

AC44 Comprehensive Plan

2025 Land Use Buildout Analysis



Board of Supervisors
September 3, 2025

Project History: Four Phases



Phase 1

AC44 Framework:
Equitable/Resilient
Community

Review Growth
Management Policy

Land use buildout
analysis (2022)

Phase 2

Updated Goals and
Objectives for each
Plan Chapter

Planning Toolkits:
coordinated land
use + transportation
planning

Phase 3

Updated Action
Steps for each Plan
Chapter

Prioritized Plan
recommendations
with 'Big Moves'

Phase 4

Finalized Comp
Plan document

Land use buildout
analysis update
(2025)

Public hearings with
Planning
Commission and
Board

Topic Overview

Today's Presentation:

- Review 2025 analysis
- Discuss questions
- Obtain feedback

Future Presentation:

- Review capacity through a market-based lens
- Review draft scorecard
- Respond to questions and feedback received today



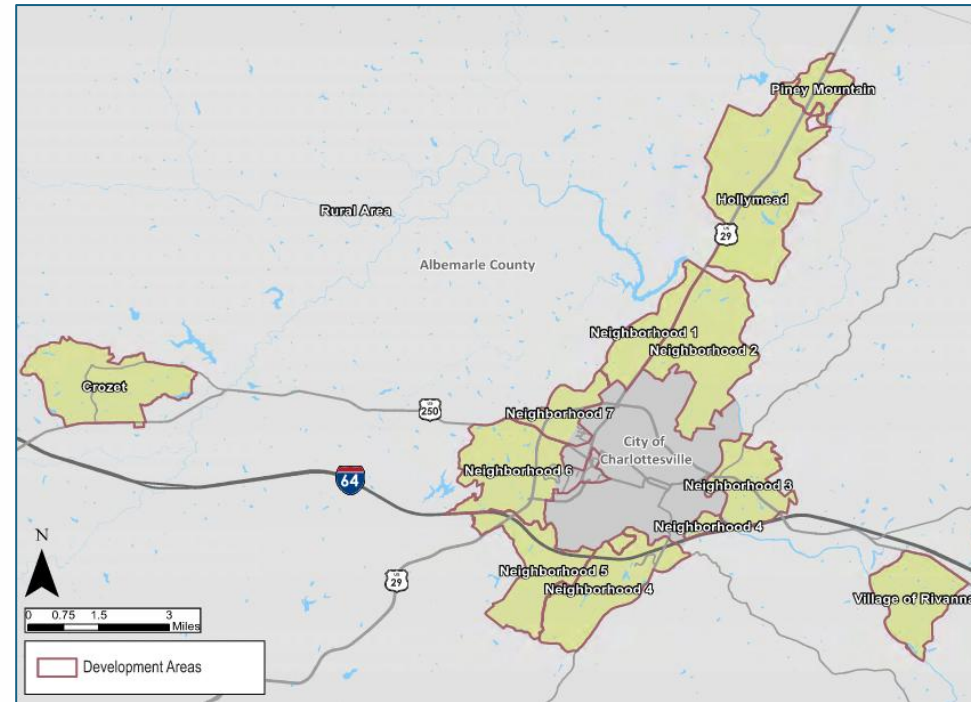
Why is this important?

- Understanding the Development Areas (DA) capacity is essential to implementing the Comprehensive Plan and supports several FY24-28 Strategic Plan goals.
- Monitoring utilization of the DA will help us make progress towards goals related to Housing, Economic Development, and more, as well as provide context for evaluating future development applications.

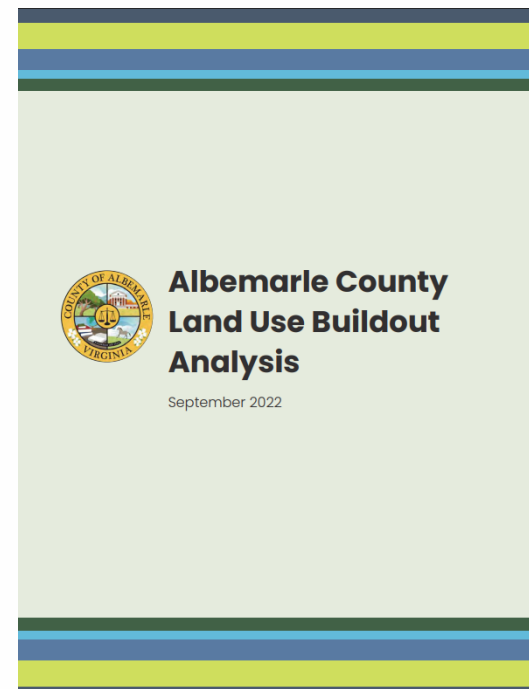
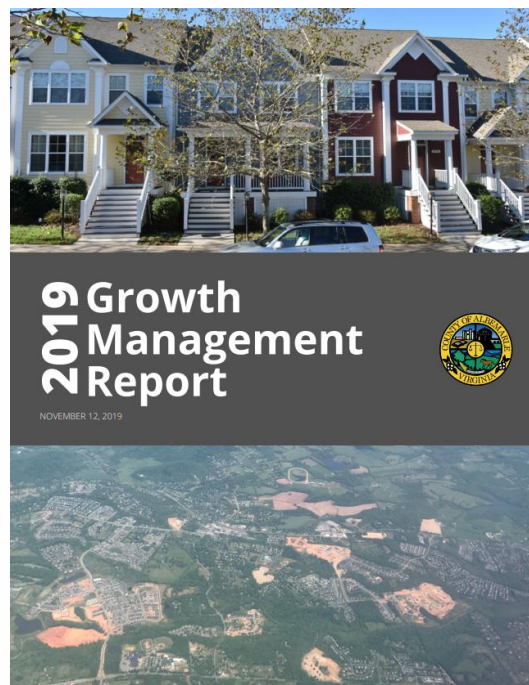
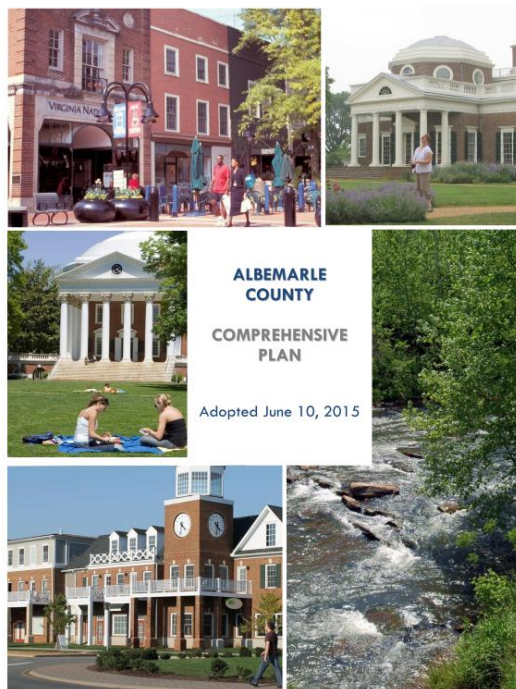



