



**FLUVANNA COUNTY PLANNING COMMISSION**  
**WORK SESSION AND REGULAR MEETING AGENDA**  
Morris Room, County Administration Building  
August 13, 2024  
**6:00 PM Work Session - 7:00 PM Regular Meeting**

TAB	AGENDA ITEMS
<b>WORK SESSION</b>	
A	CALL TO ORDER, PLEDGE OF ALLEGIANCE
B	MOTION TO ACCEPT REMOTE PARTICIPATION
C	WORK SESSION
	Solar Ordinance Review Committee
D	CLOSED SESSION
<b>REGULAR MEETING</b>	
1	CALL TO ORDER, PLEDGE OF ALLEGIANCE, MOMENT OF SILENCE
2	DIRECTOR'S REPORT
3	PUBLIC COMMENTS #1 (5 minutes each)
4	MINUTES
	Minutes of July 9, 2024
5	PUBLIC HEARING: SUP 24:03 – Camp Yellow Cardinal, LLC
	A Special Use Permit request in the A-1, Agricultural, General District to construct a Campground use under § 22-4-2.2 on 13.173 +/- acres and known as Tax Map 60 Section 8 Parcel 25. This parcel is generally located on Cloverdale Road (SR 656) in Breemo Bluff, East of the James River near the Cumberland County line in the Rural Preservation Area of the Fork Union Election District.
6	ACTION MATTERS: Resolution – Dan Whitten, County Attorney; and Todd Fortune, Director of Planning
	Resolution of intention to amend the Code of the County of Fluvanna, Virginia by amending § 22-2-1, enacting §§ 22-3-1 through 22-3-5.4 and enacting §§ 22-28-1 through 22-28-25 to create a solar zoning district and to add supplemental regulations for utility scale solar generation facilities.
7	PRESENTATIONS: NONE
8	SITE DEVELOPMENT PLANS
	SDP 24:06- South Boston Convenience Market
9	SUBDIVISIONS: NONE
10	UNFINISHED BUSINESS
	2015 Comprehensive Plan 2024 Update
	Amendment of §§22-17-7 and 19-9-6 Zoning and Subdivision Fees
	SUB05:83 Meadow Brook Phase IV – HOA Request to Amend Conditions
11	NEW BUSINESS: NONE
12	PUBLIC COMMENTS #2 (5 minutes each)
13	ADJOURN

Planning Director Review

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**ZTA 24:03**

ORDINANCE TO AMEND AND REORDAIN “THE CODE OF THE COUNTY OF FLUVANNA, VIRGINIA” BY AMENDING § 22-2-1, ENACTING §§ 22-3-1 THROUGH 22-3-5.4 AND ENACTING §§ 22-28-1 THROUGH 22-28-25 TO CREATE A SOLAR ZONING DISTRICT AND TO ADD SUPPLEMENTAL REGULATIONS FOR UTILITY SCALE SOLAR GENERATION FACILITIES

BE IT ORDAINED by the Board of Supervisors of Fluvanna County:

- (1) *That the Code of the County of Fluvanna, Virginia is amended by amending § 22-2-1, enacting §§ 22-3-1 through 22-3-10.3, and enacting §§ 22-28-1 through 22-28-? as follows:*

CHAPTER 22 ZONING

ARTICLE 2. – DISTRICTS.

Sec. 22-2-1. - Districts.

For the purpose of this chapter, the unincorporated area of the County is hereby divided into the following districts:\*

Agricultural, General, A-1

Residential, Limited, R-1

Residential, General, R-2

Residential, Planned Community, R-3

Residential, Limited, R-4

Business, General, B-1

Business, Convenience, B-C

Industrial, Limited, I-1

Industrial, General, I-2

Manufactured Home Park, MHP

Planned United Development, PUD

**Solar District, S-1.**

(Ord. 12-16-15)

\*Editor's note—Prior to August 19, 1992, the Zoning Ordinance of Fluvanna County, Virginia, contained a district identified as "Conservation, C-1." The Conservation, C-1 district was repealed by ordinance adopted on that date.

**ARTICLE 3. – SOLAR, GENERAL, DISTRICT S-1**

**Sec. 22-3-1. – Statement of intent.**

**The purpose of this ordinance is to outline the process and requirements for the construction, installation, operation and decommissioning of minor scale and utility scale solar generation facilities and other uses in a manner that promotes economic development and ensures the protection of health, safety, and welfare while also avoiding and minimizing adverse impacts to agricultural lands, endangered species habitats, conservation lands to include rivers and streams, lakes, ponds and other sensitive lands. This division is not intended to replace safety, health or environmental requirements contained in other applicable codes, standards, or ordinances. The provisions of this division shall not be deemed to nullify any provisions of local, state or federal law.**

**Sec. 22-3-2. - Use regulations.**

**In Solar, General District S-1, the following uses, together with ordinary and necessary accessory uses, shall be permitted, and no others.**

**Sec. 22-3-2.1. - Uses permitted by right.**

**The following uses shall be permitted by right:**

**Agricultural Uses**

**Agriculture**

**Conservation areas**

**Farm sales**

**Miscellaneous Uses**

**Accessory uses**

**Cemeteries, non-commercial**

**Greenhouses, non-commercial**

**Small scale solar generation facility**

**Utilities, minor**

**Sec. 22-3-2.2. - Uses permitted by special use permit only.**

**The following uses shall be permitted by special use permit only:**

**Agricultural Uses**

**Agricultural enterprise**

**Agricultural sales, wholesale**

**Livestock feed lots, commercial**

**Livestock sales yards, commercial**

**Commercial Uses**

**Communications service**

**Industrial Uses**

**Minor scale solar generation facility**

**Telecommunication facilities**

**Utilities, major**

**Utility scale solar generation facility**

**Sec. 22-3-3. - Sign regulations.**

**Sign regulations shall conform to Article 15 of this chapter.**

**Sec. 22-3-4. - Height regulations.**

**Buildings and structures may be erected up to thirty-five (35) feet in height, except that:**

- (A) Spires, belfries, cupolas, monuments, water towers, chimneys, flues, flagpoles, television antennae and radio aerials may be erected to a height of sixty (60) feet from grade. Parapet walls may be up to four (4) feet above the height of the building on which the walls rest. Buildings and structures used for agricultural purposes, including barns, silos, windmills and the like, may be erected to a height of ninety (90) feet from grade.**
- (B) No accessory building which is within fifteen (15) feet of any property lot line shall be more than one (1) story high. All accessory buildings and structures, other than those permitted under subsection (C) above, shall be less than the main building or structure in height.**

**Sec. 22-3-5. - Intensive livestock, dairy and poultry facilities; statement of intent.**

**This section (sections 22-3-5 through 22-3-5.4) encourages economic development, preserves farm land, and promotes the orderly and responsible growth of the livestock, dairy and poultry industries. In the Solar (S-1) district, all agricultural production uses, including the uses defined herein as intensive livestock, dairy and poultry facilities, shall be permitted by right.**

**Sec. 22-3-5.1. - Definitions.**

**For the purpose of sections 22-3-5 through 22-3-5.4, the following terms shall have the meaning indicated:**

- (1) Livestock includes all domestic or domesticated animals, including, but not limited to: cattle, sheep, lambs, hogs, goats, horses, poultry and furbearing animals.**
- (2) Intensive livestock, dairy or poultry facility means a livestock, dairy or poultry operation where, for a period of forty-five (45) consecutive days or more, 300 animal units are closely confined and not free-ranging, and are fed in the area of confinement. For the purpose of this article, 300 animal units shall be equivalent**

**to any of the following, or any combination thereof where the animals are confined in one location:**

**Livestock: 300 slaughter or feeder cattle**

**Livestock: 750 swine each weighing over 55 pounds**

**Livestock: 150 horses**

**Livestock: 3,000 sheep, lambs, or goats**

**Livestock: 16,500 furbearing animals such as rabbits or chinchilla**

**Dairy: 200 mature dairy cows (whether milked or dry cows)**

**Poultry: 16,500 turkeys**

**Poultry: 30,000 laying hens or broilers**

- (3) Intensive livestock, dairy or poultry structure means a building, structure or other improved area used in the operation of an intensive livestock, dairy or poultry facility; including, but not limited to, litter storage sites, incinerators, manure storage sites, poultry houses, poultry disposal pits, or dead poultry cold storage chests. The term shall not include structures that are used only indirectly in the operation of the facility.**
- (4) Operator means any person who operates an intensive livestock, dairy or poultry facility, or the land on which it is located.**
- (5) Poultry means any domestic or domesticated fowl raised for meat or eggs; including, but not limited to, chickens and turkeys.**
- (6) Existing intensive livestock, dairy or poultry structure means an intensive livestock, dairy or poultry structure that has been in operation for one (1) year within the five (5) years immediately preceding the date on which a building or zoning permit is sought for a dwelling.**

**Sec. 22-3-5.2. - Setbacks.**

- (1) Except as otherwise expressly provided in this section, each intensive livestock, dairy or poultry structure shall be set back 300 feet from any property line.**
- (2) Any dwelling not owned by the operator shall be set back 300 feet from any existing intensive livestock, dairy or poultry structure.**

- (3) Each intensive livestock, dairy or poultry structure shall be setback at least 200 feet from the right-of-way of any secondary road, and at least 300 feet from the right-of-way of any primary highway.
- (4) Each intensive livestock, dairy or poultry structure shall be setback at least 1,000 feet from any incorporated town, public school, place of worship, public water intake from a stream or river and from the boundary of any adjacent residential district.

Sec. 22-3-5.3. - Development plans to include plat or similar document.

- (1) Any person who intends to establish or expand an intensive livestock, dairy or poultry facility shall file with the Zoning Administrator a development plan, including a plat, or similar document, that indicates the number, size and location of all intensive livestock, dairy or poultry structures planned for the subject parcel; and a written statement, sworn to and subscribed before a notary public, by which the owner certifies to the Zoning Administrator that the facility meets all applicable requirements. Where a proposed expansion would not substantially change the character of the facility or the intensity of the use, the Zoning Administrator may approve the expansion without requiring a development plan.
- (2) If the plan meets the requirements of sections 22-3-5 through 22-3-5.4, the Zoning Administrator shall approve it within thirty (30) days of receipt. If the plan does not meet the requirements of sections 22-3-9 through 22-3-9.4 of this chapter, the Zoning Administrator shall return it to the applicant within thirty (30) days of receipt, together with a written description of the portion or portions of the plan that do not meet such requirements. Any plan not returned to the applicant within thirty (30) days of receipt shall be deemed approved. As long as an approved plan is in effect, the applicant shall have the right to build structures and operate the facilities shown thereon, notwithstanding any dwelling or other feature located after the time of approval.
- (3) The development plan shall remain in force only so long as the proposed structures are constructed in accordance with the development plan. At least one-third of the number of livestock or dairy animals indicated in the development plan, or one poultry structure, shall be placed in service within five (5) years of the date on which the development plan is approved by the Zoning Administrator, unless at least one-third the livestock, or one poultry structure, was already in service at the time the plan was filed. In the event the operator fails to obtain building and zoning permits for any of the proposed structures, or fails to have in place the minimum number of livestock required above, within five (5) years of the date on which the development plan is approved by the Zoning Administrator, the development plan shall expire.

- (4) The operator shall notify the Zoning Administrator in writing within thirty (30) days of placement into service of any structure indicated on his plan.
- (5) Each parcel for which a development plan has been approved shall display at its entrance a sign no smaller than two (2) square feet, and no larger than four (4) square feet, clearly visible from the nearest public road, indicating that a development plan is in effect for the parcel and containing the word "Certified Agricultural Development Site".
- (6) Nothing herein shall be construed to prohibit an operator or a potential operator from submitting amendments to his or her original development plan, or from submitting revised plans. The Zoning Administrator shall review such amendments or revised plans as required in subsection (1) above according to the zoning ordinance in effect at the time the amendments or revised plans are received.

Sec. 22-3-5.4. - Nutrient management plan.

After the effective date of this section, no intensive livestock, dairy or poultry facility for which the Commonwealth of Virginia requires a nutrient management plan shall commence operation until such plan has been approved by the Virginia Department of Conservation and Recreation, or by a person certified or employed by the Virginia Soil and Water Conservation Board or the Commonwealth as a nutrient management planner, in accordance with 4VAC50-85-10 et seq., "Nutrient Management Training and Certification Regulations."

If the nutrient management plan provides for off-site disposal of waste, the operator shall provide, as a part of the plan, written documentation of an agreement with the receiver of the waste produced at his facility, or affidavit, sworn and subscribed before a notary public, that states his intention to dispose of waste through sale in a retail establishment or otherwise marketing to consumers. Documentation shall specify the duration of the agreement and the nature of the application or use of the waste. A nutrient management plan containing such an agreement shall be valid only as long as the agreement remains in force and shall be reviewed whenever such agreement expires or is terminated. If such an agreement is terminated before its expiration date, the operator shall notify the Zoning Administrator within fifteen (15) days of termination.



**ARTICLE 28. – REGULATION OF UTILITY SCALE SOLAR GENERATION FACILITIES**

**Sec. 22-28-1. – Statement of intent.**

- (A) **The purpose of this article is to establish general guidelines for the siting of utility scale solar generation facilities (USSGF).**
- (B) **The purpose and intent of this article is to promote the health, safety, and general welfare of the public, including, but not limited to, such instances as:**
  - (1) **Potential injury to people around USSGFs;**
  - (2) **Potential damage to property;**
  - (3) **Potential negative economic impacts on the heritage and scenic tourist industry.**
- (C) **The goals of this article are to:**
  - (1) **Minimize the impacts of USSGFs on surrounding land uses by establishing standards for location, structural integrity, and compatibility;**
  - (2) **Avoid potential injury to persons and properties from USSGF failure through structural standards and setback requirements;**
  - (3) **Preserve the scenic and visual character of the geographic area by encouraging the location, design and architectural treatment of USSGFs to avoid the disruption of the natural and built environment, and to ensure harmony and compatibility with surrounding land use patterns;**
  - (4) **Provide a uniform and comprehensive framework for evaluating proposals for USSGFs;**
  - (5) **Encourage developers of USSGFs to locate them, to the extent possible, in areas where the visual impact on the community is minimal;**
  - (6) **Encourage the location of new USSGFs near existing USSGFs thereby minimizing new visual, aesthetic, public safety impacts, and effects upon the natural environment and wildlife;**
  - (7) **Establish predictable and balanced codes governing the construction and location of USSGFs, within the confines of permissible local regulations;**
  - (8) **Establish review procedures to ensure that applications for USSGFs are reviewed and acted upon within a reasonable period of time;**
  - (9) **Consideration of and compatibility with the goals and objectives of the County's Comprehensive Plan.**

**Sec. 22-28-2. – Existing Utility Scale Solar Generation Facilities**

**Utility Scale Solar Generation Facilities existing or permitted prior to the adoption of this article shall be subject to the provisions of Article 16, Nonconforming Uses of this ordinance.**

**Sec. 22-28-3 – Size of Utility Scale Solar Generation Facilities**

**The maximum project area for any Utility Scale Solar Generation Facility, which includes panels and all associated equipment, shall be no more than 500 acres.**

**Sec. 22-28-4. – Limitation on acreage of all Utility Scale Solar Generation Facilities**

**In order to preserve and protect the County’s rural ambiance and its agricultural and forestal lands, the total project area for all Utility Scale Solar Generation Facilities in the County, which includes panels and all associated equipment, shall be no more than three (3) percent of the total County acreage (approximately 5400 acres).**

**Sec. 22-28-5. – Minimum setbacks for Utility Scale Solar Generation Facilities**

**The Utility Scale Solar Generation Facility operational area which includes any buildings, structures, equipment, parking, and disturbed areas shall have the following minimum setbacks:**

- A) **500 feet from dwellings on adjacent parcels.**
- B) **500 feet from the adjacent property lines.**
- C) **500 feet from all public rights-of-way.**
- D) **1000-foot setback from the James River, Rivanna River, Hardware River and all lakes.**
- E) **500-foot setback from ponds and perennial streams.**

**Sec. 22-28-6. – Minimum buffers for Utility Scale Solar Generation Facilities**

- A) **Utility Scale Solar Generation Facilities (USSGF) must be screened from the ground-level view from adjacent properties and public roads by a vegetative buffer of at least 175 feet. The vegetative buffer must be located within the setbacks required under Sec. 22-28-5 and must be located around the entire perimeter of the property. Screening methods can include:**
  - 1) **Existing screening: The USSGF may use existing forested buffer to satisfy the screening requirement. The existing forested buffer must be undisturbed and permanently protected as the designated buffer. Existing trees and vegetation may be removed when dead, diseased or to promote healthy growth.**
  - 2) **Vegetative screening: In the event existing screening is inadequate, screening must be provided which consists of a combination of evergreen and deciduous trees that are 8 feet in height at time of planting. A triple staggered row of trees**

must be placed ten feet apart and on average at 15 feet on center. For the remainder of the vegetative screening, a combination of non-invasive species, pollinator species, and native plants, shrubs, trees, grasses, forbs and wildflowers shall be utilized.

- 3) Berms: Berms must be constructed with a 3:1 side slope to rise ratio, 4-6 feet above the adjacent grade, with a 3-foot-wide top with pollinator friendly native shrubs, trees, forbs and wildflowers. The outside edges of the berm should be sculpted with vertical and horizontal variations so there is not a uniform appearance.
- B) A performance bond reflecting the estimated costs of anticipated landscaping maintenance shall be posted prior to construction to ensure the vegetative buffer is adequately maintained for the life of the project. Once the landscaping has been successfully established, the surety amount may be reduced to the amount needed for maintenance. The surety will be fully released only after decommissioning is complete.

#### Sec. 22-28-7. – Height regulation for Utility Scale Solar Generation Facilities

The maximum height for structures associated with the Utility Scale Generation Facility (USSGF) is 20 feet above the finished ground elevation. Ground mounted systems shall not exceed 20 feet in height when oriented at maximum vertical tilt. The height limit does not apply to associated aerial electric lines, utility poles and/or substation equipment that may be constructed in association with the USSGF.

#### Sec. 22-28-8. – Security fencing

The Utility Scale Solar Generation Facility project area must be enclosed by security fencing on the interior of the buffer area at a height of at least six feet. Fencing must be placed around sections of the project area to provide access corridors for wildlife. All fencing must be constructed to allow for the movement of small wildlife species. All fencing shall include opaque screening.

#### Sec. 22-28-9. – Lighting

Outdoor lighting for the facility shall only be permitted for security and on-site maintenance. All outdoor lighting shall be fully shielded provided that these restrictions shall not apply to any outdoor lightning required by federal law. Lightning shall be dark sky compliant. The full site plan shall include a photometric plan that depicts the location, type, power and lightning levels of each permanent and semi-permanent fixture.

**Sec. 22-28-10. – Signage**

**No signage shall be allowed on the fencing, structures or buildings in the project area for the Utility Scale Solar Generation Facility (USSGF). One sign shall be allowed at each of the emergency access points which shall list the required warnings, the name of the USSGF, address, and relevant emergency contact information. Any signage required by state or federal law or regulation shall be exempt from this section.**

**Sec. 22-28-11. – Emergency access**

**The applicant shall provide emergency access in at least two separate access points. Such access points shall include unobstructed access utilizing fire lane signage. Aisle widths shall be at least 20 feet in width when the panels are at full horizontal tilt. The aisles shall also be designed with a looping system in order for emergency apparatus to proceed without the need to back up the emergency apparatus.**

**Sec. 22-28-12. – Construction noise associated with Utility Scale Solar Generation Facilities**

**All construction activities may only occur between the hours of 7:00 a.m. and 6:00 p.m., Monday-Saturday and will be prohibited on Sundays. This restriction shall apply during construction of the facility, ongoing maintenance, replacement of equipment and decommissioning. This restriction shall not apply to emergency repairs.**

**Sec. 22-28-13. – Wiring and transmission lines**

- A) **Wiring shall be located underground except for wiring on a solar array or where necessary to directly connect to the public service corporation.**
- B) **All new distribution and transmission lines shall be located below ground except for lines solely subject to the State Corporation Commission jurisdiction or where necessary to connect to existing utility lines. New transmission lines are subject to plan of development review.**
- C) **Wires going up the poles of solar panels shall be located in conduit.**

**Sec. 22-28-14. – Wildlife corridors**

**An application for a Utility Scale Solar Generation Facility (USSGF) with a project area of greater than 50 acres must identify access corridors for wildlife to navigate through and across the USSGF. The wildlife corridor must be shown on the site plan submitted to the**

County. Areas between fencing shall be kept open to allow for movement of migratory animals and other wildlife.

Sec. 22-28-15. – Glare from solar panels

Solar panels shall be placed so as to prevent concentrated solar radiation, heat or glare being directed onto other properties or roads.

Sec. 22-28-16. – Landscaping plan for Utility Scale Solar Generation Facilities

A preliminary landscaping plan shall be developed by a certified arborist or landscape architect, submitted with the application for the special use permit, and shall meet the following requirements:

A) Utilizing existing forested buffer

- 1) Preservation of existing trees and shrubs within require buffers shall be maximized.
- 2) The plan shall include a tree inventory indicating all trees that will be saved and that will be used for buffering.
- 3) The existing forested buffer may be used if it is covered with at least 75% of naturally established vegetation.
- 4) The existing plant material must be mature and in healthy condition.
- 5) The existing plant material must consist of a mix of evergreen and deciduous trees which meet the following criteria:
  - a) Existing deciduous trees have a minimum four-inch caliper measured two feet above the ground.
  - b) Evergreen trees must be a minimum of ten feet in height.
  - c) Hardy shrubs must be a minimum of two feet in height.
  - d) There is an established understory of small trees and shrubs to provide significant buffering at the lower forested area.

B) Improvements within buffer

- 1) Improvements within the vegetative buffer shall be limited to those required to provide access, utilities and drainage and shall be installed perpendicular to the buffer to reduce impacts to the buffer.

C) Proposed vegetative buffer

- 1) The preliminary landscaping plan shall show all proposed plant species to be used for ground cover, screening and buffering.
- 2) There is a preference for native and pollinator-friendly plant species.
- 3) The evergreens shown on the plan must have a mature height of at least 30 feet.
- 4) The evergreens must have a minimum planting height of eight (8) feet.

- 5) Deciduous trees must have a minimum caliper of two (2) inches measured six (6) inches above final grade.
- D) Installation of landscaping
  - 1) All landscaping shown on the approved plan shall be installed and in good condition prior to beginning production of power.
  - 2) All landscaping shall be planted between September 15 and June 30.

**Sec. 22-28-17. - Vegetation management plan for Utility Scale Solar Generation Facilities**

- A) The applicant for a Utility Scale Solar Generation Facility (USSGF) shall submit a preliminary proposed vegetation management plan at time of submittal of the application. The applicant for a USSGF shall submit a final proposed plan for ground cover within the fence lines of the project area for review and approval as part of the full site plan. The site plan shall include the following information:
  - 1) Describe the design and type of ground cover which will consist of native grasses and low growing species.
  - 2) The plan should include a description of how existing tree and vegetation cover will be removed or reused.
  - 3) Include a plan and schedule for managing the growth of the vegetation cover over the life of the facility.
  - 4) Provide a plan to prevent and control noxious weeds and invasive species.
  - 5) Identify the type and quantity of herbicides that will be used.
  - 6) Provide that only biodegradable soap and water can be used to clean the surface of the solar panels.

**Sec. 22-28-18. – Erosion and sediment control plan**

- A) An erosion and sediment control plan must be submitted to the County and approved by the Soil and Water Conservation District and the Virginia Department of Environmental Quality prior to any land disturbance.
- B) The erosion and sediment control plan shall be prepared in accordance with the Chapter 6 of the County Code and the Virginia Erosion and Sediment Control Handbook.
- C) Permitholders shall provide evidence of any and all required state and/or federal permits prior to the issuance of a land disturbance permit.
- D) Prior to Applicant's submission of the Erosion and Sediment Control Plan, the Applicant will contact the County's erosion and sediment control reviewer to arrange a meeting on the Property with the Applicant's engineer.
- E) The County may obtain an independent third-party review of the Erosion and Sediment Control Plan at the expense of the Applicant.

- F) The erosion and sediment control plan shall provide that no topsoil will be removed from the facility/site but instead will be used onsite to establish ground cover.
- G) The Applicant shall include sufficient surety to guarantee that funding is available to implement and maintain all required erosion and sediment control measures.
- H) The County may require the Applicant to provide for the funding of a third-party erosion and sediment control inspector during the period of construction. Any as-needed third-party erosion and sediment control inspector, while paid for by the Applicant, Permitholders and/or any successor-in-interest, shall be selected and managed by the Planning Director, or his designee.
- I) In projects involving more than 100 acres of land disturbance, the following requirements will apply:
  - 1) Incorporate a protocol developed in coordination with the Planning Director, or his designee, the Soil and Water Conservation District, and the Virginia Department of Environmental Quality that specifies the phased construction of designated units of land so that the total area of disturbed land at any one time is appropriately limited given the nature of the construction activities, the size of the Project, the topography and water resources of and in the project area, and the erosion and sediment controls to be employed.
  - 2) The protocol will be designed to ensure that ground cover is expeditiously established, and appropriate site stabilization is achieved throughout construction.
- J) The owner or operator shall follow the best practices outlined in the Soil-Site Management Protocols & Best Management Practices (BMPs) for Utility Scale Solar Site (USS) Development and Management in Virginia (<https://landrehab.org/wp-content/uploads/2024/05/USS-White-Paper-5-12-24.pdf>).

**Sec. 22-28-19. – Construction on steep slopes**

- A) Solar panels shall not be installed on steep slopes of 20 percent or greater.
- B) Steep slopes of 20% or greater shall remain in their natural, undisturbed state to the maximum extent practicable, unless otherwise approved by the Planning Director.

**Sec. 22-28-20. – Historic resources, cultural and grave site impact analysis**

**In accordance with the County’s goals, an impact analysis for historic and cultural resources, including grave sites, shall be conducted and provided by the applicant to identify, preserve, and protect significant historic resources and to ensure respectful treatment of graves in accordance with applicable laws of the Commonwealth. The impact analysis shall identify graves and significant historic or cultural resources to be impacted, including but not limited to areas, districts, sites, structures and objects, locally designated as historic or culturally**

significant, or listed or determined eligible by the Department of Historic Resources' evaluation team for listing on the state and federal historic registers. If such resources are identified, the analysis shall include a proposed treatment plan to preserve, protect, and/or enhance these resources through avoidance, minimization or mitigation.

Sec. 22-28-21. – Groundwater monitoring

Groundwater monitoring must take place prior to the start of construction and upon completion of construction throughout the project area. After the Utility Scale Solar Generation Facility begins operations, groundwater monitoring shall take place every five (5) years and upon completion of decommissioning. Results from all groundwater monitoring shall be provided to the County Planning Director.

Sec. 22-28-22. – Emergency response plan

- A) Prior to completion of construction, the owner or operator of the facility shall provide the County Planning Director with an emergency management plan for the facility.
- B) The goal of this emergency response plan is to provide safety guidelines and procedures for potential emergency-related incidents during all phases of the life of the facility (construction, operation, and decommissioning).
- C) The owner or operator of a facility must coordinate with the Fluvanna County Coordinated Fire and Rescue System to provide materials, education, and/or training on how to safely respond to on-site emergencies, and to develop, implement, periodically update, and perform exercises on an emergency response plan.
- D) Emergency personnel must be provided a knox box or code to access the property in case of an on-site emergency.
- E) Training shall be provided and updated (i) whenever significant modifications and/or repairs are made to the facility and (ii) at the request of the County Fire Chief.

Sec. 22-28-23. – Special use permit application requirements

- A) All special use permit applications for Utility Scale Solar Generation Facilities must contain the following information:
  - 1) Project narrative. A detailed narrative shall identify the following:
    - a. The applicant, facility owner, site owner and operator;
    - b. The description of the facility;
    - c. Overview of the project and its location;
    - d. Size of the site and project area;
    - e. Current use and previous use (10 years preceding application) of the site;



- f. Estimated time for construction, any phasing schedule, and proposed date for commencement of operations;
  - g. Location of staging area;
  - h. Planned maximum rated capacity of the facility;
  - i. The approximate number, type, and footprint of solar equipment;
  - j. Specifications for proposed equipment including materials, color, finish, country of origin and racking type;
  - k. Information on ancillary facilities;
  - l. How and where the electricity at the facility will be transmitted;
  - m. General location of the proposed electrical grid interconnection; and
  - n. All adverse partition sales shall be disclosed.
- 2) Concept plan. The concept plan must be prepared by a professional Virginia licensed engineer and shall identify the following:
- a. Identification of subject parcels and property lines;
  - b. Identification of required setbacks;
  - c. Existing and proposed buildings and structures;
  - d. Preliminary locations and heights of solar panels, ground equipment, ancillary equipment and other proposed structures;
  - e. Location of proposed fencing, driveways, internal roads, parking and locations of points of ingress/egress;
  - f. Location of proposed buffers and screening elements;
  - g. Location of substations and electrical cabling from facility to substation;
  - h. Location of fencing or other methods of ensuring public safety;
  - i. Proposed lighting for the facility;
  - j. Aerial imagery showing the proposed location and boundaries of the facility, fenced areas, ingress/egress and the closest distance to all adjacent property lines and buildings; and
  - k. Additional information required by the Planning Director such as a scaled elevation view, photographs of the site, modeling of the project from sensitive locations, and additional information for a technical review of the facility.

**Sec. 22-28-24. – Review of Utility Scale Solar Generation Facility**

- A) The County may engage independent third-party consultants to review special use permit applications and associated documents for completeness and compliance with applicable County, state and federal laws. Any costs associated with the review shall be paid by the applicant.
- B) Applications for special use permits for (“Utility Scale Solar Generation Facilities USSGFs”) are subject to comprehensive plan review under Virginia Code Sec. 15.2-2232.

- C) For all USSGFs, the applicant must enter into a siting agreement with the County pursuant to Virginia Code Title 15.2, Article 7.3.
- D) The property will be subject to inspection by the County Planning and Zoning Department staff and the Building Department staff upon reasonable notice to the owner/operator of the USSGF.

**Sec. 22-28-25 Decommissioning**

- A) Decommissioning plan- A draft decommissioning and reclamation plan shall be submitted and approved before issuance of the zoning permit, and the plan must be certified by an independent engineer with a Virginia professional engineering license selected by the County but paid for by the Applicant, and such plan shall contain the following information:
  - 1) Contact information for the party identified as primarily responsible for decommissioning;
    - a. Anticipated life of project;
    - b. Estimated decommissioning cost in current dollars;
    - c. How the cost is determined;
    - d. Method of ensuring funds will be available for decommissioning and restoration;
    - e. Estimation method to keep decommissioning cost current;
    - f. Manner in which facility will be decommissioned and the site restored; and
    - g. Plan should include statement of disposal or recycling destination for solar panels.
  - 2) Decommissioning plans shall be updated every five years.
- B) Decommissioning and reclamation
  - 1) Solar facilities that have reached the end of their useful life or have not been in active and continuous service for a period of six months must be removed at the owner's or operator's expense in accordance with this section and all other applicable local, state and federal laws and regulations. However, the County may extend this period upon a showing that a longer repair period is needed or where evidence is provided that the failure to utilize the facility is beyond the reasonable control of the owner or operator.
  - 2) The owner or operator must notify the Planning Director by certified mail of the proposed date of discontinued operations and plans for removal.
  - 3) The decommissioning must be performed in compliance with the approved decommissioning plan. The Planning Director must approve any amendments to the decommissioning plan.

- 4) The decommissioning shall be completed within 12 months of the date the owner or operator sends notice to the Planning Director.
  - 5) Decommissioning must include removal of all electric systems, buildings, cabling, electrical components, security barriers, roads, foundations, pilings, and any associated facilities.
  - 6) Components of the facility removed from the site shall be handled and disposed of in compliance with applicable local, state, and federal law and regulations.
  - 7) In no event shall any hardware, parts, structures, components or other portions of the facility be disposed of in a convenience center or transfer station in the County.
  - 8) All solar panels shall be disposed of in a certified recycling center for solar panels.
  - 9) After removal of all facilities, the ground upon which the facilities were located must be tillable and suitable for agricultural uses. Trenches, boring and excavations shall be filled and compacted. The soil shall be stabilized to a depth of three (3) feet, and the site must be graded and reseeded.
  - 10) Any exception to site restoration must be approved by the Planning Director.
  - 11) Hazardous material must be disposed of in accordance with federal and state law.
- C) Decommissioning surety
- 1) A surety agreement and attendant financial or bond instrument and guarantee for decommissioning, in a form acceptable to the County Attorney, and in amount as determined sufficient by the Board of Supervisors shall be submitted before a building permit or land disturbing permit is issued for the Utility Scale Solar Generation Facility. Any such surety shall include an automatic adjustment for inflation or as necessary based upon a decommissioning plan update.
  - 2) Options for surety include cash escrow, performance surety bond, certified check, irrevocable letter of credit or other security acceptable to the County.
  - 3) The surety agreement must prohibit the release of the surety without the written consent of the County. The County will consent to the release of the surety upon the owner's or operator's compliance with the approved decommission plan.
  - 4) The amount of funds required to be guaranteed by the surety must be the full amount of the estimated decommissioning costs without regard to possible salvage value.
  - 5) An independent professional engineer, selected by the County and paid for by the permit holder, must recalculate the estimated cost of decommissioning every three years, and the amount of the surety shall be updated accordingly.
  - 6) If the owner or operator fails to remove the installation in accordance with the requirements or within the permitted time, the County may collect the surety and the County or its agent may enter the property to perform any work necessary to complete the decommissioning.

7) **If the decommissioning surety and salvage recompense is insufficient, the County shall have the right to recover such costs from the owner or operator to include legal fees and expenses.**

**D) Damaged or unusable panels**

**1) Damaged or unusable panels or arrays shall be removed from the site within 60 days of removal from service.**

**2) In no event shall any damaged or unusable panels or arrays be disposed of in a convenience center or transfer station in the County.**

**3) All damaged or unusable solar panels shall be disposed of in a certified recycling center for solar panels.**

(2) *That the Ordinance shall be effective upon adoption.*

**FLUVANNA COUNTY PLANNING COMMISSION  
MEETING MINUTES  
Morris Room – County Administration Building  
132 Main Street Palmyra, VA 22963  
Tuesday, July 9, 2024  
Regular Meeting 7:00pm**

**MEMBERS PRESENT:**

Barry Bibb, Chair  
Kathleen Kilpatrick, Commissioner  
Howard Lagomarsino, Commissioner  
Loretta Johnson-Morgan, Commissioner  
Mike Goad, Representative of Board of Supervisors

**ABSENT:**

Eddie Shifflett, Commissioner

**STAFF PRESENT:**

Todd Fortune, Director of Planning  
Dan Whitten, Fluvanna County Attorney  
Kayla Polychrones, Administrative Assistant  
Kelly Harris, Assistant County Administrator  
Eric Dahl, County Administrator  
Jason Overstreet, Senior Planner

**CALL TO ORDER, THE PLEDGE OF ALLEGIANCE AND A MOMENT OF SILENCE:**

At 7:00 pm, Chair Bibb, called the July 9, 2024 Regular Meeting to Order, led in the Pledge of Allegiance and then he conducted a Moment of Silence.

**DIRECTOR'S REPORT – Todd Fortune, Director of Planning**

**Announcements and Updates**

- Wawa (SDP 23:07) has submitted an application for a sign permit with accompanying sign plans that are currently being reviewed by staff. A waiver from the sign requirements per the County Code will be needed for one of the signs submitted due to its size. A public hearing is scheduled for August 21 for the Board of Supervisors to consider a waiver.
- The Solar Ordinance Committee met on July 2, 2024 and agreed on some recommendations for policy going forward. The Committee is tentatively set to meet again in mid to late July.
- The Board of Supervisors held a Public Hearing on July 3 on ZTA 24:02. The Board approved the ZTA with a referral to the Solar Committee and Planning Commission for the creation of an S-1 District.
- Swallowtail Solar has submitted revisions to their plans for the proposed 15.9 MW facility. The company has been working on revisions to plans as requested by Technical Review Committee for the last seven months. The revisions were submitted in early June.

**Upcoming Zoning Cases**

- **Site Development Plan** – A developer has submitted plans for a proposed gas station/convenience store, car wash, and commercial building on South Boston Road. The property in question was rezoned from A-1 Agricultural, General to B-1 Business, General in 2007. The Commission will need to approve this plan.
- **Special Use Permit** – A property owner has submitted an application for a Special Use Permit to develop an upscale campground between Fork Union and Columbia. This will require a public Hearing.
- **Technical Review Committee** – The TRC is scheduled to meet on Friday July 12 to review these projects.
- **Rural Cluster Subdivision**- Staff have received an application for a rural cluster subdivision consisting of 21 lots on 76 acres off of Justin Drive. This will be presented to the TRC for review in August.

**Upcoming Meetings**

- August 13, 2024 – Morris Room
- September 10, 2024 – Morris Room
- October 8, 2024 – Morris Room

**PUBLIC COMMENTS #1**

At 7:05 pm, Chair Bibb opened the first round of public comments. With no one wishing to speak, Chair Bibb closed the first round of public comments at 7:05 pm.

**MINUTES**

<b>MOTION:</b>	To Approve the Regular Meeting minutes of the Planning Commission of June 11, 2024 as amended.				
<b>MEMBER:</b>	Bibb	Kilpatrick	Shifflett	Lagomarsino	Morgan
<b>ACTION:</b>		<b>Second</b>		<b>Motion</b>	
<b>VOTE:</b>	Aye	Aye	Absent	Aye	Aye
<b>RESULT:</b>	<b>4-0 Approved, 1 Absent, as amended</b>				

<b>MOTION:</b>	To Approve the Special Called Meeting minutes of the Planning Commission of June 25, 2024 as presented.				
<b>MEMBER:</b>	Bibb	Kilpatrick	Shifflett	Lagomarsino	Morgan
<b>ACTION:</b>		<b>Second</b>			<b>Motion</b>
<b>VOTE:</b>	Abstain	Aye	Absent	Aye	Aye
<b>RESULT:</b>	<b>3-0 Approved, 1 Absent, 1 Abstain, as presented</b>				

**PUBLIC HEARINGS**

**Recommendation**– Intention to amend §§ 22-17-7 and 19-9-6 to amend zoning and subdivision fees

- Staff has reviewed surrounding counties Zoning and Subdivision fees and requested a resolution for a public hearing on fees. The last adjustment for fees was in 2018. The overall effect is that amending the fees could potentially increase revenue by approximately \$25,000.
- The following fees were proposed to change; Minor Subdivision from \$500 to \$750, Removal of \$250 Health Department Subdivision Reviews as this is a redundant charge, Removal of Existing System Review Fees, Boundary Line Adjustment from \$100 to \$200, Site Plan Waiver from \$0 to \$50, Removal of additional mailing cost fees, Sign Deposit for Public Hearing Fee from \$90 to \$50, BZA Variance Interpretation of Map from \$50 to \$550, Zoning Setback Application for New Construction of Single Family Dwelling from \$100 to \$150, Copy of Ordinances from \$30 flat fee to 50 cents per page, Zoning Compliance Letter Verification from \$0 to \$50 single parcel and \$100 multiple parcels, Zoning Determination Letter from \$0 to \$200, Home Occupation Permit Review from \$0 to \$50, Short Term Rental Application from \$0 to \$50, Removal of Construction Trailer Fee, and New Road Construction Fee from \$473 to \$100. All of these proposed changes are to align with surrounding counties fees, staff time, and additional costs that come with holding a public hearing.
- Commissioner Kilpatrick asked if the Conservation Easement Fee is comparable to surrounding county fees. County Attorney, Dan Whitten, stated that the Conservation Easement Fee is not part of the proposed changes and Commissioner Kilpatrick questioned the original price and noted the importance of accessibility to this program for property owners. Planning Director Fortune and County Attorney Whitten agreed to look into the waiver process for this fee.
- Commissioner Johnson-Morgan asked if the lower cost for the Public Hearing Signs would cover the replacement costs for bigger signs to be ordered. Staff stated they would need to research pricing for new larger signs and clarified that the signs fees were not taken into account as potential revenue as it is a deposit that is returned to the applicant when the sign is returned.

Overton McGehee, 924 Courthouse Road, spoke in support of waiving Conservation Easement fee.

Jack Beuth, 121 Middleton Mills Lane, spoke in support of reviewing fees.

With no one else wishing to speak, Chair Bibb closed the public hearing at 7:25 PM.

<b>MOTION:</b>	Motion to recommend deferral of an ordinance to amend §§ 22-17-7 and 19-9-6 of the Fluvanna County Code to amend zoning and subdivision fees to August 13 <sup>th</sup> , 2024.				
<b>MEMBER:</b>	Bibb	Kilpatrick	Shifflett	Lagomarsino	Morgan
<b>ACTION:</b>		<b>Motion</b>			<b>Second</b>
<b>VOTE:</b>	Aye	Aye	Absent	Aye	Aye
<b>RESULT:</b>	<b>4-0 -1 Absent Recommend Deferral</b>				

**2015 Comprehensive Plan – 2024 Update**

- Virginia Code **Section 15.2-2223**. Comprehensive plan to be prepared and adopted; scope and purpose. A. The local planning commission shall prepare and recommend a comprehensive plan for the physical development of the territory within its jurisdiction and every governing body shall adopt a comprehensive plan for the territory under its jurisdiction. **Section 15.2-2230** states that at least once every five years the Comprehensive Plan shall be reviewed by the local Planning Commission to determine whether it is advisable to amend the plan. Currently, Fluvanna County is out of state code compliance for adopting a Comprehensive Plan.
- Staff is proposing that the Planning Commission to adopt 2015 Comprehensive with updates being made to Chapter 2: Land Use and Community Design, Chapter 5: Economic Development (data only) and Chapter 6: Historic Preservation. Once the update is made and the plan has been adopted, staff will begin working with the Planning Commission on a full update of the Comprehensive Plan. After this public hearing, the Commission will be asked to make a recommendation to the Board of Supervisors. Kelly Harris addressed the Planning Commission stating that the process of adopting the 2015 Comprehensive Plan with future amendments and updates over the course of the next year is advised because this would make the county in compliance and give time to review and amend as needed. Chair Bibb and BOS Representative Mike Goad confirmed with County Attorney Whitten that amendments could be made at any time to the Comprehensive Plan.

Tom Diggs, 947 Jefferson Drive, gave comments about Comprehensive Plan update.

Suzy Morris, 6840 Thomas Jefferson Parkway, gave comments about Comprehensive Plan update.

Overton McGehee, 924 Courthouse Road, gave comments about rural clusters in Comprehensive Plan.

With no one else wishing to speak, Chair Bibb closed the public hearing at 7:55 PM.

- During Planning Commission discussion, Chair Bibb stated it would not be feasible to adopt the Comprehensive Plan update at this point without making suggested revisions first. Commission members would like to see changes to the full comprehensive plan as well as inclusion of resident advisory board appendices in the PC Packet prior to adopting Comprehensive Plan Update.

<b>MOTION:</b>	Motion to recommend deferral of action on the 2024 update of the Fluvanna County Comprehensive Plan to August 13, 2024				
<b>MEMBER:</b>	Bibb	Kilpatrick	Shifflett	Lagomarsino	Morgan
<b>ACTION:</b>				<b>Second</b>	<b>Motion</b>
<b>VOTE:</b>	Aye	Aye	Absent	Aye	Aye
<b>RESULT:</b>	<b>4-0 -1 Absent Recommend Deferral</b>				

**PRESENTATIONS**

None.

**SITE DEVELOPMENT PLANS**

**SDP24:04 --S.B. Cox, Inc., Road and Recycling Center**

- S.B. Cox Inc. has submitted a Site Development Plan for a materials recovery facility for construction and demolition debris on an approximately 16-acre portion of Tax Map 4 Section A Parcel 27A. A Special Use Permit (SUP22:04) was approved for the property in February 2023 with eleven conditions as recommended by the Planning Commission (refer to Board of Supervisors minutes of February 15, 2023.) The entire property is currently zoned I-2, General Industrial, contains a total of ninety acres, and is owned by Amber Hill, LLC. The SDP being considered is for a facility on Lot 3, consisting of 16 acres. The remainder of the property will be retained for future development as an industrial park. The proposed materials recovery facility use would be limited to construction and demolition debris, other inert materials and hazardous waste will not be transported to the Site. The applicant currently owns and operates materials recovery facilities in Richmond and Yorktown. Due to high demand and industry needs, the applicant is seeking to establish a third facility in Fluvanna County.
- Chair Bibb spoke about his visit to the Richmond facility and agreed it is a respectable operation and said the noise was not bad at all and could not be heard from the main road. Commissioner Johnson-Morgan had concerns about noise level during early hours and County Attorney Whitten confirmed the approved condition about start times of operation which cannot be changed. Commissioner Kilpatrick asked about airborne particles from the site and County Attorney Whitten confirmed DEQ has looked at this proposed use and site. BOS Representative Goad stated he has visited similar recovery facilities and

there are measures taken to minimize hazardous conditions to environment and safety of workers.

<b>MOTION:</b>	Motion to approve SDP 24:04 S.B. Cox Inc., a Site Development Plan request for a solid waste material recovery facility with the respect to 16 acres +/- of Tax Map 4 Section A Parcel 27A				
<b>MEMBER:</b>	Bibb	Kilpatrick	Shifflett	Lagomarsino	Morgan
<b>ACTION:</b>				<b>Motion</b>	<b>Second</b>
<b>VOTE:</b>	Aye	Aye	Absent	Aye	Aye
<b>RESULT:</b>	<b>4-0 1 Absent Approved</b>				

**SUBDIVISIONS**

**SUB05:83-** Meadow Brook Rural Cluster Subdivision Phase IV

- Southern Property LLC has requested an amendment to the conditions on the original A-1 rural cluster subdivision request pursuant to Section 19-7-2 of the Subdivision Ordinance with respect to 65.357 acres of Tax Map 12, Section 21, Parcels A and B, Tax Map 12, Section 21 Parcels 1 through 33, and Tax Map 12 Section A, Parcel 4. The Planning Commission approved the rural cluster subdivision in 2005 with 15 conditions. The developer has requested the following conditions be removed:
  6. Open space contains a recreation area and walking trails connected to all cul-de-sacs by easements
  7. Open space will contain a playground, picnic area, basketball/tennis court, and a play field
  8. An engineered fire suppression well and a minimum 10,000 gallon holding tank will be located at the entrance
  11. Provide trails for non-motorized traffic in the design of the development
- The project was broken into phases. Phase 1 is the entrance road to the subdivision. Phase 2, completed, consists of 12 residential lots. Phase 3, completed, consists of 21 lots. Phase 4, under construction, consists of the remaining 13 lots.
- In a letter to the Planning Commission and planning staff, the developer stated that the Home Owners Association (HOA) feels that it should be their decision to make regarding amenities in the open space. The amenities would create extra costs for the HOA to cover the capital expenditures and long-term maintenance costs. A large majority of the residents in this subdivision are retirees and consequently there would be few (or no) users for these amenities. A new fire station has opened within 2 miles of the entrance to the subdivision, rendering the fire suppression system unnecessary.
- Lois Haverstrom, General Counsel for Southern Property LLC, addressed Planning Commission concerns. Commissioner Lagomarsino asked if there is a nearby water source to draw from in the event of fire. County Attorney confirmed there is a private lake about half a mile from subdivision. Ms. Haverstrom expressed concern that other rural clusters are not required to have the same conditions for approval and there is no county code stating the above conditions are in subdivision ordinance. Commissioner Johnson-Morgan and BOS Representative Mike Goad, both agreed they want to know the reasoning behind the approval conditions from 2005 and if more research can be done by staff on rural cluster approval conditions.

<b>MOTION:</b>	Motion to defer SUB 05:83, a request for an amendment to the conditions to remove conditions 6,7,8, and 11 of the rural cluster subdivision approved for 46 lots pursuant to Section 19-7-2 of the Subdivision Ordinance with respect to 125.95 acres of Tax Map 12, Section 21, Parcels A and B Tax Map 12, Section 21, Parcels 1 through 33, and Tax Map 12 Section A, Parcel 4 to August 13 2024				
<b>MEMBER:</b>	Bibb	Kilpatrick	Shifflett	Lagomarsino	Morgan
<b>ACTION:</b>		<b>Motion</b>		<b>Second</b>	
<b>VOTE:</b>	Aye	Aye	Absent	Aye	Aye
<b>RESULT:</b>	<b>4-0 1 Absent Recommend Deferral</b>				



**UNFINISHED BUSINESS**

**ZMP24:01- Pratap Rai Deferral Request**

- Owner and applicant has requested a third deferral to June 28, 2025, for a proffer amendment request for Tax Map 5 Section A Parcel 54. The parcel was rezoned from A-1 to B-1 in 2009 and as part of the rezoning approval, the owner at the time, James Watson, submitted proffers which limited allowed uses to retail stores, offices, daycare centers, commercial greenhouses, and one or two single family dwellings. Mr. Rai initially made the request for proffered uses such as a personal services establishment as there was a beauty parlor operating out of the building. Since the June Planning Commission Meeting, Mr. Rai has closed the beauty parlor and advised that once both public and sewer are available to this property, he would like to place another business in the space formerly used as the beauty parlor. Public water is available now and the availability of public sewer is dependent upon the completion of infrastructure in the area. Mr. Rai has expressed the desire to connect public water and public sewer simultaneously.

<b>MOTION:</b>	Motion to approve the request for a deferral of ZMP 24:01, an ordinance to amend the proffer statement of ZMP09:04 with respect to 1.27 acres of Tax Map 5 Section A Parcel 54, until June 28, 2025.				
	Bibb	Kilpatrick	Shifflett	Lagomarsino	Morgan
<b>ACTION:</b>				<b>Second</b>	<b>Motion</b>
<b>VOTE:</b>	Aye	Aye	Absent	Aye	Aye
<b>RESULT:</b>	<b>4-0 1 Absent Approved Request for Deferral</b>				

**ZTA 24:02** – A request to amend Section 22-4-2.2 of the Fluvanna County code to remove utility scale solar generation facilities as use allowed by special use permit in the agricultural, A-1 zoning district.

- This amendment request was the result of meetings by the Solar Ordinance Review Committee and action taken by the Board of Supervisors. The Planning Commission had recommended a deferral until July 9, 2024 to give the Solar Ordinance Review Committee more time to study supplemental regulations.
- Subsequently, the Solar Ordinance Review Committee met on July 2, 2024. The group agreed on some recommendations:
  - Taking Utility Scale Solar out of A-1 in favor of a new S-1 solar district
  - A cap of 3% of total land area in the county under panel (approximately 5,400 acres)
  - A maximum of 500 acres (under panel) per project
- The Board of Supervisors held a Public Hearing on July 3, 2024 and the following motion was approved 4-1: Motion to approve ZTA24:02, an amendment to Section 22-4-2.2 of the Fluvanna County code to remove utility scale solar generation facilities as a use allowed by special use permit in the agricultural, A-1 zoning district and to remand and refer to the Solar Ordinance Review Committee and Planning Commission the creation of an S-1 solar district with agricultural uses and utility scale solar generation facilities allowed by special use permits in said S-1 district.
- The Solar Ordinance Review Committee is tentatively scheduled to meet in mid-July to work on supplemental regulations.
- No action was required to be taken by the Planning Commission on ZTA 24:02.

**NEW BUSINESS**

**Amendment to By-laws: Meeting Location**

- Planning Commission meetings were previously held at Carysbrook Performing Arts Center. Starting in June, Planning Commission meetings have been moved to the Morris Room of the County Administration Building at 132 Main Street, Palmyra, VA.

<b>MOTION:</b>	Motion to amend Page 1 of the Planning Commission Bylaws to change the location of Planning Commission meetings to the Morris Room, of the County Administration Building.				
<b>MEMBER:</b>	Bibb	Kilpatrick	Shifflett	Lagomarsino	Morgan
<b>ACTION:</b>		<b>Second</b>			<b>Motion</b>
<b>VOTE:</b>	Aye	Aye	Absent	Aye	Aye
<b>RESULT:</b>	<b>4-0 1 Absent Approved</b>				

**PUBLIC COMMENTS #2:**

Chair Bibb opened the second round of Public Comments at 8:50 pm.

Jack Beuth, 121 Middleton Mills Lane, spoke in support of Board of Supervisors approval of ZTA 24:02.

Steven Hurwitz, 19 Vine Ridge Drive, spoke in support of current Comprehensive Plan.

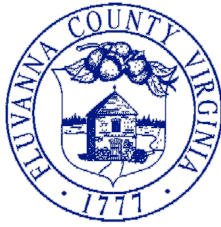
With no one else wishing to speak, Chair Bibb closed the second round of public comments at 9:00 P.M.

**ADJOURNMENT**

<b>MOTION:</b>	Motion to Adjourn the July 9 2024 Regular Meeting at 9:00 PM				
<b>MEMBER:</b>	Bibb	Kilpatrick	Shifflett	Lagomarsino	Morgan
<b>ACTION:</b>		<b>Motion</b>		<b>Second</b>	
<b>VOTE:</b>	Aye	Aye	Absent	Aye	Aye
<b>RESULT:</b>	<b>4-0 1 Absent Approved Adjournment</b>				

Minutes were recorded by Kayla Polychrones, Administrative Programs Specialist.

\_\_\_\_\_  
**Barry Bibb, Chair**  
**Fluvanna County Planning Commission**



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# COUNTY OF FLUVANNA

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*"Responsive & Responsible Government"*

132 Main Street  
P.O. Box 540  
Palmyra, VA 22963  
(434) 591-1910  
Fax (434) 591-1911  
www.fluvannacounty.org

## PLANNING COMMISSION STAFF REPORT

To: Fluvanna County Planning Commission  
Case: SUP 24:03 Camp Yellow Cardinal LLC  
Date: August 13, 2024

From: Todd Fortune, Director of Planning  
District: Fork Union Election District

**General Information:** This Special Use Permit (SUP) request is to be heard by the Planning Commission on Tuesday, August 13, 2024 at 7:00 pm at the County Administration Building, Morris Room.

**Applicant:** Camp Yellow Cardinal LLC

**Representative:** Kevin Wilson, Owner

**Requested Action:** SUP 24:03 Camp Yellow Cardinal LLC – A Special Use Permit request in the A-1, Agricultural, General District to operate a Campground under §22-4-2.2 on 13.173 ± acres and known as Tax Map 60 Section 8 Parcel 25. The subject property is located at the intersection of Bremono Road and Cloverdale Road in the Fork Union Election District.

**Existing Zoning:** A-1, Agricultural, General

**Existing Land Use:** Vacant

**Planning Area:** Rural Preservation Planning Area

**Adjacent Land Use:** The surrounding area is zoned A-1, Agricultural, General

**Applicant Summary:**

The applicant is requesting a Special Use Permit (SUP) for an upscale campground on a parcel located at Bremono Road and Cloverdale Road, Tax Parcel 60-8-25. The subject property is zoned A-1, Agricultural. The proposed use is allowed in A-1 with a SUP. North Creek bisects the property and meets with South Creek before exiting the property near its southeastern-most boundary. There is currently a gravel driveway entrance from Cloverdale Road that leads to roughly a quarter-acre clearing at the property's highest elevation.

The applicant is proposing to construct up to 12 campsites designed to blend in with the natural environment. Each campsite will consist of a platform deck with a geodesic dome accommodation structure, a fire-pit, a picnic table, and a wood-burning hot tub. The first phase of development would consist of six (6) campsites and a centrally located bath house with six individual showers, sink, and toilet facilities. The second phase of development would consist of six additional campsites and one additional bathhouse with enough facilities to accommodate the expansion.

The proposed facility would also include a 15-space parking lot to accommodate vehicles for campground guests. The applicant has advised that they will not accommodate recreational vehicles on the property. Other amenities would include a centrally located communal pavilion for dining and recreational activities, walking paths throughout the property, and a camp store for guests that would be operated out of a non-operational RV on the property (the store would only be open to guests and campground would carry non-perishable food and merchandise for purchase).

### **Comprehensive Plan:**

The Comprehensive Plan designates this property as within the Rural Preservation Planning Area. According to this chapter, “The rural preservation areas are intended to be the least developed areas of the county” along with rural land uses that support the rural quality of life.

The Comprehensive Plan recommends that development within Rural Preservation areas preserve the character of the area and promote economic development. Accordingly, “Landholders in these planning areas should be given the opportunity to pursue options that will supplement their income. This is particularly the case for landowners who may need to supplement their income in order to maintain rural land uses. Although these areas do not have the population base or location attributes to attract much commercial development, other types of development may be appropriate and should be reviewed on an individual basis.” Additionally, landowners in and around these planning areas should be given the opportunity to pursue options that will supplement or provide income and may provide additional employment opportunities to the surrounding community. The campground will attract visitors from outside the County who could patronize local businesses, providing increased revenue for those businesses and, consequently, providing employment opportunities to those who reside in Fluvanna County.

### **Technical Review Committee:**

The Technical Review Committee has reviewed the proposed SUP and offered the following comments:

- The proposed fire pits for fire pits would not be exempt from the State’s 4 p.m. Burn Law – meaning that between February 15 and April 30 during the hours of 12:00 midnight and 4:00 p.m., active burning could not occur in the open fire pits. To mitigate this, the pits would need to be covered with quarter inch screens, firefighting tools such as shovels, rakes and water are on site, and campfires would need to be attended until they are completely extinguished.

- The campground operator is encouraged to develop a safe system of discarding woodstove ashes as the burning apparatus is cleaned out, to minimize the risk of wildfire from live embers.
- Some providers may not have cell service in that area. The applicant should consider having a land line available for emergency calls.
- A separate construction entrance should be used for the second phase.
- A separate emergency access will be needed from Bremono Road.
- Labeling/signage for the pods is encouraged, to make sure first responders know where the pods are located.
- A water storage system may be needed for fire suppression.
- There will be a parking area for clients, but the rest of the campground will be for foot traffic. The applicant plans to keep the trails as natural as possible; however, trails may need to be made wider for fire/rescue vehicles. Additionally, stretchers need to be able to roll on the trails if someone needs to be carried out due to an emergency.
- The fire boxes for the hot tubs may be subject to open air fire laws.
- Any plans and construction need to abide by riparian buffer requirements as laid out in the Fluvanna County Code (North Creek bisects the property). Any river/stream crossings need to be as perpendicular to the river/stream as possible.
- An E&S/Stormwater Plan will be needed as part of the formal plans.

### **Planning Analysis:**

Camp Yellow Cardinal, LLC is requesting a SUP to construct an upscale campground and accessory uses on Tax Map 60-8-25 (at the intersection of Bremono and Cloverdale Roads). The Property is currently covered in woodlands, with North Creek bisecting the property and connecting to South Creek before exiting the Property near its southeastern-most boundary. There is currently a gravel driveway entrance from Cloverdale Road that leads to roughly a quarter-acre clearing, where there is an 8' x 12' shed and a non-operational RV.

The proposed development will consist of a total of 12 campsites, constructed in two phases. Each campsite will consist of a platform deck with a geodesic dome accommodation structure, a fire-pit, a picnic table, and a wood-burning hot tub. The first phase would consist of six campsites and a centrally located bath house with six individual showers. The second phase would consist of six additional campsites and one additional bathhouse with enough facilities to accommodate the expansion. The campground would be served by a 15-space parking lot to accommodate visitors. Additionally, the proposed development would include a centrally located

communal pavilion for dining and recreational activities, walking paths, and a camp store operated out of non-operational RV on the property.

The applicant's proposal would limit guest activities to designated areas and enforce "quiet hours" after 10:00 p.m. nightly. There would be no festival type events held on the campground. The applicant's business plan calls for marketing the site to couples looking for an escape.

The planned campground would be served by a private well and septic system. The applicant is working with the Virginia Department of Health-Office of Drinking Water to develop a Class II well that would serve the property. The applicant is also working with DEQ and EnviroKleen on the development of a septic system to serve the property. To address potentially limited cell service in the area, the applicant is open to having Star Link internet service available.

When evaluating proposed uses for a special use permit, in addition to analyzing the potential adverse impacts of the use, staff utilizes two (2) general guidelines for evaluation as set forth in the zoning ordinance.

**1) The proposed use should not tend to change the character and established pattern of the area or community.**

Give the number of campsites on the property, and the lack of festival events to be held on the property, the increase to local traffic is expected to be negligible and any additional noise generated is expected to be minimal; therefore, it does not appear that the established rural pattern of the community would be altered or changed.

**2) The proposed use should be compatible with the uses permitted in that zoning district and shall not adversely affect the use/or value of neighboring property.**

The campground is an allowed use with a SUP. The surrounding land use is low density residential and should not be adversely affected by the proposed daycare use.

**Recommendation:**

The Planning Commission should consider any potential adverse impacts to the surrounding community, such as traffic entering and exiting the property, noise, or potential visual impacts to adjacent properties. The proposed campground will attract visitors to the area, which in turn will provide potential customers for local businesses (providing a boost to the local economy and avoiding additional residential development in a rural area of the County). Aside from a potential for a modest increased need for fire and rescue services, the effect on local infrastructure is expected to be minimal.

It is the opinion of staff that the location and intended use of the property is consistent with the recommendations of the Comprehensive Plan and Zoning Ordinance. Therefore, staff recommend **approval** subject to the following conditions:

1. The applicant would submit a site plan for approval that addresses the concerns stated by the Technical Review Committee regarding emergency access, a second construction entrance for the second phase of construction, abiding by riparian buffer requirements as laid out in the Fluvanna County Code, and an acceptable E&S/stormwater plan.
2. The site shall be maintained in a neat and orderly manner so that the visual appearance from the public right-of-way and adjacent properties is acceptable to County officials.
3. The applicant shall ensure compliance with the Noise Ordinance of the Code of the County of Fluvanna, as adopted and as enforced by the Fluvanna County Sheriff's Office.
4. The Board of Supervisors, or representative, reserves the right to inspect the business for compliance with these conditions at any time.
5. Under Sec. 22-17-4 F (2) of the Fluvanna County Code, the Board of Supervisors has the authority to revoke a Special Use Permit if the property owner has substantially breached the conditions of the Special Use Permit.

**Suggested Motion:**

I move that the Planning Commission recommends (approval / denial / deferral) of SUP 24:03, a request to permit a campground and accessory uses with respect to 13.173 ± acres of Tax Map 60 Section 8 Parcel 25 with the conditions as described in the staff report.

**Attachments:**

- A – Application
- B -- Conceptual Plans
- C -- Preliminary Site Plans
- D – Adjacent Parcel Owner Notification
- E -- Public Hearing Notice



COMMONWEALTH OF VIRGINIA  
**COUNTY OF FLUVANNA**  
**Application for Special Use Permit (SUP)**

**Owner of Record:** Camp Yellow Cardinal, LLC **Applicant of Record:** \_\_\_\_\_  
**Address:** 8217 Shannon Hill Road, Henrico, VA 23229 **Address:** \_\_\_\_\_  
**Phone:** (804) 502-1469 **Fax:** \_\_\_\_\_ **Phone:** \_\_\_\_\_ **Fax:** \_\_\_\_\_  
**Email:** campyellowcardinal@gmail.com **Email:** \_\_\_\_\_

**Representative:** Kevin Wilson  
**Address:** 8217 Shannon Hill Road, Henrico, VA 23229  
**Phone:** (804) 502-1469 **Fax:** \_\_\_\_\_  
**Email:** kevinpatrickwilson@gmail.com

**Note: If applicant is anyone other than the owner of record, written authorization by the owner designating the applicant as the authorized agent for all matters concerning the request shall be filed with this application.**

If property is in an Agricultural Forestal District, or Conservation Easement, please list information here:  
 \_\_\_\_\_  
 \_\_\_\_\_

**Tax Map and Parcel(s)** 60 8 25  
**Acreage** 13.173 **Zoning** A-1 Agricultural

**Deed Book and Page:** Plat Book 1, Page 54

**Location of Parcel:** See attached deed and legal description.

**If any Deed Restrictions, please attach a copy**

Request for an SUP for the purpose of: Campground

\*Ten copies of a sketch plan (8.5x11 inches or 11x17 inches) must be submitted, showing size and location of the lot, dimensions and location of the proposed building, structure or proposed use, and the dimensions and location of the existing structures on the lot.

By signing this application, the undersigned owner/applicant authorizes entry onto the property by County Employees, the Planning Commission, and the board of Supervisors during the normal discharge of their duties in regard to this request and acknowledges that county employees will make regular inspections of the site.

Date: 7/2/2024 Signature of Owner/Applicant: \_\_\_\_\_ Signature page follows on page 4 [Signature]

Subscribed and sworn to before me this 22 day of July, 2024

Notary Public: [Signature] Register # 7009802

My commission expires: 3/31/2028

Certification: Date: 7/2/2024

**JAMES M WILSON**  
 NOTARY PUBLIC  
 REG. #7009802  
 COMMONWEALTH OF VIRGINIA  
 MY COMMISSION EXPIRES MARCH 31, 2028

Office Use Only	
Date Received: <u>7/2/2024</u> Pre-Application Meeting: <u>05/2024</u> PH Sign Deposit Received: <u>7/2/2024</u>	Application #: SUP <u>24:03</u>
\$800.00 fee plus mailing costs paid: <u>Check #0126</u> Mailing Costs: \$20.00 Adjacent Property Owner(APO) after, 1st 15, Certified Mail Amendment of Condition: \$400.00 fee plus mailing costs paid: _____ Telecommunications Tower fee plus mailing costs paid: _____ Telecom Consultant Review fee paid: _____	
Election District: <u>Fork Union</u>	Planning Area: <u>Rural Preservation</u>
Public Hearings	
Planning Commission	Board of Supervisors
Advertisement Dates: <u>07/26/24 &amp; 8/09/24</u>	Advertisement Dates: _____
APO Notification: <u>7/23/24</u>	APO Notification: _____
Date of Hearing: <u>8/13/2024</u>	Date of Hearing: _____
Decision: _____	Decision: _____





Commonwealth of Virginia  
County of Fluvanna  
Public Hearing Sign Deposit

Name: Camp Yellow Cardinal, LLC  
Address: 8217 Shannon Hill Road  
City: Henrico  
State: VA Zip Code: 23229

I hereby certify that the sign issued to me is my responsibility while in my possession. Incidents which cause damage, theft, or destruction of these signs will cause a partial or full forfeiture of this deposit.

[Signature] for Applicant + 7/1/2024  
Applicant Signature Date

\*Number of signs depends on number of roadways property adjoins.

OFFICE USE ONLY	
Application #: <b>BZA</b> _____ : <b>CPA</b> _____ : <b>SUP</b> _____ : <b>ZMP</b> _____ : <b>ZTA</b> _____ :	
\$90 deposit paid per sign*:	Approximate date to be returned:

LAURA E WILSON  
KEVIN P WILSON  
8217 SHANNON HILL RD  
HENRICO, VA 23229

126  
65-7737/2550  
34

7/1/2024  
DATE

PAY TO THE  
ORDER OF

Fluvanna County

\$ 800.00

Eight hundred and xx/100

DOLLARS



Photo  
Safe  
Deposit®  
Details on back



LINE OF CREDIT

FOR Sup Application Fee - Camp Yellow Cardinal

MP



Member Checks

LAURA E WILSON  
KEVIN P WILSON  
8217 SHANNON HILL RD  
HENRICO, VA 23229

127  
65-7737/2550  
34

7/1/2024  
DATE

PAY TO THE  
ORDER OF

Fluvanna County

\$ 90.00

Ninety and xx/100

DOLLARS



Photo  
Safe  
Deposit®  
Details on back



LINE OF CREDIT

Camp Yellow Cardinal  
FOR Sup Application - Sign Deposit

MP



Member Checks

Describe briefly the **improvements** proposed. State whether new buildings are to be constructed, existing buildings are to be used, or additions made to existing buildings.

Please see attached.

**NECESSITY OF USE:** Describe the reason for the requested change.

Please see attached.

**PROTECTION OF ADJOINING PROPERTY:** Describe the effects of the proposed use on adjacent property and the surrounding neighborhood. What protection will be offered adjoining property owners?

Please see attached.

**ENHANCEMENT OF COUNTY:** Why does the applicant believe that this requested change would be advantageous to the County of Fluvanna? (Please substantiate with facts.)

Please see attached.

**PLAN:** Furnish plot plan showing boundaries and dimensions of property, width of abutting right-of-ways, location and size of buildings on the site, roadways, walks, off-street parking and loading space, landscaping, etc. Architect's sketches showing elevations of proposed buildings and complete plans are desirable and may be required with the application.  
Remarks:

Please see attached.

**Commonwealth of Virginia**  
**County of Fluvanna**  
**Special Use Permit Checklist**

The following information shall be submitted with the application and is to be provided by the applicant for the processing of the application:

Applicant must supply	Staff Checklist
Completed Special Use Permit signed by the current owner(s) or lessee or written confirmation from the current owner or lessee granting the right to submit the application	
Ten (10) copies of a Site Plan for any expansion or new construction Include: <ul style="list-style-type: none"> <li>• Plot plan or survey plat at an appropriate scale</li> <li>• Location and dimension of existing conditions and proposed development</li> <li>• <i>Commercial and Industrial Development:</i> parking, loading, signs, lighting, buffers and screening</li> <li>• Copy of the Tax Map showing the site (preferred)</li> <li>• General Location Map (preferred)</li> </ul>	
Supporting graphics are not required, but suggested for site illustration & visualization	

*All maps and plans submitted are to be either 8.5"x 11" or 11"x 17". One original of any size may be for staff use at the public hearing.*

Staff Only	Staff Checklist
<b>Preliminary review by planning staff for completeness and content:</b>	
<ul style="list-style-type: none"> <li>• Technical Review Committee review and comment</li> <li>• Determine all adjacent property owners</li> <li>• Placed as a Public Hearing on the next available agenda of the Planning Commission.</li> </ul>	
<b>Notification of the scheduled Public Hearing to the following:</b>	
<ul style="list-style-type: none"> <li>• Applicant</li> <li>• All adjacent property owners</li> <li>• Local Newspaper advertisement</li> </ul>	
<b>Staff Report to include, but not be limited to:</b>	
<ul style="list-style-type: none"> <li>• General information regarding the application</li> <li>• Any information concerning utilities or transportation</li> <li>• Consistency with good planning practices</li> <li>• Consistency with the comprehensive plan</li> <li>• Consistency with adjacent land use</li> <li>• Any detriments to the health, safety and welfare of the community.</li> </ul>	

Page 5 of 5  
**For Applicant**

The Special Use Permit application fee is made payable to the **County of Fluvanna**.

**Meetings for the processing of the application**

Applications must be submitted by the first working day of the month to have the process start that month. Applications received after the first working day will have the process start the following month.

**Process:**

1. Placed on next available Technical Review Committee (TRC) agenda.
2. Placed as a Public Hearing on agenda of the Planning Commission (PC) the month following TRC meeting. Staff Report and Planning Commission recommendation forwarded to the Board of Supervisors.
3. Placed as a Public Hearing on agenda of the Board of Supervisors the month following PC meeting.

**Applicant or a representative must appear at the scheduled hearings.**

The Technical Review Committee provides a professional critique of the application and plans. The Planning Commission may recommend to the Board of Supervisors: approval; approval subject to resubmittal or correction; or denial of the special use permit.

**Board Actions**

After considering all relevant information from the applicant and the public, the Board will deliberate on points addressed in the Staff Report.

The Board may approve; deny; or defer the request pending further consideration; or remand the case back to the Planning Commission for further consideration.

With **approval**, the development may proceed.

If **denied**, an appeal to the Courts may be prescribed by law

*No similar request for a Special Use Permit for the same use at the same site may be made within one year after the denial.*

Signature Page for Fluvanna County Special Use Permit Application

Camp Yellow Cardinal

Tax Map Parcel: 60-8-25

The undersigned hereby certifies that he has the legal power to act on behalf of the owner of the subject parcel listed in Fluvanna County Records.

The undersigned certifies that the information provided on this application and accompanying information is accurate, true, and correct to the best of his knowledge.

The undersigned consents to receiving written comments, letters, or notifications regarding this application via e-mail. This consent does not preclude such written communication from being sent via USPS first class mail.


By signing this application, the undersigned owner/applicant authorizes entry on to the property by County Employees, the Planning Commission, and the board of Supervisors during the normal discharge of their duties in regard to this request and acknowledges that county employees will make regular inspection of the site.

Applicant: Camp Yellow Cardinal, LLC, a Virginia limited liability company

By:   
Kevin Wilson, Manager

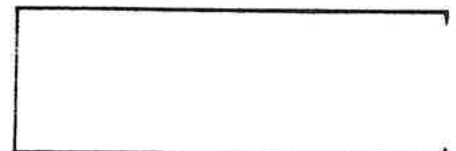
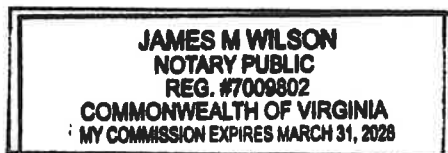
Date: 7/1/2024

Subscribed and sworn to before me this 1<sup>st</sup> day of July, 2024

Notary Public:  Register # 7009802

My commission expires: 3/31/2028

Certification:



# County of Fluvanna

## Application for Special Use Permit (SUP)

Camp Yellow Cardinal  
Special Use Permit Application Narrative - Campground  
Original Submission: July 1, 2024

### **Project Proposal**

On behalf of Camp Yellow Cardinal, LLC (“Camp Yellow Cardinal” or the “Applicant”), I hereby request the approval of a Special Use Permit (“SUP”) for Tax Map Parcel 60-8-25 (the “Property”). I specifically request a permit for the 13.173 acres comprising the Property to allow a Campground (Section 22-4-2.2) and accessory uses, as described in the Application (the “Project”). The Project’s Conceptual Plans are enclosed as Attachment A.

**Describe briefly the improvements proposed. State whether new buildings are to be constructed, existing buildings are to be used, or additions made to existing buildings.**

Camp Yellow Cardinal intends to create an upscale camping destination located in Fluvanna County. Combining the rugged charm of camping with the luxury of resort-quality accommodations, we plan to offer guests a unique and unforgettable outdoor hospitality experience. Our goal is to provide guests with a sanctuary where they can unplug from the daily grind, reconnect with nature, and create lasting memories with the ones they love.

