



Comprehensive Plan 5-Year Review

Planning Commission Work Session

September 22, 2026

Agenda

- Review of the Cville Plans Together process
- Comprehensive Plans: purpose, how implemented, topics included
- 5-year review of Comp Plans for Virginia localities
- Draft process and approach for how the City will review the 2021 Comprehensive Plan
- Initial existing conditions data
- Project objectives for the 5-year review
- Planning Commission input: key questions to determine the project scope



Cville Plans Together

- **Affordable Housing Plan**
- **Comprehensive Plan**
- **Development Code**

Cville Plans Together Process

Was a community process for updating the future vision for the city, with a focus on equity and affordability.



(March 2021)



(Nov 2021)



(In effect as of Feb 2024)



An **Affordable Housing Plan**, as part of the Comprehensive Plan, to create a unified strategy for housing Charlottesville’s residents.



An update to the **Citywide Comprehensive Plan**, to guide the ways that the city will change and grow in the future.



An updated **Zoning Ordinance**, to ensure that development takes place in a clear and effective manner, and to work toward correcting injustice related to land use.



Cville Plans Together Process: Affordable Housing Plan

Vision: The City of Charlottesville will achieve a local housing market that is healthy, high quality, affordable, and above all, equitable.

Guiding Principles:

- Racial Equity
- Regional Collaboration
- Comprehensive Approach

Major Initiatives:

- Dedicate \$10M annually to affordable housing
- Build inclusive governance at all levels
- Adopt progressive and inclusionary zoning reforms

Recommendations related to:

- Funding, Governance, Land Use, Tenants' Rights, and Subsidy

Income Targeting			
Income level Served	Income for Two- and Four-Person Household	Target Allocation, Percentage	Target Allocation, Over 10 Years
Up to 80% AMI	Two: \$60,100 Four: \$75,100	20%	\$18M
Up to 60% AMI	Two: \$45,120 Four: \$56,340	30%	\$27M
Up to 30% AMI	Two: \$22,550 Four: \$28,150	50%	\$45M

Cville Plans Together Process: Comprehensive Plan

Five Guiding Principles

These are community-input-driven priorities that apply to the entire Plan.



Equity & Opportunity



Community Culture & Unity



Local & Regional Collaboration



Environmental Stewardship & Sustainability



Connections & Access



Comprehensive Plan Priority Areas

Six Priority Areas For Implementation

- Support the development of more housing throughout the city, with a focus on creation of more housing that is **affordable to more people**, especially those with the greatest need.
- Make sure all people have **access to shelter, food, job opportunities**, and other resources they need to thrive and succeed.
- Work to both mitigate and prepare for the **impacts of climate change**.
- Make it safer, easier, and more desirable to **walk, ride a bicycle, utilize public transportation**, or use other non-single-occupancy vehicle transportation options.
- **Keep Charlottesville green**, make it greener, and **protect the natural environment** and the many benefits it provides.
- Continue to evolve and improve **communication and collaboration**.



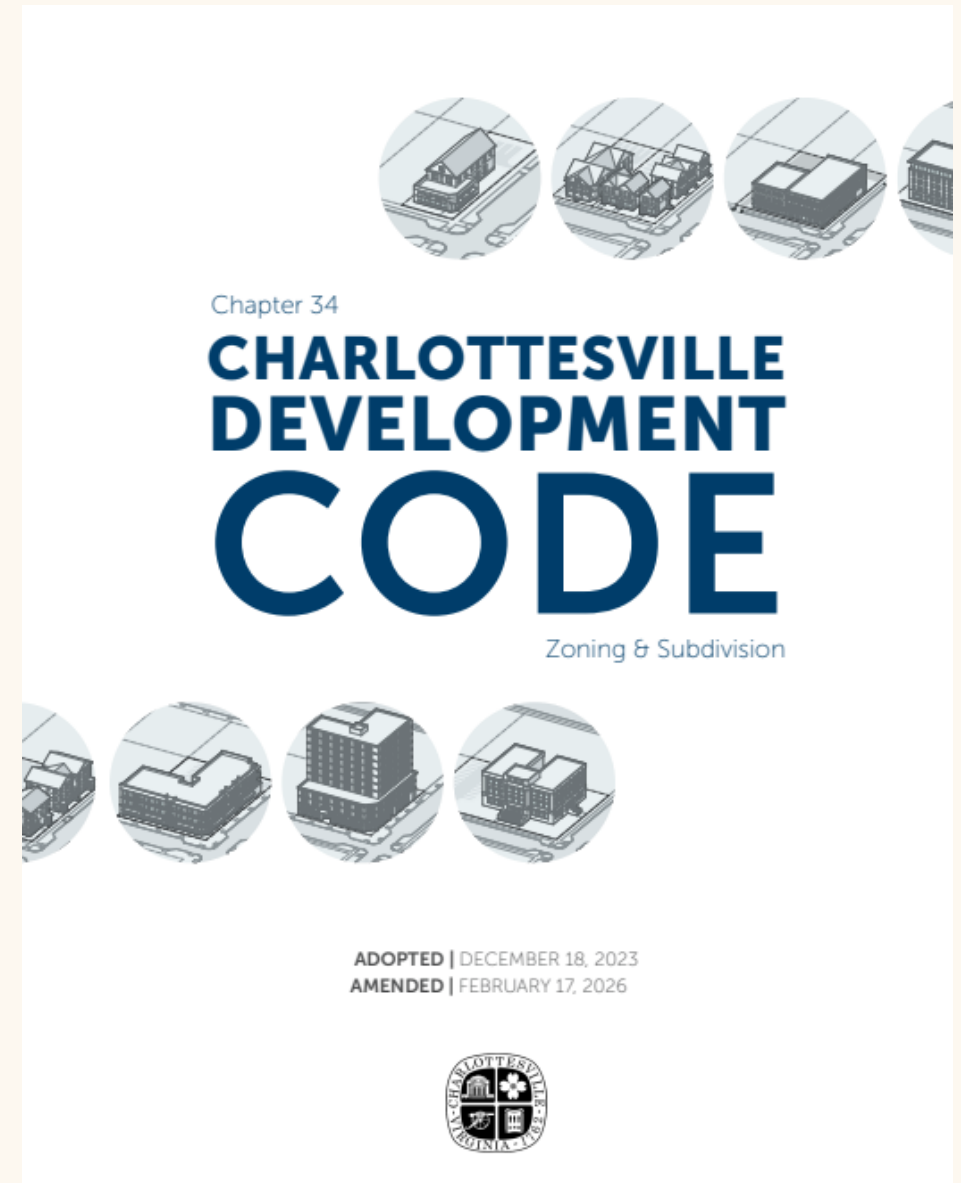
Comprehensive Plan Future Land Use Objectives

- Build upon land use recommendations from other plans.
- Ensure citywide, equitable opportunities for **additional housing**.
- Increase opportunities for **development near community hubs and amenities, to maximize access**.
- Explore the potential of **vacant or underutilized properties**.
- Establish correlations between the **City's land uses, UVA, and the County's Urban Ring**.
- Increase access to transit, as well as walking and biking infrastructure.
- Protect, preserve, and enhance **natural and cultural resources**.
- Ensure **long term economic sustainability** of the City by planning for a wide range of commercial land use types.