Development Areas

1. Places29
 - Hollymead
 - Piney Mountain
 - Neighborhoods 1 and 2
2. Pantops
 - Neighborhood 3
3. Southern and Western Neighborhoods
 - Neighborhoods 4 - 7
4. Crozet
5. Village of Rivanna



History



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Methodology and Buildout Assumptions

Definitions

- **Developable/redevelopable** – parcels that meet the “development opportunity” criteria in the 2022 Land Use Buildout Analysis report for their respective land use type.
- **Theoretical maximum buildout** – the maximum amount of development possible on a parcel under its land use designation in the Comprehensive Plan (e.g. 1 acre of developable space with Urban Density Residential = 34 dwelling units).



Overall Research Approach

Development pipeline

+

Theoretical maximum
buildout estimate



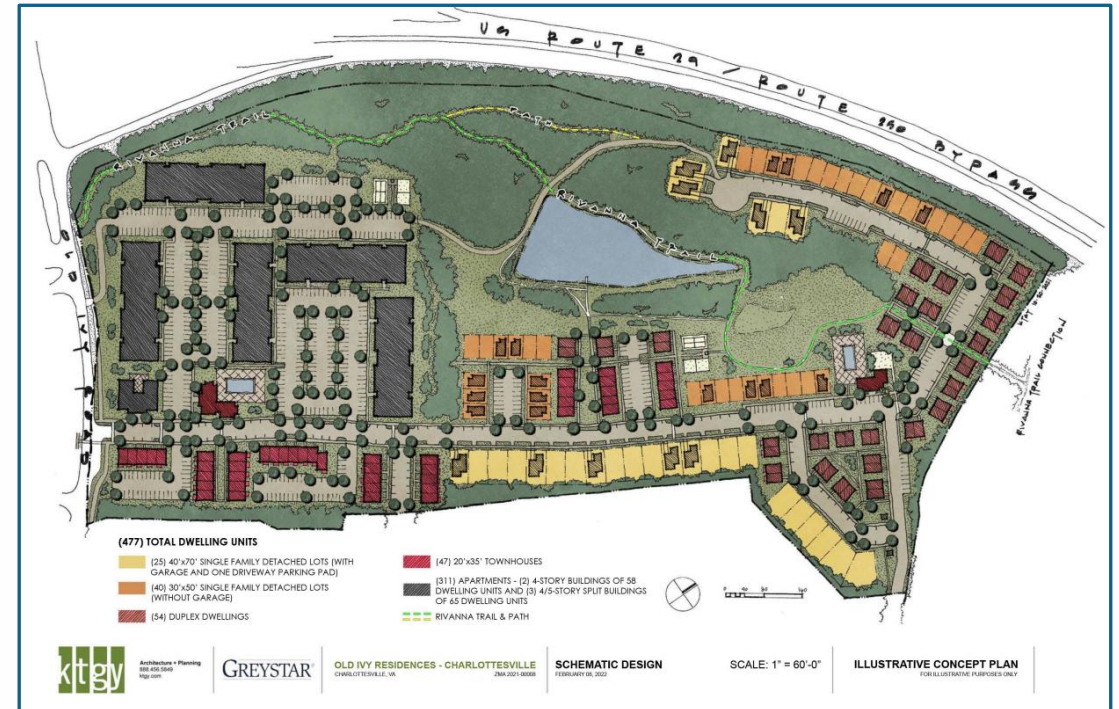
Total theoretical maximum
buildout estimate



Development Pipeline

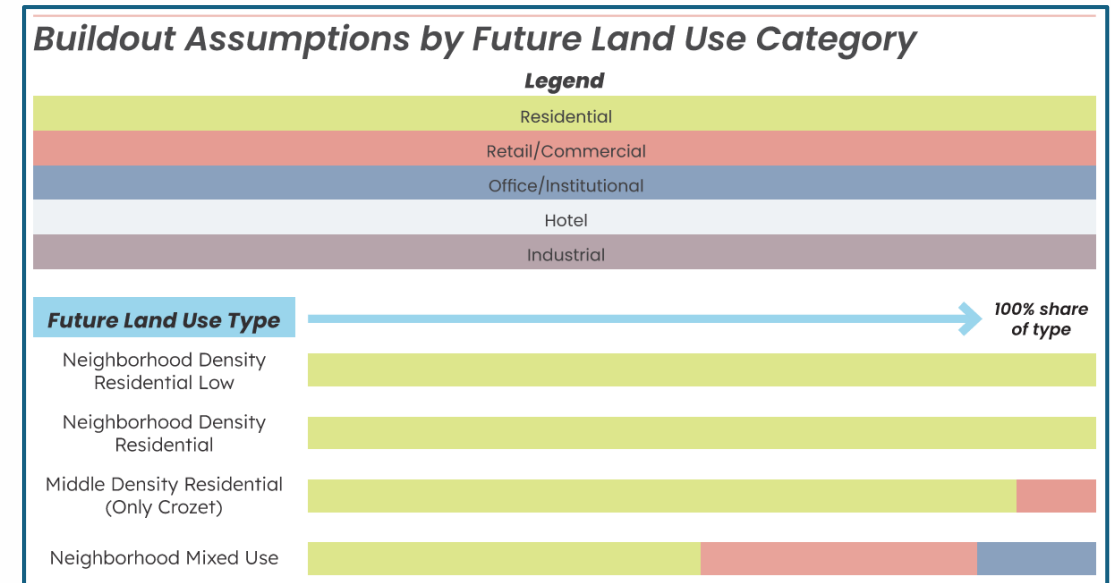
1. Projects approved (but not yet built)
2. Projects currently under review

Example: Old Ivy Residences



Theoretical maximum buildout estimate

1. Identify developable parcels.
2. Remove area for environmental factors and infrastructure, and open space.
3. Apply a set of buildout assumptions by land use type to calculate future buildout capacity.