#### Current Use:

The Property is currently covered in woodlands composed mostly of young pine trees with some older growth trees present throughout. North Creek bisects the property and meets with South Creek before exiting the Property near its southeastern-most boundary. There is currently a gravel driveway entrance from Cloverdale Road that leads to roughly a quarter-acre clearing at the Property’s highest elevation. In this clearing there is currently a 8’ x 12’ shed and a non-operational RV.

#### Proposed Improvements:

Camp Yellow Cardinal proposes the development of a campground that includes several key improvements to the property. We will construct up to 12 campsites designed to blend in with the natural environment. Each campsite will consist of a platform deck with a geodesic dome accommodation structure, a fire-pit, a picnic table, and a wood-burning hot tub. In the first phase of development, we plan to build six campsites and a centrally located bath house with six individual shower,

sink, and toilet facilities. The second phase of development will include the construction of six additional campsites and one additional bathhouse with enough facilities to accommodate the expansion.

Additionally, we will create a 15 space parking lot to accommodate our guests' cars. (We will not cater to or accommodate recreational vehicles on the Property.) We will construct a centrally located communal pavilion for dining and recreational activities. Walking paths will be established throughout the property to provide easy access to all amenities and to encourage exploration of the Property.

Lastly, we intend to renovate the non-operational RV on the property to function as a camp store for our guests. This will be open only to guests of Camp Yellow Cardinal and carry non-perishable food and merchandise for purchase.

#### Impacts on Public Facilities & Infrastructure

The Property is not located within the jurisdictional area for County water and sewer service. Camp Yellow Cardinal proposes the drilling of a new well to supply potable water to the bathhouse(s). Based on the findings of Enviro-clean Co.'s June 5th, 2024 investigation of the property, Camp Yellow Cardinal proposes the design and installation of a Domestic Sewage Discharge system to dispose of sewage waste. Detailed information regarding the design and proposed treatment will be provided and coordinated with the County, Virginia Department of Health, and the Virginia Department of Environmental Quality. Please see Attachment B.

#### Stormwater & Erosion Control

The existing drainage patterns and flow paths will be maintained on the Property to the maximum extent possible. Preservation of the existing landscape, terrain, and character of the Property are at the forefront of the design principles and placement of all new structures. The goal is to minimize the need to clear or grade the Property as much as possible.

#### **Necessity of use: Describe the reason for the requested change.**

We are requesting a Special Use Permit to allow for a campground at the Property to create a unique blend of agritourism and luxury outdoor recreation. This development will not only preserve the natural beauty of the land but also attract tourists, generate local employment, and stimulate the economy. By converting the land to a campground micro-resort, we can offer guests an immersive outdoor experience that promotes environmental appreciation and conservation, while still supporting the local agricultural community through partnerships and the use of local products. This change aligns with broader community goals of sustainable development and enhancing outdoor recreational opportunities for residents and visitors alike.



**Protection of adjoining property: Describe the effects of the proposed use on adjacent property and surrounding neighborhood. What protection will be offered adjoining property owners?**

The proposed use of the Property as a campground is designed to have minimal impact on adjacent properties and the surrounding neighborhood. Our careful planning and design prioritize environmental stewardship and community harmony. The Project will preserve as much of the existing tree canopy and maintain substantial buffer zones with existing vegetation to protect privacy and reduce noise for adjoining property owners.

We will implement firm policies to manage and limit guest activities to designated areas, minimizing disturbances to neighbors. We will enforce “quiet hours” after 10pm to ensure the peaceful enjoyment of all of our guests and neighbors alike. By marketing Camp Yellow Cardinal primarily to couples looking for an escape in nature, we do not anticipate having to deal with rowdy groups or party-goers. However, Camp Yellow Cardinal always reserves the right to refuse service to anyone we suspect of being likely to disturb the natural tranquility and character of the area.

Camp Yellow Cardinal will employ best management practices for protecting the public health and safety in all aspects of operations. The Applicant has developed highly effective operations practices designed to protect health and safety over many years operating in the food & beverage and hospitality industries.

Furthermore, Camp Yellow Cardinal aims to be a respectful and valued addition to the neighborhood by fostering a positive relationship with the community, communicating openly and transparently, and addressing any concerns promptly.

Fire Safety

Platform decks and structures will be constructed a minimum of 50’ apart to reduce the potential for spread of fires from one structure to another. The geodesic dome tents will be outfitted with smoke and carbon monoxide detectors. Additionally, each unit will be supplied with one fire extinguisher.

Fire pits will be built 36” in diameter and 24” in height or less, and placed a minimum of 25’ from structures to comply with the department of forestry standards for burning fire pits. Spark arrestor screens will be installed on wood-burning hot tubs and wood-burning stoves to prevent embers from moving about the campsites.

**Enhancement of county: Why does the applicant believe that this requested change would be advantageous to the County of Fluvanna? (Please substantiate with facts.)**

The requested change to allow the development of Camp Yellow Cardinal will be highly advantageous to Fluvanna County for several key reasons:

1. **Economic Boost:** The campground will attract tourists from across the region, increasing local spending at nearby restaurants, shops, and attractions. This influx of visitors will generate additional sales tax revenue and support local businesses, contributing to the overall economic vitality of the county.
2. **Job Creation:** The development and ongoing operation of Camp Yellow Cardinal will create numerous job opportunities for local residents, ranging from construction and maintenance to hospitality and administrative roles. This will help reduce local unemployment and stimulate economic growth.
3. **Environmental Stewardship:** Our commitment to sustainable practices, such as using eco-friendly materials and preserving natural landscapes, will enhance the county's reputation as a leader in environmental conservation. This aligns with broader state and national goals of promoting sustainable tourism and protecting natural resources.
4. **Community Engagement:** Camp Yellow Cardinal plans to collaborate with local farmers and artisans, offering guests unique, locally-sourced experiences. This will strengthen the county's agricultural heritage and support small businesses, fostering a sense of community pride and cohesion.
5. **Enhanced Recreational Opportunities:** By providing a luxury outdoor experience, Camp Yellow Cardinal will diversify the recreational options available to both residents and visitors. This will improve the quality of life in Fluvanna County and make it a more attractive destination for nature enthusiasts and adventure seekers.

In summary, the development of Camp Yellow Cardinal will bring substantial economic, environmental, and social benefits to Fluvanna County, aligning with the county's goals for sustainable growth and community enrichment.

## **Attachments**

- A. Camp Yellow Cardinal Conceptual Plans**
- B. Sewage Site Investigation Letter**
- C. State Corporation Commission Certificate of Organization**
- D. Deed and Legal Description**

**Special Use Permit Application**  
**Attachment B | Enviro-Clean Co. Site Investigation**

**ENVIRO-KLEAN CO.**  
225 B Four Winds Ln  
Kents Store, VA 23084  
(434) 531-0671 – (434) 589-4302  
[enviromjc@earthlink.net](mailto:enviromjc@earthlink.net)

June 5, 2024

**SITE INVESTIGATION**

Fluvanna County Health Dept.  
P.O. Box 136  
Palmyra, VA 22963

RE: Proposed Camp Ground  
Fluvanna County – TM 60-8-25

To Whom it May Concern;

Enviro-Klean Co. conducted an on-site inspection/investigation on June 4, 2024 of the proposed 13 acre camp site at the corner of Cloverdale and Bremo Roads.

The purpose for this inspection was to determine sewage system design requirements for the proposed 12 unit camp site.

Based upon position in landscape, slopes and streams, we have determined that a Virginia DEQ – VPDES General Permit for Domestic Sewage Discharge in the best sewage system for the proposed commercial use.

Enviro-Klean Co.



---

Michael Clark

# Commonwealth of Virginia



## STATE CORPORATION COMMISSION

Richmond, February 8, 2024

This is to certify that the certificate of organization of

### **Camp Yellow Cardinal, LLC**

was this day issued and admitted to record in this office and that the said limited liability company is authorized to transact its business subject to all Virginia laws applicable to the company and its business.

Effective date: February 8, 2024



STATE CORPORATION COMMISSION

Attest:

A handwritten signature in cursive script, appearing to read "Bernard J. [unclear]".

Clerk of the Commission

**Deed Prepared  
(without title  
examination) By:** Matthew A. Medaries (VSB#: 51007)  
Matthew C. Rawls (VSB#: 78962)  
Midtown Law Group, PLLC  
7305 Hancock Drive, Suite 541  
Chesterfield, VA 23832

**Return To:** Mark A. Fleckenstein & Associates, P.C.  
311 S. Arthur Ashe Blvd.  
Richmond, VA 23220

**Tax Map Number:** 60 8 25  
**Grantee's Address:** Cloverdale Road, Bremono Bluff, VA 23022  
**Consideration:** \$110,000.00  
**Assessed Value:** \$73,300.00  
**MLG Case:** 391979CVLS  
**Underwriter:** Old Republic National Title Insurance Company

## **D E E D**

THIS DEED is made this 27th day of June 2024, by and between Pamela J. ERBER and Robert E. THORESON, erroneously known of record as Robert E. Thorenson, GRANTOR, and Camp Yellow Cardinal, LLC, , GRANTEE;

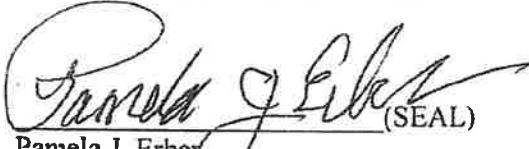
### WITNESSETH:


That for and in consideration of the sum of Ten Dollars (\$10.00), cash in hand paid, and other good and valuable consideration, the receipt and sufficiency of which are hereby acknowledged, the GRANTORS, subject to the matters described herein, hereby grant and convey, with General Warranty and English Covenants of Title, in fee simple, unto the GRANTEE, , the following described real estate, together with the improvements thereon, situate, lying and being in Fluvanna County, Commonwealth of Virginia, to wit:

**SEE LEGAL DESCRIPTION ON EXHIBIT "A" ATTACHED HERETO**

This conveyance is made expressly together with and subject to all valid and enforceable covenants, conditions, restrictions, reservations, easements, and rights-of-way of record, if any, contained in the instruments forming the chain of title to the property conveyed herein.

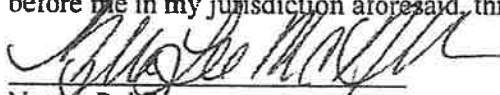
Witness the following signature(s) and seal(s):

  
Pamela J. Erber (SEAL)

  
Robert E. Thoreson (SEAL)

Commonwealth of Virginia, City/County of: Albemarle to wit:

I, the undersigned, a Notary Public for the jurisdiction aforesaid, do certify that Pamela J. Erber. Robert E. Thoreson whose names are signed to the foregoing document, acknowledged the same before me in my jurisdiction aforesaid, this 27th day of June, 2024.

  
Notary Public

My Commission Expires: \_\_\_\_\_



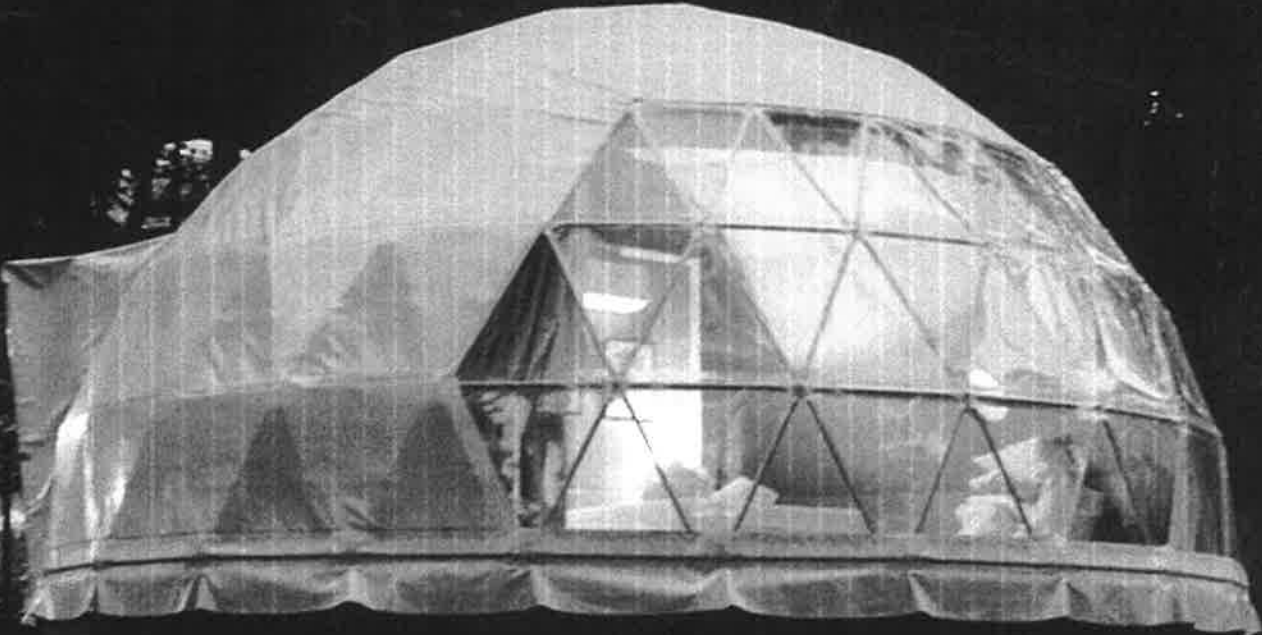
**EXHIBIT "A"**

**LEGAL DESCRIPTION**

All that certain lot or parcel of land, with the improvements thereon and appurtenances thereto belonging, in the Fork Union Magisterial District of Fluvanna County, Virginia, being Lot 25, containing 13.173 acres, more or less, being more particularly described on that certain plat of South Creek Farms made by Robert L. Lum, C.L.S., dated October 6, 1987, and recorded in the Clerk's Office of the Circuit Court of Fluvanna County, Virginia, in Plat Book 1, page 54.

BEING the same property conveyed to Pamela J. Erber and Robert E. Thorenson, as tenants by the entirety with the right of survivorship as at common law, by Deed from Celso Tabilas & Teresita Tabilas, dated April 27, 2022, and recorded May 5, 2022, in the Clerk's Office, Circuit Court, Fluvanna County, Virginia, as Instrument # 220001668.

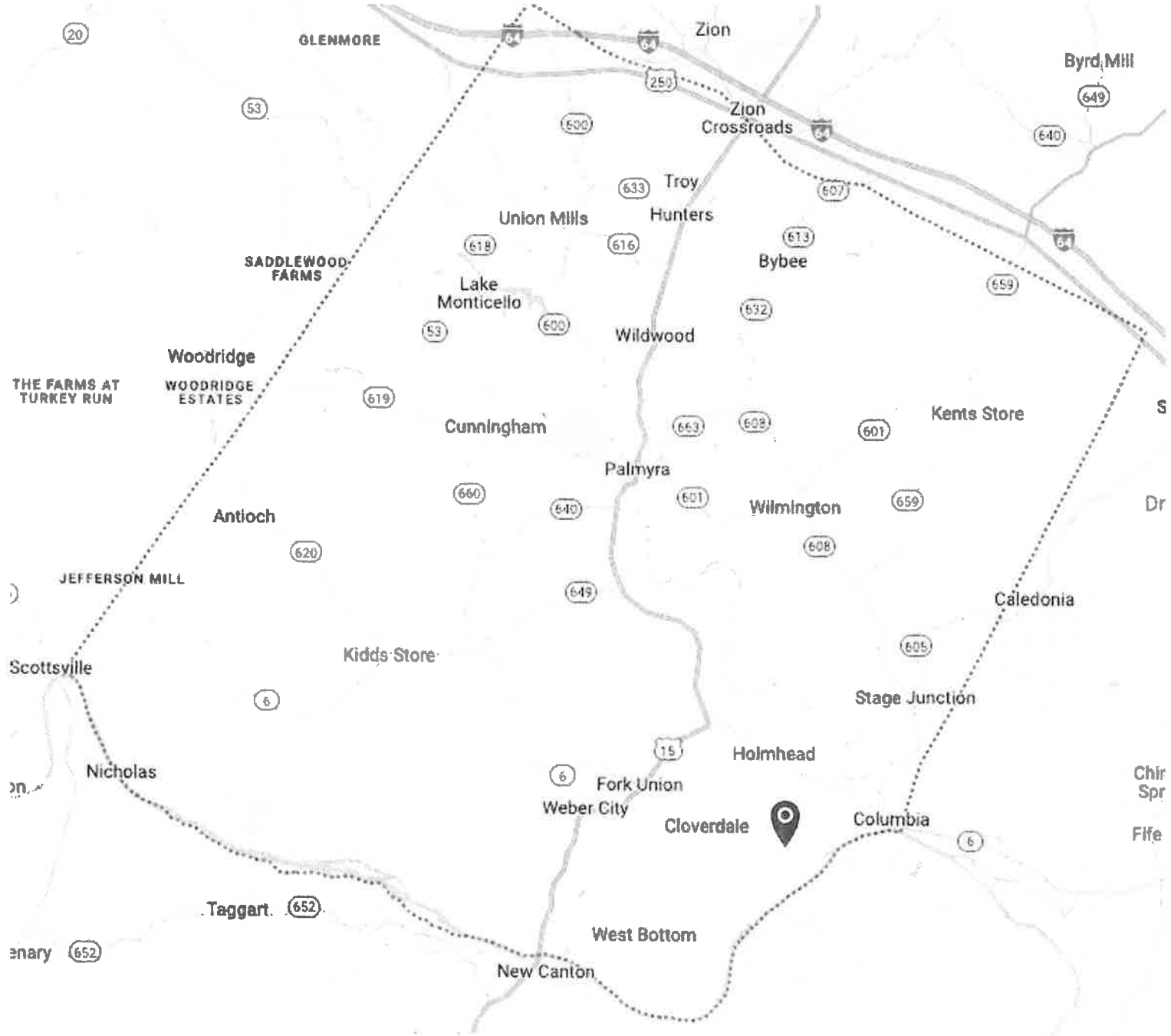
Camp Yellow Cardinal  
Conceptual Plans - Special Use Permit Application  
Attachment A | July 1, 2024





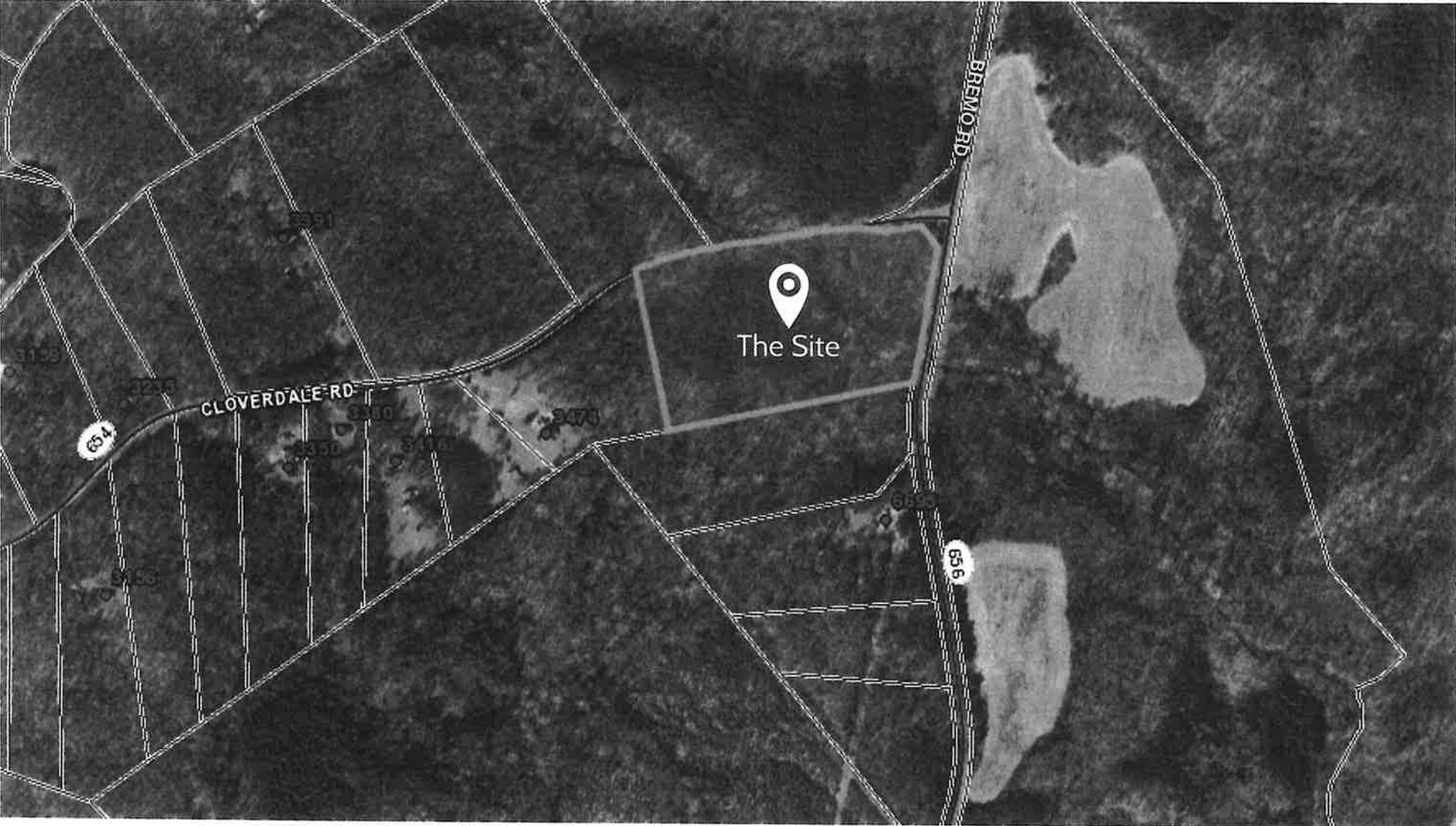
# Conceptual Plans - Special Use Permit Application

## Attachment A | The Vicinity - General Location Map



# Conceptual Plans - Special Use Permit Application

Attachment A | The Vicinity



# Conceptual Plans - Special Use Permit Application

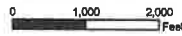
## Attachment A | Tax Map

FLUVANNA COUNTY, VIRGINIA

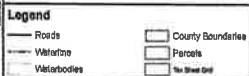
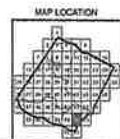
FLUVANNA COUNTY, VIRGINIA



SECTION 60



1:7,200



**REVISION NOTES**

Printed Hurt & Proffitt, Inc. on: 4/3/2024  
Data updated as of: 12/31/2023

MATCHING SHEET



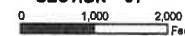
MAP LOCATION



**Legend**



SECTION 61



1:7,200

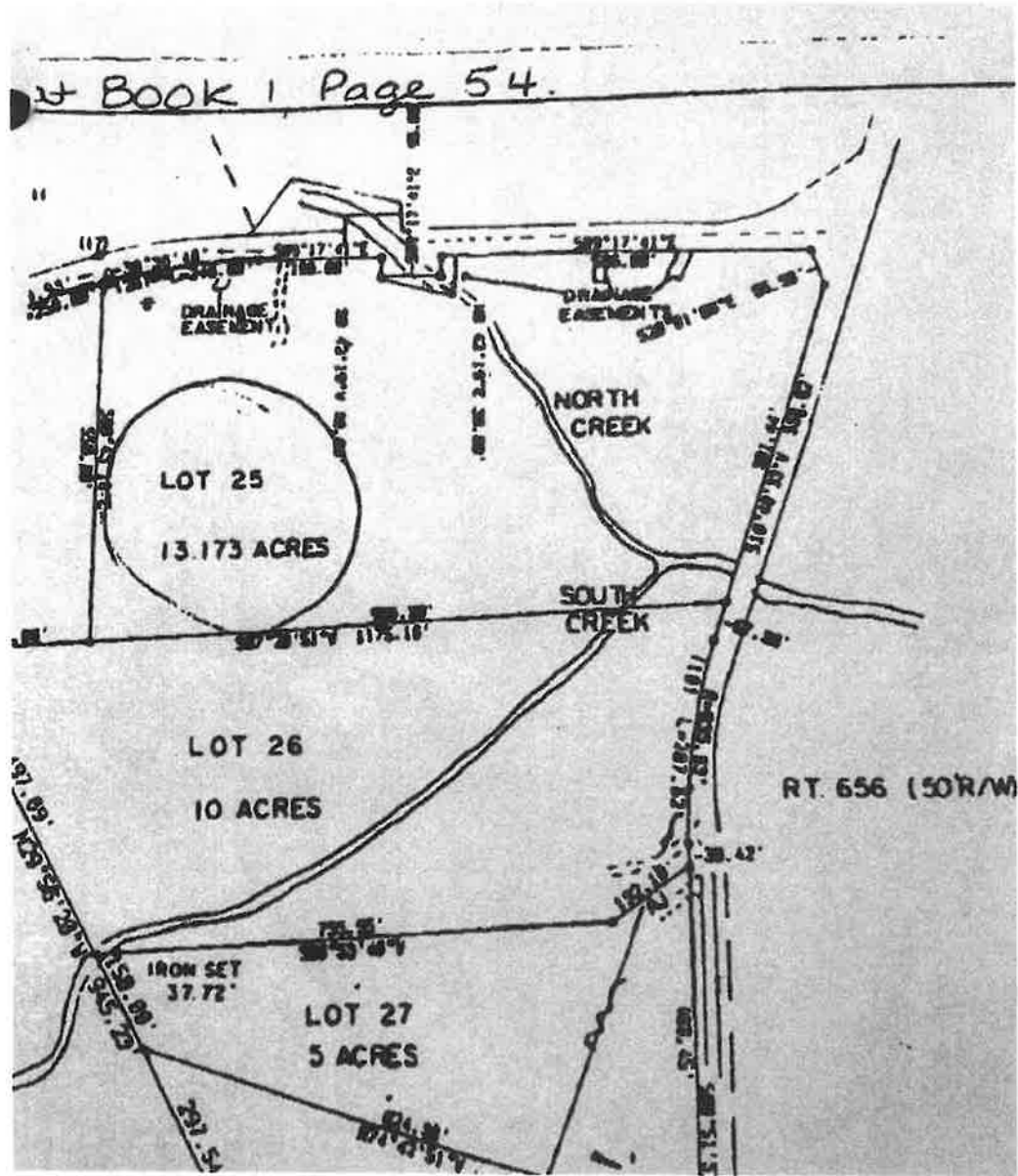
MATCHING SHEET



**REVISION NOTES**

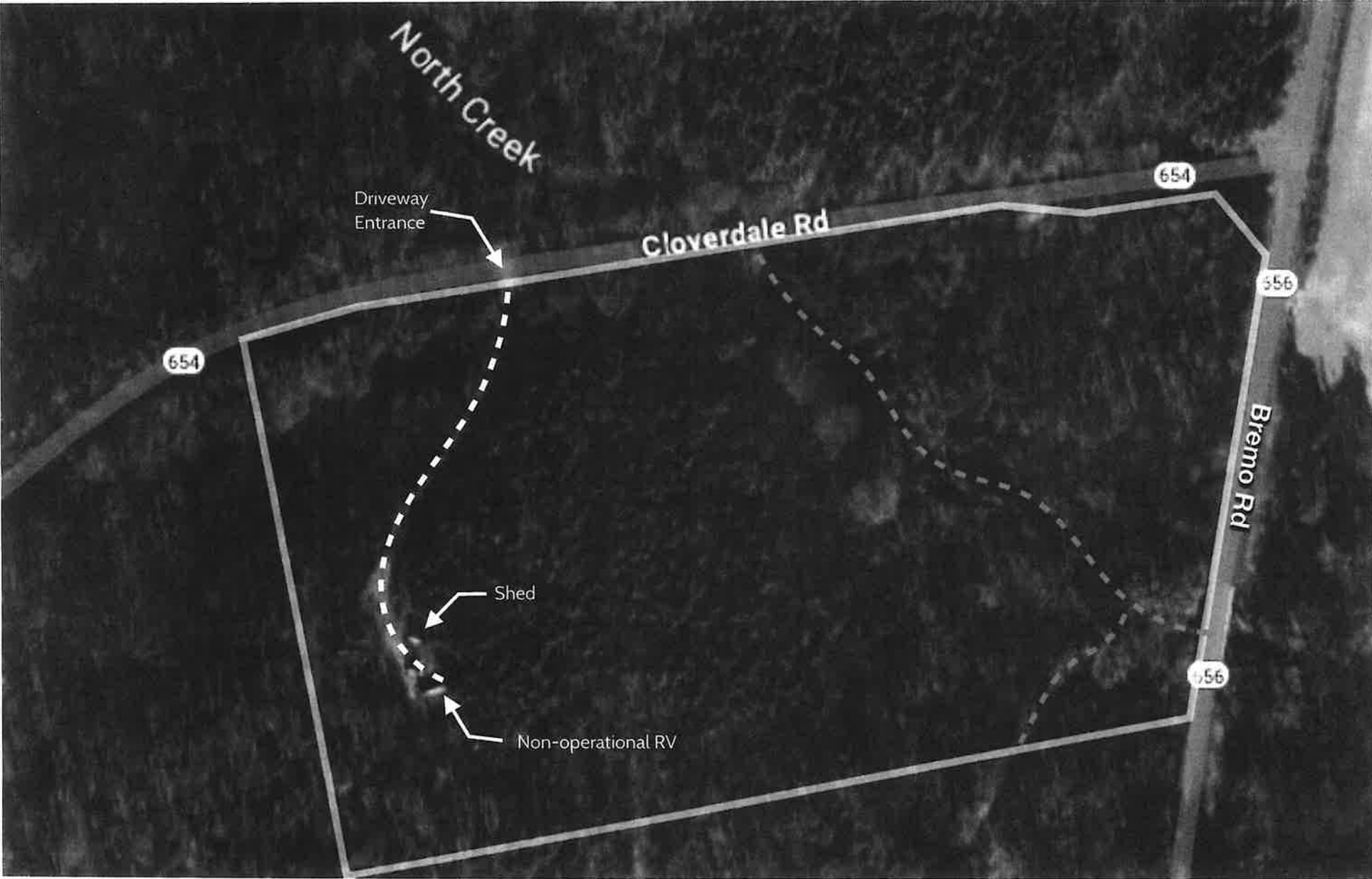
Printed Hurt & Proffitt, Inc. on: 4/3/2024  
Data updated as of: 12/31/2023

Conceptual Plans - Special Use Permit Application  
Attachment A | Plat Map - Book 1, Page 54



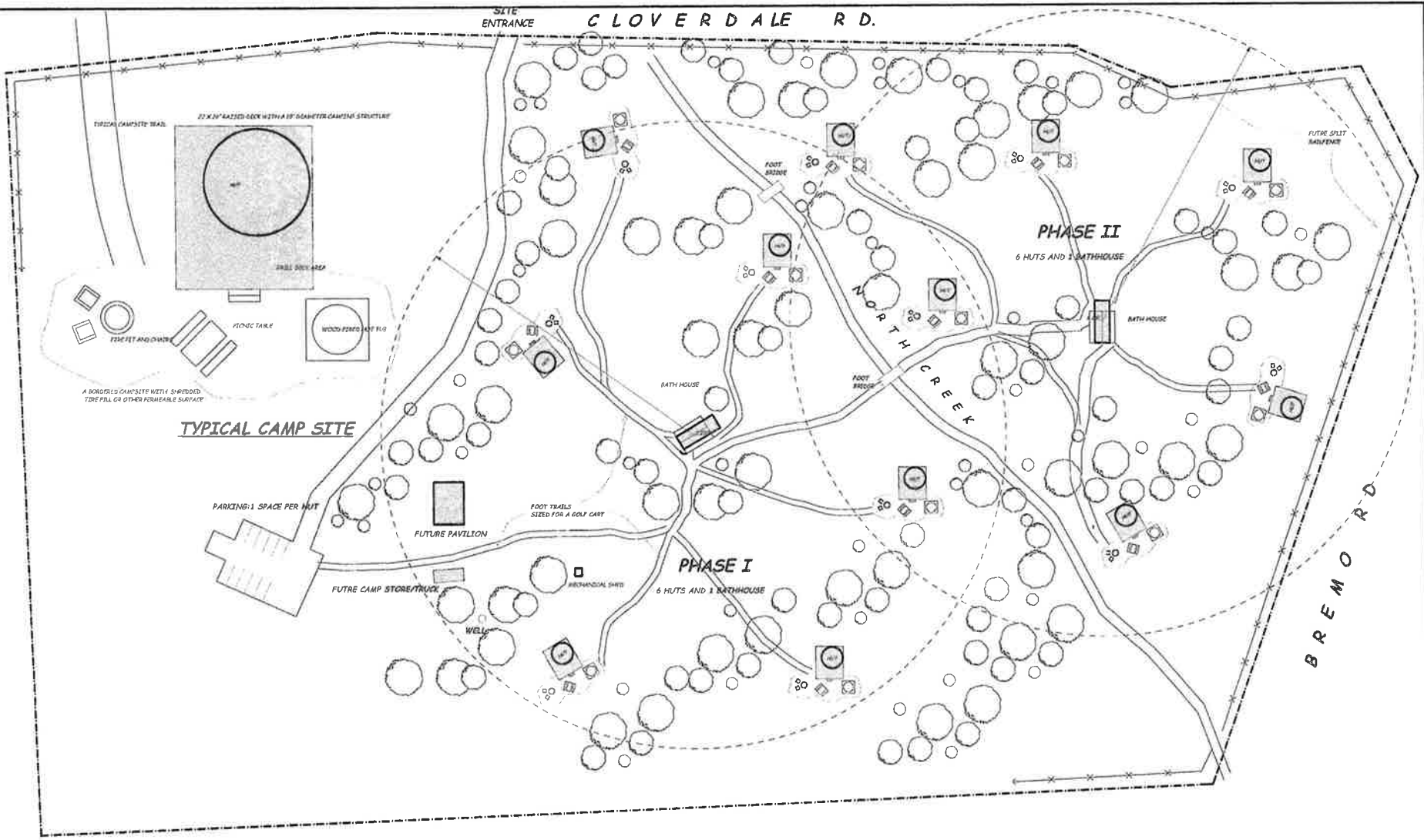
# Conceptual Plans - Special Use Permit Application

## Attachment A | Existing Conditions



# Conceptual Plans - Special Use Permit Application

## Attachment A | Master Plan



**MARK SPANGLER**  
**ARCHITECTURE**  
 3100 W. LEIGH ST.  
 RICHMOND, VA. 23230  
 804-432-4739  
 MARKSPANGLERARCHITECTURE.COM

**CAMP YELLOW**  
**CARDINAL**

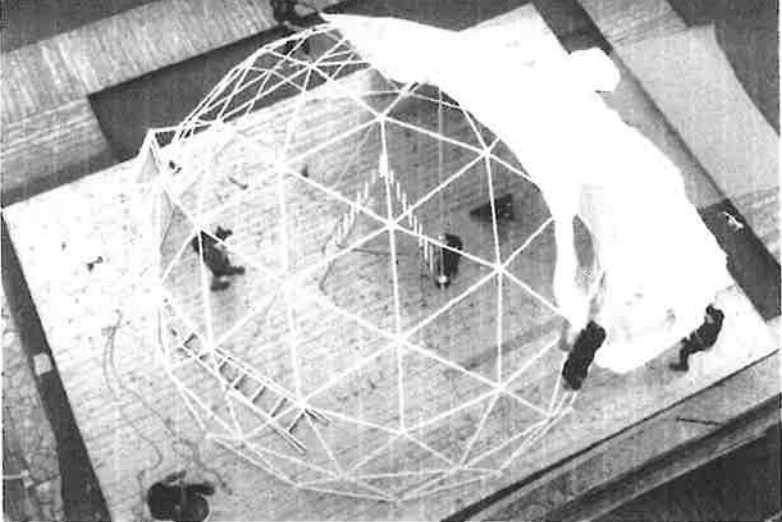
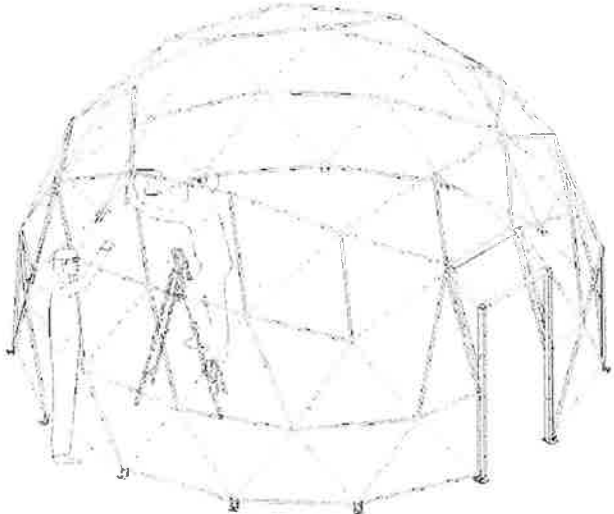
**FLUVANNA, VA.**

DATE OF ISSUE:  
 JUNE 28, 2024

**SITE MAP** 1" = 40'  
 PARCEL 60-8-25

**Conceptual Plans - Special Use Permit Application**

**Attachment A | Geodesic Dome Conceptual Design**



# *Camp Yellow Cardinal*

## *Preliminary Site Design*

Kevin & Laura Wilson, Owners  
Prepared May 2024



# Mission Statement

At Camp Yellow Cardinal, we bring luxury and a love of the great outdoors to the adventure-curious.

Whether you are an experienced through-hiker or this is your first time sleeping under the stars, we believe that the great outdoors should be accessible to all.

## Values

### Stay Curious.

At Camp Yellow Cardinal, we embrace a culture of curiosity, driving us to continually enhance our services, innovate new offerings, and consistently exceed guest expectations. We are deeply interested in understanding our guests' motivations and challenges, whether it's during booking, check-in, or throughout their stay. By delving into the intricacies of their experiences and seeking out opportunities to simplify processes, we ensure that every guest feels valued and empowered to fully immerse themselves in the wonders of our campground.

### Embrace generosity.

At Camp Yellow Cardinal, we prioritize putting people first, and we abide by the principle of giving more than expected in response to guest needs. If our guests love something, we strive to amplify it. If we miss the mark, we are committed to making it right - quickly and completely. Our approach to generosity is woven into the very fabric of our brand of hospitality. From the plush linens we select to the personalized recommendations for local attractions, every aspect of the guest experience is imbued with our thoughtful generosity. With a constant focus on comfort and satisfaction, we anticipate and fulfill needs before they arise.

### Be brave.

At Camp Yellow Cardinal, we strive to inspire our guests to embrace an authentic spirit of adventure by venturing slightly beyond their comfort zones. We believe that true growth and unforgettable experiences often lie just beyond the familiar. Whether it's trying a new challenging hike or indulging in a meal cooked over an open campfire, we encourage our guests to seize the opportunity to step outside their routine and discover the extraordinary. In every moment of exploration and discovery, there's an inherent bravery that leads to moments of joy, fulfillment, and unforgettable memories.

# Site Location

Camp Yellow Cardinal is located on 13.17 acres in Fluvanna County. The property is immediately southwest of the intersection of Cloverdale Road (Route 654) and Bremono Road (Route 656). North and South Creeks converge on the property before flowing under the bridge on Bremono Road.

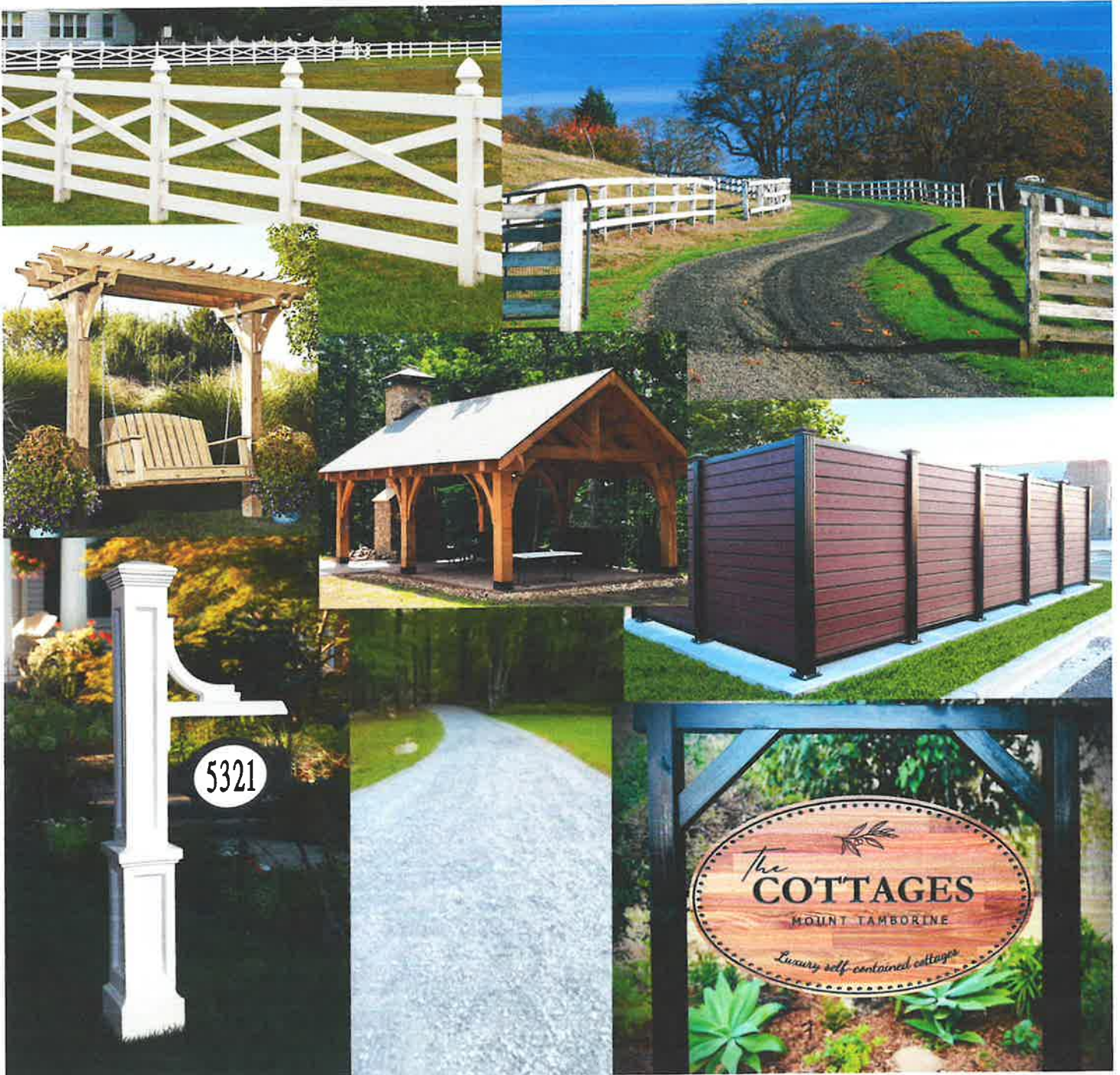


# Site Map



# Entrance Design

With only one chance to make a good first impression, it's critical that Camp Yellow Cardinal set the tone from the moment our guests first see the sign on Cloverdale Road. Trash receptacles will need to be accessible but unobtrusive. Parking should be convenient, but tucked away. Visually, the bathhouse and communal pavilion need to dominate the view and invite our guests into the world of Camp Yellow Cardinal.



# Bath House - Exterior Design

It is of utmost importance that we reflect Fluvanna's rural character and southern charm in our building design. We aim to infuse the modern comforts of our accommodations with timeless design elements, incorporating details like wrought iron, high-gabled barn roofs, weather vanes, and other embellishments that exude rustic charm and tie Camp Yellow Cardinal to the agrarian roots of this land.



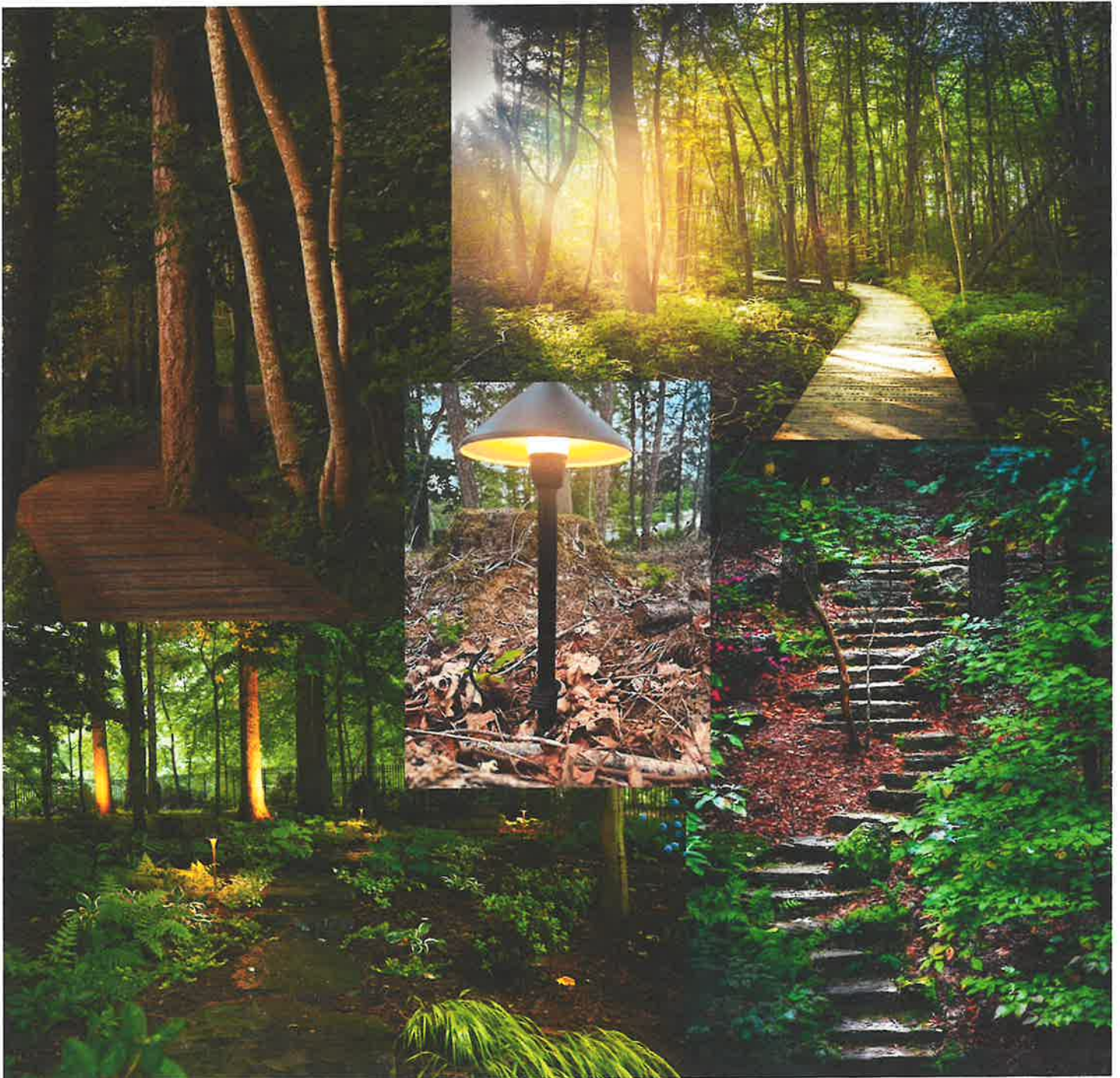
# Camp Site Design

Camp Yellow Cardinal campsites must strike the right balance between “roughing it” and “luxury.” Incorporating ease-of-access to amenities like wood-burning hot tubs and necessities like firewood is essential. Think through the guest experience and answer questions like “where do I hang my towel?” or “how do I start a fire?” through strategic design and layout choices.



# Landscape Design

The layout and design of the natural environment at Camp Yellow Cardinal should impart a sense of privacy and seclusion while also encouraging exploration. Guests should want to see what's around the corner or down the hill. Utilizing the existing topography and natural elements of the land, we will seamlessly incorporate subtle lighting elements and pathways for guests to feel safe exploring the grounds day and night.





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# COUNTY OF FLUVANNA

---

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132 Main Street  
P.O. Box 540  
Palmyra, VA 22963  
(434) 591-1910  
Fax (434) 591-1911  
[www.fluvannacounty.org](http://www.fluvannacounty.org)

## MEMORANDUM

**Date:** July 22, 2024  
**From:** Kayla Polychrones  
**To:** Todd Fortune  
**Subject:** SUP24:03 –Camp Yellow Cardinal, LLC APO's

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Please be advised the attached letter went out to the attached list of Adjacent Property Owners for the August 13, 2024 Planning Commission Meeting.





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Palmyra, VA 22963  
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[planning@fluvannacounty.org](mailto:planning@fluvannacounty.org)  
[www.fluvannacounty.org](http://www.fluvannacounty.org)

## PUBLIC HEARING NOTICE

**July 22, 2024**

**ATTN: Adjoining Property Owner**

**RE: SUP24:03 Camp Yellow Cardinal, LLC Campground Use**

This is to notify you that the Fluvanna County Planning Commission will hold public hearings on:

**Meeting:** Planning Commission Regular Meeting

**Date:** Tuesday, August 13, 2024 at 7:00 pm

**Location:** Morris Room in County Administration Building  
132 Main Street, Palmyra, VA 22963

**SUP 24:03 Camp Yellow Cardinal, LLC** – A Special Use Permit request in the A-1, Agricultural, General District to construct a Campground use under § 22-4-2.2 on 13.173 +/- acres and known as Tax Map 60 Section 8 Parcel 25. This parcel is generally located on Cloverdale Road (SR 654) in Brems Bluff, East of the James River near the Cumberland County line in the Rural Preservation Area of the Fork Union Election District.

The regular meeting of the Planning Commission will be held in person. Instructions for public participation during the meeting will be made available on the Fluvanna County website. Interested persons may submit written comments prior to the scheduled meeting to [planning@fluvannacounty.org](mailto:planning@fluvannacounty.org) and questions may be directed to Todd Fortune, Director of Planning and Zoning at 434-591-1910, between 8:00 am and 5:00 pm, Monday – Friday in the County Administration Building at 132 Main Street Palmyra, VA 22963.

Details of this request are available under *Upcoming Public Hearings* on the County website at <http://www.fluvannacounty.org/> and in the Planning and Zoning Department during regular office hours.

Sincerely,

Todd Fortune  
Director of Planning & Zoning

## Adjacent Property Owners of SUP24:03

TMP	Name	Mailing Address			
61 A 5	SHEPHERD, STANLEY G JR	7421 BREMO RD	FORK UNION	VA	23055
60 7 11	CASTLE, BETTY SUE TRUST	107 BROOK RD	YORKTOWN	VA	23692
60 8 26	FRANKLIN, HEIDI E	305 CAMARGO CT	VERNON HILLS	IL	60061
60 8 24	GRIFFIN, IVA WAYNE & RHONDA R	3474 CLOVERDALE RD	BREMO BLUFF	VA	23022

(Seal)  
**PUBLIC HEARING**  
**Fluvanna County Planning Commission**  
**Tuesday, August 13, 2024 at 7:00 pm**

Pursuant to VA Code Sections 15.2-1427 and 15.2-2204, a public hearing will be held in the Morris Room of the Fluvanna County Administration Building, 132 Main Street, Palmyra, VA 22963 for citizens of the County to have the opportunity to be heard by the Planning Commission on the following item:

**SUP 24:03 Camp Yellow Cardinal, LLC** – A Special Use Permit request in the A-1, Agricultural, General District to construct a Campground use under § 22-4-2.2 on 13.173 +/- acres and known as Tax Map 60 Section 8 Parcel 25. This parcel is generally located on Cloverdale Road (SR 656) in Bremono Bluff, East of the James River near the Cumberland County line in the Rural Preservation Area of the Fork Union Election District.

The regular meeting of the Planning Commission will be held in person. Instructions for public participation during the meeting will be made available on the Fluvanna County website. Interested persons may submit written comments prior to the scheduled meeting to [planning@fluvannacounty.org](mailto:planning@fluvannacounty.org) and questions may be directed to Todd Fortune, Community Development Director at 434-591-1910, between 8:00 am and 5:00 pm, Monday – Friday in the County Administration Building at 132 Main Street Palmyra, VA 22963. Details of this request are available under Upcoming Public Hearings on the County website at <http://www.fluvannacounty.org/> and in the Planning and Zoning Department during regular office hours.

---

To: Fluvanna Review  
From: Kayla Polychrones, Administrative Programs Specialist,  
[kpolychrones@fluvannacounty.org](mailto:kpolychrones@fluvannacounty.org)

Advertise on the following dates: July 25, 2024 and August 1, 2024

Bill to: Fluvanna County Planning & Community Development  
Post Office Box 540, Palmyra, Virginia 22963  
Attn: Kayla Polychrones, Administrative Programs Specialist  
Email: [kpolychrones@fluvannacounty.org](mailto:kpolychrones@fluvannacounty.org) (434) 591-1910



**PLANNING COMMISSION**  
County of Fluvanna  
Palmyra, Virginia

**RESOLUTION No. 2024-04**

**A RESOLUTION OF INTENTION TO AMEND THE CODE OF THE COUNTY OF FLUVANNA, VIRGINIA BY AMENDING § 22-2-1, ENACTING §§ 22-3-1 THROUGH 22-3-5.4 AND ENACTING §§ 22-28-1 THROUGH 22-28-25 TO CREATE A SOLAR ZONING DISTRICT AND TO ADD SUPPLEMENTAL REGULATIONS FOR UTILITY SCALE SOLAR GENERATION FACILITIES**

**WHEREAS**, the regulations established in the Chapter 22 of the Fluvanna County Code (“Zoning Code”) may from time to time be amended, supplemented, changed, modified or repealed by the governing body pursuant to § 15.2-2285 of the Code of Virginia; and

**WHEREAS**, in accordance with § 22-20-1 of the Zoning Code, the Fluvanna County Planning Commission (“Planning Commission”) can adopt a resolution of intention to propose an amendment to the Zoning Code; and

**WHEREAS**, the Planning Commission desires to propose amendments to the Zoning Code by amending § 22-2-1, enacting §§ 22-3-1 through 22-3-5.4 and enacting §§ 22-28-1 through 22-28-25 to create a solar zoning district and to add supplemental regulations for utility scale solar generation facilities; and

**WHEREAS**, the Planning Commission finds that the purpose of the proposed Zoning Code amendments is appropriate for the public necessity, convenience, general welfare and good zoning practice; and

**WHEREAS**, the Planning Commission shall hold a public hearing on such proposed amendments after notice as required by § 15.2-2204 of the Code of Virginia, and may make appropriate changes in the proposed amendment as a result of such hearing.

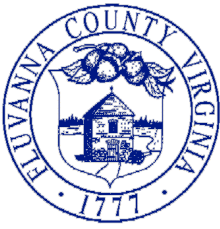
**NOW, THEREFORE, BE IT RESOLVED**, the Planning Commission proposes amendments to the Zoning Code by amending § 22-2-1, enacting §§ 22-3-1 through 22-3-5.4 and enacting §§ 22-28-1 through 22-28-25 to create a solar zoning district and to add supplemental regulations for utility scale solar generation facilities; and

**THE FOREGOING RESOLUTION WAS DULY AND REGULARLY ADOPTED** by the Fluvanna County Planning Commission at a meeting of the Commission held on the 13<sup>th</sup> day of August, 2024:

	AYE	NAY	ABSTAIN	ABSENT	MOTION	SECOND
Barry Bibb, Cunningham District						
Loretta Johnson-Morgan, Columbia District						
Kathleen Kilpatrick, Fork Union District						
Howard Lagomarsino, Palmyra District						
Eddie Shifflett, Rivanna District						

Attest:

\_\_\_\_\_  
Barry Bibb, Chair  
Fluvanna County Planning Commission



---

# COUNTY OF FLUVANNA

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## PLANNING COMMISSION STAFF REPORT

**To:** Fluvanna County Planning Commission

**From:** Todd Fortune

**Request:** SDP 24:06 South Boston Convenience Market

**District:** Palmyra Election District

**Applicant:** KFP1, LLC, Troy, VA

**Representative:** Allen Powell, KFP1, LLC, Troy, VA; Justin Shimp, Shimp Engineering, Charlottesville, VA

**Requested Action:** **SDP 24:06 South Boston Convenience Market** A Site Development Plan (SDP) request for a gas station/convenience store, car wash, and commercial space on South Boston Road, Parcel 18-A-53. The property in question was rezoned from A-1, Agricultural, General to B-1 Business, General in 2007. It is located in the Rivanna Community Planning Area and the Palmyra Election District.

**Existing Zoning:** B-1 Business, General

**Existing Land Use:** Vacant

**Applicant Summary:**

KFP1, LLC (Applicant) and Shimp Engineering have submitted a Site Development Plan dated July 1, 2024 for gas station/convenience store, car wash, and commercial space on South Boston Road, Parcel 18-A-53. The property in question was rezoned from A-1, Agricultural, General to B-1 Business, General in 2007. The SDP being considered is for just under 50 percent of the parcel in question. The remainder of the property would be retained for future development. The owner is considering additional commercial development, or possibly subdividing the parcel for the future location of a new rescue squad building.

**Description of Proposed Use:**

This would be a gas station/convenience store, car wash, and commercial space located between the Tractor Supply Company store and Town and Country Self Storage on South Boston Road. The parcel is just under 21 acres. Just under half of the parcel would be covered under this site development plan, with the remainder retained for future development. The property owner and officials from Shimp Engineering have advised that there are no concrete plans for the remainder of the parcel, but are considering different ideas including additional commercial development or dividing the parcel for the County to locate a new rescue squad building.

Specifics of the planned development include:

- Access: On the west side, the proposed development would share an entrance with the Tractor Supply Company store. There will also be access on the east side to South Boston Road.
  - VDOT has not yet commented on the plans. They will need to comment on whether there are any concerns with site distance for the east entrance.
- The gas pumps will have an emergency shutoff, and plans for the convenience store include a full restaurant.
- There are no firm plans for the commercial space. Some potential uses being considered include a chiropractor's office, dry cleaner, photography studio and a Hallmark-type store.
- Water/sewer: Their preference is to have the development served by a private well and septic system; however, they are open to working with Aqua Virginia to connect to the nearby water and sewer systems.
  - The car wash will use recycled water.
- There is a cemetery on the property. The owner and engineer have advised that they plan to take mitigation measures to protect this area. Shimp Engineering advised that they are planning to stay 10 feet off of the platted cemetery to avoid grading immediately surrounding the limits of the cemetery. During construction, protective fencing will be placed around the cemetery and this area will not be included within the limits of disturbance.

### **Comprehensive Plan:**

This property is located within the Rivanna Community Planning Area (CPA). The Rivanna CPA is centered around Lake Monticello, which was the County's primary development area from the early 1970s until recently, when the Lake began to approach its build-out capacity. This area will continue to grow, but should do so in an integrated, sustainable way that compliments existing development and the history of the area. Much of this growth will fill the role of traditional infill development.

### **Rezoning Approval:**

The Board of Supervisors approved a rezoning of the subject property from A-1, Agricultural, General to B-1 Business, General in May 2007.

### **Technical Review:**

The Preliminary Site Plan prepared by Shimp Engineering was reviewed by the Technical Review Committee (TRC) on July 12, 2024. The main concerns voiced by the TRC were access to South Boston Road (VDOT comments on site lines), water/sewer connections, and plans for erosion and sediment/stormwater control.

**Recommendation:**

It is the opinion of staff that the location and intended use of the property is consistent with the recommendations of the Comprehensive Plan and Zoning Ordinance. Therefore, staff recommend approval subject to the following conditions:

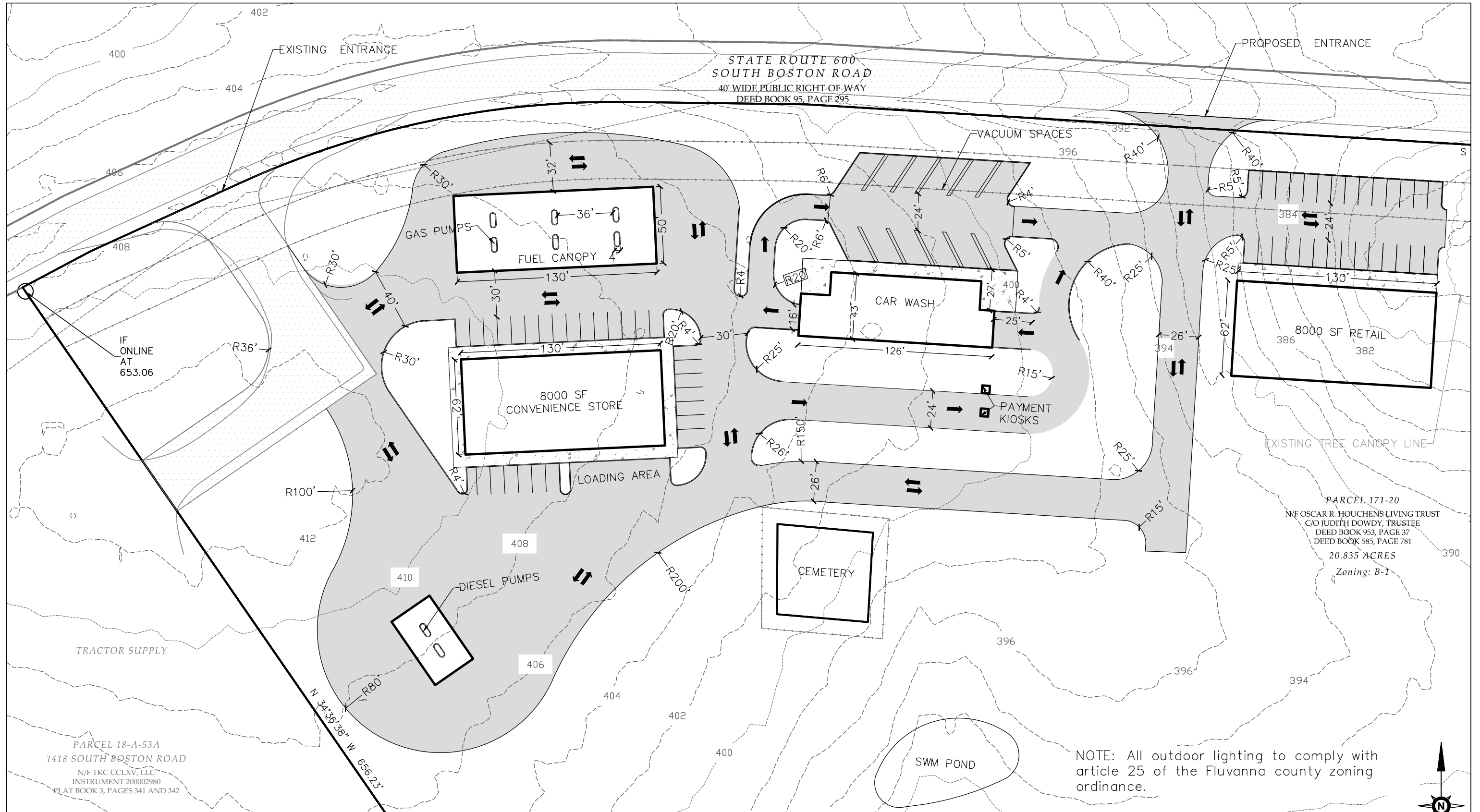
1. Meet all final site plan requirements which include, but are not limited to, providing parking, landscaping, screening, and outdoor lighting plans all on one set of site plans;
2. Meet all required local Erosion & Sediment Control and VDEQ Stormwater regulations;
3. Meet all Virginia Department of Transportation (VDOT) required regulations.

**Suggested Motion:**

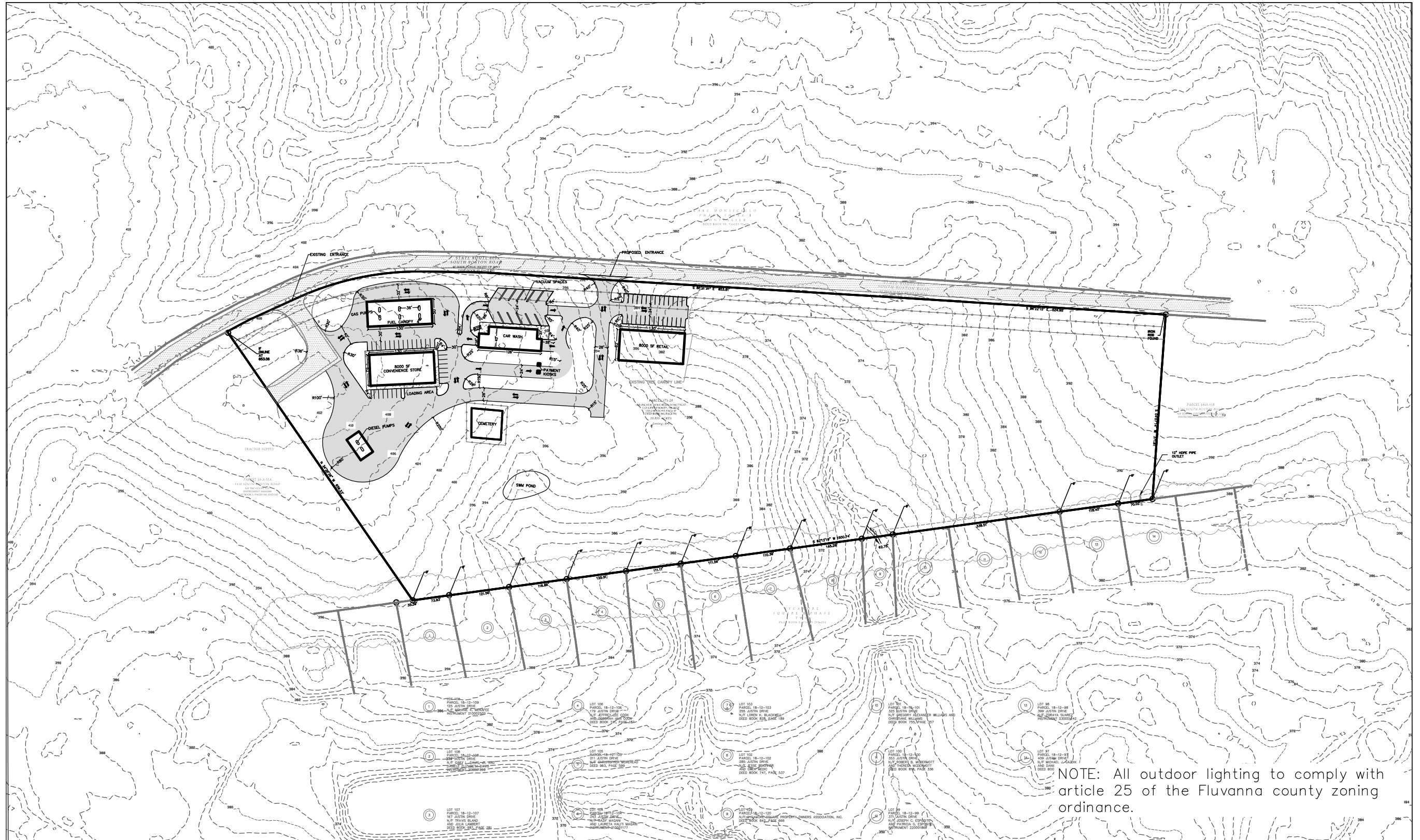
I move that the Planning Commission (approve / deny / defer) SDP 24:06 South Boston Convenience Market, a Site Development Plan request for gas station/convenience store, car wash, and commercial space with respect to Tax Map 18 Section A Parcel 53.

**Attachments:**

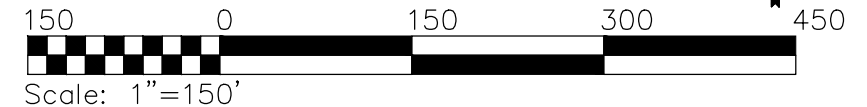
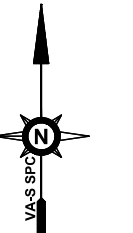
A – Site Plan

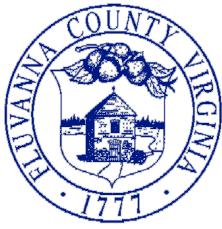






NOTE: All outdoor lighting to comply with article 25 of the Fluvanna county zoning ordinance.





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# COUNTY OF FLUVANNA

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## PLANNING COMMISSION STAFF REPORT

**To:** Fluvanna County Planning Commission

**From:** Todd Fortune, Director of Planning

**Case:** Fluvanna County Comp Plan Update

**District:** Countywide

**Date:** August 13, 2024

**General Information:**

Public Hearing to be held at the August 13, 2024 Planning Commission meeting, 7:00 p.m. in the Morris Room.

**Requested Action:**

Recommend adoption of the Fluvanna County 2015 Comprehensive Plan-2024 Update to the Board of Supervisors for adoption.

**History/Background:**

Comprehensive Plans are covered by the Code of Virginia.

**§ 15.2-2223. Comprehensive plan to be prepared and adopted; scope and purpose.**

- **A. The local planning commission shall prepare and recommend a comprehensive plan for the physical development of the territory within its jurisdiction and every governing body shall adopt a comprehensive plan for the territory under its jurisdiction.**

**§ 15.2-2230. Plan to be reviewed at least once every five years.**

- **At least once every five years the comprehensive plan shall be reviewed by the local planning commission to determine whether it is advisable to amend the plan.**

Fluvanna County's Comprehensive Plan was last updated in 2015. Since Fluvanna County is currently out of compliance with Code of Virginia requirements, this will be a re-adoption of the 2015 Plan with changes to the following sections:

- Update Chapter 2: Land Use and Community Design
- Update Chapter 5: Economic Development (data only)
- Update Chapter 6: Historic Preservation

Adoption of this update will keep the County in compliance with State Code regulations while staff and the Planning Commission work on a comprehensive update.

**Staff comments:**

At the July 2024 Planning Commission meeting, the Commission voted to defer action on the Plan to the August 13 meeting so staff could review the sections listed above and make

corrections as needed. The document with the changes noted are being presented to the Commission at the August meeting for review.

Adoption of the Fluvanna County 2015 Comprehensive Plan-2024 Update will bring the County back into compliance with Code of Virginia Requirements. Once this Plan is adopted, it is the intention of staff to begin a full, comprehensive update of the Comprehensive Plan. Therefore, staff recommend **approval** of this request.

**Suggested Motion:**

I move that the Planning (recommends adoption of / defers action on) the Fluvanna County 2015 Comprehensive Plan-2024 Update.

**Attachments:**

- A – Fluvanna County 2015 Comprehensive Plan-2024 Update
- B – Historic Preservation Group Final Report
- C – Rural Preservation Group Final Report
- D – Morris Minority Report
- E – Morris Vision Statement:



# Fluvanna County

## 2015 Comprehensive Plan

2024 Review  
*Draft April 2024*



**FLUVANNA**

*The heart of  
Virginia and your  
gateway to the future.*



# 2024 Comprehensive Plan Acknowledgments

Sincere thanks are due to the many residents, stakeholders, and appointed and elected officials who contributed to the Fluvanna County 2024 Comprehensive Plan Update. Thank you!

## 2024 Board of Supervisors

Chris Fairchild, Chair <i>Cunningham District</i>	Mike Goad <i>Fork Union District</i>
John M. (Mike) Sheridan, Vice Chair <i>Columbia District</i>	Timothy M. Hodge <i>Palmyra District</i>
Anthony P. (Tony) O'Brien <i>Rivanna District</i>	

## 2024 Planning Commission

Barry Bibb, Chair <i>Cunningham District</i>	Lorretta Johnson-Morgan <i>Columbia District</i>
Howard Lagomarsino, Vice Chair <i>Palmyra District</i>	Eddie Shifflett <i>Rivanna District</i>
Kathleen Kilpatrick <i>Columbia District</i>	

## Fluvanna County Administration

Eric Dahl, <i>County Administrator</i>	Kelly Harris, <i>Assistant County Administrator</i>
Caitlin Solis, <i>Clerk to the Board</i>	Dan Whitten, <i>County Attorney</i>

## Fluvanna County Planning

Todd Fortune, <i>Planning Director</i>	Jason Overstreet, <i>Senior Planner</i>
Kayla Polychrones, <i>Administrative Programs Specialist</i>	Joanna Lehtinen, <i>Planner</i>
	Ben Frashure, <i>Code Compliance</i>

## Appointed Advisory Groups

### Rural Crossroads & Rural Preservation

Overton McGehee, Kathleen S. Miller, Suzy Morris, Marvin Moss, Gibson Worsham

### Zion Crossroads Gateway Plan Stakeholders

Joshua Bower, Steven Hurwitz, Andy Sorrell, Steve Smith

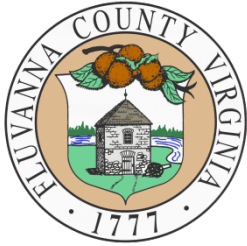
### Fluvanna County Historical Preservation

Donna D'Aguanno, Marvin Moss, Judith Mickelson, Deborah Murdock, Haden Parrish, Kathleen Kilpatrick

The 2015 Comprehensive Plan – 2024 Update is available online at [www.fluvannacounty.org](http://www.fluvannacounty.org).

Hard copies are available at the public library and the County Administrative Building.

For more information on Fluvanna's Comprehensive Plan, please call (434) 591-1910.



# County of Fluvanna 2015 COMPREHENSIVE PLAN

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# EXECUTIVE SUMMARY

The *Comprehensive Plan* is divided into twelve interconnected subjects. The plan sets forth a vision for each, describes the existing conditions regarding that issue, and recommends a course of action with specific goals and implementation strategies.

## **Chapter 1, *Natural Environment:***

The context for all land-based activity within the county is provided. This chapter details Fluvanna's physical characteristics and natural resources.