Cville Plans Together Process: Development Code

- Informed by guidance and recommendations in the Comprehensive Plan
- Changes from the previous ordinance (2003) include:
 - Allowing more 'missing middle' and multifamily housing by-right
 - No minimum parking requirements
 - Updated affordable housing requirements that apply to projects with 10 or more units
 - More focused on form and urban design





Draft Approach and Scope for the Comprehensive Plan 5- Year Review

What is a Comprehensive Plan?



20-year vision for our community

- Establishes a 20-year vision with recommendations to guide growth, development, and public infrastructure, amenities, and services.
- Comp Plans have recommendations for how and where localities should grow, supporting local economic development, protecting and restoring natural and historic resources, and guiding decisions on providing public infrastructure (such as schools, roads, sidewalks, parks, and utilities).
- Recommendations in the Comprehensive Plan are used to guide:
 - Initiating and evaluating plans, policies, and programs
 - Developing the capital improvement program (CIP)
 - Evaluating and developing local ordinance changes (e.g. zoning, water protection)
 - Review of certain applications

What topic areas does a Comprehensive Plan provide guidance for?

Comp Plan recommendations support the **City's Vision Statement: *To be a place where everyone thrives***, by guiding how and where the city should accommodate projected population and employment growth and the delivery of the infrastructure, amenities, and services to provide current and future community members with a high quality of life.

State Code provides a framework of requirements to include in Comprehensive Plans, and localities can then choose how to meet those requirements and how to organize their plan. Topics typically include:



**Future Land
Use**



Transportation



**Natural
Environment**



Housing



Parks



**Economic
Prosperity
& Mobility**



**Historic and
Cultural
Resources**



**Community
Facilities &
Services**



**Community
Engagement**

How often are Comprehensive Plans reviewed or updated?

- Virginia State Code requires localities to **review** their Comprehensive Plans **every 5 years** and leaves it up to each locality to determine what level of changes (if any) are needed to their Plans.
- For example, some localities may only update one chapter or review their Plan and decide no changes are needed, while others may rewrite the whole Plan. Localities also need to review Virginia State Code to determine if there are any new State Code provisions that are applicable to incorporate into their Comp Plan review.
- This review is an important opportunity to evaluate changing conditions, emerging issues, updated priorities, any revised population and employment projections, and progress on current Plan implementation.

What is the City's process for reviewing the Comp Plan?

The process is still being scoped, and an initial outline is provided below. There will be opportunities for community participation throughout the process, along with work sessions and finally public hearings with the Planning Commission and City Council.



1) Project Scoping

- Project objectives, resources, budget, timeline
- Community engagement plan



2) Where are we now and where are we headed?

- Existing conditions data & trends analysis and projections
- Identify challenges, opportunities and emerging issues to address



3) How do we achieve the Plan goals and vision?

- Updates where needed to Plan recommendations (strategies)
- Updated priorities for implementation



4) How do we monitor progress and make adjustments?

- Metrics and process for tracking and reporting
- Process and cadence for Comp Plan reviews and Small Area Planning

How is the City approaching this Comp Plan review?

The Comp Plan review is an opportunity to evaluate and respond to challenges, opportunities, and emerging issues that have been identified since the 2021 Comp Plan and subsequent Development Code.

- Recent (past 6-12 months) community feedback shows support for previously identified values and goals, such as housing affordability and multimodal transportation, but differing opinions on the best ways to achieve those outcomes.
- Larger projects close to "core neighborhoods" have drawn concerns especially regarding the potential for displacement and neighborhood change.
- There is limited information to date on Development Code implementation, as the Code has only been in effect since February 2024 and development applications have had limited time to fully move through the process.
- There is continued community interest in topics that relate to and support land use and housing, including transportation, protecting the natural environment and historic resources, and parks/recreation.

How is the City approaching this Comp Plan review?

The Comp Plan review is an opportunity to coordinate with the range of parallel City projects that are either completed or in progress, which cover many of the 2021 Plan chapters.

Relevant to
all Chapters:

- Climate Action Plan implementation
- Adaptation & Resilience Plan
- Connect Charlottesville



Housing Studies

- Missing Middle Housing Working Group
- Multiple housing studies including tax abatement, in-lieu fees, CSRAP (rental assistance) evaluation



Environmental Review Project

- Urban Forest Management Plan
- Stormwater management regulations update
- Flood Resilience Planning (Community Flood Preparedness Fund Grant)
- High Performance Buildings
- EV Charging Study
- Critical slopes and stream buffers to also be evaluated during this project



Community Facilities & Services Updates

- Parks and Recreation Master Plan completed 2025
- In-progress minor update to Community Facilities & Services Chapter



Economic Mobility Action Plan

- Co-designed with residents, particularly from communities which have historically experienced the least upward mobility



Citywide Mobility Plan

- Will include existing conditions analysis, goals, policy guidance, recommendations, and prioritization

How is the City approaching this Comp Plan review?

Updated data and existing conditions analysis is needed to inform this project and respond to challenges, opportunities, and emerging issues. An overview of the in-progress initial existing conditions analysis is provided below and additional data for other topics will be gathered and analyzed throughout the project.

- Where have development and redevelopment been occurring?
 - Types of development being built (including types of housing units) and distribution across the city
- How many affordable housing units have been built, and where?
 - Including comparison of on-site vs paying in-lieu fees
- Where are development and redevelopment likely to occur moving forward?
 - Buildout analysis
 - Noting constraining factors, including financial feasibility and property owner decisions on whether or not to develop
- What are the changing demographics of our community?
 - Who is at most risk of displacement (e.g. cost-burdened households)

