption of the County's Climate Action Plan in 2020.



AC44
ALBEMARLE COUNTY 2044

APPENDIX C: COMMUNITY DESIGN GUIDELINES

LAND USE

INTENT

Throughout the Development Areas, provide a mix of land uses, a variety of housing types, and maintain a hard edge between the Development Areas and Rural Area.

CONSIDERATIONS

1. Direct the majority of Albemarle's new residential (housing) and nonresidential (office, retail, commercial, industrial) growth will occur in the Development Areas.
2. Create a mixture of residential and non-residential uses to advance the goals of convenient access to work, to services, and to entertainment. Single use proposed projects will be evaluated on the adjacent types of uses and whether the use contributes to an overall mix of uses in the area.
3. Evaluate projects proposing one housing type only based on the nearby and adjacent housing unit types and whether the type contributes to an overall mix of housing types in the area. Build a full range of housing choices and housing types throughout Development Areas.
4. Review dedicated affordable housing units based on the **County's Housing Policy ('Housing Albemarle')** and the recommendations in the Housing element of AC44.
5. Maintain hard boundaries between the Development Areas and Rural Area, with mixed-use, dense, and compact development encouraged up to that boundary. Development in the Development Areas will be consistent with the applicable future land use designations and Activity Center place types and will not be reduced or be 'transitional'/suburban at the Development Areas edges.
6. Maximize the overall density within new developments, while conserving critical environmental resources, such as steep slopes, stream buffers, and wildlife corridors.
7. Recognize not all circumstances or properties are the same, and thus some of these Guidelines may not be suitable for all future developments.
8. Emphasize the re-use of existing Development Areas sites, especially outdated uses with large parking lots or existing uses with a relatively low residential density/ commercial intensity relative to the Future Land Use Map.



Downtown Crozet

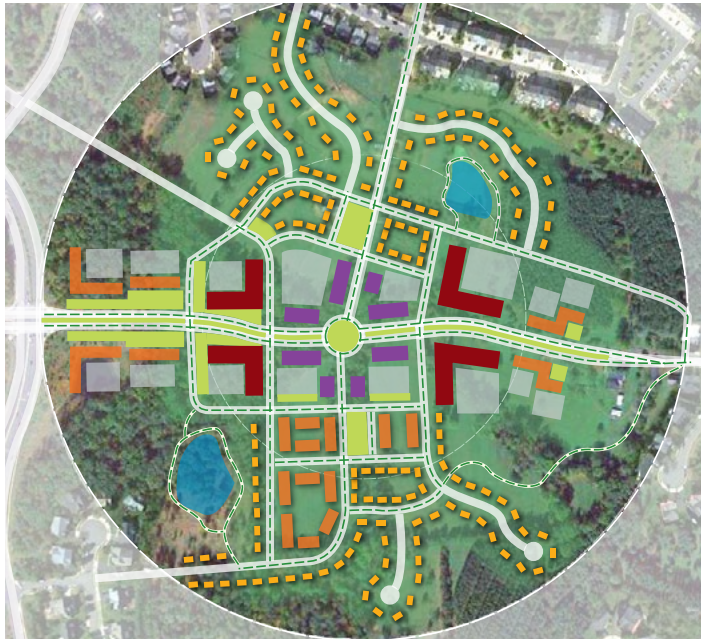


Illustration of development form within Activity Center

TRANSPORTATION

INTENT

Deliver safe, comfortable, accessible multimodal transportation options through a connected transportation network.

CONSIDERATIONS

1. Develop a safe and comfortable pedestrian network including sidewalks on both sides of streets, crosswalks as needed for safe access, share use paths and trails, and connections to nearby or on-site recreation, commercial areas, schools, and other destinations.
2. Include access management strategies when planning improvements to through corridors and arterials and within Activity Centers.
3. Separate pedestrian infrastructure and protect pedestrians from vehicles. Create an urban environment with spatial enclosure along County streets to encourage walkability.
4. Separate bicycle infrastructure from vehicles on higher speed and higher volume roadways.
5. Provide safe and secure bicycle parking in commercial and employment areas and for housing units without garages. See guidance found in the **Association of Pedestrian and Bicycle Professionals' Essentials of Bike Parking guide**.
6. Provide safe and convenient multimodal transportation connections and infrastructure for all levels of users based on recommendations in the Transportation Plan Modal Emphasis maps and applicable small area plans.
7. Design streets to encourage traffic calming and slower driving speeds as outlined in the **National Association of City Transportation Officials (NACTO) Urban Street Design Guidelines**.
8. Connect streets within and between developments so pedestrians can easily bike or walk to many destinations, traffic has alternative routes, and car trips are reduced in number and length.
9. Connect new neighborhoods to existing neighborhoods, Activity Centers, and parks and open space. If road connections are found to be infeasible, provide bike and pedestrian connections.
10. Discourage cul-de-sacs and encourage connections throughout the site. Where cul-de-sacs are necessary, include pedestrian and bicycle connections to nearby streets.
11. Along existing and future transit routes provide transit stops with high-quality and ADA-compliant pedestrian infrastructure and shelters in coordination with transit providers.
12. Link transportation solutions in the Development Areas to land use policies and new development to expand opportunities to walk, bike, or take public transit.
13. Provide safe and secure bicycle parking/storage for multifamily residential, as well as for mixed-uses along the bicycle modal emphasis network and in all Activity Centers and Employment Districts.