Buildout Assumptions on p.10 of Att. A



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Residential Findings

2022 Residential Findings

Summary of Development Area Residential Pipeline and Buildout Totals

Maximum Remaining Unbuilt Approved Units	Maximum Units Under Review	Residential Theoretical Maximum Buildout Estimate	Total Theoretical Maximum Future Residential Buildout
9,377	5,504	9,252	24,133



2022 Residential Findings

Summary of Development Area Residential Pipeline and Buildout Totals

Maximum Remaining Unbuilt Approved Units	Maximum Units Under Review	Residential Theoretical Maximum Buildout Estimate	Total Theoretical Maximum Future Residential Buildout
9,377	5,504	9,252	24,133

“Development pipeline”



2025 Residential Findings

Max. Remaining (Unbuilt) Approved Units	Max. Units Under Review	Theoretical Max. Buildout Estimate	Total Theoretical Maximum Future
11,230	3,986	6,428	21,644



“Development pipeline”



2022 vs. 2025 Residential Findings



		2022	2025	Trend
"Development Pipeline"	Max. Remaining Approved Units (Unbuilt)	9,377	11,230	Higher
	Max. Units Under Review	5,504	3,986	Lower
Theoretical Max. Buildout Estimate		9,252	6,428	Lower
Total		24,133	21,644	Lower



2022 to Q1 2025 Residential Deliveries

	2022	2023	2024	2025 (through 4/1/25)
# of Residential Dwelling Units issued a Certificate of Occupancy in the Development Areas	699	904	1232	89



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Non-Residential Findings

2022 Non-Residential Findings

Summary of Development Areas Theoretical Maximum Buildout

Retail/ Commercial Sq.Ft.	Office/ Institutional Sq.Ft.	Hotel Rooms	Industrial Sq.Ft.
1,959,849	2,725,883	2,554	5,565,023



2025 Non-Residential Findings

Retail SF	Office SF	Hotel Rooms	Industrial SF
1,324,443	1,376,864	1,591	4,898,087

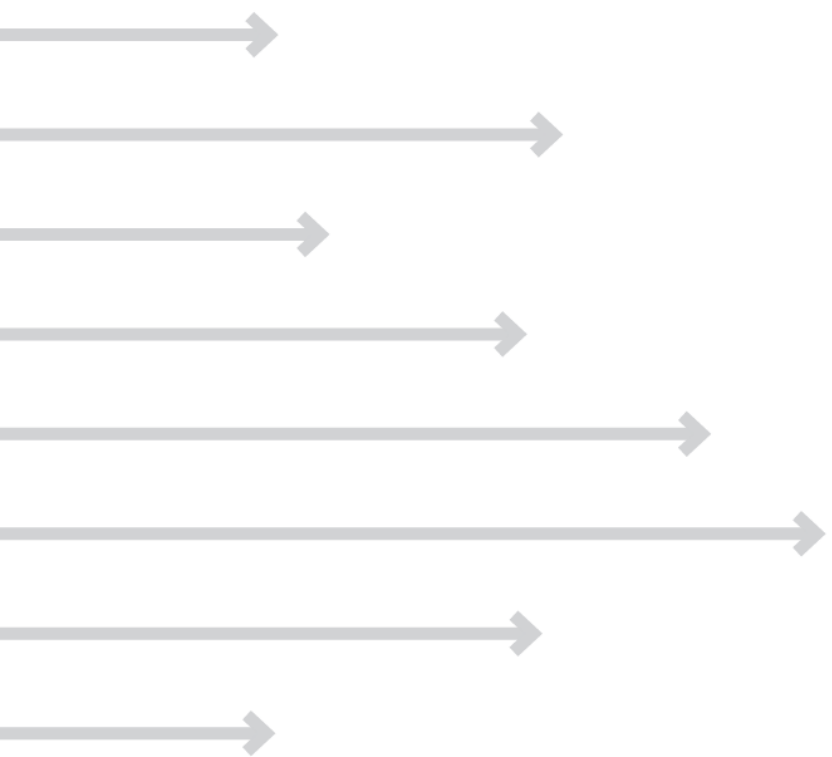


2022 vs. 2025 Non-Residential Findings

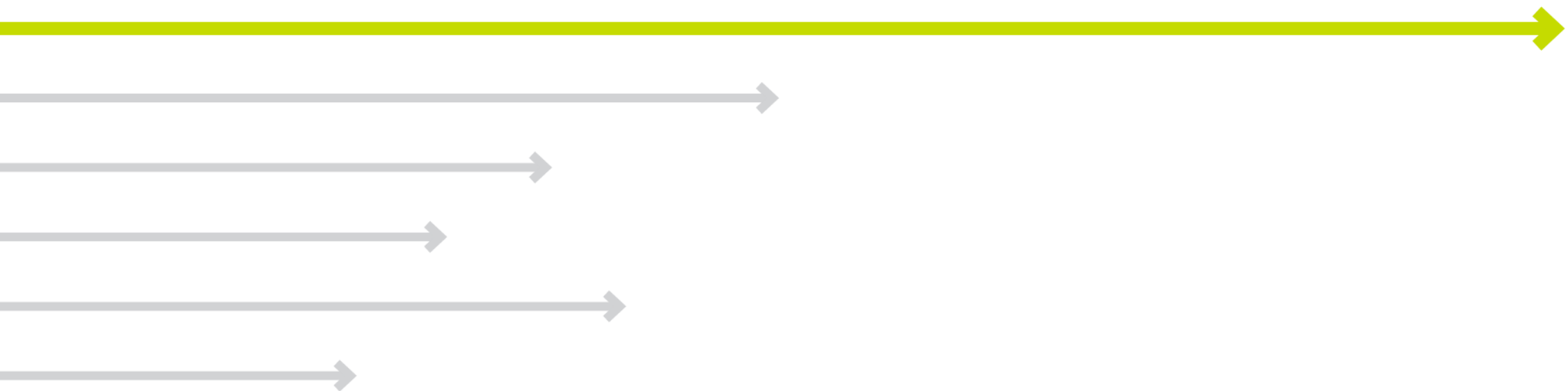


	2022	2025	20 Year Demand Forecast (High)	2022-2025 Trend
Retail SF	1,959,849	1,324,443	1,300,000	Lower
Office SF	2,725,883	1,376,864	1,000,000	Lower
Hotel Rooms	2,554	1,591	900	Lower
Industrial SF	5,565,023	4,898,087	1,100,000	Lower