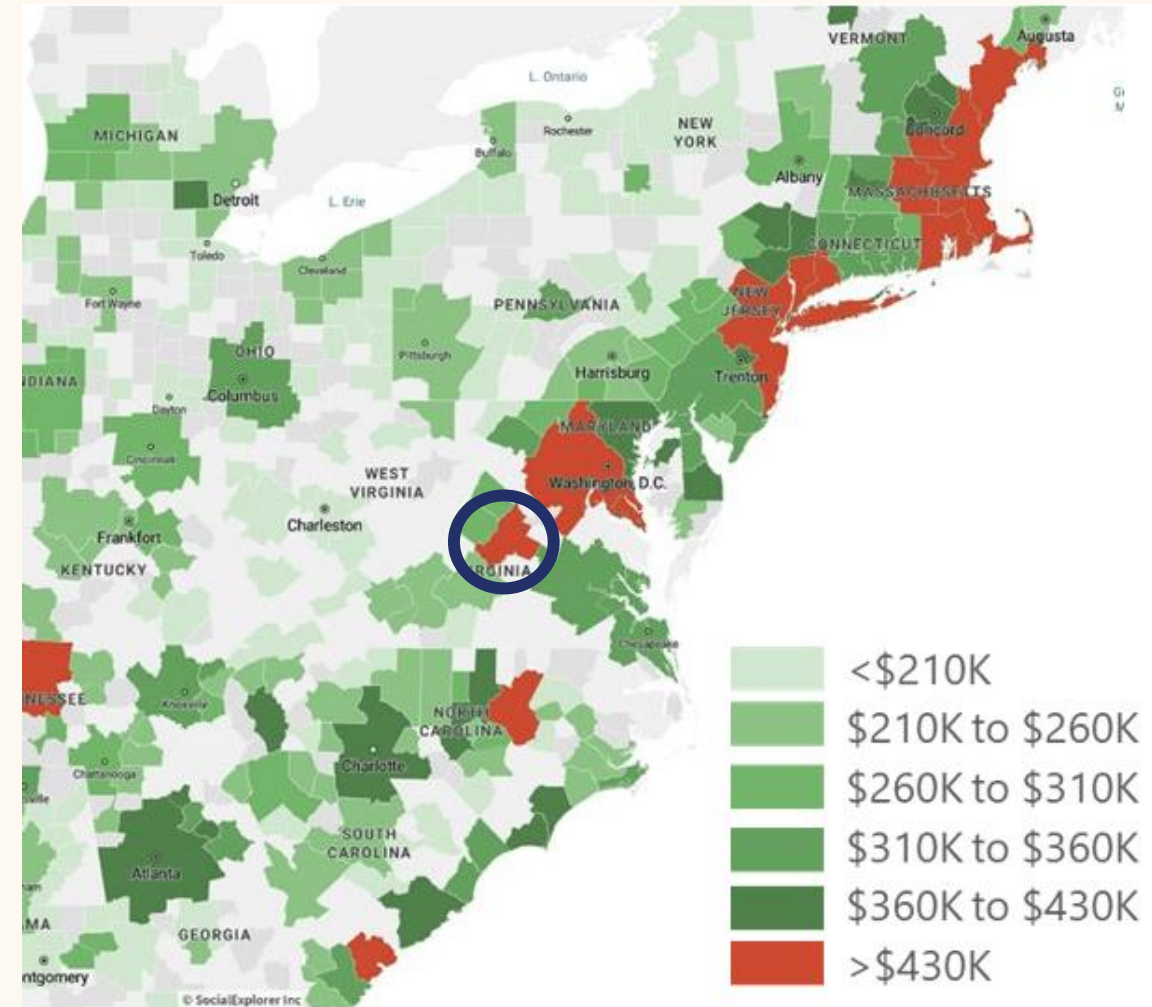


Initial Data: Existing Conditions Analysis

Regional Considerations

The following data and key takeaways were provided by Hamilton Lombard (Demographer):

- For housing costs: Charlottesville metropolitan statistical area (MSA) has become one of the most expensive metro areas in the Eastern U.S.
- Growth in upper-income households in Charlottesville MSA has increased at a faster pace than in the U.S. overall.
- Few U.S. metro areas rely more on the Education and Health employment sectors than Charlottesville.

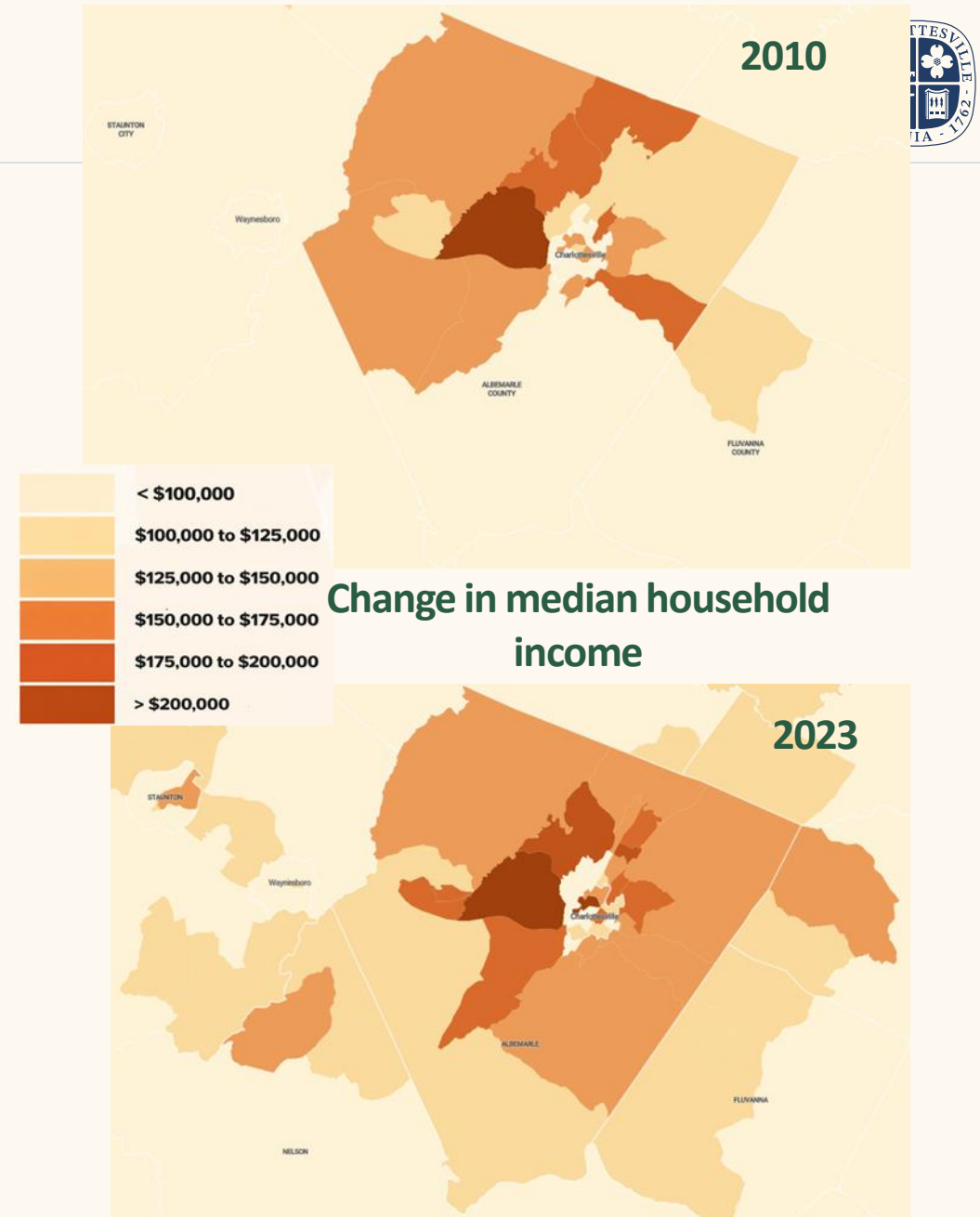


From the 2026 'State of the Community' Presentation: Median home value by MSA, American Community Survey (ACS) 2023 (1-year estimates); Charlottesville area highlighted with navy blue circle