## **Chapter 2, *Land Use and Community Design:***

This section combines two closely related chapters from the 2009 plan. The new chapter focuses on where development is encouraged and discouraged. This chapter includes the Future Land Use Map, which shows the county's urban development area and recommended growth areas. Each community area is discussed, and this chapter is a primary land-use guide for the county. The primary emphasis is that development must be well planned, mixed-use, and mixed-income. It should efficiently utilize county resources, protect rural areas, and promote development areas as a place where land uses, facilities, and services exist and support the county's future growth goals and needs. The form and function of development within and outside the growth areas, called community planning areas, is also covered here.

## **Chapter 3, *Infrastructure:***

This is an integral component of development, and the use of water, sewer, stormwater, communications, and other infrastructure is highlighted. This chapter ties development to the natural environment and emphasizes the need for sustainable, energy-efficient, and fiscally responsible development.

## **Chapter 4, *Transportation:***

The roadways in Fluvanna County are an integral part of development and need to be routinely reevaluated as state funds for construction and maintenance diminish.

## **Chapter 5, *Economic Development:***

Economic development is essential to a sustainable Fluvanna County. The chapter reinforces the growth-area concept and sets forth the strategy for implementing the Zion Crossroads Urban Development Area and community planning areas.

## **Chapter 6, *Historic Preservation:***

Heritage, nature, and agricultural tourism are critical components of healthy community and economic development strategies. Chapter 7 explores the cultural amenities and heritage of the county.

## **Chapter 7, *Parks and Recreation:***

The county's recreational plans and facilities will define the degree to which Fluvanna is successful in becoming a more livable community.

**Chapter 8, *Housing*:**

To remain sustainable and livable, the community needs diverse and affordable housing. Affordable housing serves homes making 80 percent or less of the area median income (AMI). Rent or mortgage plus utilities also must not exceed 30 percent of monthly gross income. This chapter explores the challenges of providing a diversity of homes for everyone in order to achieve a sustainable community.

**Chapter 9, *Human Services*:**

Human service needs, particularly for low- and moderate-income families, are related to affordable housing, and demand for services in Fluvanna County continues to rise. This chapter explores the programs offered by the Department of Social Services and other critical agencies that provide complementary services.

**Chapter 10, *Education*:**

The chapter discusses the county's most important investment. Engagement and investment in the community, in terms of a viable workforce and productive citizenry, are vital to the future of Fluvanna. Continuing education and workforce preparedness are as critical as college degrees to the future success of the county's economic health.

**Chapter 11, *Public Safety*:**

This chapter discusses the importance of adequate human and capital resources for maintaining an effective public safety system. Efficient and effective communication, among agencies and mutual aid localities, is the top priority for improving the provision of emergency services.

**Chapter 12, *Financial Sustainability*:**

This chapter emphasizes the importance of managing the fiscal demands of a growing county. Expenditures and financial obligations are entered into only when it is in the citizens' best interest. The Capital Improvement Program, annual budget, and fiscal policies are explored.

**Implementation Goals and Strategies**

The concluding Implementation section discusses the steps necessary to let the Comprehensive Plan be amended as necessary to strengthen the Vision, and to implement the recommended goals and strategies. These strategies will be tracked and reassessed annually to determine the success of the plan's implementation. This section emphasizes accountability; every goal is given a timeline for completion and person, agency, or department to carry it out.

This plan prepares Fluvanna to accommodate anticipated growth while sustaining the county's rural character and livability. Land use and other government policy decisions must balance the desire to remain rural and "small town" while welcoming new people and businesses. Each chapter addresses important issues for Fluvanna over the next twenty years. The county's vision must be balanced and implemented according to the available financial resources anticipated over this period.

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## INTRODUCTION (2024)

The Fluvanna County 2009 *Comprehensive Plan* was given a complete overhaul in 2015 and the 2015 iteration remains a well thought out and robust plan to guide the growth and stewardship of Fluvanna County. Virginia Code § 15.2-2230 requires comprehensive plans to be reviewed every five years; this review of the 2015 Comprehensive Plan was begun in 2020 shortly before the world changed and “pandemic” became a household word. With the introduction of COVID-19, priorities shifted, the ability to conduct meetings in person was restricted, and the five year review of the Plan was moved down the list of priorities. However, it was not forgotten.

In 2022, the Planning Commission appointed members of the community to two advisory groups: the Historic Preservation Advisory Group and the Rural Preservation Advisory Group. These groups met throughout 2022, and presented recommendations to the Planning Commission in the Fall of 2022. The recommendations of the two groups have been included in an appendix to this document.

Out of the many months of review, community meetings, and shared concerns, it became apparent that the residents of Fluvanna County have a deep and abiding desire to maintain the rural character and charm that has long been a hallmark of life in the County. However, rather than promote a wholesale stop to development, it was equally obvious that it was with an eye toward balanced development and growth that the advisory groups moved forward.

The 2015 *Comprehensive Plan* is not a perfect document for 2024; much has changed in the intervening years. The *Comprehensive Plan* can be viewed as a living document that can and should respond when new pressures are felt in the County. For instance, the Virginia Clean Economy Act (VCEA) (previously the Virginia Clean Energy Act) was adopted by the General Assembly in 2020 and requires a transition to clean energy by 2050. This has in turn spurred a demand for more solar generated power. The 2015 *Comprehensive Plan* only marginally contemplated what has since become a topic of much importance and urgency to the residents of Fluvanna County, with only one mention of “solar” in the Plan. This and many other items of concern will certainly be on the minds of those who are tasked with reviewing and updating the 2025 Comprehensive Plan.

# VISION 2035

## ***Mission:***

Fluvanna County is committed to providing an excellent quality of life for our citizens and businesses through the efficient delivery of core services and programs, while preserving the unique identity and rural character of the county. *(Updated August 2022.)*

## ***Vision Statement:***

Fluvanna County...The heart of central Virginia and your gateway to the future. *A great place to live, learn, work, and play.*

Fluvanna County's vision is based on the following key principles, which are used as guides for future development, governance, and land use policies for the county:

- That our government should reflect the values and principles of the people,
- That solidarity and prosperity are the proper means of fostering communities,
- That people forge economies and communities,
- That our rural character and natural resources are part of Fluvanna's unique heritage, and should be preserved where practical,
- That a comprehensive, accessible, and quality system of education enabling a modern, highly skilled 21st century workforce is to be fostered,
- That future development be fiscally prudent while respecting individual property rights,
- That our infrastructure requirements are maintained and first-class,
- That our public safety personnel are properly equipped and compensated in a manner and means that respects their sacrifice,
- That Fluvanna's rich community heritage and our history be the cornerstones of our shared identity moving forward into the 21st century.

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# Chapter 1

## NATURAL ENVIRONMENT

### *Fluvanna's Natural Resources*

Fluvanna conserves its natural resources and manages growth by directing development into specified growth areas called community planning areas, and by specifying how development can have a positive impact on the county. Well-managed forests and farms are still a primary land use, and a key component of the county's historic and rural character and economic viability.

The James, Rivanna, and Hardware rivers are critical to the history and ecology of the county. They are healthy, viable rivers with a diversity of aquatic life. Vegetative buffers along floodplains, sensitive development within the watersheds, and other development and preservation techniques protect these natural resources. Groundwater is protected and serves as the primary water source for the rural areas of the county.

Well-planned, compact development that efficiently utilizes green infrastructure to create interconnected, walkable, and fiscally sustainable communities that employ the latest in environmental controls is desirable. Fluvanna County's government strives for energy efficiency and the use of renewable technologies.

Conservation easements and lower land-use assessment taxes continue to be valuable tools for land preservation and conservation. Agricultural/forestal ("ag/forestal") districts are also abundant in rural areas, and permanent open spaces including greenways, parks, and buffer areas are preserved as part of the development process. The growth areas and surrounding rural areas are connected through this open-space network.

## **EXISTING CONDITIONS**

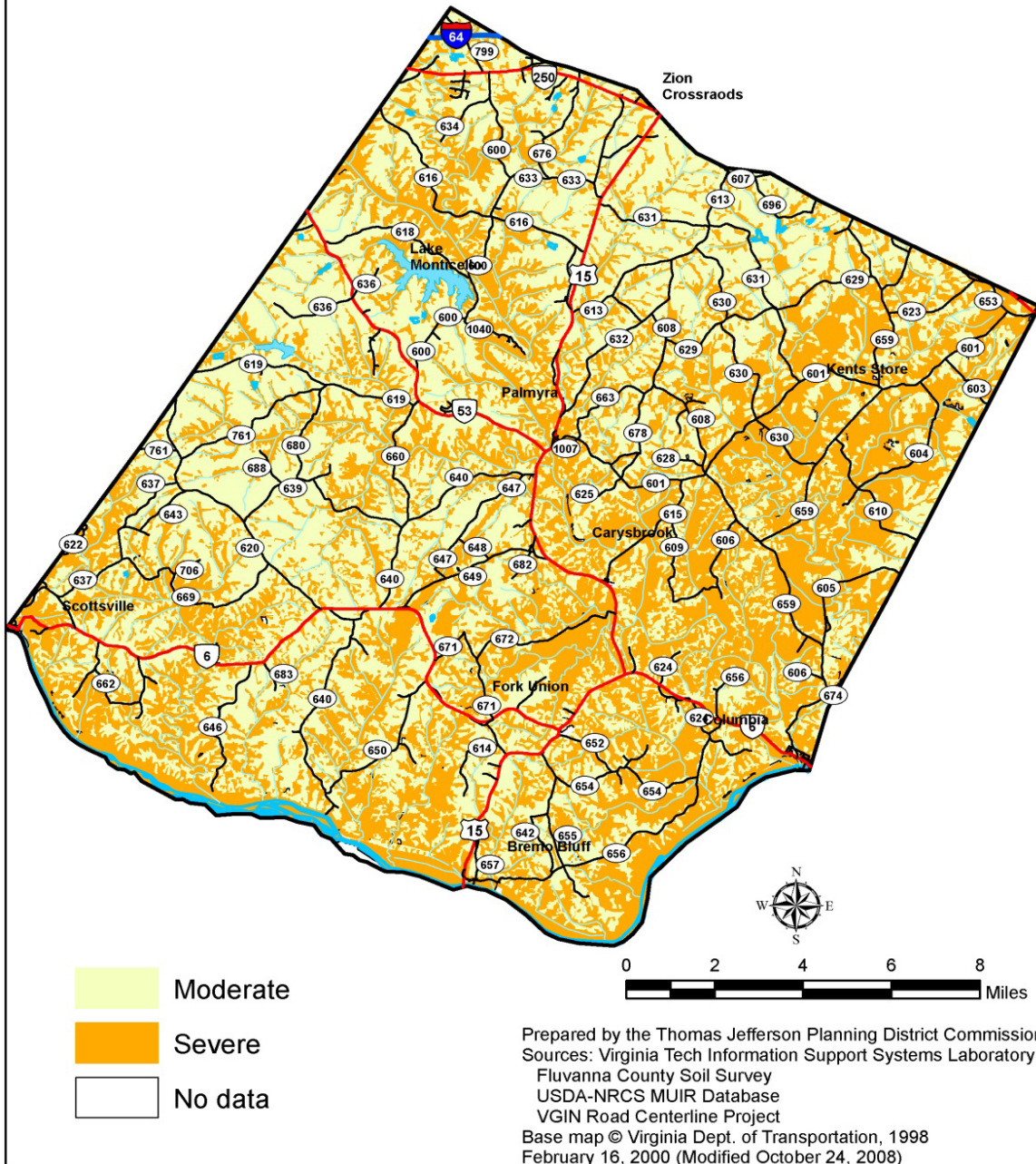
### *Geology*

Fluvanna County lies entirely within the Piedmont region, between the Blue Ridge to the west and Coastal Plain (Tidewater) to the east. Some of the bedrock of Fluvanna was formed locally, while some was transported here by natural events over time. As it broke down, this diverse bedrock left the numerous soil types found in the county.

Approximately 8,500 acres of soil in Fluvanna are underlain by subsoils with clays that become plastic to very plastic when wet, and are indicators of "shrink/swell" soils (USDA Soil Survey, ca. 1950). These soils should be evaluated by professionals to determine site-specific conditions if the construction of buildings or roads is contemplated. These soil types can also restrict the installation of traditional septic fields, which historically has limited development.

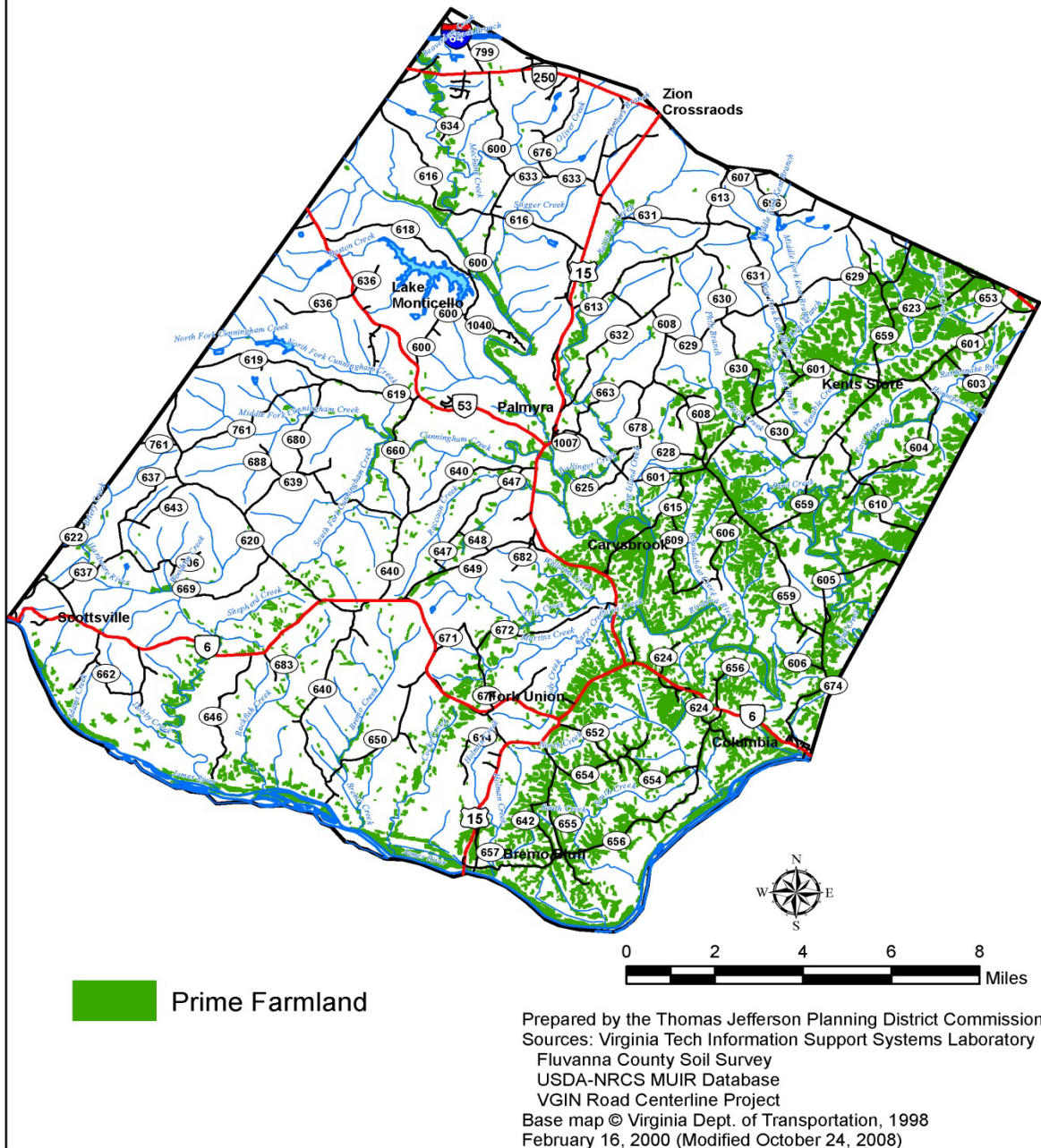


# Fluvanna County: Septic Field Restrictions



**Figure NE-1, Septic Field Restrictions**

# Fluvanna County: Prime Farmland



*Figure NE-2, Prime Farmland*

### *Present Conditions*

Fluvanna contains 180,480 acres, or 282 square miles of land. The upland areas of the county are no higher than 548 feet above sea level and slope gently toward the James and Rivanna rivers, which are approximately 200–275 feet above sea level. There are no mountains in Fluvanna County; the terrain is rolling Piedmont.



*Figure NE-3, Native Vegetation*

The average rainfall for the county is roughly 43 inches, and the average growing season is 160 days. The growing season usually begins around April 18 and extends to October 18. Average temperature highs range from 46°F in January to 86°F in July.

### Forest Resources

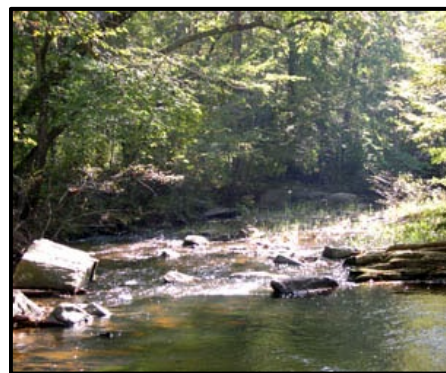
The predominant land cover in the county is forest, with 113,336 acres, averaging about 62.79%. The income from timber sales provides the incentive for landowners to grow timber. Fluvanna County's annual forest harvests are currently averaging \$1,500,000.

Cleaner air and water, and other ecoservices, are no-cost byproducts of responsible forest management. Aside from direct economic and aesthetic benefits, forests contribute services like stormwater management, wildlife habitat protection, reduced erosion, groundwater recharge, carbon sequestration, and insect pollination.

Fluvanna's stream corridors are an important part of its overall environmental health. The Rivanna River bisects the county and is the Commonwealth's first designated scenic river. The James River is Fluvanna's southern border. Other significant rivers and streams are the Hardware River, Cunningham Creek, Byrd Creek, and Mechunk Creek.

### The Rivanna River

The Rivanna River, which stretches over 42 miles long, drains an approximately 769-square-mile watershed that is home to approximately 155,000 in 2024. The basin's rivers and streams offer indispensable services in the form of water supply and waste treatment capability. About 72% of the basin is forested, and much of the aquatic system retains its exceptional natural assets, including some of the healthiest small Piedmont streams in the mid-Atlantic region.



*Figure NE-4, Rivanna River*

These waterways provide habitat to wildlife, including river otters, bald eagles, and over eighty species of fish. For some organisms, such as the globally threatened James River spiny mussel, the Rivanna basin is one of few places in the world suitable for survival and reproduction. The

streams of the Rivanna also provide recreational opportunities to hikers, canoeists, kayakers, and fishermen.

### The James River

The 340 mile James River is Virginia's longest, flowing across the entire state to its mouth at the Chesapeake Bay. The James is Virginia's largest tributary to the Chesapeake Bay.

The James River watershed encompasses approximately 10,000 square miles, or almost 25% of the state. Home to one-third of all Virginians in 39 counties and 19 cities and towns, it touches the lives of more Virginians than any other feature on the landscape. (Source: James River Association).



*Figure NE-5, James River*

### *Open Space*

Open space in Fluvanna can be categorized in three primary ways:

1. Privately owned open space is associated with a farm or a home and is usually not open to public access.



*Figure NE-6, Open Space*

2. Common open space is reserved for open space in a development and is intended solely for use by that development's residents.

3. Publicly owned open space is intended for use by the entire community.

All three types of open space contribute to quality of life in the community. Open spaces also help to preserve and protect natural features such as groundwater recharge areas, steep slopes, and wildlife habitats. The protection of open spaces will play an important role in the county's future.

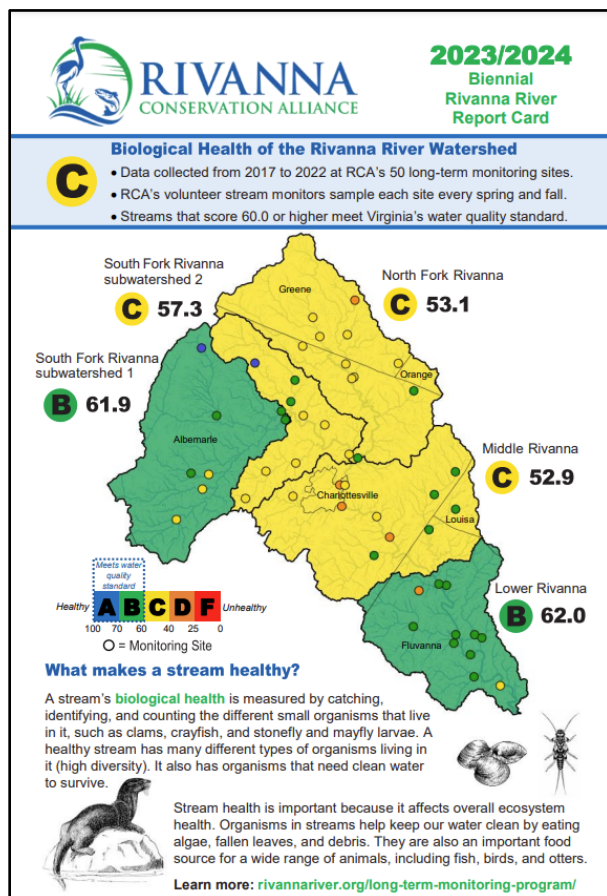
## Challenges

### Water Quality and Quantity

#### Surface Water

Surface water is tested by the Virginia Department of Environmental Quality (DEQ). The DEQ has tried to increase its monitoring capacity by encouraging local monitoring programs. The Rivanna Conservation Alliance was created by the merging of the Rivanna Conservation Society and Streamwatch, which now engages the community to develop useful data. The organization is guided and funded by a formal partnership of local governments, resource management agencies, and nongovernmental organizations. It coordinates volunteer water quality monitoring and continues to support environmental sustainability along the Rivanna.

In 2017-2022, the Rivanna Conservation Alliance summarized the biological health of the Rivanna River Watershed at fifty long-term monitoring sites. Of the eleven sites in Fluvanna, nine sites received a rating of B, with an average score of 62. Streams that score 60.0 or higher meet Virginia's water quality standard. The remaining two sites received a C and D. Fluvanna's stream quality appears to generally outperform the watershed as a whole.



The Rivanna River Basin Commission, an independent local entity representing Fluvanna, Albemarle, and Greene Counties and the city of Charlottesville, also works to resolve issues affecting the basin's water quality and quantity, and provides guidance for the stewardship of the Rivanna River Basin.

In good weather, water quality in Fluvanna's streams is generally fair-to-good. In high flows from storms, phosphorus, suspended solids, and fecal coliform reduce water quality. Nitrogen, phosphorus, and sediment threaten aquatic life and fecal coliform is a health hazard. The Hardware River, Byrd Creek, and portions of the Rivanna River and the Middle Fork of Cunningham Creek are listed as impaired by the Virginia Department of Environmental Quality.

Flooding, drainage problems, erosion and sedimentation, groundwater pollution, failed septic systems, and construction problems are all possible if soil characteristics are not considered when developing land. Fluvanna's topography includes slopes greater than 7 percent, which are susceptible to soil erosion. These areas of high erosion potential are interspersed throughout the county. Groundwater availability and vulnerability to contamination is determined by factors related to soils, saprolite (weathered rock), and bedrock geology.

### *Groundwater*

Fluvanna citizens have major concerns about groundwater availability. Development should be required to show its projected impact on surrounding groundwater supplies, particularly within the context of the diminishing and limited supply of water available. Mitigating this impact, along with others such as stormwater and traffic on surrounding property owners, is of utmost importance in any discretionary zoning action.

### *Hydrogeological Testing*

Hydrogeologic investigation and testing is an evaluation of groundwater quantity and quality and the potential effects that a proposed land development may have on water resources in Fluvanna County. The evaluation consists of on-site hydrogeologic investigation and testing, as well as compilation of existing and readily available information.

Hydrogeologic investigations, testing and reports should be required and specifically defined for the two basic types of residential subdivisions:

- Residential subdivisions not served by a central water system (i.e. served by individual wells); and
- Residential subdivisions served by a newly proposed or expanded central water system not owned and/or operated by Fluvanna County, FUSD, or other public entity.

### *Stormwater*

As of April 2014, the county has elected to “opt out” of administering new stormwater regulations. This does not mean that stormwater will not be regulated; for the near-future, the Department of Environmental Quality will administer stormwater management for the county. As the regulatory process becomes more established and county staff becomes more familiar with the new stormwater requirements, responsibility will shift to the county. Stormwater ordinances address quality and quantity of stormwater runoff and outline the use of low-impact development practices.

Riparian buffers, the forested areas along stream banks, are the best use of land near streams; however, many of the county’s rivers and streams do not have adequate riparian buffers, or the buffers are threatened by development. Riparian buffers filter nutrients, sediments, and other pollutants before they can enter a waterway. The U.S. Department of Agriculture (USDA) recommends that over 80 percent of nutrients and sediments be captured by a hundred-foot-deep forest buffer. Additionally, riparian buffers offer a great habitat for plants and wildlife.

### *Flood Protection*

Fluvanna County has added a flood protection ordinance to its zoning code in Chapter 22 Article 17. Additionally, updated flood maps will be posted to the county website come 2024. The purpose of these provisions is to prevent the loss of life and property, health and safety hazards, the disruption of commerce and governmental services expenditure of public funds for flood protection and relief, and the impairment of the tax base.

The ordinance regulates uses, activities, and development that will increase flood heights, velocities, and frequencies; restricting certain uses, activities, and development within districts subject to flooding; requiring all those uses, activities, and developments in flood-prone districts to be protected and/or flood-proofed; and discouraging individuals from buying land and structures that are unsuitable because of flood hazards. These provisions apply to all lands within Fluvanna County identified as being in the hundred-year floodplain by the Federal Insurance & Mitigation Administration.



*Figure NE-7, Wheat Field*

### *Erosion and Sedimentation*

The predominant soils in Fluvanna County are silt loams, many of which have high clay content. These soils support significant areas of marginal farmland, with some prime land in river bottoms, predominantly in the southern part of the county.

Fluvanna County has adopted an erosion and sediment control ordinance in compliance with state regulations. This ordinance promotes the health and welfare of the people of Fluvanna by establishing requirements and enforcement procedures for the control of erosion and sedimentation.

### **Air Quality and Energy**

Fluvanna's air quality is a major asset to the county. The Environmental Protection Agency (EPA) establishes standards monitored by the Department of Environmental Quality, which determine whether a region is an "air quality attainment area" or not. Fluvanna County lies within a region that achieves this designation.

Air pollutants come primarily from the combustion of fossil fuels from stationary and mobile sources, not only locally but also from other areas. Motor vehicle emissions are the major local source. Preserving or planting appropriate trees species throughout vehicular corridors is a good way to mitigate the effects of automobile emissions.

The best way to support air quality and conserve resources is to reduce energy use, thus decreasing fossil fuel combustion and air pollutant emissions. Transportation accounts for most of the energy consumed in the county. The county can improve its energy efficiency and reduce emissions with a compact development pattern, and by developing a greenway, bikeway, and walkway system. Infill, cluster, and mixed-use development reduce residents' transportation energy needs, while alternatives to driving reduce energy use and improve community health.

Energy consumed by buildings accounts for another portion of the county's energy consumption. Improving the efficiency of buildings is essential to increased energy efficiency, and resulting energy savings often translate into financial savings.

### **Conservation**

Efforts to conserve land are ongoing throughout the county. Some examples are Virginia's land-use taxation program, agricultural and forestal districts (AFDs), conservation easements, and cluster development.



*Figure NE-8, Tenaska*

#### *Land-Use Taxation*

In Virginia, localities may elect to reduce the real estate tax burden on land used for agriculture, horticulture, silviculture, viticulture, aquaculture, improved pasturage, and open space. The Commissioner of the Revenue determines if the land is suitable for such land-use valuation. When the locality accepts the application for the land-use valuation, the property tax reflects productivity rather than fair market value, resulting in lower real property taxes on the land. During years of general reassessments, the Commissioner of the Revenue reviews the recommendations of the State Land Evaluation Advisory Council (SLEAC) and then establishes rates for the productive value of the land when calculating the real property tax obligation of the landowner. Land-use values are determined for agriculture, horticulture, forestry, and open space.

The locality may take an individual property out of land-use assessment when a landowner changes the use. Examples include the owner harvesting timber with no provision to reforest, or a landowner causing pollution by not following accepted best management practices, or the property being developed. Landowners may elect at any time to remove the property from land use to take advantage of demand for development property. Although this taxation program does not offer long-term conservation, it removes some of the financial pressure for sale and development of land. The open-space class of lands, such as scenic rivers and Virginia byways, makes properties automatically eligible for the special land-use tax program (*Virginia Outdoors Plan, 2007, Ch. 3*).



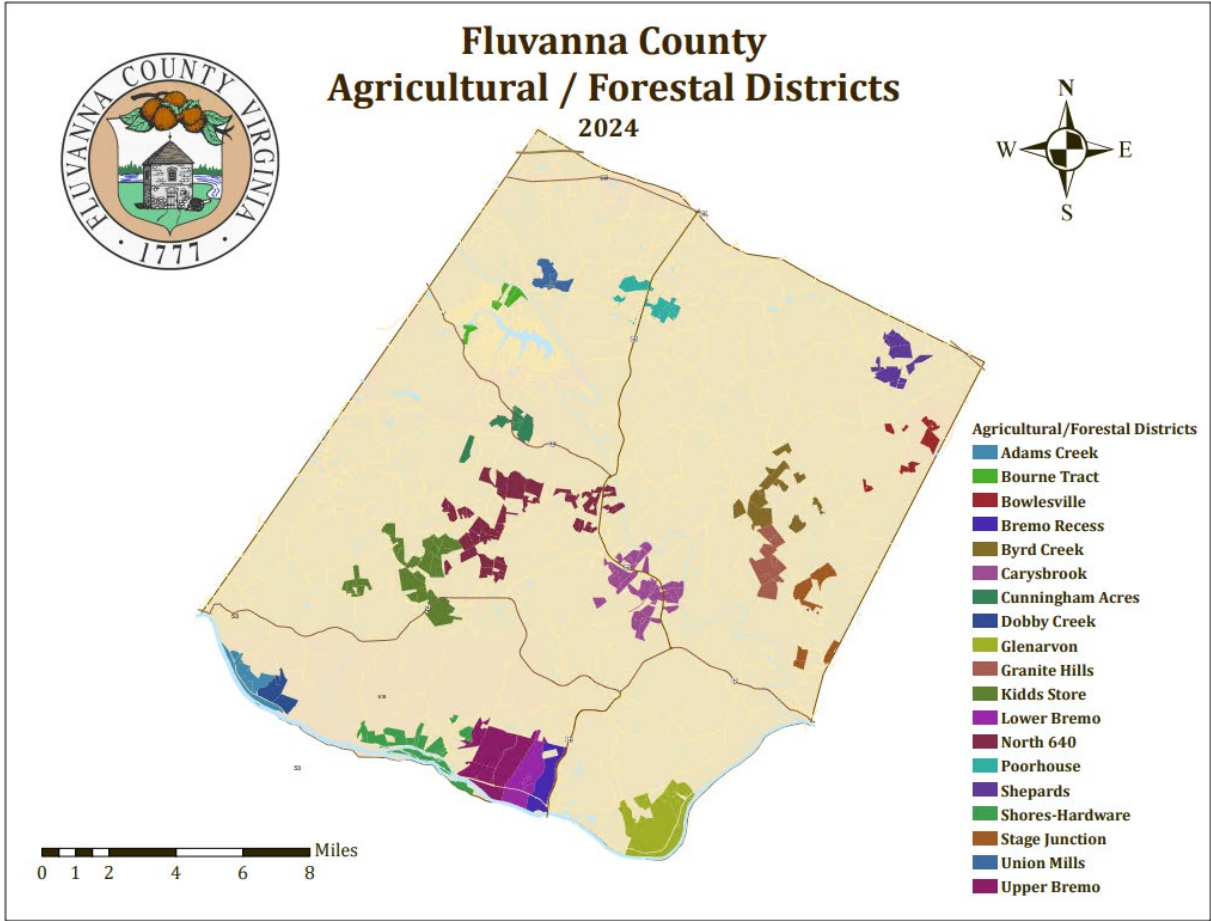
### Ag/Forestal Districts

Agricultural lands provide economic value and contribute to the unique character of the county. A challenge in preserving this valuable land use is the fact that land suitable for agricultural use is also suitable for development.

Magisterial District	Number of Parcels	Ag Acres	Horticultural	Forest Acres	Open Space Acres	Total Land Use (Acres)
Palmyra	525	5,142.46	8.52	15,857.15	458.39	21,466.52
Columbia	541	4,739.69	4.55	20,353.51	25,643.13	25,643.13
Cunningham	780	9,318.36	80.63	25,179.56	35,089.03	35,089.03
Fork Union Sanitary District	157	1,454.02	0	5,071.88	6,721.41	6,721.41
Fork Union	398	4,770.13	27.24	14,075.13	19,164.04	19,164.04
Lake Monticello	0	0	0	0	0	0
Town of Columbia	0	0	0	0	0	0
Town of Scottsville	0	0	0	0	0	0
<b>Total</b>	<b>2,401</b>	<b>25,424.66</b>	<b>120.94</b>	<b>80,537.23</b>	<b>2,001.30</b>	<b>108,084.13</b>

*Figure NE-9, Fluvanna County Land Use District Totals as of January 1, 2024 provided by the Commissioner of the Revenue*

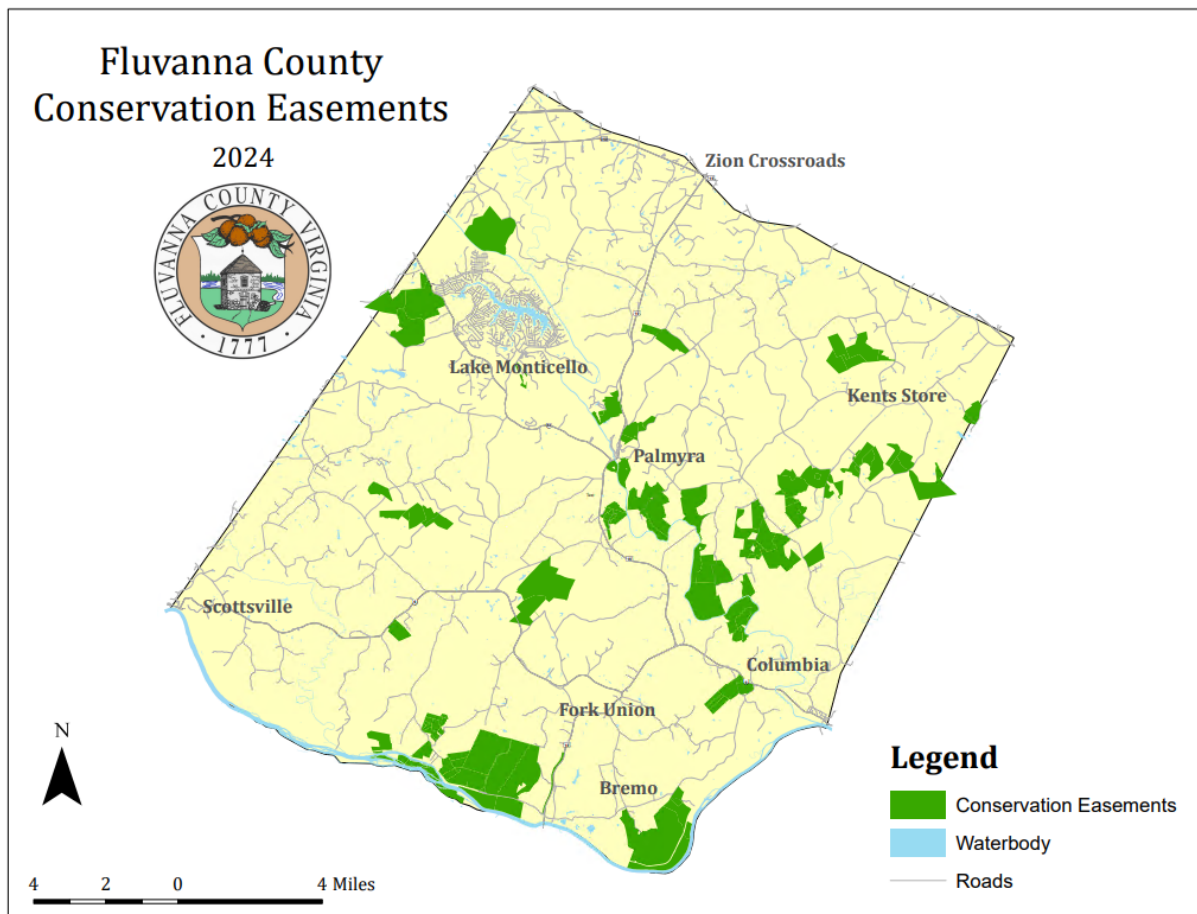
Agricultural and forestal districts were established to conserve, protect, and encourage the development of agricultural and forestal lands for food and other agricultural and forestal products. The districts conserve and protect agricultural and forestal lands as valued natural and ecological resources that provide open space for watershed protection, wildlife habitat, and aesthetic purposes. As of 2024, 105,000 acres of land were within Fluvanna's Agricultural/Forestal Districts. The majority of these districts are roughly located throughout the midsection of the county (see figure NE-10).



*Figure NE-10, Ag/Forestal Districts*

### *Conservation Easements*

The Board of Supervisors created an easement program whereby the jurisdiction may hold and protect easements and, in 2007, Fluvanna County accepted the first easement under its conservation easement program. As of January 1, 2024, there were 45 conservation and historic easements in the county, totaling 16,638.33 acres. Most of the easements are owned by the Virginia Outdoors Foundation and the Virginia Department of Forestry.



### *Cluster Development*

The county adopted cluster development zoning in 2004 to help conserve open space. Cluster developments in the residential (R-1) zoning district require 50 percent open space, while in the agricultural (A-1) zoning district they require 75 percent open space. Environmentally, this development scenario will help to reduce the impacts of erosion, sedimentation, and quantity of stormwater runoff.

### *Low-Impact Development (LID)*

LID is an approach to site development and stormwater management designed to mitigate development impacts to land, water, and air. The approach emphasizes site design and planning techniques that conserve natural systems and hydrologic functions on a site. The practice has been integrated into municipal development codes and stormwater management ordinances

throughout the country. LID begins with the site planning process, and is more sustainable than traditional development practices.

LID:

- Preserves open space and minimizes land disturbance;
- Protects natural systems (drainage ways, vegetation, soils, sensitive areas);
- Reexamines the use and sizing of traditional site infrastructure (lots, streets, curbs, gutters, sidewalks);
- Customizes site design to each site;
- Incorporates natural site elements (wetlands, stream corridors, mature forests) as design elements; and
- Decentralizes and manages stormwater at its source.

## **Economic Development**

The county's natural resources deserve consideration as economic development tools – forestry and agriculture are essential parts of the local economy, and Fluvanna's trails, rivers, and wildlife attract people from other communities for recreation. At the same time, preserving the county's natural resources depends on the continuing health of the local economy. The more economic activity our natural resources can support, the safer those resources will remain. Future discussions about economic development should include natural resources, and economic development efforts should include protecting, enhancing, and promoting these resources.

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## Chapter 2

# LAND USE AND COMMUNITY DESIGN

### *Mapping Fluvanna's Future Form*

The county wants a balance between individual property rights and the community's development goals. Private choices affect public policy concerning land uses, providing public facilities and services, anticipating transportation needs, and safeguarding the environment. Public policy affects housing location and costs through the provision of utilities, zoning, subdivision regulations, and building codes. Growth should be guided to ensure that adequate public services are provided and proper transitions exist between land uses.

This approach encourages development that diversifies the tax base, allows the population to increase at sustainable levels, minimizes the impact on existing infrastructure, and accounts for impacts including stormwater runoff, traffic, public safety, schools, and water and sewer capacity. The way a community chooses to grow, or not grow, directly impacts the tax base and the taxes paid by existing citizens. Responsible land-use policies result in fiscally self-sustaining development that will have a positive impact on taxpayers. Growth models should show a healthy, balanced mix of business and residential uses that provide a net gain to the community.

In Central Virginia, the debate is not about whether to grow or not to grow—the area is too attractive to newcomers, both economically and environmentally—but rather how we should grow. Fluvanna chooses to manage its growth in a way that strengthens the community and protects areas identified for preservation. Change is inevitable, but how a community changes depends on how closely it adheres to its vision, goals, and strategies for making the vision a reality.

## EXISTING CONDITIONS

The location of development has long-reaching impacts on the community. This chapter discusses how to balance economic growth with quality of life, and should reflect the community's goals for the location and character of growth. As importantly, it should reflect the areas to be preserved. Challenges include determining where growth is appropriate (given the rural nature of the county), existing and future traffic patterns, and the relationship to current and future infrastructure.

This chapter can be used to:

- Assist in identifying where to locate infrastructure and public facilities;
- Serve as a guide for evaluating proposed developments;
- Establish the framework to develop policies that will promote the desired land-use development patterns;

- Assist federal, state, and local agencies in coordinating their work, such as planning for future road and infrastructure needs; and
- Reflect the land-use opportunities and needs identified in other Comprehensive Plan chapters.
- Explain the desired elements for successful community design.

### **Land-Use Patterns**

Fluvanna County is a rural community with a few small manufacturing firms and a desire for a sustainable and agriculturally friendly economy. Development has generally occurred close to primary road networks and community services. The county has retained its rural character despite continued growth. Development has been dispersed throughout the county and in the communities of Fork Union, Bremono Bluff, Palmyra, and Lake Monticello, along with the towns of Columbia (its citizens voted to dissolve the town in January 2015) and Scottsville. Other smaller communities are associated with rural stores that existed throughout the county.

Lake Monticello, established in the early 1970s, was the county's primary residential growth area through the end of the twentieth century. While Lake Monticello houses approximately 40 percent of the county's population, no traditional urban center has developed there.

Commercial and industrial development has seen changes as well. As the county's population has grown, so has the demand for goods and services. Commercial and industrial growth has centered around Lake Monticello and Zion Crossroads. These areas are ideally situated to attract more development.

Development around Lake Monticello has primarily been strip commercial development that serves the needs of the local population. Zion Crossroads is poised to become the new center of industry and commerce for the county. Its location in relation to existing and proposed infrastructure, an interstate interchange, and the intersection of Routes 250 and 15 makes it a logical choice for business development. Additionally, rapid commercial development on the Louisa County side of Zion Crossroads will likely bring even more development to Fluvanna County. The Northwest Fluvanna / Southwest Louisa Multimodal Corridor Study, developed in conjunction with the Thomas Jefferson Planning District Commission, projects that there will be 28,000 additional jobs in the area by 2050.

To further enhance development opportunities in the Zion Crossroads area, the counties of Fluvanna and Louisa have joined together to ensure that the infrastructure needs of the area are met. A joint pipeline from the James River **is in the early stages of construction.**

### **Recent Trends**

Increased growth has brought pressure to develop agricultural and forested lands. In 2024, 60 percent, **or approximately 108,084.13 acres,** of the county was in land-use assessment status. Of the total land use acres, farmland accounted for 23.5 percent of that total, 74.51 percent was forested, 0.11% was horticultural, and less than 1 percent was open space.<sup>1</sup>

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<sup>1</sup> Fluvanna County Commissioner of the Revenue.

In response to requests from landowners, the Board of Supervisors approved fifteen agricultural and forestal districts in 1999 and 2000. As of April 2024, 20 districts, totaling 17,005 acres, had been established in Fluvanna County.

District Name	Planning Area	Approval Date	Review Period	Review Date	Total Acreage
Adams Creek	Rural Residential	05/05/2021	10 Years	05/16/2031	557.58
Bourne Tract	Rural Preservation	08/16/2023	8 Years	08/01/2033	282.09
Bowlesville	Rural Preservation	08/16/2023	8 Years	08/01/2033	394.49
Bremo Recess	Rural Preservation	02/17/2021	10 Years	01/17/2031	359.67
Byrd Creek	Rural Preservation	08/07/2019	10 Years	07/21/2029	690.39
Carysbrook	Rural Preservation	08/07/2019	10 Years	07/21/2029	1,285.38
Cunningham Acres	Rural Preservation & Residential	01/08/2020	10 Years	11/17/29	366.95
Dobby Creek	Rural Residential	02/17/2021	10 Years	01/17/2031	393.16
Glenarvon Farm	Rural Preservation	01/08/2020	10 Years	11/17/2029	1,730.36
Granite Hills	Rural Preservation	08/07/2019	10 Years	08/04/2029	771.97
Kidds Store	Rural Preservation	02/19/2020	10 Years	12/15/2029	1,327.26
Lower Bremo	Rural Preservation	02/17/2021	10 Years	01/17/2031	800.38
North 640	Rural Preservation	01/22/2020	10 Years	11/17/2029	2,369.95
Poorhouse	Rural Residential	02/19/2020	10 Years	01/19/2030	494.87
Sheperds	Rural Preservation	11/06/2020	10 Years	11/15/2030	706.53
Shores-Hardware	Rural Preservation	02/17/2021	10 Years	01/17/2031	1117.99
Stage Junction	Rural Preservation	05/20/2021	10 Years	06/07/2030	707.27
Union Mills	Rural Preservation	05/18/2022	10 Years	05/15/2032	393.16
Upper Bremo	Rural Preservation	09/16/2020	10 Years	09/20/2030	1,851.78
Quaint Lea of Nahor	Rural Residential	01/17/2024	10 Years	01/17/2034	404.1
<b>Total Acreage</b>					<b>17,005.33</b>
<b>% of Total County Acreage within Agricultural &amp; Forestal Districts</b>					<b>9.42%</b>

*Figure LU-1, Open Space, According to Fluvanna County Planning Department Records*



In 2006 the Board adopted a county conservation easement program. As of January 1, 2024, there are 45 conservation and historic easements in Fluvanna County. **These easements protect approximately 16,638 acres, or approximately 9.22% of the County.** The Virginia Department of Forestry (VDOT), Virginia Department of Historic Resources, Virginia Outdoors Foundation, and Fluvanna County itself hold easements countywide.

## Future Trends

### *Population*

According to US Census data, Fluvanna's population grew from 25,691 in 2010 to 27,249 in 2020 (6% growth).

Year	Population
2030	28,394
2040	31,523
2050	35,124

Source: Weldon Cooper Center

**Figure LU-2, Population Projections**

### *Pattern of Development*

Fluvanna's rate of growth and pattern of development create challenges to maintaining the rural character of the county. **With Lake Monticello nearing build-out, an increasing number of homes have been built elsewhere in the county. Between 2001 and 2013, 37 percent of new homes built in the county were within Lake Monticello proper. From 2009 through 2013, however, only 8 percent of Fluvanna homes were built in the Lake.**<sup>2</sup>

A primary cause of sprawl is the sporadic rezoning of properties throughout a locality. Spot zoning is the reclassifying of one or more tracts of land primarily for the private interests of one or more landowners instead of furthering the welfare of the entire community as part of an overall zoning plan. There must be valid reasons for any zoning amendment that are substantially related to the public welfare and necessity. **It is not sufficient that an applicant merely show that there is no neighborhood objection to the requested amendment.**

### **Three questions may be asked as a litmus test for spot zoning:**

- (1) Is the proposed change contrary to the established land-use pattern?
- (2) Is the proposed land-use change in conformance with the Comprehensive Plan?
- (3) Would the proposal create an isolated zoning district unrelated to similar districts?

Zoning applications should be well planned and complementary to the vision for that area. Critical items include buffers and screening between incompatible uses, connectivity and

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<sup>2</sup> Fluvanna County Building Inspections Dept.

walkability, adequate infrastructure, sustainable and attractive design, and other factors that will mitigate any adverse impacts.

Rezoning applications that do not compliment the community's vision and address all anticipated adverse impacts from the project are not approved. Successful applicants will meet with the community and county officials in advance of application submittal. This process benefits the project, and results in development that improves the overall quality of the community.

**It is not sufficient for an applicant to receive approval for a rezoning simply because a property is within a community planning area.** Each application is considered by the county to see if the proposed development is well planned within the context of the surrounding community.

**Applications that do not address a project's external costs to the community and provide a clear fiscal benefit to the county will not be favorably received.** This decision is subjective, and completely within the purview of the Board of Supervisors; however, the Comprehensive Plan will be used as a reference in evaluating all such discretionary projects.

#### *Future Land-Use Tools*

**Utilities, specifically sewerage systems, need to be carefully controlled and regulated.** Both centralized and decentralized systems have serious long-term maintenance challenges that need to be proactively addressed by the county in coordination with the Virginia Department of Health. These regulations and controls are designed not to control land use but rather to assist the prescribed land-use plan in a sustainable and environmentally responsible manner.

## **Design Approaches**

The 2000 Comprehensive Plan established three land-use designations to further guide development—community planning, rural residential, and rural preservation. The community planning areas, designated growth areas established pursuant to the Code of Virginia, section §15.2-2223.1, direct new development to communities which have infrastructure to support population growth and sustainable development. The growth-area plan allows conservation of the rural preservation areas by slowing and controlling development in these areas.

Six areas—Lake Monticello (Rivanna), Palmyra, Zion Crossroads, Scottsville, Fork Union, and Columbia—are designated growth areas established pursuant to the Code of Virginia, section §15.2-2223.1. These areas are also referred to as Community Planning Areas, or CPAs. Areas outside the community planning areas—the rural residential and rural preservation areas—complete the continuum from the more dense community areas to the more rural and natural areas. Since 2000, Lake Monticello (Rivanna), Palmyra, Zion Crossroads, and Fork Union have had community plans developed to further refine how those areas should grow.

The preference for the dispersion of new development within these land use classifications is:

- 70 percent in community planning areas;
- 20 percent in rural residential areas; and
- 10 percent in rural preservation area.

A review of actual building permits issued in 2014 shows that 38.6 percent of these permits were issued in the community planning areas. 61.4% percent were in rural areas. This balance is the reverse of the desired development pattern, with the most development occurring in the areas intended for the lowest density and most preservation of open space. The future development of approved subdivisions could provide significant challenges to the preservation of rural character.

The 2009 Comprehensive Plan retained the same goals for development distribution among the land use designations. These changes are intended to strengthen the land-use vision of the county, more effectively implement the community planning areas established pursuant to the Code of Virginia, section §15.2-2223.1, and better buffer the rural residential and rural preservation areas.

## **Design Elements and Standards**

The design elements and standards described in this section detail how development should occur and what type of development should be permitted.

### **Community Elements**

- Most new growth occurs at Zion Crossroads, which develops into a regional mixed-use center featuring employment centers and a diverse mix of retail opportunities and housing options. The Zion Crossroads Community Planning Area will serve as the county's Urban Development Area, established pursuant to the Code of Virginia, section §15.2-2223.1.
- The current retail centers surrounding Lake Monticello, in the Rivanna community planning area, develop into neighborhood mixed-use centers with smaller-scale retail opportunities and housing options.
- Growth in the courthouse area of Palmyra should be scaled to match that of the surrounding village.
- Fork Union should continue to develop as a village in the core area near Fork Union Military Academy, surrounded by residential neighborhoods.
- Developments in rural areas should be limited to rural housing clusters and limited residential development with a large open-space component.

### **Regional Center**

The regional center is comprised of regional mixed-use and regional employment. These two elements are similar, and may overlap at some points. As the county's Urban Development Area (established pursuant to the Code of Virginia, section §15.2-2223.1), Zion Crossroads remains the ideal location for such uses.

### **Regional Mixed-Use**

The regional mixed-use center is a focal point for the region; it reinforces this through its scale of development and rich range of land uses. Regional mixed-use development is characterized by a higher intensity and mixture of land uses than surrounding areas. Larger-scale commercial uses, such as big-box stores, are situated along the main arterial roadway, with slower-speed streets and smaller block sizes off of the busy arterial.

### **Regional Employment**

The regional employment center is predominantly devoted to employment, but maintains a mixed-use component to serve employees and surrounding residents. Employment uses may include professional office space, research facilities, storefront offices, and warehouse and light industrial uses.

Office uses are recommended at the core, while warehousing and light industry are appropriate at the periphery. It is important to link single-use areas with adjacent mixed-use development. Live-work units are recommended to maximize the residential capacity of regional employment centers. Although some uses may require large blocks, smaller block sizes should be maintained wherever possible.

Compact blocks around a mixed-use main street define the core of the regional center. The main street must provide a comfortable pedestrian environment between small shops, stores, and offices. Higher-density residential areas are encouraged within close walking distance to the main street.

#### *Street Types*

The regional employment center's main street provides wide sidewalks, shade trees, and safe crosswalks. When larger-scale commercial roads pass through regional mixed-use and employment centers, the cross section should be scaled to balance vehicular traffic with the presence of pedestrians. Large commercial uses may front onto the commercial street, with smaller retail uses lining the main street and surrounding streets set back from the higher-speed commercial street.

#### *Connectivity and Block Size*

Because of building density and desire for walkability, small block sizes are appropriate in the regional center. Block sizes may be expanded to accommodate larger retail stores, or office and light industrial campuses, without disrupting the overall block network. Buildings should line the perimeter of blocks, with the center of the block used for surface parking and courtyards. The tight street network provides many routes for pedestrians, connects parking lots, and joins the residential and mixed-use areas.

#### *Building Height and Frontage*

The tallest buildings along the main street should provide a sense of enclosure, creating an "urban room" for pedestrians. Setbacks should be minimized, with no setback along primary streets, particularly those with retail uses. Residential uses toward the edge may have lower building heights and small setbacks.

### *Parking*

On-street parking is encouraged along both commercial and residential streets. Surface parking should be placed to the rear of buildings, shielded from the sidewalk and main street setting. As density increases over time, structured parking may become an option.

### *Mix of Uses*

The regional mixed-use center has the largest diversity of uses, combining retail and office in close connection to residential and other varied uses. This mixed-use quality is important for creating a vibrant Main Street core and an energized streetscape for residents, patrons, and workers.

The regional employment center is primarily composed of office uses and related services. Despite this focus, the employment center should incorporate mixed-use elements, including restaurants, retail, and some multifamily residential. This mixed-use quality is important for the establishment of a desirable workplace, and its relationship to surrounding development.

### *Density*

The regional center is a high-density community element. Large parking areas should be minimized in order to optimize the potential density of the center. Residential uses are primarily multifamily, taking form as apartments and townhouses. Larger uses, such as large-footprint commercial, office, and light industrial, should be placed toward the edge of the development area.

### *Integration of Open Spaces*

With its intense style of development, the regional center has limited opportunities for open space. A town square is the most appropriate type of open space for the mixed-use center, and can serve as a public civic space at the core of the downtown area. Pocket parks are the most appropriate open space in employment centers, and can be distributed throughout the area. Greenways may provide connections to downtown and from surrounding areas.

### **Neighborhood Mixed-Use**

The neighborhood mixed-use community element incorporates multiple uses in a walkable, pedestrian-friendly environment with compact block sizes. Neighborhood mixed-use areas include a mix of retail and office uses at the center, with connected residential uses at the edge. A centralized public space is encouraged as a focal point and civic space for the community.

### *Street Types*

Commercial areas within neighborhood mixed-use elements should incorporate Main Street standards. As land use transitions to residential, neighborhood streets should be used. Where larger, high-speed roads enter the pedestrian-oriented core of a neighborhood mixed-use elements, the cross section should feature commercial streets, to balance vehicular and pedestrian needs.

### *Connectivity and Block Size*

Small block sizes are appropriate for the neighborhood mixed-use element. Block sizes for commercial uses must expand to accommodate large retail stores without disrupting the overall block network. Where there are smaller-scale storefronts, office uses, and residential, block sizes should be minimized.

### *Building Height and Frontage*

The tallest buildings making up the neighborhood mixed-use element should be concentrated around the main street to provide a sense of enclosure, creating an “urban room” for pedestrians. Setbacks should be minimized, with no setback along areas serving as the main street.

### *Parking*

On-street parking is encouraged along commercial and residential streets. Surface parking should be placed to the rear of buildings, shielded from the sidewalk and main street setting. Large surface parking lots should be placed within the interior of blocks and arranged to maximize sharing between uses.

### *Mix of Uses*

Although the neighborhood mixed-use element favors retail, other uses, including storefront retail, office, civic, and residential, are recommended. This mix of uses is important to the vibrancy of the center, creating an energized streetscape for residents, customers, and workers.

### *Density*

The neighborhood mixed-use element combines higher-density retail and residential uses. Large parking areas should be minimized in order to optimize density. Most residential uses should be multi-family, with single-family residences only appropriate as a transition into neighborhood residential areas.

### *Integration of Open Spaces*

Due to its development intensity, the neighborhood mixed-use element allows limited opportunities for open space. A town square or pocket park is the most appropriate type of open space at the core. Greenways may connect the center and peripheral areas. Recreational parks may be integrated at the edge of the commercial area to serve the community.

## **Neighborhood Residential**

Neighborhood residential areas should provide a range of residential housing types and lot sizes. Generally, this includes a balance of single-family residences and multifamily housing. A central neighborhood park is an excellent asset for a neighborhood center, and is strongly encouraged. Connections should be made to surrounding neighborhoods and commercial centers where possible. Neighborhood residential centers typically border higher-density neighborhood mixed-use areas. In some cases, small commercial and institutional uses may be incorporated into the neighborhood residential community element.

### *Street Types*

Neighborhood streets are the primary street type within the neighborhood residential element. Because of the residential character of these centers, commercial streets are limited.

### *Connectivity and Block Size*

Block size should relate to lot size and density. Higher-density blocks allow for smaller block sizes, where lower-density areas may have larger-scale blocks. Connectivity with adjacent land uses, primarily nearby neighborhoods, is encouraged. Where street connections are not feasible, greenways are recommended.

### *Building Height and Frontage*

The majority of buildings in neighborhood residential areas are residences. Buildings have a reduced scale and greater setbacks in comparison to regional centers and neighborhood mixed use. Shorter setbacks are recommended for higher-density residential blocks.



*Figure LU-3, Residential Streetscape*

### *Parking*

On-street parking is suggested in higher-density residential areas. Where block sizes are bigger, on-street parking may give way to residential driveways and garages. Where garages are present, it is important to set them to the side or rear of the residence, so they do not dominate the residential frontage.

### *Mix of Uses*

While predominantly single-family residential, neighborhood residential areas should incorporate some degree of mixed use, primarily multifamily residential, storefront retail and office may be integrated at a residential scale.

### *Density*

The neighborhood residential element is primarily composed of single-family residences. Residential development should strive to maintain a reasonable density (e.g., less than quarter-acre lots), freeing green space as a shared amenity.

### *Integration of Open Spaces*

The neighborhood residential element can incorporate a shared green space at its core. Neighborhood parks vary in scale, but serve local residents as recreational and gathering space. If possible, greenway trails should be integrated to link the neighborhood to surrounding neighborhoods and open spaces.

### **Village**

Villages are characterized by a small, mixed-use core surrounded by residential uses and a connection to natural features and open spaces. Despite their limited scale and density, villages typically favor mixed use (often a major civic use). Outside of a small mixed-use center, villages

are characterized by single-family residential uses. A green buffer may be created at the perimeter of the village to integrate open spaces with the developed area.

### *Street Types*

Main streets and neighborhood streets are the primary street types within villages. When higher-speed roads approach the walkable core of a village, the street should better balance vehicular and pedestrian needs.

### *Connectivity and Block Size*

The mixed-use village core should have small blocks to accommodate a limited but dense collection of small retail uses. Residential block size should relate to the lot size and density of residences. Higher-density blocks allow for smaller block sizes, where lower-density areas may have larger-scale blocks.



*Figure LU-4, Neighborhood Street*

### *Building Height and Frontage*

The majority of buildings in villages are residential. Buildings have a reduced scale and greater setbacks in comparison to downtown and commercial centers. Due to the varying rural quality of villages, setback requirements should remain flexible.

### *Parking*

On-street parking is suggested in higher-density residential areas. Where block sizes are bigger, on-street parking may give way to residential driveways and garages. Where garages are present, it is important to set them to the side or rear of the residence, so that they do not dominate the residential frontage.

### *Mix of Uses*

While predominantly single-family residential, villages should incorporate mixed use at their core, including small-scale storefront retail and office. Multifamily residential may also be integrated at the core and within surrounding blocks.

### *Density*

The village element combines a range of uses and densities. In general, development should strive to maintain a reasonably high density, in turn freeing green space for community use or for use as a natural buffer.

### *Integration of Open Spaces*

Villages provide a great opportunity for open-space preservation, typically at the periphery surrounding the developed area. Neighborhood parks are recommended at the core. If possible, greenway trails may be integrated to link villages with surrounding neighborhoods and open spaces.

## **Rural Clusters**



Rural clusters are small-scale residential areas surrounded by farmland, preservation zones, or otherwise environmentally sensitive land. Although they are small in scale, clusters should strive to maintain density similar to that of the neighborhood residential community element. This will maximize preserved land by clustering homes on small lots. Rural cluster planning must be sensitive to existing natural features, agricultural land, and viewsheds when positioning development. Rural clusters are predominantly single-family residential, but may incorporate limited multifamily residential, small-scale retail, and farm uses.

### *Street Types*

Within their developed area, rural clusters primarily use neighborhood streets and are connected to other places in the region by rural roads. Because of the rural character of these centers, streets do not require curbs and gutters or fixed sidewalks. Off-road paths are often a more appropriate pedestrian facility than formal sidewalks.

### *Connectivity and Block Size*

When a rural cluster takes a compact form, block sizes should remain relatively small. However, some situations do not allow for typical defined blocks, in which case no maximum block size is applicable. In such situations, it is still important to maintain a connected street network.

### *Building Height and Frontage*

Most buildings in rural clusters are residential and have a reduced scale and greater setbacks in comparison to those in neighborhood settings. Setback requirements should remain flexible, due to the varying rural quality of rural areas.

### *Parking*

In a rural setting, formal on-street parking is rarely required or appropriate. For residential parking, it is important to set garages to the side or rear of the residence, so that they do not dominate the residential frontage.

### *Mix of Uses*

While predominantly single-family residential, rural clusters may incorporate a limited multifamily residential component. This is typically found at the center of the developed area.

### *Density*

The rural cluster element concentrates development in a compact area, leaving the remaining land for preservation and common use. In general, development should strive to maintain a reasonable net density (i.e., within the non-open-space portion of a development), to maximize preservation.

### *Integration of Open Spaces*

Rural clusters provide an opportunity for open-space preservation, typically at the periphery surrounding the developed area. Open space should be clustered to maximize large areas of open space whenever possible. Neighborhood parks are recommended at the core. If possible, greenway trails may be integrated to link rural neighborhoods with surrounding neighborhoods and open spaces.

## **Rural Preservation**

Development in the rural preservation areas should consist of farmland, preservation zones, or otherwise environmentally sensitive land with scattered housing.

### *Street Types*

This area is characterized by rural roads that connect farmland to markets. Because of the rural character of this area, curbs and gutters or fixed sidewalks are not appropriate. Where stormwater management is needed, it should be managed with grass swales.

### *Connectivity and Block Size*

Farms and scattered housing are connected to main roads by informal private drives. Because the housing is dispersed, there is no block size requirement.

### *Building Height and Frontage*

The majority of buildings in the preservation area consist of residential and farm use. Building types should be limited to single-family residential and agricultural uses, with the height of structures varying with use. Setback requirements should remain flexible, due to the varying rural quality of this area.

### *Parking*

In a rural setting, formal on-street parking is rarely required or appropriate.

### *Mix of Uses*

The rural preservation area consists primarily of open space and agricultural and forestry uses with scattered single-family residential.

### *Density*








In general, development should strive to maintain a very low density in order to maximize the opportunity for continued preservation of farms and open space.

### *Integration of Open Spaces*

Development in the rural preservation area should maximize open space. Open space should be clustered to maximize large areas of open space whenever possible. If possible, greenway trails may be integrated to link rural neighborhoods with surrounding neighborhoods and open spaces.

## **Community Element Standards**

Figure LU-21 provides a development matrix on the seven community elements that provide suggested development standards. These standards should be used as a general guide for development proposals such as planned unit development projects, but it should be recognized that each project will have unique characteristics, and will not always adhere to the standards recommended in the matrix.

COMMUNITY ELEMENT MATRIX						
urban ←			→ rural			
						
<b>Regional Center</b>				<b>Rural Areas</b>		
<b>Regional Mixed Use</b>	<b>Regional Employment</b>	<b>Neighborhood Mixed Use</b>	<b>Neighborhood Residential</b>	<b>Village</b>	<b>Rural Cluster</b>	<b>Rural Preservation</b>
<b>Street Types</b>						
Commercial street Main street Neighborhood street	Commercial street Main street Neighborhood street	Commercial street Main street Neighborhood street	Neighborhood street	Commercial street Neighborhood street Rural road	Neighborhood street Rural road	Rural road
<b>Block Size</b>						
400–800 ft.	400–800 ft.	300–600 ft.	200–600 ft.	200–600 ft.	200 ft.–varies	Varies
<b>Building Height</b>						
2–6 stories	2–6 stories	2–4 stories	1–3 stories	1–3 stories	1–2 stories	1–2 stories
<b>Frontage</b>						
Commercial storefront	Commercial storefront	Storefront Porch	Storefront Porch Residential yard	Storefront Porch Residential yard	Porch Residential yard	Porch Residential yard Open space
<b>Parking</b>						
Structured On-street Surface	On-street Surface	On-street Surface Residential	On-street Surface Residential	On-street Surface Residential	Residential	Residential Unstructured
<b>Mix of Uses</b>						
Large commercial (25–40%) Storefront retail (25–40%) Civic (10–25%) Office (10–25%) Restaurant (10–25%) Multifamily residential (5–20%)	Office (25–75%) Health/medical (10–25%) Light industrial (10–25%) Storefront retail (5–20%) Multifamily residential (5–20%)	Storefront retail (25–75%) Civic (10–25%) Office (10–25%) Restaurant (10–25%) Multifamily residential (10–35%) Single-family residential (5–20%)	Single-family residential (50–75%) Multifamily residential (10–25%) Limited retail (10–25%)	Storefront retail (10–25%) Civic (10–25%) Office (10–25%) Restaurant (5–20%) Multifamily residential (25–50%) Single-family residential (25–75%)	Single-family residential (50–100%) Multifamily residential (25–50%) Limited retail (10–25%)	Single-family residential (10%) Country stores (5%)
<b>Density</b>						
Commercial FAR: 2.0 Residential DUA: 10–15	Commercial FAR: 2.0 Residential DUA: 10–15	Commercial FAR: 1.0 Residential DUA: 8–10	Commercial FAR: 0.5 Residential DUA: 4–8	Commercial FAR: 0.75 Residential DUA: 4–6	Commercial FAR: 0.5 Residential DUA: 2–6 (net)	Commercial FAR: 0.1 Residential DUA: 0.5–0.1
<b>Open Space</b>						
Town square Pocket park	Pocket park	Town square Pocket park Neighborhood park	Neighborhood park Recreational park	Neighborhood park Recreational park Passive open space	Neighborhood park Recreational park Passive open space	Recreational park Agriculture and forest land Passive open space

**Figure LU-5, Community Element Matrix**

## Residential Areas

Residential development within the community planning areas should respect the rural design theme, particularly at the periphery of the growth area and the rural fringe. A variety of housing types should be included as part of neighborhood mixed-use communities. Neighborhood residential that is primarily single-family should not be the only housing within the growth areas. Due to the limited amount of developable land within community planning areas, single-family subdivisions are inefficient. Within single-family residential developments, a variety of housing sizes and styles should be available.

Affordable housing and workforce housing are vital to the community. Many affordable homes will be single-family attached, townhouse, duplex, condominium, or other multifamily structures. Some smaller single-family detached homes are affordable to median-income families and should be part of a neighborhood's design.

Workforce housing is generally price-constrained and marketed toward middle-class homeowners. Market-rate housing is not price-constrained and is available to any buyer at any income level.



*Figure LU-6, Mixed-Income Neighborhood*

## Commercial Areas

The county's designated growth areas, established pursuant to the Code of Virginia, section §15.2-2223.1, are places where, because of existing populations, established villages, commercial services, employment, and infrastructure such as highway access, growth has occurred and should continue to grow. Zion Crossroads, with an interstate interchange and the intersection of Routes 250 and 15, and its existing and planned infrastructure, is an ideal location for a regional employment and mixed-use center. Rapid commercial development on the Louisa County side of Zion Crossroads will likely bring more development to Fluvanna County.

Fluvanna and Louisa County are working together to ensure that the infrastructure needs of the area are met. **A joint water pipeline from the James River is in the initial stages of construction.** Additionally, Louisa County may be able to extend waste treatment lines into the area for some capacity, along with the development of future wastewater capacity for the area as part of major mixed-use development. This infrastructure will be supplemented by sewer and water provided by the Fluvanna Correctional Center for Women on Route 250.

Palmyra is the county seat and Fluvanna's historic center of development. The Rivanna Planning Area is centered around Lake Monticello, which was the county's primary development area from the early 1970s until recently, when the Lake began to approach its build-out capacity. These two areas will continue to grow, but should do so in an integrated, sustainable way that compliments existing development and the history of each area. Much of this growth will fill the role of traditional infill development.

Mixing commercial uses on the ground floor with residential uses on upper floors enhances street-level vitality attracting both pedestrians and “downtown” residents along Main Street. Additionally, the concept of “eyes on the street” argues that crime is reduced when people use a street or other public area for a greater period of time than during normal business hours.

In order to create a more functional and appealing pedestrian environment, parking lots should be less visible from the street. This means parking should be relegated to the back or sides of building, or within structures. This approach engages and attracts pedestrians and “walk-in” customers.

### **Walkable Community**

The primary functions of streets include providing thoroughfares for pedestrians and traffic, access for emergency vehicles, and accommodating parking. Streets are important open-space features. The streetscape—building facades, sidewalks, benches, lighting, trees, and other characteristics—influences the character of the surrounding environment. Well-designed streetscapes are pedestrian-friendly environments. Pedestrian promenades create areas for people to gather and walk.

### **Phasing**

Another important element in designing a sustainable project is the phasing of a project. Rarely will a project be developed all at once. Larger projects, in particular, will need to be phased, which should be discussed during the rezoning/master plan phase of the project.

Plans can be proffered in a certain order, during certain time frames, or in contingency on the provision of certain infrastructure. For instance, a developer could proffer that a project’s residential component would not commence until an adequate public water supply was in place. Such a proffer assures the community that this infrastructure will be in place prior to additional demand being placed on the existing community’s resources. The wording of proffers made during a rezoning process should be clear and concise, so that those commitments can be met if the project is approved.

### **Architecture**

The design, style, and material quality of building impact the aesthetics and sustainability of the community. Low-maintenance, sturdy, but attractive products should be used as a standard in lieu of lower-grade materials like vinyl or metal siding, asphalt shingles, or flat tarpaper roofing. State-of-the-art materials are more energy-efficient and require less upkeep. Current products vary widely but include HardiePlank siding, composite decking, nontoxic cellulose wall insulation, low-VOC caulks, adhesives, and paints, low-E argon-filled windows, and Energy Star light fixtures. Recycled or renewable products such as bamboo floors reduce the environmental footprint of development. Brick, block, standing seam metal roofing, green roofs, higher-grade asphalt shingles, and other traditional materials are also encouraged.

Architectural styles can and should vary among developments, but should remain consistent within a project. Quality of material and sustainability should not vary widely, and should not be compromised by low-quality, high-maintenance materials. While it is not desirable to regulate

specific materials, it is reasonable and feasible for a developer to commit to specific material types and styles as part of a project’s approval, preferably through legally binding proffers.

**The Relationship between Community Elements and the Community Planning Areas**

Each community element correlates to a community planning area (or land use designation) and the urban development area. The community elements may be appropriate in different configurations within each community planning area as shown below and discussed previously.

Community Element	Community Planning Area
Regional mixed use	Zion Crossroads
Regional employment	
Neighborhood mixed use	Columbia, Fork Union, Palmyra, Rivanna, Scottsville, Zion Crossroads
Neighborhood residential	Columbia, Fork Union, Palmyra, Rivanna, Scottsville, Zion Crossroads
Village	Columbia, Fork Union, Palmyra, Scottsville
Rural cluster	Rural residential Rural preservation
Rural preservation	Rural preservation

*Figure LU-7, Land-Use Relationships*

In practice, the specific recommendations for each type of community element should guide the design of a development depending on its location, both in terms of the specific community planning area as well as the precise location within a planning area. The Comprehensive Plan lays out the framework and basic parameters of each land-use designation, including the community planning areas and urban development area (established pursuant to the Code of Virginia, section §15.2-2223.1), in the context of the various community elements.