Overall Findings

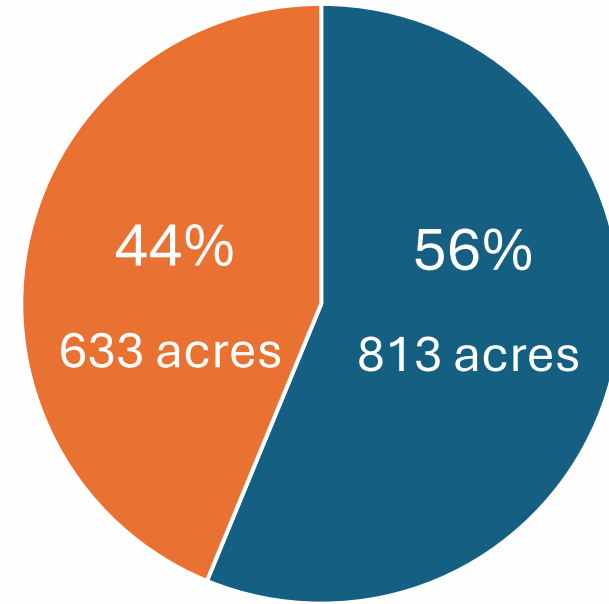


Developable Acreage in the DA



Totals:

- Overall acreage in the DA: 23,800 acres
- Developable acreage: 1,446 acres (6.1%)
- Vacant developable acreage: 813 of 1,446 acres



■ Vacant developable acreage ■ Developable acreage



2022 Buildout Trend

“In the past five years (2016 through 2021), the County has approved 20 residential rezoning and special use permit applications. When analyzing the actual buildout of these rezoning developments, the total number of units approved was approximately 58% of the maximum number of units recommended per the Comprehensive Plan.

Or said another way, the actual approval of these recent residential rezonings was about 58 percent of the theoretical maximum buildout.”



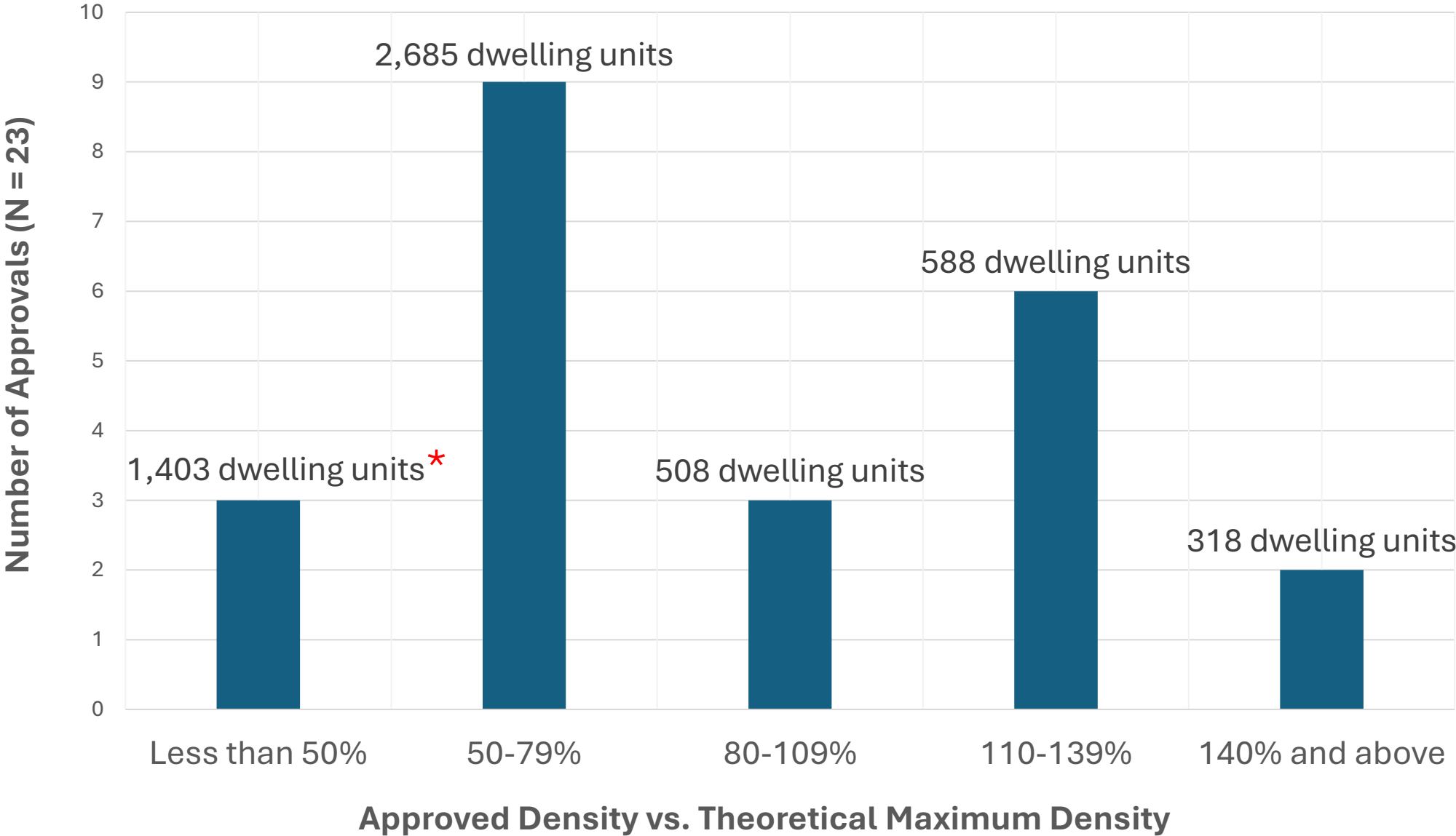
2025 Buildout Trend

From 2022 through Q1 of 2025, the County approved 24 legislative residential applications (23 rezonings and 1 special use permit).