Regional Considerations

The following data and key takeaways were provided by Hamilton Lombard (Demographer):

- An increasing share of the Charlottesville region's workers live outside of Albemarle County and the City of Charlottesville. Of the 352 U.S. urban areas with 100,000+ population, only the Boulder MSA has a higher % of daytime population change, which is from in-commuters; Charlottesville MSA is second highest.
- The availability of relatively higher income jobs within the Charlottesville area (e.g. healthcare, finance, biotech) along with the relatively lower cost of housing in surrounding localities and regions, is one of the reasons for this trend. This is occurring along with workers who are unable to afford the cost of housing in the Charlottesville area and therefore live further away.

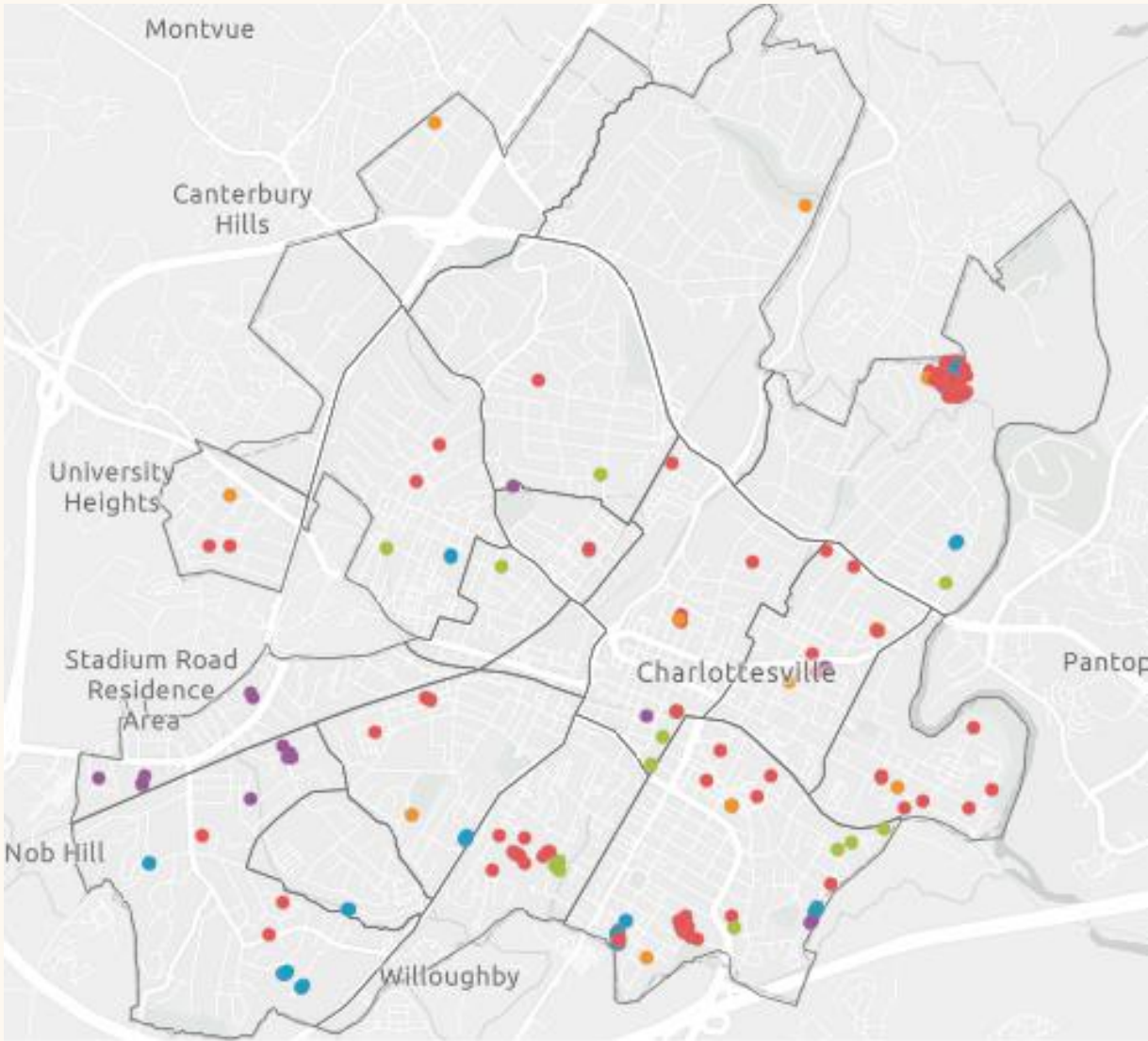


From the 2026 'State of the Community' Presentation: American Community Survey (ACS) 2010 and 2023 (1-year estimates)

Where have development and redevelopment been occurring?