## Community Plans

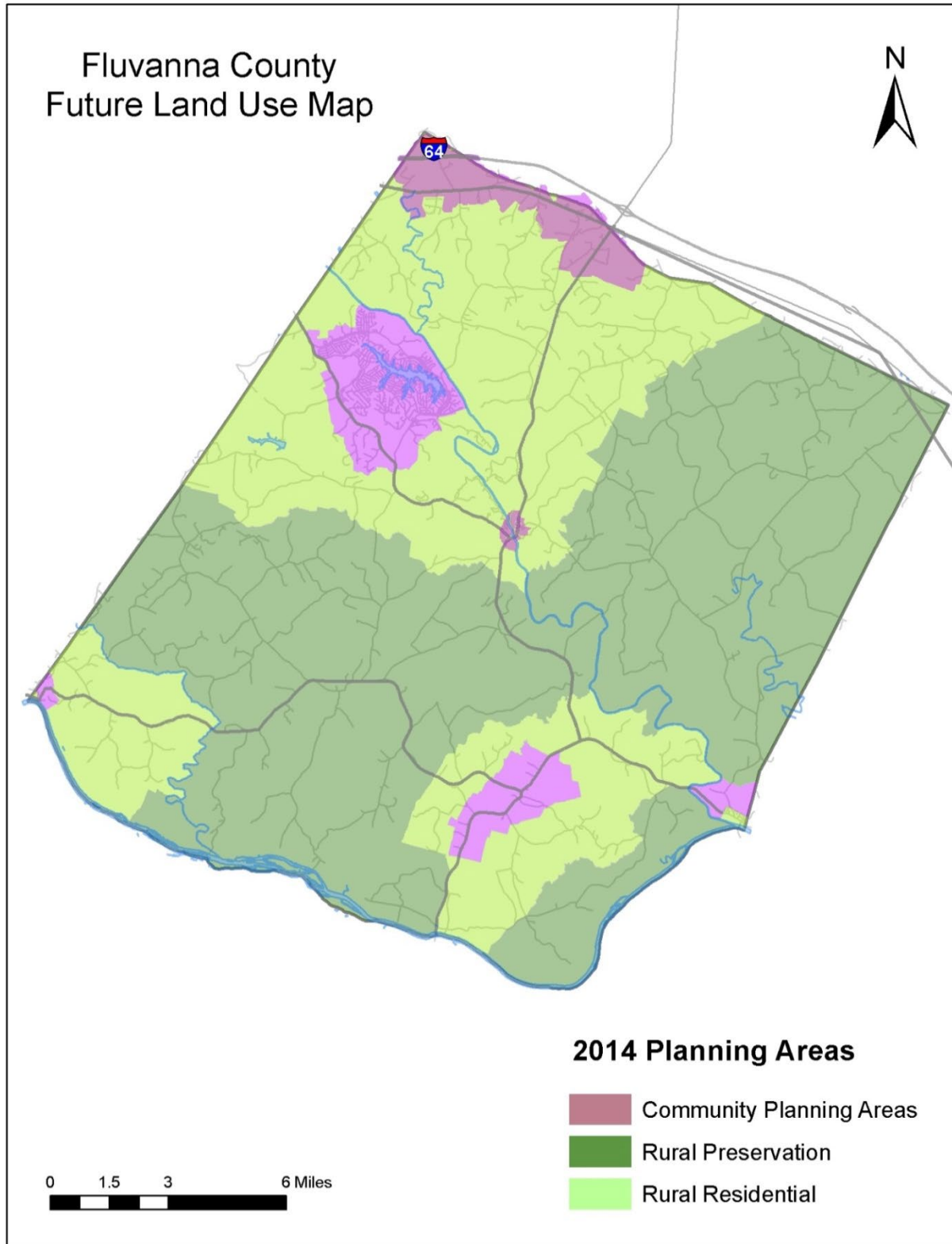


Figure LU-8, 2029 Future Land Use Map

## Zion Crossroads Community Plan

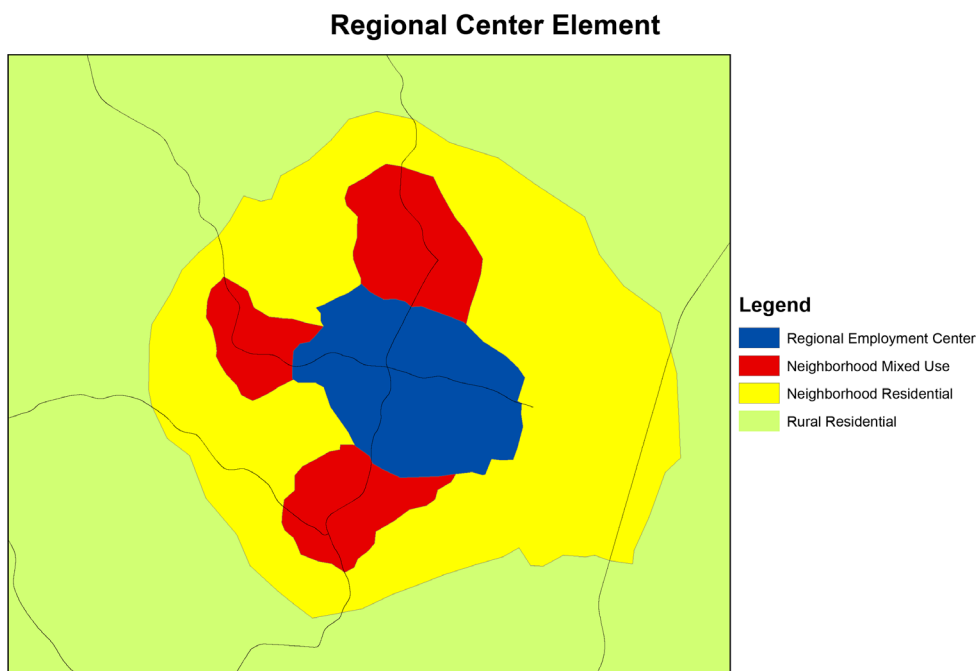
### Overview

Located at the crossroads that connect Charlottesville, Richmond, and destinations to the north and south, Zion Crossroads is situated to contribute to Fluvanna County's goals for the future. The county seeks to expand the services, recreation, restaurant, and retail options available to its residents, while at the same time retaining the area's rural character.

Zion Crossroads is the primary gateway to Fluvanna County, and should be enhanced to provide a scenic welcome to residents and tourists. It should develop as an employment, retail, commercial, and recreation destination for county residents and travelers along Routes 64, 15, and 250.

As the county's Urban Development Area established pursuant to the Code of Virginia, section §15.2-2223.1, Zion Crossroads is envisioned to be the most intensely developed part of the county, consisting of regional mixed-use, regional employment, and neighborhood mixed-use developments. This area is the county's primary regional economic development area and is targeted as a regional employment center with primarily mixed-use, mixed-income development.

Commercial and neighborhood streets make up the primary transportation network, along with sidewalks, trails, and bicycle lanes. Other open space consists of green infrastructure such as streams, storm channels, and small pocket parks or town squares.



*Figure LU-9, Regional Center Element*



Large, medium, and small commercial businesses, along with office, civic, and multifamily residential uses, combine to form a neotraditional development or series of interconnected developments. Commercial and office structures do not exceed six stories, and residential density is up to ten dwelling units per acre (10 du/ac). Density may be increased with incentives such as open space, affordable housing, or transfer of development rights, depending on the zoning district standards.

Zion Crossroads lacks an adequate transportation system, especially to serve new development. Sidewalks, bicycle lanes, and transit service are nonexistent. Moreover, Zion Crossroads lacks a center of commerce and has no clear identity beyond the through-traffic amenities such as service stations and fast food chains.

## Recommendations

The following recommendations focus on the potential of Zion Crossroads as a center of commerce, employment, and higher-density residential uses. This includes creating an identity for Zion Crossroads, improving transportation for pedestrians, bicyclists and vehicles, protecting the natural features of Zion Crossroads through compact, efficient development, and enhancing economic and employment options.

**Create an identity by constructing gateways to Zion Crossroads.** Through street design and road enhancements, a Zion Crossroads gateway can be formally established. The Route 250 and Route 15 intersection presents an opportunity to introduce travelers to the rural character of Fluvanna County. Wide lanes, the absence of sidewalks and bicycle lanes, and a flat median contribute to the auto-oriented nature of this roadway. At high speeds, motorists barely notice the rural surroundings or local businesses. The traffic signal, overhead utility lines, and cluttered signage contribute to the poor visual quality of this gateway to Zion Crossroads. Addressing these functional and visual issues will greatly improve people’s first impression of Fluvanna County.

**Define a village-scaled center.** At the heart of this recommendation are two village-scaled complexes: one as a center for residential, neighborhood-scaled commercial and recreation, and the second as a higher-intensity commercial area, anchored by a major retail establishment.

A village-scaled center concentrates growth within clearly defined boundaries. Within these boundaries there is a mix of uses—residential, recreational, small-scale and more intensive commercial—as well as a clearly defined Main Street and recreation amenities. Much of the Fluvanna County portion of Zion Crossroads is rural. In order to retain this rural character, new growth should occur in specific areas that are clearly defined.

Zion Crossroads lacks a distinct town center, without which Zion could grow in a conventional strip development pattern. Higher-density, village-scaled development would distinguish Zion Crossroads as a regional center. Village-scaled development provides the necessary framework for economic activity and community-oriented services while protecting the environment beyond the edge of the village center.

**Support mixed-use development.** Mixed-use development appropriate for Zion Crossroads should include multifamily housing, small, locally owned shops, larger retail development, and light industry. Zion Crossroads is also favored for more intensive uses that stimulate the county economy, provide jobs, offer a range of retail stores, and provide for leisure activity through parks and playing fields within the defined growth area. It may be appropriate to introduce a more flexible zoning classification to the area, in order to make economic development easier.

In any area, development needs to be paired with the availability of appropriate infrastructure (e.g., water, sewer). Intensive mixed-use development in Zion Crossroads must be appropriately phased with enhancements to the supporting infrastructure. As the county moves towards acquiring such infrastructure, economic development will become more feasible.

**Improve the safety and efficiency of the transportation system.** Coordinate safety improvements for Routes 250 and 15. Route 15 southbound from Interstate 64 is of particular concern, as many through travelers stop for fuel and food. The new diamond interchange alters existing traffic patterns, and these impacts should be studied. Traffic drops off significantly on



*Figure LU-10. Roundabout*

Route 15 after its intersection with Route 250. Much of the traffic on Route 250 now uses Interstate 64. The Route 250 / Route 15 intersection is an ideal roundabout location. A roundabout would improve the flow of traffic, provide safer pedestrian and bicycle access, and facilitate the creation of an attractive gateway from each of the four approaches. Roundabouts make intersections more attractive and safe for motorists, bicyclists, and pedestrians.

Other improvements can be implemented in the Zion Crossroads area for safety, overall attractiveness, and accessibility for all modes of travel. Crosswalks and sidewalks will further improve pedestrian safety and encourage activity along the corridor. Financial impacts and quantities of impervious surfaces (which contribute to stormwater runoff) can be reduced by installing sidewalks only on one side of the street.

The Northwest Fluvanna / Southeast Louisa Multimodal Corridor Study, which focuses on Route 15, Route 64, and Route 250 throughout northwest Fluvanna, southwest Louisa, and eastern Albemarle corridor to create a transportation plan for the area, provides excellent descriptions and illustrations of the types of improvements desired along the corridor. Despite the time elapsed since the study was published, most of the elements discussed remain desirable and should continue to influence development in Zion Crossroads.



*Figure LU-11, Pedestrian Oriented Roadway Section*

**Increase alternative transportation options.** RideShare provides a free service to match travelers who are going to similar areas at similar times, and provide a car or vanpool service. RideShare participants are also enrolled in the Guaranteed Ride Home program, which provides free rides home in an emergency to users of alternative transportation. RideShare can work with employers in the Zion Crossroads area to develop and implement traffic-reduction programs that target the specific needs of the area’s travelers. RideShare also maintains park-and-ride lots. Currently, there is one park-and-ride lot in the Zion Crossroads area (Louisa County) and a park-and-ride lot located in Jefferson Village Shopping Center near Lake Monticello. New mixed-use development may also create new opportunities for park-and-ride lots, and for pairing park-and-ride lots with JAUNT transit service.

JAUNT provides transportation service throughout the region (City of Charlottesville, Fluvanna, Albemarle, Buckingham, Greene, Louisa, and Nelson counties). JAUNT is funded by local governments in the area, and uses federal, state, and local funding to supplement the fares its users pay.

**Protect the rural features of the Zion Crossroads area.** The development of Zion Crossroads need not come at the expense of its rural and environmental features. Two techniques serve to enhance both the rural and environmental features and the village-scaled development recommended in this plan. Siting development in areas that do not compromise natural features will preserve prominent rural and environmental features. If development is so sited, residents, shoppers, and employees will be in close proximity to these natural features, making the development areas more attractive and appropriate.

**Mitigate runoff through green street techniques, bio-swales, and reduced impervious surface in all new and remodeled development.** The county should encourage development that leaves natural features as intact as possible. Site disturbances such as excessive grading, unnecessary removal of helpful plants and trees, and large quantities of impervious surfaces all contribute to stormwater runoff and sedimentation (degrading the county’s rivers and streams), reduces groundwater recharge, and generally results in a more attractive site. This low-impact approach to development often reduces a developer’s costs, and allows the county to meet its stormwater management obligations. Best of all, it frequently requires little more than creative site planning.

Green street solutions help control stormwater while enriching the character of neighborhoods. Pedestrian-oriented street facilities can be designed to achieve water management and pedestrian goals. In particular, the same landscaping components of a street that add to pedestrian comfort can also perform stormwater retention and treatment functions, contributing to better flood control and water quality. Planting strips, planted medians, tree wells, and other planted areas can reduce urban runoff by retaining stormwater. The soils in these planted areas also remove pollutants, providing natural water treatment. Paved areas, such as parking lots and vehicle and bike lanes, sidewalks, and ball courts, if designed with porous surfaces and ample reservoir or infiltration capabilities beneath, can be used to improve water management. Considering these ideas will ensure that environmental sustainability and quality-of-life objectives are incorporated into the planning and engineering analyses of collection system improvements.

**Protect existing open, forested, and agricultural areas by clustering growth into defined areas.** As described above, new development should be clustered in carefully defined growth areas and sensitively placed in the context of rural and environmental features.



*Figure LU-12, Open Space*

**Employ conservation and open-space easements.** Conservation and open-space easements are designed to hold land in perpetuity. Nonprofit corporations, local governments, individual landowners, and subdivision landowners may set aside such an easement as defined by a homeowners association.

**Support economic development and community-based services.** Since much of what constitutes Zion Crossroads is in Louisa County,

the main opportunities in Fluvanna County lie south of the Route 15 and Route 250 intersection. The current industrial park on Route 250 just east of this intersection is in both Fluvanna and Louisa counties and may have the potential for additional development. **Cross-county cooperation on economic development is encouraged.**

At present there is the potential for three centers or nodes in Zion Crossroads. First, north of Interstate 64 interchange in Louisa County; second, along the Route 15 strip between Interstate 64 and the Route 250 and Route 15 intersection, also in Louisa County; and third, south of the Route 250 and Route 15 intersection in Fluvanna County. This third center is undeveloped but has the potential for a mix of uses such as residential development of varying densities, large and small-scale commercial development, and light industry.

**Develop a marketing strategy and marketing plan.** Identify the community's strengths in appealing to businesses and set goals that build on the identified strengths. These goals can then be used to prepare a marketing plan. A marketing plan identifies the specific actions to be taken to achieve the goals.

**Expand and diversify local tax revenue.** An expanded and diversified tax base can result from a diversity of uses as recommended in this plan. Higher-intensity commercial, locally based businesses and retail establishments, a workplace center, and light industry all contribute to an expanded and diverse tax base.

**Develop higher-intensity commercial use.** Zion Crossroads offers the greatest potential for higher-intensity commercial development. An “anchor” store with smaller retail establishments can serve as a regional center for shoppers.

**Encourage locally based businesses and retail establishments.** Care must be taken to avoid too many conventional, nationally based retail shops at the expense of local businesses. Locally based business and retail help distinguish the unique character of Zion Crossroads and tend to have a greater impact on the local economy.

**Site an integrated workplace development center in Zion Crossroads.** An integrated workplace center offers opportunities for offices and businesses, integrated into a walkable, mixed-use center. A campus-style complex offers an attractive workplace and, with sufficient infrastructure, could become a site for a corporate headquarters.

**Support development of additional light industry.** Light industry is usually less capital-intensive than heavy industry, and is more consumer- than business-oriented (light industry products are produced for end users—consumers—rather than as components for use by other industries). Light industry has less environmental impact than heavy industry and is more compatible with residential areas, albeit with an appropriate buffer. Increasing the flexibility of zoning in Zion Crossroads could help support industrial growth.

**Enhance tourism and related recreation.** Fluvanna County has many sites and facilities of interest to tourists. With its proximity to Interstate 64, Zion Crossroads is an excellent location for a tourism / visitors’ center.

**Improve the quality of employment opportunities.** Good pay, upward mobility, and employee benefits are all important to improving the quality of employment opportunities. A workplace center/office park, as opposed to retail establishments, offers more opportunities for full-time employment with benefits and opportunities for advancement. Efforts and incentives to recruit employers should make this priority apparent.

**Study the feasibility of Zion Crossroads as a satellite location for Piedmont Virginia Community College.** An adult distant learning campus, with classes for professional advancement, can contribute to improvements in the quality of employment. Educational facilities also draw additional people and businesses to the area, which directly helps the economy. If the satellite location focuses on career development, it can act as an anchor for further economic development. For example, a nursing program could attract urgent care or geriatric facilities to Zion Crossroads.

**Support the vocational and technical job demands of the current and future job market.** The Virginia Workforce Network offers employment services, with key services based in Charlottesville. Zion Crossroads could be a future site for a satellite center or, at a minimum, a location for a workforce information booth.

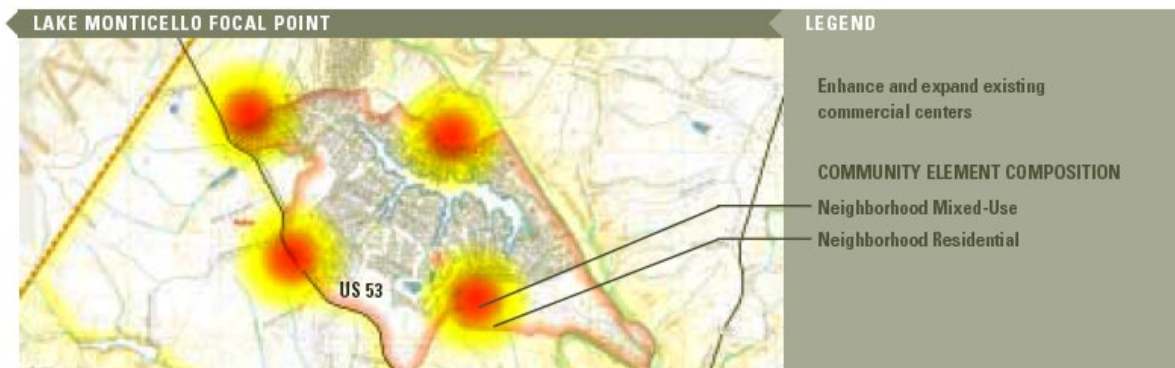
## Rivanna (Lake Monticello) Community Plan

### Overview

The Lake Monticello area of Fluvanna County has grown rapidly in recent years. As the Lake approaches build-out, its proportion of the county's growth has diminished, although the area surrounding the Lake still sees robust growth. The private Lake Monticello community has a dominant presence in this part of the county, and a significant number of residents live close by. Lake Monticello and the surrounding area make up the Rivanna District and a portion of the Cunningham and Palmyra Districts of Fluvanna County.

The private community of Lake Monticello encompasses approximately 3,500 acres, containing over 4,600 lots. The lake itself is 350 acres. Residents include retirees, young families, and commuters to Charlottesville and Richmond. Residents pay dues to the Lake Monticello Owners' Association (LMOA), which is responsible for community services and general maintenance of community infrastructure, including sixty-two miles of private roads. Water and sewer service is provided through a private source.

While there are a range of opinions on the extent and type of growth desired, most residents agree that it is important to take steps to maintain the rural character of the surrounding area, enhance the "country suburban" character of the community, promote a vibrant quality of life for residents, and plan for the future.

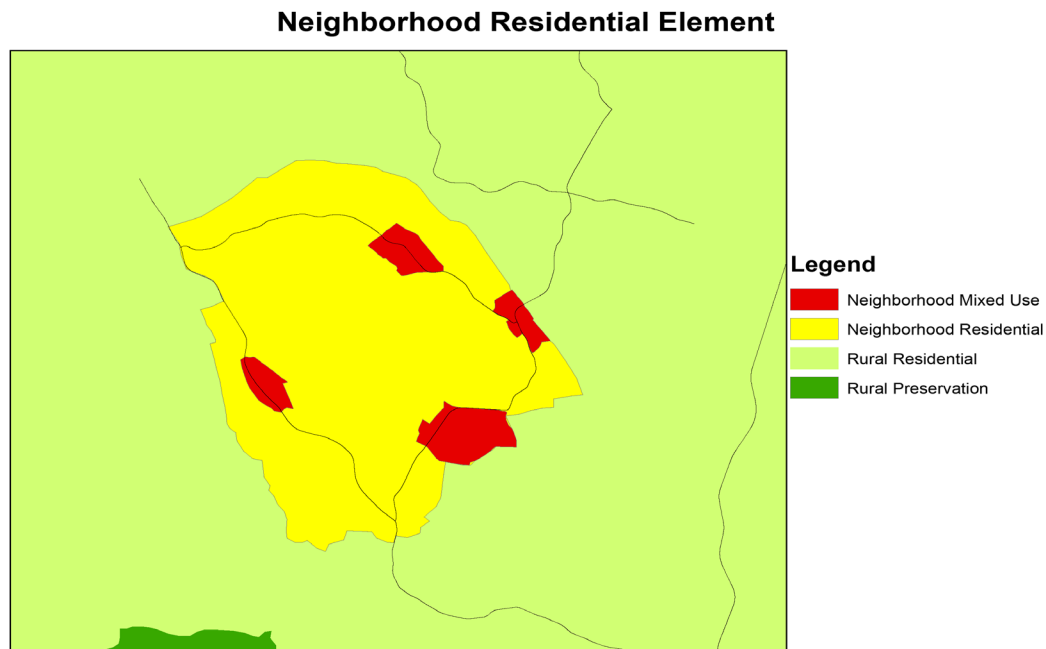


*Figure LU-13, Neighborhood Mixed Use around Lake Monticello*

The Lake proper is nearing build-out, but there is significant growth outside of the Lake. The desirable form of growth at the "Lake gates" is neighborhood mixed-use. Beyond the gates, growth should be neighborhood residential development.

Home to approximately half of the county's residents, largely in the Lake Monticello community, this community planning area (established pursuant to the Code of Virginia, section §15.2-2223.1) lies adjacent to the municipal services of the Palmyra area, but also has the significant

private infrastructure of the Lake community. The area is traditionally neighborhood residential, with primarily single-family detached dwellings. Surrounding growth should be a mixture of uses and residential dwelling types that serve a variety of incomes. Neighborhood mixed-use is



*Figure LU-14, Neighborhood Residential Element*

needed to help offset the volume of single-family residential development in this community. Additional services and infrastructure are needed to accommodate more growth. Commercial and neighborhood streets, along with rural roads, make up the transportation network, along with sidewalks, trails, and bicycle lanes in the newly developed areas. Open space includes access to Pleasant Grove, neighborhood parks, and greenways.

Medium and small commercial uses, along with office, civic, and residential uses, combine to form a series of neotraditional developments that are interconnected with surrounding development. Commercial and office structures do not exceed four stories, and residential density is up to six dwelling units per acre (6 du/ac). Density may be increased with incentives such as open space, affordable housing, or transfer of development rights, depending on the zoning district standards.

### **Summary of Community Plan**

In previous studies, residents identified key strategies and projects to improve the quality of life for residents inside and outside of Lake Monticello. Participants agreed upon several priorities, including:

- To increase traffic safety and improve flow at key intersections.
- To enhance existing commercial centers in appearance, design, and available services, focusing on “village center” concepts.
- To provide housing choices for a variety of age groups and income levels, appropriate to the area.

- To preserve the rural character of the surrounding area and protect natural resources.

## Recommendations

**Improve traffic safety.** Large volumes of traffic on small country roads lead to safety problems. Improving intersections, paving shoulders, and adding features for pedestrians and bicycles can alleviate traffic and promote safety. This becomes essential as the county’s population grows. Roundabouts can improve pedestrian access and safety over typical intersections.



*Figure LU-15, Median splitter islands and set-back crosswalks*

**Create walking and biking trails.** Biking and walking trails provide safe access for residents to commercial areas, decrease traffic for short trips, and provide recreational facilities. There are dirt footpaths in many areas, showing where people walk from the gates to commercial areas.

**Enhance commercial areas as village-scaled communities.** There are existing commercial areas just outside of the Lake Monticello gates, including Piedmont Village, Crofton Plaza, and Jefferson Centre. Clustering development around existing centers preserves rural areas.

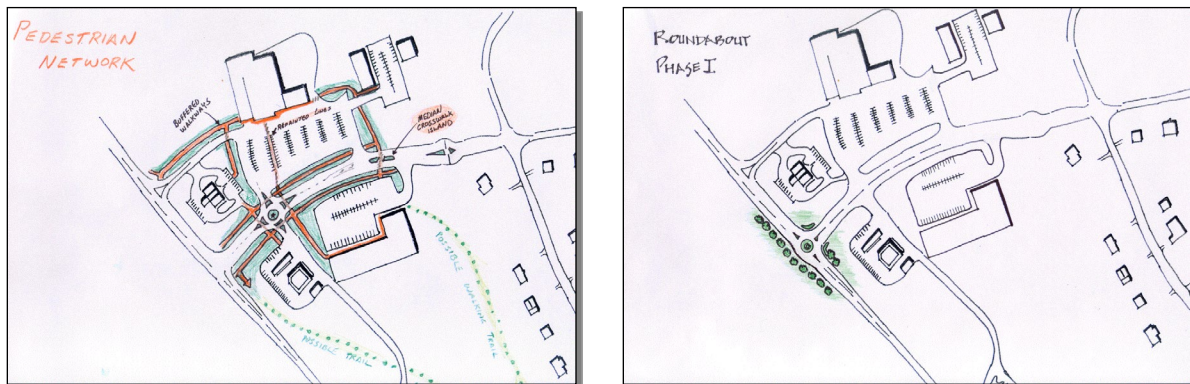


*Figure LU-16, Several conceptual options for village-scaled infill development in the Turkeysag Gate shopping center*



**Preserve natural resources and rural character.** The health of the Lake and surrounding land and waterways is important to the health and vitality of the environment and economy of Lake Monticello.

**Provide community services and amenities.** Cultivating community services and amenities improves the quality of life for residents of all ages, decreases traffic to and from Charlottesville, and connects neighbors. Suggestions for services include a post office, library, senior services and adult day care, hiking/biking trails, and a movie theater.



*Figure LU-17, Potential pedestrian network (left), and possible roundabout at entry (right) for capacity and safety*

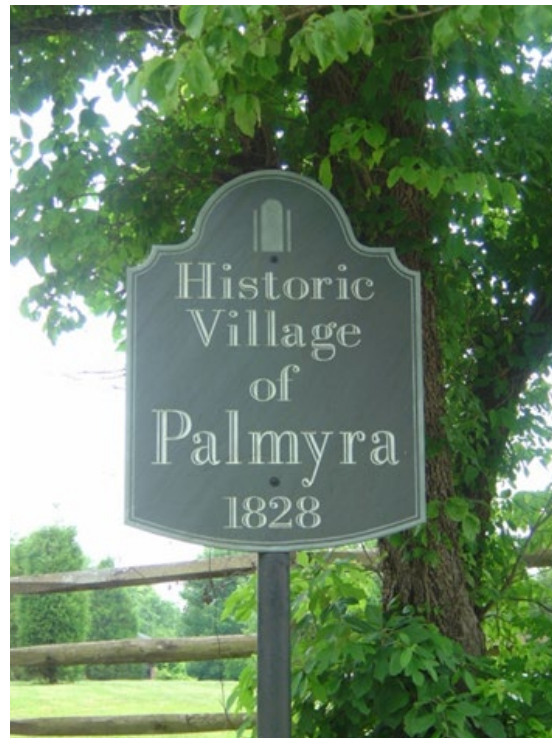
**Encourage housing for seniors and a growing workforce.** Healthy communities include housing for people in a range of income levels and ages. Although housing is more affordable than in nearby urban areas, prices are rising steadily.

## Palmyra Community Plan

### Overview

Centrally located, Palmyra serves as the county seat and governmental center. The village has natural and social resources that form a village atmosphere. These include the historic courthouse, Old Stone Jail and Main Street residences and businesses, the county administrative offices and courthouse, and the businesses that front Routes 15 and 53. Palmyra is one of the county's designated growth areas (established pursuant to the Code of Virginia, section §15.2-2223.1).

The area to the immediate south and southwest of the village should develop as a neighborhood mixed-use area. The area directly to the north and east of the village acts as a transition to the county's more rural elements, and future development should reflect this.



*Figure LU-18, Sign for Village of Palmyra*



*Figure LU-19, Old Stone Jail*

Commercial and neighborhood streets, along with rural roads, make up the transportation network, along with sidewalks, trails, and bicycle lanes. Open space includes Pleasant Grove, neighborhood parks, and greenways, along with the town square.

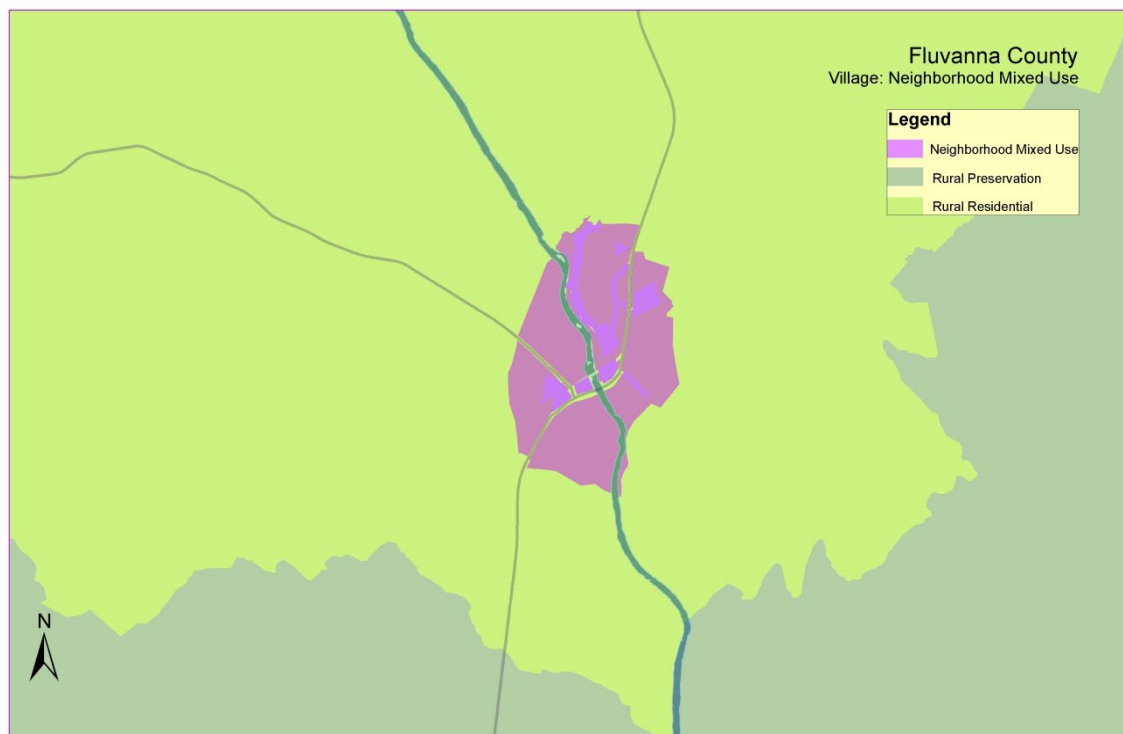
A mix of medium and small commercial businesses combines with office, civic and residential uses to form a village-like neotraditional development or series of interconnected developments. Commercial and office structures do not exceed three stories, and residential density is up to four dwelling units per acre (4 du/ac). Density may be increased with incentives such as open space, affordable housing, or transfer of development rights, depending on the zoning district standards.

Growth in the Palmyra area should occur at the village scale described in the previous chapter ("Community Elements Standards"), with economic and residential development complementing the existing conditions and fostering street life. Existing and new development must be served by a safe, efficient, multimodal transportation system that respects pedestrians and cyclists. New development should not compromise the natural and social fabric unique to Palmyra.

New housing should complement existing historic resources and expand the population base for local businesses. Economic development is desired in this area, and opportunities for tourism, such as commercial uses that complement the historic aspects of Palmyra, should be promoted.

The Palmyra Community Plan aims to fulfill the following goals:

- To enhance and maintain the village-scale atmosphere of Palmyra.
- To improve the safety, efficiency, and diversity of the transportation system.
- To protect the social and environmental resources of the area.



*Figure LU-20, Neighborhood Mixed Use Village*

## Recommendations

### Enhance village character.

- Remove the rural edges of the Palmyra CPA.
- Consider additional zoning or regulations to preserve the rural character at the edges of the Palmyra CPA.
- Improve the streetscape by burying utility lines, completing the sidewalk network through the village, installing streetlamps, and constructing a centrally located town clock.
- Install a gateway median and welcome signs on Route 15.
- Consider design guidelines for development around the Route 15 gateway.

### **Guide village-scaled development.**

- Develop guidelines to foster village-scaled developments that include a mix of building types, commercial uses, local jobs, increased retail options such as shopping, cafés and restaurants, and affordable housing.
- Seek out commercial uses that complement historic features and integrate new development with existing assets.
- Explore expansion of the historic district to include the area south of Stoneleigh Road and east of Route 15.



*Figure LU-21, Historic Courthouse*

### **Improve the safety and efficiency of the transportation system.**

- Increase transportation choices by improving bus service, promoting participation in RideShare, and developing visible and accessible park-and-ride locations.
- Implement a plan to improve safety on Route 15 that includes roundabouts or other safety and capacity improvements, a median island, and curb and gutter enhancements for access management.
- Improve connectivity to Pleasant Grove.
- Enhance the pedestrian network by improving access and incorporating streetscape enhancements and traffic-calming measures.
- Ensure that pedestrian and bicycle facilities on Route 15 mirror those on the new Route 15 bridge.

### **Protect social and environmental resources.**

- Encourage development that fosters social interaction and takes advantage of the natural beauty of the area.
- Actively preserve open space and the rural character of the area by clustering new development on a village scale, partnering with local and regional agencies, and analyzing the size of the Palmyra community planning area.
- Support the county's efforts to develop a stormwater management ordinance and a dark-sky ordinance.

## **Fork Union Community Plan**

### **Overview**

Located in the southeastern center of Fluvanna County, the Fork Union CPA contains 4,792 residents. This includes the village of Fork Union as well as the surrounding areas such as West Bottom, Thessalonias, Cloverdale, Weber City, and Dixie. While certain areas of the county have experienced dramatic growth in recent years, others have struggled to maintain economic viability. According to 2022 U.S. Census American Community Survey (ACS) estimates, 6.0 percent of the area's families were living below the poverty level. Fork Union is a designated growth area (established pursuant to the Code of Virginia, section §15.2-2223.1).

Most people who live in Fork Union commute out of the area to work. According to 2022 U.S. Census ACS estimates, the mean travel time to work for Fork Union residents was 37.2 minutes, compared to 32.0 for Fluvanna as a whole. This indicates that many people commute to Charlottesville or possibly to Richmond for work. With many of its residents commuting long distances to work, maintaining a sense of place and community can be difficult. With the advent of additional roadways easing traffic flow from Richmond, it is anticipated that more people who work in Richmond will move to the area, and more Fork Union residents will commute to Richmond for work.

The county has received several transportation enhancement grants for streetscape and traffic safety improvements in Fork Union. Design has begun on village signage, crosswalks, improved sidewalks, and street lighting in Fork Union Village.

This historic village area is home to the Fork Union Military Academy and has access to some of the academy's recreational amenities and open space. The area should remain a village, and surrounding growth should be a mixture of uses and residential dwelling types that serve a variety of incomes.

## Recommendations

**Enhance village character.** Areas along Route 6 and West River Road in Fork Union proper should continue to be developed as a village, and the areas to the northeast should develop as neighborhood residential areas. One of the major obstacles to achieving the development needed to revitalize Fork Union is the lack of an adequate sewer system. Securing an improved sewer and water system in Fork Union is a necessary step to redeveloping the village of Fork Union.

Fork Union would benefit from a stronger sense of community, making it a comfortable and desirable location for residents and visitors. This can be done by creating visual entrances to the village of Fork Union, beautifying buildings and landscaping, and encouraging compact growth in the downtown area, while preserving the rural nature of the surrounding areas.

**Create community support and activities.** Fork Union has many resources, including dedicated residents and business owners, natural beauty, a community center, and religious and education institutions. In order to build upon these resources, community members should consider establishing an organization to implement priority projects and organize community events.

**Improve the community transportation network.** Commercial and neighborhood streets, along with rural roads, make up the transportation network, along with sidewalks, trails, and bicycle lanes. Neighborhood parks and greenways are an integral part of new development. A mix of smaller-scale commercial businesses, along with office, civic, and residential uses, form a village-like neotraditional development or series of interconnected developments. Neighborhood residential development is also appropriate within the community planning area. Commercial and office structures do not exceed three stories, and residential density is up to four dwelling units per acre (4 du/ac). Density may be increased with incentives such as open space, affordable housing, or transfer of development rights, depending on the zoning district standards.

Several transportation-related improvements, such as the streetscape enhancement project, will enhance the safety and appearance of Fork Union.



*Figure LU-22, Open Pasture near Fork Union*

**Foster a thriving economy with local conveniences.** Possible locations for economic development include downtown (Routes 6 and 15) and the Village Shopping Center. Encourage development in the existing commercial areas to preserve rural feel. Assess existing services and determine what demands are not met. Prioritize renovation over new construction.

**Provide affordable housing.** Healthy communities include housing for people of all income levels.



*Figure LU-23, Possible Bike Path in Fork Union*

**Preserve natural and historic resources.** The Fork Union District is full of natural and historic resources to be valued and protected.

**Ensure adequate infrastructure to support existing and future needs.** Chief among the obstacles to revitalizing Fork Union's downtown are the lack of an adequate sewer system and limited well capacity. Securing an improved sewer and water system is vital to developing the village of Fork Union.

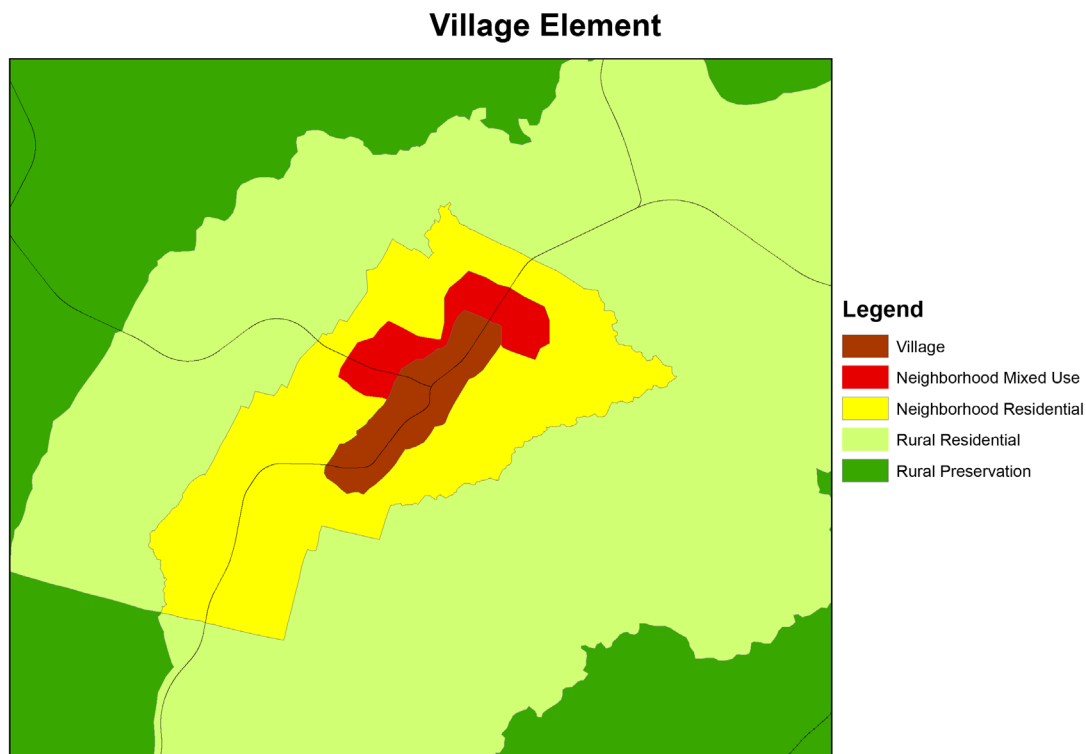
## Columbia Community Planning Area

### Overview

In March 2015, the citizens of the town of Columbia voted to annul and repeal the town charter and fully absorb into Fluvanna. Columbia was one of Virginia's smallest incorporated towns. The county will now be responsible for developing and implementing a plan that will enhance the area's natural and historic assets while ensuring that its residents are not unfairly displaced or deprived of necessary services.

This area lies mostly within a floodplain and needs to be comprehensively revitalized either as a village or neighborhood mixed-use project. There are potentially beautiful views of the Rivanna and James Rivers, but development is highly constrained by the existing floodplain and the presence of blighted buildings.

In the future, the existing rail line along the northern bank of the Rivanna and James Rivers could be used for commuter transportation to Richmond, as well as increased freight. This historic town once relied heavily on the confluence of the rivers for commerce, and this feature can still be an excellent heritage and ecotourism destination, with the rail line serving as a commerce and commuter lifeline.



*Figure LU-24, Village Element*

Neighborhood streets with a main street, along with rural roads such as Route 6, comprise the transportation network. Sidewalks, trails, and bicycle lanes are needed. The floodplain in this area, while unusable for residential and commercial structures, lends itself to an extensive park, greenway, and trail network.

Columbia's status has changed – Its citizens made it clear in 2015 that Columbia's future is as an area of Fluvanna and not as a separate town, and the change became official in 2016. As Fluvanna and Columbia face this change together, Fluvanna's leaders and staff will be responsible for making the transition a smooth one. Columbia needs effective zoning and subdivision regulations, a plan for future infrastructure, improved transportation, and the removal of current

blight. These goals must be approached strategically – revitalization measures should complement one another and the rest of the Comprehensive Plan. Communication with residents will play an indispensable role in pursuing these goals for the area. Residents are the ultimate stakeholders, and their well-being and ability to have a voice in this process is essential.

## **Scottsville Community Planning Area**

The county's newest community planning area, Scottsville is also a historic town that lends itself to well-planned neighborhood mixed-use development with some limited neighborhood residential on the periphery. All development should enhance the character of the area and reinforce the village-like atmosphere of the town.

Neighborhood streets, along with rural roads such as Route 6, comprise the transportation network. Sidewalks, trails, and bicycle lanes are needed. The rail line also could be used for commuter transportation to Charlottesville and Richmond, as well as increased freight.

A mix of smaller-scale commercial businesses, and office and residential uses, forms a village-like neotraditional development or series of interconnected developments. Commercial and office structures do not exceed two stories, and residential density is up to four dwelling units per acre (4 du/ac). Density may be increased with incentives such as open space, affordable housing, or transfer of development rights, depending on the zoning district standards.

To most efficiently serve the Scottsville community, it is desirable that Fluvanna, Albemarle, and the town of Scottsville cooperate. This can occur through shared resources and collaborative planning.

## **Rural Areas**

Maintaining the rural character of the county is the principle vision that drives this plan (see Appendix A, "2006 Planning Issues Survey"). Two land-use designations with that goal in mind were identified in the 2000 Comprehensive Plan: rural residential and rural preservation.

### **Rural Residential**

Rural residential areas are linked to the rural cluster community element and generally surround the six community planning areas. Rural residential areas conserve open space by clustering development or developing on larger lots. Projects should achieve the goal of preserving as much open space, and thus rural character, as possible. The open space should be strategically located to preserve viewsheds from roads and existing developments, and to be used by the residents of the planned community. Open spaces in subdivisions should be available to the community for rural uses such as farming, wildlife, and recreation.

Streets are neighborhood streets within developments, or rural roads. Commercial and multifamily developments are limited, neighborhood-oriented, and smaller in scale. Multiuse trails should connect rural cluster developments wherever possible. Provisions should be made for future connections.



Some mixed-use development may be possible at a very small, rural neighborhood scale, but most development is single-family or two-family residential projects with limited commercial uses. Structures do not exceed two stories, and residential density is up to one unit every two acres gross (i.e., counting the acreage for the whole parcel), or six units per acre net (i.e., just the developable area, not including the permanent open space), whichever is most restrictive. There are no density incentives outside of the cluster development concept in the rural residential areas. Larger subdivisions should be located within identified community planning areas and discouraged in the rural residential areas.

### **Rural Preservation**

The rural preservation areas are intended to be the least developed areas of the county. Large parks, agricultural and forestal districts, working farms, and passive open spaces should comprise most of the land use, with very low-density residential development. The open space should be strategically located to preserve viewsheds from roads and existing developments, and to be used by the residents of the planned community. Open spaces in subdivisions should be available to the community, be available for rural uses such as farming, wildlife, and recreation, and minimize or exclude utilities such as wells and septic fields or reserve areas.

Large subdivisions in the rural preservation areas should be discouraged. Rural roads, two-story structures, single-family dwellings, home occupations, and country stores are examples of the most intense developments that should generally occur.

### **Rural Design**

Preserving the character of the rural preservation and rural residential areas presents a special challenge for the county, particularly with existing by-right development rights (one dwelling unit per two acres). These areas contain the majority of the county's land mass, and with the evolution of alternative wastewater systems, will be subject to intense development pressures as Fluvanna's population continues to grow. Current zoning encourages a majority of developed land to remain as significant open space to maintain the county's rural atmosphere and to provide large contiguous expanses of green space.



*Figure LU-25, Rural Cluster*

Rural design means that clear boundaries exist between rural and development areas. This principle minimizes sprawl in the rural areas and supports the efficient development of growth areas. Historically, Fluvanna's villages had discrete boundaries with rural land surrounding the village. Rural design reinforces this historical trend.

In 2004, the Board of Supervisors adopted residential cluster development regulations. Cluster development became mandatory for the subdivision of more than 5 lots in the A-1 district and an alternative development style in other residential districts. For A-1 clusters a minimum of 75 percent open space is required, but this open space can be configured in a variety of ways and

with a diverse number of uses. Cluster developments in the R-1, R-2, and R-4 zoning districts are required to preserve no less than 50 percent of the site as permanent open space, while the R-3 district requires 25 percent. Clustering single-family homes on small lots decreases infrastructure costs for the developer, and reduces long-term maintenance costs. Clustering has other advantages, such as preserving open space and agricultural land, protecting environmentally sensitive areas, helping to maintain viewsheds, and reducing pollution.

### *Open Space*

The common element among all rural development is open space. The utilization of green infrastructure in a project is the key to its long-term success or failure. Green infrastructure means efficiently using the land upon which a project is located. Greenways, parks, trails, and undisturbed areas all comprise a project's green infrastructure and allow it to fit into a rural environment. Open space can buffer residential development from surrounding agricultural uses, which is a benefit to both the residents and the farmers. Open space can separate different uses within a development, and is particularly effective within compact developments in growth areas.

Open space reaches its true potential when arranged contiguously (sharing boundaries). Contiguous open space provides vital habitat and corridors for plants and wildlife, resulting in healthier and more diverse natural areas. Contiguous open space is more effective at protecting streams and ponds from runoff pollution and at recharging groundwater. Contiguous open space provides larger recreational areas and contributes to a more natural, rural feeling community. Additional organization and coordination is required to arrange open space contiguously, but the associated advantages and efficiencies reward such efforts. When considering developments, the presence of contiguous space enhances a project's desirability.

## **Scenic Views and the Rural Landscape**

### *Preserve Rural Community and Landscape*

The small town and rural character of the community is a major asset, and depends on the quietness of the area, its relative remoteness, the scattered village centers, farmhouses, isolated homes, open land scattered with forests and wildlife, and livestock. If Fluvanna is to remain rural, these qualities must be protected.

### *Protect and Enhance Natural Features*

Natural features – streams and rivers, steep slopes, prime agricultural land – contribute to the ecological health and scenic quality of the county. Clustering of development in rural areas can protect these natural features and the systems they comprise. Through technical analysis of a site, natural resources can be identified. Once identified, they can be protected by clustering residences on areas without sensitive natural features. Not only are scenic vistas preserved; trails can be built to provide access to natural areas, to the benefit of residents.

### *Protect Scenic Views*

Comments from the citizens focus on the need to preserve the scenic beauty of Fluvanna County. Threats to this resource include incompatible development, inconsistent or insufficient

regulations, growth pressures, and pollution and litter. These scenic views are often located along important corridors, and can serve as “gateways” into the community. Special measures, such as “scenic corridor” regulations, could be taken to preserve these views.

## Gateways and Corridors

### Primary Gateways and Corridors

- Route 250 (Richmond / Broad Street Rd)
- Route 15 (James Madison Highway)
- Route 53 (Thomas Jefferson Parkway)
- Route 6 (East and West River Road)

### Secondary Gateways and Corridors

- Route 600 (North / South Boston Road)
- Route 601 (Courthouse / Venable Road)
- Route 610 (Community House Road)
- Route 659 (Stage Junction Road)
- Route 613 (Bybees Church Road)
- Route 616 (Union Mills Road)
- Route 619 (Ruritan Lake Road)
- Route 620 (Rolling Road South)
- Route 637 (Antioch Road)
- Route 640 (Haden Martin / Shores Road)
- Route 649 (Central Plains Road)
- Route 659 (Cedar Lane / Kents Store)



*Figure LU-26, Tree-lined Street*

Features such as open space, signs, landscaping, and parking areas affect the visual quality of gateways and corridors. Informal and formal measures are available to address the needs of these corridors. These methods include increased regulation of design within corridors, the Virginia Department of Transportation’s Adopt-a-Highway program, community cleanup drives, and entrance-area landscaping.

Rural residential and rural preservation planning areas comprise the majority of the county. These areas are a mix of residential subdivisions, open space, and agricultural and forestal districts as well as farmland and historic resources. These areas have scattered housing and the least commercial and industrial development. It is the desire of county that these areas should remain primarily rural, with an appropriate mix of land uses.

## Environment

The rural residential and rural preservation planning areas encompass much of the county’s prime forest and farmland. The largest ag/forestal districts are located there, as well as most conservation easements. These planning areas comprise a large portion of the county’s watershed.

Development in these planning areas should be designed to manage erosion, stormwater, and nutrient loads into streams and rivers. To achieve this goal it is necessary to minimize site disturbances such as excess grading and removal of vegetation. Traditional developments are not appropriate for these areas but large-lot or rural cluster neighborhoods that employ

sustainability and preservation development techniques could be very compatible with these rural areas.

Agricultural and forestry operations that institute best management practices to minimize soil loss and nutrient loading of streams ought to be encouraged.

The county should encourage wider use of conservation easements and expansion of ag/forestal districts as a means of protecting natural resources and open space.

### **Economic Development**

The rural residential and rural preservation planning areas currently offer very limited commercial and industrial uses. Some additional commercial services for the convenience of those living out in the country are appropriate and may be considered if these uses are designed and arranged to complement the rural character of the area and its surrounding uses. These uses are especially encouraged around existing communities from the county's past, including Kents Store, Kidds Store, and Cunningham. However, agricultural and forestal districts that will limit development opportunities surround many of these areas.

Landholders in these planning areas should be given the opportunity to pursue options that will supplement their income. This is particularly the case for landowners who may need to supplement their income in order to maintain rural land uses. Although these areas do not have the population base or location attributes to attract much commercial development, other types of development may be appropriate and should be reviewed on an individual basis.

For example, farmers or foresters could augment their income with a small cluster development of residences sheltered off the road and a farmhouse-style office building. In this manner, most of the land could be retained for farm or forestry use while also providing work and housing in a pastoral setting. To the maximum extent possible, nonagricultural land uses should complement agricultural lands and operations. When development occurs, appropriate buffering should also be required when differing uses adjoin each other.

### **Housing**

There is growing pressure for housing development in the rural residential and rural preservation areas. Until recently, they had the fewest number of subdivision lots approved in the county; however, with Lake Monticello nearing build-out, several large subdivisions have received preliminary approval. In order to preserve the rural nature of these planning areas, most housing development should be redirected to the community planning areas.

Current zoning encourages cluster development, but still allows for individual lots (i.e., strip development) along rural roads, which is contrary to the desired pattern of development in many ways. Housing developments should minimize access points and be adequately set back from roads. Housing developments of a significant magnitude should be clustered and incorporate open space or limited to large lots. Open-space provisions could enhance rural character and be used to buffer residential subdivisions from adjacent agricultural uses. Areas of farmland should be identified and preserved for future agricultural needs. Requirements for dry hydrants should be explored for all housing developments.

**Infrastructure**

Private wells and septic systems serve the vast majority of this planning area. Large-lot subdivisions are typically dispersed enough to utilize traditional well and septic systems. However, due to environmental concerns regarding failing septic systems and recurring drought, newly approved major cluster subdivisions should have carefully designed water and sewer systems that ensure ongoing and proper maintenance.

The Fork Union Sanitary District provides water to portions of Carysbrook and its middle school; in order to limit development primarily to the community planning area, however, the expansion of this infrastructure is not recommended outside of the Fork Union planning area. As a whole, the extension of utilities and other growth-inducing public facilities should be discouraged in these areas, but may have limited availability for specific uses and locations.

**Transportation**

Route 616 and Route 619 are two of the major secondary roads that traverse through rural residential and rural preservation planning areas. Route 616 is the most heavily traveled secondary road in the county and is quite scenic. Route 619 is part of the U.S. Bicycle Route 76.

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## Chapter 3

# INFRASTRUCTURE

### *Building Blocks of the Community*

The term “infrastructure” can describe more than one thing:

- Water, sewer, transportation, and open space are integral to each community planning area. The county’s taxpayers benefit from a diverse mix of uses and incomes within projects, which is made possible through the provision of green and traditional infrastructure.
- Green infrastructure includes stormwater management and other development techniques that are sustainable, and are a fundamental component of development that respects the physical environment.

Infrastructure improvements require significant funding for initial development and continual maintenance and operation. Comprehensive planning is vital to ensure the highest benefit is provided to the citizens in exchange for the cost of these services.

Sustainable infrastructure is the result of careful planning, design, and implementation. The development community, with input and direction from the county and other government agencies, is essential to this process. Infrastructure should be designed in accordance with the best available technologies and environmental practices. Renewable sources of energy generation are encouraged and supported.

The county’s capital improvement program (CIP) guides development of large-scale projects for which costs exceed the amount normally available in the annual budgeting process, such as water and sewer, or government buildings. The CIP ensures that major projects, considered together, are within the fiscal reach of the county. The county continually reexamines the efficiency and cost savings in its operations.

The cost-effectiveness and efficiency of water and sewer infrastructure is critical to the county. These systems are carefully managed and require cooperation from the county and state, with particular attention to future operation and maintenance needs. Central systems are bonded if privately operated and maintained, and carefully regulated by state agencies.

Green infrastructure addresses stormwater issues by reducing quantities of stormwater runoff and associated pollutants. Stormwater controls throughout the county, placed with cooperation from major developments and individual landowners, protect critical drainage areas. The county also enforces its own stormwater management ordinance.

Telecommunications infrastructure is now critical for daily life and economic development. The county will continue to seek ways to improve telecommunications infrastructure in a manner that minimizes the proliferation of towers and the impact to the county's viewshed.

## EXISTING CONDITIONS

Lake Monticello, a community of over 4,200 homes, has its own water and sewer infrastructure. As Lake Monticello nears its building capacity, the county's growth has slowed to what is comparable to the mid- to late 1970s. Fluvanna and Louisa counties are planning to provide water to the Zion Crossroads area and the Route 250 corridor. This new infrastructure will direct development to community planning areas (primarily Zion Crossroads - established pursuant to the Code of Virginia, section §15.2-2223.1), making it paramount to rural conservation.

### Local Government Facilities

The county must manage its own facilities well. This requires planning and budgeting for periodic renovations, major capital repairs, asset replacement (vehicles, HVAC systems, and so on), and new facilities. Many of these items can be planned for in advance, but maintaining existing infrastructure and facilities requires rapid response to unexpected needs such as premature equipment or structure failure.

Please see attached spreadsheet for an over-view of work which is known to be needed at County-owned buildings. The list is not complete since all buildings have not yet been fully inspected/studied. A comprehensive analysis is currently underway of the Administration Building. Results are forthcoming. A staff-level Space Study is also underway in an effort to identify needs and maximize efficient use of every building.

School, park, and public safety improvements are detailed in chapters 8, "Education," 11, "Parks and Recreation," and 12, "Public Safety."



*Figure I-1, Fluvanna Courthouse*

### Water Systems

The county has one large, private, central water system and several smaller systems. The largest water system serves the Lake Monticello community, where over 40 percent of Fluvanna's population resides. This private water system is owned by Aqua Virginia and draws from the Rivanna River. The maximum daily withdrawal rate for the plant is 2.5 million gallons per day (mgd) with an annual withdrawal of 400 million gallons (which equates to a 1.1 mgd average withdrawal rate). River flows in the Rivanna are usually adequate, but also highly variable and occasionally subject to periods of severe drought. During such low-water periods, in-stream flow may be restricted by natural conditions and the demands of upstream localities and industrial users.

The James River Water Project (JRWP), a joint project with Louisa County and administered by the James River Water Authority (JRWA), will ensure a long-term water solution for both counties, and is in the final planning stages.



Other systems include the Fork Union Sanitary District, the Central Elementary system, the Fluvanna County High School system, and privately owned systems operating in Palmyra and Columbia. All of these systems draw from public wells. The county's other residents draw their water from private sources such as wells or springs.

The Fork Union Sanitary District provides water through twenty-six miles of pipe to roughly 425 customers, including residences, small businesses, Dominion's Bremono Bluff power plant, the Fork Union Military Academy, Carysbrook, and Fluvanna County Middle School. The district's service area includes Bremono Bluff, Fork Union, Thessalonia, Cloverdale, West Bottom, and portions of Carysbrook. In 2007, the system enhanced its volume and pressure by replacing two ground-level standpipe storage tanks with two elevated storage tanks. While this increased pressure was a positive step for the system, it highlighted the fact that the remaining infrastructure was aging.

The availability of water and sewer infrastructure can be considered the primary constraint on development in the county. The economic development of Zion Crossroads depends on the provision of water and sewer, and development in the rest of the county will be largely influenced by the location, availability, and capacity of new infrastructure. Infrastructure plans vary for different parts of the county. All of these options, and more, are the issues which require comprehensive analysis during the ongoing process of developing a County-wide Water & Sewer Master Plan.

### **Zion Crossroads**

The county is preparing to issue a request for proposals (RFP) for the water system's design. The initial source and capacity of water and sewer will come from the purchase of excess from the Department of Corrections (DOC), whose Women's Correctional Facility is located on Route 250, west of Zion Crossroads. Potential additional water sources include groundwater, an upgrade of DOC's Water Treatment Plant, and JRWA raw water, which could be treated by either Louisa County or the construction of a new treatment plant.

Potential additional sources of sewer capacity include an expansion of DOC's Wastewater Treatment Plant, a purchase of capacity from a neighboring municipality such as Louisa or Albemarle County, or the construction of a wastewater treatment plant with sub-surface disposal.

### **Fork Union**

The county is investigating two existing wells as potential additional water sources (Carysbrook & FUMA). A rate increase is being sought to fund system improvements. Major maintenance and repairs are needed for the Morris and Omohundro wells and water treatment plants. A hydrogeologic study is recommended when funding becomes available. Extending or expanding FUSD water system is not advisable until an additional water source is on-line and certain water line improvements/replacements have been completed. To date, it does not appear the provision of sewer service to the Fork Union area has been seriously investigated.

## **Palmyra**

There is an existing water system, owned by Aqua in Palmyra (formerly held by Sydnor) which must be accounted for when considering the provision of public water service to the area. Fluvanna County owns several wells at Pleasant Grove, which serve various portions of the park and the municipal buildings located there. Fluvanna County also owns a well which serves the Courts building with domestic water and fire control service.

Potential sources of water for a future public water system in Palmyra include existing and newly developed groundwater resources, a feeder line from Zion Crossroads or Fork Union/Carysbrook, a purchase of excess water from Lake Monticello, or the establishment of a water treatment plant (WTP) in or near Palmyra. The Palmyra WWTP has limited sewer capacity, and according to the DEQ's nutrient regulations, limited-to-no ability to expand.

### **Sewer Systems**

The primary resources available to provide sewage collection and treatment in the area are the activated sludge treatment plants serving Lake Monticello and the package plant in the Palmyra area. Lake Monticello is presently permitted for 600,000 gallons per day (gpd) with space and preliminary designs to expand to at least 3.75 million gallons per day (mgd). According to the Department of Environmental Quality (DEQ), there are currently no permitting problems with the effluent amount discharged into the Rivanna River from the Lake Monticello treatment plant, as long as standards for industrial waste treatment are met.

The package plant in Palmyra has a potential permitted capacity of 150,000 gpd. It is currently constructed with a capacity to treat 40,000 gpd.

In support of economic development at the Zion Crossroads area, and with the James River water feed coming online, sewer is the logical next step. Additional sewerage capacity will be needed in this area for both Fluvanna and Louisa counties. Private, mixed-use development may offer the benefit of providing or significantly contributing to a package plant that may ultimately be publicly owned and operated. The location of this facility will depend on the exact nature of the proposed development for the Zion Crossroads area, as well as its location within the area.

A significant constraining factor in the expansion of sewer services is the fact that the Department of Environmental Quality (DEQ) requires permits for additional effluent discharge. This reality will have a continuing influence on the county's land use and infrastructure decisions.

## Pipelines

### *Natural Gas*

Williams operates several pipelines throughout the country, including the 10,500 miles of the Transco pipeline system that traverses the country from Houston to New York City, including its northern route through the western part of Fluvanna County. The Transco pipeline system is a major provider of natural gas to the northeastern and southeastern states. Its compressor stations help move gas from the Gulf Coast to twelve southeastern and Atlantic seaboard states, including major metropolitan areas in New York, New Jersey, and Pennsylvania ([http://www.williams.com/gas\\_pipeline](http://www.williams.com/gas_pipeline)).



*Figure I-3, Transco Pipeline*

### *Liquid Petroleum*

Colonial Pipeline Company is an interstate common carrier of refined petroleum products in over 5,500 miles of pipeline. Colonial has two lines—a 32-inch and a 36-inch line—that cross the southern and eastern parts of the country from Houston to New York City, including Virginia destinations such as Roanoke and Norfolk. These lines carry multiple petroleum products, including diesel, gasoline, and kerosene, simultaneously and under pressure, flowing at the rate of 13 million gallons per day. The pipeline supplies 20 percent of the country's petroleum and 70 percent of the state's.

**Excavators and homeowners should use the one-call system before starting any digging project such as fences, landscaping, storage buildings, foundations, swimming pools, ground clearing, deep plowing, or laying underground pipe or wiring. By taking the time to call, contractors can prevent disruption of service, accidents, injuries, and possibly death. Call Miss Utility at 811 or 1-800-552-7001 (<http://www.missutilityofvirginia.com>) at least forty hours in advance of digging.**

**Colonial Pipeline recommends a minimum setback for all structures of seventy-five feet from the edge of its easement.**

Aerial patrol is the only practical method of inspecting thousands of miles of right-of-way. This can succeed only if the surface of the rights-of-way can be observed from the air. Trees and large shrubs prevent effective inspection of the rights-of-way. Tree roots pose a danger to the coatings that protect pipelines from corrosion, and trees can hinder repair crew access to the pipelines. For these reasons, it is essential that Colonial regularly clear its rights-of-way corridors. The federal government requires that easements be inspected twenty-six times a year, but Colonial inspects its lines weekly, weather permitting (<http://www.colpipe.com>).

## **Solid Waste**

As a result of the state-mandated closing of the county's landfill in 2007, alternative waste disposal methods have been implemented. These include a convenience center at the former landfill site for residential waste and an agreement with Allied Waste for collection of commercial trash from haulers at their site on Route 250. The county's Convenience Center, located in Fork Union on West River Road, opened in 2010. Recycling at the Convenience Center is free. Other options for waste disposal include numerous private waste-disposal companies.

The county conducts a comprehensive set of monitoring tests on groundwater to determine whether the former landfill is the source of any contamination deriving from the solid waste in the closed landfill. This testing will continue for at least the next thirty years. If any contamination is found to be leaving the site, an appropriate corrective action plan will be developed and implemented.

## **Communication Infrastructure**

### *Public Safety Communications*

The existing public safety communications system is in need of a substantial upgrade or replacement. A number of factors have contributed to this circumstance. The county is currently operating four frequencies (two for law enforcement and two for fire and rescue) on a wide-band VHF system. The system has an inadequate coverage area that appears to be degrading. There is a single transmitting site, and three receiver sites. In some areas at the farthest points from the transmit site, there is little or no communication capability (including wireless). This is an obviously dangerous situation that the county is committed to alleviating.

The county commissioned a study in 2000 that includes detailed propagation maps and demonstrated that the county's options are clear: (1) joining the Charlottesville/Albemarle 800 MHz system, (2) using a stand-alone 800 MHz system, (3) using a UHF simulcast trunked system, or (4) using a VHF simulcast trunked system.

The purpose of the communications master plan that deals with this aspect of communications is to detail and rate each upgrade option based on factors such as ability to meet or exceed system expectations, cost, and ongoing maintenance.

### *Wireless Communication*

The purpose of the wireless communications portion of the plan, and associated ordinance amendments, is to establish general guidelines for the siting of wireless telecommunications towers, antenna, ground equipment, and related accessory structures. Policies and recommendations should minimize the impacts of wireless communication facilities on surrounding areas by establishing standards for location, structural integrity, and compatibility; encourage the location and colocation of wireless communication equipment on existing structures; accommodate the growing need and demand for wireless communication services; encourage coordination between communication providers; establish consistent and balanced legal language governing wireless communications facilities that take into consideration the

Comprehensive Plan and communications master plan; and maintain compliance with applicable laws, including but not limited to the 1996 Telecommunications Act.

### *Rural Broadband*

While investigating options that may lead to a greater investment in infrastructure for public safety and wireless communications, the county would like to have a plan in place for the provision of rural broadband throughout the underserved areas of the county. This service is intended to serve three functions:

- Provide high-speed internet service at a reasonable cost for Fluvanna County residents and businesses.
- Provide for county-wide use of law enforcement mobile data terminals through this system solely, or a combination of this system and the wireless or public safety communication system if feasible.

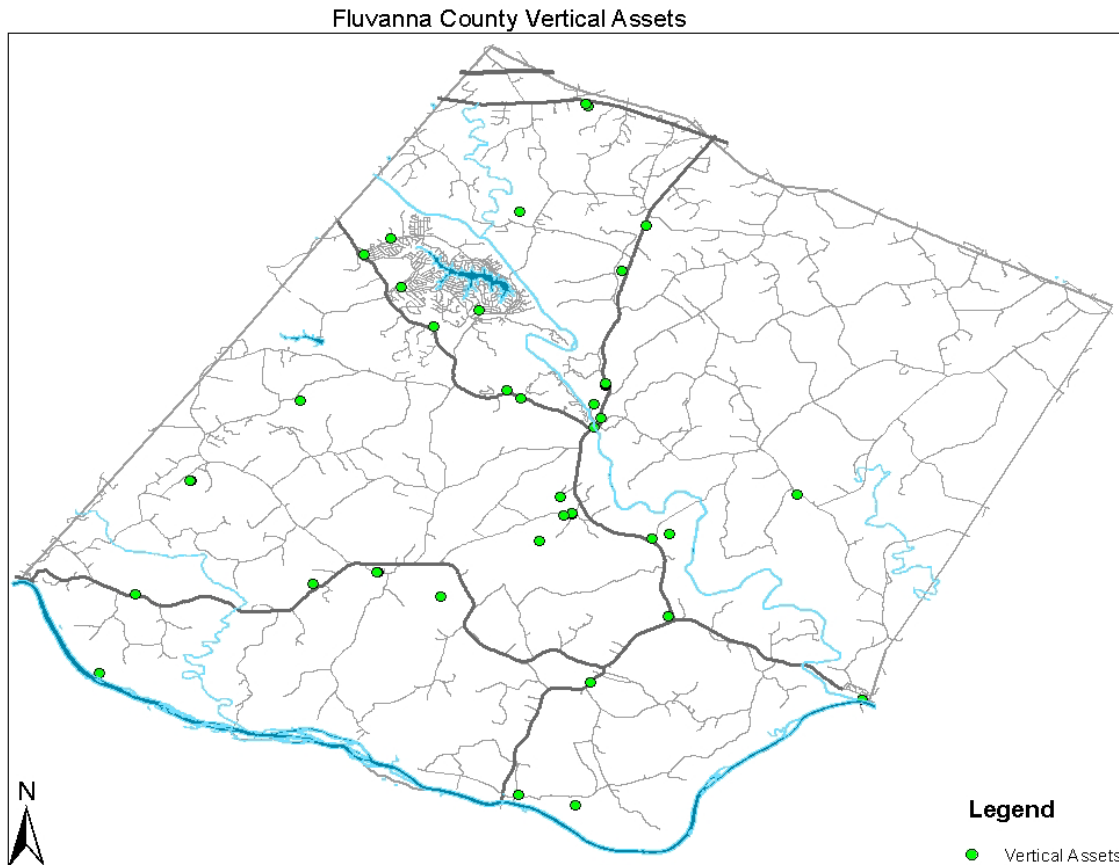
The Director of Public Works recommends that water and sewer lines be installed in their own trenches/excavations, and that the sharing of trenches between water/sewer lines and telecommunications lines be avoided wherever possible.

Typically, fiber-optic lines do not share ditch capacity with “wet utilities” unless there are spatial hindrances that require shared ditches. The Rt. 250 Corridor has no such restriction since the VDOT Right-of-way has ample area for both technological utilities and water and sewer.

There was a recent data capacity upgrade along the Rt. 250 corridor in 2013. Most fiber-optic lines are now put in place by boring technology and the need to use open ditch line occurs only at critical crossings of other utilities where there might be a depth conflict.

### *Television*

Cable television service is not available in most areas of the county, although satellite networks have narrowed the cable service gap over the past decade. There are numerous satellite television providers in the area.



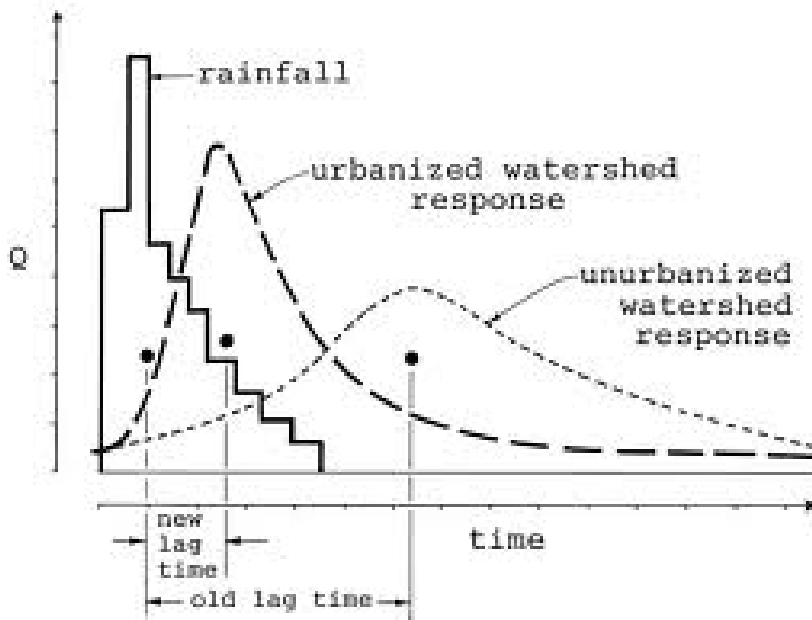
*Figure I-4, Vertical Assets*

### **Green Infrastructure**

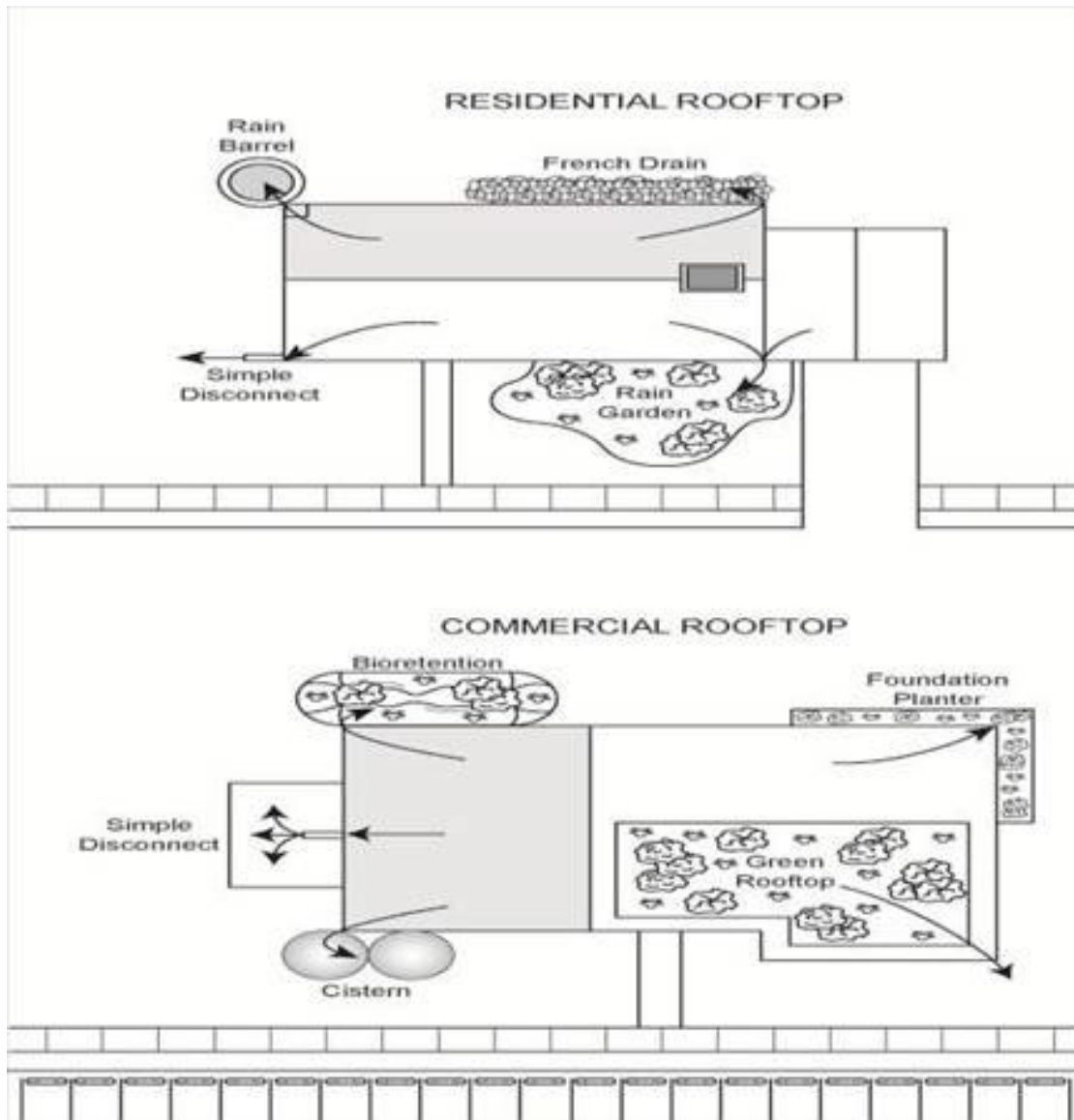
Sensitive development of land is critical to the sustainability of a project and its value to the community. An important goal in development should be to retain as much of a site's natural hydrology (drainage) as possible. Issues to be avoided should include erosion and sedimentation, loss of vegetative cover and topsoil, and the flow of nutrients (nitrogen and phosphorous) into the watershed.