When analyzing the approvals of these residential developments, the total number of units approved was approximately 56% of the theoretical maximum buildout.



Approved Residential Rezoning/Spec. Use Permit, 2022 - Q1 of 2025



Constraining Factors

- These figures show maximum theoretical capacity. It is very challenging to reach the maximum theoretical buildout throughout the DA.
- The list of constraining factors in the 2022 analysis (pages 50-53) are still relevant and applicable to 2025 analysis.



Opportunities for Further Research

- Strategies to encourage redevelopment broadly
- Planning for redevelopment opportunities associated with Activity Centers (e.g. ordinance changes, etc.)
- Leveraging public investment to encourage private investment
- Evaluating opportunities to align land use map with zoning map
- Recommendations from EDSP, AC44 regarding the review process



Moving from “Report” to “Tool”

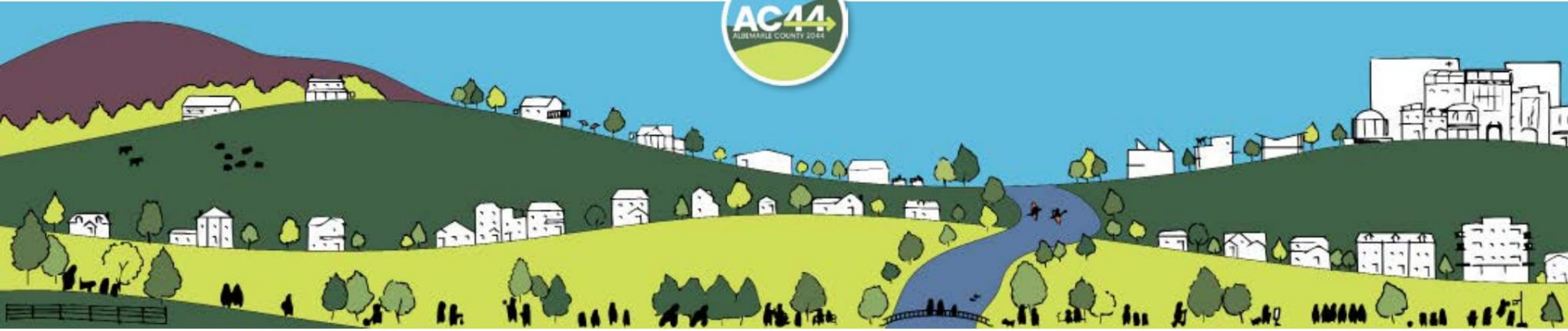
- The digitized format of the ‘25 Buildout Analysis provides a new tool for monitoring the utilization of the DA.
- Will assist CDD in serving other departments (e.g. Schools), partner agencies (e.g. utility providers), and County-wide planning efforts (e.g. CIP).
- Opportunity to provide analysis of current development proposals within a broader, longer-term context.



Next meeting

- Review capacity through a market-based lens based on current real estate data like asking rents, vacancy rates, net absorption, deliveries and demolitions.
- Review draft scorecard.
- Respond to questions and feedback received today.





Questions and Feedback

2022 vs. 2025 Residential Findings

Max. Remaining Unbuilt Approved Units	Max. Units Under Review	Residential Theoretical Max. Buildout Estimate	Total Theoretical Maximum Future Residential Buildout
1,853	(1,518)	(2,824)	(2,489)