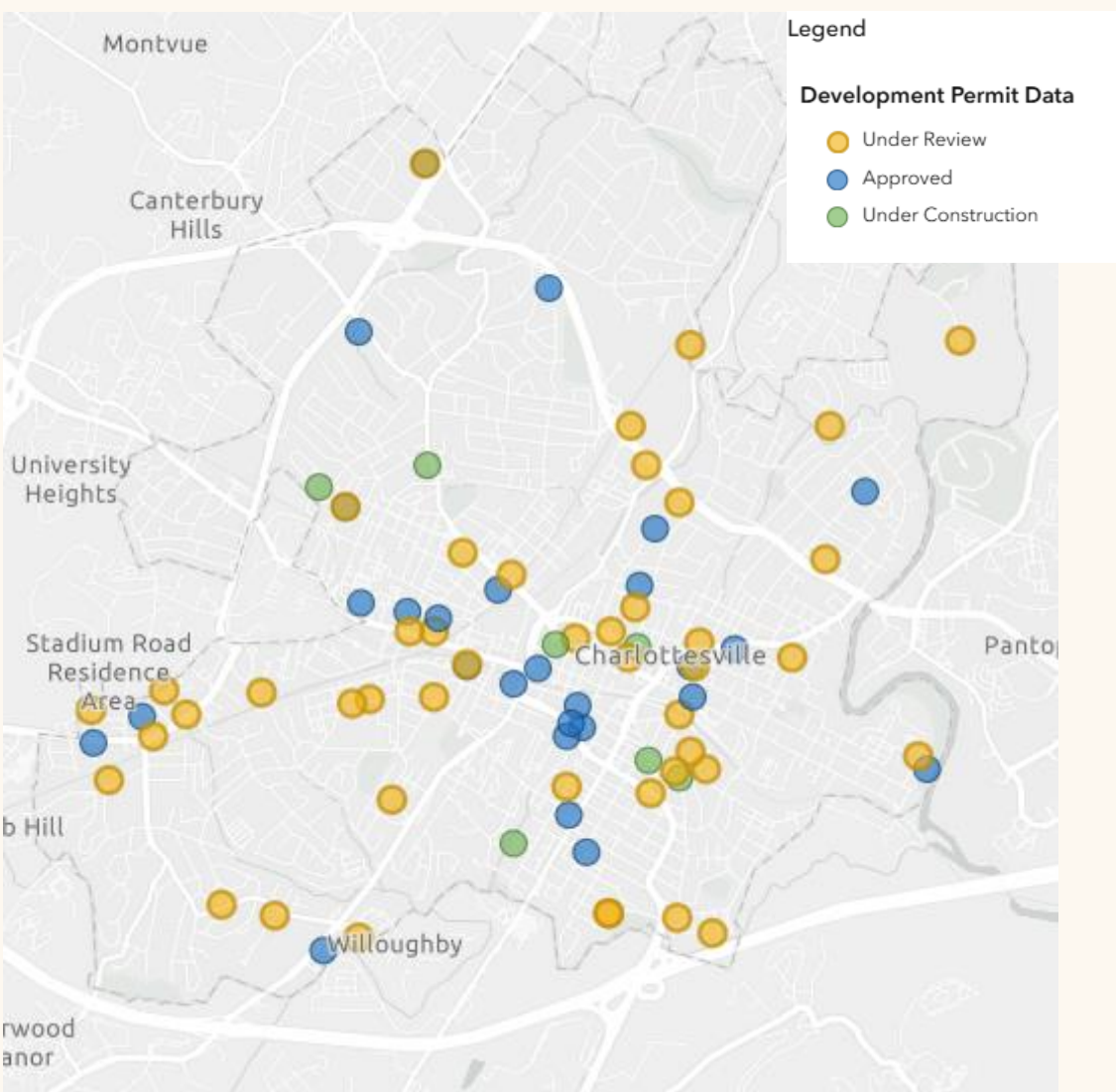
- Total completed residential units 2021-2025: approx. 744 units
- Staff were able to estimate the total number of units completed in the past 5 years and anticipate having 10+ years of completed units in future iterations of this data analysis

Completed units by type of unit 2021-2025	
Single-family detached (red)	108
Single-family attached (blue)	47
Two family dwelling (purple)	17
Additional dwelling unit (orange)	14
Multifamily (apartment, condo, multistory unit) (green)	558
Manufactured housing unit	0



Approximate distribution of completed units by type 2021-2025, using Cityworks permit data

2023 Development Code: Projects Approved, In Progress, or Under Review



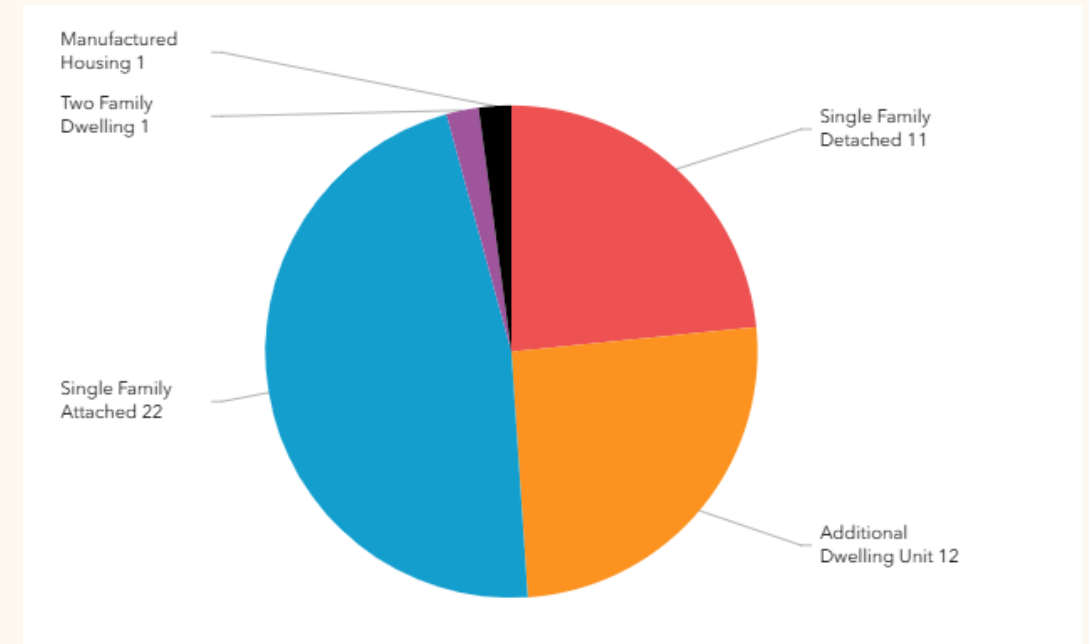
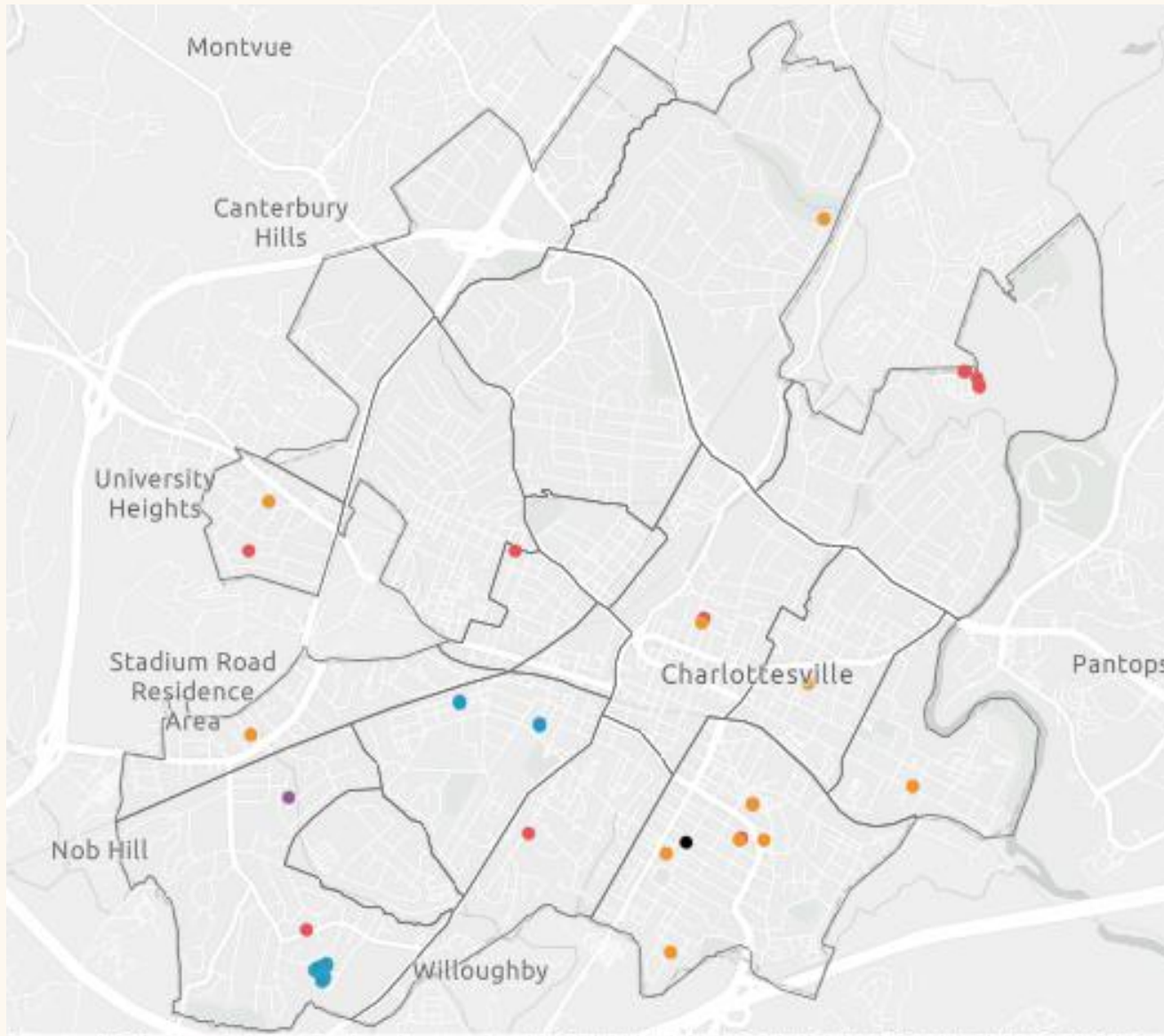
2023 Development Code		
Completed permits (built)	Permits in progress / under construction	Permits under review
47	47	27