In the past, stormwater was channeled quickly from altered sites, allowing large quantities of water, full of sediment and nutrients, to enter streams and rivers. This method bypassed natural drainage, during which water infiltrates the soil, evaporates off of plants, and recharges groundwater supplies. This problem becomes apparent when it rains and the rivers turn brown from sediment. Through natural drainage and infiltration, the water that does finally enter streams and rivers is reduced in quantity and has lost much of the problematic nutrients and sediments. Addressing these issues is not just important for the county; it is now required by Virginia policy.

The simplest and most powerful options available to developers involve “rooftop disconnection” – in which impervious surfaces, such as roofs and parking areas, are surrounded by permeable surfaces (vegetation, permeable pavers, etc) which allow water to infiltrate the ground instead of rushing towards streams. Rainwater captured on-site can be used for landscaping during dry spells while reducing total runoff. Combining stormwater practices is often especially effective. Additional management practices are available from the Department of Environmental Quality’s Virginia Stormwater BMP Clearinghouse (<http://vwrrc.vt.edu/swc/NonProprietaryBMPs.html>).



*Figure I-6, Pre vs. Post Development Stormwater Runoff*



*Figure I-6, Rooftop Disconnection*

Preservation of wetlands, wildlife corridors, and other sensitive habitats lessens a project's environmental impact and improves the final product. Subdivisions with open spaces, such as greenways and parks, are more attractive and bring a higher market value. Green infrastructure creates integrated neighborhoods and communities as opposed to isolated developments and subdivisions.

All of these techniques can be used in residential and commercial/industrial development, and should either be strongly encouraged or required.

### **Energy Efficiency**

As much as 30 percent of the energy consumed in commercial buildings, including government, is wasted. By diversifying the economic base of the county and reducing direct energy costs, energy efficiency can save taxpayer dollars, create jobs, and improve the overall health of the local economy.



Energy use in commercial and industrial facilities creates over 50 percent of all U.S. carbon emissions. Recycling and renewable resources conserve natural resources. Promoting growth in the community planning areas helps preserve farmland, wildlife habitats, and future recreational and environmental amenities.

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## Chapter 4

# TRANSPORTATION

Transportation systems are closely correlated with land-use policies for a comprehensive and diverse network of roads and alternative transportation networks. Primary roads serve community planning areas with a well-maintained network of secondary and local roads that are connected to disperse traffic throughout each community.

### EXISTING CONDITIONS

Fluvanna's transportation system is comprised of local and regional roads, JAUNT transit service, and limited accommodations for pedestrians and bicyclists. Like most rural localities, Fluvanna's transportation system relies on automobiles. However, recent approaches to land-use planning—most notably community plans for Palmyra, Fork Union, and Lake Monticello—emphasize alternative transportation options, especially walking, biking, and transit, to reduce reliance on automobiles.

There are 53.65 miles of primary roads in Fluvanna County, including US 250, US 15, and Routes 53 and 6. US 15 bisects the County from north to south, and Route 6 runs east to west along the southern end of the County. These roads join in Fork Union. Route 53 enters the County from Albemarle County to intersect with US 15 in Palmyra. These roads, along with secondary Route 616, are heavily used by commuters from the northwest section of the County, including Lake Monticello. As with many rural areas, some secondary roads remain rustic. Increasing commuter and tourist traffic is noteworthy. Parts of US 250 are congested due to increasing traffic from Louisa and Richmond.

Fluvanna shares the Zion Crossroads area, which is anticipated to be a site for commercial and mixed-use development, with Louisa County. Other areas of expected growth include the Lake Monticello area on Routes 618 and 53.

### State Code Requirements

The *Code of Virginia*, section 15.2–2223, states specific requirements for the development of a transportation plan. This chapter addresses these *Code of Virginia* requirements and recognizes the integral link between transportation and land-use planning.

### Road Classifications

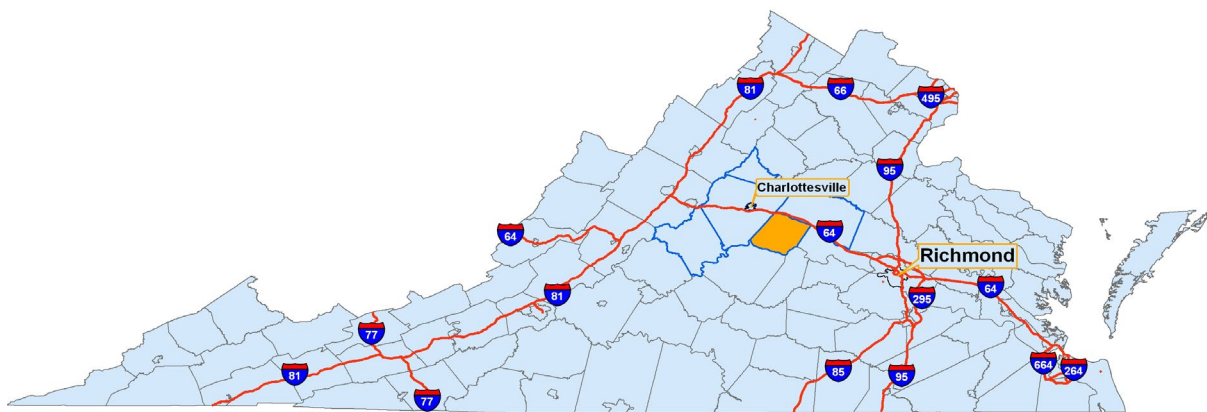
Roads are broken down into three basic categories: arterial, collector, and local. Arterials provide through-movement of traffic; they are classified as either principal or minor. Collector roads provide both through-movement and access to property. Local roads primarily provide access to property.

Roadways are also classified as primary and secondary. Primary roads connect cities and towns with each other and with interstates. Secondary roads are a system of local connector or county roads that serve interregional and localized traffic.

## Interstate System

### Interstate 64

Interstate 64 crosses the county for 1.5 miles, but roughly parallels its northern boundary. All of I-64's exits are in adjacent localities. Commuters to Charlottesville and Richmond from the northern part of the county and elsewhere usually access I-64 at Boyd Tavern, Zion Crossroads, Ferncliff, or Shannon Hill.



*Figure T-1, Major Interstates*

Interstate 64 has an interchange at Zion Crossroads (in Louisa County) connecting to Route 15 and Route 250. Interstate 64 connects to Interstate 81 to the west and Interstate 95 to the east. In 2010, approximately 32,000 vehicles per day traveled Interstate 64 in Fluvanna County; in 2007 this number was 17,000. Interstate 64 offers access to Charlottesville/Albemarle and Richmond, providing a commuter route for residents of Fluvanna to get to work. Vanpooling is available from Zion Crossroads to Richmond, Virginia, to allow commuters to avoid driving. In addition, Interstate 64 connects economic growth in Zion Crossroads with neighboring populations.

## County Road System

### Primary Roads

Primary roads in the county include US Route 250 (Richmond Road west of Zion Crossroads, Broad Street Road in the northeast corner of the county), US Route 15 (James Madison Highway), State Route 6 (East River Road east of Route 15, West River Road west of Route 15), and State Route 53 (Thomas Jefferson Parkway).

US Route 250 roughly parallels I-64. It is a two-lane road spanning 6 miles in the county between Zion Crossroads and the Albemarle County line (Richmond Road), and 0.71 miles at the northeast

end of the county (Broad Street Road). In 2010, approximately 5,500 vehicles per day traveled Interstate 64 in Fluvanna County. Route 250 is becoming more commercial and industrial from Zion Crossroads west, and VDOT plans to expand it to four lanes within the next twenty years.

US Route 15 is a two-lane highway that runs through the middle of the county from Zion Crossroads in the north, through Palmyra, Dixie, and Fork Union, to Bremono Bluff in the south. Segments from Wildwood through Palmyra to Cunningham Creek, and from Dixie through Fork Union to Weber City, could benefit from efforts to mitigate problems with tight curves, low shoulders, sight distance, and grading. The new bridge over the Rivanna River at Palmyra was completed in September 2007. Along with the construction of the new bridge, a portion of Route 15 was realigned, mitigating some of the tight curves through Palmyra.

Route 6 from Richmond to Afton Mountain is a state-designated Virginia Byway - a corridor of aesthetic or cultural value near areas of historic, natural, or recreational significance. Local use in the western part of the county is primarily for commuting to Scottsville and Charlottesville. Use in the east is primarily for commuting to Richmond and for trucks to join and exit US Route 15 at Dixie.

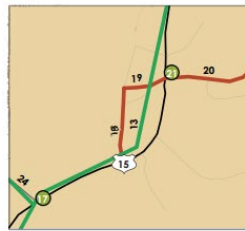
State Route 53 (Thomas Jefferson Parkway) runs from Palmyra northwestward through Cunningham and past Lake Monticello to the Albemarle County line. The road then continues past Monticello to the south side of Charlottesville. Route 53 stretches for roughly nine miles in Fluvanna and ends at Route 15 in Palmyra. As part of the Route 15 realignment, upgrades were made to Route 53 as it approaches Palmyra. Other intersection upgrades include the Route 618 (Lake Monticello Road) intersection with Route 53 and the Turkeysag intersection at Lake Monticello. US Bicycle Route 76 is located on the eastern portion of Route 53.

### **2035 Rural Long Range Transportation Plan**

The included map comes from Thomas Jefferson Planning District Commission and VDOT's 2035 Rural Long Range Transportation Plan. This project is designed to "create regional transportation plans in rural and small urban areas that complement those in Virginia's metropolitan areas." The regional planning process included a number of transportation recommendations for Fluvanna, to address the anticipated impacts of population and employment growth on the transportation system. These plans will be used as a basis to identify transportation funding priorities (TJPDC *2035 Rural Long Range Transportation Plan*).

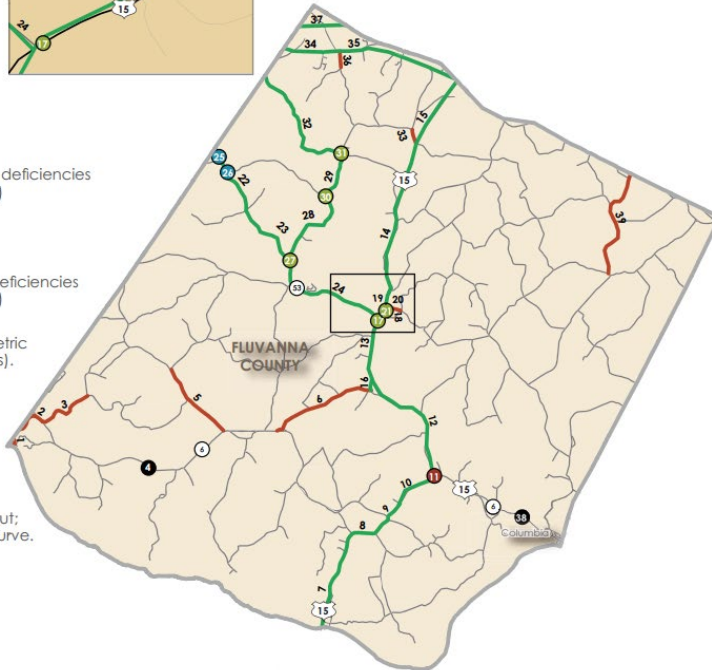
## FLUVANNA COUNTY RECOMMENDATIONS

- 12** US 15/VA 673 to VA 6 East  
Long-term reconstruct road to address geometric deficiencies (including full-width lanes and shoulders). (Local Priority)
- 13** US 15/VA 632 to VA 637  
Long-term reconstruct road to address geometric deficiencies (including full-width lanes and shoulders). (Local Priority)
- 14** US 15/VA 616 to VA 632  
Long-term reconstruct road to address geometric deficiencies (including full-width lanes and shoulders). (Local Priority)
- 15** US 15/Louisa County Line to VA 616  
Long-term reconstruct road to address geometric deficiencies (including full-width lanes and shoulders). (Local Priority)
- 17** VA 53/US 15  
Long-term reconstruct a roundabout. (Local Priority)
- 22** VA 53/Albemarle County Line to VA 636  
Long-term reconstruct road to address geometric deficiencies (including full-width lanes and shoulders). (Local Priority)
- 23** VA 53/VA 636 to VA 660  
Long-term reconstruct road to address geometric deficiencies (including full-width lanes and shoulders). (Local Priority)
- 24** VA 53/VA 660 to US 15  
Long-term reconstruct road to address geometric deficiencies (including full-width lanes and shoulders). (Local Priority)
- 26** VA 53 (Thomas Jefferson Pkwy.)/VA 618 (Lake Monticello Rd.)  
Mid-term add turn lanes and consider a roundabout;  
Long-term reconstruct roadway to lower vertical curve. (Local Priority)
- 27** VA 600/VA 53  
Long-term construct a roundabout. (Local Priority)
- 28** VA 600/US 53 to VA 618 (Lake Monticello Rd.)  
Long-term widen to four lanes. (Local Priority)
- 29** VA 600/VA 618 (Lake Monticello Rd.) to VA 616  
Long-term widen to four lanes. (Local Priority)
- 30** VA 600/VA 618  
Mid-term add turn lanes and consider a roundabout; Long-term reconstruct roadway to lower vertical curve. (Local Priority)
- 31** VA 616 (Union Mills Rd.)/VA 600 (Boston Rd.)  
Long-term consider roundabout or signalization and addition of turn lanes. (Local Priority)
- 32** VA 616/VA 600 to Albemarle County Line  
Long-term widen to four lanes. (Local Priority)
- 34** VA 250/Albemarle County Line to VA 600  
Long-term widen to four lanes with median. (Local Priority)
- 35** VA 250/VA 600 to Louisa County Line  
Long-term widen to four lanes with median. (Local Priority)
- 1** VA 637/VA 6 to Scottsville City Limit  
Long-term reconstruct road to address geometric deficiencies (including full-width lanes and shoulders).
- 2** VA 637 (Poplar Spring Rd.)/Albemarle County Line to VA 773 South  
Long-term reconstruct road to address geometric deficiencies (including full-width lanes and shoulders).
- 3** VA 669/VA 773 to VA 669  
Long-term reconstruct road to address geometric deficiencies (including full-width lanes and shoulders).
- 4** US 6 Over Hardware River  
Short-term replace bridge.
- 5** VA 620/VA 6 to VA 639  
Long-term reconstruct road to address geometric deficiencies (including full-width lanes and shoulders).
- 6** VA 649/VA 6 to VA 673  
Long-term reconstruct road to address geometric deficiencies (including full-width lanes and shoulders).



### FLUVANNA COUNTY DEFICIENCIES

- Legend
- Segment Deficiency
    - Operation Deficiency
    - Safety Deficiency
    - Geometric Deficiency
  - Intersection Deficiency
- Operation Deficiency
  - Safety Deficiency
  - Both Deficiencies
  - Other Deficiency



- 7** US 15/Buckingham County Line to VA 695  
Long-term reconstruct road to address geometric deficiencies (including full-width lanes and shoulders).
- 8** US 15/VA 695 to VA 652  
Long-term reconstruct road to address geometric deficiencies (including full-width lanes and shoulders).
- 9** US 15/VA 652 to VA 702  
Long-term reconstruct road to address geometric deficiencies (including full-width lanes and shoulders).
- 10** US 15/VA 702 to VA 6 East  
Long-term reconstruct road to address geometric deficiencies (including full-width lanes and shoulders). Seek to reserve rights-of-way (through setbacks) in order to allow for potential widening to four lanes with a median. (Local Priority)
- 11** US 15/VA 6  
Long-term reconstruct intersection as one-lane roundabout.
- 14** VA 649/VA 673 (Bethel Church Rd.) to US 15  
Long-term widen road to increase capacity and accommodate existing and future travel demand.
- 18** VA 1001 (Main St.)/US 15 South to VA 1003  
Long-term reconstruct road to address geometric deficiencies (including full-width lanes and shoulders).
- 17** VA 1003/VA 1001 to US 15  
Long-term reconstruct road to address geometric deficiencies (including full-width lanes and shoulders).
- 20** VA 601 (Courthouse Rd.)/US 15 to VA 663 (Courthouse Rd.)  
Long-term reconstruct road to address geometric deficiencies (including full-width lanes and shoulders).
- 21** US 15/VA 1003  
Long-term construct a roundabout.
- 25** VA 53 (Thomas Jefferson Pkwy.)/VA 618 (Martin Kings Rd.)  
Short-term maintenance and replace signage.
- 33** VA 631 (Troy Rd.)/US 15 to VA 633  
Long-term reconstruct road to address geometric deficiencies (including full-width lanes and shoulders).
- 36** VA 600/VA 634 to US 250  
Long-term reconstruct road to address geometric deficiencies (including full-width lanes and shoulders).
- 37** I-64/Albemarle County Line to Louisa County Line  
Long-term widen road to increase capacity and/or accommodate travel demand on alternate corridors or modes.

## Secondary Roads

Secondary roads are numbered 600 and above. There are 285 miles of roads in the secondary system, with 261 paved miles and 24 stabilized dirt (gravel) miles. Aside from funding, the most significant hindrance to improvement on many roads is inadequate right-of-way. Relatively few of the miles have the required fifty-foot right-of-way needed for adequate bank cut, shoulders, and drainage. Utilities, both above- and below ground, challenge the limits of the narrow rights-of-way. The secondary road system has thirty-six bridges and twenty-six major culverts of various designs and construction methods, with fifty-two being two-lane and ten being one-lane.

Former gravel roads, currently being paved, have eighteen feet of pavement, mitigated curves, and wide shoulders. New bridges and culverts installed as individual projects are wide enough to accommodate later road upgrades. Many secondary roads serve as heavily traveled commuter routes, commercial routes, and emergency detours during natural disasters.

An annual allocation of funds to the county from VDOT provides for improvements to the secondary road system. These funds are used as decided by the Board of Supervisors with advice of VDOT's Louisa Area Land Use Engineer and through input at annual public hearings.

## Private Roads

There are numerous private roads in the county, ranging from primitive logging roads to the fifty-eight-mile paved system of Lake Monticello. The Department of Game and Inland Fisheries and the Department of Conservation and Recreation have a limited road presence in the county. The county has some direct responsibility for roads such as those in the Carysbrook complex and the landfill access road.

## Alternative Transportation

### Pedestrians

Fluvanna County's rural setting and narrow roads constrain pedestrian mobility. Very few places in the county have designated walkways, and most pedestrians walk along the side of the road. There are few sidewalks in populous areas of the county, and many are in disrepair. Fork Union has sidewalks and the County's only crosswalks, but these sidewalks are often impeded by utility poles.

The state is now required to provide pedestrian accommodations for all VDOT construction projects. New subdivisions should provide for pedestrian access within the development and in conjunction with adjoining housing developments and businesses in order to reduce vehicle trips.

Previous County plans have called for improved pedestrian amenities. The 2000 Comprehensive Plan suggested the importance of these amenities in its *Vision for 2020*:

In designated growth areas, subdivisions and businesses are linked by hard surface paths so that bicycling and walking are a practical means of transportation . . . Pedestrian and bicycle access are also provided in other appropriate settings, such as across bridges and in rural subdivisions and towns . . . children are able to walk to a park or playground.

## Bicycles

Fluvanna lacks many of the on-road facilities necessary to support bicycling in the County as anything more than a recreational activity. The US Bicycle Route 76 trail and numerous back roads allow cyclists to take short trips or longer recreational treks, but the lack of amenities and connectivity constrains the growth of bicycling as a viable way to get around the County. As the County grows, incorporation of bicycle infrastructure will become more important.

Bicyclists frequently ride Route 616 (Union Mills Road) and many other roads in the county without any special facilities or cautionary markings. There are no public facilities for off-road bicycle riding, but Pleasant Grove may be suitable for that purpose.

US Bicycle Route 76 was designated for cyclists during the National Bicentennial. The bike route enters the county from Albemarle on Route 620 (Rolling Road South) and continues to Route 619 (Ruritan Lake Road) and Route 53. From Route 53 it runs east to Route 15, north to the middle of Palmyra, and east on Route 601 (Courthouse Road / Venable Road) through Wilmington and Kents Store. Bike lanes have been added to Venable Road wherever stretches of the road have been resurfaced. It continues east on Route 603 (Tabscott Lane) to the Goochland County line, eventually ending in Yorktown, Virginia.

Segment	Role	Type	Signage	Level of Service	Recreational Value	Recommendations
Ruritan Lake Road	Bypasses Rte. 53; links Albemarle and Fluvanna	Rural Two-Lane	8 Rte. 76 signs; no other bike-related signs	C: high traffic and narrow lanes	Low: no amenities or resources	<ul style="list-style-type: none"> <li>• Additional signage</li> <li>• Shoulder improvements</li> </ul>
Palmyra Area (53 and 15)	Goes through central Fluvanna including Palmyra Village	Rural Two-Lane	6 Rte. 76 signs; no other bike-related signs	C-D: no shoulder on 53; volume and speed of traffic; trucks and guardrails	High: scenic views, historical assets, parks and trails	<ul style="list-style-type: none"> <li>• Additional signage</li> <li>• Designate shoulders as bike lanes</li> <li>• Road widening</li> <li>• Shoulders at guardrails</li> <li>• Minor Rerouting</li> </ul>
Courthouse Road	Links Palmyra Village with eastern Fluvanna	Rural Two-Lane	4 Rte. 76 signs; no other bike-related signs	C: narrow lanes; no shoulder; guardrails	Low: no amenities or resources	<ul style="list-style-type: none"> <li>• Additional signage</li> <li>• Maintain vegetation</li> <li>• Road widening</li> <li>• Bike lanes at guardrails</li> </ul>



Venable and Tabscott Roads	Links eastern Fluvanna with Louisa County	Rural Two-Lane	8 Rte. 76 signs; no other bike-related signs	B-C: low traffic offsets narrow lanes; few trucks; bike lanes offset guardrail	Low: no amenities or resources ; historic scenery	<ul style="list-style-type: none"> <li>• Additional signage</li> <li>• Maintain vegetation</li> </ul>
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In its 2014 *Route 76 Corridor Study*, Thomas Jefferson Planning District Commission has analyzed the road segments which make up Route 76, and made suggestions for improvements:

**Rail Access**

AMTRAK passenger rail service is available in Charlottesville, with at least two trains daily. The Crescent travels between New Orleans and New York City, stopping in Charlottesville in the morning on the way north, and in the evening on the way south. A second train, the Cardinal, travels between New York (by way of Washington, D.C.) and Chicago three times a week.

Freight rail serving Fluvanna County is the CSX line, whose single track follows the James River along the county’s southern border from Columbia in the southeast to Scottsville in the southwest.

Buckingham Branch Railroad is a shortline railroad from Dillwyn in Buckingham that has leases to use CSX and Norfolk Southern lines. The east - west (E-W) rail line that goes from Louisa to past Crozet is a N-S line leased by BB.

**Public Transportation and RideShare**

The majority of workers commute to Richmond and Charlottesville for employment, with commuting distances averaging sixty miles and twenty-five to thirty miles, respectively. These distances and the cost of commuting leave many low-income families struggling to improve their economic conditions. Elderly, infirm, and indigent persons usually have to travel to Richmond or Charlottesville for medical care and other basic services but frequently require transportation assistance.

The number of commuters to Richmond and Charlottesville increases congestion on roads. A majority of commuters travel by automobile with a single occupant. The Thomas Jefferson Planning District Commission’s RideShare program is designed to reduce congestion and increase mobility throughout the region by offering free carpool and “SchoolPool” services. RideShare is also responsible for marketing the region’s park-and-ride lots.

JAUNT provides transportation opportunities for those who are unable to afford the high cost of commuting while also reducing the congestion on the roadways throughout the region. JAUNT offers two daily commuter routes and advance-notice request-response transportation, along with intra-county service three days a week and service to Charlottesville three days a week, operating between the commuter route times.

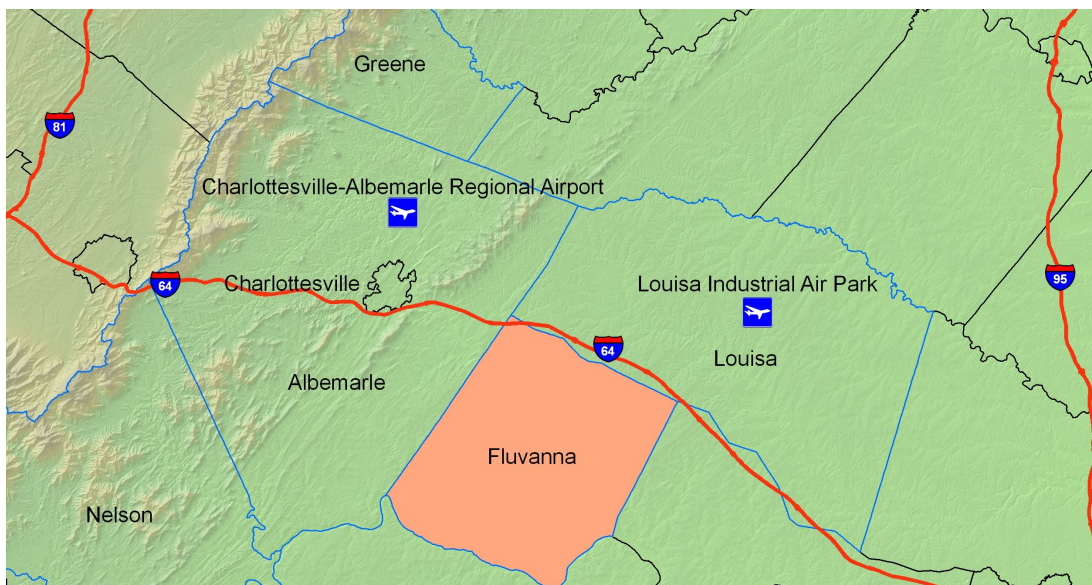
**Air Travel**

Richmond International Airport, within a one-hour drive from the Zion Crossroads exit on I-64, is the nearest major air transportation hub. The closest passenger and commercial airport—the

Charlottesville-Albemarle Airport (CHO) in Albemarle County—is a non-hub commercial service airport offering daily nonstop flights to and from Charlotte, Philadelphia, New York/LaGuardia, Washington/Dulles, Cincinnati, Detroit, and Atlanta. There are also one-stop international and domestic destinations. The facility includes a 60,000-square-foot terminal facility with modern customer amenities.

Louisa County Industrial Airpark is a general aviation airport that provides local, charter air service. The airport has a 4,300-foot runway. There are approximately forty-six hangars now located at the airport, with space for more.

There are two private airfields in the county: Camp Friendship Airfield and Fork Union Military Academy Airfield. These are used for small private aircraft only.



*Figure T-2, Regional Airports*

### **FY15 Six Year Improvement Program**

The Six-Year Improvement Program (SYIP) outlines spending for transportation projects proposed for construction, development, or study for the next six years. The SYIP is updated annually. The SYIP also identifies planned program funding for the succeeding five fiscal years. The FY15 Six Year Improvement Program according to VDOT calls for a number of improvements in Fluvanna:

1. Palmyra Sidewalk Improvements for safety of pedestrians and bicyclists
2. Bridge replacement over Rivanna River on Route 6
3. Adding roundabouts to Troy Road (631) and Route 250 to improve safety
4. Route 600/618 Intersection Improvements to improve safety
5. Surface treat Route 677, Rural Rustic Road

6. Bridge replacement on Route 759 over Mechunk Creek
7. Countywide engineering & survey: minor survey and preliminary engineering for budget items and incidental type work
8. Countywide traffic services including secondary speed zones, speed studies, other new secondary signs to improve safety
9. Countywide right of way engineering
10. Fluvanna County District Grant unpaved funds balance entry account

**Figure T-3, Six Year Plan**

## Community Plans

Each of the three community plans prepared by the county and the Thomas Jefferson Planning District Commission—Lake Monticello (Rivanna), Palmyra, and Fork Union—make recommendations for transportation improvements.

### Rivanna (Lake Monticello) Community Plan

One of the key recommendations of this community plan is to improve traffic safety. Large volumes of traffic on small country roads can lead to safety problems. Improving intersections, paving shoulders, and adding features for pedestrians, bicycles, and slow-moving vehicles in congested areas can alleviate traffic and promote safety. This may be particularly important as the county's population continues to grow.

- Provide paved shoulders to improve the safety of walking and biking on the surrounding roads. Shoulders can also be safer for slow-moving vehicles such as cars and trucks with trailers, and for pull-offs for disabled vehicles. This improves the overall safety of the roadway while retaining its rural character.
- Ensure that the county's zoning code encourages safe pedestrian access to shopping and residential areas, especially in compact village development areas (requiring sidewalks, crosswalks, and safe access to commercial areas).
- Work with county and local residents to establish a park-and-ride lot at Effort Baptist Church, near the main gate, or at the Lake Monticello Clubhouse.
- Encourage participation in RideShare, which encourages alternative forms of transportation and pairs up commuters in carpools, vanpools, and SchoolPools. For more information, go to [www.rideshareinfo.org](http://www.rideshareinfo.org).
- Consider establishing transit target stops at key shopping-center parking lots (and possibly within the Lake gates) so that JAUNT and other commuter services can have fixed stops where possible. With trails connecting residential areas to these service areas, alternatives to single-occupant commuting will be more attractive.
- Consider roundabouts at key intersections, particularly where traffic enters and exits commercial areas or the main gate, and for entrances to new developments.

Roundabouts are safer than signalized intersections or stop signs. A recent study by Virginia's own Insurance Institute for Highway Safety reviewed before-and-after crash data for twenty-four roundabouts in eight states that had replaced either signals or three- and four-way stop signs. The study found highly significant reductions in crashes, injuries, and fatalities:

- ❑ 39% reduction for all crash severities combined;
- ❑ 76% reduction for all injury crashes;
- ❑ 90% reduction for fatal and incapacitating injury crashes.

### **Palmyra Community Plan**

- Increase alternative transportation options by improving bus service (JAUNT), including creating transit target stops in the Village. Also, encourage greater participation in RideShare and construct visible and accessible park-and-ride locations. Future locations should be determined by RideShare, JAUNT, local officials, and citizens.
- Develop a coordinated plan to improve traffic safety on Route 15 while maintaining capacity in accordance with VDOT requirements and reflecting changing vehicular activity as a result of the new Palmyra Bridge. As part of the plan, explore the following improvements:
  - Enhance the pedestrian and bicycle network. For the transportation system to operate at optimal efficiency, continue creating a pedestrian and bicycle network within the village and surrounding area.
  - Pedestrian improvements should be coordinated with traffic-calming measures on Route 15 to improve pedestrian access to areas east of the highway.
  - Install curb and gutters along Route 15 through the commercial district. The priority areas for curb and gutters are noted on the Transportation Master Plan.
  - Ensure pedestrian and bicycle features similar to those on the new Route 15 bridge will be built on north- and southbound Route 15.
  - Create connections to Pleasant Grove. In the short term, residents can use the Route 15 bridge; citizens could pursue a pedestrian/bicycle bridge over the Rivanna River at a location that increases connectivity to both sides of the river and between Palmyra and Pleasant Grove.
  - The pedestrian and bicycle network will not be complete until direct connections are established between the historic village and Pleasant Grove. Trails should also be constructed to Lake Monticello, and the rail trail should be expanded.

### **Fork Union Community Plan**

There are several transportation-related improvements that can be done to improve the safety and appearance of Fork Union.

- Add a walking/biking trail between the Community Center and "downtown." Determine whether a sidewalk setback from Route 15 or a trail behind houses, such as the Fluvanna Heritage Trail, would be more appropriate. Both options require consent from landowners.
- Conduct an engineering analysis to determine whether traffic-calming devices (curb extensions, median crossings, roundabouts) can be installed at key intersections.
- Install marked crosswalks along Route 15 in strategic places.
- Improve existing sidewalks and add additional sidewalks along Route 15 connecting downtown to the Village Shopping Center.

- Consider adding bike lanes, which make the roads safer for cyclists and slow traffic by narrowing lanes, on wide roads.
- Review building and zoning codes and recommend relevant changes to allow the type of development and infrastructure desired by residents.

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## Chapter 5

# ECONOMIC DEVELOPMENT

### *A Sustainable Plan for the Future*

Zion Crossroads is the county's primary commercial node, with primarily retail, office uses, and light industrial, it also incorporates mixed-use, mixed-income residential development. Route 250 is a vital alternative to Interstate 64 and is a primary gateway into Fluvanna.

Residential development within the community planning areas encourages a diverse workforce. Varied housing types and income levels ensure a labor pool for a variety of businesses. Concentrations of employment and residential development reduce congestion on the county's roads and infrastructure, minimizing the cost to the community while maximizing the revenue from businesses.



*Figure ED-1, Eco-friendly Business*

### EXISTING CONDITIONS

Fluvanna's location between Charlottesville and Richmond creates employment options for residents. In 2021, 1,755 people live and work in Fluvanna, 2,655 people commute into the County, and 9,477 county residents commute elsewhere. This means that currently, 6,822 more people commute *from* Fluvanna for work every day, than *to* it.

Local sales tax revenues brought Fluvanna \$2,278,57 in 2020. This continues an overall positive trend over the past decade (sales tax revenue brought in \$1,400,149 in 2013). The county's tax base currently relies on personal and real property taxes to finance approximately 69 percent of local needs.

### Business Climate Factors

Strong and supportive government, quality education and labor resources, public safety, favorable taxation policies, and loyal consumers are just some of the important factors that contribute to a positive business climate. Increased risk, uncertainty, and instability, in the marketplace and in the community, negatively impact businesses.

### *Workforce Preparedness and Education*

Fluvanna County is located near a major university and two community colleges. Fluvanna County High School has a strong relationship with a local technical education center, Charlottesville Albemarle Technical Education Center (CATEC). Fluvanna County High School is a top-quality public school with new (opened 2012) facilities (<http://www.fluco.org>).

Institutions of higher learning offer partnering opportunities for industry to pursue research, development, and production. They are economic generators for the region, offer a variety of cultural activities for the entire community, and create opportunities for residents.

#### University of Virginia

The University of Virginia (UVA) is located in Charlottesville, less than thirty miles west of Palmyra (the County Seat). The University has ten schools that offer bachelor's, master's, educational specialist, first-professional (law and medicine), and doctoral degrees. There were just over 23,700 students enrolled in the Fall of 2022. UVA continues to rank in the top twenty-five among all national universities, public and private. The University of Virginia health system is a nationally renowned academic medical center (<http://www.virginia.edu>).

#### Piedmont Virginia Community College

Piedmont Virginia Community College (PVCC) was established in 1972 and is a nonresidential two-year institution of higher education that serves central Virginia—principally residents of Charlottesville, Albemarle, Buckingham, Fluvanna, Greene, Louisa, and Nelson Counties. PVCC is located in Albemarle County, less than 30 miles west of Palmyra. The college offers fifty-two associate degrees and certificate programs to meet educational and career goals. PVCC also offers noncredit workforce classes and certificates as well as individual classes for personal enrichment (<http://www.pvcc.edu>).

#### J. Sargeant Reynolds Community College

J. Sargeant Reynolds has two campuses in Richmond, and one campus in Goochland County. The college was founded in 1972 and is the third largest college in the Virginia Community System, enrolling students at all three major campuses, five off-campus sites, and “virtually” through distance learning. The college currently offers two-year degree programs, occupational/technical certificate programs, two-year college transfer programs, and career studies certificate programs requiring less than one year of full-time study. Over 7,500 students were enrolled for the 2022-23 school year. The school also offers workforce development courses and services through the Community College Workforce Alliance (<http://www.jsr.cc.va.us>).

#### Charlottesville Albemarle Technical Education Center (CATEC)

CATEC offers students at all ability levels programs designed to respond to the community's employment needs. Students may seek employment upon graduation and/or continue their formal education through apprenticeship programs or advanced study at technical institutes, community colleges, and universities. High school programs include computer repair and maintenance, computer operating systems, computer-aided drafting and design, auto body repair, auto technology, barbering, cosmetology, culinary arts, television and video production, carpentry, electricity, masonry, nurse aide, and horticulture, and landscaping (<http://www.catec.org>).

#### Other Institutions

There are other colleges, universities, and technical schools within an hour of Fluvanna County, or that offer satellite or online classes and credits. Virginia Commonwealth University, Longwood,



Virginia Tech, Mary Washington, Mary Baldwin, and George Mason are other universities in relatively close proximity, or that have satellite programs available to residents of central Virginia.

### *Community Safety*

Fluvanna County's crime rate is consistently below the state average. The Department of State Police's *Crime in Virginia* report details crime statistics, by type, for each police jurisdiction in the state using the incident-based reporting (IBR) system. Group A crimes are those considered to be the most serious (e.g., murder, rape, kidnapping, drug trafficking, fraud, larceny, vandalism, etc.).

Fluvanna had 225 Class A crimes reported in 2019 - a crime rate of 2,123 offenses per 100,000 residents. This is significantly lower than the state (5,058 per 100,000). By comparison with surrounding localities: Albemarle County reported 3,030 Class A crimes per 100,000 residents; Louisa County reported 4,759 per 100,000; Buckingham County reported 1,476 per 100,000; and Goochland County reported 2,211 per 100,000.

### *Wages*

Businesses typically examine the average wages paid in an area as part of making relocation decisions. Good employers want to pay their employees competitively, and knowing how their compensation compares within a region is valuable information along with the other business climate factors. Fluvanna County had an average weekly wage of \$1,120 in 2023. In comparison, the state average is \$1,401 in 2023.

### *Utilities and Taxes*

The real estate tax rate in Fluvanna County (\$0.844 per \$100 of assessed value) is nearly \$0.09 higher than the regional average of \$0.755, and the machinery and tools tax rate (\$1.90) is lower than the regional average (\$2.33). The personal property tax rate in Fluvanna County (\$4.10 per \$100 of assessed value) is higher than the regional average of \$3.44, and is the second highest in the region.

Regional Tax Rates, 2023			
	Real Estate	Personal Property	Machinery & Tools
<b>Fluvanna County</b> Source: Fluvanna Co. Commissioner of the Revenue	\$0.844	\$4.10	\$1.90
<b>Albemarle County</b> Source: Albemarle Co. Dept. of Finance	\$0.854	3.96% of assessed value	\$3.96
<b>Buckingham County</b> Source: Buckingham Co. Commissioner of the Revenue	\$0.60	\$4.05	\$2.90
<b>City of Charlottesville</b> Source: City of Charlottesville Commissioner of the Revenue	\$0.98	\$4.40	N/A
<b>Goochland County</b> Source: Goochland Co. Treasurer	\$0.53	\$3.75	\$1.00
<b>Louisa County</b> Source: Louisa Co. Commissioner of the Revenue	\$0.72	\$2.43 (vehicles, motorcycles, RVs, trailers, boats) \$1.90 (business property)	\$1.90
<b>Regional Average</b>	\$0.755	\$3.44	\$2.33

Figure ED-2, Regional Tax Rates

Fluvanna's business sector comprised approximately 7 percent of tax-generated revenue in 2013; this is down from 11 percent in 2007. The county's vision is to have at least one-third of its revenue stream come from the business sector. This has been a common measure of economic success over the years in communities—70 percent revenue from residential (real estate taxes) and 30 percent from businesses (real estate, inventory, BPOL, machinery and tools, etc.).

## Economic Base Analysis

### Economic Sectors

The number of establishments and the number of employees working in these establishments show a positive trend for the period 1997 to 2012.

Statistics by Economic Sector, 1997, 2002, 2006, and 2012								
Industry Description	Number of Establishments				Number of Employees			
	1997	2002	2006	2012	1997	2002	2006	2012
Wholesale trade	10	12	13	14	20-99	100-249	123	113
Retail trade	33	29	32	41	196	243	270	344
Real estate and rental and leasing	9	19	26	15	0-19	36	42	0-19
Professional, scientific and technical services	22	35	42	32	47	95	107	20-99
Administrative and support and waste management and remediation services	6	26	32	45	47	71	157	237
Health care and social assistance	8	17	19	23	72	100-249	306	210
Arts, entertainment, and recreation	1	3	7	6	0-19	0-19	Suppressed	20-99
Accommodation and food services	9	11	14	23	107	173	300	312
Other services (except public administration)	13	22	37	38	48	162	281	235

Source: U.S. Census

Figure ED-3, Economic Sector Statistics

All industries except for arts, entertainment, and recreation show an increase in employees for this period.

The type of growth of the local economy is an indicator of its strength and weaknesses. As figure ED-9 shows, accommodation and food services have shown the greatest increase in new hires, followed by education services and retail trade. Many of these sectors tend to hire entry-level employees at typically lower wages than, for example, professional and technical services, which hired far fewer new employees.

<b>New Hires by Industry 3rd Quarter, 2023</b>	
<b>Industry</b>	<b>Hires</b>
1. Admin. Support and Waste Mgmt	40
2. Retail Trade	72
3. Accomodation and Food Service	61
4. Construction	541
5. Health Care and Social Assistance	60
6. Other Services (except Public Admin.)	67
7. Public administration	78
8. Information	6
9. Finance and Insurance	3
10. Manufacturing	67
11. Transportation and Warehousing	4
12. Real Estate and Rental and Leasing	6
13. Wholesale Trade	13
14. Agriculture, Forestry, Fishing, and Hunting	10
15. Educational Services	100
16. Professional, Scientific, and Technical Services	29

Source: Virginia Employment Commission

Data on the ten largest employers in the county reinforce the emphasis on education services but do not reflect the strong growth of accommodations and food services and retail trade. This may be due to the smaller size of retail establishments, which means that no one retail operation, save for Food Lion, made the top ten.

<b>Ten Largest Employers First Quarter, 2024</b>	
1.	Fluvanna County Public School Board
2.	MMR Contrstructors, Inc.
3.	Fluvanna Correctional Center
4.	County of Fluvanna
5.	Fielders Choice Enterprise, Inc.
6.	Fork Union Military Academy
7.	Food Lion
8.	Silk City Printing
9.	State Farm Automobile Insurance
10.	Macko, Inc.

Source: Virginia Employment Commission

*Figure ED-5, Ten Largest Employers*

Perhaps as important to the county taxpayer as the top ten employers are the top ten taxpaying companies, which help to diversify the tax base and contribute significantly to the county's revenue stream. In the future, along with these companies, Fluvanna needs to attract low-impact, high-value companies to further strengthen and diversify this list of companies.

<b>Top-10 Taxpaying Companies, 2023</b>		
<b>Business Name</b>	<b>Assessed Value</b>	<b>% of Tax Base</b>
Virginia Electric and Power	\$148,769,623	4.04%
Tenaska Virginia Partners	\$143,579,301	4.18%
Central Virginia Electric Co-op	\$57,976,054	1.63%
Transcontinental Gas Pipeline	\$54,809,662	1.54%
CSX Transportation	\$11,876,850	0.33%
Colonial Pipeline Co.	\$10,905,796	0.31%
Columbia Gas of Virginia	\$9,017,666	0.25%
Aqua Resources, Inc.	\$8,092,136	0.23%
Central Telephone of Virginia	\$4,546,810	0.13%
East Coast Transport	\$2,450,872	0.07%
<b>Total</b>	<b>\$303,255,147</b>	<b>8.67%</b>

*Figure ED-6. Top Ten Taxpayers*

## Employment

Local and state government and construction dominate the number of employees by industry.

<b>Employment by Industry First Quarter, 2024</b>	
<b>Industry Classification</b>	<b>Number of Employees</b>
Local government	968
Administrative and waste services	275
State government	363
Retail Trade	406
Accommodation and Food Services	177
Health Care and Social Assistance	329
Construction	926
Other Services (Except Public Administration)	198
Manufacturing	244
Finance and Insurance	147

Source: Virginia Employment Commission

*Figure ED-7, Employment by Industry*

Unemployment in the county is consistently lower than in the state, which is in turn lower than the national rate. While unemployment has yet to return to pre-recession levels, the unemployment rate is dropping at a faster pace in Fluvanna than in the state as a whole.

Unemployment Rates: 2012-2022		
Year	Fluvanna Unemployment Rate (%)	Virginia Unemployment Rate (%)
2012	5.1	5.9
2013	4.7	5.6
2014	4.3	5.1
2015	3.7	4.4
2016	3.3	4.0
2017	3.0	3.7
2018	2.5	3.0
2019	2.3	2.8
2020	5.4	6.4
2021	3.2	3.9
2022	2.5	2.8
2023	2.5	2.9

Source: Virginia Employment Commission

The number of people employed in the county is appreciably smaller than the number of employees who are county residents, but work outside the county.

### Land Use

Community planning areas established pursuant to the Code of Virginia, section §15.2-2223.1, (particularly Zion Crossroads) need to effectively balance land use, transportation, and economic development in a holistic approach instead of viewing them as individual issues that could negatively impact the county. By concentrating development off primary transportation corridors, and providing additional critical infrastructure such as water and sewer, the county can then direct commercial, industrial, and a significant amount of residential development into these community planning areas. Conversely, this also helps to alleviate the residential growth pressures throughout the rest of the county, particularly in the rural preservation areas.

### Open Space

Preservation of open space is an important value in Fluvanna County. Virginia's land-use assessment laws help to encourage this, as well as benefiting businesses that engage in agricultural, horticultural, and forestal activities.

The *Code of Virginia* allows any locality that has adopted a comprehensive land-use plan to enact an ordinance providing for special assessments of agricultural, horticultural, forestal, and open-space real estate. Agricultural and horticultural uses, and open-space real estate, must consist of a minimum of five acres. Forestal land must be a minimum of twenty acres. These assessments are intended to encourage the preservation and proper use of land in order to allow for the production of agricultural, horticultural, and forestal products. These assessments also help

alleviate pressures that result in the conversion of these lands to more intensive uses by keeping the assessed tax rate low.

Fluvanna County has had this land-use assessment policy since 1978. The ordinance allows for land-use value assessments in all categories—agricultural, horticultural, forestal, and open-space real estate.

### **Infrastructure**

To promote growth in the Community Planning Areas, established pursuant to the Code of Virginia, section §15.2-2223.1, infrastructure must be established to attract businesses. Having water and sewer infrastructure will make Fluvanna’s growth areas “move-in ready.”

Despite current sources, water and sewer infrastructure are the primary constraints on community growth. Efforts to expand sewer and water services require partnering with Louisa County and the Department of Corrections. The James River Water Authority is the cooperative body representing the water interests of Fluvanna and Louisa. JRWA’s resources will be supplemented by water and sewer services provided by the Department of Corrections, whose Fluvanna facilities enjoy sewer and water surpluses.

The primary infrastructure service areas will be the Zion Crossroads, Lake Monticello, and Fork Union community planning areas, which established pursuant to the Code of Virginia, section §15.2-2223.1. Of these, Zion Crossroads is considered the most viable area to attract light industrial, technology business, medical facilities, and retail. As part of this development, Zion Crossroads could see several large projects; these could include walkable mixed use areas, retail destinations, healthcare facilities, and industrial or office parks. Collaboration with Louisa will be instrumental in the development of Zion Crossroads, as Fluvanna expands on the visibility and success of the Louisa side.

Multiple electric power resources are available, and several high voltage transmission lines deliver large amounts of electricity to the area. Broadband and wireless telecommunications facilities, while not yet widespread, are expanding throughout the county.

### **Our Share of a Flourishing Industry**

A study commissioned by the Virginia Wine Board indicates that the impact of the wine and winegrape industry on Virginia’s economy was \$747 million in 2012. This includes thousands of jobs and hundreds of millions of dollars in sales. Remarkably, this economic impact represents a 106% increase from 2005 – a period of time which includes the recent economic downturn. (THE ECONOMIC IMPACT OF WINE AND WINE GRAPES ON THE STATE OF VIRGINIA – 2010 updated 2012)

The wine industry’s benefits to Fluvanna could extend far beyond its direct economic impact. As wine tourism in Central Virginia becomes more common, Fluvanna can capitalize on its proximity to other wine destinations, inventory of convenient and scenic byways, and agricultural identity to become a vibrant wine destination in its own right. In order to seize this opportunity, the county should ensure that its policies offer the flexibility to allow wineries and related activities to operate successfully.

## **Community Efforts**

Increased reliance on the economic development function may eventually necessitate dedicated economic development department and the addition of support staff. A professional economic development team will coordinate efforts of the EDA, and Fluvanna Chamber and be the driving force in the economic development of Fluvanna. Strong and consistent economic development management, along with additional resources, will help the county maintain a fiscal balance between residential and economic tax bases. An expanded staff will provide a competitive advantage in the region.

Although the county will continue to rely on the EDA and the Fluvanna Chamber, an expanded staff is ideal for successful economic development. Business recruitment and retention programs are successful only to the extent that the targeted businesses are able to receive the attention they deserve.

The following are examples of key volunteer organizations and efforts that comprise Fluvanna County's current economic development program:

### *The Economic Development Authority*

The Industrial Development Authority was renamed the Economic Development Authority (EDA) in 2008 to reflect the broad interests of the authority and the county. The EDA is a political subdivision of the state that is authorized to issue tax-exempt revenue bonds. Enabled by Virginia's Industrial Development Authority legislation, the EDA may assist in the financing of startup and expansion programs for both private and public economic development projects. The EDA works to identify areas of economic development for the county and provide input for the economic development business plan, as well as financial assistance to facilitate project implementation.

### *Fluvanna County Chamber*

The Fluvanna County Chamber has been serving the community since 1956. This volunteer organization, composed of over 189 members, promotes the commercial and civic interests of the area.

### *Central Virginia Partnership for Economic Development*

The Central Virginia Partnership for Economic Development (CVPED) is the regional economic development marketing organization, funded by member counties and private business contributions. The partnership works to address the issues affecting economic development across the region and offers assistance when needed.

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## Chapter 6

# HISTORIC PRESERVATION

### *Discovering Our Cultural Heritage*

#### **EXISTING CONDITIONS**

Fluvanna County is blessed with many historic and cultural resources. The county is also fortunate to have an active, knowledgeable, and dedicated historical society. In 1993 the Board of Supervisors matched a grant from the Virginia Department of Historic Resources to aid the Fluvanna County Historical Society in producing a study entitled *Architectural History, Identification, and Assessment of Fluvanna County, Virginia*. This publication includes a preservation plan with many goals and provides a list of 480 historical sites identified in the county. Copies of the study are available at the public library or from the society.

The Fluvanna County Historical Society has ownership of and responsibility for four historic properties: the lock and mill site on the Rivanna River at Palmyra, the “Triangle Park” at the north end of Palmyra on Route 15, the Holland Page Log House on Route 601, and Maggie’s House in Palmyra. The society uses Maggie’s House for their offices and archives. These properties are intended to be available for public use and education.

Fluvanna County, the Fluvanna County Historical Society, and the Fluvanna Heritage Trail Foundation have partnered in the restoration of the Summer Kitchen at Pleasant Grove and have completed the restoration of the Haden House at Pleasant Grove. The Old Stone Jail Museum is owned by the county, but is open for tours through the management and efforts of the Historical Society.

#### ***Easements***

Fluvanna County has taken a proactive position on conservation easements. The Board of Supervisors created a county easement program whereby the county, as a jurisdiction, may hold and protect easements. As of January 1, 2014, there are 33 conservation and historic easements in Fluvanna County. These easements protect 13,266 acres, or approximately 7.2% of the County.

The Virginia Department of Forestry (VDOT), Virginia Department of Historic Resources, Virginia Outdoors Foundation, and Fluvanna County itself hold easements countywide. The County itself currently holds four (4) conservation easements totaling approximately 916 acres. Most of the land protected by conservation and historic easements is located in the eastern portions of the County, along or near the Rivanna and James Rivers. A significant number of properties in the county have been placed under other conservation and historic easements to protect them in perpetuity from overdevelopment. Easements currently exist on Oak Hill Farm, Red Bank Farm, Lower Bremono, Bremono Recess, Cumber Farm, Lakeview, Melrose, Glen Burnie, Chatham Plantation, Maranatha Farm, Lowfields Farm, Glenarvon, Upper Bremono, Upper Yewers Farm, Granite Hills, Little Byrd Creek, the Palmyra mill site and lock, and the Scheier Natural Area

(owned by Rivanna Conservation Society), and the first two county-held conservation easements, on the Barber and Zehler properties.

### ***National Register Historic Districts***

#### ***Bremo Plantation***

This historic district consists of three plantation house groupings and their outbuildings, all built on Bremo Plantation by General John Hartwell Cocke (1780–1866) between 1803 and 1845. The first to be constructed was Bremo Recess (1803–1809); the second and most important of the three, Upper Bremo, was completed in 1820; the last was Lower Bremo, built circa 1844, at the same time Bremo Recess was extensively remodeled.

Noted architectural historian Fiske Kimball has described Upper Bremo as the most nearly perfect of all the houses in the Jeffersonian tradition. Also at Upper Bremo is a large stone barn, which is undoubtedly the finest neoclassical barn in the United States. The entire group of houses and farm buildings at Bremo, taken together, forms one of the most remarkable collections of early-nineteenth-century structures in the country.



***Figure HP-1, Upper Bremo***



***Figure HP-2, Historic Courthouse***

#### ***Fluvanna County Courthouse Historic District***

The first public building erected in Palmyra was the stone jail, completed in 1829. The courthouse was completed in 1831, and has been in continuous use since.



***Figure HP-3, Seven Islands***

#### ***Seven Islands Archaeological and Historic District***

The Seven Islands Archaeological and Historic District covers an area of approximately 312 acres and contains archaeological and architectural resources distributed near the confluence of the James and Slate Rivers in Buckingham County and Fluvanna County. A total of eight

archaeological sites have been identified within the district, of which six are considered contributing properties.

### ***National Register Listings***

Properties on the State and National Register include the Bremono Plantation Historic District, Fluvanna County Courthouse Historic District, Point of Fork Arsenal Site, Point of Fork Plantation, Glenarvon, Bremono Slave Chapel, Seay's Methodist Church, Glen Burnie, Melrose, Rivanna Farm, The Oaks, Laughton, Western View, Gum Creek, Pleasant Grove, and Union Mills Canal Outlet Locks 1 and 2. In addition, several properties that qualify for listing on the National Register of Historic Places are being processed.



*Figure HP-4, Point of Fork Arsenal Site*



*Figure HP-5, Bremono Slave Chapel*

### ***Historic African American Schools***

Among Fluvanna's most important historic resources are its early 20<sup>th</sup> Century African American schools including the New Fork High School and the four existing Rosenwald Schools. Julius Rosenwald donated funds for construction of schools for African American children throughout the south in a concerted effort to bring educational opportunities to everyone. Fluvanna County participated in the program by assisting in the building of six (6) Rosenwald Schools, four (4) of which are still standing. The New Fork High School, a small wooden building on Route 650 in the southern part of the county was the earliest central high school for black students. The NAACP, local churches, and the Fluvanna County Historical Society have launched a program to restore the Dunbar Rosenwald School on Route 650, as well as the New Fork High School, to create a museum of early 20<sup>th</sup> Century African American educational history.

### ***Other Properties of Historic Significance***

The Historic Preservation Task Force, in its 1999 report, recommended that additional historic districts and individual landmarks be recognized either nationally or at the state level. Historic districts would include Palmyra, Wilmington, Columbia, Fork Union, and Bremono Bluff. Properties that may qualify for individual listing on the State and National Registers include Chatham, Cumber, Currin's Tavern, Dunbar School, Mount Airy, Oak Grove, Spring Garden, Jackson House, Roadview, Variety Hill, Bowlesville, and Winnsville. Properties of state and local importance include Allegre's Tavern (Lafayette's Hill Tavern), Carysbrook, Hannum House, Cohasset Railroad Station, Riverview, Twelve Oaks, Weaver's Tavern, Tarnwood, Hill Dale, Hill Grove, Hickory Level, Pleasant Green, Solitude, Groom's Tavern, Union Mills Church, Gilnockie Farm, Locust Grove, Oak Hill, Mount Burgha, Old Orchard, Beaverdam Farm, Eilerslie, Oakland Grange, Quaint Lea, Terre

Haute, Center Hill Farm, and the Oscar Seay House. There may be other properties in the county that have yet to be reviewed or inventoried.

## **ECONOMIC BENEFITS**

Historic preservation can be a key factor in economic growth, stimulating the local economy and providing incentives to improve property maintenance. Properties listed on the National Register qualify for tax credits. Residential properties may qualify for Virginia State tax credits, and commercial properties may also qualify for federal tax credits in addition to the state credits.

### **Property Values**

Property values consistently increase in areas with architectural protection or access to tax incentives. Tax credits and other incentives encourage property owners within historic districts to increase the amount they invest in their properties. This investment improves property maintenance, makes the area more attractive, and encourages individuals to buy real estate. In established historic districts, property values generally increase at a higher rate than for properties located outside the district.

### **Tourism**

Visitors seeking historic or cultural experiences provide an economic benefit. Providing visitors with historic and recreation opportunities encourages them to remain in the area longer, thereby increasing the county's revenues.

### **Employment**

Building rehabilitation is one way to expand employment in the county. The rehabilitation of historic structures is not only cost-competitive but labor-intensive. Both factors increase employment and earnings within the county. For each \$1 million spent on the rehabilitation of older sites, 15.6 construction jobs and 14.2 other jobs are created, and \$779,800 is added to household incomes. This translates into 3.4 more jobs and \$53,000 more added to household incomes than if the same \$1 million was spent on new construction. This difference is due to the variety of skills needed to complete rehabilitation projects.

### **Adaptive Reuse**

Historic structures can be utilized in a variety of ways without disrupting the building's character if appropriate preservation techniques are employed. Converting structures for new uses can help prevent expensive rehabilitation or demolition in the future. The reuse of historic buildings often improves property maintenance for an area, as owners tend to maintain these properties better due to this increased investment. However, historic structures are not suitable for all types of uses. Residential structures converted to business space should only be utilized for low-intensity purposes such as office, home business, or similar uses. The intensity or scale of a new use should not require major alterations or accelerate structural deterioration.

# **Fluvanna County**

## **Historic Properties on the State and National Register**



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## Chapter 7

# PARKS AND RECREATION

### *A Master Plan for Tomorrow*

Recreational opportunities are vital to the health and well-being of Fluvanna's citizens. Recreational programs provide the means for citizens to learn new skills, improve their physical fitness, and develop an appreciation and understanding of the arts, through the offering of various leisure activities located in a variety of high-quality facilities.

Pleasant Grove is an eight-hundred-acre park, with an historic area, that serves the Fluvanna community as a center for recreational activities. The community's vision through the Pleasant Grove Master Plan, along with funding from state and federal grants, private/public partnerships, and local tax dollars, has built a flagship facility for the whole community.

Community fairs and events give the county a sense of identity and serve to unite the citizens with a common purpose. These events also bring in valuable tourism dollars to the county. The Fluvanna County Fair, the Kite Festival, and Old Farm Day are among the many proud recreational traditions of Fluvanna.

The careful planning and conservation of natural and historic resources, provision of recreational opportunities, and holistic development of mixed-use residential and commercial areas, with interconnected trails and open space, have enabled Fluvanna to reach its full potential in providing the highest quality of life for its citizens.

## **EXISTING CONDITIONS**

Citizen surveys and task forces have been used to assess the demand for recreational facilities and programs in Fluvanna County. These studies suggest citizen demand for trails, a pool, sports fields, a community park, and for additional programs and facilities. The county also encourages private recreational facilities.

### ***Facility Standards***

There are five classifications for recreation facilities within the county: regional park, community park, neighborhood park, special use facilities, and district park. These classifications are based upon minimum standards for area and service. These classifications together provide a minimum of 16 acres of parkland per 1,000 citizens, or about 480 total acres for a population of 30,000. The county currently owns approximately 1,000 acres of parkland.

All parks should be designed and constructed in a manner which preserves the natural environment and showcases the natural features of the land. This approach does not preclude the development of amenities commonly provided in parks, but it does encourage





Union Community Center. The Carysbrook facility includes two lighted ball fields, a multiuse field, a playground, a picnic shelter, a mini skate park, and a community arts center. The Fork Union Community Center hosts a playground, an outdoor basketball court, a community center that houses the Jefferson Area Board for Aging (JABA) senior center, classrooms, an auditorium, and the Parks and Recreation administrative offices.

### ***Neighborhood Park***

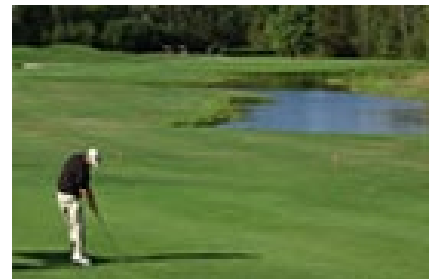
Neighborhood parks are within walking distance of adjacent neighborhoods. They usually do not provide parking or restrooms. Amenities include playgrounds, shelters, trails, and multipurpose fields. School parks may function as neighborhood parks. Neighborhood parks span a minimum of five acres and have a service radius of one-half mile. A typical ratio for neighborhood parks is 3 acres per 1,000 persons. The Lake Monticello community, Broken Island, and other cluster developments have neighborhood parks that function as community parks with facilities for athletics.



***Figure PR-3,  
Lake Monticello LMOA Park***

### ***Special Use Facilities***

Special use facilities includes recreation centers, aquatic centers, nature centers, outdoor swimming pools, school parks, mini parks, golf courses, urban spaces, historic sites, and greenways.



***Figure PR-4, Lake Monticello Golf***

### **Public Facilities**

It is the mission of the Fluvanna County Parks and Recreation Department to promote opportunities for all residents to pursue safe and enjoyable leisure activities in balance with the protection and conservation of Fluvanna's natural resources, through cooperative development of programs and amenities to meet the needs of Fluvanna County Citizens. Parks and Recreation is comprised of two indoor facilities, three outdoor recreation areas, and various programs for the youth and adults of the county.

**The Pleasant Grove Recreation Area**, located in Palmyra on Thomas Jefferson Parkway (Route 53), is the central recreational area for citizens of all ages and interests. In 1995, the Board of Supervisors invested \$1 million in the purchase of this public park, which is now 800 acres. Both the Public Safety Building and the library are located on the Pleasant Grove property. Pleasant Grove offers open fields, river overlooks, a pole barn, a historic residence, and a farmers market. Many of the county's signature events have been hosted here in the past, including



***Figure PR-5, Pleasant Grove  
Eastern Trail Head***

Old Farm Day, the Kite Festival, and more recently, the Fluvanna County Fair in August of each year.

One-and-a-half miles to the east of the main entrance, the Pleasant Grove Eastern Trailhead offers a dog park, ADA accessible picnic shelters with grills, an ADA accessible trail leading to the Rivanna River, and a permanent restroom. Pleasant Grove has been identified by citizens as one of the county's most valuable resources, and its development will continue according to the updated Pleasant Grove Master Plan adopted by the Board of Supervisors.

**The Carysbrook Recreation Center** is located on James Madison Highway (Route 15) next to Fluvanna Middle School. The center includes two lighted ball fields, a gymnasium with a multisport court, a fitness center, a playground, a skate park, an outdoor basketball court, and a picnic shelter. Programs are offered through Parks and Recreation and county-based youth sport organizations. The Carysbrook complex houses the Monticello Area Community Action Agency, the Fluvanna County Performing Arts Center, and the Department of Social Services.

**The Fluvanna County Community Center** is two miles south of Carysbrook on James Madison Highway (Route 15) in Fork Union. Recently renovated, the facility is located in the former Fork Union School and includes several meeting spaces, classrooms, an auditorium, and a kitchen. It is also home to the JABA senior center and the Parks and Recreation administrative offices. This facility is dedicated to the memory and service of Jerome J. Booker, former member of the Board of Supervisors and the first African-American to serve on that body.

**The Fluvanna County School System** has facilities that are appropriate for community use, and can expand community programs through cooperation with the parks department. Community groups and agencies regularly partner with the schools to provide additional recreational activities. In 2007, the county and the school system entered into a Memorandum of Understanding to make school facilities accessible for the provision of active recreation opportunities. The school system also has after-school programs, including varsity and junior varsity sports, and athletic and special interest clubs.

### **Private Facilities**

A community's private recreational facilities are important for additional recreation amenities in the area. It is important that these private facilities supplement, not substitute for, public recreation facilities. In addition to the facilities described below, Fluvanna citizens can stay fit at any of the private gyms located in the County.

**The Scheier Natural Area** on Long Acre Road (Route 639) is owned and overseen by the Rivanna Conservation Society, and aims to promote the enjoyment of the outdoors. Recreational uses include strolling, hiking, jogging, fishing, and environmental education. The Scheier Natural Area consists of one hundred acres of mixed upland woodland, pine regrowth, and open fields threaded with over three miles of trails.

Through a VDOT transportation enhancement grant, the Foundation and the county partnered to construct three picnic shelters at the Pleasant Grove Eastern Trailhead, which opened in the spring of 2006. The foundation has also worked with the Fluvanna County Historical Society to provide additional trail connections to the Palmyra Mill Park. Considered part of the Heritage Trail, the park preserves and interprets the river lock and remaining mill foundation. The recently completed Rivanna River Bridge in Palmyra also connects the Palmyra and Pleasant Grove sections of the trail.

The Piedmont section of the **Virginia Birding and Wildlife Trail** comes through Fluvanna and Albemarle counties along the Monticello and Rivanna Loop. The Fluvanna sections are highlighted at Ruritan Lake, the Scheier Natural Area, and along the Heritage Trail. Ruritan Lake is a fifty-acre public lake developed with support from the Fluvanna Ruritan Club. Remnants of an old mill now lie submerged in the lake. The western end of the Fluvanna Heritage Trail begins just behind the historical Pleasant Grove House. This trail leads visitors through open fields of recent agricultural land and regenerating thickets surrounding old home sites. The eastern end of the Fluvanna Heritage Trail has a scenic panorama of the Rivanna River.

**Camp Friendship** is a private residential camp located in Palmyra on James Madison Highway (Route 15) and offers a variety of recreational opportunities in its off season. Frequently during nonsummer months, its facilities may be used for corporate, church, or family retreats. The camp's environmental education center is available for school field trips, and the tennis courts are available for use by the high school tennis team. The camp's gymnastic center offers gymnastic and dance classes to the community. Camp Friendship has one of the largest equine facilities in the area, with stables, an indoor riding facility, and an outdoor jumping ring. The camp has an outdoor recreation program offering a high and low ropes course, a swimming pool, a small lake, and a Rivanna River access point for canoes and tubing.

**Lake Monticello** is a private, gated residential community in the northwest area of the county. The community offers a wide array of recreational opportunities for its residents, and is built around a 352-acre lake with developed beaches and boat docks. The lake offers swimming, boating, fishing, and water skiing opportunities for residents and their guests. The community has a summer pool, tennis courts, an eighteen-hole golf course (open to public play), playgrounds, picnic facilities, and a sports field. The lake's amenities serve nearly 40 percent of the county's residents.

**Fork Union Military Academy** is located on James Madison Highway (Route 15) in Fork Union. The academy offers its students numerous athletic and recreation amenities. Baseball and football fields, a multiuse gymnasium, and an indoor swimming pool are located on the campus. These facilities, while not widely available for public use, are available to community groups with permission.

**Private landowners** throughout the county have developed their land to meet their personal recreational needs and desires. Private equestrian trails are common, as are hunting preserves. Some landowners have developed sports fields and courts, home fitness centers, and walking/hiking paths on their land for their private, noncommercial use.

New subdivisions are being developed with expanded opportunities for recreation. The development of active and passive recreational opportunities within communities is encouraged and/or required by the Fluvanna County zoning and subdivision ordinances.

### **Other Recreational Amenities**

Private businesses, churches, and community-based organizations offer recreational opportunities for Fluvanna residents. Places of worship, in particular, routinely offer a variety of youth and adult recreational programs, after-school child care, summer camps, and other amenities.

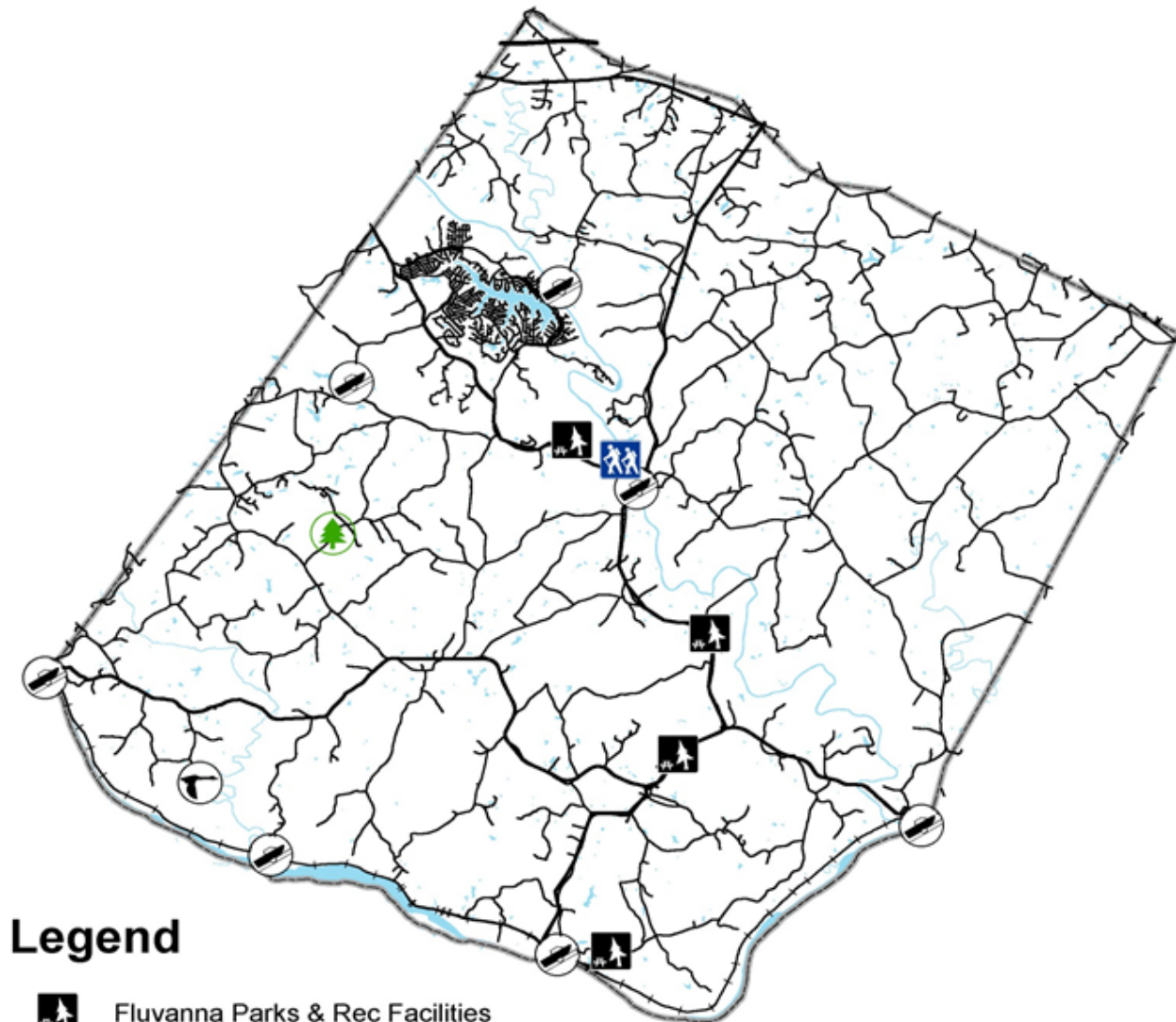
Four primary bodies of water are accessible to the general public for recreation:

- **The James River** runs along the southern boundary of the county, with designated access points at Scottsville (on the Albemarle County line), Hardware, New Canton (in Buckingham County across from Breemo Bluff), and Columbia (in Cumberland County across from Columbia). Except during periods of high water, the James invites unpowered boating throughout the year, with designated points providing half to full-day excursions.
- **The Rivanna River** traverses the county from northwest to southeast, meeting the James River at Columbia. Through the efforts of the Rivanna Conservation Society (RCS), the river has been designated as the Rivanna River Water Trail as part of the Chesapeake Bay Gateways and National Park Service network of canoe and kayak trails. It has adequate access points at Crofton and Palmyra, as well as the Columbia ramp on the James in Cumberland County. Due to old dams and natural obstacles, many stretches of the river are a challenge to navigate about six months of the year. The trip from Crofton to Palmyra is normally quite pleasant; however, it is easy to underestimate the demands of the lengthy trip from Palmyra to Columbia, where the trip culminates in a direct crossing of the powerful James.
- **The Hardware River** traverses the western end of the county to join the James River. The Hardware River Wildlife Management Area is located on Hardware Road (Route 646) in the southwest portion of the county. Recreational uses include hunting, fishing, and camping. The river does not have any designated access points for boat launch, and is navigable for only a few months of the year and with considerable exertion. For experienced boaters it can be an enjoyable trip well worth the effort.
- **Ruritan Lake** is located three miles west of Cunningham off Ruritan Lake Road (Route 619). Along with fishing, unpowered boating is permitted. A parking lot is provided for all visitors, and a concrete boat ramp provides good access for small boats and canoes. Visitors can fish the shoreline near the ramp and along the dam adjacent to the parking area. The development of a beach/swimming area could be explored.