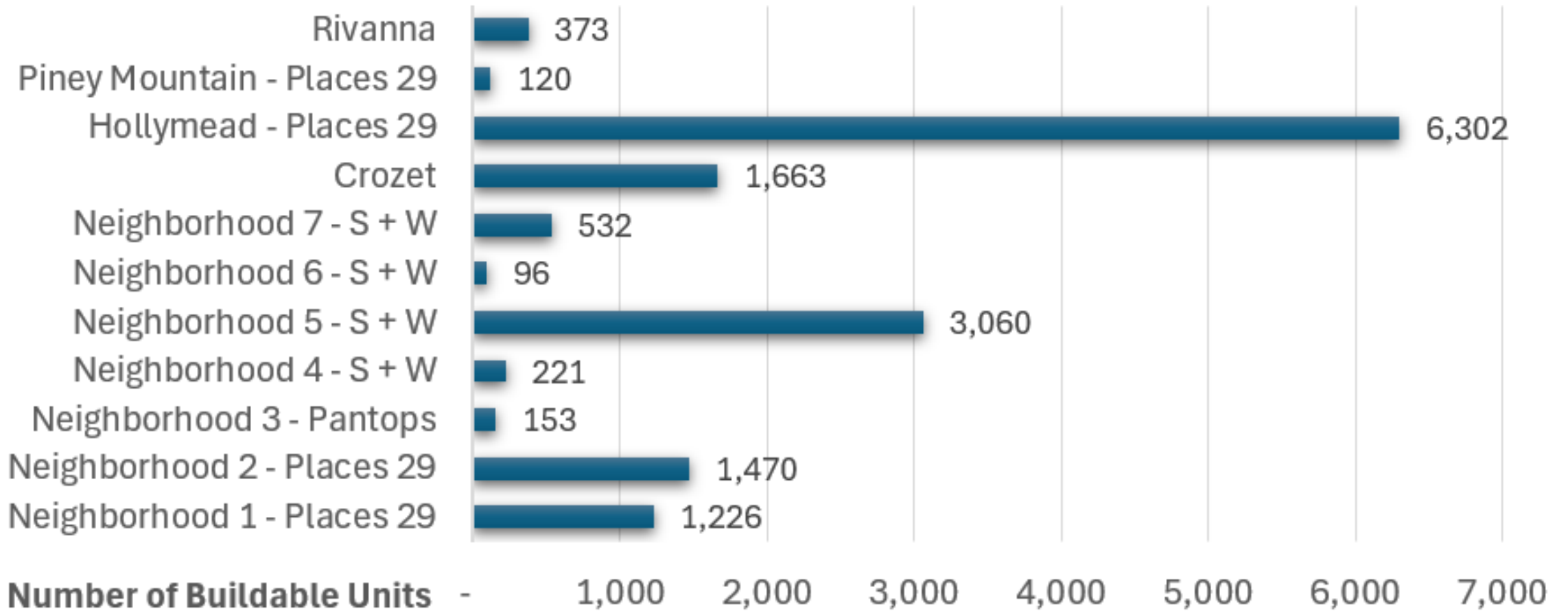


“Development pipeline”
contains 335 units

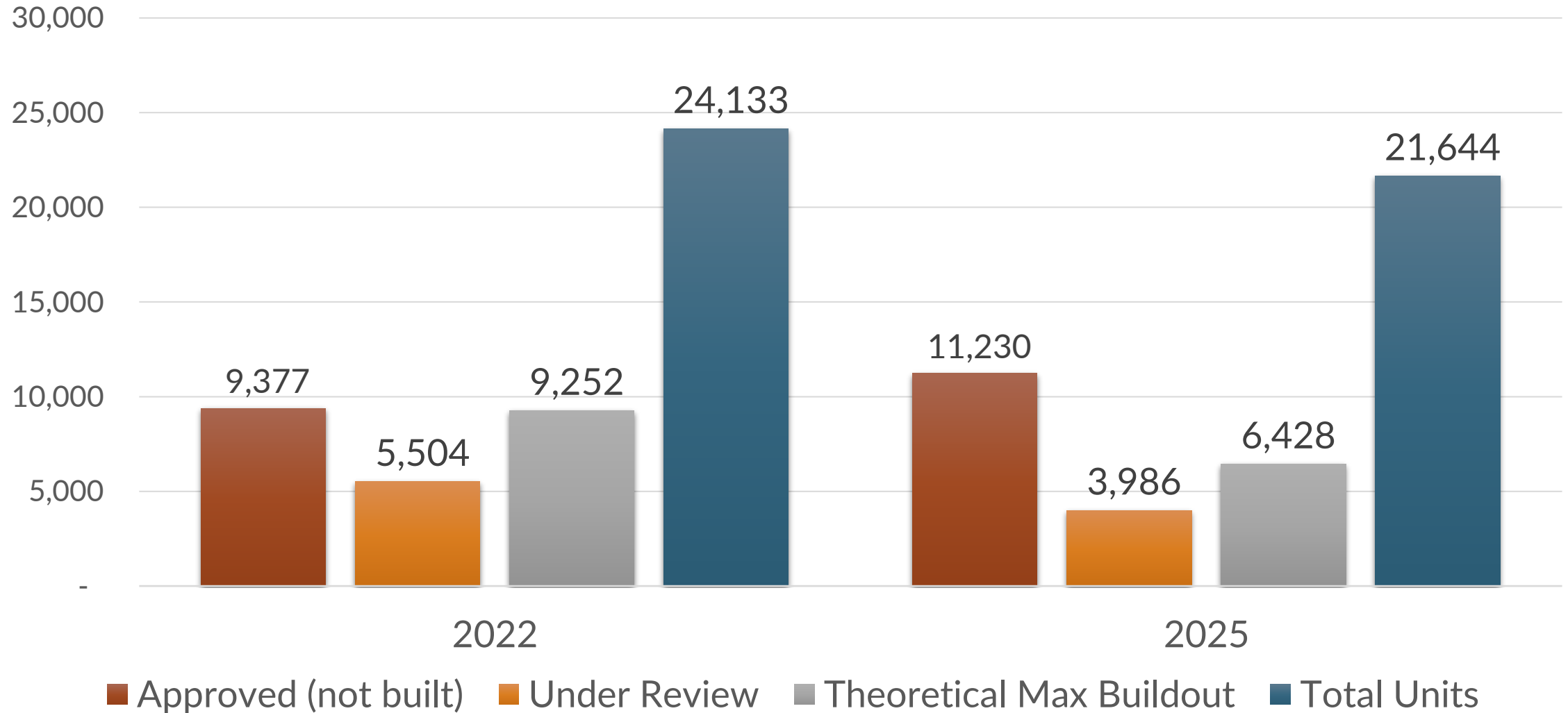


2025 Land Use Buildout Analysis - Residential				
Development Area	Max. Remaining Approved Units (Unbuilt)	Max. Units Under Review	Total Buildable Units	Share of Total
Neighborhood 1 - Places 29	1,019	207	1,226	8.1%
Neighborhood 2 - Places 29	534	936	1,470	9.7%
Neighborhood 3 - Pantops	12	141	153	1.0%
Neighborhood 4 - S + W	208	13	221	1.5%
Neighborhood 5 - S + W	1,583	1,477	3,060	20.1%
Neighborhood 6 - S + W	-	96	96	0.6%
Neighborhood 7 - S + W	532	-	532	3.5%
Crozet	1,516	147	1,663	10.9%
Hollymead - Places 29	5,333	969	6,302	41.4%
Piney Mountain - Places 29	120	-	120	0.8%
Rivanna	373	-	373	2.5%
Total	11,230	3,986	15,216	100.0%