Photo credit: City of Austin Transportation website



Photo credit: City of Portland Protected Bicycle Lane Design Guide

CDG #10 - Separate pedestrian infrastructure and protect pedestrians from vehicles. Create an urban environment with spatial enclosure along County streets to encourage walkability.

CDG #14 - Design streets to encourage traffic calming and slower driving speeds as outlined in the National Association of City Transportation Officials (NACTO) Urban Street Design Guidelines.



Photo credit: NACTO Urban Street Design Guidelines

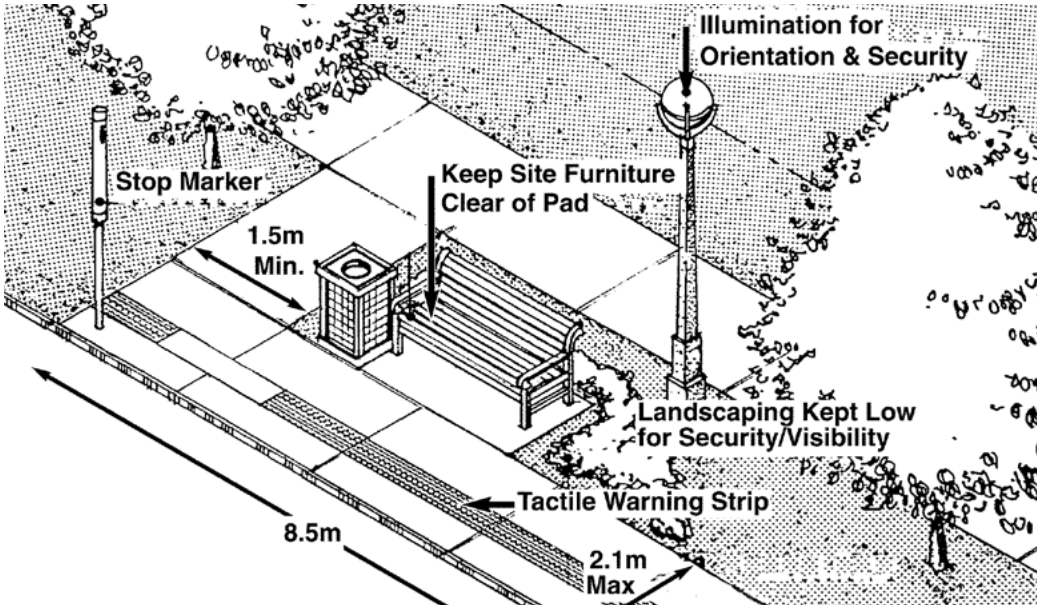


Photo credit: Design Guidelines for Accessible Bus Stops

CDG #18 - Along transit routes and in coordination with transit providers, provide transit stops with high-quality and ADA-compliant pedestrian infrastructure and shelters.

SITE DESIGN

INTENT

Provide spaces that are human scaled and enjoyable to utilize. Balance development with the protection and restoration of the natural environment. Design elements supporting the recommendations of the Environmental Stewardship chapter.

CONSIDERATIONS

1. Plant street trees from the approved plant list at regular intervals within landscape buffers between the sidewalk and the road on all streets, with sufficient lateral and vertical space for trees to survive and thrive.
2. Relegate parking to the side or rear of buildings. Recess garages behind the line established by the front facade.
3. Primary building entrances will face the street (or amenity for amenity-oriented lots).
4. Screen parking lots/parking areas with landscaping and trees from residential, commercial, office, and mixed-use development.
5. Respect natural terrain especially slopes greater that 25% and slopes along waterways when developing.
6. Smooth out re-graded slopes as abrupt or steep grades are difficult to vegetate and maintain.
7. Preserve and enhance on-site historic, scenic and cultural resources, including through adaptive reuse as feasible and appropriate.
8. Provide lighting within the street right-of-way for transit stops and sidewalks/pedestrian paths/pedestrian crossings in mixed-use and commercial areas.
9. Focus increasingly dense and intense opportunities for a diverse range of housing options, jobs, goods, and services generating continuous activity in the Activity Centers.