# Fluvanna County

## Public Parks and Recreation Facilities

Not to Scale



### Legend

-  Fluvanna Parks & Rec Facilities
-  Heritage Trail
-  Scheier Natural Area
-  Public Boat Launches
-  Hardware River Wildlife Management Area



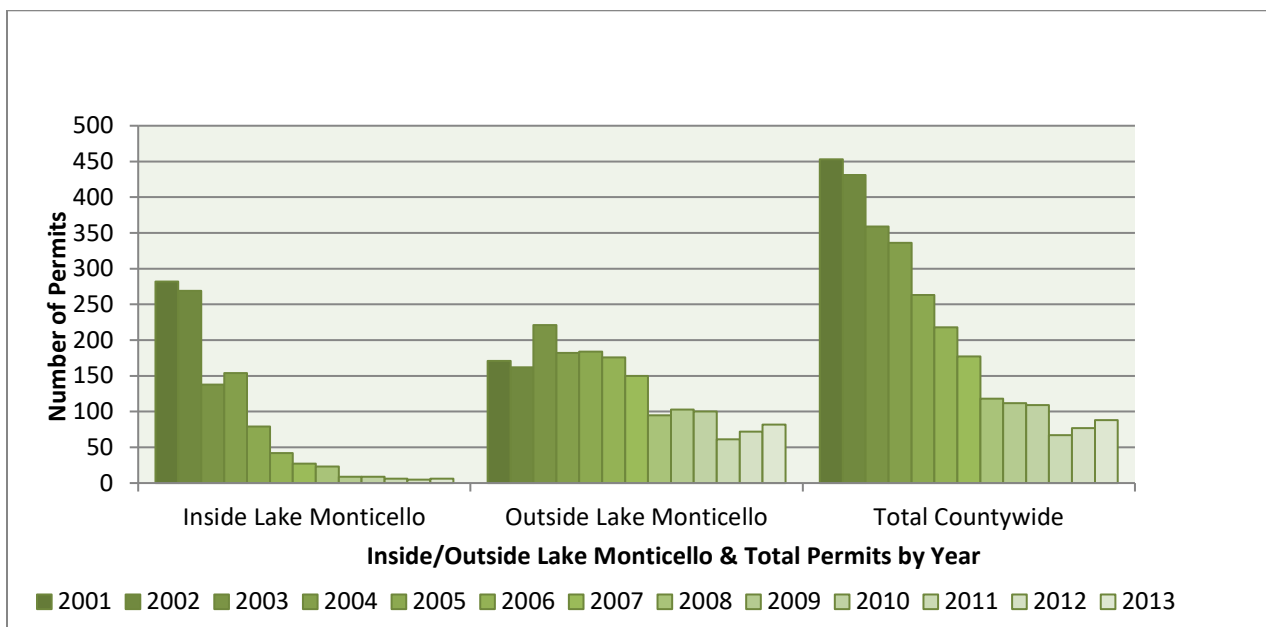
*Figure PR-7, Park Facilities*

# Chapter 8 HOUSING

## Providing Homes for Everyone

### EXISTING CONDITIONS

Fluvanna County is a rural county characterized by a significant amount of open land, farms, and forests. Fluvanna experienced rapid growth in the 1990s, which peaked in 2001, with 453 building permits. Since then the county has seen a steady decrease in the number of building permits, down to 67 in 2011. 2012 and 2013 have seen modest gains, but two years is insufficient for assuming an upward trend. In total, 3,179 housing units have been added in Fluvanna since 2000 – a 43% increase.



**Figure H-1, Building Permits Issued for New Homes, 2001–2013**

Lake Monticello, a private, gated community, was designed over forty years ago and began development in the late 1960s and in earnest during the 1970s. About 4,500 residential lots were created, with supporting central infrastructure and recreation facilities to serve the Lake community. Lake Monticello has provided a steady supply of housing, but as the community nears build-out, the number of new homes built in the county has slowed. The homes being built outside the Lake now outnumber those built inside.

Land in the county has increased in value, which in turn has influenced the overall cost of housing. Our slowed growth is due to market forces. Where the county was once considered a best buy, it is now comparable with surrounding counties.

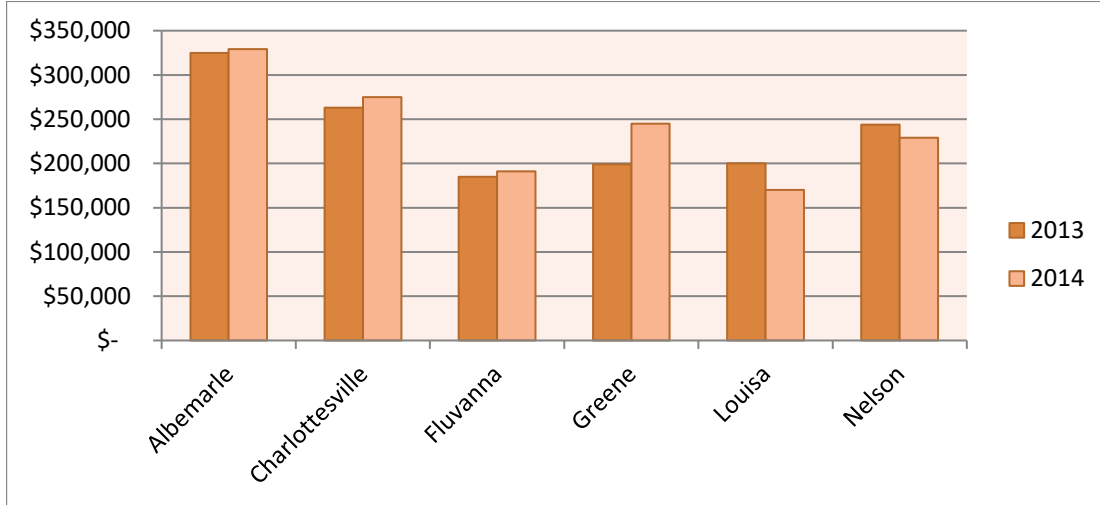


Figure H-2, 2013–2014 Median Sales Price (second quarter)

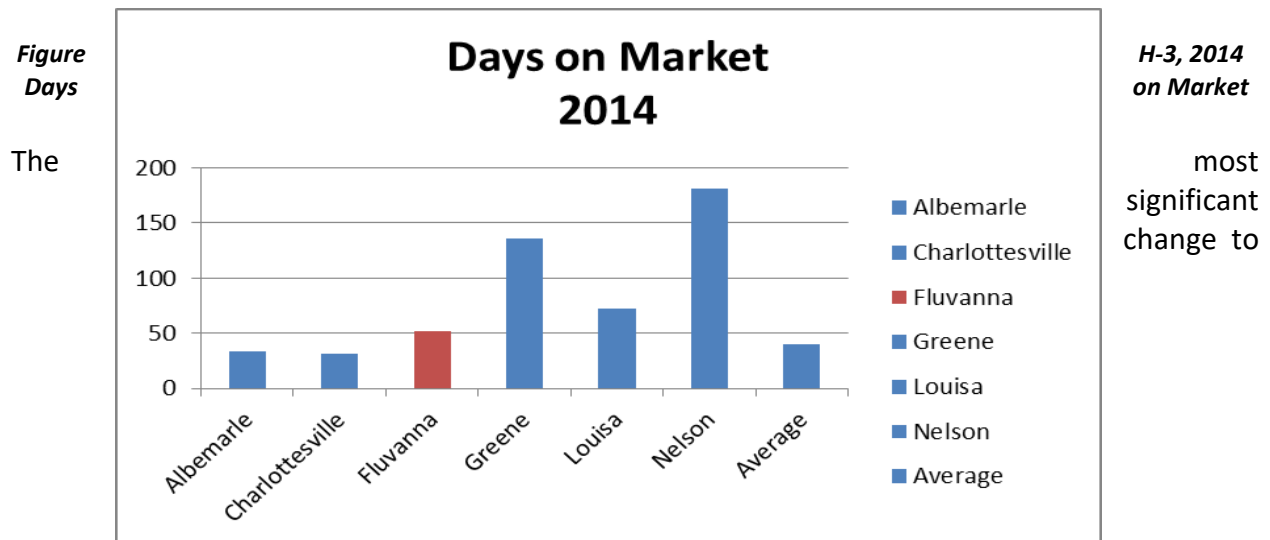


Figure Days

The

H-3, 2014 on Market

most significant change to

Fluvanna’s housing was the adoption of a rural cluster subdivision ordinance in 2004. The rural cluster ordinance replaced the traditional two-acre subdivision. Any subdivision of more than five parcels in the agriculturally zoned areas of the county must be by rural cluster. The gross density of the subdivision did not change, but how the land was to be developed did. Some of the features and benefits of the cluster are:

1. The cluster ordinance requires that 75 percent of the land in any rural cluster development shall be permanently restricted to prohibit further residential, commercial, or industrial development. The open-space parcel may be used for the benefit of the homeowners in the subdivision or may remain a private farm.

2. The remaining 25 percent of the land may be used for the creation of residential lots with the same density possible with the traditional two-acre subdivision. The cluster lots are generally smaller in area than the traditional but with no minimum or maximum area assigned to each lot.
3. Sensitive areas are protected by incorporating them into the open space.
4. Housing is encouraged to be off the main roads and away from view.

Another issue to consider in Fluvanna is the limited infrastructure available for denser housing. Even as building lots inside Lake Monticello reach capacity, there has been continued growth around the Lake. Businesses, shopping, and other conveniences serve the area, and additional subdivisions have settled nearby. The Lake Monticello community makes up approximately 40 percent of the county's population.

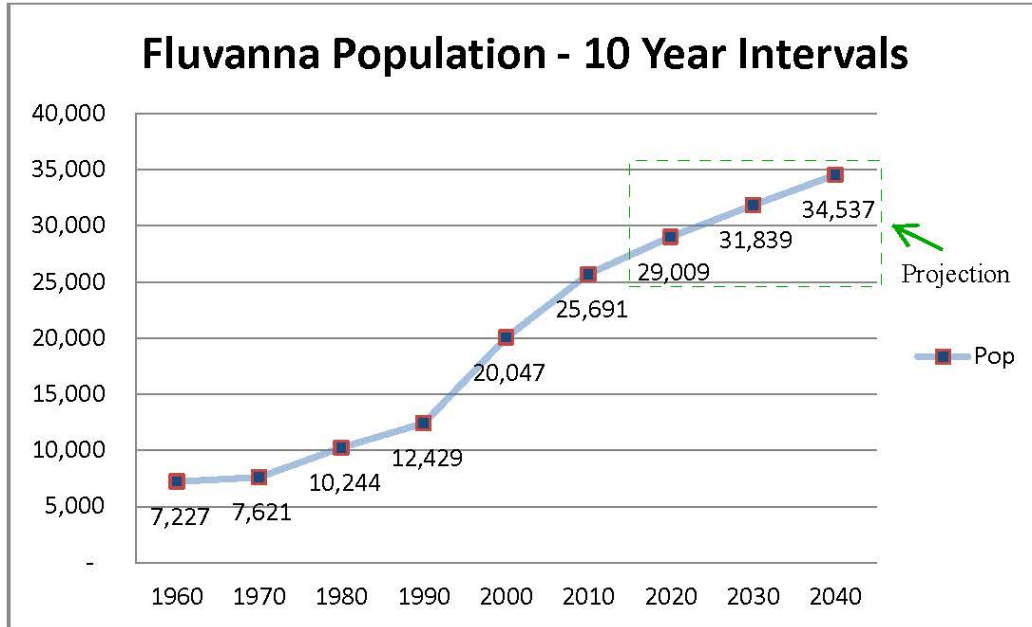
Fork Union is served by central water, but sewer treatment is mostly private septic systems. Fork Union Military Academy has a sewage treatment plant to serve the school. The government complex and the people of Palmyra have a sewage treatment plant near the new Route 15 bridge.

Fluvanna are seeking final approval of a three-million-gallons-per-day water withdrawal permit from the Department of Environmental Quality to pump water from the James River. The use of this water resource will certainly affect the future development of the county. Fluvanna and Louisa counties have partnered in the provision of this water. With the development of Zion Crossroads, water to that area will be a priority. Increased housing density in areas served by infrastructure will make planning and directing growth to designated areas possible.

### **Population Trends**

Fluvanna County was, until recently, among the fastest-growing counties in Virginia. According to the Weldon Cooper Center, Fluvanna's population grew 28 percent between 2000 and 2006, from 20,047 to 25,668 people.





*Figure H-4, County Population and Projection*

### **Housing Trends**

The 2000 Comprehensive Plan established community planning areas pursuant to the Code of Virginia, section §15.2-2223.1. The remaining 80 percent of the county was designated rural residential or rural preservation. Guidelines for growth in the planning areas recommend that the community planning areas absorb 70 percent of Fluvanna’s growth, while rural residential and rural preservation areas provide for the remaining 30 percent.

While building permits have declined in number from year to year since 2005, new subdivision lots continue to be created, increasing potential housing stock. Most of the new subdivisions have been created in rural preservation and rural residential areas, particularly near the I-64 and Route 250 transportation corridors. Between 2001 and 2013, 3,816 subdivision lots were approved.

The mandatory rural cluster for major subdivisions in the A-1 zone has been successful in creating permanent open space in the county. Ordinances to reduce fragmentation of open space within rural clusters help ensure additional protections. The creation of new lots in the community planning areas has not reached the targeted guidelines, however. Without water and sewer to serve the targeted growth areas, higher density to accommodate growth is not possible.

In Fluvanna County, 2004 and 2005 saw the highest number of building permits issued, with a pattern of tapering off beginning in 2004. This is generally reflective of the regional housing market’s slowdown.

## 2002–2023 Residential Activity—Subdivisions: Planning Area

Figure H-5, Subdivision Activity

Year	Community Planning Area	Primary Residential Planning Area	Rural Residential Planning Area	Rural Preservation Planning Area	Total	% Change from Previous Year
2002	26	69	13	98	206	42.10%
2003	67	40	97	172	376	82.50%
2004	67	63	91	199	420	11.70%
2005	228	102	115	501	946	125.20%
2006	32	44	250	392	718	-24.10%
2007	79	17	75	418	589	-17.97%
2008	80	4	33	33	150	-74.53%
2009	2	0	48	40	90	-40.00%
2010	40	0	45	30	115	21.74%
2011	6	0	2	14	22	-82.61%
2012	11	0	11	4	26	18.18%
2013	2	NA*	4	7	13	-50.00%
2014	31	NA*	4	12	47	261.54%
2015	2	NA*	7	16	25	-46.81%
2016	2	NA*	7	10	19	-24%
2017	5	NA*	6	14	25	31%
2018	1	NA*	12	21	34	36%
2019	1	NA*	15	23	39	15%
2020	12	0	2	72	86	121%
2021	12	0	20	29	61	-29%
2022	255	0	21	15	291	377%
2023	0	0	13	10	23	-92%

### Type

The majority of Fluvanna County residents currently live in single-family dwellings, either conventionally built or manufactured. The 2000 U.S. Census estimate for total housing units in Fluvanna was 8,018; the 2010 Census estimates total housing units at 9,449. In 2000, 631 households were vacant (7.8%) and in 2010, 934 were vacant (9.8%).

About 2 percent of county residents live in multifamily units. The addition of more multifamily units to the housing mix would increase Fluvanna’s housing options and availability.

### Affordability

Affordable housing is defined as housing which costs less than 30 percent of the monthly gross incomes of residents whose household incomes are 80 percent or less of the area median income. Fluvanna’s median household income is \$68,288 and 80% of this is \$54,630.44 or \$4,552.53 per month. The cost of affordable housing, including utilities, in Fluvanna is then 30 percent of \$4,552.53, or \$1365.76. The cost of housing, particularly for new construction, has outpaced family income. Households earning less than \$50,000 are struggling to locate and afford a home.

Transportation is second to housing for costs to household budgets. A 2012 study conducted by the national Center for Housing Policy found that the combined burden of transportation and housing costs for working families averaged 59 percent of annual income. In 2008 this number was 57 percent. Transportation costs are based on auto ownership, auto use, and public transit use, and take into account the cost of commuting, traveling for school, errands, and other daily routines. These expenses subtract from households' income available for housing costs.

Three main barriers to home ownership are: (1) home buyer education and financial planning, (2) money needed for a down payment and closing costs, and (3) the high cost of land and housing. The Regional Home Ownership Center (RHOC), founded by the Charlottesville Regional Chamber of Commerce, the Charlottesville Area Association of Realtors, the Blue Ridge Home Builders Association, and the Piedmont Housing Alliance, helps people achieve home ownership. People meet confidentially with certified housing counselors who review their credit and develop an individual financial strategy to help them buy their home.

The Fluvanna/Louisa Housing Foundation (FLHF) has a full-time housing counselor on staff to meet with individual clients. This nonprofit organization was established by Fluvanna County residents in 1990 to address substandard housing for residents. Since that time the foundation has installed plumbing in over a hundred homes, assisted more than thirty first-time home buyers, and performed hundreds of emergency repairs. The Foundation received no funding from Fluvanna County in 2013.

### **Availability**

According to the Department of Social Services, clients have a hard time finding rental units that fall within the monetary rental limits of the program and which meet HUD's minimum quality standards. This is especially true for one- and two-bedroom units, which are typically rented by elderly clients. Clients often have to go outside the area, particularly to Charlottesville, to find such rental units.

### **Assistance**

The Piedmont Housing Alliance, partnering with Albemarle County and the Charlottesville Area Association of Realtors, established the Piedmont Regional Housing Fund to assist qualified home buyers with down payments and below-market mortgage funds. These funds have limited use and are only for families that live and work in the same community, and for selected occupations in the medical, teaching, police, and fire fields.

Habitat for Humanity constructs new homes for low-income (less than 50 percent of median income) homeowners. The increased cost of residential lots has made it difficult for nonprofit organizations to acquire land.

### **Planning for an Aging Population**

Two age-restricted communities with assisted-living housing and facilities have been approved in the Rivanna community planning area. The southern part of the county is served by a nursing home in Fork Union. Smaller homes to own or rent designed with seniors in mind should be encouraged in the planning process. As the population of the county continues to age, mobility

will become a prominent issue. Rural seniors who are no longer able to drive face serious obstacles in accessing food and medical care. Fluvanna is certain to remain rural and automobile dependent, but creating options for non-drivers (compact, walkable areas, neighborhoods with mixed uses, and access to transit) is essential for allowing residents to thrive here throughout their lives.

Fluvanna County is outperformed by its neighbors in terms of the provision of affordable housing and housing programs. For example, Albemarle and Louisa have implemented down-payment assistance programs and work with agencies on homeowner education and maintenance programs. Louisa County also permits accessory apartments by right throughout the county, which is an important supply of affordable rental housing. Charlottesville requires affordable units associated with special use permits and rezonings that have a floor area ratio (FAR) of one or more (FAR = 1.0); that is, the floor space of the building equals or is greater than the area of the plot the building is set on.

Any rezoning application should be viewed as an opportunity to create some affordable housing (e.g., 15–20 percent of the units in the project). Partnerships are critical to the effective provision of affordable housing, and local governments should not be depended on too heavily. Local government action in collaboration with developers and nonprofit/nongovernmental organizations makes for stronger, more cohesive, and more sustainable housing programs.

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## Chapter 9

# HUMAN SERVICES

### *Partnership for a Healthy Community*

## EXISTING CONDITIONS

“Human services” is not the responsibility of just one group or agency but rather the collaborative efforts of many, including social services, the health department, parks and recreation, the schools and education system, churches, and the community. Some services affect Fluvanna County residents across their life span. These include housing, education, and health services.

Fluvanna’s 2010 U.S. Census data shows that residents under 18 make up 21.7 % of the population (down from 23.6 % in 2000) and that residents over 65 make up 17.6 % of the population (up from 14 % in 2000). Statewide, for comparison, 22.6% of residents are under 18 and 13.4% of residents are over 65. These numbers suggest that the county has a growing senior population, and seniors’ demand for services is likely to increase over time.

From 2008-2012, Census data shows that Fluvanna has a lower percentage than the Commonwealth of people living below the poverty line (6.7% and 11.1%, respectively). Over the last two decades, the proportion of Fluvanna residents living below poverty levels has decreased. In 1990, 10.5 percent of the population was below the poverty line; by 2005, 6 percent of the population was. Despite this change, the demand for human services has continued to expand. Some of the primary agencies and programs for county citizens are discussed in this chapter.

### **Human Service Agencies**

#### ***Virginia Department of Social Services***

The Virginia Department of Social Services (VDSS) provides programs and services to help people overcome poverty, abuse, and neglect, achieve self-sufficiency, and shape strong futures for themselves and their communities.

Many of the programs are mandated at the national and state level and receive grants, but these resources are often not enough. Caseloads continue to increase, as staff levels are insufficient to meet demand. The Department of Social Services estimates that ten additional staffers are needed to handle 50 percent of the caseload, or eighteen additional staffers to handle 83 percent.

If the county is not able to provide the increased funding, the following impacts will occur:

- Loss of federal and state funding
- Staff turnover
- Ongoing and increasing difficulty in meeting federal and state mandates

- Inability to improve or to continue services at the current resource level

### **Fluvanna County Social Services**

Fluvanna County Social Services' mission is "To be a leader in collaboration with other community agencies, to serve county citizens promoting self-reliance, well-being and the best possible quality of life." In order to achieve this mission, Fluvanna County Social Services offers a number of service programs to meet local needs. Service programs include:

#### *VIEW (Virginia Initiative for Employment not Welfare)*

Initiated in 1997, this program assists individuals with employment opportunities and promotes the goal of self-sufficiency. Supportive services are provided as needed and may include child care, transportation, medical and dental services necessary for employment, and other work-related expenses. All Temporary Assistance to Needy Families (TANF) and TANF-UP recipients must participate unless exempt.

#### *Adoption*

Registries are maintained of approved for adoption and of children available for adoption, while a variety of efforts attempt to bring these families and children together. Local children's adoptions, including required court reports and home studies of adoptive families, are approved by the local department.

#### *Adult Protective Services*

Reports of abuse, neglect, and/or exploitation are investigated regarding adults age sixty and over and disabled adults over the age of eighteen. Services are delivered to protect adults at risk of abuse, neglect, and/or exploitation. Efforts are coordinated with the Commonwealth's attorney, Sheriff's Office, community resources, and family members.

#### *Adult Services*

Case management services allow aged or disabled adults to remain in the least restrictive setting and function as independently as possible through family and social support systems. Long-term care services are available and include arrangements for care such as home-based assistance, personal care, adult day care, or placement services. In coordination with the Health Department, prescreenings for Medicaid personal care are performed.

#### *Child Day Care Services*

Case management services assist eligible families in procuring day care for children, for less than twenty-four hours per day. Services promote parental choice, consumer education, state health and safety standards, child care and early childhood development resources. Services are constrained by funding.

#### *Child Protective Services*

Reports of abuse and neglect of children under the age of eighteen are investigated with the goal of protecting children from physical, mental, sexual, emotional, and medical neglect, and from abuse and exploitation. Services are developed with the family to prevent and alleviate family dysfunction and child abuse and neglect.

### *Family-Based Services*

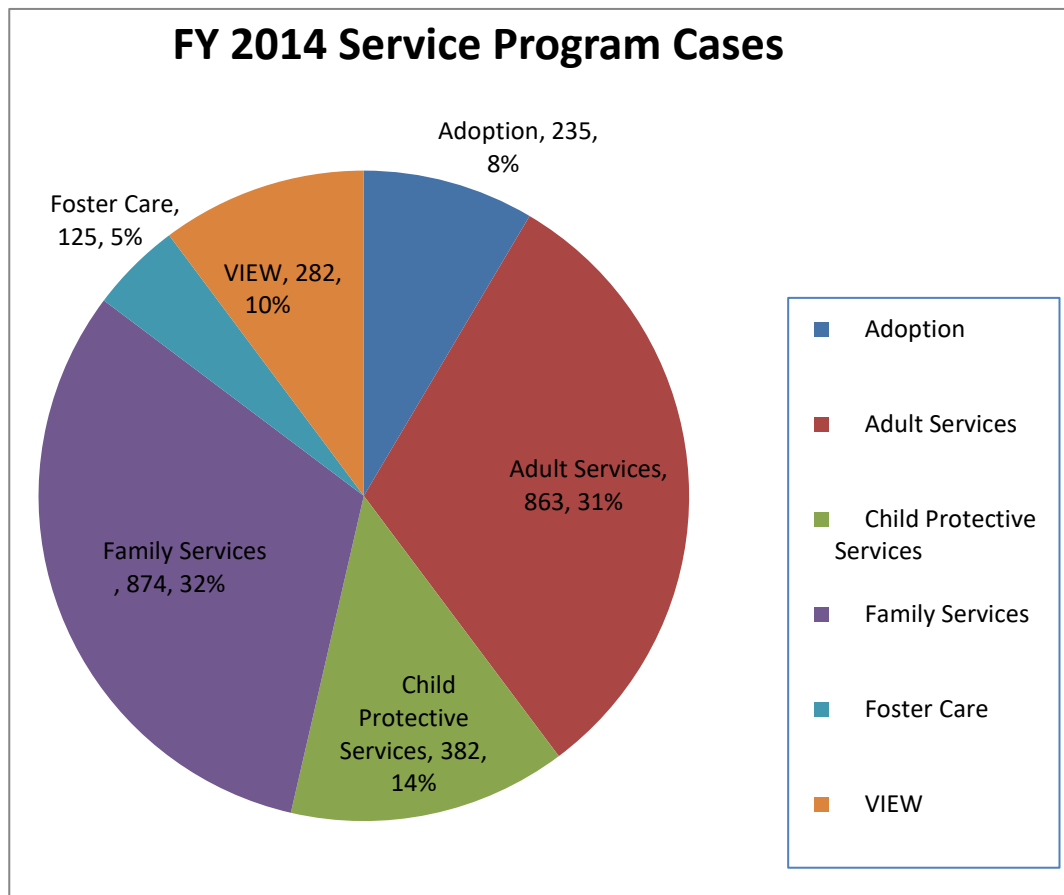
Services include intake services, prevention and support services, and domestic violence services. These services assist families in cases where a child is likely to enter foster care unless services are provided.

### *Family Planning*

Services are provided to help individuals to determine the number and timing of their children. These services are frequently coordinated with the State Health Department or other medical provider.

### *Foster Care*

Temporary substitute care is arranged for children who cannot be in their own homes. The agency becomes the child's legal custodian, and as such is responsible for the child's care and well-being. In some circumstances, arrangements are made for the parent to retain custody with temporary substitute care for the child.



*Figure HS-1, FY 2014 Service Program Total Cases*

### *Provider Approval*

Local agencies approve the following providers of care: adoptive parents, foster parents, adult family care providers, and companion providers. Child-care providers are either approved by state licensure or Children, Youth and Family Services (CYFS) for family day-care homes.



Fluvanna County Social Services administers benefit programs supported by federal, state, and local funds, including:

*Auxiliary Grants Program (AG)*

Financial assistance is available for certain needy aged, blind, or disabled persons in adult care residences. The resources of these individuals must be insufficient to cover the cost of their care.

*Emergency Assistance to Needy Families' Children*

Financial assistance may be paid to a family or provider of service during specific emergency situations.

*Energy Assistance Program*

Eligible low-income households receive federal energy assistance with their home heating and cooling bills. Faulty heating/cooling systems may also be repaired in households eligible for fuel assistance.

*Family Access to Medical Insurance (FAMIS)*

This health insurance program provides access to health services for children of working families.

*SNAP*

This federal program supplements the food budgets of lower-income households. Eligibility is determined by financial need, income, resources, and nonfinancial criteria such as student status and work registration.

*General Relief (GR)*

This state/local program provides limited assistance for monthly care of a nonrelative child for whom the recipient has custody.

*Medicaid*

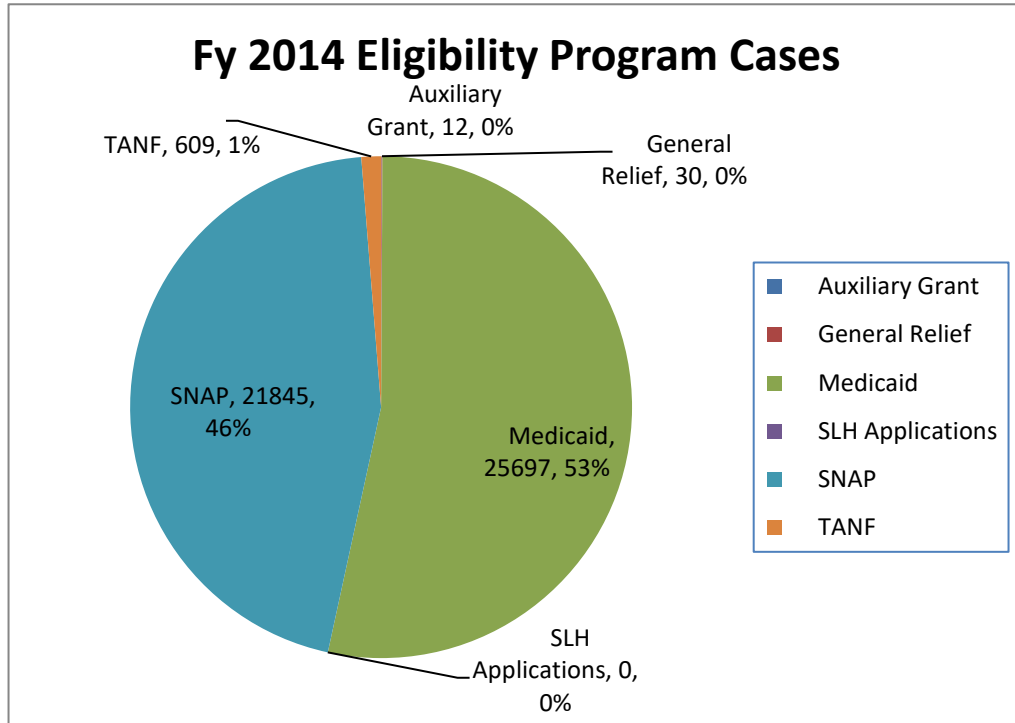
This federal/state program provides medical care for specified needy persons. Eligibility for Medicaid is determined by the local Social Service department according to criteria established by the Department of Medical Assistance Services.

*Refugee Resettlement Program*

This federal program provides medical and cash assistance to eligible refugees who settle in Virginia.

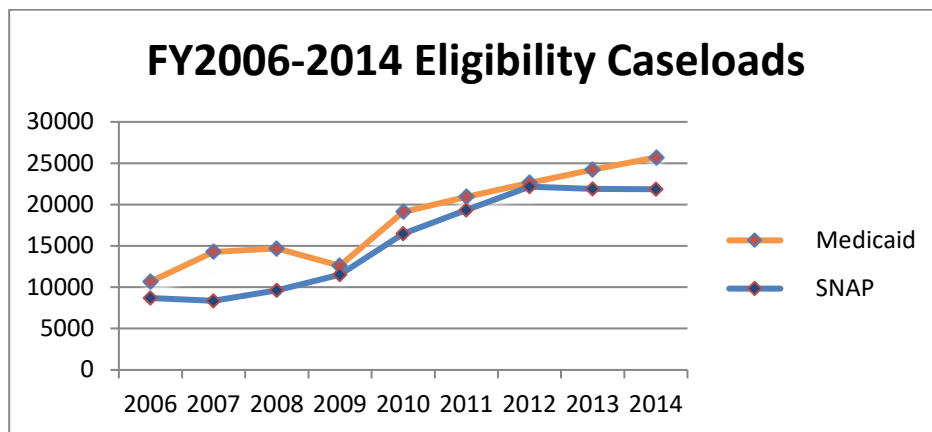
*Temporary Assistance to Needy Families (TANF)*

This program provides temporary financial assistance to eligible families with children. To be eligible, a family must meet financial criteria, along with certain other requirements such as citizenship, and have a child living with a parent or other relative.



**Figure HS-2, FY 2014 Eligibility Program Total Cases**

The pie chart above shows the total number of eligibility program cases for Fluvanna County for the 2014 fiscal year. Medicaid cases accounted for 53 percent of the total number of cases, while SNAP cases made up 46 percent. The total number of all other cases accounted for the remaining 1 percent. For these programs, each case represents one use of the program per person.



**Figure HS-3, FY 2006-2014 Eligibility Program Total Case Load Comparison**

The graph above shows the total number of Medicaid and food stamp cases from FY 2006-2014. These statistics do not indicate the percent increase of participants in each program, just the number of times a program benefit was utilized (i.e., a case). Medicaid cases increased over this period by 141%, and SNAP cases increased by 152%.

At present, offices providing human services are located in Palmyra, Carysbrook, and the Fluvanna Community Center in Fork Union. In the past all human services offices were located in Palmyra. A central location for all human services would be helpful to citizens and employees, and there are plans to centralize these services again at the former library site in Carysbrook.

### ***Region Ten Community Services Board***

Established in 1969, the Region Ten Community Services Board (CSB) is part of a statewide network of community services boards working to provide mental health, intellectual disability, and substance use services where they are needed—in the local community. An agency of local government, the Region Ten CSB is committed to serving the residents of the city of Charlottesville and the counties of Albemarle, Fluvanna, Greene, Louisa, and Nelson by offering a broad range of services distinguished by innovation and advocacy.

The Fluvanna office of Region Ten offers the following services on site:

- Office-based outpatient mental health therapy (children/adolescents, adults, families)
- Substance abuse services (assessments/drug screening, brief intervention/education, outpatient individual and group counseling for adolescents, adults, and Virginia Alcohol Safety Action Program [VASAP]).
- Anger management classes for adults and for adolescents
- Educational support services (school-based day treatment)
- Mental health case management services (adults, children/adolescents)
- Intellectual disabilities case management services (adults and children)
- Prevention services (school-based prevention services contracted by Fluvanna County schools—provided by the Charlottesville-based prevention team)
- Psychiatric and psychiatric-medication services are offered at our Louisa and Charlottesville offices to persons who are participating in other clinical services in the Fluvanna office.

### ***Virginia Cooperative Extension***

The Virginia Cooperative Extension serves all individuals and families of Fluvanna. Programs available are in the areas of agriculture and natural resources, 4-H youth development, family and consumer sciences, and community viability. Examples of classes made available to citizens are a nutritional program called Smart Choices. This class also features gardening instruction in the community garden at Pleasant Grove. Many educational programs, including the benefits of conservation easements, leadership in the community, and food safety and science are part of the service.

### ***The Fluvanna County Health Department***

The Fluvanna Health Department provides services to all citizens. Services are not free, but charges are based on income. Inquiries are not made into citizenship and immigration status. Services provided include family planning, WIC (women, infants, and children) nutrition programs, immunizations, tuberculosis testing and treatment, rabies treatment, testing and treatment for sexually transmitted diseases, testing and treatment for HIV (human immunodeficiency virus), and ADAP (AIDS Drug Assistance Program) to help eligible patients

obtain necessary prescription drugs and health education.

### ***CHIP (Children's Health Insurance Program)***

Jefferson Area CHIP Inc. is a not-for-profit home visiting program serving children, families, and pregnant women from low-income households. Using a team approach of a nurse and a family support worker, CHIP assists families in meeting both their health and social needs. Services provided include growth and development assessments, home safety assessments, education on improving parenting skills, and assistance in using community resources. Through collaboration and referral to other agencies, CHIP is able to assist families in improving their health and well-being, and promote self-efficiency.

### ***Library***

The new library building, completed in 2008, is located next to the Public Safety Building at Pleasant Grove. The new library offers county residents an expanded reading collection, increased computer access, additional programs, additional hours of operation, and two meeting rooms for library and community group use. The library (as of June 30, 2006) owns 42,852 books and audiovisual items. Library users borrow approximately 10,000 items per month. The library is open forty-eight hours per week. There are three full-time and three part-time employees. The library's operating budget for the year ending June 30, 2006, was \$235,287, 75 percent from Fluvanna County and 25 percent from the Commonwealth through the Library of Virginia. The library partners with county government agencies and a variety of community groups to distribute information and to act as a community information resource. The library maintains a deposit collection of paperback books at the Lake Monticello Clubhouse as an additional outlet for library service to satisfy a Library of Virginia requirement. The library is governed by a board of trustees appointed by the Board of Supervisors. The library board hires a library director to manage the daily operations of the library.

### ***Faith-Based and Nonprofit Organizations***

The Monticello Area Community Action Agency (MACAA) is a nonprofit, community-based organization dedicated to eliminating both the causes and conditions of poverty in central Virginia, serving the following jurisdictions: Charlottesville, Albemarle, Fluvanna, Louisa, and Nelson. A food pantry and household goods and clothing distribution are made possible through MACAA at their office in Carysbrook.

The Fluvanna Christian Service Society has created the Happy Face Program to give Christmas for children and food baskets at Thanksgiving and Christmas.

The Jefferson Area Board for Aging (JABA) offers a weekly senior program at the Fork Union Community Center and twice monthly at the Scottsville VFW. Activities include health discussions, passive and active recreation, and lunch. Home visits may be made to help provide care or referrals.

The United Way works with the county to provide volunteer opportunities to interested citizens. The United Way Thomas Jefferson Area has a volunteer clearinghouse, and the county has partnered with them to provide training for Fluvanna County agencies that use volunteers, along

with how to register their volunteer opportunities on the United Way Web site, [www.BeAVolunteer.info](http://www.BeAVolunteer.info). The county Web site has a link, [www.fluvannacounty.org](http://www.fluvannacounty.org), which allows anyone to search for volunteer opportunities.

## **Housing and Homelessness**

To address the needs of the homeless in the county, the county works with the Thomas Jefferson Coalition for the Homeless to seek a regional approach to the needs of the homeless. The county will continue to coordinate with key local and regional agencies, including the Fluvanna/Louisa Housing Foundation, the Department of Social Services, the Monticello Area Community Action Agency, the Region Ten Community Services Board, the Shelter for Help in Emergency, and the Salvation Army. This is an area of service that needs to be strengthened locally and regionally.

Similarly, affordable home ownership is a continuing and increasing concern as the cost of homes continues to rise much faster than household incomes. The county needs a variety of affordable housing opportunities for home ownership and rentals. Emergency repairs are another need for the county's existing housing.

The Fluvanna/Louisa Housing Foundation (FLHF) serves about one hundred families per year who are in need of affordable rental housing or health- and safety-related home adaptations or repairs. Over the past sixteen years, the foundation has installed plumbing and remodeled over one hundred homes and built twenty-five new homes in the county. Providing rental assistance and home repairs to keep people safe in their existing homes is the foundation's primary focus.

Habitat for Humanity also assists in the construction of affordable homes in the county. Habitat has purchased twelve acres and is planning to use this land for affordable housing for qualified families. The ninth Habitat home was completed in Fluvanna in 2007.

Housing is discussed in more detail in chapter 9, "Housing."

## **Needs of Children and Youth**

Collaborative efforts of the Youth Advisory Council (YAC), Parks and Recreation, schools, and human services agencies are essential to identify the needs of our children and youth. YAC is a Board of Supervisors–appointed advisory group tasked with creating a forum for the exchange of information about youth services, activities, and programs available to youth in Fluvanna County. YAC is committed to supporting new and existing initiatives that help children enjoy learning, recognize and develop their talents, and participate fully in their community. The Children's Services Act (CSA) provides services and funding for youths. CSA has just completed a cost-containment study to recommend improvements to the program and the best use of available funds. Every four years a committee of individuals representing all of the human service agencies, including courts and schools, performs a community-needs assessment. These needs can be addressed in ways that maximize financial resources and human effort.

According to the Children's Services Act cost-containment recommendations, recreation opportunities play a significant role in providing more constructive after-school opportunities for youth populations. Before- and after-school child care and educational and recreational

programs are available through the schools and the Department of Parks and Recreation. Fluvanna County schools offer several opportunities such as structured activities, schoolwork, and recreation as a part of the Extended Education Program at Central Elementary School. Middle school students also may participate in after-school clubs. Additional facilities and programs to meet the demands for youth, such as after-school programs, are needed.

The Parks and Recreation Department provides summer activities and day camps for children. Transportation is often a deterrent to children being able to participate in activities. Transportation for children and youth to programs offered by the Department of Parks and Recreation enhances participation in these programs, particularly for children from low-income families. Some transportation is provided by Parks and Recreation, but JAUNT is a valuable partner to make the programs available to a larger number of children through their youth transportation services.

Beginning in the fall of 2007, parent education was made available to all citizens. A parent educator works out of the local CSA office, and another works with the Virginia Cooperative Extension office, which provides classes for court-referred clients. For all activities and programs offered by the Virginia Cooperative Extension, go to [www.ext.vt.edu/offices/fluvanna](http://www.ext.vt.edu/offices/fluvanna).

### **Needs of Senior Adults**

Fluvanna County operates several senior centers throughout the County offering active older adults a place to gather and enjoy programs. Parks and Recreation and the Jefferson Area Board for Aging (JABA) offer weekly senior programs at the Center. Activities include health discussions, passive and active recreation, and lunch. Home visits may be made to help provide care or referrals. Senior programs are also held twice monthly at the Scottsville VFW.

With an expanding senior population in Fluvanna, as around the country, the need for senior support programs continues to grow. Current activities are beneficial to all ages and all generations, and multigenerational programs and mentoring is encouraged. However, expansion of these programs to other areas in the county is desired. And while JAUNT provides transportation for some, additional public transportation is needed. Housing that meets the needs of seniors both in design and affordability is also priority.

# Chapter 10

## EDUCATION

Fluvanna County Public Schools provide quality education for all students to acquire the skills, knowledge, and values needed to develop into responsible and productive citizens. The school system maintains an educational partnership of educators, learners, parents, and a dedicated community.

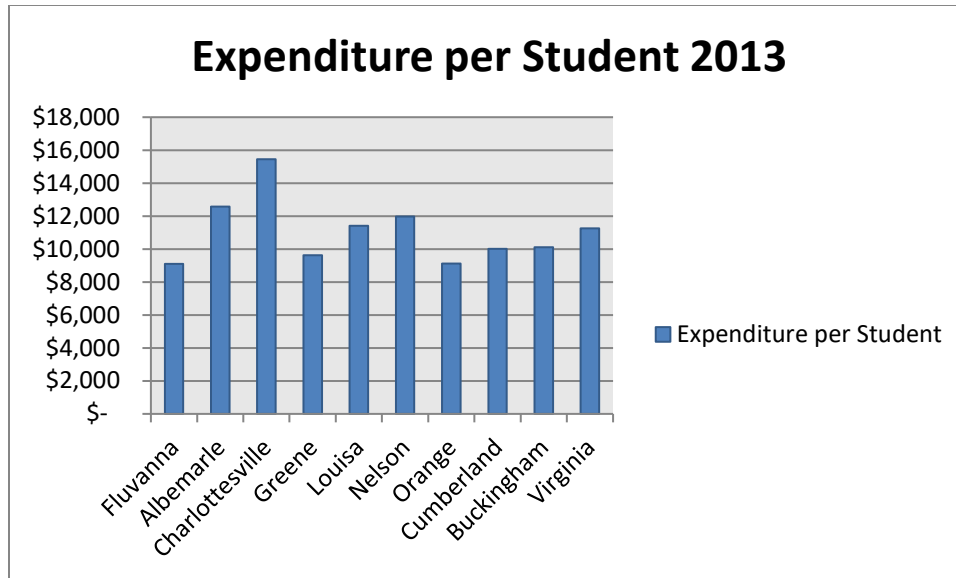
### EXISTING CONDITIONS

#### Public Schools

Fluvanna County has a school-age enrollment population of approximately 3,600 and the schools' targeted student-teacher ratio is 22:1.. Fluvanna County educational resources include three elementary schools, one middle school, and one high school. All schools are fully accredited. Career and Technical Education courses (CTE) are offered at the high school. CTE programs offered include: business, health and medical sciences, TV production, agriculture, culinary arts, marketing, cosmetology and barbering, carpentry, teachers for tomorrow, and pre-engineering. Other course options may be available to students through dual-enrollment agreements with Piedmont Virginia Community College (PVCC) and the University of Virginia. There are also opportunities through online courses. Fluvanna County Public Schools is 1 of 22 districts, in the State with all schools fully accredited.

	<b>2013</b>	<b>2008</b>
Total revenue	\$9,505	\$8,943
Total expenditures	\$9,497	\$8,677

*Figure E-1: Spending and Revenue per Student*



**Figure E-2: Expenditure per Pupil**

<b>Fluvanna County Public Schools Demographics (as of December 11, 2014)</b>		
<p><b><u>Schools</u></b>                      Total Schools = 5                      Primary (PK-K) = 1                      Elementary (1-2) = 1                      Elementary (3-4) = 1                      Middle (5-7) = 1                      High (8-12) = 1</p>	<p><b><u>Students K-12</u></b>                      Total Students = 3561                      West Central Primary (K) = 229                      Central Elementary (1-2) = 515                      Carysbrook Elementary (3-4) = 569                      Fluvanna Middle (5-7) = 853                      Fluvanna County High (8-12) = 1395</p>	<p><b><u>Student Demographics</u></b>                      American Indian = less than 1%                      Asian = less than 1%                      Black = 14.8%                      White = 73.4%                      Hispanic = 4.6%                      Native Hawaiian = less than 1%                      2 or more = 6.5%                      Economically Disadvantaged = 31%</p>
<p><b><u>Average Daily Attendance</u></b>                      Elementary = 96%                      Secondary = 96%</p>	<p><b><u>Transportation</u></b>                      Number of square miles covered by district = 280</p>	<p><b><u>Students Receiving Additional Services</u></b>                      Pre-K = 75                      Special Education Students = 396                      504 Students = 90                      Gifted Students = 226                      LEP Students = 64</p>
<p><b><u>Average Teacher/Pupil Ratios</u></b>                      West Central (K) = 1:19                      Central (1-2) = 1:21                      Carysbrook (3-4) = 1:24                      Middle (5-7) = 1:23                      High (8-12) = 1:26</p>	<p><b><u>Career and Technology Education</u></b>                      Total CTE Enrollment (duplicated) = 1033                      Percent of Students enrolled in CTE = 50%                      CTE Completers = 55%                      CTE Industry Credentials = 654                      CTE Completers Earning a Credential = 83%</p>	<p><b><u>CTE Program Offerings - Current</u></b>                      Agriculture                      Business and Information Tech.                      TV Production                      Carpentry                      Cosmetology/Barbering                      Culinary                      Health Occupations                      Leadership                      Pre-Engineering                      Teacher Cadet</p>
<p><b><u>Graduates</u></b>                      2014 Graduates = 264                      Advanced Diplomas = 135                      Standard Diplomas = 102                      On-Time Graduation Rate = 91.21%*                       Attending 4-year College = 33%                      Attending 2-year College = 34%                      Continuing Education in Other Areas = 5%                      Enlisting in Military = 8%</p>		



Entering Work Force = 18% Other = 2%	
<p><b>Employees</b></p> Total = 510 Certified Staff = 300 Highly Qualified = 100% Teachers Master’s Degree or Higher = 53% <p><b>Finance</b></p> Adopted Operating Budget = \$36,481,936 Budgeted Per Pupil Expenditure = \$10,346 Budgeted Average Daily Membership = 3,526	<p><b>FY15 Adopted Budget</b></p> Instruction = \$26,836,506.26 Administration, Attendance & Health = \$1,525,949.94 Transportation = \$2,719,563.52 Operations & Maintenance = \$3,681,626.45 Debt Service = \$0 Technology = \$1,718,289.83

**Library**

The Library was completed in 2008 and is located next to the Public Safety Building at Pleasant Grove. The Library offers County residents a reading collection, computer access, programs, ebooks, and two meeting rooms for library and community group use. The library owns 71,216 books and audiovisual items as of August 1, 2014. Library users borrow approximately 18,600 items per month. The library is open 54 hours per week. There are three full-time and four part-time employees. The library’s operating budget for the year ending June 30, 2014 was \$263,551,77 percent from Fluvanna County and 23 percent from the Commonwealth through the Library of Virginia. The library partners with county government agencies and a variety of community groups to distribute information and to act as a community information resource.

The library has a deposit collection of paperback books at the Lake Monticello Clubhouse. A board of trustees appointed by the Board of Supervisors governs the library. The library board hires a library director to manage the daily operations of the library.

**Private Schools and Homeschooling**

Approximately 6 percent of the county’s student-age population does not attend public schools. Options for nonpublic elementary, middle, or secondary education in the county include homeschooling, Effort Baptist Church, the Open Door Christian Academy, the Fork Union Military Academy, the Oakland School, and the newly established Light Academy. Children from Fluvanna also attend private schools in Albemarle and Buckingham counties and the Richmond area.

Homeschooling began in Fluvanna County in 1984. The homeschooling population has increased from 120 in 2008-2009 to 157 in 2013. Projections from the national and state levels call for continued growth in this segment of education, so Fluvanna County might expect to follow the same trends. Most children who are homeschooled return to the public school system in middle or high school years.

## **Technology**

County schools are equipped with technology labs. The schools have a wireless local area network within each building and a wireless wide area network between school buildings. There is a computer in each classroom, and all county public schools have Internet capabilities.

## **Adult Education**

According to the 2010 Census Bureau Web site, [www.census.gov](http://www.census.gov), the education level in Fluvanna's adult population consists of:

- 14.3% with less than a high school education (25 or older)
- 33.3% high school graduates or higher (25 or older); including
- 28.6% with bachelor's degree or higher (25 or older)

Presently, Fluvanna County offers General Educational Development (GED) and Adult Basic Education (ABE) programs for those who have not completed their high school education. The Families Learning Together program is offered to adults with children in grades PK–3 who have not completed their high school education.

## **Workforce Preparedness and Continuing Education**

Fluvanna County is located close to a major university (the University of Virginia) and two community colleges (Piedmont Virginia Community College and J. Sargeant Reynolds Community College), and has a strong relationship with the Charlottesville Albemarle Technical Education Center (CATEC).

### University of Virginia

The University of Virginia (UVA) is located in Charlottesville, Virginia, less than thirty miles west of Fluvanna County. UVA continues to rank in the top twenty-five national universities, public and private (<http://www.virginia.edu>).

### Piedmont Virginia Community College

Piedmont Virginia Community College (PVCC) is a nonresidential two-year institution of higher education that serves central Virginia—principally residents of Charlottesville and the counties of Albemarle, Buckingham, Fluvanna, Greene, Louisa, and Nelson. PVCC is located in Albemarle County, approximately thirty miles west of Fluvanna County. The college offers fifty-two associate degrees and certificate programs. PVCC also offers noncredit workforce classes and certificates as well as individual classes for personal enrichment (<http://www.pvcc.edu>).

### J. Sargeant Reynolds Community College

J. Sargeant Reynolds has two campuses in Richmond, Virginia, and one in Goochland County. The college is the third largest in the Virginia Community College System, enrolling students at all three major campuses, five off-campus sites, and through distance learning. The college currently offers twenty-four two-year occupational/technical degree programs, nine occupational/technical certificate programs, five two-year college transfer programs, and forty-three career studies certificate programs requiring less than one year of full-time study (<http://www.jsr.cc.va.us>).

### Charlottesville Albemarle Technical Education Center (CATEC)

CATEC offers programs to students at all ability levels. Students may seek employment upon graduation and/or to continue their formal education through apprenticeship programs or advanced study at technical institutes, community colleges, and universities (<http://www.catec.org>).

### Other Institutions

Other colleges, universities, and technical schools are within an hour of Fluvanna, or offer satellite or online classes and credits. Virginia Commonwealth University, Longwood, Virginia Tech, Mary Washington, Mary Baldwin, and George Mason are relatively close, or have satellite programs available to residents of central Virginia.

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# Chapter 11

## PUBLIC SAFETY

### *Planning for a Safe Future*

Public safety serves a vital role in the community: providing for the safety and welfare of the public through the preservation of life, health, property and the environment and coordinating lifesaving services. Essential services include response to fires and hazardous materials incidents, special operations, countywide radio system coordination, E-911 communications, and emergency management.

The Fluvanna County Sheriff's Office, Fire and EMS volunteer agencies, Fluvanna Emergency Communications Center and Fluvanna Department of Emergency Management all function with common purpose, training and orientation to provide these services to Fluvanna citizens and visitors.

### *Coordinating Emergency Services with Growth*

Emergency call volumes will increase as development results in population growth. Growth will increase the demand for services beyond current levels. Reducing, or even maintaining response times will become more difficult. New technology can improve the efficiency of resources, but public safety requires that staffing, vehicles and equipment, and facilities grow apace with new development. Planning for the future includes ensuring adequate ratios of staffing and facilities to population.

### **Law Enforcement**

The Fluvanna County Sheriff's Office has primary responsibility for law enforcement in the County. The Sheriff's Office is responsible for the enforcement of criminal, traffic, and regulatory laws, service to the courtrooms, security of the judge, transportation of prisoners, and civil process.

The Virginia State Police generally focus on traffic safety, but provide additional assistance at the request of the Sheriff's Office. Lake Monticello employs a small private police force to provide law enforcement services primarily inside the gates of the Lake Monticello community.

### *Community Policing*

The increase in population due to development is changing Fluvanna's demands on law enforcement. There is an increase in drug activity, potential gang activity, and an increase in serious crimes such as domestic violence (although the overall crime rate is down).

Citizens of Fluvanna are invaluable to the safety of the county. Community policing is a means to educate citizens, build good communications between the community and the sheriff's office, and provide a visible security presence. Individual deputies are assigned to geographic sectors of the County as community liaisons to keep deputies up-to-date on activities within the community. Neighborhoods can implement Neighborhood Watch programs with the help of

the sheriff's office. As the County's population increases, more Neighborhood Watch projects will be initiated.

#### *School Security*

The presence of a school resource officer (SRO) improves school safety by patrolling hallways, parking lots, and cafeterias. Officers also assist school staff in responding to disturbances, counseling students, and teaching safety and drug prevention. Two SROs share responsibilities among the schools with primary time dedicated to the high school and middle school. Additional funding and staffing are needed for the elementary schools coverage and for a supervisory position.

#### *Hunter Safety*

Responsible hunting is a traditional activity for many county residents, and hunter safety is an important issue in a rural area like Fluvanna County. The game warden or sheriff's office conducts hunter safety classes through the Department of Conservation and Recreation twice a year at no charge.

#### **Fluvanna County Sheriff's Office**

In 2003, the Sheriff's Office moved into a new, larger facility, which increased the efficiency of Sheriff's Office operations. Fluvanna's secured E-911 communication center is housed in this building, as well as a dedicated space for an Emergency Operations Center (EOC). The EOC is used as a facility to coordinate County emergencies and also serves as a multipurpose area for trainings and community public safety-related meetings.

The office implemented Automated Fingerprint Identification System software for its criminal records exchange system, installed mobile data terminals (MDTs) and video cameras in patrol vehicles, and purchased needed personal protection and hazmat equipment. The agency's staff has completed advanced training initiatives to increase their capacity to respond to incidents. This training has been particularly noticeable in the sheriff's investigation and enforcement efforts against illegal drug trafficking and other criminal activities. These additions have contributed to the County's safety and security, which is evident in the current downward trend in the County's overall crime rate.

As of 2024, there are 43 trained deputies on staff. Three full-time deputies are assigned to the courthouse four days a week, and are supplemented with two part-time employees. One deputy acts as a civil process server to handle 6,000 to 9,000 civil papers annually (supplemented by other deputies whose duties include other tasks). Sixteen are assigned to patrol duty. There are four criminal investigators and two school resource officers. Two trained Animal Control officers are assigned to animal control enforcement. The office also has one part-time deputy for property and evidence management. This staffing represents approximately 72% of what is needed to service a full-service agency for our population (courts functions, patrol, civil processes, and investigations). Additional staffing includes a new administrative services division, which would include a Virginia Criminal Information Network (VCIN) section and records management capacity. Existing facilities may need to be renovated and/or expanded to meet these challenges in the future.

### **Lake Monticello Police**

The Lake Monticello Police, a private police organization, provides services similar to those of the sheriff's office, except for court security and civil process responsibilities. Its responsibility is limited to the Lake Monticello gated community and the immediate roads around the community. On request of the sheriff, Lake Police may extend service outside the area.

### **Fire Protection and Emergency Medical Services**

The Fluvanna Fire and Rescue Association (FFRA) is the volunteer agency responsible for the coordination and provision of the County's fire, rescue, and emergency medical services. The Association is comprised of representatives from the three volunteer fire and rescue organizations within the County. Its combined mission is to ensure the delivery of quality, efficient and effective fire protection, emergency medical services, and safety education throughout Fluvanna County.

The Association is charged with overall management of the fire, rescue, and emergency medical services system, and for establishing policies and procedures for all fire, rescue, and medical service operations. The Association also serves as the conduit for appropriations by the Fluvanna Board of Supervisors in support of the fire and rescue organizations in Fluvanna County.

The County provides funding to the fire/rescue agencies for operations, facilities, and equipment. Capital equipment, such as engines, tankers, and ambulances, is replaced according to a schedule under FFRA's oversight. Agencies organize individual funding drives to supplement the County's funding, and to provide for additional needs.

### **Fire Protection Services**

Fire Protection is provided by two all-volunteer agencies. Fluvanna Volunteer Fire Department has three companies located in Fork Union, Kents Store, and Palmyra. Lake Monticello Volunteer Fire and Rescue Squad, Inc. (LMVFRS) is a combination agency with a fire company, rescue squad and water rescue personnel, located near the Slice gate at Lake Monticello.



Figure 1, Palmyra Fire Company 1

Facilities for Fluvanna Fire Department are owned and maintained by the County. The Palmyra Fire Department moved to their facility in 2008. The Kents Store fire house was updated in 2011. The newest fire house in Fork Union was dedicated in November 2013. These facilities are all self-contained with generators, able to function during extreme emergencies.



Figure 2, Fork Union Fire Company 2

The Lake Monticello firehouse (built in 1980 and fully owned and maintained by LMVFRS) is the only fire company without living quarters available; however, LMVFRS purchased adjoining land to expand the firehouse beginning in 2015. Since 2005, Lake Rescue Squad shares a building with Lake Monticello Water Rescue and Dive Team - is a specialized asset who responds to about two dozen calls per year in Fluvanna, but are also available for regional deployment. This building contains a training center, sleeping quarters, a kitchen, and a large bay for ambulances, response cars, and the water rescue team's trucks, boats, and other gear.

### *Growth and Infrastructure*

As growth occurs in CPAs and cluster development areas, water infrastructure needs to be planned and installed to handle additional loads. Firefighters prefer to have active hydrants and other water infrastructure available. Fire engines carry less water than tankers (e.g., 750–1,000 gallons), but pump large volumes from external sources. Tankers carry more water (2,000 gallons), but do not have as large a pump capacity as engines. Firefighters can use dry hydrants, where available, to get water or use tankers to haul in additional capacity. If there is a large fire outside of active hydrant infrastructure facilities, a series of tankers must be used to pull water from a pond or active hydrants and shuttle it to the fire—not a desirable situation, as it greatly impedes the firefighters' efforts.

Along with water infrastructure needs, density and development standards should respect emergency services' requirements. All proposed roadway and traffic improvements should have emergency services' review and input for effects of new projects on response capability; including, for example, interconnectivity and multiple means of ingress/egress for all large subdivisions, street width requirements to handle apparatus maneuverability, restrictions on hammerhead roads or speed bumps.

### **Emergency Medical Services**

Fluvanna County Emergency Medical Services are provided by the Fluvanna County Department of Emergency Medical Services and the all-volunteer Lake Monticello Rescue. In 2023, the Fluvanna County Board of Supervisors approved the creation of an Emergency Medical Services department. As of March 2024, the department is fully staffed and running 2 ambulances and a quick-response vehicle.

### *Maintaining Volunteer Staffing*

As is typical with many communities across the nation, EMS-trained volunteer numbers in Fluvanna are declining. Many Fluvanna volunteers are paid firemen or EMTs in other localities, limiting their ability to respond during the day, when call volume is the highest. Fluvanna EMS welcomes volunteers to run alongside career personnel. Lake Monticello Rescue operates from their station twenty-four/seven and has been able to maintain staff to date.

### *EMS Cost Recovery*

On March 18, 2015, the Fluvanna County Board of Supervisors adopted Chapter 8, Section 8-6 Emergency Medical Services Cost Recovery of the Fluvanna County Code to defray costs and improve services associated with providing EMS transport services by collecting a user fee for ambulance transports, effective September 1, 2015. This reimbursement program is a



compassionate model that collects money for system operations from the people who receive services, with the vast majority of the revenues collected directly from Medicare, Medicaid and private insurance companies. Patients will receive a bill for any co-insurance or deductibles. However, if a patient cannot pay due to a financial hardship, the County will not pursue payment and will not refer the bill to collections. Revenue collected will be used to offset the rising costs associated with supporting rescue squads and other EMS service providers, helping them to continue providing the best possible service to the County's residents. When this program is fully operational, program revenue will provide only a portion of the total funding needed for EMS operational and capital expenses; thus, volunteer agencies will still need to pursue fundraising efforts to supplement county contributions.

### **Emergency Radio Communications**

The improvement of the communications capability for public safety is a high priority. The current conventional VHF system only provides reliable coverage in approximately 35% of the County, creating numerous safety problems for deputies in the field and fire and rescue personnel, who often use apparatus to function as relays back to dispatch. The paging system coverage is also intermittent. Currently only fire departments, rescue squads and the sheriff's office personnel utilize the public safety system. The communications capability has been a known problem since the late 1990s, which various studies enumerating the challenges of the aged infrastructure.

In the fall 2014 the County issued a Request for Proposal (RFP) for a new public safety radio system to address the coverage and interoperability issues. The Board of Supervisors approved a \$6.6 million contract in June 2015 to provide a VHF simulcast P25 trunked system for public safety agencies. The 18-month project will provide adequate coverage, future expansion and regional interoperability for emergency services agencies, law enforcement, and public works and utilities. Further exploration is expected to expand regional collaboration possibilities, thus improving interoperability and potentially sharing future maintenance costs of the new system. Since the Fluvanna school system is currently on a separate radio system, discussions should consider whether combining these systems would be cost effective and beneficial. As the new infrastructure system is implemented, the communications software should also be reviewed and updated so that the new state of the art system performs properly.

Since this radio system is for public safety voice communications only and does not address data needs, further plans should comprehensively address needs for cellular telephone and high-speed broadband services across the County, as well as possibilities for fiber connectivity among county facilities. These infrastructure assets would serve residents as well as add benefit to public safety agencies and County departments.

The county should continue to support the citizen groups Amateur Radio Emergency Services (ARES) and Radio Amateur Communications Emergency Services (RACES). Additional and/or updated equipment and space are necessary for these volunteers to supplement county communications during emergencies.

**E911 Communications Center**

Under the sheriff’s office oversight, the Emergency Communications Center (ECC) is responsible for call management and dispatching all of the County’s law enforcement, fire, and EMS agencies. Eleven full-time and one part-time telecommunications officers currently staff the 24/7 ECC. All emergency calls are dispatched within three minutes of the receipt of the call. The average time for responders to arrive at the scene of an E-911 call is approximately 16 minutes.

Fluvanna ECC also provides primary dispatch for Lake Monticello Police, who use County-provided portable and mobile radios. Lake Monticello Homeowners Association (LMOA) also has a UHF system that is cross-banded with the County’s VHF system, which is used internally for police, grounds and maintenance. Fluvanna County Public Schools have a separate radio system to dispatch their buses and maintain administration communication.

Along with handling E-911 calls, telecommunication officers take all incoming administrative calls for the Sheriff’s Office, ensuring that requests are routed to the appropriate personnel. Communications officers must be able to multi-task and remain attentive to details. Separating out and placing these administrative duties within an administrative services division in the Sheriff’s Office would facilitate stronger support systems for the Sheriff’s Office and for ECC staffing functions.

Given industry standards and our population, the Emergency Communications Center is understaffed; current standards call for a staff size of 19. Because response times are frequently increased in rural areas, Fluvanna citizens would benefit from emergency medical dispatch (EMD), which provides assistance and instructions by voice prior to the arrival of emergency medical services.

**Emergency Management**

There is a phrase amongst emergency managers – “It is not a matter of *if* but *when* disasters happen.” Disasters are unexpected, they can overwhelm first responders; lives, health, and the environment are often endangered. At a minimum, emergencies and disasters are disruptive and often occur at inopportune times. The county must promote individual and community preparedness.

The county’s Emergency Management Department is on the frontline of developing and maintaining disaster response plans, coordinating training, drills and exercises, and educating the public. Not only does the county need to be ready to respond to disasters, it should act proactively to mitigate the effects of disasters. Fluvanna can reduce



damages by utilizing flood plain management and land use planning, and enforcing safety standards. Fluvanna participates with the Thomas Jefferson Planning District Commission (TJPDC) in writing and implementing regional hazard mitigation plans, which can be viewed online at either the County's or the TJPDC's Web site. This position may need to expand in the future in order to meet the challenges that Fluvanna is experiencing, primarily as a result of its growth.

**Local Emergency Planning Committee (LEPC)**

The Local Emergency Planning Committee (LEPC) was created to handle hazardous material notifications, but the committee's focus has expanded to handle all hazards. Under the leadership of the Emergency Services Coordinator, the committee meets quarterly to plan and practice emergency preparedness. The LEPC schedules training exercises to practice emergency responses and to coordinate the efforts of the member agencies. There are over twenty-five represented agencies, from the schools, VDOT, social services, fire and rescue, and the Lake Monticello Owners' Association, who regularly participate in LEPC meetings.

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# Chapter 12

## FINANCIAL SUSTAINABILITY

### *Managed Growth that Benefits Fluvanna's Citizens*

Through the Comprehensive Plan, Fluvanna County's leaders and citizens set goals and strategies that balance expansion against the fiscal strain of supporting an increasing population. Virginia's Declaration of Legislative Intent (§15.2-2200) states that in planning for the future development of communities "that the growth of the community be consonant with the efficient and economical use of public funds."

County leaders must, in all decisions, recognize that they are the stewards for the people's money. **Expenditures and obligations are entered into only when it is in the people's best interest.** Each year the County develops a Capital Improvement Plan (CIP) that guides major capital expenditures for the County. The annual review process for the CIP utilizes the goals and strategies in the Comprehensive Plan. Decisions to implement the CIP and obligate county taxpayers for major capital projects are made with gravity and respect for public funds. When the County presents financial data about capital improvements, it does not merely state the capital cost and financing of a project, but shows the estimated tax impact of the debt service plus any ongoing costs necessary to maintain and staff the project in the future. The County strives to run itself like a business seeking the best return on investment for its citizens while still providing the product and services that are its foundation.

### EXISTING CONDITIONS

The County is organized along functional lines and the annual budget includes a discussion of each department's objectives and significant changes in operations. Each narrative provides a breakdown of expenditures by function, including the number of full-time and part-time positions in each department.

#### **Financial Planning**

The Comprehensive Plan, Capital Improvements Program (CIP), and current economic conditions are used to derive the annual budget. This section discusses how the county's priorities are established and achieved, what checks and balances exist, and how successful the County's process has been to date. This provides the foundation for a detailed discussion of how the budget is developed.

#### *Establishing Priorities*

The foundation for establishing the County's priorities and strategies for implementation are achieved within the following primary planning and financial management tools:

### Comprehensive Plan

The Comprehensive Plan provides findings and analyses for the County as a whole with respect to natural conditions, population and demographics, economy, housing, transportation, utilities, and community facilities and services. The plan establishes the County's goals and identifies specific strategies to achieve those goals and the overall vision of the plan. The Comprehensive Plan is reviewed every five years to ensure that it remains a relevant planning and policy implementation tool.

### Capital Improvement Program (CIP)

The CIP is a five year plan that tries to anticipate all new or replaceable capital needs. A capital project is defined as a generally non-recurring asset, both tangible (e.g., buildings, vehicles, land, etc.) and intangible (e.g., software, easements, licenses, studies, services, etc), that exceeds an established dollar amount ( $\geq$ \$20,000 in Fluvanna County). Projects to be included in the annual budget are identified in the first year of the plan and all other capital projects are planned for later years. An important aspect of the CIP is the projected operational and maintenance costs of a proposed project.

### Annual Budget

The annual budget is the primary operational mechanism for achieving the priorities and strategies established in the Comprehensive Plan and Capital Improvements Program, including the daily operations necessary for implementation of the County's identified needs, services, and projects. This detailed and ongoing process is critical to the successful implementation of the community's goals and vision within a sustainable and fiscally responsible framework. The annual budget is outlined in more detail in the Budget Methodology and Budget Process sections, along with an overview of other budget components.

### *Checks & Balances*

A number of policies and procedures work in tandem to ensure responsible and consistent government investment and operations. The Board of Supervisors periodically adopts and amends their financial policies to provide better clarification, more procedural detail, stronger documentation of management actions, and to account for other changes within the County related to development, demographics, or other socio-economic factors.

### Investment Policy

The Board of Supervisors has adopted a formal Investment Policy to safeguard principal, meet liquidity objectives, and seek fair value rates of return within the parameters of the Code of Virginia.

### Fund Balance Policy

The Board of Supervisors has a fund balance policy for the County's General Fund. The policy sets the minimum undesignated, unreserved fund balance to be at least 12 percent of Governmental General Fund Revenues and Component Unit – School Board Operating Revenues.

### Debt Management Policy

This policy establishes parameters and provides guidance for limitations of debt and the continuing evaluation of, and reporting on, all debt obligations issued by the County. The policy sets the limitation for tax supported debt not to exceed 3.5 percent of the taxable value of property (assessed value). The policy also sets the limit that debt service expenditures shall not exceed 12 percent of the revenues of the total governmental fund operating revenues.

### Accounting and Financial Reporting Policy

The monthly financial report details the county's monthly revenue and expenditure activity. It shows each department's monthly expenditures in relation to the adopted budget as well as the revenue collection trends for the county. The County regularly monitors revenue estimates to identify any shortfalls and potential trends that would significantly affect the various revenue sources in the current budget. A significant emphasis is placed on controlling departmental expenditures to the adopted budget through accounts payable and purchasing card policies and procedures.

The Comprehensive Annual Financial Report (CAFR) presents the County's financial statements at June 30<sup>th</sup> of each year. This report is generated in accordance with the Governmental Accounting Standards Board (GASB), Financial Accounting Standards Board (FASB), and the Auditor of Public Accounts of the Commonwealth of Virginia standards. This report includes an annual audit opinion by an independent accounting firm on the fairness and accuracy of the financial statements.

Fluvanna has received the Government Finance Officers Association (GFOA) Certificate of Excellence in Financial Reporting designation since 2007. This distinction is important in that it establishes a nationally recognized benchmark for excellence in financial operations. The quality of the CAFR and certificate of excellence recognition demonstrate the County's commitment to financial transparency and responsibility.

### **Budget**

The budget establishes the revenue and expenditure appropriations for the governmental and proprietary funds, and is developed in accordance with generally accepted accounting principles (GAAP). As part of the budgetary process, the Capital Improvements Program is also adopted. All appropriations conclude at year-end, except those for the Capital Projects Fund and Grant Funds. The Board of Supervisors allows the appropriations for capital and grant funded projects to carry forward until completion of the project.

### *Process*

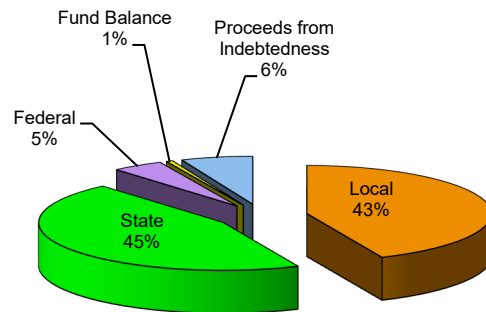
Fluvanna County's budget development begins each year in November with a kick-off meeting and concludes with the final budget adoption in April. The process is designed so that county administration can work closely with departments in determining the proposed annual budget. Each budget request is thoroughly reviewed to ensure funds are allocated appropriately. In late January, the County Administrator submits the proposed fiscal year operating budget to the Board of Supervisors for consideration. In April, a public hearing is held to inform citizens and obtain their input on the proposed budget. The budget is also available to citizens on the

County’s website ([www.fluvannacounty.org](http://www.fluvannacounty.org)) throughout the year and during budget development process.

Budgets for all funds are adopted on a basis consistent with generally accepted accounting principles applicable to governmental units. Budgeted amounts reflected in the financial statements are as originally adopted. Appropriations for the General Fund, School Fund, and Enterprise Funds conclude at the end of the fiscal year. Appropriations for capital projects funds and grant funds are continued until the completion of the applicable project or grant, even when the project or grant extends beyond the end of the fiscal year. The Board of Supervisors must approve supplemental appropriations or amendments that alter the total appropriation of any fund.

**Fund Structure**

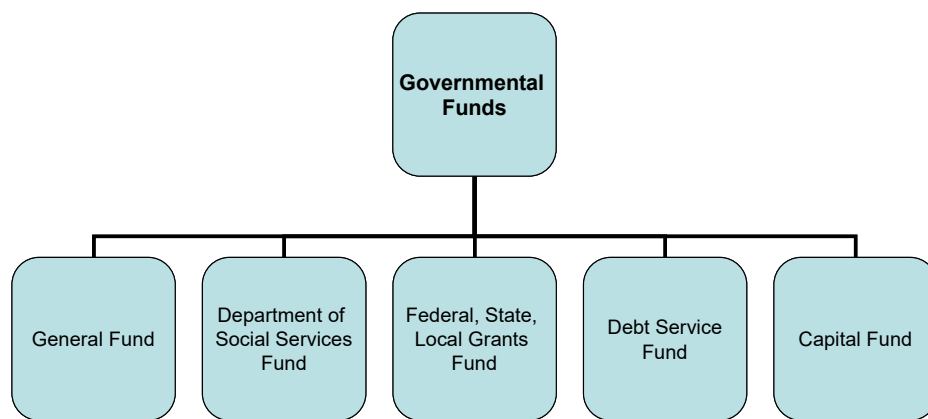
The budget of the County is organized by fund type, each of which is considered to be a separate accounting entity. The operations of each fund are accounted for by providing a separate set of self-balancing accounts that comprise its assets, liabilities, fund equity, revenues and expenditures. The various funds are grouped as follows:



*Figure FS-1, Typical General Revenue Sources*

**Governmental Funds**

Governmental funds are those through which most governmental functions of the county are financed. The government reports the following major governmental funds.