- Development Dashboard (left) shows projects that are approved, under review, and under construction. This snapshot only shows projects that are moving forward under the 2023 Development Code, as of August 2026
- Since the Dashboard is pulling from permit data, there are several non-residential projects included on the map as they have associated permits/plans (e.g. building modifications, bus stops, hotels)

Access the dashboard here:

<https://www.charlottesville.gov/1902/Development-Map>

2023 Development Code: Completed Projects



Map and Pie Chart: Completed residential permits by unit type that were approved under the 2023 Development Code

Affordable Housing Units Estimates

- Total Affordable Units Completed 2009-2026: 561
- 85% of completed affordable units built in three neighborhoods: Belmont-Carlton, Ridge Street, & North Downtown
- 83% of affordable units in pipeline in three neighborhoods: North Downtown, 10th & Page, & Ridge Street

Affordable Units by Neighborhood 2009-2026

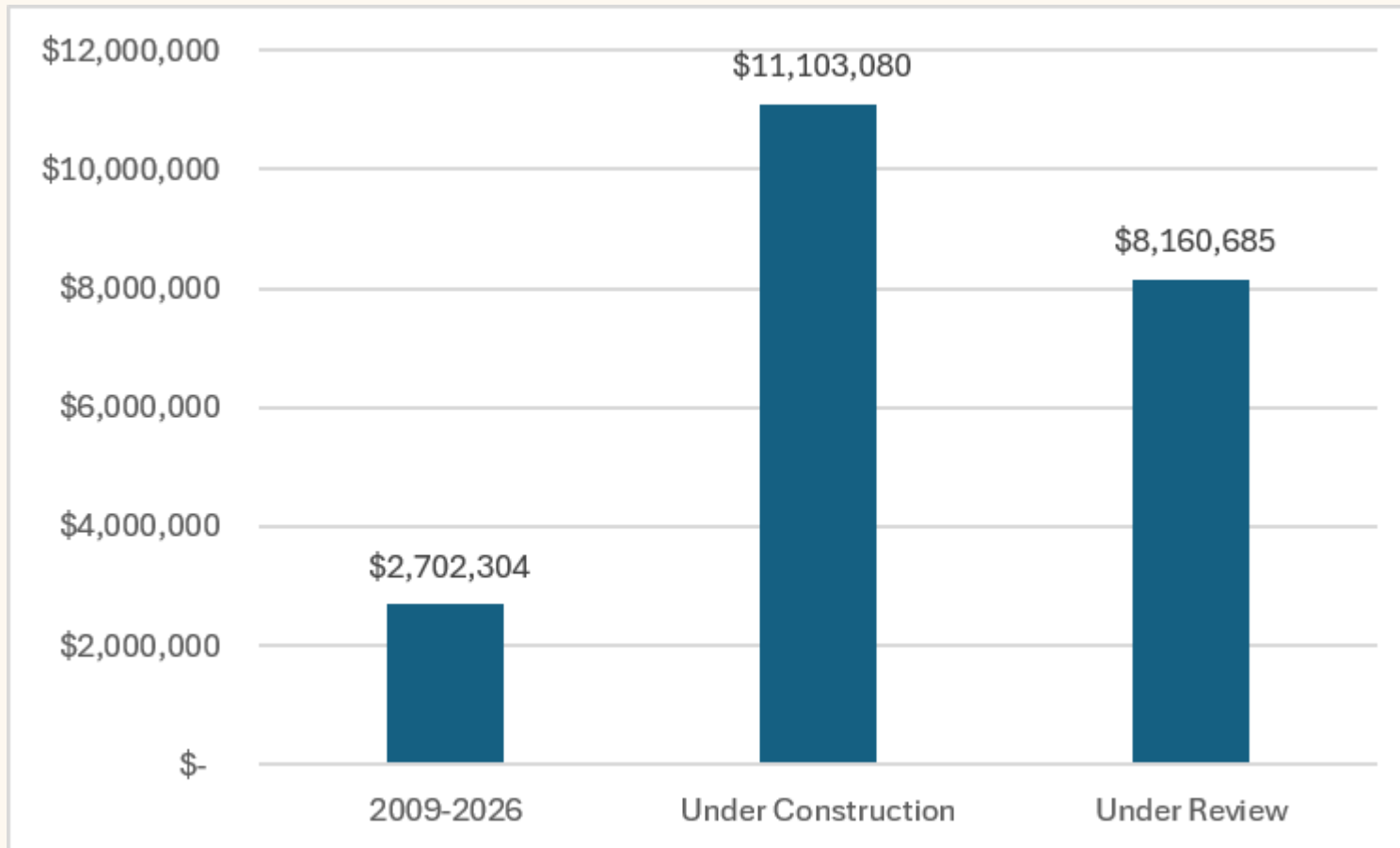
Belmont-Carlton	212
Ridge Street	160
North Downtown	106
Starr Hill	62
10th & Page	15
Fry's Spring	4
Woolen Mills	2
Total	561