Photo credit: Albemarle County Rio 29 Small Area Plan



Photo credit: City of Boston Complete Streets Design Guidelines

PARKS, RECREATION, & OPEN SPACE

INTENT

Provide equitable and expanding access to public parks, trails, natural areas, and open space. Design elements that support the recommendations in the Parks, Recreation, and Open Space chapter and the County's Climate Action Plan are strongly encouraged.

CONSIDERATIONS

1. Connect neighborhoods via trails to parks, natural areas, Activity Centers, and other key destinations like schools and shopping areas.
2. Balance providing recreational opportunities with conservation and/or restoration of habitat cores, wildlife corridors, and other significant natural areas and environmental features identified in the **Biodiversity Action Plan**.
3. Foster a well-developed open space system including public access to parks, trails, and open spaces so residents and workers can walk and bike to a public park, experience preserved natural areas and enjoy public gathering places.
4. Protect natural, historic, cultural, and environmental resources.



Open Space Plaza



Chris Greene Lake

REFERENCE: BEST PRACTICES

The following best practices are intended to serve as a reference for the development community and have been organized by the four Design Guideline categories. These best practices may also be implemented as requirements or development bonuses through future Zoning Ordinance updates.

LAND USE

1. Strongly encourage missing middle housing types throughout the Development Areas, including but not limited to small and medium multiplexes (including duplexes/triplexes/quadruplexes), single-family cottages/bungalows, live-work units, accessory dwelling units, and tiny houses.

TRANSPORTATION

1. Enhance transit stops with elements such as benches, shelters, and bicycle parking.
2. Implement EV charging infrastructure, especially for multifamily, commercial, office, and mixed-use developments.
3. Construct green streets as a means to enhance the street and manage stormwater.
4. Discourage the vacation/abandonment of public rights-of-way and the construction of privately-owned roadways.
5. Support the expansion of micromobility devices especially in the Activity Centers.
6. Provide and require amenities that enhance the bicycling experience, such as parking, street trees and other shade structures, etc.