Total Buildable Units by Development Area

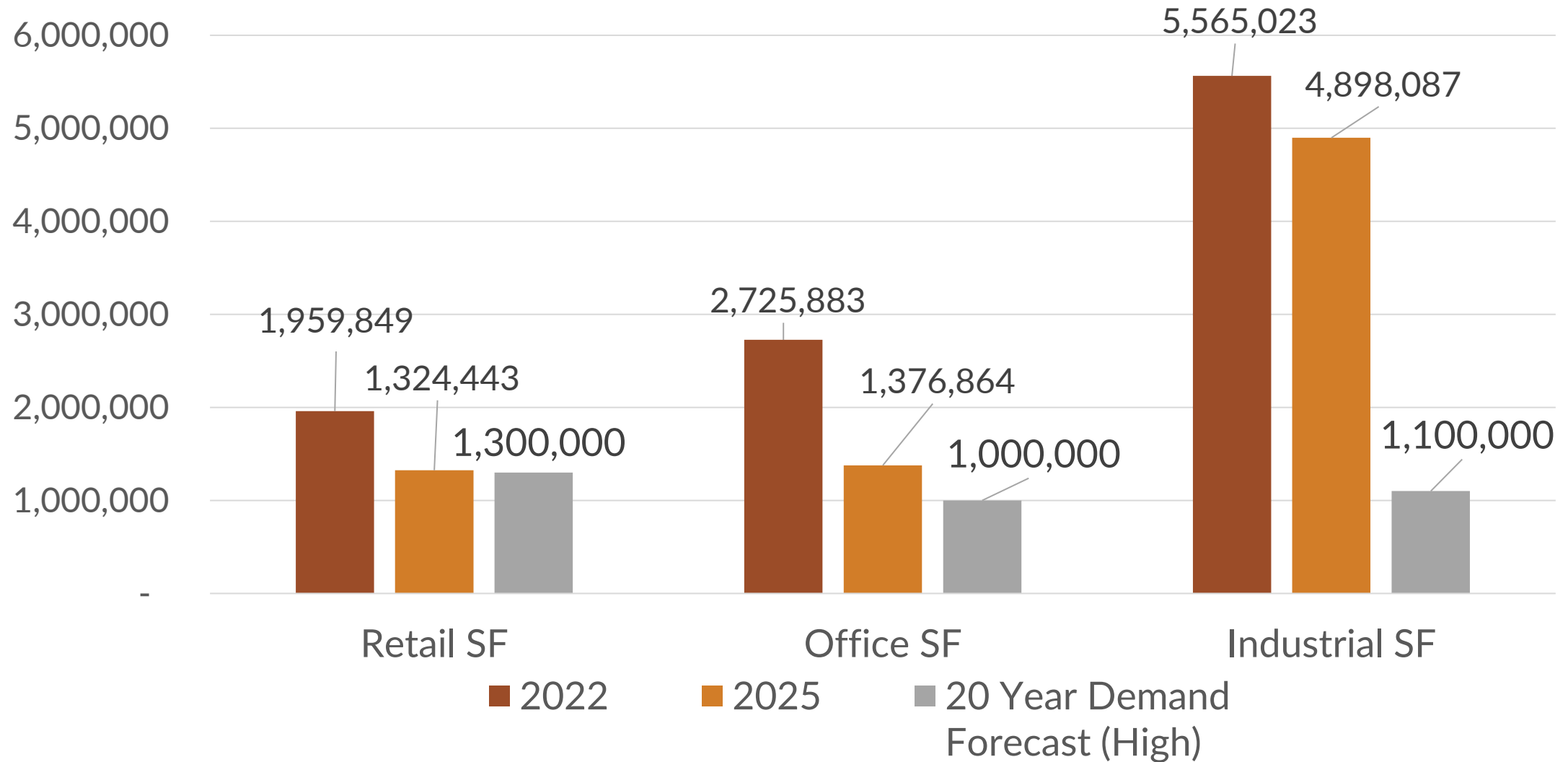


Total Theoretical Max. Buildout, 2022 vs. 2025



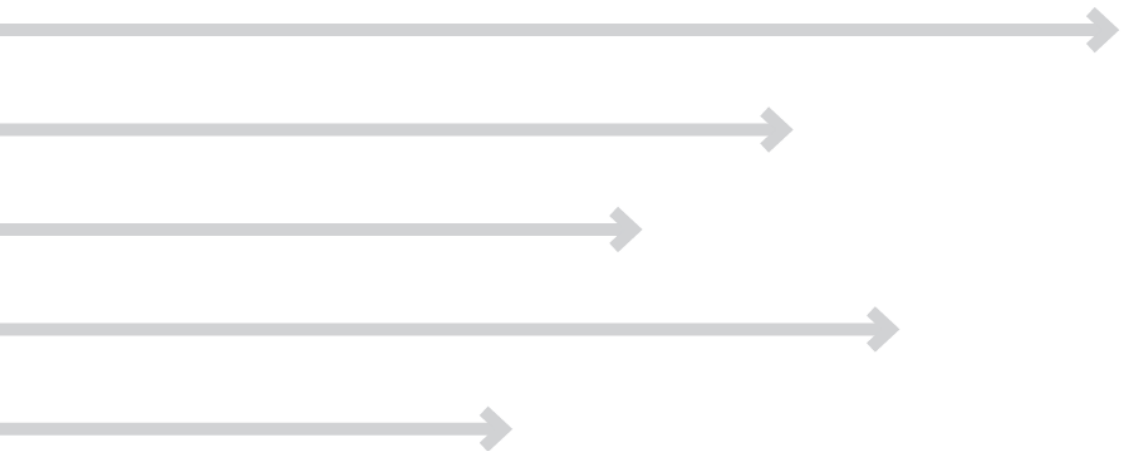
Summary of Maximum Theoretical Non-Residential Buildout by Development Area				
Development Area	Retail SF	Office SF	Industrial SF	Hotel Rooms
Neighborhood 1 - Places 29	141,602	207,281	21,949	267
Neighborhood 2 - Places 29	119,707	206,177	-	254
Neighborhood 3 - Pantops	109,759	72,707	98,475	101
Neighborhood 4 - S+W	102,458	86,334	238,882	166
Neighborhood 5 - S+W	16,325	86,741	1,040,886	-
Neighborhood 6 - S+W	13,128	-	-	-
Neighborhood 7 - S+W	17,277	12,958		-
Crozet	236,764	223,827	494,871	436
Hollymead - Places 29	491,887	435,040	2,893,107	275
Piney Mountain - Places 29	75,536	45,799	109,917	92
Rivanna	-	-	-	-
Total	1,324,443	1,376,864	4,898,087	1,591

Retail, Office, and Industrial SF Capacities in '22 and '25 vs. 20-year Demand Forecast (High)





Examples



Residential Development Opportunity



YES

- Land value is greater than improvement value AND parcel is 2 acres or larger
- Vacant parcel

NO

- Parcel is completely in Floodplain or conservation easement
- Parcel is part of HOA open space
- County-owned and precludes residential development (stormwater management, public park, right-of-way, etc.)
- Owned by UVA Board of Visitors



Residential Development Opportunity



Example: 2.0 acres

YES

- ✓ Land value is greater than improvement value AND parcel is 2 acres or larger
- Vacant parcel



Residential Development Opportunity



Buildout Assumption

1. Urban Density Residential (6-34 units/ac.)
2. Reduction of 20% for environmental and infrastructure, and 20% for open space
3. 2.0 acres = 1.2 developable ac.
4. Apply a ratio of 80% res./20% comm.
5. Yields 33 dwelling units and 4,800 sf of commercial

Example: 2.0 acres



Commercial Development Opportunity



YES

- Parcel is zoned or designated in the Comp Plan for commercial or mixed uses
- Land value is greater than improvement value