*Figure FS-2, Fund Structure*

- **General Fund**  
The General Fund is the primary operating fund of the County. This fund is used to account for all financial transactions and resources that are not required to be accounted



for in another fund. Examples of other funds that are specifically designated or required by law to be separate are discussed below such as the Debt Service and Capital Project funds. Approximately 80 percent of revenues are primarily derived from general property taxes such as real estate taxes, personal property taxes, and public service corporations. A significant part of the General Fund's revenue is used to maintain and operate the government and school system. A portion is also transferred to other funds primarily to fund debt service requirements and capital projects. Expenditures include those for general government, Comprehensive Services Act, emergency communications (E-911), education, public safety, social services, and culture and recreation. The General Fund is considered a major fund for government-wide reporting purposes.

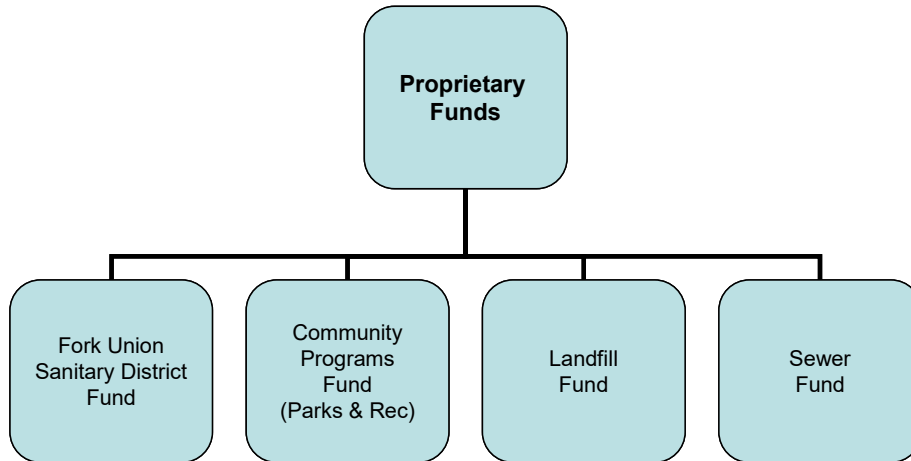
- **Debt Service Fund**  
The Debt Service Fund accounts for the payment of annual principal and interest on general and school related long-term debt. Debt Service Fund resources are derived from transfers from the General Fund.
  
- **Capital Projects Fund**  
The Capital Projects Fund (Capital Improvements) accounts for all financial resources used for the acquisition or construction of major capital facilities not being financed by proprietary funds, including general government and school system capital projects. The projects are financed through a combination of proceeds from general obligation bonds, operating transfers from the General Fund, and grants. The Capital Projects Fund is considered a major fund for government-wide reporting purposes.

#### Fiduciary Funds (Trust and Agency Funds)

Fiduciary Funds account for assets held by the County in a trustee capacity or as an agent or custodian for individuals, private organizations, other governmental units, or other funds. These funds include Agency Funds. These funds utilize the accrual basis of accounting. Fiduciary funds are not included in the government-wide financial statements. The County's only Agency Fund is the Special Welfare Fund.

#### Proprietary Funds

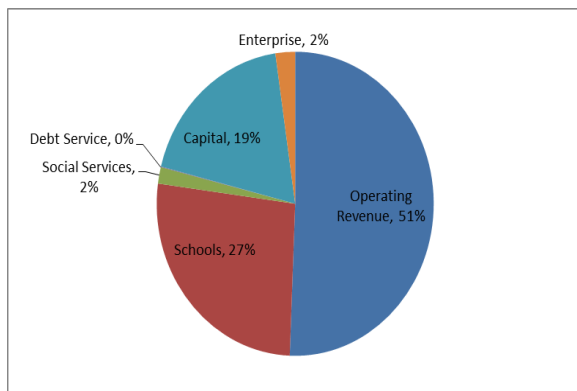
Proprietary funds account for operations that are financed and operated in a manner similar to private business enterprises. These funds are self-supporting in that the users pay fees to recover the cost of providing services. The Proprietary Fund measurement focus is based upon determination of net income, financial position, and changes in financial position. Proprietary Funds consist of Enterprise Funds such as the Fork Union Sanitary District, Landfill, Recreation Program, and Utility accounts.



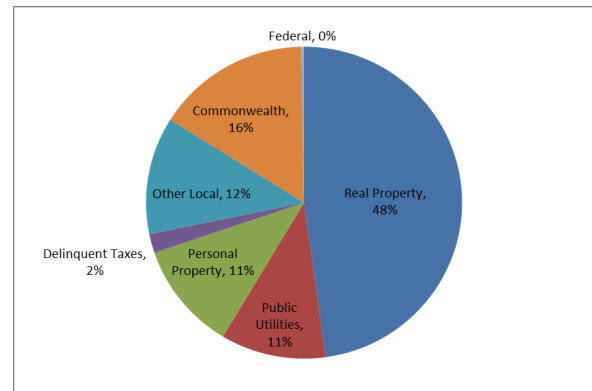
**Figure FS-3, Fund Structure**

**Governmental Revenues**

A significant portion of fiscal year revenues are generated from general property taxes (approximately 80 percent). The graph below depicts the sources of local revenue for the County.

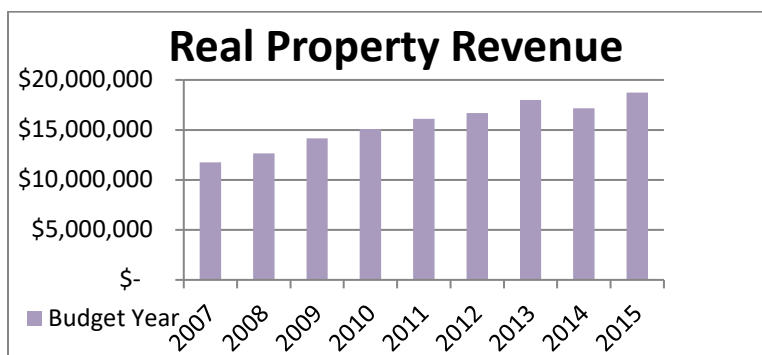


**Table 2 FY15 Operating Revenue**



**Table 1 FY15 Total Revenues**

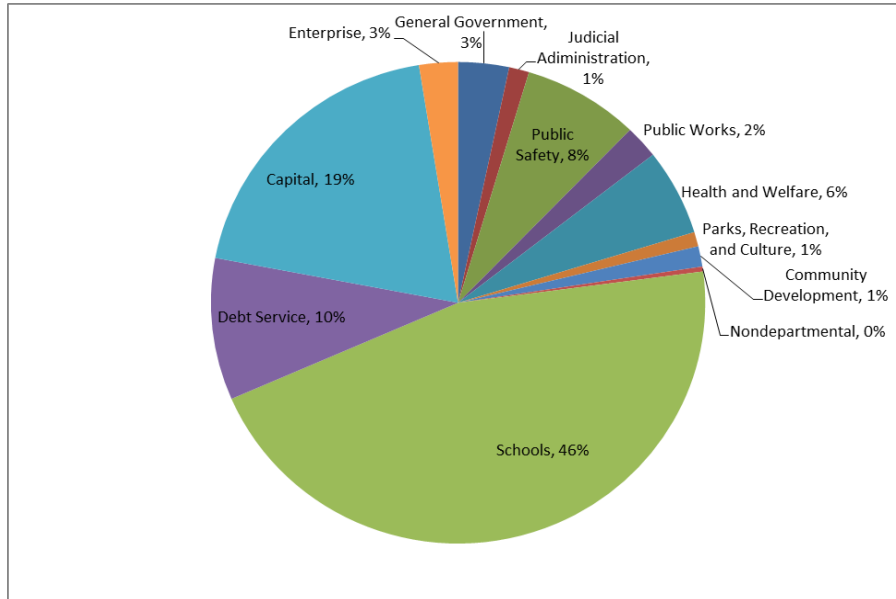
Real property values are shown in the graph below. The rate of increase does not reflect the rate of growth in the County; however, it reflects the increased value in property in the County.



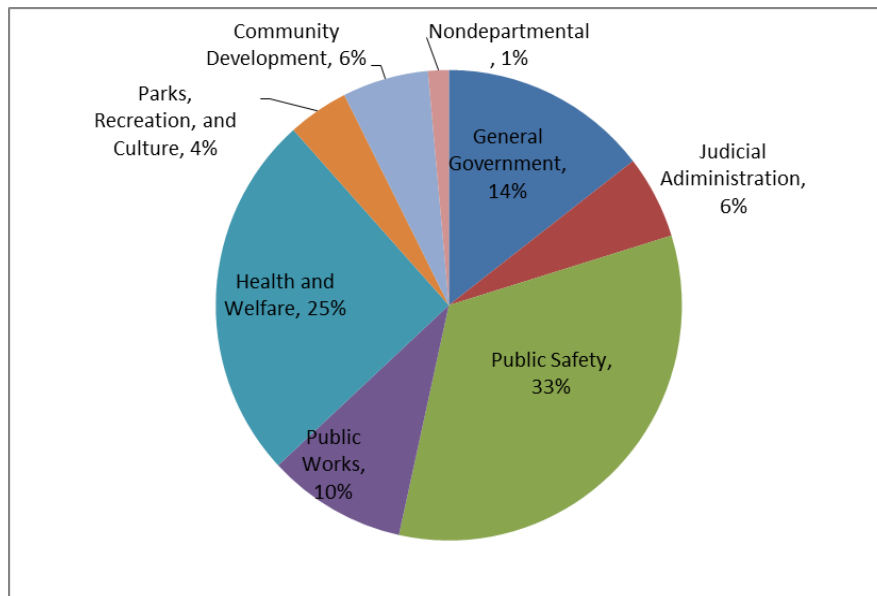
**Table 3 Real Property Revenue**

**Governmental Expenditures**

The fiscal year 2015 budget was \$80,105,825 including \$36,481,936 for schools. This represents an increase of \$13.71 million (20.65 percent) from the fiscal year 2014 budget.



**Table 3 FY15 Total Expenditures**



**Table 4 FY15 Operating Expenditures**

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## Implementation Goals and Strategies

Goal	Strategy	Timeline	Tasked To
<b>Chapter 1 – Natural Environment</b>			
<b>A</b>	<b>To develop land-use policies and regulations that will preserve and enhance the county’s natural environment.</b>		
	(1) Protect farm and forest landowners from conflicting adjacent land uses with utilization of buffers, screening, and contiguous tracts of open space.	Ongoing	Planning Comm. and Staff
	(2) Review zoning and subdivision regulations to maximize environmental benefits through best management practices and ensure that the subdivision of land does not adversely affect open-space features.	Ongoing	Planning Comm. and Staff
	(3) Continue to promote land-use valuation taxation, conservation easements, ag-for districts, and other programs to alleviate economic burdens on owners of land used for agricultural, horticultural, forest, or open-space purposes.	Ongoing	Commissioner of the Revenue; Planning Staff
<b>B</b>	<b>To protect environmental resources.</b>		
	(1) Promote development projects that minimize environmental impact through the effective utilization of green infrastructure, low-impact development practices, and other sustainable development policies.	Ongoing	Planning Comm. and Staff
<b>C</b>	<b>To manage and protect surface water and groundwater resources.</b>		
	(1) Work with the Virginia Dept. of Health to evaluate and develop local regulations for alternative waste treatment systems (e.g., Wisconsin mounds or other systems that alter the natural topography or hydrology).	2016	Planning Comm. and Staff
	(2) Participate in, and cooperate with, federal and state groundwater protection programs, including sole-source aquifer designation for important drinking water supplies.	Ongoing	Planning Comm. and Staff
	(3) Research the viability of incorporating the well-drilling logs provided by the Fluvanna Dept. of Health into the county’s geographic information system (GIS).	2016	Planning Comm. and Staff
	(4) Require riparian buffers adjacent to waterways to protect local and regional water resources such as perennial streams, floodplains, wetlands, steep slopes, and highly erodible soils.	Ongoing	Planning Comm. and Staff
	(5) Proactively educate the public on the values and benefits of preserving river and stream corridors.	Ongoing	NGO’s – Rivanna River Basin Commission, Rivanna Conservation Society, etc.

Goal	Strategy	Timeline	Tasked To
	(6) Pursue the state designation of the Hardware River as a Tier 3 stream, classifying it as exceptional surface water not subject to degradation.	2016	NGO's – Rivanna River Basin Commission, Rivanna Conservation Society, etc.
	(7) Promote BMPs and recognize landowners who protect streams from nonpoint-source pollution using BMPs.	Ongoing	NGO's – Rivanna River Basin Commission, Rivanna Conservation Society, etc.
<b>D</b>	<b>To promote energy efficiency throughout the county to improve air quality and reduce the country's dependence on fossil fuels.</b>		
	(1) Promote energy efficiency in developments and throughout the community including the use of solar, geothermal, wind, and other decentralized energy technologies and support renewable energy generation by allowing such uses in the zoning ordinance.	Ongoing	Planning Comm. and Staff
	(2) Build new and remodeled county buildings to an established energy efficiency standard such as Energy Star, Green Globes, or LEED.	Ongoing	Planning Comm. and Staff; TJPDC and VDOT
	(3) Promote greenways, bikeways, and walkways as viable forms of recreation and transportation.	Ongoing	Planning Comm. and Staff; TJPDC and VDOT
<b>Chapter 2 – Land Use and Community Design Environment</b>			
<b>A</b>	<b>To enable well-planned, coordinated, and sustainable development to occur throughout the county.</b>		
	(1) Develop new zoning and subdivision regulations that will further the desired growth patterns and property uses, and to protect the rural preservation area, including such measures as:	2016	Planning Comm. and Staff
	(a) New zoning districts for rural areas that encourage a variety of housing types and rural mixture of uses		
	(b) Require that new developments provide easements for connection to future developments, including utilities, transportation, and recreation/open space		
	(c) Require development projects to provide any necessary infrastructure such as waste treatment facilities, telecommunication services, road improvements, and stormwater facilities. Within service districts this should include assessing the potential for public ownership and operation		
	(d) Establish requirements for appropriate planning/phasing of development to match the service/infrastructure availability and capacity		

Goal	Strategy	Timeline	Tasked To
	(e) Adopt zoning and subdivision regulations that allow for higher-density, compact developments in the Zion Crossroads CPA.		
	(2) Provide public water to the county's community planning areas as feasible and discourage public and central potable water and sewer connections to residential, commercial, and industrial uses in the rural preservation area.	5 year	Dept. of Public Works
	(3) Develop a cash proffer recommendation, impact fee ordinance, and level-of-services standards, in accordance with state code, to fairly assess the fiscal impact of development on public services and infrastructure.	2016	Planning Comm. and Staff
	(4) To promote infill development, ensure adequate infrastructure is constructed or upgraded to support development in existing communities.	Ongoing	Planning Comm. and Staff; Dept. of Public Works
	(5) Ensure appropriate infrastructure is available to support mixed-use development.	Ongoing	Planning Comm. and Staff; Dept. of Public Works
<b>B</b>	<b>To preserve and enhance Fluvanna's unique identity and rural character.</b>		
	(1) Examine the impacts of large-lot developments versus rural cluster developments and amend the zoning and subdivision ordinances as appropriate.	2016	Planning Comm. and Staff
	(2) Protect the forest, wildlife habitats, and the rural community landscape as part of a development's green infrastructure.	Ongoing	Planning Comm. and Staff
	(3) Require developments located in fire-prone areas such as pine plantations to implement firewise practices and other defensible space techniques as recommended by the Virginia Dept. of Forestry and local public safety officials.	2016	Planning Comm. and Staff
	(4) Work with electric power companies to facilitate the replacement of current overhead facilities with underground lines, and require all new lines to be placed underground.	2016	Dept. of Public Works
<b>C</b>	<b>To preserve and enhance Fluvanna's unique identity and rural character.</b>		
	(1) Require rezoning requests and other development plans to identify any open space or other natural or cultural resource shown by maps or observed through field inspection, and include measures that will mitigate disturbance to these resources.	2016	Planning Comm. and Staff
	(2) Require a subdivision's open space to:	Ongoing	Planning Comm. and Staff
	(a) Be located so as to further the rural character of the area, particularly related to views from public roads and other developments.		

Goal	Strategy	Timeline	Tasked To
	(b) Be designed for maximum connectivity to other open spaces of existing or potential adjacent developments, or to act as buffers to agricultural activities.		
	(c) Be privately maintained and not be further developed as part of the associated project, or without further public or legal discussion and formal action.		
<b>D</b>	<b>To promote village-scaled development in the Palmyra and Fork Union communities.</b>		
	(1) Improve the streetscape of the village communities by installing traffic-calming measures, improving existing sidewalks, and installing new sidewalks, street lighting, and so on.	2016 and Ongoing	VDOT; Dept. of Public Works
	(2) Encourage the establishment of new local businesses and support existing local business in village cores.	Ongoing	Community Development
<b>Chapter 3 – Infrastructure</b>			
<b>A</b>	<b>To develop a comprehensive public water system to serve the county's community planning areas.</b>		
	(1) Design and construct a water line from the James River to Zion Crossroads in cooperation with Louisa County through the JRWA.	5 year	Public Works; JRWA
	(2) Complete the state-mandated Master Water and Sewer Plan to identify sources for the county's long-term water needs; particularly for each of its community planning areas.	2016	Public Works
	(3) Establish requirements for hydrogeological studies to determine groundwater capacity for development that proposes to use wells to serve the project.	2016	Public Works/ Planning Staff and Commission
<b>B</b>	<b>To provide central sewer to the community planning areas.</b>		
	(1) Provide central sewer service in Zion Crossroads in partnership with both Louisa County and private developers.	5 year	Public Works
	(2) Work with the private sector to develop a public sewer system to serve the Fork Union community planning area to enable future growth in this area, and to assist current residents with their aging (and increasingly failing) septic systems.	5 year	Public Works
	(3) Work with development projects in all community planning areas for the provision of central sewer whether publicly or privately owned and operated.	Ongoing	Public Works
<b>C</b>	<b>To regulate private utilities, whether centralized or decentralized.</b>		
	(1) Require development to determine future septic suitability and groundwater resources for the proposed project, and its potential impact on surrounding wells.	Ongoing	Health Dept.
	(2) Discourage the use of central sewer in the rural preservation areas and carefully limit its use in the rural residential areas to primarily cluster developments.	Ongoing	Public Works and Planning Staff
<b>D</b>	<b>To maintain a comprehensive, long-range solid waste management program.</b>		



Goal	Strategy	Timeline	Tasked To
	(1) Continue the annual collection of household hazardous waste and publicize the importance of the program.	Ongoing	Public Works
	(2) Continue a countywide education program on the advantages of waste reduction, composting, recycling, and reuse, and continue to utilize the recycling center at the county landfill site.	Ongoing	Public Works
<b>E</b>	<b>To facilitate the deployment of comprehensive communications networks that ensures the reliability of public safety, wireless, and broadband services.</b>		
	(1) Establish a Broadband Taskforce, containing members of County Staff, citizens, technical experts, and stakeholders such as business owners, which will organize and facilitate future efforts to provide the county with Broadband Internet.	2016	Planning Staff; Planning Commission
	(2) Increase access to high-speed broadband for residences and businesses throughout the county.	2016	Planning; Public Works; TJPDC
	(3) Give priority for towers on publicly owned land, as appropriate, including sites owned by the Fork Union Sanitary District, among others.	Ongoing	Planning Comm. and Staff
<b>F</b>	<b>To evaluate private developments and public investments, such as capital improvement projects, within a fiscal framework as approved by the Board of Supervisors.</b>		
	(1) Provide a fiscal impact statement, including an examination of alternative solutions and their costs and benefits, for all capital improvements over \$100,000.	2016-2017	Finance; Public Works
	(2) Analyze capital project costs, including the debt service over the life of the loan period to accurately project the financial (tax) impact.	Ongoing	Finance; Public Works
	(3) Adopt a system of cash proffers, impact fees, level-of-service standards, or some combination thereof, and collect at the earliest possible time while allowing for feasible implementation of the project.	2016	Planning Comm. and Staff; Finance
<b>Chapter 4 – Transportation</b>			
<b>A</b>	<b>To make needed improvements to primary roads.</b>		
	(1) Development along state Scenic Byways and bicycle routes should be carefully screened to ensure that development is compatible with the scenic character and tourist value of the route.	2016-2017	VDOT
	(2) Work with VDOT and adjacent counties to plan for and design necessary improvements to US Route 250.	2016-2017	Planning Comm. and Staff
	(3) Evaluate potential need for traffic-calming measures such as traffic lights, roundabouts, and so on at certain intersections.	Ongoing	VDOT
<b>B</b>	<b>To improve secondary roads with the assistance of VDOT.</b>		
	(1) Continue to cooperate with VDOT to cut foliage back from alongside roadways. Identify ways to make all secondary roads safely passable to school buses and all emergency vehicles, and then prioritize and implement accordingly.	Ongoing	Public Works; VDOT; Planning Staff
<b>C</b>	<b>To improve pedestrian and bicycle access to roads and provide off-road trails and walkways.</b>		

Goal	Strategy	Timeline	Tasked To
	(1) Require the development of alternative transportation infrastructure such as sidewalks and trails in new major subdivisions, and sidewalks in commercial areas. Multiuse trails do not necessarily need to parallel existing roadways, but should link neighborhoods and commercial centers, particularly within the planning areas.	Ongoing	Planning Comm. and Staff
<b>D</b>	<b>To improve the availability and quality of public transportation in the county.</b>		
	(1) Support the Thomas Jefferson Planning District Commission's RideShare program and continue to work with JAUNT to provide transportation opportunities for people with special needs.	Ongoing	Planning Comm. and Staff;
	(2) Provide affordable mass transit to employment centers and commercial areas.	5 year	JAUNT; VDOT
<b>E</b>	<b>To support road construction and maintenance.</b>		
	(1) Work with VDOT to effectively implement the state's Chapter 527 regulations for all qualifying development projects to identify and mitigate the projected traffic impacts.	Ongoing	Public Works
<b>Chapter 5 – Economic Development</b>			
<b>A</b>	<b>To implement the county's community planning areas, as shown on the Future Land Use Map.</b>		
	(1) Establish incentives, such as streamlined permitting, flexible zoning (CI zones), and preapproved floating zones, to attract diverse businesses and employers to Zion Crossroads.	2016-2017	Planning Comm. and Staff
	(2) Restrict approval of planned unit development (PUD) zoning to Zion Crossroads, to allow for increased flexibility for commercial, industrial, and residential uses while protecting the county's rural areas.	Ongoing	Planning Comm. and Staff
<b>B</b>	<b>To protect rural areas through economic development.</b>		
	(1) Work with large landowners to utilize their land for larger-scale agricultural, horticultural, or forestal activities that will economically benefit the county, landowner, and business, and help preserve the rural character of the county.	Ongoing	Community Development
	(2) Utilize the county's natural resources, culture, and historic and recreational sites to capitalize on heritage, ecological, and recreational tourism, as well as attracting other visitors.	Ongoing	Community Development
	(3) Support the development of local economies, locally owned businesses, and entrepreneurial opportunities, particularly those that are of rural character and will require little provision of infrastructure.	2016-2017	Community Development; Planning Comm. and Staff

Goal	Strategy	Timeline	Tasked To
	(4) Offer incentives for building mixed-income housing, with an emphasis on workforce and affordable housing, in the community planning areas to maximize the use of existing transportation corridors, creating the level of density needed for attracting mixed-use development and creating vibrant, diverse, and healthy neighborhoods.	Ongoing	Community Development; Planning Comm. and Staff
	(5) Promote local and regional markets for value-added agricultural and forestry enterprises and products.	Ongoing	Community Development; VA Tech Cooperative Extension
<b>C</b>	<b>To diversify and strengthen the county's tax base.</b>		
	(1) Develop policies that will accommodate wineries, distilleries, and breweries so the county may work with and benefit from Virginia's thriving beverage industry.	2016	Planning Comm. and Staff
	(2) Establish and maintain an online database of available properties and unutilized special use permits within the county.	2016	Planning Comm. and Staff
	(3) Retain existing businesses by working with organizations such as the EDA, CIC, and Chamber of Commerce and identify sources of help for those businesses, supporting the expansion of local businesses, and assisting with any other needs that arise.	Ongoing	Community Development
	(4) Recruit new businesses through the Economic Development Business Plan by identifying Fluvanna's competitive advantages, skilled workforce, necessary infrastructure, and effective marketing strategies.	2016-2017	Community Development
	(5) Consider designating, as by-right, some uses which currently require special use permits.	2016	Planning Comm. and Staff
	(6) Streamline the application and permitting process by working with businesses to help them locate in the appropriate areas of the county and by .	2016-2017	Planning Comm. and Staff
	(7) Clearly articulate the county's development standards and requirements to the development community.	Ongoing	Planning Comm. and Staff
<b>D</b>	<b>To develop a stronger regional presence.</b>		
	(1) Coordinate development activity at Fluvanna's northern border with Louisa County.	Ongoing	Community Development; BOS
<b>Chapter 6 – Historic Preservation</b>			
<b>A</b>	<b>To protect and conserve the county's historic and cultural resources.</b>		
	(1) Enhance historic areas with streetscape or other infrastructure improvements consistent with the period and style.	5 year	Fluvanna Historical Society; Public Works
<b>B</b>	<b>To identify and classify significant historic resources.</b>		
	(1) Use GIS to support Fluvanna County Historical Society efforts to document sites and include information in the society's archives, and adjust classifications accordingly.	2017	Planning Staff

Goal	Strategy	Timeline	Tasked To
	(2) Seek partnerships with higher education that will aid in the identification and possible rehabilitation of historic resources.	Ongoing	Fluvanna Historical Society
<b>C</b>	<b>To identify areas with tourism potential based on historic, cultural, recreational, and other relevant resources.</b>		
	(1) Market the historic qualities of Fluvanna and the surrounding area to encourage heritage tourism in the region.	Ongoing	Fluvanna Historical Society; Community Development
	(2) Include the rehabilitation or restoration of historic, cultural, or recreational resources as part of development projects, and through the establishment of other partnerships.	Ongoing	Fluvanna Historical Society; Community Development
<b>Chapter 7 – Parks and Recreation</b>			
<b>A</b>	<b>To upgrade or maintain existing facilities to allow for effective program delivery and community use.</b>		
	(1) Continue to develop Pleasant Grove as a primary location for major new facilities, using the updated Pleasant Grove Master Plan as a guide.	Ongoing	Parks & Rec
	(2) Continue to adequately maintain facilities to ensure healthy and safe environments for recreational activities and programs, through interagency cooperation.	Ongoing	Parks & Rec
<b>B</b>	<b>To plan and construct additional recreational facilities that will diversify and strengthen the existing parks and programs.</b>		
	(1) Amend the subdivision ordinance to ensure that at least some open space is used for recreation in cluster subdivisions and higher-density developments.	2017	Planning Comm. and Staff
	(2) Develop a greenway and parks master plan that will coordinate and plan for an integrated open-space network that includes multiuse trails, bikeways, and walkways that function as both recreational and alternative transportation amenities.	2017	Parks & Rec; Planning Comm. and Staff
<b>C</b>	<b>To foster public-private partnerships with recreation-based organizations or other interested parties, for facility construction and program implementation.</b>		
	(1) Maintain the partnership with the school system for shared use of county and school owned facilities.	Ongoing	Parks & Rec and School Board
<b>D</b>	<b>To expand customer outreach using contemporary technology.</b>		
	(1) Replace and update registration system, Use internet and new technology to provide 24/7 customer service. as tools to reach customers.	2016-2017	Parks & Rec
<b>E</b>	<b>To provide a balanced system of available parks, facilities, open space and recreation program opportunities that are distributed and accessible to all residents.</b>		
	(1) Develop community gathering locations that will enhance sense of community.	Ongoing	Parks & Rec
	(2) Work with Fluvanna County Planning Dept. to create an ordinance for new housing projects to include recreational resources and encourage private developers to provide recreational facilities.		

Goal	Strategy	Timeline	Tasked To
<b>Chapter 8 – Housing</b>			
<b>A</b>	<b>To provide for most of the county’s future housing needs within the community planning areas.</b>		
	(1) Create zoning that enables increased residential density in the growth areas, and allows for mixed-use and mixed-income developments including residences above storefronts.	2016-2017	Planning Comm. and Staff
	(2) Consider well-planned, holistic developments within growth areas and near supporting infrastructure such as schools, utilities, emergency services, parks, and natural areas in order to create balanced communities, maximize land use, and minimize negative environmental impacts.	Ongoing	Planning Comm. and Staff
	(3) Encourage housing in close proximity to commercial development so that the need for transportation to work is lessened.	Ongoing	Planning Comm. and Staff
<b>B</b>	<b>To provide a variety of well-planned housing choices.</b>		
	(1) Amend the zoning and subdivision ordinances to allow for varying lot sizes, from small clustered lots to large parcels suitable for continued farming and rural living.	2016	Planning Comm. and Staff
	(2) Allow for a mix of housing types and densities in individual developments (single and multifamily) as appropriate for the area and existing or planned infrastructure.	Ongoing	Planning Comm. and Staff
	(3) Eliminate the previously established planned unit development (PUD) zoning district outside of Zion Crossroads.	2016	Planning Comm. and Staff
	(4) Allow for housing and care facilities suited to the needs of senior populations - particularly within the community planning areas.	Ongoing	Planning Comm. and Staff
	(5) Allow for manufactured housing parks only in areas with appropriate infrastructure.	2016	Planning Comm. and Staff
<b>Chapter 9 – Human Services</b>			
<b>A</b>	<b>To provide adequate services for adolescent and teen populations.</b>		
	(1) Work with Fluvanna County Public Schools to establish an adolescent/teen multi-program center that offers opportunities for enrichment and social interaction.	5 year	Social Services
<b>B</b>	<b>To provide adequate services for elderly, disabled, and mentally ill or impaired citizens.</b>		
	(1) Encourage the development of nursing home facilities to meet the needs of the growing population.	Ongoing	Social Services, Planning Comm. and Staff
<b>C</b>	<b>To provide appropriate and adequate medical, health, and safety service facilities that are available to all populations.</b>		
<b>Chapter 10 – Education</b>			
<b>A</b>	<b>Assure a high quality education for all students in order that they thrive in the 21<sup>st</sup> century.</b>		
	(1) Secure funding to implement and strengthen a Pre-K to 12 focus on relevant and meaningful programs and courses for all students.	Ongoing	School Board; School Staff

Goal	Strategy	Timeline	Tasked To
<b>Chapter 11 – Public Safety</b>			
<b>A</b>	<b>To improve public safety infrastructure and operability in order to provide excellent service and protection to County residents.</b>		
	(1) Implement an Emergency Medical Dispatch protocol and system in the E-911 Center.	2016-2017	Emergency Services
	(2) Renovate and/or expand the E-911 Center and Sheriff's Office to accommodate growing service requirements.	5 year	Emergency Services
	(3) Provide police, fire, rescue, and water rescue personnel with state-of-the-art equipment.	Ongoing	Emergency Services
	(4) Plan for the replacement of vehicles and other capital items through the CIP.	Ongoing	Emergency Services
	(5) Actively seek funding sources for emergency preparedness training and administration.	Ongoing	Emergency Services
	(6) Establish and maintain funding levels that are competitive within the region, and appropriate for Fluvanna's population and growth rate, in order to provide the most efficient and effective public safety services.	Ongoing	Emergency Services
	(7) Implement recommendations from the 2012 Virginia Fire Services Board's Fire-Rescue Study for Fluvanna to improve services in four areas: organizational and operational development; communications; personnel and training; and administration policy and Finance.	2016-2017	Emergency Services
<b>B</b>	<b>To promote the effectiveness of community-based programs.</b>		
	(1) Advance the dialogue between law enforcement and the community concerning the need to reduce adult and juvenile crime rates through education and citizen participation at County events such as the county fair, Old Farm Day, Senior Citizen Day, Law Enforcement Appreciation Day, and so on.	2016-2017	Emergency Services
	(2) Enhance the community's emergency preparedness and response capability through increased education and training programs, as well as expanded partnerships with area business, nonprofit, and faith-based organizations.	2016-2017	Emergency Services
<b>C</b>	<b>To strengthen the human capital component of emergency services.</b>		
	(1) Support fire and rescue volunteers with open communication between the County government and volunteer organizations.	Ongoing	Emergency Services/ FFRA
	(2) Develop a data-driven Strategic Plan for long-term County fire-rescue services and operations with stakeholder input.	2016-2017	Emergency Services
<b>D</b>	<b>To integrate the provision of emergency services with other county and regional policies.</b>		
	(1) Enact the Statewide Fire Prevention Code through local ordinance, including ordinances to require notification of intent to burn brush.	2016-2017	Emergency Services

Goal	Strategy	Timeline	Tasked To
	(2) Amend the subdivision ordinance to include emergency services requirements; e.g. interconnectivity, restrictions on hammerhead roads, street width requirements, multiple means of ingress/egress, etc.	2016	Planning Comm. and Staff
	(3) Amend the subdivision ordinance to require defensible space provisions as recommended by the Virginia Dept. of Forestry.	2016-2017	Planning Comm. and Staff
	(4) Educate citizens on emergency preparedness, including existing health and emergency plans.	Ongoing	Emergency Services

### Chapter 12 – Financial Sustainability

<b>A</b>	<b>Synchronize the Capital Improvement Program (CIP) with the Comprehensive Plan, level-of services standards, and impact fee/proffer programs.</b>		
	(1) Align the CIP with level-of-services standards and impact fee/proffer programs so that development helps to finance public services and improvements that it will require, resulting in a revenue neutral or positive impact to the County.	2016	Planning Comm. and Staff
<b>B</b>	<b>Seek to maximize revenue streams from new development.</b>		
	(1) Establish level-of-services standards that must be met by every residential, commercial and industrial development as a condition of rezoning.	2016	Planning Comm. and Staff; Finance
	(2) Develop a comprehensive policy with guidelines regarding proffers (cash or otherwise) and/or impact fees to mitigate capital and services costs, as appropriate, to minimize the impact on County resources.	2016-2017	Planning Comm. and Staff; Finance
	(3) Reward development in the designated growth areas with higher density and access to public infrastructure.	Ongoing	Planning Comm. and Staff
<b>C</b>	<b>Achieve maximum cost savings through efficiency and effectiveness in County operations.</b>		
	(1) Establish a Financial Sustainability Task Force, consisting of County officials and citizens, to identify and develop best practices necessary to ensure County operations and policies are, and remain, cost-effective.	2016	BOS; Finance

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## **Fluvanna County, Virginia**

*A great place to live, learn, work, and play!*

# Report of the 2022 Historic Preservation Advisory Group

## Guiding Philosophy

“If Walker Timberlake toured his ‘grandly idyllic Seat of Justice’ today, he would immediately recognize the Court Green ... He might be surprised by the amount of planning now required to build here, but perhaps more than some he would welcome the idea of a Comprehensive Plan to ease growing pains like the ones he experienced when he brought into being this courthouse community. He would surely notice the mark that fires, floods, neglect, politics, and seeming progress have each left on this place still called Palmyra. Yet, despite the gains and losses, the Reverend Mr. Timberlake would know from his visit that the ‘Shiretown of Fluvanna’ has held its own and was well-positioned for the present age” (Barr, 2012; p. 36).

Though the above passage from David Barr’s *Virginia’s Palmyra* focuses only on the county seat, it well articulates the intentions of this 2022 Historic Preservation Advisory Group as we have considered the interests of Fluvanna County, our history, our historic resources that hold that history, and our future. Barr envisioned Reverend Timberlake’s return to Palmyra and celebrated the significance of maintaining genuine historic character through time and that effort’s value going forward. Likewise, our Advisory Group worked to expand this vision. We asked ourselves if Reverend S.C. Abrams returned to the schools he led if he could see the impact of his work expanding the reach of education as well as the progress that continues to grow from it. We asked if Sherriff Key would know the routes he rode, or if Trooper William Thompson would find the familiar in the Fork Union streets he once patrolled. We asked if this land’s precolonial caretakers could return to their historic Seat of Rassawek and find that place in the care of the Monacan Indian Nation. We asked if Ms. Sadie B. Seay could feel the legacy she left behind for Fluvanna students and business owners, and if Mr. Jesse Taylor could return to the wooded acres he once passionately surveyed and recognize some of the paths he wandered. And, perhaps, what we asked most of all is how we could contribute our own talents and convictions in the hopes that we would recognize Fluvanna and our various communities in 2040, and how the Fluvannians born in 2040 would be able to live with the knowledge and tangible evidence of the many histories that came before them.

We aim to honor the well-established histories of the various places, stories, and lives already well preserved, as well as expand the protections needed to safeguard the histories and historic resources that are otherwise slipping away, and honor too those still on the cusp of being created. We wish for new residents and new stories to create their own history in this county while giving them the opportunity to learn from their surroundings, from the history alive in historic resources, and the characters that filled those spaces in past lives. We aspire to provide guidance and inspiration to update policies to assist our county to **Grow with Grace**.

We offer this report of the 2022 Historic Preservation Advisory Group with the hope that it be helpful and complementary to the work that has been done by past advisory groups, the contributions collected in the Fluvanna County Comprehensive Plan, and the daily commitment of the staff in the Planning and Zoning Department.

# The New Challenge

## Current Conditions and Goals

- We reject as a false dichotomy the notion that growth and retention of character, identity, and quality are opposing values
- Fluvanna County has available to it modern and effective planning tools to meaningfully consider and preserve our rich historic resources and rural character, two deeply *intertwined goals, while also growing*
- We must, however, pick up these tools, sharpen them, and use them proactively through Comp Plan revisions and robust and meaningful ordinances to ensure we **Grow with Grace**
- A well-crafted Comp Plan has served us well to now. We are, however, at an inflection point and no longer adequately prepared to manage and shape growth responsibly for the future and will fail to retain character, identity, and the quality of life our community and citizens want and desire in the face of new and intense pressures on our economic, physical, and cultural resources

## The Foundation

### **“If you want to preserve something, first you have to find it.”**

- Conduct a countywide cost-share survey and resources assessment with the Department of Historic Resources in order to address the outdated and inadequate cultural resources data.
- The absence of good data risks unforced-harm to resources, project delays, rising costs, and controversy.
- The data in use today is now more than 30 years old and less than inclusive in its focus
- The data is inadequate as sound basis for planning, considering, shaping, approving, or budgeting for projects, whether in the case of the range of private development proposals

### **Broadening our Vision and Services**

- Following the countywide survey and resources assessments, the County should expand its engagement with interested communities to support and promote underappreciated and/or under-served historic resources in order to share a more holistic history and incorporate more individuals and communities.
- As appropriate, the county should work with the private owners of surviving Rosenwald schools to strengthen awareness of the struggle for education in Fluvanna.
- As possible, the county should partner with and follow the lead of the Monacan Indian Nation in preserving Rassawek and or public works undertakings such as roads.

### **Maintaining Rural Character -- Historic and Rural Preservation are inherently linked**

- Rural character has always been a top value for people visiting and

- relocating to our county and we must continue prioritizing it as such
- Open land, and the wildlife that relies on it for habitat, are historically and culturally important to our community, and must be preserved for the enjoyment, recreation, and education of future Fluvanna citizens and visitors

## **Putting Fluvanna Historic Resources to Work**

### **Restoring Landmarks and Identity – Leading by Example**

- For almost two centuries our Courthouse has been a gathering place, a symbol of identity and pride. This local landmark of national and international importance is at risk
- We must ensure it can continue to serve these public purposes for centuries to come
- Initiate, fund, and complete the restoration of the 1830 Fluvanna County Courthouse in accordance with the assessment land recommendations laid out in an independent Historic Structures Report funded in partnership with the FHS
- Recognize and work to fully tap the economic potential of the Courthouse and the Village as a tourism anchor

### **Tourism and Economic Development --Tourists and Businesses are attracted to the same attributes**

- Recognize and value that we have what tourists want in a diverse travel experience: Identity and authenticity – That is Historic Resources, scenic beauty and open spaces, a range of outdoor experiences, a strong arts community, a craft community, wineries and breweries, farmers markets
- Unlock Fluvanna’s potential by integrating the county’s tourism, economic development, business recruitment, outdoor recreation, and other related personnel and organizations to work together
- Plan and develop core tourism infrastructure assets
- Develop products, joint programming, collaborative promotion and marketing

## **Meeting the Challenge**

### **Enhance Professional Capacity**

- Support and supplement Planning and Zoning Department
  - Secure a grants administrator on staff to work in conjunction with local non-profits to secure funding for projects supported both by the county and the non-profits
- Encourage Historic Preservation Training
  - County staff should think of historic preservation as a key strategy for planning for quality of life and a vital future
- Support and enable training for staff, working with DHR to identify in-service training opportunities, including workshops, seminars, webinars, etc.
- To ensure quality and character, hire appropriate consultant or appoint an architectural Review Commission or informal resource group of professionals with related skills to help draft architectural guidelines for ordinances covering commercial and residential developments and overlay districts

## **Strengthening the Process**

- Integrate modern planning tools, including design guidelines and strong review processes, in order to grow with grace
- Cultural Review - Consider Impacts  
Implement a robust cultural review process to fully consider and assess proposed projects and their potential to adversely affect important historic resources.
- Consistent with all environmental review processes, the standard is to first avoid, second minimize, and, only if these two are not feasible, to third mitigate adverse effects.

## **Overlay Districts – Grow with Grace**

- Adopt overlay districts for entrance corridors and scenic areas that are essential to retaining rural character, identity, and economic opportunity through tourism and business recruitment.
- Adopt an overlay district for the Village of Palmyra as absolutely key to ensuring the future of this tourism anchor attraction
- An overlay for Palmyra is both timely and the only responsible step as the county vacates buildings.
- Adopt an overlay district for Fork Union as this potential key business address enjoys growth and development of quality.
- Consider overlay districts for Fluvanna’s distinctive crossroads villages.

## **Scenic Protections Within Overlays and Countywide**

- Protect the county’s scenic roadways by seeking designation of State Scenic Byways and by adopting a local scenic byway ordinance
- Identify scenic vistas countywide, seek a listing in the state register managed by Scenic Virginia, and protect with by limiting incompatible development.
- Include in overlay provisions for context-sensitive design, setbacks as appropriate, height, massing, muted colors, and non-reflective material with the exception of metal roofs, etc.
- Ensure quality, compatible or complementary character, and context sensitivity in new developments, business or residential, or for infill within existing areas
- Manage and enforce the County’s tree ordinances for its intended purpose

## **Incentives**

- Adopt tax abatement programs to encourage material investment in historic areas, particularly the Village of Palmyra and elsewhere as appropriate.
- Establish an enterprise zone with incentives for investment and job creation in Fork Union and elsewhere as appropriate
- Adopt a façade improvement program and incentive grants for Fork Union’s existing structures

# Building Community Through Connection

## Initiating New Opportunities for through Shared Symbolism

- The County should be intentional about systematically reinforcing traditions and expanding sources of community identity and connection.
- One example would be requiring all new county buildings to have two trees planted in front, a dogwood tree to honor the Commonwealth, and a persimmon tree to honor the county.

## History Everyday -- Sharing Stories, People, and Places to Strengthen Community and Awareness

- Publish, for example, a column in Fluvanna FAN Mail to include historical trivia, stories about people, and places to connect residents to our community and history in lively ways. Engage interest in the county, stimulate pride and a sense of belonging, nurture a strong spirit of community, and inspire residents, both new and longtime and new generations to care for historic places.
- Take advantage of digital marketing tools to promote Fluvanna's historic resources to residents in, and visitors to, the county.

## Promote - Stewarding for the Future

- Expand upon the strong community culture already in place here in the county and continue to develop a culture of historic awareness and appreciation.
- In the case of county-owned properties, the county should support and provide more regular opportunities for the public to engage with, benefit from, and contribute to our historic resources.
- Independent organizations like the Fluvanna Historical Society and the Fluvanna Leadership Development Program provide crucial opportunities for individuals to expand their awareness, but the County should play a large role in providing low-barrier opportunities for historic appreciation
- Develop, engage, or participate as an active partner in heritage education programs that foster community pride, good citizenship, a strong school curriculum, and stewardship of the County's historic resources.

## Voluntary Preservation

- Encourage landowners to pursue voluntary methods of preservation and conservation that provide tax and other financial incentive programs, including requesting landmark and district designations and offering conservation easements.
- Pursue historic district designations in cooperation with the Owners and in partnership with the FHS and DHR

## **Conclusion:**

Fluvanna County is a special place of beauty, character, and quality. It is ours to lose if we do not rise to meet new challenges and to use the tools available to us to manage, shape, and direct for quality growth. If we lose our distinct community, identity, and character, they are gone forever.

We can and must step up to **Grow with Grace**, intention, and an eye to the future.

## **Acknowledgments:**

We want to thank Douglas Miles and his staff for their generous assistance and time, the County Planning Commission for the opportunity to share our thoughts and hopes for the County for their consideration, and Eric Dahl, County Administrator, for his kind support and encouragement.

Donna D'Aguanno  
Kathleen Kilpatrick  
Haden Parrish



# REPORT OF THE FLUVANNA RURAL PRESERVATION ADVISORY GROUP

October 22, 2022

*“If Fluvanna were a ship, then its heritage should be the compass by which it sets course from now through the future. No stronger message could be sent by the citizens participating in the Forum: overwhelming consensus that the community and its government must work together to control and direct growth so that Fluvanna’s heritage – in its broadest possible meaning – continues to be a meaningful and living legacy that shapes future changes in the county and defines and unites the community.” From the 1999 Citizen Heritage Forum.* We have used these words as the inspiration for our deliberations and recommendations.

Although this statement was written over 20 years ago, we feel it is still a relevant statement of the importance of our rural areas. Subsequent county-wide surveys and citizen engagement have strongly endorsed Fluvanna’s needs to maintain its rural character and direct economic and residential growth to our Planning Areas.

## **Introduction**

The Rural Preservation Task Force, appointed to advise the Planning Commission and the Board of Supervisors on updating Fluvanna’s Comprehensive Plan, consisted of 5 citizens from many backgrounds and areas of the county. It included: Overton McGehee, Suzy Morris, Kathy Swenson Miller, Gibson Worsham and Marvin Moss. Mr. Moss withdrew his participation from the group but we’d like to acknowledge the significant contribution he made to the early work of this group. The group attended the Department of Community Development’s planned public meetings held at the library. We also met on our own to begin discussing our priorities and to outline our ideas and suggestions for amending the Comprehensive Plan. Some members have attended Board of Supervisors and Planning Commission meetings as well as had discussions with citizens throughout Fluvanna regarding direction of development in the county.

We would like to express our appreciation to Eric Dahl, Douglas Miles and his planning staff and our elected officials for their cooperation and assistance throughout this process. *Our Advisory Group would like to be included in the revision of our rural preservation zoning and subdivision ordinances after the Comprehensive Plan is adopted.*

## **Group’s Purpose**

The Rural Preservation Advisory Group’s objective is to provide community input regarding revision of the 2040 Comprehensive Plan regarding preservation of the rural portions of the county. Whatever form the amended Plan takes, it is our desire that the Planning Commission and the Board of Supervisors ensure that it is fully implemented by passage of or updating of

strong and clear zoning and subdivision ordinances; otherwise, the Plan has little meaning. The Comprehensive Plan is meant to be and should be the blueprint for the future of the county.

### **Projected Population Growth in Fluvanna**

According to the UVA Weldon Cooper Center Demographics Research Group, Fluvanna's projected population growth is 5 to 6% for next 10 years, which is in line with the growth these past 10 years (<https://demographics.coopercenter.org/virginia-population-projections>). Fluvanna must plan for where this growth, especially residential growth, should occur.

### **Background and History**

Our current Comprehensive Plan is quite a good one; however, it has not served the preservation of our rural land well – a goal articulated by hundreds of Fluvanna citizens in a series of Heritage Forums held from 1999-2002 and in subsequent surveys of our neighbors. When it was adopted, the concept of clustered development was a relatively new one, at least to Fluvanna. It is now obvious that cluster development (as it is currently defined by county ordinances) has failed and has, in reality, added a disproportionate amount of development in what is now termed our Rural Preservation Area. **In the 2015 Comprehensive Plan, the goal was to have only 30% of residential growth in our rural areas; however, from 2009 to 2019, 79% of that growth has occurred in the Rural Preservation and Rural Residential Areas.**

[https://www.fluvannacounty.org/sites/default/files/fileattachments/planning\\_amp\\_zoning/page/5641/2019\\_dar\\_final\\_draft.pdf](https://www.fluvannacounty.org/sites/default/files/fileattachments/planning_amp_zoning/page/5641/2019_dar_final_draft.pdf).

The principal shortcoming of cluster development implementation was the density allowed in the adopted zoning and subdivision ordinances. In addition, those ordinances allowed cluster developments in our rural areas by right. Should this situation be allowed to continue, it will invariably result in the building out of large parts of the county's rural landscape into suburban-type development.

Suffice it to say, much land was preserved in Fluvanna since the last Comprehensive Plan was adopted, not due to superior planning and zoning, but to economic factors well beyond the control of our local citizens. By that, we mean the serious housing and economic crisis of 2008-2010 when the housing market tanked and little new housing was being planned or built either locally or nationally. The other major factor has been the Covid crisis of 2020 to 2022. We would like to see our rural areas preserved by good planning and not be governed by changing conditions in the economy. Despite these outside limitations, a disproportionate amount of housing has been and is still going into our rural areas.

In recent years, Lake Monticello, our largest community, has been built out so that there is little opportunity within it for new housing. That, of course, puts additional pressure not only on land near the Lake but also on land in our designated rural preservation area. Although recent census data show that the average age of the population of the Lake continues to decline, it continues to have a sizeable aging population whose future needs should be a central part of the planning process. As recent housing proposals around the Lake have illustrated, residents in the Lake

continue to be concerned about the short- and long-term viability and capacity of its water and sewer systems. County planners have also indicated to us that they recognize that the most crucial and restraining infrastructure in the Lake neighborhood is its road system, which is today a major commuting network and would be substantially overburdened with new dense development.

**Infrastructure (water, sewer and roads)**

We applaud the county for its effort to bring water to the Route 15 and Route 250 area of Zion Crossroads where our existing plan calls for growth. The water and wastewater systems from the Women’s Prison will have a limited capacity. We are concerned that the ultimate provision of water at Zion from the James River will have little effect absent a central wastewater treatment system. We urge you to consider working with Louisa County, as we have done on so many other initiatives, to provide a joint wastewater treatment facility to meet the needs of our Comprehensive Plan. How does this relate to rural preservation? Our present Plan calls for development to be concentrated in the Zion Crossroads area. Without the infrastructure or incentives from our county to locate there, the pressure on the rural preservation area will not only continue but probably increase.

We are also enthusiastic about the plans for bringing a reliable source of water to the Fork Union area using the substantial funds provided by Dominion Energy with possible extensions in the future north on Route 15 to Carysbrook. We recognize that commercial development would then be attracted to that area, and we think that would be net plus for the county and its citizens. Coordination and consultation with the existing community in the village of Fork Union will be vital to its ultimate success.

Water resources must be linked to the question of land use and growth. Land use affects water both in quality and quantity. The Task Force wishes to state, in addition to the comments and suggestions made above, that we continue to be concerned about the availability of water in large parts of the proposed rural preservation area. The Timmons report and that of students from the University of Virginia in 2002 indicate that the most reliable source of water in the county is the James River, which we are in the process of bringing to some of our planned development areas. Growth is changing the nature of land use and therefore impacting the future of our water resources.

Fluvanna is blessed with an exceptionally good highway system with two major exceptions - the existing commuter routes from Lake Monticello to the interstate and to Charlottesville. The north central part of county with Route 15, Route 250 and I-64 has been recognized as the natural location for major development. In accordance with our Comprehensive Plan, it is unlikely that development will occur there without Fluvanna providing some incentives given the great cost of land at Zion versus the balance of the county. This too will have a disproportionate impact on our rural preservation area absent a concerted effort to channel development where we would like it to go.

**Infrastructure Goal:** Public water and sewer must drive location of residential growth in the county. In rural preservation areas, water availability must be a primary factor to determine density of development as well as proximity of wells to each other.

**Infrastructure Objectives:**

1. Discourage extension of public utilities and other growth-inducing public facilities into the rural preservation areas. Limit dense developments in the rural preservation area to those areas served by public utilities.
2. Water, both ground and surface, must be one of the central factors in planning future growth.
3. In Rural Preservation areas, wells must be a minimum of 200 feet apart from adjacent wells to avoid depletion of neighbors' groundwater by lowering the local water table.
4. Manage and protect the county's groundwater, river and stream resources
5. Bear in mind that the Commonwealth of Virginia, the other five Bay states, and the District of Columbia have signed an agreement with the Environmental Protection Agency entitled the "Chesapeake Bay Clean Water Blueprint." Among other things, it mandates serious reductions in the amount of phosphorous, nitrogen and silt in all the Bay's tributaries with a goal of meeting these goals by 2025. Development in our rural areas would not only have a serious detrimental impact on the ability of Fluvanna County and the Commonwealth of Virginia to meet the Total Maximum Daily Load Standards (TMDLS) contained in the Blueprint but also potentially result in loss of groundwater and the purity of our streams.

**Land Use and Preservation**

We viewed land and land use from the perspective of the oft-stated desire to preserve the county's rural character. While not advocating any effort "to stop or curtail" growth or to dictate to landowners the final disposition or economic value of their land resources, we believe that the existing situation under our current zoning and subdivision ordinances is likely to result in the loss of much of our agricultural, forestry, hunting, recreational and scenic resources. We, therefore, would like to propose some new approaches to this problem.

Our vision is that land use will be the overriding issue for comprehensive planning in the next 20 years or so. We need to change the concept of land use so that its relationship to water, air, agricultural and forestry production and quality of life will be the central focus of our planning. It will be an accepted reality among Fluvanna citizens that the preservation of land, water, the rural environment, historic sites and our scenic resources can only be retained as a result of good planning.

**Land Use and Preservation Goal:** Develop and implement zoning and subdivision ordinances that direct growth is designated growth areas in the county. Available public infrastructure is critically related to determination of the ordinances.

## **Land Use and Preservation Objectives:**

1. Make land use decisions and plans that are consistent with the overall goal of preserving open space and approve conversion of farmland to nonfarm use only if an overriding public need exists and the designated growth areas cannot accommodate the new use.
2. Direct growth, especially to five of the six Community Planning Areas: Zion Crossroads, Fork Union, Columbia, Scottsville, and Palmyra. In the Rivanna District, limit growth to business development due to concerns about water and sewer capacity and road safety.
3. Revise ordinances defining cluster development- major subdivisions (more than 6 parcels) in the rural preservation area.
4. Dense development in the Rural Preservation Area should be limited to those areas served by existing public utilities such as water and wastewater systems.
5. Spot zoning and rezoning in the newly designated Rural Preservation Area should either be avoided or prevented.
6. Encourage and facilitate landowners to place their land under conservation easements or in agricultural/forestal districts. Assist local nonprofits in educating landowners to the advantages of these programs. We applaud the county's conservation easement program.
7. Continue to support use-value taxation and other fiscal programs that help alleviate economic burdens on owners of land used for agriculture, horticulture, forestry or open space purposes and use land use planning to protect agricultural land from escalating assessments as a result of development pressures.
8. Collaborate with Fluvanna's extension agent to work with our rural landowners in order to optimally use farmland.
9. Encourage small solar farms as a form of income for rural landowners, potentially discouraging them from selling their land for development.

### **Recommendation regarding cluster subdivisions in the Rural Preservation Area**

This addresses major subdivisions (more than 6 parcels) in the Rural Preservation Area

1. We believe dense housing is not appropriate in the rural preservation area.
2. We recommend that low density cluster subdivisions should be allowed in the rural preservation area.
3. In the rural preservation area, cluster subdivisions should result in an overall density no greater than one house per eight acres.
4. Lots in cluster subdivisions in the rural preservation area should be at least 2 acres.
5. At least 3/4 of the original parcel should be in open space owned by a homeowners' association.
6. The open space may be leased. It may be farmed, used for timber, used as natural areas, used for resident gardens and trails, etc.

7. The open space may contain barns and other structures but may not contain dwellings.
8. In cluster subdivisions containing wells, in the rural preservation area, no well may be placed within 200 feet of another well.

### **Keeping Fluvanna's Rural Character**

**What is rural character?** Rural character refers to the patterns of land use typified by open land and forests, *low population density*, and agricultural production. One can envision rural character as: farmhouses; barns; pastures; livestock; agricultural and forestal projects; country stores; winding gravel roads; green spaces; wildlife; rivers and streams; starry nights; forests; tree lined gateways and highways; mountain views; orchards; vineyards; mills; locks; old school houses; log cabins; archeological sites; and country churches.

Once rural character is destroyed or lost, it is gone forever. It cannot be replaced.

**Rural Character Goal:** Ordinances should reflect the oft-stated desire of Fluvanna's citizens to retain and enhance our rural heritage. Our hope is that the following objectives would prevail in drafting new zoning and subdivision ordinances regarding growth in the designated Rural Preservation Area.

#### **Rural Character Objectives:**

1. Maximize the opportunity for continued preservation of farms, forests and open space to include preserving water quality in our streams and ground water resources; preserving wildlife habitat; limiting noise and light pollution; encouraging outdoor recreation and preserving the ability of farm and forest owners to profit from their enterprises.
2. Include in any proposed development a plan for retaining tree buffers when possible and a plan for the landscaping of the development, including landscape buffers from the road.
3. Develop scenic corridor regulations to preserve the scenic views along the gateways to Fluvanna County.
4. Protect the county's scenic roadways by designating them as State Scenic Byways and by adopting a local scenic byways ordinance.
5. Develop a Greenway Plan for Fluvanna County for increased recreational and tourism opportunities, provide connections to key destination points and attractions. This plan would include parks, significant trails, local wineries and orchards, historic sites, scenic rivers and unique local businesses. (The Fluvanna Leadership Development Program bus tour may be a starting point for this objective.)
6. Work with residents in identified Rural Crossroads areas to develop a plan for their geographic boundaries and ideas for small businesses, programs and services.

### **The Business of Development in Fluvanna**

**Goal:** Require residential and/or business developers to adhere to additional requirements of county government.

**Development Requirement Objectives:**

1. Any new project must demonstrate the potential cost impact of a proposed development (cost implications for county staff and services).
2. Regarding any proposed development, the county attorney and Planning Department resolve deed and legal disputes with all involved parties *before* any rezoning is considered.
3. Hold developers responsible for failure to comply with ordinances and/or proffers through implementation of monetary penalties.

**We wish to draw your attention to the separate report we have submitted regarding solar farms in Fluvanna. In filing this separate report, we acknowledge the urgency of this issue and urge the county to address the regulatory framework for permitting solar farms as soon as possible.**

## Minority Report of the Rural Preservation Advisory Group

by

**Suzy Morris**

November 28, 2022

The Rural Preservation Advisory Group (RPAG) prepared a report for the Planning Commission. I do not believe that the meetings were designed to encourage discussion of all the issues we considered. To the extent we had discussions, they were not complete, comprehensive, and robust.

As a member of the RPAG, I agree with some parts of the report (hereafter referred to as the Majority Report) but believe that some parts of the report are unnecessary, based on information not fully vetted, and omitted important information.

### **The Part of the Report with which I Agree**

*Our Advisory Group would like to be included in the revision and drafting of Zoning and subdivision ordinances after the Comprehensive Plan is adopted.*

After fully reviewing the submitted Majority Report, I agree with the Goals outlined in bullet detail for Infrastructure and Business Development. A Master **Landscape Plan and Tree Protection Plan** were recommended in **Reducing Runoff from New Development**.<sup>1</sup> It appears to have been written to preserve existing trees, to alleviate runoff, and to ensure buffering around new development maintains full, thick cover that retains the most nature in which it sits. **Rural Character Objectives 3 and 4** were highlighted for possible deletion in the final Majority Report. I recommend these objectives be retained. Should the final Majority Report delete the two objectives, ensure that they are put back into the Draft Majority Report as follows:

1. Develop scenic corridor regulations to preserve the scenic views along the gateways to Fluvanna County (2015 Comprehensive Plan, page 63).
4. Protect the county's scenic roadways by designating them as State Scenic Byways and by adopting a local scenic byways ordinance (Compare this to 2015 Comprehensive Plan, page 159, A(1)).

The writers of that document did not go far enough to address other equally important objectives that would make the future Fluvanna County a place that invites new residents and visitors alike. Without consideration and execution of all the obtainable and sustainable objectives, the County will move forward with shortsightedness. This will

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<sup>1</sup> **Reducing Runoff from New Development, Recommendations for Fluvanna County, February 2010, Rivanna Conservation Society and UVA Environmental Law and Conservation Clinic**



result in the potential loss of natural resources, its unique identity, and rural character, all of which deserve consideration as economic development tools.

### **The Part of the Report with which I Don't Agree**

I don't agree with **Objectives 3, 4, and 9 in the Land Use and Preservation Objectives**. These objectives concern very specific Land Use issues that should be addressed separately.

- Cluster Development: Re-evaluate cluster development issues and compliance in meeting Rural Preservation Area restrictions. If these problems continue, take action to rescind the Cluster Development Ordinance.
- Dense Development in Rural Preservation Areas: Deny **dense** development in Rural Preservation Areas. The goal of retaining the County's Rural Character is substantially degraded by **any dense** development in an RPA,
- Solar Facilities: Building these arrays appears to be contrary to the preservation of rural land and character of Fluvanna County. Strict limitations should be written into County ordinances. **Pause** acceptance of any pending or future zoning applications for solar facilities until proper Ordinances are written.

I do not agree with **Objective 2 in the Rural Character Objectives** because it states the **Landscape Plan and Tree Protection Plan** should be followed "when possible". However, it is imperative that the **Landscape Plan and Tree Protection Plan** be followed whenever a developer's Master Concept Plan is submitted with an application. The Objective may be corrected by replacing "when possible" with "that preserve and protect existing trees through ordinances."

### **Objective**

The Rural Preservation Advisory Group's objective is to include community input while assisting planners and elected officials in ensuring that Fluvanna County's rural character, positive quality of life, agricultural and forestal production, water quality and quantity, natural resources and scenic vistas are protected and improved through good planning and clear, strong zoning ordinances driven by the revised 2040 Comprehensive Plan.

To achieve this guiding Objective, the following policy strategies illustrate the interconnected, comprehensive nature of the varied elements involved in the preservation of Fluvanna County's unique identity and rural character.

### **Recommended Strategies to be Included**

The recommendations included in the RPAG Report should help the Planning Commission and Staff to start writing viable ordinances easily understood by applicants.

Many ordinances need updating and to be written in strong, clear language and enforced. The Subdivision Ordinances should be tailored to Fluvanna County and, in some cases, necessitate closer individual study based on incompatible uses of adjacent property, traffic and infrastructure concerns, and fiscal impact to taxpayers.

According to the 2015 Comprehensive Plan, it should be recognized that every request for zoning is not an automatic “Yes”

In the Majority Report, four Goals were identified as areas requiring Objectives to be identified in support of the 2040 Comprehensive Plan. Approved and adopted goals and objectives may become part of the 2040 Comprehensive Plan, as a revision of the 2015 Comprehensive Plan.

I identified 64 strategies that should be considered by the final decision makers of the 2040 Comprehensive Plan, the Planning Commission, and Staff when drafting ordinances. Of those 64 Strategies I wrote, 16 were similar to and included within the Objectives reported under the four Goals outlined in the Majority Report. The following 16 strategies are enhancements that are cross-referenced to the 4 Goals to which each applies and are identified as follows:

I = Infrastructure  
LU = Land Use and Preservation  
RC = Rural Character  
B = Business of Development

1. Discourage extension of public utilities and other growth-inducing public facilities into the rural preservation area. Limit denser developments in the rural preservation area to those areas served by public utilities. Direct growth to Fork Union and Zion Crossroads where public water will be available. **(Ref I-1, LU-2, LU-4)**
2. Make land use decisions and plans that are consistent with the overall goal of preserving open space and approve rezoning of farmland to nonfarm use only if an overriding public need exists and the designated growth areas cannot accommodate the new use. **(Ref LU-1)**
3. Encourage and facilitate landowners to place their land under conservation easements or in ag/forestal districts. Assist local nonprofits in making the advantages of these programs known to residents. We applaud the county's conservation easement program. **(Ref LU-6)**
4. Recognize conditions and restrictions in deeds and other legal documents and require developers to resolve all disputes involving all parties before any rezoning is considered. **(Ref B2)**
5. Continue to support land use taxation and other fiscal programs that help alleviate economic burdens on owners of land used for agriculture, horticulture, forestry, or open space purposes and use land use planning to protect agricultural land from escalating assessments because of development pressures. **(Ref LU-7)**
6. Mandate larger buffers (of at least 100 feet) between incompatible land uses and along our roads and the gateways to our county. Preserve, protect, and retain

mature trees along our roads to retain our rural character and tree canopies. Any new commercial or housing developments must be behind green buffers or berms where trees do not already exist to retain the views along our rural roads. **(Ref Partial RC-2)**

7. Develop scenic corridor regulations to preserve the scenic views along the gateways to Fluvanna County. (2015 Comprehensive Plan, page 63) **(Ref RC-3)**
8. Protect the county's scenic roadways by designating them as State Scenic Byways and by adopting a local scenic byways ordinance. (Compare this to 2015 Comprehensive Plan, page 159, A (1)) **(Ref RC-4)**
9. Develop a Greenway Plan for Fluvanna County for increased recreational and tourism opportunities, provide connections to key destination points and attractions. This plan would include parks, significant trails, local wineries and orchards, historic sites, scenic rivers, and unique local businesses. **(Ref RC-5)**
10. Protect scenic views and vistas by encouraging the siting of new buildings in conformance with the existing topography and into the existing landscape and vegetation. **(Ref RC-3)**
11. Design public utility corridors to fit the topography. **(Ref RC-4)**
12. Manage and protect the county's groundwater and surface water resources. Recently, the Commonwealth of Virginia has questioned the amount of environmental damage created by installing and maintaining solar facilities, specifically about runoff affecting the Chesapeake Bay. **(Ref I-4)**
13. Seek the expertise of the full-time extension agent in Fluvanna to work with our rural landowners to use farmland optimally. **(Ref LU-8)**
14. Mandate developers to minimize the visual impact by retaining natural features such as mature trees and plants, avoiding excessive grading, minimizing impervious surfaces, preserving wildlife habitats, and limiting light and noise pollution. **(Ref Partial RC-1)**
15. Avoid spot zoning and rezoning of A-1 land until each is studied individually for all monetary and opportunity costs. **(Ref LU-5, B-1)**
16. Bear in mind that the Commonwealth of Virginia, the other five Bay states, and the District of Columbia have signed an agreement with the Environmental Protection Agency entitled the "Chesapeake Bay Clean Water Blueprint." Among other things, it mandates serious reductions in the amount of phosphorous, nitrogen and silt in all the Bay's tributaries with a goal of meeting these goals by 2025. Development in our rural areas would not only have a serious detrimental impact on the ability of Fluvanna County and the Commonwealth of Virginia to meet the Total Maximum Daily Load Standards (TMDLS) contained in the Blueprint but also potentially result in loss of groundwater and the purity of our streams. **(Ref I-5)**

In the 2015 Comprehensive Plan, there are 12 chapters that are being **revised** in the ongoing process to update it. The strategies to meet the main objective of the Rural Preservation section of the 2040 Comprehensive Plan were developed using these 12 chapters covering:

Natural Environment  
Land Use and Community Design Environment  
Infrastructure  
Transportation  
Economic Development  
Historic Preservation  
Parks and Recreation  
Housing  
Human Resources  
Education  
Public Safety  
Financial Sustainability

Their integral relationships were considered in developing the strategies to meet the main objective in the Minority Report. I believe they are as equally important as those in the Majority Report and include concerns that arose from thorough study of the 2015 Comprehensive Plan, attendance of County meetings, and numerous interactions with citizens and inquiries over approximately two years. The other RPAG members never participated in those meetings.

New strategies are included to address new ventures that have come into the County such as solar facilities and unbuffered metal storage facilities.

The advocacy and implementation of the policy strategies in the Minority Report, hopefully, will be given thoughtful consideration when constructing the 2040 Comprehensive Plan and in drafting, revising, and enforcing ordinances. This care is essential in ensuring all aspects relative to preserving Fluvanna County's unique identity and rural character have been exhausted.

In Appendix 1 of the **Minority Report for the 2040 Comprehensive Plan, Vision, Objectives and Strategies**, I have listed relative statements in the 2015 Comprehensive Plan which need to be remembered and acknowledged when drafting, implementing, and enforcing ordinances. The 64 Strategies include the following 48 Strategies proposed for the 2040 Comprehensive Plan in addition to those in the Majority Report and 16 Enhancements listed Pages 3 and 4.

1. Ensure the rezoning and subdivision ordinances adopted are clear, strong, and reflect the vision of the Rural Preservation Advisory Group so that growth takes place in a controlled manner without spreading into a sprawling pattern; have the Rural Preservation Advisory Group continue to work in a collaborative status with the Planning Commission and the Board of Supervisors.
2. Balance zoning and subdivision ordinances to give equal or greater protection of property rights of resident property owners as opposed to off-site, non-resident property owners and developers. The county needs to protect and recognize the landowners who have chosen to stay and reside in Fluvanna County as their permanent residence.

3. Adapt development to the existing topography and natural setting. Excessive grading, cutting, and filling is to be discouraged.
4. Strictly regulate the number, size, and scope of smaller solar generation facilities in the county. Prohibit Industrial/Commercial scale solar power facilities as they appear to be contrary to the preservation of rural character in Fluvanna County.
5. Focus planning efforts on key parcels which have potentially serious effects on adjacent properties such as the 155-acre parcel opposite Pleasant Grove.
6. Keep river and stream corridors, especially floodplain and wetlands, undeveloped.
7. Limit development densities to ensure future development stays within the capacities of water and sewer systems.
8. Conduct water and wastewater studies as new development is requested and before that development is approved.
9. Create an Advisory Group to prepare architectural standards and to evaluate proposed new commercial and residential developments regarding styles and materials. Styles, materials, and structure height must protect the aesthetics of the land and reduce the environmental footprint of any new development.
10. Prohibit strip development and mandate limited access and internal access management in large scale commercial and industrial uses.
11. Support and promote specialty and niche farming such as equestrian uses.
12. Support local farmers markets with an emphasis on local products.
13. Encourage businesses and industries that support and strengthen the county's agricultural economy.
14. Promote farming as a productive way of life.
15. Hold developers accountable for the commitments made when property is rezoned or when developments are approved.
16. Ensure developers complete all parts of their applications.
17. Slow the constant rezoning of A-1 land (9 to 12 months).
18. Require larger lot sizes in rural areas and in developments on rezoned A1 land, especially adjacent to incompatible uses.
19. Encourage the protection of farmland and forests from development that would reduce its long-term viability as a part of the agricultural economy.
20. Mandate unobtrusive signage in commercial and industrial uses to protect primary roadways.
21. Support adequate setbacks, vegetative buffering, and dark sky lighting.
22. Draft design guidelines for all commercial and industrial development.
23. Revisit and revise cluster development ordinances and evaluate the results of all those developments built under the revised ordinances to include any impact on A-1 land.
24. Manage By-Right better by implementing rezoning where the developer specifically proffers the uses that they plan to pursue.
25. Develop and implement a system of cash proffers, impact fees, level of service standards. (Explain what level of service standards is).
26. Review and acknowledge the numerous statements in the 2015 Comprehensive Plan that illustrate why an automatic "YES" is not appropriate in all rezoning

- requests and approval of all developments. Draft ordinances to support these statements.
27. Identify the potential tax impact for each proposed development or rezoning (new schools, social services, public safety, traffic, water and sewer, adjacent incompatible uses). This information must be available to the Planning Commission and Board of Supervisors prior to their vote.
  28. Encourage the use of the county's rail lines for the movement of commercial and industrial goods and for passenger service, including tourists. (Buckingham County does this).
  29. Promote reuse of historic structures that support agricultural and forestal uses in the Rural Area.
  30. Identify the geographic limits of a crossroads community by meeting with Rural Area residents.
  31. Continue to discourage the proliferation of permanent and temporary advertising signs.
  32. Limit development on critical slopes to maintain the balance between slope, soils, geology, and vegetation.
  33. Reimagine and restore major celebrations of Fluvanna County related to history including oral history, music, and other related facets. Attempts should be made to include all areas and citizens, with outreach to youth groups and students.
  34. Hold developers responsible for failure to comply with ordinances and/or proffers through implementation of monetary penalties.
  35. Mandate low-impact development (LID) as an approach to site development and storm water management designed to mitigate development impacts to land, water, and air. LID begins with the site planning process and is more sustainable than traditional development practices. (See 2015 Comprehensive Plan, page 23).
  36. Enhance and aggressively market a Fluvanna County brand aimed at attracting tourists and visitors through good planning and design.
  37. Consider partnering with neighboring counties (i.e., Buckingham, Louisa) by exploring opportunities to attract new compatible economic enterprises.
  38. Encourage development of a "country store" at Pleasant Grove which highlights Fluvanna's artists, photographers, crafters, and writers where residents and tourists can enjoy the showcases in a comfortable setting along with the purchase of light refreshments including local artisanal foods.
  39. Pursue marketing efforts, using digital technology to target the tourist/visitor market with the attractions this area has to offer, including tubing, hiking, biking, horseback riding, fishing, arts and crafts festivals, historic tours, and vineyards.
  40. Continue to promote voluntary efforts by citizens and citizen groups to protect scenic resources (river clean up, trash pick-up, and recycling).
  41. Maintain the rural character and ensure the protection of current and future agricultural and forestal land as essential to preserving the heritage and unique character of Fluvanna County.