Affordable Units Under Construction, Approved, and Under Review by Neighborhood

North Downtown	288
10th & Page	264
Ridge Street	157
Fifeville	71
Locust Grove	53
The Meadows	19
Total	852

Affordable Housing In Lieu Fees

- Total Affordable Housing In Lieu Fees (for completed projects) 2009-2026: \$2,702,304
- In Lieu Fees for projects Under Construction: \$11,103,080
- In Lieu Fees for projects Under Review: \$8,160,685



Measuring Neighborhood and Demographic Change

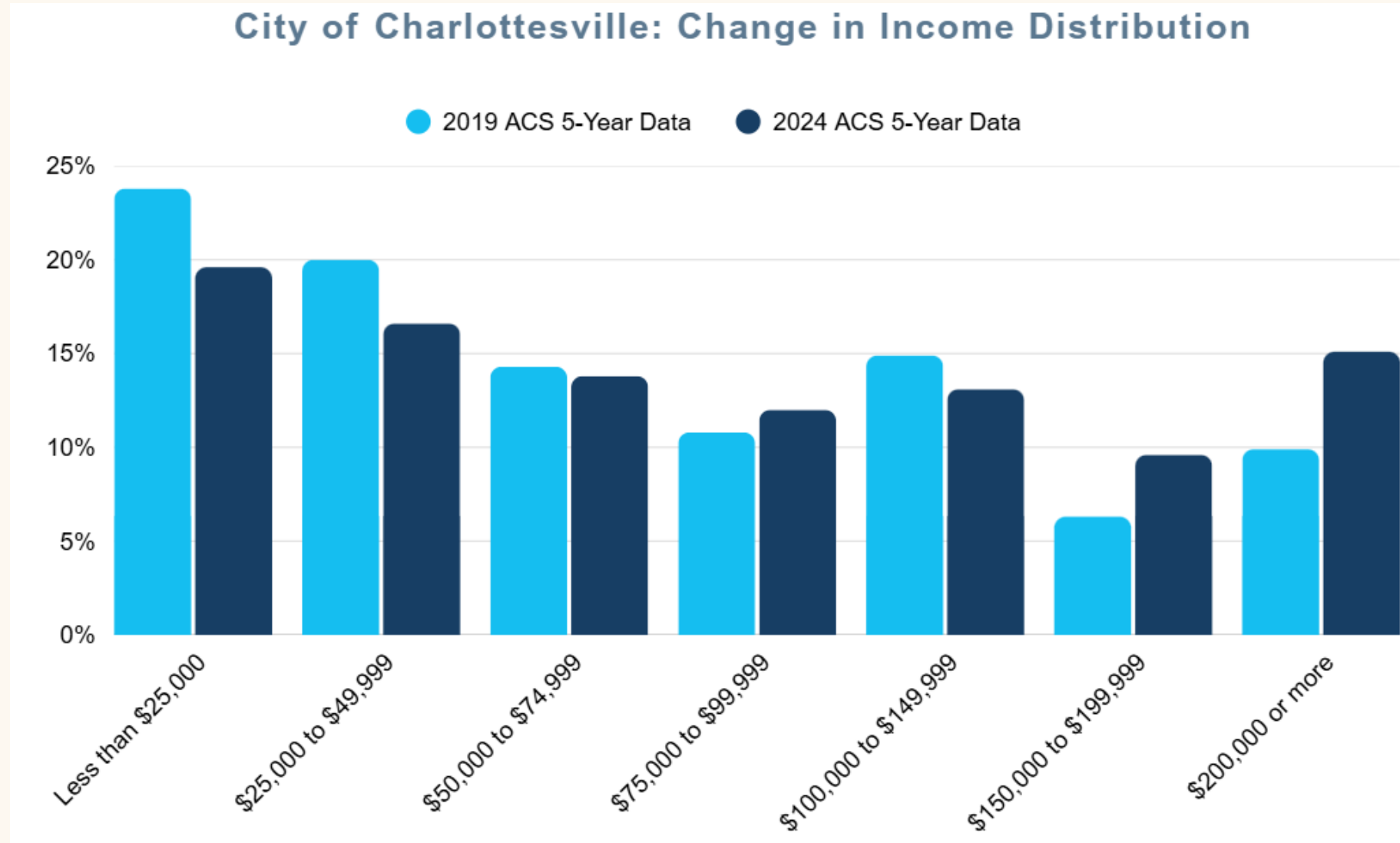
- There are multiple ways to estimate which areas may be at a greater risk of future displacement and to measure where neighborhood change has been occurring. Examples of data that can be used include:
 - Cost-burdened households (spending more than 30% of income on housing costs)
 - Demographics (e.g. age, race/ethnicity)
 - Median household income
 - Poverty rate and ALICE (Asset Limited, Income Constrained, Employed)
 - Lack of health insurance
 - Health indicators and outcomes
 - Educational attainment
 - Limited English Proficiency

Measuring Neighborhood and Demographic Change

- The 2021 Comp Plan uses the designation of 'Sensitive Communities' to identify areas estimated to be at a greater risk of displacement
 - Comp Plan used the following criteria to identify which Census Block Groups were designated:
 - Areas that are General Residential on the Future Land Use Map, and
 - Have a relatively high proportion of households with income less than \$30,000/year (which was about 30% Area Median Family Income or 50% Area Median Household Income) and Black residents, Hispanic residents, and other residents who do not identify as White and Non-Hispanic (ACS 2018 5-year estimates)
 - Comp Plan recommends revisiting the methodology for identifying communities at risk of displacement with each 5-year Plan review
 - This information can be used to help inform Comp Plan recommendations and priorities
 - The next two slides include updated income distribution and housing cost-burdened data for Charlottesville. Additional data sources to measure change and displacement risks will be identified during the Comp Plan review process

Charlottesville: Change in Income Distribution

- Consistent with Hamilton Lombard's regional findings, the income distribution is shifting towards higher incomes
- This data does include University of Virginia students that live in Charlottesville.



American Community Survey (ACS) 5-year Census data for 2015-2019 and 2020-2024. Incomes are not adjusted for inflation.