NO

- Improvement value is greater than land value
- Big box stores (e.g. WalMart, Target, Lowes, etc.)
- Auto stores/service/dealers
- Mini-warehouse/self-service storage built after 2000



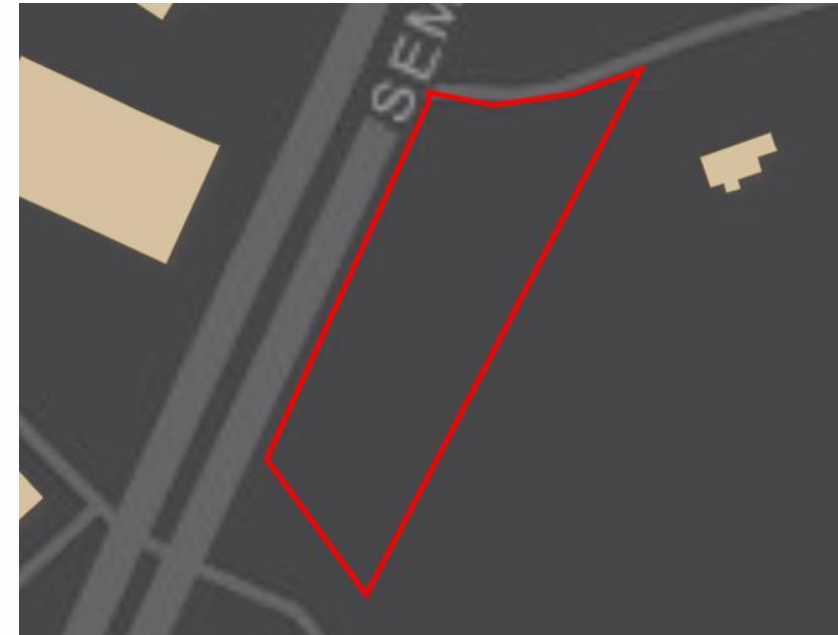
Commercial Development Opportunity



Example: 3.16 acres

YES

- ✓ Parcel is zoned or designated in the Comp Plan for commercial uses
- ✓ Land value is greater than improvement value



Commercial Development Opportunity



Buildout Assumption

1. Commercial Mixed Use
2. Reduction of 20% for environmental and infrastructure, and 10% for open space
3. 3.16 acres = 2.21 developable ac.
4. Apply ratio: 20% res./40% retail/ 30% office/10% hotel
5. Yields 4 dwelling units, 17,600 sf of retail, 9,900 sf of office, and 33 hotel rooms

Example: TMP 3.16 acres



How could capacity have increased?

- Rising land values (more parcels have land values greater than improvement values)
- More projects in the development pipeline (approved and under review vs. 2022)



Opportunities for improved analysis

- Backward looking vs. forward forecasting
- Min. acreage sizes
- More detailed review of improvement vs. land values



Key differences

- More developable parcels (and acreage) overall in 2025 than in 2022
- The “developable” parcels from 2022 changed by:
 - Joining the Development Pipeline
 - Making an investment that increases the improvement value over the land value



Changes 2022 to 2025

Albemarle County Population Estimates (Weldon Cooper Center)			
Year	2021 Figures	2025 Figures	% Change
2020	112,395	112,395	-
2030	125,718	124,560	-0.92%
2040	138,485	137,105	-1.00%
2050		152,770	



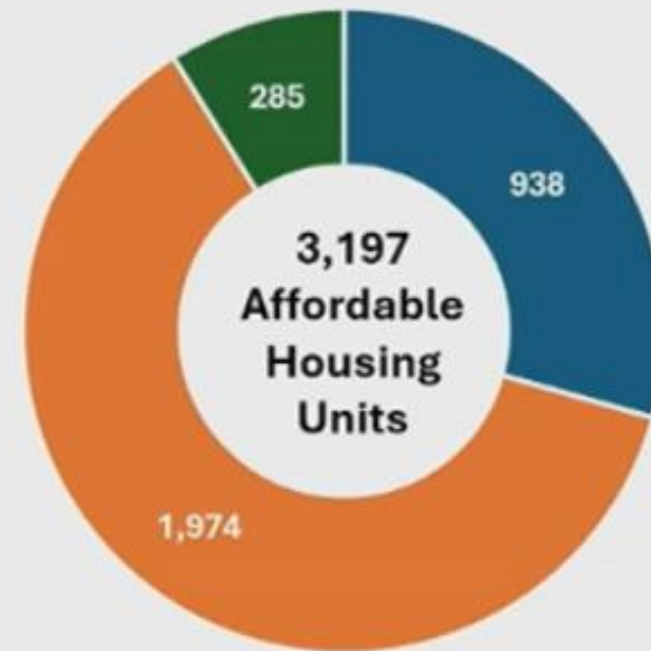
Affordable Housing Units in Albemarle

Number of Affordable Units



- Subsidized rental units
- Proffer units for rent
- Bonus density units
- Proffer units for-sale
- Preserved units

Affordable Units in the Pipeline



- Subsidized rental Units
- Proffer units under review
- Approved proffer units

Housing Objectives



- 1. Increase the overall housing supply and housing choice**
- 2. Permit a range of housing types, especially in Activity Centers and other mixed-use and walkable places**
- 3. Increase long-term affordable and workforce housing options (new and preserved)**
- 4. Preserve and maintain aging housing**
- 5. Increase funding for low- and moderate-income households to maintain and remain in their housing units and reduce energy cost burdens**
- 6. Address unmet needs for people living unsheltered and promote the best practice of housing first**
- 7. Increase affordable and accessible housing options**

Housing Needs



Most vulnerable community members

Least vulnerable

Homeless /
Emergency
Shelters

Transitional
housing

Permanent
Supportive
Housing

Housing
Choice
Vouchers

Affordable
Rental
Housing

Affordable
Home-
ownership

Workforce
Housing

≤ 30% AMI

50% AMI

60%
AMI

80% AMI

Up to
120%
AMI



Missing Middle Housing



- Housing units between single-family detached and high-rise apartments
- Duplexes, multiplexes, bungalow courts, live-work units, mid-rise apartments
- Tend to be smaller and therefore more affordable than SFD's
- Focused on form rather than density



Examples of Missing Middle Housing Types, Source: Opticos Design