42. Require developers to commit to specific material types and styles as part of a project's approval through legally binding proffers.
43. Work to increase alternative transportation options such as Rideshare, park-and-ride locations, and a more flexible schedule for Jaunt to accommodate workers, the elderly, and the disabled to mitigate the effects of vehicle emissions.
44. Improve connectivity between Palmyra and Pleasant Grove and within CPAs to enable residents to travel safely without the need to use a vehicle.
45. Complete a Master Water and Sewer Plan. Identify sources for County long-term water needs, particularly for each of its CPAs.
46. Continue to review and pursue opportunities and options for Palmyra Village streetscapes projects to improve safety, parking, walkability, and overall appearance as it continues to be a viable, functioning Village. Do the same for Fork Union.
47. Continue Colombia area renewal efforts.
48. Investigate and pursue with State offices the installation of select boat ramps along the Rivanna and James Rivers to support additional recreation and tourism opportunities. The water treatment plant could have a shared access for a boat ramp.

### **The Parts of the Report I Believe to be Unnecessary**

I believe the following selections from the referenced RPAG submission are unnecessary for the report. The RPAG report should address the research, findings, goals, recent citizens' concerns, and recommendations of the Group.

***“If Fluvanna were a ship, then its heritage should be the compass by which it sets course from now through the future. No stronger message could be sent by the citizens participating in the Forum: overwhelming consensus that the community and its government must work together to control and direct growth so that Fluvanna’s heritage – in its broadest meaning – continues to be a meaningful and living legacy that shapes future changes in the county and defines and unites the community.” From the 1999 Citizen Heritage Forum.*** We have used these words as the inspiration for our deliberations and recommendations.

Although this statement was written over 20 years ago, we feel it is still a relevant statement of the importance of our rural areas. Subsequent county-wide surveys and citizen engagement have strongly endorsed Fluvanna’s needs to maintain its rural character and direct economic and residential growth to our Planning Areas.

### **Introduction**

The Rural Preservation Task Force, appointed to advise the Planning Commission and the Board of Supervisors on updating Fluvanna's Comprehensive Plan, consisted of 5 citizens from many backgrounds and areas of the county. It included: Overton McGehee, Suzy Morris, Kathy Swenson Miller, Gibson Worsham and Marvin Moss. Mr. Moss withdrew his participation in the group but we'd like to acknowledge the significant contribution he made to the early work of this group. The group attended the Department of Community Development's planned public meetings held at the library. We also met on our own to begin discussing our priorities and to outline our ideas and suggestions for amending the Comprehensive Plan. Some members have attended Board of Supervisors and Planning Commission meetings as well as had discussions with citizens throughout Fluvanna regarding direction of development in the county.

### **The Parts of the Report I Believe were Based on Information Not Fully Vetted**

#### **Majority Report, *Solar Farms in Fluvanna County, Virginia – Getting it Right the First Time***

This report on the Solar Farms was not discussed in any detail. In fact, that document was not provided to the RPAG in sufficient time to foster any detailed discussion. Without those discussions, additional research from a variety of resources and Virginia state reports, no valid recommendations can be made concerning zoning codes that will preserve rural lands. The following discussion points are important to be read when the County is considering an application to build a solar facility.

Solar Facilities are already being built in Fluvanna County. The intent of this section is to identify things that should be considered in current or new ordinances that will provide the best benefits to the County, preserve the land, and protect the health, safety, and general welfare of Fluvanna citizens.

However, it must be recognized that, because of the National emphasis on building renewable energy sources, the open land in Fluvanna County is prey to solar developers. The benefits of these power facilities must be weighed carefully. Of particular importance to this County is the decision as to what megawattage will be allowable when the zoning codes are developed and written. An inherent part of writing effective ordinances is evaluation of current power grids to determine what energy loads can be supported. Solar developers are incentivized to push to beat the expiration of tax credits in 2025 and get solar arrays approved. Fluvanna, like many other jurisdictions, has no ordinances to protect its rural land.

The Virginia Department of Environmental Quality has been tasked, in concert with other State departments, to develop regulations governing criteria to determine the potential adverse impacts on prime agricultural soils and forest lands. This process is expected to extend well into 2023.



## MINORITY REPORT FOR THE 2040 COMPREHENSIVE PLAN VISION, OBJECTIVE, AND STRATEGIES

**By Suzy Morris**  
**(Member, Rural Preservation Advisory Group)**

November 28, 2022

Fluvanna citizens have for decades reaffirmed their unyielding desire to maintain Fluvanna's rural character. Fluvanna County's current mission statement:

**“Fluvanna County is committed to providing an excellent quality of life for our citizens and businesses through the efficient delivery of core services and programs while preserving the unique identity and rural character of the County.”**

Therefore, the principal Vision that drives this 2040 Comprehensive Plan is maintaining Fluvanna County's rural character.

What constitutes rural character?

- farmhouses, barns, pastures, livestock, agricultural and forestal production.
- country stores, winding gravel roads, green spaces, wildlife, rivers and streams, starry nights, forests
- tree lined gateways and highways, mountain views, orchards, vineyards
- mills, locks, old schoolhouses, log cabins, mansions, archaeological sites, churches, low density population

**Once the rural character is destroyed or lost, it is gone forever; it cannot be replaced.**

**All** areas of Fluvanna must retain rural character even the Community Planning Areas (CPAs). With development, appropriate buffering must be required when differing uses adjoin. Housing developments must be set back from roads and mature tree buffers preserved. Even Zion Crossroads, slated to be the most developed part of Fluvanna, must retain its rural character while expanding its services. As one of the primary gateways to Fluvanna, it should be enhanced to provide a scenic welcome to residents and tourists. The residents of the Rivanna CPA, with almost half of Fluvanna's population, actively seek to preserve open spaces, green infrastructure, and managed, sustainable growth that compliments existing rural and historic areas.

### **Background and History**

The Comprehensive Plan is meant to be the blueprint for the future of Fluvanna County. It is imperative that the Planning Commission and the Board of Supervisors ensure that it guides the creation, passage, implementation, and enforcement of updated, strong, clear zoning and subdivision ordinances tailored to Fluvanna County; otherwise, this Plan has little meaning. Those ordinances are paramount to the successful guidance and management of county growth and rural preservation. Fluvanna's Plan must continue to tie development to the natural environment and its protection, while emphasizing the need for sustainable and

fiscally responsible development. Despite the depth of our current 2015 Plan, it has not served the preservation of our rural land well. The failure to preserve rural land is not in the Plan itself, but in the lack of understanding that the people's Plan contains numerous statements that illustrate why an automatic "YES" is not always appropriate for rezoning requests and approvals of developments.

(See Appendix 1 that presents statements in the 2015 Comprehensive Plan which need to be remembered.)

Much of the land which was preserved in Fluvanna since the 2015 Comprehensive Plan was adopted was a result of economic factors well beyond the control of our citizens as well as the Covid crisis beginning in 2020. We would like to see our rural areas preserved by good planning and clear, strong zoning ordinances and not be governed by changing conditions in the economy.

### **Infrastructure, Land Use and Preservation**

Since the adoption of the 2015 Comprehensive Plan, Lake Monticello, our largest community, has been largely completed and now has relatively few lots left on which houses can be built. This puts significant pressure on land near the Lake, especially on land in our rural preservation areas. Lake residents continue to be concerned about the viability and capacity of its water and sewer systems. County planners have also indicated to the residents that they recognize that the most crucial and restraining infrastructure in the Lake area is the "highway system", those roads which encircle Lake Monticello.

The Rural Preservation Advisory Group (RPAG) applauds the county for its effort to bring water to the Route 15 and Route 250 area of Zion Crossroads where our existing plan calls for growth. We urge you to consider working with Louisa on a central wastewater treatment facility. We are also enthusiastic about plans for a reliable source of water for the Fork Union area which will support and drive residential development. It should also bring new businesses to the recently approved industrial park. All this growth will benefit the county.

**The RPAG wishes to make the point that water, land use and growth must be considered in a comprehensive manner and that water availability can be used as a tool to limit and to channel growth.** Land use affects water both in quality and quantity. There are continued concerns about the availability of water in large parts of the proposed rural preservation area. In addition, Fluvanna may have to provide incentives in the Zion Crossroads area to spur development with land in that area being expensive.

**Our vision is that land use will be the overriding issue for comprehensive planning in the next 25 years.**

The reality among Fluvanna citizens is that the preservation of land, water, the rural environment, historic sites, and our scenic resources can only be accomplished as a result of **good planning and effective, timely implementation of updated, strong, clear zoning and subdivision ordinances ensuring that growth is directed to designated growth areas and that public infrastructure is related to that plan. An additional key ingredient in this rural preservation plan is the designation of only two land uses: the six Community Planning Areas (CPAs) and a Rural Preservation Area (RPA).**

In the 2015 Comprehensive Plan, there are 12 chapters:

- Natural Environment
- Land Use and Community Design Environment
- Infrastructure
- Transportation
- Economic Development
- Historic Preservation
- Parks and Recreation
- Housing
- Human Resources
- Education
- Public Safety
- Financial Sustainability

Their integral relationships were considered in developing the strategies to meet the main objective.

### **Objective**

**The Rural Preservation Advisory Group’s objective is to include community input while assisting planners and elected officials in ensuring that Fluvanna County’s rural character, positive quality of life, agricultural and forestal production, water quality and quantity, natural resources and scenic vistas are protected and improved through good planning and clear, strong zoning ordinances driven by the revised 2040 Comprehensive Plan.**

To achieve this guiding Objective, we advocate the following policy strategies that illustrate the interconnected, comprehensive nature of the varied elements involved in the preservation of Fluvanna County’s unique identity and rural character.

### **Policy Strategies**

1. Discourage extension of public utilities and other growth-inducing public facilities into the rural preservation area. Limit denser developments in the rural preservation area to those areas served by public utilities. Direct growth to Fork Union and Zion Crossroads where public water will be available.
2. Make land use decisions and plans that are consistent with the overall goal of preserving open space and approve rezoning of farmland to non-farm use **only** if an overriding public need exists and the designated growth areas cannot accommodate the new use.
3. Encourage and facilitate landowners to place their land under conservation easements or in ag/forestal districts. Assist local nonprofits in making the advantages of these programs known to residents. (We applaud the county’s conservation easement program.)
4. Recognize conditions and restrictions in deeds and other legal documents and require developers to resolve **all** disputes involving **all** parties before any rezoning is considered.

5. Continue to support land use taxation and other fiscal programs that help alleviate economic burdens on owners of land used for agriculture, horticulture, forestry, or open space purposes and use land use planning to protect agricultural land from escalating assessments because of development pressures.

6. Mandate larger buffers (of at least 100 feet) between incompatible land uses and along our roads and the gateways to our county. Preserve, protect, and retain mature trees along our roads to retain our rural character and tree canopies. Any new commercial or housing developments must be behind green buffers or berms where trees do not already exist to retain the views along our rural roads. <sup>1</sup>

- Inform, educate, and precisely define the **Landscaping and Tree Protection Plan** for all members of the Board of Supervisors and Planning Commission.
- Ensure all types of developers are informed of the **Landscaping and Tree Protection Plan**. Mandate the inclusion of specific tree protection strategies as part of the application, Master Concept Plan and Site Development Plan.
- Enforce compliance with the **Landscaping and Tree Protection Plan** by following all the prescribed procedures and eliminating any potential options for developers to bypass the Plan to avoid compliance.

7. Develop scenic corridor regulations to preserve the scenic views along the gateways to Fluvanna County. (2015 Comprehensive Plan, page 63)

8. Protect the county's scenic roadways by designating them as State Scenic Byways and by adopting a local scenic byways ordinance. (Compare this to 2015 Comprehensive Plan, page 159, A (1))

9. Develop a Greenway Plan for Fluvanna County for increased recreational and tourism opportunities, provide connections to key destination points and attractions. This plan would include parks, significant trails, local wineries and orchards, historic sites, scenic rivers, and unique local businesses.

10. Protect scenic views and vistas by encouraging the siting of new buildings in conformance with the existing topography and into the existing landscape and vegetation.

11. Design public utility corridors to fit the topography.

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<sup>1</sup> **Fluvanna County Zoning Code of Ordinances, Section 22, Article 24, Landscaping and Tree Protection**

12. Manage and protect the county's groundwater and surface water resources. Recently, the Commonwealth of Virginia has questioned the amount of environmental damage created by installing and maintaining solar facilities, specifically about runoff affecting the Chesapeake Bay.

13. Seek the expertise of the full-time extension agent in Fluvanna to collaborate with our rural landowners to use farmland optimally.

14. Mandate developers to minimize the visual impact of development through ordinances that require retaining natural features, such as mature trees and plants, avoiding excessive grading, minimizing impervious surfaces, preserving wildlife habitats, and limiting light and noise pollution.

15. Avoid spot zoning and rezoning of A-1 land until each is studied individually for all monetary and opportunity costs.

16. Bear in mind that the Commonwealth of Virginia, the other five Bay states, and the District of Columbia have signed an agreement with the Environmental Protection Agency entitled the "Chesapeake Bay Clean Water Blueprint." Among other things, it mandates serious reductions in the amount of phosphorous, nitrogen and silt in all the Bay's tributaries with a goal of meeting these goals by 2025. Development in our rural areas would not only have a serious detrimental impact on the ability of Fluvanna County and the Commonwealth of Virginia to meet the Total Maximum Daily Load Standards (TMDLS) contained in the Blueprint but also potentially result in loss of groundwater and the purity of our streams.

17. Ensure the rezoning and subdivision ordinances adopted are clear, strong, and reflect the vision of the RPAG so that growth takes place in a controlled manner without spreading into a sprawling pattern; have the RPAG continue to work in a collaborative status with the Planning Commission and the Board of Supervisors.

18. Balance zoning and subdivision ordinances to give **equal or greater** protection of property rights of resident property owners as opposed to off-site, non-resident property owners and developers. The county needs to protect and recognize the landowners who have chosen to stay and reside in Fluvanna County as their permanent residence.

19. Adapt development to the existing topography and natural setting. Excessive grading, cutting, and filling is to be discouraged.

20. Strictly regulate the number, size, and scope of smaller solar generation facilities in the county. Prohibit Industrial/Commercial scale solar power facilities as they appear to be contrary to the preservation of rural character in Fluvanna County.

- **Pause the acceptance of newly proposed solar facilities until solar has been thoroughly studied, potential impacts are known, and proper ordinances are written to protect the County and are in place.**

21. Focus planning efforts on key parcels which have potentially serious effects on adjacent properties, such as the 155-acre parcel opposite Pleasant Grove.
22. Keep river and stream corridors, especially floodplain and wetlands, undeveloped.
23. Limit development densities to ensure future development stays within the capacities of water and sewer systems.
24. Conduct water and wastewater studies as new development is requested and before that development is approved.
25. Create an Advisory Group to prepare architectural standards and to evaluate proposed new commercial and residential developments regarding styles and materials. Styles, materials, and structure height must protect the aesthetics of the land and reduce the environmental footprint of any new development. (pg.42, 2015 Comprehensive Plan).
26. Prohibit strip development and mandate limited access and internal access management in large scale commercial and industrial uses.
27. Support and promote specialty and niche farming such as equestrian uses.
28. Support local farmers markets with an emphasis on local products.
29. Encourage businesses and industries that support and strengthen the county's agricultural economy.
30. Promote farming as a productive way of life.
31. Hold developers accountable for the commitments made when property is rezoned or when developments are approved.
32. Ensure developers complete all parts of their applications.
33. Slow the constant rezoning of A-1 land (9 to 12 months).
34. Require larger lot sizes in rural areas and in developments on rezoned A1 land, especially adjacent to incompatible uses.
35. Encourage the protection of farmland and forests from development that would reduce its long-term viability as a part of the agricultural economy, i.e., residential development and solar facilities.
36. Mandate unobtrusive signage in commercial and industrial uses to protect primary roadways.

37. Support adequate setbacks, vegetative buffering, and dark sky lighting.
38. Draft design guidelines for all commercial and industrial development.
39. Revisit and re-evaluate cluster housing development that has not been successful in preserving our rural lands. Consider rescinding cluster development if revamping it does not work.
40. Manage By-Right better by implementing rezoning where the developer specifically proffers the uses they plan to pursue.
41. Develop and implement a system of cash proffers, impact fees, level of service standards. (Explain what level of service standards is).
42. Review and acknowledge the numerous statements in the 2015 Comprehensive Plan that illustrate why an automatic "YES" is not appropriate in all rezoning requests and approval of all developments. Draft ordinances to support these statements).
43. Identify the potential tax impact for each proposed development or rezoning (new schools, social services, public safety, traffic, water and sewer, adjacent incompatible uses). This information must be available to the Planning Commission and Board of Supervisors prior to their vote.
44. Encourage the use of the county's rail lines for the movement of commercial and industrial goods and for passenger service, including tourists. (Buckingham County does this).
45. Promote reuse of historic structures that support agricultural and forestal uses in the Rural Area.
46. Identify the geographic limits of a crossroads community by meeting with Rural Area residents.
47. Continue to discourage the proliferation of permanent and temporary advertising signs.
48. Limit development on critical slopes to maintain the balance between slope, soils, geology, and vegetation.
49. Reimagine and restore major celebrations of Fluvanna County related to history including oral history, music, and other related facets. Attempts should be made to include all areas and citizens, with outreach to youth groups and students.
50. Hold developers responsible for failure to comply with ordinances and/or proffers through implementation of monetary penalties.

51. Mandate low-impact development (LID) as an approach to site development and storm water management designed to mitigate development impacts to land, water, and air. LID begins with the site planning process and is more sustainable than traditional development practices. (See 2015 Comprehensive Plan, page 23).
52. Enhance and aggressively market a Fluvanna County brand aimed at attracting tourists and visitors through good planning and design.
53. Consider partnering with neighboring counties (i.e., Buckingham, Louisa) by exploring opportunities to attract new compatible economic enterprises.
54. Encourage development of a “country store” at Pleasant Grove which showcases Fluvanna’s artists, photographers, crafters, and writers where residents and tourists can enjoy the showcases in a comfortable setting along with the purchase of light refreshments including local artisanal foods.
55. Pursue marketing efforts, using digital technology to target the tourist/visitor market with the attractions this area has to offer, including tubing, hiking, biking, horseback riding, fishing, arts and crafts festivals, historic tours, and vineyards.
56. Continue to promote voluntary efforts by citizens and citizen groups to protect scenic resources (river clean up, trash pick-up, and recycling).
57. Maintain the rural character and ensure the protection of current and future agricultural and forestal land as essential to preserving the heritage and unique character of Fluvanna County.
58. Require developers to commit to specific material types and styles as part of a project's approval through legally binding proffers. (See pp. 41-42, 2015 Comprehensive Plan).
59. Work to increase alternative transportation options such as Rideshare, park-and-ride locations, and a more flexible schedule for Jaunt to accommodate workers, the elderly, and the disabled to mitigate the effects of vehicle emissions.
60. Improve connectivity between Palmyra and Pleasant Grove and within Community Planning Areas to enable residents to travel safely without the need to use a vehicle.
61. Complete a Master Water and Sewer Plan. Identify sources for County long-term water needs, particularly for each of the CPAs.
62. Continue to review and pursue opportunities and options for Palmyra Village streetscape projects to improve safety, parking, walkability, and overall appearance as it continues to be a viable, functioning Village. Do the same for Fork Union.
63. Continue Columbia area revitalization efforts.



64. Investigate and pursue with State offices the installation of boat ramps along the Rivanna and James Rivers to support additional recreation and tourism opportunities. Consider using the Water Treatment Plant to provide a shared access point for a boat ramp.

## **Solar Facilities**

Solar facilities are an evolving subject of great interest and current discussion. Therefore, recommend the County establish a working committee to study the potential impact of industrial/commercial solar facilities in the County and to provide a clear, thorough impact study to the Planning Commission and the Board of Supervisors. The County must establish a clear, consistent, and readily understandable policy with strong, effective ordinances for solar facilities to include the impact such installations could have on adjacent or nearby landscapes and/or historic properties. The County must prevent such developments when these valuable county attributes are at risk. An environmental impact study must be submitted by the "Provider" as to the potential environmental and economic harm in case of natural disaster or unforeseen consequences including the decommissioning process. Inherent in these discussions should be the potential tax benefits to Fluvanna County and its citizens from any such solar installations. Also, we would like more information on the short- and long-range impacts of such installations on ground water and the environment in general. Recently, the Commonwealth of Virginia has questioned the amount of environmental damage created by installing and maintaining solar facilities, specifically regarding runoff affecting the Chesapeake Bay.

Madison County developed a comprehensive Ordinance to provide standards and review procedures for the development, operations, siting, and decommissioning of solar facilities. A copy is provided at Appendix 4.

## **Conclusion**

We thank you for giving us this opportunity to provide our planners and elected officials our recommendations for our new Comprehensive Plan. Rural preservation is the most vital component of Fluvanna's revised Plan since it is the basis for all rural character preservation on which the 2040 revised Plan depends. We are enthusiastic to continue participating and contributing assistance during the drafting process and the creation of ordinances to support it.

## APPENDIX 1.

The following statements in the 2015 Comprehensive Plan need to be remembered when drafting ordinances:

1. The Plan **“cannot bind the policies of the BOS, but as a public document that reflects public input, it should guide the land use policies and fiscal decisions of Fluvanna.”** (pg. 9) The first stated goal of the Plan is to maintain Fluvanna’s rural character.
  - **“The way a community chooses to grow, directly impacts the tax base and the taxes paid by existing citizens.”** (pg. 25)
  - **“There must be valid reasons for any zoning amendment that is [sic] substantially related to public welfare and necessity. It is not sufficient that an applicant merely shows that there is no neighborhood objection to the requested amendment.”** (pg.28)
  - **“A primary cause of sprawl is sporadic rezoning of properties throughout a locality...primarily for the private interest of one or more landowners instead of furthering the welfare of the entire community as part of an overall zoning plan. There must be valid reasons for any zoning amendments that are substantially related to the public welfare and necessity.”** (pg.28)
  - **“Zoning applications should be well planned and complementary to the vision for the area. Critical items include buffers and screening between incompatible uses...adequate infrastructure, sustainable and attractive design...”** (pg. 29)
  - **“Rezoning applications that do not compliment the community’s vision and address all anticipated adverse impacts from the project are not approved.”** (pg. 29)
  - **“It is not sufficient for an applicant to receive approval for a rezoning simply because a property is within a community planning area.”** (pg. 29)
  - **“Applications that do not address a project’s external costs to the community and provide a clear fiscal benefit to the county will not be favorably received.”** (pg. 29)

It appears that, since the build out of Lake Monticello, more building permits were issued for rural areas which are intended for the lowest density and the preservation of open space rather than in community planning areas. **“The future development of (routinely) approved subdivisions** (especially in rural areas and rezoned agriculture A-1) **could provide significant challenges to the preservation of rural character”** (pg. 30). This trend is the reverse of the desired development pattern.

**Financial sustainability** is of uppermost importance to citizens and must balance population growth against fiscal strain. **“County leaders must, in all decisions, recognize that they are the stewards for the people’s money. Expenditures and obligations are entered into only when it is in the people’s best interest...the annual review process for the CIP utilizes the goals and strategies in the Comprehensive Plan”.** (pg.147) The county must show **“the estimated tax impact of the debt service plus any ongoing cost necessary to maintain and staff the project in the future.”** (pg.147)

**“Well-managed forests and farms are still a primary land use and a key component of the County’s historic and rural character and economic viability.” (pg.13)**

**“Ag/forestral districts are also abundant in rural areas and permanent open spaces ... and buffer areas are preserved as part of the development process.” (pg.13)**

**“Forests contribute service, like stormwater management, wildlife habitat protection, reduced erosion, groundwater recharge, carbon sequestration, and insect pollination.” (pg.16)**

**“Development should be required to show its projected impact on surrounding groundwater supplies ... Mitigating this impact, along with others, such as stormwater and traffic on surrounding property owners, is of utmost importance in any discretionary zoning action.” (pg.18)**

**“Hydrogeologic investigations, testing and reports should be required and specifically defined for ... residential subdivisions ... served by individual wells and ... newly proposed or expanded central water system not owned by and/or operated by Fluvanna County, FUSD, or other public entity.” (pg.19)**

**“Preserving or planting appropriate tree species throughout vehicular corridors is a good way to mitigate the effects of automobile emissions.” (pg.20)**

**“Low-Impact Development (LID) is an approach to site development ... that “preserves open space and minimizes land disturbance ... customizes site design to each site”, and incorporates natural site elements (wetlands, stream corridors, mature forests) as design elements...” (pg.23)**

**“The County’s natural resources deserve consideration as economic development tools ... development efforts should include protecting, enhancing, and promoting these resources.” (pg.23)**

**“Growth should be guided to ensure that adequate public services are provided and proper transitions exist between land uses.” (pg.25)**

**“Critical items (in zoning applications) include buffers and screening between incompatible uses ...” (pg.29)**

**“Utilities, specifically sewage systems, need to be carefully controlled and regulated ... to assist the prescribed land-use plan in a sustainable and environmentally responsible manner.” (pg.29)**

**“Palmyra (and the Rivanna Community Planning Area) should grow in an integrated, sustainable way that compliments existing development and the history or each area.” (pg.41)**

**“The design, style, and material quality of building impact the aesthetics and sustainability of the community.” (pg.41) “It is reasonable and feasible for a developer to commit to specific material types and styles as part of a project’s approval, preferably through legally binding proffers.” (pg.42)**

**“Zion Crossroads Community Plan ... seeks to expand the services .. options available for its residents while, at the same time, retaining the area’s rural character.” (pg.44) “Zion Crossroads is the primary gateway to Fluvanna County and should be enhanced to provide a scenic welcome to residents and tourists.” (pg.44) “The Route 250 and Route 15 intersection presents an opportunity to introduce travelers to the rural character of Fluvanna County ... The traffic signal, overhead utility lines, and cluttered signage contribute to the poor visual quality of this gateway to the Zion Crossroads. Addressing these functional and visual issues will greatly improve the people’s first impression of Fluvanna County.” (pg.45) “Protect the rural features of the Zion Crossroads area. The development of Zion Crossroads need not come at the expense of its rural and environmental features ... The County should encourage development that leaves natural features as intact as possible ... excessive grading, unnecessary removal of helpful plants and trees, and large quantities of impervious surfaces all contribute to stormwater runoff and sedimentation.” (pg.47) Support development of additional light industry ... with an appropriate buffer.” (pg.49)**

**“Most residents (of Lake Monticello) agree that it is important to take steps to maintain the rural character of the surrounding area ... (pg.50) “... and protect natural resources.” (pg.52)**

**In the Palmyra CPA, “... consider additional zoning or regulations to preserve the rural character of the edges ...” (pg.56)**

**The Fork Union CPA should encourage “compact growth in the downtown area while preserving the rural nature of the surrounding area.” (pg.57) “Prioritize renovation over new construction ... The Fork Union District is full of natural and historic resources to be valued and protected.” (pg.59)**

**“The rural preservation areas are intended to be the least developed areas of the County. Large subdivisions in the rural preservation areas should be discouraged.” (pg.61) In rural preservation areas, “when development occurs, appropriate buffering should also be required when differing uses adjoin each other ... Housing developments should minimize access points and be adequately set back from roads ... Open-space provisions could enhance rural character and be used to buffer residential subdivisions from adjacent agricultural uses.” (pg.65)**

**“Threats to (scenic beauty) include incompatible development, inconsistent or insufficient regulations, growth pressures, and pollution and litter. These scenic views are often located along important corridors and can serve as “gateways” into the community. Special measures, such as “scenic corridor” regulations, could be taken to preserve these views.” (pg.63) As of 2022, there are no scenic corridor regulations.**

## APPENDIX 2

Since Fluvanna County started approving cluster development in 2004, it became obvious that cluster development (as it is currently defined by County Ordinances) has failed. It has added a disproportionate amount of development in what is termed our Rural Preservation Area. The 2015 Comprehensive Plan Goal was to have only 30% of residential growth in the rural areas. However, in the past 10 years, 79% of residential growth has occurred in the Rural Preservation Area and Rural Residential Area.

The principal shortcoming of cluster development implementation was the density allowed in the adopted zoning and subdivision ordinances. In addition, those ordinances allowed cluster developments in our rural areas By Right. Should this situation be allowed to continue, it will invariably result in the building out of large parts of the County's rural landscape into suburban-type development.

Therefore, in the event the development is not successful, the County should eliminate cluster developments from A-1 zoning ordinance or revisit and re-evaluate cluster housing development to preserve our rural lands. **Consider rescinding cluster development if revamping it does not work.**

### APPENDIX 3

Andrew Smith, "Land Use Tax Assessments Promote Farming, Preservation, and Tax Equity in 93 Virginia Localities", *Virginia Farm Bureau News Magazine*, September 2022, pp. 16-18. In the article, Smith, Associate Director of Government Relations, VA Farm Bureau Federation states: "Studies have shown that farm and forest lands require few services, and, in most cases, generated 3 to 4 times the tax revenue that they require in services. In contrast, residential development typically requires \$1.25 - \$1.50 in services for each dollar in tax revenue."

In November, the Cunningham representative to the Board of Supervisors requested that Fluvanna County staff conduct a Cost of Community Services (COCS) study. On November 16, 2022, the results of the Study were presented to the Board of Supervisors. The report found that:

- "For every \$1.00 in revenue produced by VA residential land, \$1.18 in expenses" is required for **additional cost** for new schools/staff, social services, public safety and other Infrastructure related needs .
- "On average, because residential land uses do not cover costs, they must be subsidized by other community land uses."
- "...document the high cost of residential development.... "
- "In nearly every community studied, farmland has generated a fiscal surplus to help offset the shortfall created by residential demand on public services."
- "COCS studies can help local leaders discard the notion that natural resources must be converted to other uses" to ensure fiscal stability and "dispel the myths that residential development leads to lower taxes."

As a result, "...it raises the cost of living through higher expenses/taxes (more etc.) ..."

Study of commercial growth in adjacent Louisa County shows that new business ventures bring more jobs and more people to fill them, resulting in "...more than twice the residential growth over the past 10 years as (sic) Fluvanna."

The resultant effect is the constant looping and spiraling --

- More people = the need for more businesses.
- More businesses = more people.
- More people = the need for more businesses.
- More businesses = more people. "

"Growth is inevitable while, if it raises taxes and reduces Fluvanna's rural character and our quality of life, why encourage residential growth?"

The principal strategy to build sustainable future growth should, first, secure compatible businesses.

## APPENDIX 4

### ORDINANCE TO AMEND THE MADISON COUNTY ZONING ORDINANCE ORDINANCE # 2019-12

WHEREAS, The Board of Supervisors of Madison County, Virginia, finds that the following amendment to the Zoning Ordinance of Madison County, Virginia, would promote the health, safety and general welfare of Madison County, Virginia and be in accord with the declaration of legislative intent set forth in Virginia Code 15.2-2200 (1950, as amended) and the Madison County Comprehensive Plan adopted on February 7, 2018.

NOW, THEREFORE, BE IT ORDAINED by the Board of Supervisors of Madison County, Virginia that the Zoning Ordinance of Madison County, Virginia, be and it hereby is, amended as follows:

**Article 14, General Provisions, Add Article 14-19, 14-19-1, 14-19-2, and 14-19-3 as follows:**

#### **14-19 Commercial solar Energy Facilities**

**14-19-1 Purpose and Intent** The purpose of this ordinance is to provide standards and review procedures for the development, operations, siting, and decommissioning of commercial solar energy facilities in the County of Madison, Virginia, and require a special use permit for the same.

1 . Given the potential impact on the environment, health, safety and welfare of neighboring property owners, as well as county staff; the Madison County Board of Supervisors finds that it is in the public interest to regulate the establishment and operation of commercial solar energy facilities within Madison County.

#### 2. Definitions

*Applicant:* The person or entity who submits an application to Madison County for a permit to install a Commercial Solar Energy Facility under this ordinance.

*Commercial Solar Energy Facility.* Any solar energy facility designed to produce electricity for sale.

#### **14-19-2 Applicability**

1 . The requirements set forth in this ordinance shall govern the approval, development siting, operation, and decommissioning of commercial solar energy facilities used to generate electricity for sale.



2. This special use permit shall be binding on any successors, assignees, current or future lessee or owner of the facility and is granted solely for the construction and operation of a commercial solar energy facility.

### **14-19-3 Conditions for the Establishment and operation of commercial solar Energy Facilities**

The requirements for siting and construction of a commercial solar energy facility in Madison County, Virginia, shall include the following minimal standards and requirements:

#### **A. Before issuance of a Special Use Permit**

1. Commercial solar energy facilities, as described in this ordinance, are permitted exclusively in zoning district M-1 only by special use permit.
2. A special use permit shall not be issued for a commercial solar facility until the Applicant submits a feasibility study demonstrating that the amount of generated power can be supported by the relevant electric company and electric grid; that the State Corporation Commission has approved the proposed plan and that PJMQ (Pennsylvania, New Jersey, and Maryland Interconnection) or a successor organization has likewise approved the project, when required.
3. The Applicant shall submit an economic cost/benefit analysis describing estimated increase in Property tax revenues, sales taxes, other taxes, locally spent construction dollars, estimated construction jobs, estimated permanent jobs and costs associated with the project's impact on roads and other County infrastructure.
4. A commercial solar energy facility shall generate electric power for commercial purposes only. The size of the facility (generated power) shall be limited to 50% of the annual total power usage of all users in Madison County. The Applicant shall provide accurate information for electrical power usage in the County for the most current year.
5. A view shed analysis shall be conducted from the perspectives of neighboring landowners and roadway travelers.
6. The Applicant shall bear all costs to the County for increased staff time and attention to matters related to construction, maintenance, administrative costs, and enforcement of the requirements of this section and the Special Use Permit.
7. The Applicant shall submit a decommissioning plan to be reviewed and approved by the County attorney with an appropriate surety bond with Special Use application. The Decommissioning Plan shall be reviewed and updated every three years by a certified independent solar facility engineer acceptable to the County at no cost to the County.

## **B. Location/Setbacks**

1. The Applicant shall address the impact of the facility on rivers and streams. A buffer of at least 50 feet is required on either side of any stream in the project area. A minimum setback of 150 feet is required on either side of a river.
2. All aspects and components of the facility shall meet the minimum setback requirement of 300 feet. This setback requirement is in addition to the buffer requirements for rivers and streams established in No. 1 above.
3. Construction of commercial solar facilities shall be subject to the Madison County Erosion and Sedimentation Control Ordinance which includes but not limited to: extent of grading and grading phases, runoff information, management of runoff and pollution both during construction and throughout the lifetime of the project.
4. The perimeter of the facility shall be secured through the use of security fencing of at least eight (8) feet in height to be installed on the outside of the facility to include the 300 feet setback buffer. Fencing should be designed to blend in with surrounding screening and natural views.
5. No facility shall be allowed on a property designated by the Virginia Department of Historic Resources as a battlefield area or other historic resource, or other sensitive area.

## **C. Safety/Access**

1. All electrical equipment associated with and necessary for the operation of the facility shall comply with all local and state codes. All design and installation work shall comply with all applicable provisions of the National Electric Code (NEC), Virginia Commercial Building Code. Use of above-ground lines shall be kept to a minimum.
2. The Applicant shall provide training, before, during, and after construction for all emergency services in Madison County. The Applicant shall provide a set of procedures and protocols for managing risk of fire and for responding in the event of an emergency at the facility. The Applicant of the facility shall conduct regular training for first responders during the operation of the facility on a regular basis.
3. Special equipment that may be required to ensure the safety of fire and rescue personnel when responding to an emergency at the facility shall be provided at no cost to the County.
4. The Applicant shall provide for and maintain reasonable means of access for emergency services. Lock boxes and keys shall be provided at locked entrances for emergency personnel access. Warning signage shall be placed on electrical equipment and plant entrances.
5. The Applicant shall obtain all required permits from the Virginia Department of Transportation. If any adjoining properties are damaged as a result of ingress/egress to the facility, the Applicant shall remedy all damages in full.

6. Best practices when using herbicides (non-harmful to the environment) to control weeds, grass and other unwanted vegetation shall be used.

7. The photovoltaic panels shall not contain harmful chemicals such as Cadmium or amorphous silicon. Prior to construction, the Applicant shall provide written panel specifications to include composition, toxicological information, and the physical and chemical properties of all panels used at the facility. The Applicant shall also provide the country of origin of the panels used at the facility. Only bio-degradable cleaners and water shall be used to clean panels.

#### **D. Landscaping/Appearance**

1. Lighting shall be the minimum necessary for safety and/or security purposes and shall be shielded and downward facing to minimize off-site glare.

2. Noise associated with construction and operation shall be defined, maintained, and be of minimal levels. Construction shall be conducted during the hours of 6:00 a.m. and 8:00 p.m. Monday through Saturday to limit disturbance to neighbors.

3. The use of pile driving equipment is prohibited within 600 feet of any structure or private or public water system unless pile driving monitoring equipment to evaluate vibration is utilized.

4. The Applicant shall place all solar panels in a manner that minimizes or negates any solar glare onto nearby properties or roadways.

5. No aspect of the facility shall exceed fifteen (15) feet in height, as measured from grade at the base of the structure to its highest point (excluding power lines).

6. All site features, including landscaping, fencing, etc., shall be properly maintained throughout the life of the permit.

7. A vegetative buffer shall be installed and maintained around the entire circumference of the facility and its components to reduce the visual impact on the surrounding property owners. In areas where there is not at least 50 feet of a native timber buffer, a barrier consisting of a minimum of a double row of evergreens (with a beginning height of at least six (6) feet and anticipated mature height of 30 to 40 feet) shall be planted during the appropriate time of year, subsequent to the completion of construction. The Applicant shall replace any dead or diseased trees in the buffer. All landscaping shall be approved by the County.

8. The facility shall not be used to display advertising of any type, including banners, streamers, or reflectors. However, notices, warnings, and identification information required by law shall be displayed.

9. When the land surface is prepared for construction, the Applicant shall design the facility so that grading and fill are kept to a minimum. Top soil shall be removed before grading, etc., and stored on site to be returned to the disturbed land to a minimum of four (4) inches to maintain the quality of the soil prior to final approval by the County.

## **E. Additional Requirements**

1. The County shall require the owner/operator to provide an annual statement of activity to ensure that the facility is actively producing electricity for the power grid.
2. If there is evidence that the facility or any aspect of such is not in conformance with any of the conditions of approval, a Notice of Violation shall be sent to the owner of the facility and the landowner. A continued violation of any conditions of approval shall be grounds for revocation of the special use permit.

## **F. Decommissioning Requirements**

1. When the facility ceases to be operational, the owner/operator of the facility shall return the land to its original natural state, including at least four (4) inches of topsoil. All surface and sub-surface materials shall be removed.
2. When the facility ceases to be operational for a period of nine (9) months, decommissioning shall be enforced, unless the owner is diligently working to restore the facility to operation.
3. If the facility is not removed within the specified time after the County Notice, the County may cause the removal of the facility with costs being borne by the project owner or property owner.
4. If a solar energy system is abandoned or decommissioned, the owner of the system shall notify the respective power company to enable the power company to remove the facility from its system.
5. Proposed cost savings that may be associated with recycling of solar panels and other materials shall not be part of the decommissioning plan.
6. Decommissioning shall be guaranteed by cash, letter of credit, or other form, at the discretion of the County Attorney.
7. All decommissioning activities shall be completed within six (6) months after notice of inactivity is received by the County.

***The aforesaid amendment shall be effective upon enactment.***

WHEREAS, The Board of Supervisors of Madison County, Virginia, finds that the following amendment to the Zoning Ordinance of Madison County, Virginia, would promote the health, safety and general welfare of Madison County, Virginia and be in accord with the declaration of legislative intent set forth in Virginia Code 15.2-2200(1950, as amended) and the Madison County Comprehensive Plan adopted on February 7, 2018.

NOW, THEREFORE, BE IT ORDAINED by the Board of Supervisors of Madison County, Virginia that the Zoning Ordinance of Madison County, Virginia, be and it hereby is, amended as follows:

Article 8-2-9 ~~Public service corporation~~ Generating, booster or array station (Main)

Article 9-2-6 ~~Public service corporation~~ Generating, booster or array station (Main)

Article 10-2-7 ~~Public service corporation~~ Generating, booster or array station (Main)

***The aforesaid amendment shall be effective upon enactment.***

The aforesaid amendment shall be effective upon enactment. Adopted on this 7th day of August 2019 on motion Of Supervisor McGhee, Supervisor Foster.

SIGNED

R. Clay Jackson, Chair  
Madison County Board of Supervisors

SIGNED

Jack Hobbs, Madison County Administrator

	Aye	Nay	Abstain	Absent
R. Clay Jackson	<u>  X  </u>	_____	_____	_____
R. Clay Jackson	<u>  X  </u>	_____	_____	_____
R. Clay Jackson	<u>  X  </u>	_____	_____	_____
R. Clay Jackson	<u>  X  </u>	_____	_____	_____
R. Clay Jackson	<u>  X  </u>	_____	_____	_____

Given that the State requirements are not completed, it would be advisable for the County to **pause** its solar facility approvals and write coherent, viable ordinances/articles to ensure anything built is safe for the environment and does not adversely affect the economic stability of the County and the quality of life of its resident property owners.

Until that process is completed, I recommend further applications for building solar facilities in the County be placed on hold and that the Planning Commission, Board of Supervisors, and County Staff become better educated regarding this entire subject,

Appendix 1, *Madison County Ordinance for Solar Facilities Development*, is provided as an example of the ordinances/articles that should be written by Fluvanna County. Ideally, that would have been done before **any** solar facilities were approved by the Board of Supervisors. It is highly recommended that all solar facility applications be paused until proper ordinances are written and approved.

**Cluster Development** has become, in rural areas, the workaround for approval to build high density developments. The current zoning code needs to be revisited and re-evaluated for what should be viable limitations to ensure these smaller projects do not adversely affect rural preservation. I recommend that the Planning Commission and Staff revise them to ensure rural and historical preservation goals are not ignored. **Consider rescinding** cluster development ordinances if revamping does not work.



**PLANNING COMMISSION**

County of Fluvanna

Palmyra, Virginia

**RESOLUTION No. 2024-03**

**A RESOLUTION OF INTENTION TO AMEND THE CODE OF THE COUNTY OF FLUVANNA, VIRGINIA BY AMENDING §§ 22-17-7 AND 19-9-6 TO AMEND ZONING AND SUBDIVISION FEES**

**WHEREAS**, the regulations established in the Fluvanna County Zoning Code (“Zoning Code”) may from time to time be amended, supplemented, changed, modified or repealed by the governing body pursuant to section 15.2-2285 of the Code of Virginia; and

**WHEREAS**, in accordance with section 22-20-1 of the Zoning Code, the Fluvanna County Planning Commission (“Planning Commission”) can adopt a resolution of intention to propose an amendment to the Zoning Code; and

**WHEREAS**, the Planning Commission desires to propose an amendment to the Zoning Code by amending §§ 22-17-7 and 19-9-6 to amend the County’s zoning and subdivision fees; and

**WHEREAS**, the Planning Commission shall hold a public hearing on such proposed amendments after notice as required by section 15.2-2204 of the Code of Virginia, and may make appropriate changes in the proposed amendment as a result of such hearing.

**NOW, THEREFORE, BE IT RESOLVED**, the Planning Commission proposes an amendment to the Zoning Code by amending §§ 22-17-7 and 19-9-6 to amend County’s zoning and subdivision fees; and

**BE IT FURTHER RESOLVED**, the Planning Commission authorizes the Director of Planning to advertise the proposed amendment for a public hearing on July 9, 2024; and

**THE FOREGOING RESOLUTION WAS DULY AND REGULARLY ADOPTED** by the Fluvanna County Planning Commission at a meeting of the Commission held on the 11<sup>th</sup> day of June, 2024:

	AYE	NAY	ABSTAIN	ABSENT	MOTION	SECOND
Barry Bibb, Cunningham District	X					
Lorretta Johnson-Morgan, Columbia District	X					X
Kathleen Kilpatrick, Fork Union District	X					
Howard Lagomarsino, Palmyra District	X				X	
Eddie Shifflett, Rivanna District	X					

Attest *Barry a. Bibb*

Barry Bibb, Chair  
Fluvanna County Planning Commission

(Seal)

**PUBLIC HEARING**  
**Fluvanna County Planning Commission**  
Tuesday, July 9, 2024, at 7:00 p.m.

Pursuant to Virginia Code Sections 15.2-1427 and 15.2-2204, a Public Hearing will be held in the Morris Room of the Fluvanna County Administration Building, located at 132 Main Street, Palmyra, Virginia for citizens of the County to have the opportunity to appear before and be heard by the Planning Commission for the following item:

**ORDINANCE TO AMEND “THE CODE OF THE COUNTY OF FLUVANNA, VIRGINIA”, BY AMENDING § 22-17-7 AND § 19-9-6 TO REVISE THE COSTS OF CERTAIN ZONING AND SUBDIVISION FEES**

Copies of the complete text of the above ordinance are available for public review at <https://www.fluvannacounty.org/> and at the Office of the Fluvanna County Administrator during normal business hours. Questions may be directed to the Planning and Zoning Department, at (434) 591-1910. All interested persons wishing to be heard are invited to attend the public hearing.

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TO: Fluvanna Review

Advertise on the following dates: June 27 & July 4, 2024

Authorized by: Fluvanna County Planning Commission

Bill to: Planning Commission

\*\*\*\*\*

CONTACT INFORMATION:

Caitlin Solis  
Clerk, Board of Supervisors  
Fluvanna County  
P. O. Box 540  
Palmyra, VA 22963  
[csolis@fluvannacounty.org](mailto:csolis@fluvannacounty.org)  
434-591-1910  
434-591-1913



## 2024 Fluvanna County Planning & Zoning Fees Research

	Current	Proposed
<b>Subdivision</b>		
Major Subdivision: Sketch, Prelim, Final	\$1,000.00 plus \$50.00 per lot (GIS Fee)	No Change
Minor Subdivision: Sketch, Prelim, Final	\$500.00 plus \$50.00 per lot (GIS Fee)	\$750.00 + \$50.00 per lot (GIS Fee)
Family Subdivision	\$200.00 plus \$50.00 per lot (GIS Fee)	No Change
Resubmission of Prelim or Final Plat	\$100.00	No Change
Subdivision Ordinance Exception	\$300.00	No Change
Ordinance of Vacation	\$225.00	No Change
Road Maintenance Agreement Reviews	\$200.00	No Change
Revisions	\$50.00	No Change
Dedication Common Lands Document Reviews	\$200.00	No Change
Re-submissions	\$50.00	No Change
HOA Reviews	\$200.00	No Change
Re-submissions	\$50.00	No Change
Health Dept Subdivision Reviews	\$250.00 plus \$25.00 per lot	\$0.00
Existing System Reviews	\$50.00	\$0.00
<b>Boundary Adjustment</b>	\$100.00	\$200.00
<b>Physical Survey</b>	\$50.00	No Change
<b>Site Plan</b>		
Sketch Plan	\$150.00	No Change
Minor Plan	\$550.00	No Change
Major Plan	\$1,100.00	No Change
Amendment of Plan	\$150.00	No Change
Landscape Plan Review	\$50.00	No Change
Outdoor Lighting Plan Review	\$50.00	No Change
Site Plan Waiver	\$0.00	\$50.00
Tree Protection Plan Review	\$50.00	No Change
<b>Special Use Permit</b>	\$800.00 plus mailing costs	Remove addt. Mailing costs
Amendment of Condition	\$400.00 plus mailing costts	Remove addt. Mailing costs
Telecommunications Towers	\$550 for colocation, modification, or addition, plus consultant review fees as set by contract from time to time, (currently \$900) plus mailing costs	No Change
Mobile Home	\$350.00 plus mailing costs	Remove addt. Mailing costs

Permit Extension - Mobile Home	\$200.00 plus mailing costs	Remove addt. Mailing costs
Sign Deposit for Public Hearing	\$90.00 per sign	\$50.00
<b>Rezoning</b>	\$1,000.00 plus mailing costs	Remove addt. Mailing costs
Proffer or Master Plan Amendment	\$750.00 plus mailing costs	Remove addt. Mailing costs
Sign Deposit for Public Hearing	\$90.00	\$50.00
<b>Zoning Text Amendment</b>		
Text	\$550.00	No Change
Map	\$750.00 plus \$50.00 per acre	No Change
<b>Conservation Easement Program</b>		
Application and Review	\$750.00 plus mailing costs	\$100.00
<b>Variance</b>	\$550.00 plus mailing costs	Remove addt. Mailing costs
Appeal of Administrator	\$550.00	No Change
BZA Interpretation of Map	\$50.00	\$550.00
Easements		\$0.00
Sign Deposit for Public Hearing	\$90.00	\$50.00
<b>Zoning Permit</b>	\$100.00 Primary Structures \$50.00 Accessory Buidlings	\$50.00 Accessory Bldg. \$100.00 Primary Add. \$150.00 New Const.
<b>Sign Permit</b>	\$155.00	No Change
<b>Copy of Ordinances</b>	\$30.00 Black & White Copy	\$0.50/ per page
<b>Request for Temporary Exception - Outdoor Light Control</b>	\$50.00	No Change
<b>Street Sign Installation</b>	\$200.00 per intersection	No Change
<b>Sign Deposit for Public Hearing</b>	\$90.00 per sign	\$50.00
<b>Zoning Compliance Letter - Single Parcel</b>	\$0.00	\$50.00
<b>Zoning Compliance Letter - Multiple Parcels</b>	\$0.00	\$100.00
<b>Zoning Determination Letter</b>	\$0.00	\$200.00
<b>Home Occupation Permit Review Fee</b>	\$0.00	\$50.00
<b>Short-Term Rentals Application Fee</b>	\$0.00	\$50.00
<b>Construction Trailer</b>	\$50.00	\$0.00
<b>Ag/forestal district</b>	\$500.00	No Change
<b>GIS per parcel/ lot changed or created</b>	\$50.00	No Change
<b>New road construction</b>	\$473.00	\$100.00
<b>New road construction</b>	\$473.00	\$100.00

ORDINANCE TO AMEND AND REORDAIN “THE CODE OF THE COUNTY OF FLUVANNA, VIRGINIA” BY AMENDING §§ 19-9-6 AND 22-17-7 TO INCREASE CERTAIN SUBDIVISION AND ZONING REVIEW FEES

BE IT ORDAINED by the Board of Supervisors of Fluvanna County:

- (1) *That the Code of the County of Fluvanna, Virginia is amended by amending §§ 19-9-6 and 22-17-7 as follows:*

CHAPTER 19 SUBDIVISIONS

ARTICLE 9. – ADMINISTRATION

Sec. 19-9-6. – Fees.

The following schedule of fees shall be applicable for subdivision submittals; provided, however, that, except as otherwise expressly provided by law, none of the fees provided for in this chapter shall apply to any property owned by the County and used for County purposes.

Subdivisions	
Major	\$1,000.00 plus \$ 50.00 per lot (GIS Fee)
Minor	<del>\$500.00</del> <b>750.00</b> plus \$ 50.00 per lot (GIS Fee)
Family	\$200.00 plus \$ 50.00 per lot (GIS Fee)
Resubmission of Preliminary or Final Plat	\$100.00
Subdivision Ordinance Exception	\$300.00
Ordinance of Vacation	\$225.00
Road Maintenance Agreement Reviews	\$200.00
Revisions	\$50.00
Dedication Common Lands Doc. Reviews	\$200.00
Resubmissions	\$50.00
Homeowner Association Document Review	\$200.00
Resubmissions	\$ 50.00
<del>Health Department Subdivision Revisions</del>	<del>\$250.00 plus \$25.00 lot</del>
<del>Existing System Review</del>	<del>\$ 50.00</del>
Boundary Adjustment	<del>\$100.00</del> <b>\$200.00</b>
Physical Survey	\$50.00

CHAPTER 22 ZONING

ARTICLE 17. – GENERAL PROVISIONS

Sec. 22-17-7. – Fees.

The following schedule of fees shall be applicable for zoning submittals and shall ~~supercede~~ **supersede** any schedule of fees heretofore adopted:

**Site Plan Review**

Sketch Plan	\$150.00
Minor Plan	\$550.00
Major Plan	\$1,100.00
Amendment of Plan	\$150.00

**Site Plan Waiver** **\$50.00**

Landscape Plan Review *	\$50.00
Outdoor Lighting Plan Review *	\$50.00
Tree Protection Plan Review *	\$50.00

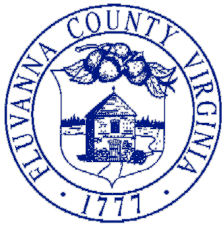
\* If not part of a site plan review

**Special Use Permit**

	<del>\$800.00 plus Mailing costs</del>
Amendment of Condition	<del>\$400.00 plus Mailing costs</del>
Telecommunications Towers	<del>\$550.00 for colocation, modification, or addition, plus consultant review fees as set by contract from time to time, plus mailing costs</del>
	<del>New towers require a Special Use Permit, a Site Development Plan, plus consultant review fees as set by contract from time to time, plus mailing costs</del>
	<del>consultant review fees as set by mailing costs</del>
Mobile Home	<del>\$350.00 plus mailing costs</del>
Permit Extension (Mobile Home)	<del>\$200.00 plus mailing costs</del>
<b><u>Rezoning</u></b>	<del>\$1,000.00 plus mailing costs</del>
Proffer or Master Plan Amendment	<del>\$750.00 plus mailing costs</del>

<b><u>Zoning Text Amendment</u></b>	\$550.00
Map	\$750.00 plus \$ 50.00 per acre
<b><u>Conservation Easement Application and Review</u></b>	<b><u>\$100</u></b>
<b><u>Variance</u></b>	\$550.00 <del>plus mailing costs</del>
Appeal of Administrator	\$550.00
BZA Interpretation of Map	<b><u>\$550.00</u></b>
<b><u>Zoning Permit</u></b>	\$100.00 Primary <b><u>Addition</u></b> Structures \$50.00 Accessory <b><u>Building</u></b> Bldgs. <b><u>\$150 New Construction</u></b>
<b><u>Sign Permit</u></b>	\$155.00
<b><u>Copy of Ordinances</u></b>	\$ <del>30.00</del> <b><u>0.50 per page</u></b>
<b><u>Comprehensive Plan</u></b>	<del>\$ 50.00</del>
<b><u>Tax Map Book</u></b>	<del>\$ 30.00</del>
<b><u>Request for Temporary Exception – Outdoor Light Control</u></b>	\$50.00
<b><u>Zoning Compliance Letter – Single Parcel</u></b>	<b><u>\$50.00</u></b>
<b><u>Zoning Compliance Letter – Multiple Parcels</u></b>	<b><u>\$100.00</u></b>
<b><u>Zoning Determination Letter</u></b>	<b><u>\$200.00</u></b>
<b><u>Street Sign Installation</u></b>	\$200.00 per intersection
<b><u>Sign Deposit for Public Hearing</u></b>	\$ <del>90</del> <b><u>50.00</u></b> per sign
<b><u>Home Occupation Permit Review Fee</u></b>	<b><u>\$50.00</u></b>
<b><u>Short-Term Rental Application Fee</u></b>	<b><u>\$50.00</u></b>
<b><u>Agricultural/Forestal District</u></b>	<b><u>\$500.00</u></b>
<b><u>GIS per parcel/lot changed or created</u></b>	<b><u>\$50.00</u></b>
<b><u>New road construction</u></b>	<b><u>\$100.00</u></b>

(2) *That the Ordinance shall be effective upon adoption.*



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# COUNTY OF FLUVANNA

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*"Responsive & Responsible Government"*

132 Main Street  
P.O. Box 540  
Palmyra, VA 22963  
434.591.1910  
www.fluvannacounty.org

## PLANNING COMMISSION STAFF REPORT

**To:** Fluvanna County Planning Commission  
**Case Number:** SUB 05:83  
**Tax Map:** Tax Map 12, Section A, Parcel 4 and 5

**From:** Todd Fortune, Director of Planning  
**District:** Columbia  
**Date:** August 13, 2024

**General Information:** Request to be heard at the August 13, 2024 Planning Commission meeting, 7:00 p.m. in the Morris Room.

**Proposed Sub. Name:** Meadow Brook Rural Cluster Subdivision – Phase IV

**Owner:** Southern Property, LLC

**Applicants:** Keith Lancaster / Mike Himes

**Requested Action:** An amendment to the conditions on the original A-1 rural cluster subdivision request pursuant to Section 19-7-2 of the Subdivision Ordinance with respect to 65.357 acres of Tax Map 12, Section A, Parcel 4 and 60.577 acres of Tax Map 12, Section A, Parcel 5 for a total of 125.934 acres. This request was heard by the Planning Commission at its monthly meeting on July 9, 2024. The Commission deferred action on the request.

**Subdivision Ordinance:** Section 19-7-2

**Location:** The affected property is located southwest of the intersection of Route 607 (Bybee Road) and Route 613 (Bybees Church Road) and is accessed via Meadow Brook Lane, a secondary road extending west from Route 613.

**Existing Zoning:** A-1, Agricultural, General

**Total Area of Development:** 125.934 acres

**Total Number of Lots Approved:** 46

**Open Space:** 95.544 acres – 75%

**Average Lot Size:** Approx. 0.56 acre

**Existing Land Use:** Vacant and wooded property

**Adjacent Land Use:**

Adjacent properties are A-1, Agricultural, General.

**History:**

The subdivision was approved by the Board of Supervisors in 2005 subject to 15 conditions. They are:

1. Prior to preliminary plan approval, correct the yield plan building setback from 100 to 125 ft.;
2. Prior to preliminary plan approval, ensure that all lots meet the 60 ft. minimum frontage requirements, including corner lots;
3. Prior to preliminary plan approval, ensure that plan is meeting all scale requirements;
4. Prior to final plat approval dedication and acceptance of proposed Meadowbrook lane to ensure suitability for acceptance into the Secondary Highway System;
5. The open space is proposed to be owned and maintained by a homeowners association;
6. Open space contains a recreation area and walking trails connected to all cul-de-sacs by easements;
7. Open space will contain a playground, picnic area, basketball/tennis court, and a play field;
8. An engineered fire suppression well and a minimum 10,000 gallon holding tank will be located at the entrance;
9. Design a minimum of 350 feet of open space between lots in each cul-de-sac;
10. Applicant is required to meet the hydrological test requirements which state that the division has the “capacity to equal 1 gallon per minute for each proposed lot after a 48-hour continuous constant test rate”;
11. Provide trails for non-motorized traffic in the design of the development;
12. Full erosion and sediment control plan approved by Fluvanna County of Fluvanna;
13. VPDES General construction permit required through the Department of Conservation and Recreation;
14. Army Corps of Engineers and DEQ approval for any possible wetland and stream impacts if any are proposed;
15. VDOT has indicated that a 100ft. taper with a 150 ft. turning lane is required at the entranceway to Rt. 613.

The project was broken into phases. Phase 1 is the entrance road to the subdivision. Phase 2, completed, consists of 12 residential lots. Phase 3, completed, consists of 21 lots. Phase 4, under construction, consists of the remaining 13 lots.

**Specifics of the Request:**

The developer and the Homeowners Association have requested that conditions 6, 7, 8, and 11 be removed. Their reasoning for this request is as follows:

Condition 6 – The Homeowners Association (HOA) feels that this should be their decision to make, as these amenities would create extra costs for the HOA to cover the capital expenditures and long-term maintenance costs.

Condition 7 – A large majority of the residents in this subdivision are retirees. Consequently, there would be few (or no) users for these amenities.

Condition 8 – A new fire station has opened within two (2) miles of the entrance to the subdivision, rendering the fire suppression system unnecessary.

Condition 11 – The HOA feels that this should be their decision to make, as these amenities would create extra costs for the HOA to cover the capital expenditures and long-term maintenance costs.

**Staff comments:**

After the July 9, 2024 Planning Commission meeting, Fluvanna County staff reached out to Dwyane Mayo, Fluvanna County Fire Chief, about fire suppression in the area. Mr. Mayo’s full comments from July 23, 2024 are attached to this report. A synopsis of his comments on fire suppression for the subdivision:

- From Fluvanna County, fire suppression is currently three engine companies (minimum 750 gallons each), four tankers (minimum 2000 gallons each), a squad truck, a tower ladder, and an ambulance. There is also an automatic mutual aid from Louisa County (Zion Crossroads Louisa Company 7) which could be an engine company and/or tanker. However, that station has to be responsible for Louisa County first so that company might not always be available. There are wet hydrants along Three Notch Road (U.S. 250) that are easily accessible from east end of Bybee Road (Rt. 607), about 2.5 miles from first residence in Meadow Brook. Additionally, there are other hydrant locations closer to Zion Crossroads.
  - Fire companies need to be careful about which hydrants they use as some locations are not ideal because of accessibility, visibility, and other safety concerns for personnel and equipment.
- There is a pond in a parcel adjoining Meadow Brook. However, it does not have accessibility for a dry hydrant. There is no road for fire truck traffic. Regardless of how a truck tried to access it, there would be livestock to navigate and at least two gates and an open creek to cross.
  - Mr. Mayo advised that they generally try to get permission from landowners to use ponds or lakes as they are able to in emergencies.

**Suggested Motion:**

I move that the Planning Commission (**approve / deny / defer**) SUB 05:83, a request for an amendment to the conditions of the rural cluster subdivision approved for 46 lots pursuant to Section 19-7-2 of the Subdivision Ordinance with respect to 65.357 acres of Tax Map 12, Section A, Parcel 4 and 60.577 acres of Tax Map 12, Section A, Parcel 5 for a total of 125.934 acres.

**Attachments:**

A – Fire Chief Comments July 23, 2024



**Todd Fortune**

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**From:** Dwayne Mayo <mpelectricinc@yahoo.com>  
**Sent:** Tuesday, July 23, 2024 8:49 PM  
**To:** Todd Fortune  
**Cc:** Brent, Mike; Jason Overstreet; Kayla Polychrones; Dan Whitten  
**Subject:** Re: Query re: Fire Suppression for Meadow Brook

[EXTERNAL EMAIL] USE CAUTION.

Good Evening Mr. Fortune,

I would like to thank you for sharing TRC info as you do. Before I relied on Chief Mike Brent and Chief Richie Constantino to keep me informed. Being a small business owner is hard to break away to various meetings.

As for Meadow Brook subdivision, I have to be up front that I may have a what could be viewed as a conflict of interest in the issue presented. The entrance to the subdivision from Bybee Church is adjacent to our property, and on the adjoining property (Tax map 12 A 9) we operate beef cattle on.

Fire Suppression, as it is now, for this subdivision is 3 engine companies (minimum 750 gallons each), 4 tankers (minimum 2000 gallons each), squad truck, tower ladder, and ambulance from Fluvanna. We have automatic mutual aid from Louisa which could be Engine company and/or Tanker. We can NOT rely on Louisa because they may be on their own county emergencies. We do have hydrants along Three Notch Road (Rt. 250) easily accessible from east end of Bybee Road (Rt. 607). It would be about 2.5 miles from first residence in Meadow Brook. There are other hydrant locations closer to Zion Crossroads as well.

Zion Crossroads Louisa Company 7 was established in 1992, well before the 2005 conditions set forth for this development. They have been great asset to Fluvanna but they have to be responsible for their county first. The water line coming up Three Notch Road (Rt.250) is nice to have as well. We have to be careful of which hydrants we use as some locations are not ideal because of accessibility, visibility, and other safety concerns for personnel and equipment.

The pond that you refer to does not have accessibility for a dry hydrant. There is no road for fire truck traffic, and there would be livestock to navigate through and a minimum of 2 gates and an open creek to cross, regardless how you tried to access.

We generally try to get permission to use land owners ponds or lakes as we are able to in emergencies. Mr. Whitten will have to advise on the code interpretation in this case, particularly since the Planning Commission already determined that one of the conditions for the development was to install a suppression well and tank.

I was not aware they were to install a fire suppression system in this development. I would have thought that would have been completed before the first CO was issued, or first or second phase completed. Again, the Zion Crossroads station was open well before the Planning Commission determined that an additional system was needed for this development. The only change has been the installation of hydrants along Three Notch Rd.

Please feel free to contact me for further.

Thank you

Dwayne Mayo  
Chief, Fluvanna County Volunteer Fire Department  
434-981-6209



# BUILDING INSPECTIONS MONTHLY REPORT

County of Fluvanna

<b>Building Official:</b>	<b>Period:</b>
Andrew Wills	Jul-2024

Category	Year	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	TOTAL
<b>BUILDING PERMITS ISSUED</b>														
<b>NEW - Single Family Detached (incl. Trades permits &amp; SWMH)</b>	2020	12	13	23	14	8	19	19	17	16	20	22	11	194
	2021	15	9	19	20	16	22	15	11	8	22	13	8	178
	2022	17	11	20	11	18	32	10	9	11	12	9	4	164
	2023	5	6	6	12	12	6	10	5	7	8	9	7	93
	2024	9	7	13	7	8	12	16	0	0	0	0	0	72
<b>NEW - Single Family Attached (Town Homes)</b>	2020	0	0	0	0	1	6	0	0	6	0	0	0	13
	2021	0	0	0	0	0	0	0	0	6	0	0	0	6
	2022	0	0	0	0	0	0	0	0	0	0	0	0	0
	2023	0	8	0	0	0	0	0	0	0	0	0	7	15
	2024	0	0	0	0	0	0	0	0	0	0	0	0	0
<b>Multi Family (Apartment, Duplex)</b>	2020	0	0	0	0	0	0	0	0	1	0	0	0	1
	2021	0	0	0	0	0	0	0	0	1	0	0	0	0
	2022	0	0	0	0	0	0	0	5	0	0	0	0	5
	2023	1	0	0	0	0	0	0	0	0	0	0	0	1
	2024	0	0	0	0	0	0	0	0	0	0	0	0	0
<b>Additions and Alterations</b>	2020	37	38	23	30	30	22	27	20	30	34	35	23	349
	2021	28	14	43	39	31	40	30	29	26	30	35	33	378
	2022	33	48	60	45	47	50	51	63	45	63	51	44	600
	2023	52	34	51	34	36	28	36	35	45	39	43	37	470
	2024	39	33	45	31	43	29	39	0	0	0	0	0	259
* Trade permits count not in .														
<b>Accessory Buildings</b>	2020	2	4	4	4	5	5	1	7	8	3	5	1	49
	2021	1	3	3	6	3	6	1	3	2	4	4	2	38
	2022	3	4	13	6	5	2	5	4	5	3	0	2	52
	2023	7	2	7	5	6	2	5	8	4	7	5	6	64
	2024	1	6	5	3	9	3	5	0	0	0	0	0	32
<b>Swimming Pools</b>	2020	0	1	3	3	1	2	3	1	1	0	0	0	15
	2021	0	0	7	1	5	2	3	4	1	0	1	2	26
	2022	0	2	4	4	1	0	3	3	0	0	0	0	17
	2023	1	0	6	1	2	4	0	0	0	2	0	0	16
	2024	0	0	1	3	3	0	0	0	0	0	0	0	7
<b>Commercial/Industrial Build/Cell Towers</b>	2020	0	0	1	0	1	0	0	3	0	0	2	0	7
	2021	1	0	1	0	0	0	1	0	0	0	2	0	5
	2022	0	0	0	0	0	2	3	2	0	2	1	0	10
	2023	1	1	0	1	0	0	0	0	0	0	0	0	3
	2024	0	0	0	0	0	1	0	0	0	0	0	0	1
<b>TOTAL BUILDING PERMITS</b>	2020	51	56	54	51	46	54	50	48	63	57	54	40	624
	2021	51	26	73	66	55	70	50	47	37	56	55	45	631
	2022	54	65	97	66	71	86	72	77	61	80	61	50	840
	2023	67	51	64	52	51	40	52	48	56	56	57	57	651
	2024	49	46	64	44	63	45	60	0	0	0	0	0	371
* Trade permits count not included as in previous years														

<b>BUILDING VALUES FOR PERMITS ISSUED</b>														
<b>TOTAL BUILDING VALUES</b>	2020	\$2,292,161	\$3,206,055	\$7,238,708	\$2,997,448	\$2,245,411	\$4,389,903	\$3,644,002	\$5,555,492	\$5,271,906	\$4,201,357	\$3,513,834	\$2,954,193	\$ 47,506,500
	2021	\$5,397,000	\$1,687,484	\$2,506,869	\$4,952,702	\$3,473,256	\$5,766,891	\$2,885,146	\$2,506,053	\$2,046,134	\$3,637,390	\$4,633,868	\$2,712,396	\$ 41,734,789
	2022	\$5,073,054	\$3,017,155	\$5,012,175	\$2,937,240	\$5,694,955	\$9,371,750	\$11,374,772	\$17,974,068	\$2,743,309	\$4,363,026	\$6,842,941	\$1,046,000	\$ 75,410,524
	2023	\$3,929,572	\$4,916,308	\$3,029,674	\$3,087,131	\$6,370,476	\$3,088,398	\$4,234,315	\$3,224,163	\$2,474,897	\$2,332,220	\$3,542,065	\$4,921,239	\$ 45,140,458
	2024	\$4,126,791	\$1,874,058	\$5,852,079	\$2,471,063	\$3,280,586	\$3,890,154	\$4,188,990	\$0	\$0	\$0	\$0	\$0	\$ 25,683,721

Category	Year	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	TOTAL
<b>LAND DISTURBING PERMITS ISSUED</b>														
<b>LAND DISTURBING PERMITS</b>	2020	11	10	26	13	8	24	13	19	20	19	13	16	192
	2021	22	10	18	20	18	22	16	11	4	23	13	8	185
	2022	16	13	19	11	18	34	11	10	8	13	8	3	164
	2023	5	14	9	15	10	7	10	5	10	8	8	14	115
	2024	8	6	15	8	9	11	16	0	0	0	0	0	73
<b>INSPECTIONS COMPLETED</b>														
<b>TOTAL INSPECTIONS</b>	2020	213	197	302	369	371	304	434	368	439	464	407	412	4,280
	2021	430	349	465	431	402	426	333	355	419	453	422	356	4,841
	2022	304	414	551	449	439	486	594	589	523	400	300	351	5,400
	2023	350	298	321	308	288	285	261	294	287	375	297	300	3,664
	2024	272	200	226	226	256	266	308	0	0	0	0	0	1,754
<b>FEES COLLECTED</b>														
<b>Building Permits</b>	2020	\$12,863	\$15,468	\$18,152	\$16,803	\$13,147	\$28,068	\$23,193	\$28,887	\$24,237	\$19,359	\$15,359	\$15,871	\$ 231,407
	2021	\$18,733	\$15,400	\$15,654	\$21,333	\$16,184	\$23,031	\$27,000	\$11,923	\$9,144	\$20,620	\$15,563	\$9,211	\$ 203,796
	2022	\$21,100	\$19,347	\$23,488	\$15,404	\$19,739	\$23,621	\$18,713	\$54,782	\$11,348	\$34,994	\$17,567	\$6,021	\$ 266,124
	2023	\$11,925	\$20,870	\$11,256	\$15,385	\$21,848	\$9,751	\$9,429	\$8,207	\$10,590	\$11,603	\$11,462	\$14,778	\$ 157,104
	2024	\$21,425	\$8,680	\$19,958	\$9,063	\$8,812	\$17,936	\$21,896	\$0	\$0	\$0	\$0	\$0	\$ 107,770
<b>Land Disturbing Permits</b>	2020	\$1,375	\$1,250	\$6,365	\$1,625	\$1,000	\$3,000	\$2,125	\$8,369	\$2,500	\$2,375	\$4,294	\$1,875	\$ 36,153
	2021	\$5,678	\$1,250	\$14,463	\$2,500	\$2,250	\$2,750	\$13,581	\$2,824	\$500	\$4,848	\$1,625	\$1,000	\$ 53,268
	2022	\$2,000	\$2,050	\$9,963	\$1,375	\$2,250	\$10,014	\$1,375	\$2,175	\$27,725	\$3,649	\$2,175	\$375	\$ 65,126
	2023	\$625	\$1,875	\$1,125	\$2,300	\$1,625	\$5,000	\$2,408	\$625	\$4,975	\$1,000	\$1,000	\$1,750	\$ 24,308
	2024	\$1,000	\$750	\$9,584	\$1,000	\$3,713	\$1,375	\$2,000	\$0	\$0	\$0	\$0	\$0	\$ 19,422
<b>Zoning Fees collected by Building Dept starting February 2024</b>	2020	\$1,650	\$1,600	\$3,000	\$1,700	\$15,550	\$3,050	\$2,350	\$2,300	\$2,900	\$2,850	\$1,600	\$1,700	\$ 26,250
	2021	\$2,150	\$1,150	\$3,650	\$2,950	\$2,650	\$3,400	\$2,450	\$1,850	\$1,300	\$2,900	\$1,900	\$1,150	\$ 27,500
	2022	\$1,900	\$1,400	\$3,900	\$1,650	\$2,300	\$3,900	\$1,800	\$1,500	\$1,500	\$2,000	\$1,450	\$750	\$ 24,050
	2022	\$1,350	\$1,950	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$ 3,300
	2024	\$0	\$800	\$2,250	\$1,150	\$1,800	\$2,250	\$2,250	\$0	\$0	\$0	\$0	\$0	\$ 10,500
<b>TOTAL FEES</b>	2020	\$15,888	\$18,318	\$27,517	\$20,128	\$15,697	\$34,118	\$27,668	\$39,556	\$29,637	\$24,584	\$24,584	\$19,446	\$ 293,810
	2021	\$25,000	\$22,797	\$37,351	\$18,429	\$24,289	\$37,535	\$21,888	\$58,457	\$40,573	\$40,643	\$24,584	\$7,146	\$ 290,061
	2022	\$25,001	\$22,797	\$37,351	\$18,429	\$24,289	\$37,535	\$21,888	\$58,457	\$40,573	\$40,643	\$24,584	\$7,146	\$ 335,300
	2023	\$13,900	\$24,395	\$12,381	\$17,685	\$23,473	\$14,751	\$11,837	\$8,834	\$15,565	\$12,603	\$12,462	\$16,528	\$ 184,714
	2024	\$22,425	\$10,230	\$31,792	\$11,213	\$14,325	\$21,561	\$26,146	\$0	\$0	\$0	\$0	\$0	\$ 137,692