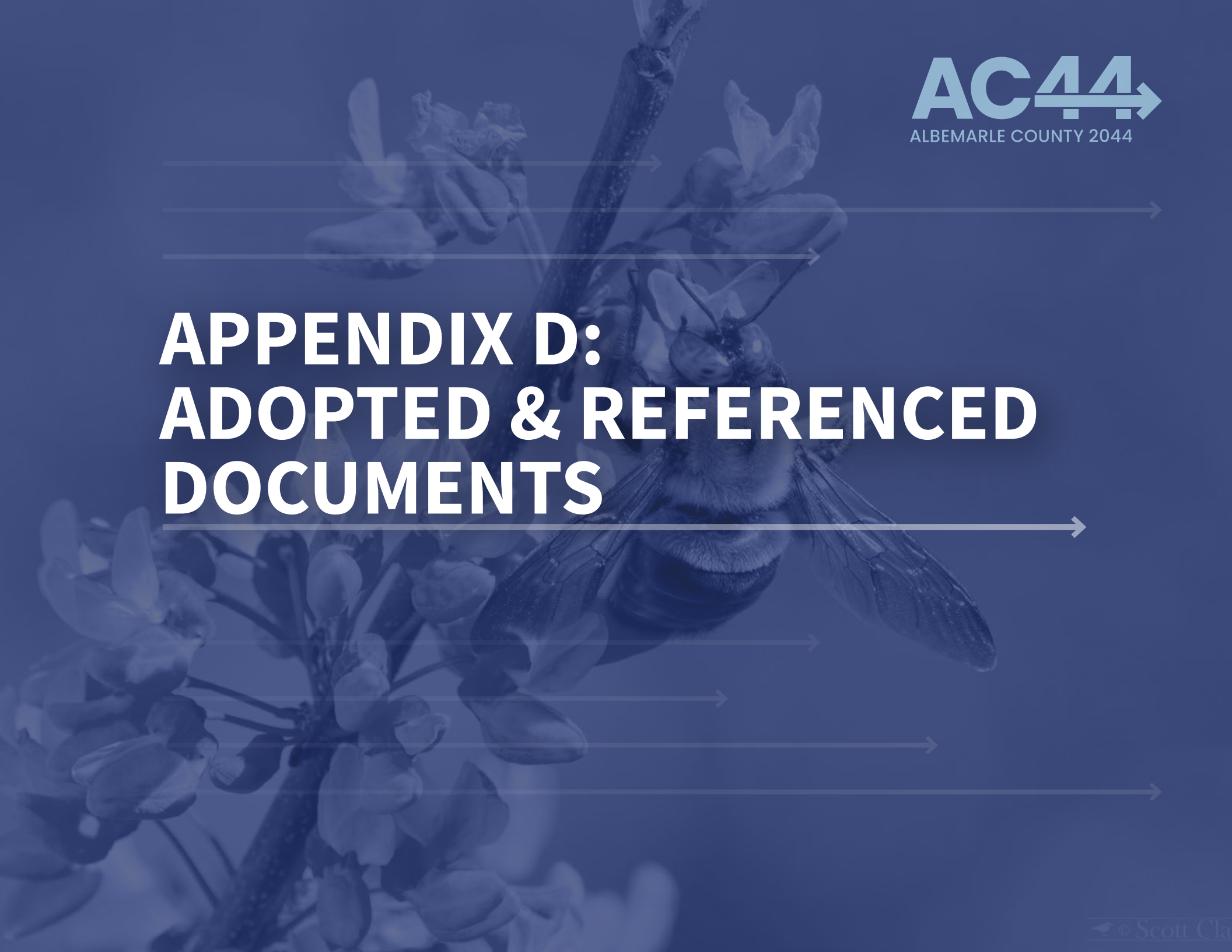
SITE DESIGN

1. Redevelop and re-use existing infrastructure where feasible.
2. Encourage shared parking and parking reductions.
3. Dedicate parking for carpooling and EV charging.
4. Incorporate public art and wayfinding into building and site design, especially in mixed-use and commercial areas.
5. Provide shade and weather protection for pedestrians; transparent windows along the first floor of buildings especially along major corridors; benches and trash cans; outdoor patio spaces; public restrooms in mixed-use and commercial areas.
6. Utilize low-impact development (LID) best practices for stormwater management, such as bioswales, permeable pavement, rain gardens/bio-retention swells, green roofs, and tree preservation.
7. Implement pavement options to reduce runoff and/or the heat island effect, such as permeable pavement and reflect/cooling pavements.
8. Implement renewable energy sourcing on site such as rooftop and parking lot solar.
9. Utilize renewable energy storage, e.g. batteries to store solar energy.

PARKS, RECREATIONAL AMENITIES, AND OPEN SPACE

Plant trees and plants from the approved plant list to reduce water dependency, increase survivability, and support wildlife.

1. Implement creative on-site recreational amenities, including but not limited to natural playscapes, outdoor fitness equipment, obstacle course / “ninja” play equipment, solar-powered outlets / stations, and climbing walls or other climbing equipment.
2. Utilize areas in steep slopes, floodplain, and stream buffers as common or public open space, instead of having these environmental features on individual lots.
3. Design clusters or “groves” of native canopy trees to maximize the cumulative environmental benefits. Existing forested land cover should be conserved and/or restored where possible and appropriate.



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APPENDIX D: ADOPTED & REFERENCED DOCUMENTS

ADOPTED DOCUMENTS

Each of the following plans are considered a part of the Comprehensive Plan. Any updates to these plans will require a Comprehensive Plan amendment. (See Part III: Implementation "Comprehensive Plan Amendments")

Climate Action Plan

Crozet Master Plan

Economic Development Strategic Plan

Housing Albemarle

Pantops Master Plan

Places 29 Master Plan

Rio 29 Small Area Plan

Southern and Western Neighborhoods Master Plan

Village of Rivanna Master Plan

REFERENCE DOCUMENTS

The following plans are statewide and regional planning documents that served as resources during the writing of the Comprehensive Plan.

Albemarle County Parks and Recreation Needs Assessment (County, 2018)

Albemarle County Strategic Plan (County, 2022)

Avon Street Corridor Plan (County, 2023)

Biodiversity Action Plan (County, 2018)

Broadway Blueprint Economic Development Revitalization Study (County, 2022)

Broadway Blueprint Phase 2 Implementation Study (County, 2024)

Comprehensive Economic Development Strategy (TJPDC, 2024)

County/City Tourism Master Plan ("Destination 2045: Crafting Our Tourism Future Together") CACVB, June 2024)

Hydraulic Small Area Plan (TJPDC, 2018)

Long Range Transportation Plan (CAMPO, 2024)

Move Safely Blue Ridge (TJPDC, 2025)

Natural Hazard Mitigation Plan (TJPDC, 2023)

Planning for Affordability - A Regional Approach (TJPDC, 2021)

Regional Transit Governance Study (TJPDC 2023)

Regional Transit Vision Plan (TJPDC 2022)

Regional Water Supply Plan (DCR)

Rio Road (East) Corridor Plan (County, 2022)

Rivanna River Urban Corridor Plan (TJPDC, 2022)

Strategic Plan for Economic Development of the Commonwealth (VEDP, FY25-29)

Stream Health Initiative (County, 2021)

Virginia Outdoors Plan (DCR, 2024)

Virginia's Transportation Plan (CTB)

- Statewide Transportation Improvement Program
- Six Year Improvement Plan