Charlottesville: Housing Costs

- Using 2024 5-Year American Community Survey data, approximately 40% of all Charlottesville households are considered **cost-burdened** (paying more than 30% of household income toward housing costs), including:
 - 21.3% of homeowner households and
 - 55.5% of renter households

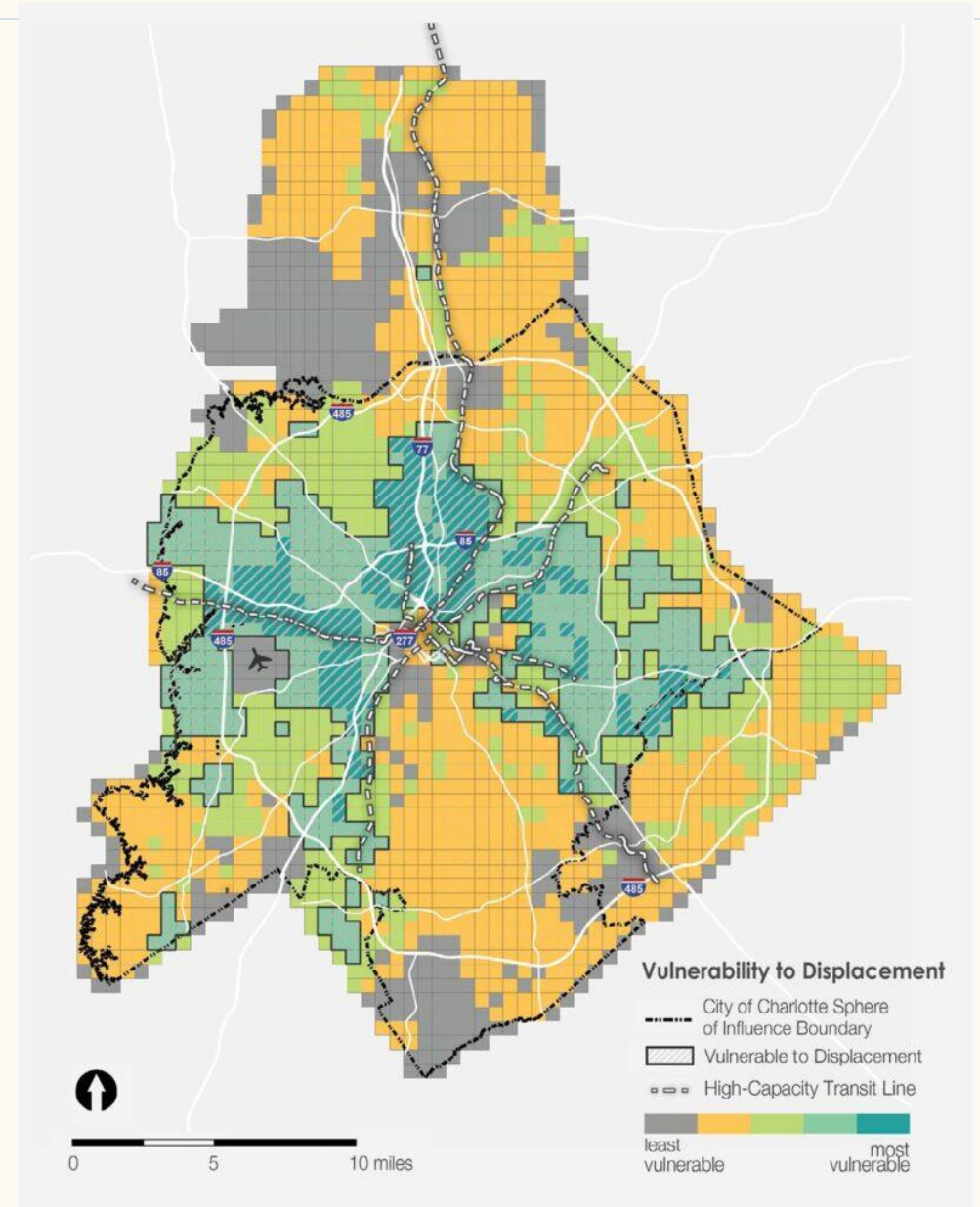


Example: Charlotte NC Comprehensive Plan

- The City is reviewing Comp Plans from a variety of localities to inform best practices, including Charlotte, NC
- As part of their Comprehensive Plan update, the City of Charlotte developed an Equitable Growth Framework with a variety of mapping and data analysis tools, including a 'populations vulnerable to displacement overlay'
- Charlotte used this data analysis to identify areas where residents and businesses may not have access to daily needs, choices for housing, a diversity of employment, or safe and healthy environments
 1. Informed the development of Goals and supporting Policies, Projects and Programs in the Comprehensive Plan
 2. Identified priorities for Community Planning Areas for subsequent mapping and planning efforts within sub-geographies throughout the community
 3. Assessing and tracking progress towards becoming a more equitable, fair and just city over the next 20 years

Example: Charlotte NC Comprehensive Plan

- Populations vulnerable to displacement overlay map shown to the right. The analysis identifies residents that have characteristics that tend to make them more vulnerable to potential displacement. This map was one in a series of Charlotte's Equitable Growth Framework.
- Four measures have been documented as major contributors to vulnerability to displacement and are used to identify the areas with the most vulnerable populations across Charlotte:
 - Poverty Rate;
 - Educational Attainment;
 - Race; and
 - Age





Determining the Scope for the Comp Plan 5-Year Review

Comprehensive Plan 5-Year Review: Objectives

The City's approach to this Comp Plan review informed the project objectives, which are outlined on this and the following slide:

- Review and potentially update the City's Comprehensive Plan to meet the State Code requirement for the 5-year review
- Update existing conditions and trends data, including updated population and employment projections
- Incorporate any new (since Nov 2021) State Code requirements for Comp Plans that apply to the City
- Align any Comp Plan updates with City plans that have been completed since Nov 2021 (e.g. Climate Action Plan, Parks and Rec Master Plan)



Comprehensive Plan 5-Year Review: Objectives

- Evaluate current Plan strategies and priorities and where changes are needed
 - This would include any potential major policy or other substantive Plan changes
 - The community will be informed throughout the Comp Plan review process and will be asked to provide feedback at key points; this is an area where community feedback will be especially important
- Establish a process for regular tracking and reporting on Plan metrics and implementation progress, in coordination with the City's Strategy Office
- Establish a framework and approach for Small Area Planning
- Coordinate across related projects that will be moving in parallel (e.g. Mobility Plan)





Questions for Determining the Comp Plan Review Scope

- Does the 2021 Comp Plan land use vision still align with today's community priorities and meet current community needs? If changes are needed, what outcomes are desired and what should they address?
- Would you anticipate the need to significantly change the Comp Plan and/or Development Code approaches?

Questions for Determining the Comp Plan Review Scope

- What are the main challenges, opportunities, and emerging issues that should be addressed with the Comp Plan review? Staff would recommend building on the initial list as outlined in this presentation and summarized below:
 - Address continued concern about displacement and neighborhood change, especially in/around 'core neighborhoods'.
 - Increase multimodal transportation options to support new development and redevelopment (noting that the Comp Plan review will be coordinated with the Mobility Plan).
 - Address barriers to housing development (esp. missing middle housing) while protecting the natural environment, ensuring the city has high quality public infrastructure and buildings, and supporting walkability and quality of place.
 - Align Comp Plan with new (since 2021) plans, streamlining and updating Comp Plan strategies where possible.
 - Revisit limited and smaller-scale commercial uses in residential districts.
 - Provide opportunities for community members to learn and understand how the City makes decisions and what tools are available, building on the Community Engagement chapter.